

# Evaluation Report

## Evaluation of the RPNGC Family and Sexual Violence Units



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# Abbreviations

Abbreviation	Representation
AFP	Australian Federal Police
CBO	Community Based Organization
CID	Criminal Investigation Department
CSO	Constabulary Standing Orders
DFAT	Department of Foreign Affairs and Trade, Government of Australia
DSP	2010-2030 Development Strategic Plan
DV	Domestic Violence
FGD	Focus group discussion
FPA	Family Protection Act
FSV	Family and Sexual Violence
FSVAC	Family and Sexual Violence Action Committee
FSVU	Family and Sexual Violence Unit
FSC	Family Support Centre
FSV	Family and Sexual Violence
GBV	Gender Based Violence
GoA	Government of Australia
GoPNG	Government of PNG
HR	Human Resources
IPO	Interim Protection Order
JSS4D	Justice Services and Stability for Development
LJS	Law and Justice Sector
MTDP	Medium Term Development Plan (2011 – 2015)
NCD	National Capital District
NGO	Non-government organisation
NZ	New Zealand
OPP	Office of Public Prosecutor
PALJP	PNG Australia Law and Justice Partnership
PALJP-TP	PNG Australia Law and Justice Partnership – Transition Program
PNG	Papua New Guinea
PPC	Provincial Police Commander
PSO	Public Solicitors Office
RPNGC	Royal Papua New Guinea Constabulary



SOS	Sexual Offences Squad
SSF	Sector Strategic Framework
TOR	Terms of Reference
UN	United Nations
VAW	Violence Against Women
WHO	World Health Organization

# EXECUTIVE SUMMARY

## Objective of the Report

This report provides the findings of an Evaluation of the Family and Sexual Violence Units (FSVUs) operating under the Royal PNG Constabulary (RPNGC). The overall objective of the Evaluation is to learn from experiences to date and develop a greater understanding of the perceptions and behaviours of stakeholders in order to assist in the planning and implementation of future support to RPNGC's response to family and sexual violence (FSV).

Australian aid funds have supported the establishment and development of a number of FSVUs, including training of staff. With a new Law and Justice Program to commence under Australian aid funding in 2016, it is an appropriate time to evaluate to what extent FSVUs have been effective in realising improved access to justice and just results for survivors of FSV, whether they have been operating according to Constabulary Standing Orders (CSOs), their strengths and weaknesses, their impact on the approach to FSV by RPNGC and their sustainability.

This report therefore presents the findings of the evaluation and develops recommendations for future responses by the RPNGC to the problem of FSV.

## Methodology and Content

The Evaluation undertook a mixed method approach, collecting both qualitative and the limited quantitative data available, analysing and then triangulating it against other research and documents to identify consistencies, issues and trends. It evaluated the FSVU approach using the Program Logic established by PALJP, and in particular, how well the FSVUs meet the *intermediate outcomes* of relevance, effectiveness, efficiency and sustainability, and how they meet *immediate output* expectations in attempting to achieve those greater outcomes.

The Evaluation team developed a Theory of Change diagram (see Figure 2.1) based on the Program Logic. Headings and Sub-headings throughout the report are based upon the Program Logic structure, terminology and performance questions.

## Findings

The following are key findings against the five main questions that guided this evaluation.

### **1. How relevant is the FSVU in meeting the expanding service requirements of those who are most in need of support?**

The Evaluation Team found that FSVUs are highly relevant for expanding services to FSV survivors. FSVUs have RPNGC leadership and institutional support through the Family Protection Act (2013), the CSOs and revised RPNGC policies and procedures. In addition, the RPNGC has expanded services for FSV survivors, providing a designated place for FSV survivors to report offences, initiate IPOs and be referred to allied agencies for medical care and/or other support. The FSVU is aligned to GoPNG priorities as shown in PNG Vision 2050, the 2010-2030 Development Strategic Plan and the 2011-2015 Medium Term Development Plan. The new National Security Policy identifies FSV as one of the threats to national security. The FSVUs are aligned to the Law and Justice Sector Strategic Framework's (SSF) objective of enhancing a safe and secure society by responding to FSV and survivor needs.

### **2. To what extent have FSVUs been effective in delivering equitable and effective services?**

The Evaluation Team found that effectiveness of FSVU services is constrained by internalized gender norms of male dominance and authority and women's dependence and obedience. These internalised gender norms have a profound impact on the quality of services offered to FSVU survivors.

Although the FSVU approach has been a catalyst for change in the RPNGC response to FSV, changes in practice and attitude are individual rather than organizational and are inconsistent within and between police stations and provinces. Evidence from survivor interviews suggests that FSVU officers require training to better understand FSV, trauma and how to respond in a supportive and non-judgmental way. At the moment, the FSVU approach does not include a systematic risk assessment of all FSV cases reported in order to identify vulnerabilities and address safety issues. The FSVU approach thus places survivors at high risk of continued and possibly worsening FSV.

FSVUs need to improve their timeliness of response to cases, as well as the information they provide to survivors about the FSVU roles, responsibilities and processes related to FSV cases, and the services that network partners provide to FSV survivors. FSVU operational practices are not consistent with the 2007 and 2009 RPNGC Commissioner Circulars, nor the CSOs.

The Evaluation Team found that there are systematic weaknesses and failures in holding perpetrators accountable for FSV and rarely are there immediate arrests or removal. There is an inconsistent approach to arrest and prosecution within and between police stations. Evidence suggests that action taken focuses on IPOs, which are difficult and time consuming for the survivor to obtain. Furthermore, the IPO system is not working as effectively as it could to guarantee the protection of survivors of FSV due to: (i) police systems and processes are not applied consistently and lack coordination with allied agencies; (ii) the process for obtaining an IPO is too long; and (iii) the FSVUs are urban based and rarely venture into a rural setting. This generates inequities in service provision, with FSV survivors living in rural contexts having limited access.

### **3. Is the FSVU making appropriate use of time and resources to achieve objectives and intended outcomes?**

The Evaluation Team found that despite progress, much needs to be done for FSVUs to achieve efficiency in the delivering of FSVU services. At the inputs level, FSVUs have limited funds and resources and rely on support from Provincial Police Commanders (PPCs) and donor agencies.

Female staffing within FSVUs has helped to increase the number of FSV cases reported. However, interviews with FSVU officers raised the fact that a lack of male FSVU officers can restrict the capacity of FSVUs conducting investigations and arrests.

With regard to training of FSVU staff, it was found that all FSVU officers have received training. However, the levels of skills vary and there is no systematized training plan for FSVU staff and for RPNGC staff more broadly on the Constabulary's response to FSV.

The under-resourcing of FSVUs is translated into inconsistent services to survivors of FSV. Few FSVU cases are investigated because: (i) FSVU staff are overloaded with the number of cases received; (ii) most FSVU cases are not indictable and have limited chances of making it to the prosecution stage; (iii) the survivor withdraws the case or accepts compensation; or (iv) police disinterest and/or lack of FSVU resources cause the matter to falter prior to the prosecution stage. Those cases investigated are due to the strong determination of a survivor to get the offender arrested and prosecuted. Compensation and mediation are embedded in the FSVU processes.

It was found that improvements in infrastructure do not compensate for the limited FSVU opening hours. The 8 am to 5 pm Monday to Friday opening hours are inadequate as they can require the survivor to return to police station several times, delaying the provision of urgent protection services.

The Evaluation Team found that there is an FSV referral system in place, of which FSVUs are an integral part. The most common referral points include public hospitals, the Family Support Centre (FSC), the District Courts and Safe Houses. FSVU officers tend to make and receive referrals through the village court magistrates and the Welfare Community Development Officers. Despite the important progress with regard to the establishment of a referral network, it was found that FSVU staff are not providing feedback to survivors or referral partners on progress with their cases. Also, there is no systematized follow up of FSV cases once they have been referred.

### **4. To what extent will significant benefits endure after the donor's contribution ceased?**

The Evaluation Team found that the RPNGC has demonstrated ownership towards a response to FSV by introducing FSVUs across 15 police stations. PPCs have made it possible for the units to continue operating. Four issues need to be addressed in order to ensure the sustainability of FSVUs. First, FSVUs are not currently recognised within the RPNGC structure, constraining the allocation of budget and resources and setting FSVUs apart from normal police operations. Second, RPNGC needs to develop annual plans and budgets for the FSVUs. Third, FSVUs need to adhere to CSOs and the Commissioner's Circulars as well as have consistent and institutionalised processes on how to be part of the FSV external referral network. Fourth, the RPNGC leadership needs to increase awareness within police stations of the problem of FSV.

#### **5. What are the positive, negative, intended and unintended effects of the FSVU model?**

The Evaluation Team found that more needs to be done for FSVUs to have an impact in offering improved safety, stability and crime prevention to FSV survivors. With regard to the positive effects of FSVUs, the Evaluation Team found that there has been significant progress within RPNGC towards recognising FSV as a crime.

The Evaluation Team found that much needs to be done in order to improve the quality of services offered by FSVUs. In particular, RPNGC needs to increase the number of investigations and corrective actions to ensure the safety of FSV survivors. Also, reporting of FSVU cases needs to improve and provide consistent information to the RPNGC data collection system.

There are four unintended effects of the FSVU approach. First, an increase in the number of clientele reporting to the FSVUs adds pressure on the limited human resources and the quality of FSV services. Second, the need for FSVUs to prove their worth through the number of cases they accept might override them offering quality services and justice outcomes in each case. Third, donor support to the FSVUs has created the perception among FSCs that FSVUs receive continuous support, while they struggle for funding. Fourth, FSVU officers provide so-called counselling for which they have neither the mandate nor the skill. FSV referral networks are operating in all locations visited and strong relationships exist between FSVUs, safe houses, FSCs, hospitals, other police divisions, courts and prosecutors.

## **Recommendations**

The following recommendations have been developed from the Evaluation findings. Elaboration of these recommendations can be found in Chapter 9.

#### **Structure:**

- FSVUs should be formally recognised within the RPNGC structure, have clear lines of authority, linkages with other departments, and reporting systems and have an annual allocation of funds and resources according to agreed plans;

#### **Staffing:**

- Staff numbers at FSVUs should increase to cope with the high workload and include a mixture of female and male officers;

#### **Training:**

- All FSVU staff should receive training in the response to FSV; the role of FSVUs within RPNGC and of the front desk, CID, SOS and PSU; taking survivor statements and completing applications for IPOs; the needs, safety and protection of survivors; working with allied agencies and networks; and data entry requirements;
- All FSVU officers should be supported in obtaining a driver's license;

- All police station officers should be trained in the Commissioners Circulars, CSOs, legislation and internal processes; in the needs, safety and protection of survivors; and in undertaking basic investigations;
- All court services and the judiciary should receive training in the role of police officers in reducing FSV and improving survivor safety and protection;

### **Facilities and Equipment**

- FSVUs should operate 24hrs, 7 days a week (24/7) and should have separate entrances to that of the general police station entrance;

### **Operations, Systems and Processes**

- Policies and procedures need to connect and create collaborative relationships with units in RPNGC, including CID and SOS;
- The IPO application process should be simplified and FSVUs should be more helpful in assisting victims to get IPOs;
- All police officers should be given training and authority to undertake basic investigations to enable activation of IPOs;
- Police officers need to follow up cases rather than stopping their involvement with survivors once they have been referred;
- There is a need for partners in a referral network to liaise very closely and provide feedback to the rest of the network;
- Examples of good practice in the PNG context should be identified and considered for wider application eg. The case management meetings approach being implemented by Femili PNG and of FSV trained front-desk police officers in Waigani;
- Capacity of RPNGC should be strengthened to improve the response and increase accountability for effective police response to FSV; to improve the alignment between operational practice and RPNGC Commissioner Circulars; to increase access to FSVU services; to increase safety and reduce risk for survivors of FSV; to strengthen coordination and referral for FSV services; and to work towards deterrence for FSV;

### **Reporting:**

- Better communications are necessary between FSVUs and the National FSVU Coordinator and in particular, regular, quality and uniform reporting is required to assist in improving FSVU monitoring and overall support;
- Data collected at each FSVU should be gender disaggregated;
- A process flow chart should be given to police stations indicating the different steps required in the provision of services to FSV survivors. Police officers have to be trained in providing guidance to survivors reporting FSV;
- FSVU staff must be informative and clear with survivors on the results of their police engagement. This explanation can help survivors to adjust their expectations regarding the police involvement;

### **Awareness of the Fight against FSV:**

- The RPNGC should select senior RPNGC officers and high profile and respected community representatives to become advocates against FSV.

# 1. INTRODUCTION

## 1.1 Background

Family and Sexual Violence (FSV) is a confronting and widespread issue throughout communities of Papua New Guinea (PNG). FSV takes many forms and affects all in the community: women, men, children and the vulnerable. Women in particular, are the victims of FSV in a complex social setting which often causes physical injury, marginalises women, often contributes to low esteem and constrains their participation in economic activities that benefit their families and the community as a whole.

The full magnitude of the problem of FSV in PNG is not understood due to the lack of disaggregated data available and the challenges survivors face in coming forward. However, research across four provinces in 2009 showed that two-thirds of women reported being hit by their partners, with two thirds also reporting sexual violence.<sup>1</sup>

The widespread prevalence of FSV has serious implications for public health, justice and law enforcement, social and economic development, and the persistent low and inequitable status of women and girls. With such high levels of FSV efforts to respond to and prevent FSV are critical.

The PNG-Australia Law and Justice Partnership (PALJP) is a key activity in the Government of Australia's (GoA's) current support to the law and justice sector in Papua New Guinea. PALJP has been implemented since 2009 and is currently in a transition phase (the PALJP Transition Program, PALJP-TP) to the new Justice Services and Stability for Development (JSS4D) Program which is planned to commence in January 2016. Other activities supporting the Government of Papua New Guinea (GoPNG) law and justice sector include the Strongim Gavman Program and the Papua New Guinea – Australia Policing Partnership.

Under PALJP-TP funds are allocated to efforts to respond to and support survivors of FSV and to prevent FSV. The Program strives to increase access to justice, legal protection and support services for women and others vulnerable to FSV. It includes substantial support to local Family and Sexual Violence Units (FSVUs) including from Community Safety Advisers as part of their role in supporting improvements in the Law and Justice Sector.

Some 15 FSVUs have been established since an early pilot of three in 2008 and in response to the rampant issue of FSV throughout PNG. These FSVUs have been established by the Royal PNG Constabulary (RPNGC) and the officers within the FSVUs come under the command of the Provincial Commander, Metropolitan Superintendent, or, if they are attached to a specific Police Station, under the Police Station Commander.

The overall design of the new JSS4D has been developed and includes ongoing assistance to the FSVUs. As PALJP progresses through the Transition Program, it is important to identify and reflect on lessons learned from the support to the FSVUs, and to formulate recommendations for improvements and better outcomes for the future.

## 1.2 Purpose of this Report

The overall objective of the Evaluation is to learn from experiences to date and develop a greater understanding of the perceptions and behaviours of stakeholders, in order to assist in the planning and implementation of future support to RPNGC's response to FSV. In particular,

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<sup>1</sup> Ganster-Breidler, M 2010. 'Gender-based Violence and the Impact on Women's Health and Wellbeing in Papua New Guinea', *Contemporary PNG Studies*, 13: 17-30.

this Evaluation of the RPNGC Family and Sexual Violence Units has been commissioned under PALJP-TP and aims:

1. To evaluate to what extent FSVUs have been effective in realising improved access to justice and just results and specifically:
  - If they are providing adequate legal protection and assistance to survivors of family and sexual violence.
  - If FSVUs are operating as per Constabulary Standing Orders. If not, why not?
  - What are the strengths of the FSVUs?
  - What the limitations and weaknesses of the FSVUs?
2. To evaluate the impact that the introduction of FSVUs has had on the RPNGC approach to FSV including but not limited to the rate of investigation and prosecution of FSV cases;
3. To provide advice on the sustainability of the FSVU within the RPNGC; and
4. To provide recommendations on the short and medium term interventions for support to improve the RPNGC's response to complaints of FSV.

The Terms of Reference (TOR) under which the Evaluation has been undertaken is provided in Appendix A.

This report provides the findings of the Evaluation using a positive approach to guide future developments of FSVUs and associated mechanisms and organisations which support survivors of FSV.

### 1.3 Report Structure and Limitations

This Evaluation Report provides a basic structure to evaluate the FSVUs according to the Program Logic prepared by PALJP and directly answers the questions raised in that Program Logic. Within this logic, the Longer Term Outcomes are those of the Sector Strategic Framework, which are a much broader set of target outcomes to which the development and operations of the FSVUs contribute. On the basis of the stated aims of the Evaluation, the FSVUs are not evaluated against these broader sector oriented outcomes objectives. The Evaluation looks at the intermediate outcomes being achieved, the immediate outputs and the inputs (termed "Getting ready") to the FSVUs.

### 1.4 Terminology

Family and Sexual Violence (FSV) takes many forms and occurs in many contexts. It includes intimate partner violence, violence against children, broader family violence and violence within the community.

Other related terms used in reference materials and in different contexts and countries include those below. In this Evaluation Report, only the term family and sexual violence (FSV) is used.

Domestic Violence (DV) refers to violence in the domestic sphere, within and between family members. It has, in some countries and organizations, been used more broadly to identify violence between any persons living under the same roof.

Family Violence (FV) refers to violence and abuse within and between family members. It incorporates violence against both adults and children, and women and men.

Gender Based Violence (GBV) refers to violence and abuse directed against a person on account of their socially prescribed gender.

Violence Against Women (VAW) refers to violent acts that are primarily and exclusively committed against women.



## 2. METHODOLOGY OF THE EVALUATION

The methodology used in this Evaluation focused on assessing the work of the FSVUs in response to FSV. A mixed data collection process that emphasises qualitative methods (and uses what little quantitative data is available) was chosen in order to get an in-depth understanding of a selected number of FSVUs. The basic premise of this methodology is that integration of two methods leads a more complete and synergistic utilization of data.

The Evaluation Team followed a convergent design to compare findings from qualitative and quantitative data sources.<sup>2</sup> This process meant collecting both types of data at the same time; separately analysing both types of data; and comparing results. The objective was to triangulate findings and to create a solid foundation for drawing conclusions about the FSVU intervention.

The Evaluation Team conducted an analysis of statistical information, secondary literature and a content analysis of all in-depth interviews and focus group discussions (FGDs). A qualitative computer program called NVivo was used to assist in the identification of common issues and trends.

A Theory of Change diagram was prepared representing the Program Logic developed by PALJP and incorporates aspects that needed to be taken into account when assessing the FSVUs (see Figure 2.1).<sup>3</sup>

This diagram indicates a pathway of change. It provides a guide on what to look for in the FSVU to assess the changes that are occurring through the progression from inputs to outputs to outcomes and impact. The Evaluation Team used this diagram and logic as the basis for assessment and revised the diagram in the process, incorporating aspects that needed to be taken into account when assessing the FSVUs. This became the Evaluation logic model, which summarises the FSVU complexity in a visual tool.

Refer Appendix C for further detail on Methodology.

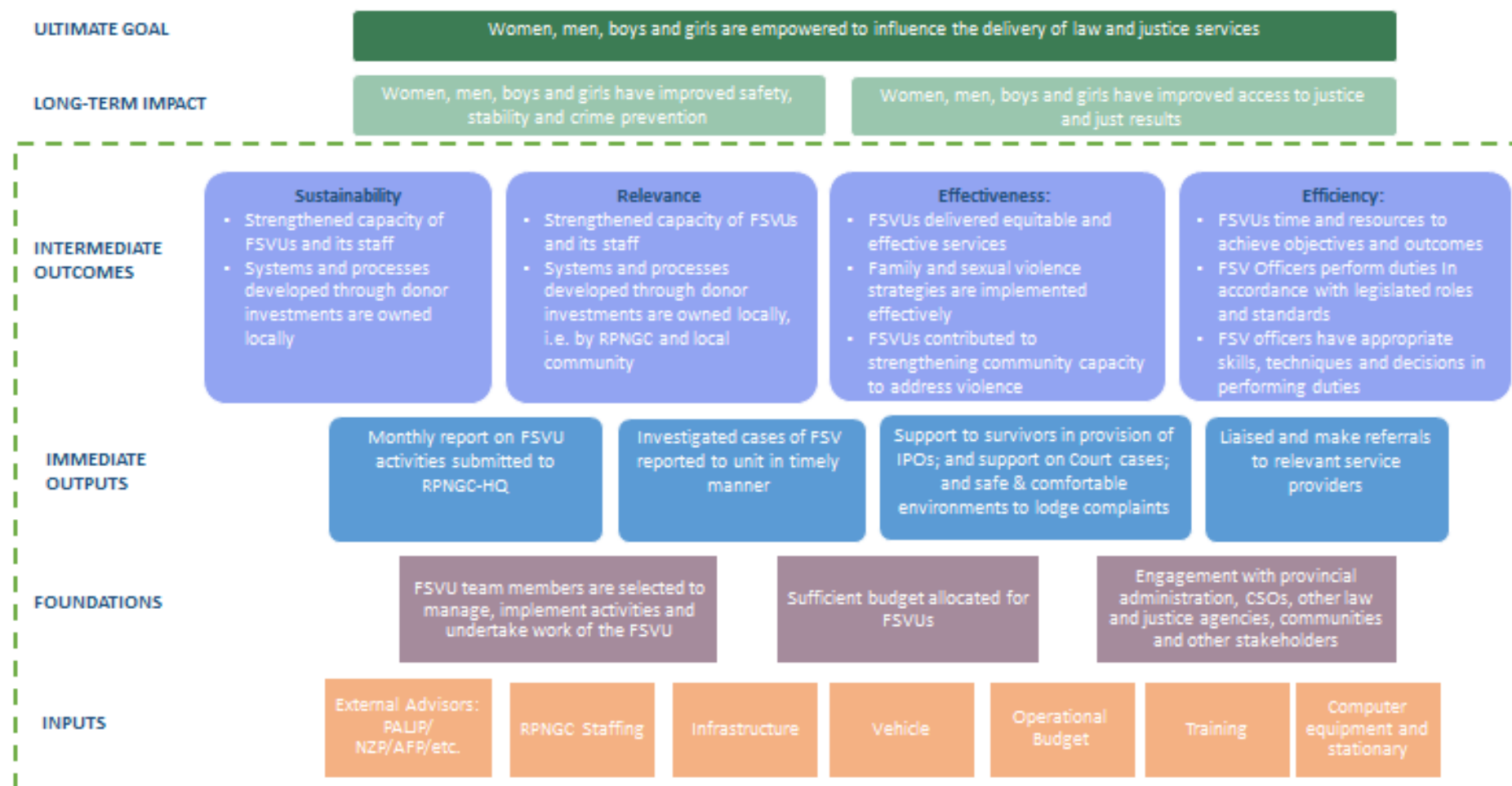
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<sup>2</sup> For more information on fieldwork, see Appendix I.

<sup>3</sup> In 2015, PALJP developed an FSVU Program Logic to guide this Evaluation. The Evaluation Team used the program logic in two ways. First, to develop the Theory of Change of FSVU. Second, to structure the findings of the report.



Figure 2.1: Theory of Change of FSVUs



### 3. FOUNDATIONS OF THE FSVUs

As part of a larger systemic response to FSV, the FSVUs have the mandate for prevention, protection and investigation of non-indictable FSV offences. These units are expected to respond to the specific needs of FSV survivors. In addition, FSVUs are part of a referral network that provides key services for FSV victims. By 2015, FSVUs had been established and were operating in 15 locations. The assessment of FSVUs starts by looking at their foundations: what are the minimum considerations required for FSVUs to operate adequately?

The over-riding consideration is how do the FSVUs fit within the structure of the RPNGC? There is no formal recognition of the FSVUs in the RPNGC structure. While it is understood that there is a proposal for their inclusion, there is no certainty this submission will be approved. The current lack of formal recognition severely constrains the allocation of budget and resources (staff, equipment etc). In addition it has a negative impact on morale of staff within the FSVUs.

Three further considerations were identified, all of which are variously impacted upon by the fact that FSVUs are not recognised within the formal RPNGC structure (for more details see Appendix E).

- 1) The first consideration was that FSVUs had adequate staff. The Evaluation Team found that with the exception of Mendi, all FSVUs are understaffed (see Table 3.1). Most of FSVU staff are female.

Table 3.1: Staffing Numbers per FSVU Visited, Disaggregated by Gender

FSVU Staffing-related Outputs	Buka	Mt Hagen	Lae	Mendi	POM (Boroko & Waigani)
Number of Female officers in FSVU	2	2	2	4	2
Number of Male Officers	0	0	0	1	1
<b>Total</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>5</b>	<b>3</b>

Source: In-depth interviews conducted during Evaluation (2015).

With regard to the selection of FSVU staff, it was found that FSVUs have followed an organic process based on who was available and interested at the time each FSVU was set up. This means that FSVU staff members are diverse in terms of their experience as police officers (years at work) as well as their different capabilities. Importantly, all FSVU officers reported that they had received FSV training. This is critical and positive preparation for the good operations of FSVUs.

- 2) Second, the FSVUs require an adequate budget that allows them to operate throughout the year. The Evaluation Team found no evidence of budgets allocated for FSVUs. There was little documented information available relating to planning within the units. This lack of planning and budgeting was also reflected at national level with no work plans being available.
- 3) Third, the FSVUs require clear guidelines on how to engage with FSV referral stakeholders. Several methods of stakeholder engagement were identified.
  - Engagement between FSVUs and health providers might take place due to need, as there is necessarily a close relationship between FSVUs and health providers. A similar situation exists with Safe Houses;

- Engagement can originate through FSVU officers reaching out to non-governmental organizations. This was mentioned as a result of training FSVU officers received in Fiji. After coming back to their postings, these officers mentioned feeling comfortable with contacting NGOs that provide services to survivors;
- Engagement might be through PALJP Advisers, who play a key role in helping the newly recruited FSVU officers to engage and work closely with other FSV stakeholders; and
- Engagement can be through the FSVAC (only in areas where the Action Committee is active). It was acknowledged by FSVUs that the FSVAC representative played a critical role in bringing all different FSV-related service providers together to discuss common challenges.

## 4. IMMEDIATE OUTPUTS

### 4.1 FSVU Case Reporting

At the FSVU level, the Evaluation Team found that daily, weekly, monthly, quarterly and annual reports were available in Mt Hagen, Waigani and Lae (for more details see Appendix F). The quality of the FSVU reports, where available, were variable, using different forms and were not disaggregated according to sex, age or other parameters that would enable data comparisons and trend identification. They were notably better where there was a PALJP-funded adviser providing support to the FSVU.<sup>4</sup> Mostly, reported offences were merged under general headings making it impossible to know the type of case followed and the data was not gender disaggregated (see Table F.2 in Appendix F). The Evaluation Team found no evidence that periodic reports containing relevant survivor and police information from FSVU activities are submitted to the FSVU Coordinator at RPNGC Headquarters. This points to a need for better communication between HQ and the FSVUs.

### 4.2 FSVU Services provided to Complainants or Clients

The Evaluation Team found that the FSVU officers are supported by other police officers in the delivery of their duties. This is mainly because the police station front-desk is the entry point for survivors to be referred to the FSVU.<sup>5</sup> However, using the front-desk as an entry point delays the provision of services for survivors. Once the survivor accesses the front-desk police officer, the survivor is requested to provide information to fill a report form.<sup>6</sup> The front-desk officer then passes the information to the crime report officer in charge who will then report the crime in the OB Book. This means that those survivors that put their claim through the front desk counter have to wait for two different officers to decide whether the offence they are reporting is a crime or not (see Table 4.1).

Even, when statements are taken and the OB number given, after a survivor registers their complaint, police officers working at the front desk also reported directing survivors to return to the police station within FSVU business hours. This indicates that regular police officers see FSV as strictly the role of the FSVU. Although important to recognize that internal referrals to FSVU are a positive shift of behaviour within police stations, the existing bureaucracy and lack of mainstreaming in services delay the provision of policing services for FSV survivors.

It was also reported that FSV related-arrests are uncommon. This is linked to the fact that most FSVU officers are female and they are not in a position to arrest people due to potential threats to their safety.

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<sup>4</sup> By studying reports from different locations, the Evaluation Team found that there is no uniformity of data collected across FSVUs: there is limited similarity in the data captured, with no national oversight for homogenized data collection.

<sup>5</sup> The front desk is open 24 hours 7 days a week.

<sup>6</sup> The report form includes a short statement explaining the suspect's and SURVIVOR particulars, the relationship between them and explain what happened.

Table 4.1: Police Station Internal Referral Process for FSV Cases

Areas	Buka	Mt Hagen	Lae	Mendi	Port Moresby
Initial contact front counter	Yes	Yes	Yes	Yes	Yes
Front counter staff take all FSV complaints and decide what happens	Yes	Yes	Yes	Yes	Partial
CID / OIC decide if referred to FSVU	Yes	-	Yes	-	-
FV - Serious crime	Yes	Yes	Yes	Yes	Yes
FV - referrals to FSVU	Minor crime	Minor Crime	Minor crime	Minor crime	Partial
FSV – referral to FSVU if IPO required	-	-	Yes	-	-
FSV is considered a serious crime referred to	CID	CID	CID	CID	CID
If minor assault referred to:-	FSVU	FSVU	FSVU	FSVU	FSVU
If serious assault referred to:-	CID SOS	CID SOS	CID SOS	CID SOS	CID SOS
If Sexual offence referred to:	SOS	SOS	SOS	SOS	SOS
If sexual assault – rape etc referred to	SOS	SOS	SOS	SOS	SOS
If sexual assault – children referred to	SOS	SOS	SOS	SOS	SOS
Victim uses other department not FSVU	-	-	Yes (PSU)	-	-
Dissatisfied with FSVU hours of operation (Hours open etc)	Yes	Yes	Yes	Yes	Yes
Dissatisfied at times with Police approach	Yes	Yes	Yes	Yes	Yes

Source: In-depth interviews conducted during Evaluation (2015).

### 4.3 FSVU Investigations

The Evaluation Team found that few FSVU cases are investigated and four reasons were identified. First, FSVU staff are overloaded with the number of cases received. This means that they spend most of their time taking statements rather than investigating them. Second, most FSVU cases are not indictable and have limited chances of making it to the prosecution stage. Third, in many cases the survivor withdraws the case or accepts compensation. Fourth, police disinterest and/or lack of FSVU resources cause the matter to falter prior to the prosecution stage. Those cases prosecuted were due to strong determination of the survivor.

The Evaluation Team found that there is no data on the number of cases that are investigated or the outcomes reached after an investigation. Those cases investigated are due to real determination of the survivor to get the offender arrested and prosecuted.

### 4.4 Outcomes of FSVU Investigations

The Evaluation Team found that there is no data on the number of cases that are investigated or the outcomes reached after an investigation. The Evaluation Team found that the FSVU staff face major delays in getting a case prosecuted. It was found that FSVU staff do not have clear

guidelines as to which police unit should be attending to what offence type and some officers still require education concerning IPOs and the Family Protection Act.

#### 4.4.1 IPOs Applied and Completed during the Year

The Evaluation Team found that the IPO system is not working as effectively as it could to guarantee the protection of survivors of FSV (for more details see Table G.5 in Appendix G). This issue is not solely the problem of the FSVU as the units are dependent on the services and systems of allied and partner agencies. Two issues were identified. First, although the public have some knowledge of IPOs, police systems and processes are not applied consistently and appear to lack coordination with allied agencies. This can cause confusion among survivors. Summarising this confusion, FSVU officers said:

*"From what I understand about interim is only for a short period but I've never done one nor sighted one but I very much understand" (Buka).*

*"Yes, when there are three of them there in the office, fully manned. There's one person there dedicated to IPOs. So when it's fully manned, there are two in there and one is allocated to IPOs" (AFP Officer, Lae).*

*"Most of the complaints that we are getting now, they want to get Interim Protection Orders. Normally it takes two weeks to process the IPOs. This is risk to survivors waiting 2 weeks for a protection order. Last month it took a whole month or something. Even worse these delays. Yes I think IPO is good... It does help but it's up to the complainant and report it if the IPO has been breached. Sometimes it's good sometimes it's not good. Some survivors they don't come back and report it (IPO breached)" (FSVU Lae).*

Sources: In-depth interviews conducted during Evaluation (2015)

Second, the FSVUs are urban based and rarely venture into a rural setting. Support from police in the request for an IPO or the enforcement of a breach regrettably appears to be limited to the urban areas.

The reliance on specific individuals in the preparation of IPOs could suggest that the application for IPOs is not part of normal police practice. Some locations charge a fee for service to assist in preparation of IPOs and this could indicate a lack of resources or it could simply be a way of offices earning extra funds.

#### 4.4.2 FSVU Officers Trained and Type of Training

The Evaluation Team found that all FSVU officers had received training. It is important that FSVU staff receive training that is practical and relevant to the PNG context. Interviews indicated that training received by members of FSVUs has been helpful to understand FSV. However the majority of FSVU staff have not received training that is relevant to their role as police officers. The Evaluation Team found that FSVU training is not systematized. Three training activities were identified during the interviews:

- (1) Some FSVU officers mentioned they had attended a two week Training-of Trainers course for FSV at Bomana Police training College in February 2015. Specific FSV training is provided to police recruits at Bomana Police Training College (School of Excellence);
- (2) FSVU officers interviewed indicated they had attended training sessions on FSV. However when explored further they indicated that most training was on crisis counselling and held in Fiji; and

- (3) On a national basis the AFP have recently, completed a workshop for general RPNGC staff regarding the interviewing of children as survivors and witnesses.

Although all of these three training activities were important, they were not provided in a systematic manner to all FSVU staff (see Table 4.2).

Table 4.2: Comments Made in Regard to FSVU Training

Location	Statement
<b>Buka</b>	<p><i>"..it was a very nice workshop run by the AFP, Australian Federal Police and it was actually based on children, children and witnesses. And getting the most out of them. How to interview them and get them to tell more details, there was a certain way of doing that was really, really appreciated by me for my CID, I got a lot out of that."</i></p> <p><i>"I have two officers in here that have had training in IPOs. Sophia and I, my boss and I were in a course so we did not attend the IPO training."</i></p> <p><i>"I want them to conduct training on how to draft IPOs; Interim Protection Orders and how we can deal with to make arrest and family sexual violence complains and how we can use the new Act...."</i></p>
<b>Mt Hagen</b>	<p><i>(New officer) - Yes, she just arrived like she said. She has not gone through any formal training. And so, I only went to Fiji to attend this Fiji Women Crisis Centre.</i></p> <p><i>FSVU that's one thing that is when, I went there and the other NGO they put many of their workshops like three days, one week that it's not enough. But then it helped little bit we got little things from that little workshop.</i></p>
<b>Lae</b>	<p><i>"Yeah, all my girls have done the recent Pikinini Workshop in Port Moresby for a week. Yes, they've gone through the Lukautim Pikinini Act. So they're all trained up with that."</i></p> <p><i>"Sue also did a Train the Trainer and she's come back here and presented another week's workshop awareness on domestic violence to her RPNGC counterparts here in the Lae District. That was for 38 people that were only two week or three weeks ago, she's done that and we planning to do another one of those."</i></p> <p><i>"Like I said yesterday we have work load here so I think it will be best if we conduct more trainings for police man and woman, at suburban stations and especially from the front desk people to go through the training for family violence. They will be made aware so that can minimize the number of complaints we are getting."</i></p> <p><i>"To be honest, ladies sitting here they've been left out, unlike the Police women from other centres going to Fiji or wherever to get training on crisis counselling and all these. Some of us here we've been left out for so long, like, been in SOS for 15 years without attending those workshops that will help me in my daily duties"</i></p>
<b>Mendi</b>	<p><i>"The Family and Sexual Violence Unit is new to the province and many men and women are happy but the only problem is that we the members need more training. Because most of us have the experience in the field but to do the work for the FSVU, we do not know so we only need training."</i></p> <p><i>"The problem we have now in the FSVU is that none of us have the experience about this. We never went for training....". "Our major priority need is for FSVU training."</i></p> <p><i>"But for us to go out and do awareness is hard. It would be much better if we were trained. We are afraid that we might go out and give the wrong information that is why we are not doing awareness."</i></p>
<b>Port Moresby</b>	<p><i>"Since I joined the police, I had never been trained for domestic violence or so but after we established this unit, then we attended short courses. Overseas yes, I went to Fiji. For about a month on Gender Based Violence."</i></p> <p><i>"..women kept complaining that despite trainings and awareness being conducted they were sent to police stations and only to find that they were not</i></p>



Location	Statement
	<p><i>being attended to properly and sent away to solve problems at home.”</i></p> <p><i>“..Guidelines must be developed because that guideline will determine what trainings the FSVU staff will receive to give services to the women and children coming there.”</i></p> <p><i>“They sent more than twenty. Even the police force got lot of people who have been going over the years for the training, maybe more than fifty or hundred. Because they have been going since the program started. “</i></p> <p><i>Yes almost 40, about 36- 37 officers have been sent to Fiji woman services centre but for now, we don't send officers to Fiji anymore we try to bring the trainees up here; but two months ago we have already conducted one with the support of the PALJP so it's good instead of sending them over we have to bring one or two instructors here to train and it's less expense because we have to bring other officers from other provinces to train.”</i></p> <p><i>It would be beneficial for all Constabulary staff to receive training on FSV and Gender issues including gender violence. Evidence indicates there is a lack of knowledge and understanding by rank and file of issues around family, sexual and gender based violence.</i></p> <p><i>It is confirmed that in Lae Constabulary trainers are delivering this training to general Constabulary staff.</i></p>

Sources: In-depth interviews conducted during Evaluation (2015).

In particular, the development of those trained via the 'train the trainer' course needs to be continued to ensure competency and quality of training. Nevertheless, there does not appear to be a national training plan in RPNGC as relates FSV or gender issues. The training appears sporadic, ad hoc and without taking into account the need for refresher courses.

#### 4.4.3 FSVU Management of Family and Sexual Violence Reported Cases

The Evaluation Team found poor FSVU management of FSV reported cases. Information from field work suggests the efficiency of each FSVU once set up gradually becomes compromised due to the lack of staff, maintenance and resource issues and the overwhelming demand for assistance from survivors. In addition the Evaluation found that FSVU officers are not currently complying with the provisions of the CSOs or the Commissioner's Circulars. This, however, must be contextualised as FSVUs have achieved important gains. First, there has been significant progress within the Constabulary toward recognising FSV as a crime. There is evidence that once introduced into a location the FSVU are well used by survivors. Second, there is evidence of genuine support towards FSVU by senior members of the Constabulary. A number of issues confronting the FSVUs and impacting on their management of FSV cases remain, including: (a) the lack of formal recognition within the RPNGC structure and the level of acceptance at Police Stations; (b) a lack of ongoing specialist training for FSVU staff; (c) the overwhelming number of survivors reporting crimes to the FSVUs and insufficient staff to deal with cases reported; and (d) a predominance of inexperienced staff within the FSVUs.

#### 4.5 Liaise and Make Referrals to Relevant Service Providers

The Evaluation Team found that there is a FSV referral system in place, of which FSVUs are an integral part. All stakeholders interviewed across the six locations visited mentioned that a FSV external referral network is in place and functions well. The external networks are crucial for providing moral and financial support, information, and services to survivors of FSV.

Interviews identified that three FSV service providers are the most common referral points. The first key FSVU referral partners are both public hospitals and the Family Support Centre (FSC). The second key FSVU referral partner is the District Court, as survivors can request an IPO from the District Court. The third key FSVU referral partner is the local Safe House. In addition



to the FSC, district courts and safe houses, FSVU officers tend to make and receive referrals through the village court magistrates and the Welfare Community Development Officers.

Despite the existing gains in the functioning of the referral network, interviewees raised three improvements for the FSVUs in their role in the network:

1. Increase the number of officers in the FSVU as the number of cases is overwhelming;
2. FSVU staff should provide feedback on progress with cases referred; and
3. FSVU officers should follow up cases rather than stopping their involvement with survivors once they have been referred.

## 5. RELEVANCE: The Place of the FSVUs in PNG's Response to FSV

The Evaluation Team found that RPNGC introduction of the FSVU has been timely and adequate (see Appendix G.1). The FSVU have a legal backing and are strategically placed to make a significant difference due to two factors. First, due to RPNGC leadership support, and second, due to the introduction of relevant legislation such as the Family Protection Act (2013); the new IPOs and Preventative Orders; the Constabulary Standing Orders and revised RPNGC policies and procedures. Together, these two factors give FSVUs the institutional and legal foundation to ensure that FSV is clearly a crime and to make the police responsible for providing safety and protection to FSV survivors.

The Evaluation Team found that by setting up FSVUs, the RPNGC have in principle expanded services for FSV survivors. This is because FSVUs play a vital role in ensuring there is a designated place for FSV survivors to report offences, initiate IPOs and to be referred to allied agencies for medical care, counselling, safety and protection. Also, FSVUs are aligned to the RPNGC Commissioner Circulars (2007, 2009). The Circulars indicate that RPNGC aims for 'good practice' models to be introduced within the units. These models have the potential to reduce impunity, increase arrests and increase prosecutions for FSV offences. An adviser said:

*"...One of the findings of a law and Justice Planning Forum in either 2006 or 2007 was that female survivors of crime, including family violence were not receiving appropriate support from the Constabulary. ....One of the first positive activities in the area of Family Violence was the development of a Commissioners Circular (2007) addressing family violence (Commissioner Baki). With the appointment of National Coordinator of FSV David Kila in mid to late 2008, the first three FSVUs were located in Port Moresby".."*

The Evaluation Team found that FSVUs are aligned to GoPNG priorities. The FSVU concept is aligned with PNG Vision 2050, the 2010-2030 Development Strategic Plan (DSP) and the 2011-2015 Medium Term Development Plan (MTDP). The MTDP included initiatives to "continue to acknowledge and support protective shelters for women and children — shelters established and managed by churches and CSOs as implementing partners of the Government. Moreover, to deal with survivors of gender based violence, specialised training is essential for police, welfare officers, courts and health officials".

The new National Security Policy is also giving prominence to FSV, identifying the problem as one of the levels of threats to national security.

Within the RPNGC the Constabulary Standing Orders (CSOs) set out the policies and overall procedures for the RPNGC's operations regarding FSV.

The Evaluation Team found that FSVUs are aligned to the Law and Justice Sector Strategic Framework (SSF). FSVUs are considered a key initiative to attain the SSF's objective of enhancing a safe and secure society by responding to FSV and survivor needs. This alignment is due to the FSVU's history, in which FSVUs were initiated thanks to a collaboration between a PALJP adviser and RPNGC staff. It is because of this that the FSVU's framework linked investigation, prosecution and protection, alongside other response services. All of these factors are seen as crucial for attaining the SSF objective of 'Improved Policing, Safety and Crime Prevention'.

## 6. EFFECTIVENESS: FSVUs Providing Improved Access to Justice

The Evaluation Team found that a number of positive steps are being achieved in some of the FSVUs visited (see Table 6.1). Three locations, Waigani, Mendi and Buka, are worthy of mention with regard to the positive steps when providing policing services to survivors of FSV. The Evaluation Team assessed that Waigani FSVU seems to be the best positioned in the provision of policing services against FSV. They issue IPOs on the same day and make arrests. Waigani FSVU staff also accompany survivors to referral partners and have assigned police officers to mentor FSVU staff. These key achievements are despite having inadequate infrastructure, being understaffed and lacking adequate funding. Mendi FSVU provides quality services in case reporting and referrals made. They also follow up investigations. These positive actions are supported by the excellent infrastructure and new vehicles received from PALJP. Buka FSVU is considered to be providing good services. Buka is reporting cases and making referrals. However, it was found that they do not consistently follow up cases with investigations or arrests. In contrast, Lae and Boroko FSVUs have no consistent case reporting and referral services. In Lae, mediation is used as a response to violence. Partly, this is due to the high volume of work and limited staffing. Mount Hagen FSVU seems to have less adequate service provision. For example, FSVU staff undertake case reporting but limited referrals. Their response to violence includes mediation. It is important to note that this might be a result of their limited staffing, infrastructure and equipment.

Table 6.1: Summary of Services Provided per FSVU

Ranking	FSVU Visited	Case Reporting and Referral Services	Response to Violence	Adequate Infrastructure
1	Waigani	Excellent	Yes	No
2	Mendi	Yes	Yes	Yes
3	Buka	Yes	Partial	Yes
4	Lae	Partial	Yes	Yes
5	Boroko	Partial	Yes	Yes
6	Mt Hagen	Partial	Partial	No

The Evaluation Team found that the FSVU approach has been a catalyst for change in the RPNGC response to FSV. Changes in practice and attitude are, however, individual rather than organizational and are inconsistent within and between stations and provinces. The attitude of a police station commander or of the magistrate has a profound effect on the approach taken by FSVU/police officers and therefore on the provision of services (for details see Appendix G.2).

Despite these positive steps not all police leaders make sure FSV is a priority for the force. There is a lack of police leadership in some stations and operational practice is not aligned with the 2007 and 2009 RPNGC Commissioner's Circulars. In Mount Hagen for instance, the vast majority of cases reported to the FSVU are mediated rather than prosecuted. The 2007 circular clearly states 'that police treat complaints of FSV as criminal offences and not civil or family matters. Members are not to encourage settlements of these types of offences through the payment of compensation'.

Evidence from survivor interviews suggests that: (a) Survivors do not feel they are accessing justice through the FSVUs. With the exception of one survivor interviewed, all survivors were dissatisfied with the FSVU action (or inaction); and (b) FSVU officers require training to better understand FSV, trauma and how to respond in a supportive and non-judgmental way; they

need to learn 'not to judge'. One-off training is insufficient to enable police officers to "unlearn" old practices and internalized gender norms. The following present some of the responses from survivors.

Florence reports being very frustrated with the back and forth and the length of time it was taking. She suggests it was this and the advice of the safe house staff that influenced her to drop the legal case against her husband and to work with a lawyer to file for divorce. (Boroko)

Sarah lost three pregnancies after being bashed by her husband. She reported to the FSVU several times and describes being beaten in the police parking lot on one occasion when she reported. Despite being told by the FSVU officers that they would visit her husband nothing ever happened, he was never warned, arrested, placed in cells or sent to court. Eventually she changed her behavior in order to stop the violence. *'I stopped going to the police and whenever he says stuff I just sit quietly. I have changed my behavior to try and change his behavior. Whatever he says I will just do it and when he says we go here I just go. If he says we are eating this I just follow whatever instruction he gives. This is difficult but that is the only choice I have. He got more violent when I tried to do something about the situation, when I tried to change things'.* (Buka)

Florence has reported to the police several times, including to the FSVU. Her husband has been warned, arrested, and locked up. After reporting to the police her husband promises to stop beating her. He keeps his promise for one to two weeks, but then begins to beat her again, often when he has been drinking beer. Florence fears that his escalating violence will kill her. *'Now he is telling me he regrets beating me, so you must come back. I said that I don't want to come back because my life is important. If I die and who is going to look after my children'.* (Boroko)

From an overall perspective, at present the services provided to survivors are for the most part considered ineffective and inequitable. Examples of areas where services could be improved are highlighted through the following observations:

- FSVUs are ineffective in stopping further violence and abuse and routinely are unable to provide justice in FSV cases. Nancy narrates a story of the perpetrator acting with impunity knowing the police would not institute an arrest:

*"When the man said some negative words to them (FSVU officers) they dismissed the case...and...told me if I come back they will arrest me". (Nancy Lae) Nancy also reports, that the father of her child bribed two female FSVU officers, in an act that shamed her and convinced her they would never help her. 'Before he went outside he left a K100 on the table of the two FSVU officers and said this is for your drinks and walked off. I thought the K100 was for me so I picked it up, but it was not for me; it was for the two officers. The policewoman told me that the money was not for me it was for them. I was very shocked and so ashamed'... Once bribed the violence continued unabated, as the father of her child knew the police would do nothing about the assaults or the neglect. (Nancy Lae)".*

- Survivors do not feel they are accessing justice with FSVU support. With the exception of one survivor interviewed, all survivors were dissatisfied with the inaction by the FSVU.

- FSVU/police intervention, when combined with economic empowerment factors, may reduce the risk of ongoing FSV.
- FSVU services are not equitable. There are recurrent perceptions of ethnic bias in the FSVU response, particularly noticeable when perpetrators are from the same ethnic group as FSVU officers.
- There is no consistency in the quality of FSVU services even when reporting to the same unit and the same officers.

Figure 6.1: Need to align FSVU services



The Evaluation also found four unintended consequences resulting from the FSVU approach. The first unintended consequence is that awareness raising activities (although limited) were effective in increasing the number of cases reported to the FSVU. This is a very positive outcome. However, the increase in cases reported resulted in added pressure on the very limited human resources within the FSVUs, in turn having a negative impact on the the quality of services provided by FSVU. An increase in staffing has to be considered urgently. Staffing levels should be proportionate to the workload of the area concerned. Workload will be linked to population, geography and other factors. Areas with larger workloads will require more staff while the areas with lower workloads fewer staff. What is clear right now is that the units are overwhelmed with work and across the board more staff are required.

Second unintended consequence is the perceived need for FSVUs to prove their worth by keeping records of the number of cases they accept. This perception, together with very limited staffing, can lead to FSVU officers focussing on case recording rather than on providing quality policing services. The third unintended consequence is that PALJP support to the FSVUs has created the perception among other referral stakeholders that FSVUs receive continuous financial support, while other organizations have to struggle to access funding. The fourth unintended consequence is that FSVU officers believe to be trained in counselling. This is a problem as FSVU officers have neither the mandate nor the skill to counsel FSV survivors.

Female police officers (CID, FSVU and SOS) mentioned that counselling was related to their work as many survivors needed to be calmed down before they were able to make a statement. Female police officers mentioned that they felt unprepared to help traumatized victims. Requests for trauma counselling were repeated by both survivors and by police officers, such as FSVU, SOS and CID, working in FSV-related areas. Requests for training referred to trauma counselling, or counselling that can help police officers to calm survivors. In many instances, FSVU officers try to provide both trauma counselling and marital counselling to survivors. The following quotes illustrate these two points and the need to clarify the role of the police to FSVU officers.

*"FSVU is better [than SOS] because sometimes they do their counselling themselves. But I think it is not always good to overwhelm yourself with counselling because we have a certain procedure to follow in our actual offences as well... [W]e are also not qualified counsellors as well. You will never know, something you say will not go down well with that particular person... And from my point of view, if we are to be counselling them, we should in a form advice and not too deep into an advice unless you know what you are doing" (Buka, SOS).*

*"What I think is that they [FSVU officers] should get some counselling course... I would really recommend them for traumatic counselling, because everybody that turns up at the station are traumatized one way or the other. So they should really get that course trauma counselling and there is another one was everybody can do generally is psychological first aid" (Lae, survivor).*

*"No, we would like to go through that one [training on counselling] because most of the time they [survivors] ask to do counselling but we cannot do that so we refer them to Community Development and Welfare" (Lae, FSVU Officer).*

*"I got a case last time, and we called... the husband and the wife into this office. I sat with them and I asked them to talk and then I asked them again, I asked the victim do you want me to proceed to arrest the offender and then she hesitated and then I suggested that do you want to apply your family again and she said yes. So I said: 'I can refer you to the Family Support Center for counselling if you don't want to break up or anything like that' and they both agreed" (Mendi, FSVU Officer).*

*"And police officers should not be counsellors. They are there to actually provide the [policing/protection] services; specifically for law and order and are not for counselling. Because they have to go through all range of training to become a counsellor" (POM, FSVAC).*

Two issues need to be addressed in order to improve the effectiveness of FSVU services.

- 1) FSVUs need to recognise that they have internalized gender norms of male dominance and authority and women's dependence and obedience; and
- 2) FSVUs provide services with an urban approach in mind. Most survivors that receive services are living nearby the 15 urban (peri-urban) locations. This urban approach generates inequities in the service provision with survivors living in rural contexts having limited access.

There is limited awareness raising of FSVUs. Some survivors advise they lived with FSV for years before reporting to the police because they did not know where to seek help, what options and/or rights they had. More resources need to be devoted to inform the public of the FSVU location, roles and responsibilities, to create awareness of rights and laws and that FSV is a crime, and to advise of other FSV services. Better planning needs to go into designing prolonged prevention activities to shift social norms around FSV and change deep rooted behaviours and beliefs.

FSV referral networks are operating in all locations and strong relationships exist with safe houses, FSCs, hospitals other police divisions, courts and prosecutors.

The FSVU approach does not include a systematic risk assessment of all FSV cases reported to identify vulnerabilities and address safety issues in reported FSV cases. The FSVU approach thus places survivors at high risk of continued and possibly worsening FSV.

Safety is an issue for survivors both in the FSVU response and throughout the FSV system. There are general issues of a lack of safety for all survivors in the family home, at the police station, in the police response and in the use of all of FSV services. Sarah describes coming out of the police station after giving her statement:

*'my partner will be waiting for me outside...he will bash me up in front of everybody, in the parking lot'. The police did not intervene, nor did the nuns when he broke into the safe house. 'There is no safe place to go'.*

There is a systematic lack of understanding of dynamics of FSV in operational practice. FSV is not only about violence, although its physical manifestations can increase in brutality over time with escalating risks. It can be a one off incident but often involves multiple attacks. FSV is also



about the threat of violence, fear, control and secrecy. Handling FSV must include an understanding of the coercive and psychological nature of the crime in order to strengthen the FSVU response. Often women will have been living with violence for many years before they report to the police.

The Evaluation Team found that information sharing and communication with survivors is weak. Survivors can either be empowered or disempowered by the way in which an FSVU officer shares information and communicates with them about their case. Sharing information about the FSVU roles, responsibilities, processes and network partners with survivors is an important vehicle through which survivors are prepared to take decisions about their case. Regular communication on the status of their case, where it is in the FSVU and L&J process, reasons for delays and reasonable expectations of outcomes would help to solve a number of concerns /frustrations.

The Evaluation Team found that FSVU cases are not dealt with in a timely manner. Survivor safety, respect and dignity necessitate a timely response to their case. Complaints of very slow responses characterized all actions on reported cases from the taking of statements, to warnings, IPOs and arrests.

The Evaluation Team found that there are systematic weaknesses and failures in holding perpetrators accountable for FSV. The immediate arrest and removal of the abuser from the family home by police is often helpful in providing many women and children with much needed 'breathing space' and time to consider what they should do.<sup>7</sup> However, FSVU services rarely include immediate arrest or removal, and limited, if any, immediate action toward perpetrators of FSV.

Evidence suggests that action taken focuses on IPOs, which are difficult and time consuming for the survivors to obtain. Indications were that the time required to obtain an IPO was often longer than the period of the IPO itself. IPOs, albeit in very low numbers relative to the number of FSV cases being reported, are being issued by FSVUs.

The Evaluation found that there is a confused and inconsistent approach to arrest and prosecution within and between stations. Very small numbers of arrests are being made. Evidence suggests the FSVU approach, as diverse as it is, places a greater emphasis on the IPO than on investigations for criminal prosecution and arrest.

Interviews with survivors and FSV referral partners in Hagen, Lae, Mendi and Port Moresby agree that existing punishment is not sufficient to stop potential or existing perpetrators from committing FSV offences.

The Evaluation Team found that FSVU operational practices are not consistent with the 2007 and 2009 RPNGC Commissioner Circulars. Compensation and mediation are embedded in the FSVU processes. Many reported cases of FSV are not received by the FSVUs at the first attempt to report. Many FSV cases are not recorded when reported and OB numbers are not issued. Relative to the number of cases reported and recorded, investigations of FSV by FSVUs are very low. There continues to be long waiting times to report a case in a number of FSVUs, slow processing time, and poor communication and follow-up. Many survivors have added costs because they are asked to go and come back numerous times.

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<sup>7</sup> <http://www.womensaid.org.uk/domestic-violence/articles.asp?section=00010001002200070001&itemid=1401> (downloaded September 15, 2015)

## 7. EFFICIENCY: Resourcing for Results

The Evaluation Team found that despite progress, much needs to be done for FSVUs to achieve objectives and intended outcomes (see Appendix G.3). PALJP and AFP have been active in the establishment of the FSVUs, providing vehicles, computers, a printer, photocopier and stationery. In some locations support has included refurbishment or construction of an FSVU office. Some training has also been provided but not ongoing programmed training to all FSVU officers.

The Evaluation Team found that vehicles are being taken or used by officers from other units, and that this practice does not appear to be discouraged by Police leadership and in one case the leader himself appears to be utilising the vehicle.

The Evaluation Team found that while the FSVUs have received donor assistance with set up costs, and the AFP provide a specialist adviser in Lae and Port Moresby there is no ongoing financial assistance to the FSVUs from donors. The FSVUs are funded by the provincial operational budget and staffed by provincial police staff. It is unclear as to the cost of running the FSVUs, as records are not kept on expenditure and no specific budget for the FSVU staffing or operational costs appears to exist. Most of those interviewed were clear that FSVUs require additional staff, resources and funding to meet the overwhelming demands. It is however a credit to the Constabulary that they continue with the FSVUs and that they remain operational albeit critically under staffed and under resourced.

With regard to human resources, RPNGC FSVUs are staffed with a significant proportion of female police officers. Female staffing is considered as a key strategy to improve FSV services after India and a number of countries in Latin America reported an increase in the numbers of FSV cases after women officers were placed as magistrates, police officers, country clerks and peace officers. In this Evaluation, all survivors reported feeling more comfortable when talking to women officers. Police officers interviewed also mentioned that female officers were effective in dealing with FSV cases. This was both for the FSVU and the police station in general. Thus, it seems that female police officers have helped to increase the number of FSV cases reported. However, interviews with FSVU officers raised the fact that the absence (or limited number) of male FSVU officers limits the capacity of FSVU staff to conduct investigations and arrests due to three reasons. First, female police officers commonly do not have drivers licences (see Table 7.1). Second, female police officers are not armed. Third, female police officers are not seen as a threat by male perpetrators. This means that in PNG context, FSVUs need to consider having at least one male police officer. This issue needs to be considered for future staffing.



Table 7.1: Female Staffing

FSVU Staffing-related Outputs Female FSVU Staffing	Buka	Mt Hagen	Lae	Mendi	POM (Boroko & Waigani)
Women prefer speaking with female officers	Yes	Yes	Yes	Yes	-
There are only female officers in FSVU -	Yes	Yes	Yes	No	No
PSU female with FSVU portfolio	Yes	Yes	-	-	-
Female FSVU officers reliant on male officers to drive them	Yes	Yes	Yes	-	-
PSU female officer's deal with FSV	Yes	-	Yes	Yes	-

The Evaluation team found that FSVU officers were highly motivated to do their work. Examples of their motivation were repeated during interviews. An adviser said:

*"The girls [FSVU officers] want to be there and they come to work. They're mums, single mums themselves and I haven't even gone any deep to personalize with them to see if they've been victims of any violence themselves. But they want to be there, they turn up. So half my battle is, one every day by coming to work and wanting to be there. That's a big plus for me" (Lae).*

The levels of inputs is, however, not translated into consistent services provided by FSVUs. The Evaluation Team, therefore, recommends the need to streamline FSVU services and to increase existing budgets to cover adequate human resource levels within the units.

Figure 7.1: Need to Streamlining Quality of FSVU Services



A number of good and promising practices have been identified in law and justice to combat FSV in places other than PNG. These practices relate: a) broadly to the law and justice sector; b) specifically to policing and protection; c) to multi-agency coordination and response; and d) to prevention. The Evaluation Team found that the FSVUs do not demonstrate good practice. However, the case management coordination being fostered by Femili PNG in Lae is considered good practice. It is understood that in October 2015 a 24 hour hotline for reporting FSV cases has been established and this is consistent with good practice.

## 8. SUSTAINABILITY OF THE FSVUs

The Evaluation Team found that despite important progress, more needs to be done to ensure the sustainability of FSVUs (for more details see Appendix G.4). Sustainability in the FSVU context can be defined as the ability of the GoPNG and RPNGC to continue sustaining achievements through providing reliable resources generated from the country's own efforts. It is important to highlight that PALJP support took place in two ways. First, the six FSVUs visited in this Evaluation received funding from PALJP to obtain: (1) Infrastructure upgrades (either by refurbishing existing infrastructure or by building new infrastructure); (2) A new vehicle; (3) Computer equipment and stationary. Second, the FSVUs benefited by improving capacity building through training and PALJP Provincial Adviser' support. Support in both ways had important and positive consequences on the functioning of FSVUs.

The Evaluation found that RPNGC needs to provide annual funding in order to ensure that significant benefits endure after PALJP contribution ceased. By being part of police stations, the FSVUs operate within an environment of extreme resource constraints. In this context, the PALJP contribution to the FSVUs provided a good starting point to facilitate the work done by FSVUs. Despite the important support provided by PALJP, the funding does not provide for recurrent expenditures of FSVUs. Furthermore, FSVUs are not included in the RPNGC structure. This means that they are not entitled to annual funding allocations and are dependent upon local support provided by the PPC. In the current situation where the FSVUs are not formally within the RPNGC structure, long term sustainability must be considered to be at risk. Recent indications are that RPNGC are aiming to formalize the FSVUs within the structure in the first half of 2016.

The Evaluation Team found that systems and processes developed through PALJP funding have strengthened the work done by FSVUs. In order to assist in FSVU sustainability the RPNGC has to address four issues, two of which are substantially connected to the first and major issue.

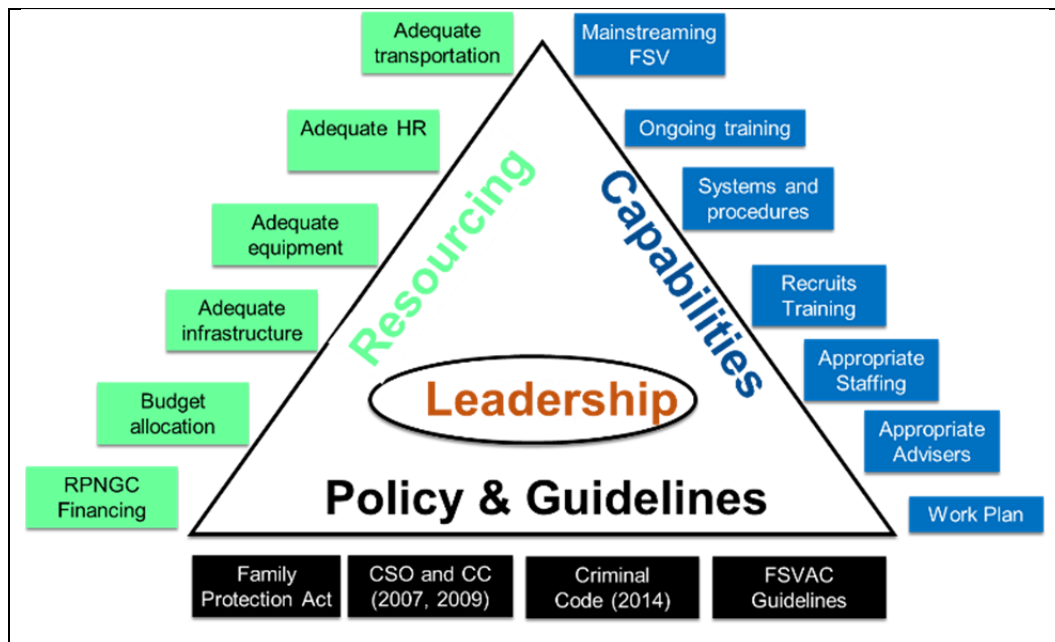
- (1) The first and immediate requirement to sustain the FSVUs is to include the FSVUs in the formal structure of RPNGC. Once this is accomplished, FSVU staff will have confirmation of roles, responsibilities and lines of authority and reporting, as well as allocations of resources and annual budget allocations to support operations.
- (2) The second requirement to sustain FSVUs is to obtain funding to maintain the infrastructure, vehicles and equipment provided by PALJP.
- (3) The third requirement to sustain FSVUs is to have adequate staffing. The RPNGC has demonstrated their commitment to the fight against FSV by selecting sworn police officers to work in FSVUs. This provided credibility to the FSVU and the work it does, which positively affects sustainability. However, due to the high demand for the services FSVU offer, understaffing is the most serious threat towards FSVU sustainability as it means that the few police officers working there are overloaded with the amount of work.

Two additional considerations in terms of human resources are important for FSVUs officers to sustain existing operations. First, regular FSV training has to be given to officers working in police stations. Finally, it is important to consider existing gender balance by recruiting a male investigator in each FSVU. Having a male officer within the FSVU will help to avoid the risk of the FSV being perceived as only a 'women's problem'.

- (4) The fourth requirement to sustain FSVUs is for the RPNGC leadership to continue to be closely involved with FSV external referral networks. At the moment the relationship at the provincial level depends on individual personalities, both from the referral partners and the

PPC. Furthermore, to be sustainable in providing quality services to survivors, FSVUs need to strictly adhere to the Commissioners' Circulars, which determines the role of FSVU within the external referral stakeholders. Figure 8.1 summarizes the challenges to achieve FSVU sustainability.

Figure 8.1: Elements to Strengthen Sustainability of FSVUs



The Evaluation Team found that the RPNGC have demonstrated ownership towards FSV by introducing FSVUs across 15 police stations. Furthermore, PPCs have made it possible for the units to continue operating as they receive institutional backup and funding from their offices. In order to consolidate the gains made, FSVUs need to be recognised within the RPNGC structure.

The Evaluation Team found that despite ownership of FSVUs, the RPNGC needs to increase internal awareness of the problem of FSV. The RPNGC could select senior RPNGC officers and two high profile community representatives to become advocates against FSV within police stations. This would raise the profile of the work done by the FSVU within police stations and create a precedent of respected leaders openly talking about the issue.

## 9. RECOMMENDATIONS

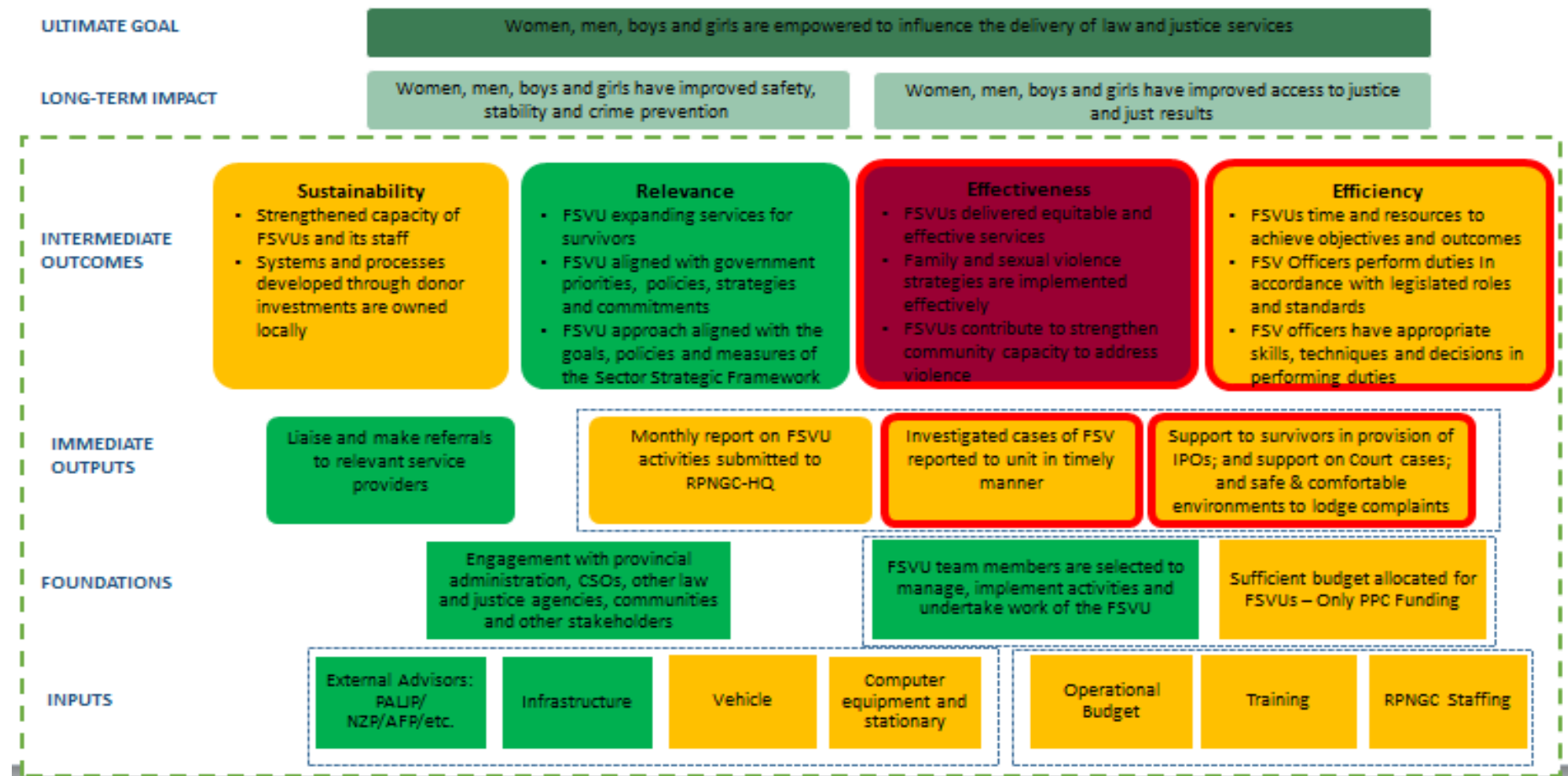
As explained in Section 3.8 of this report, the FSVUs have played a key role in providing FSV services in PNG. Figure 9.1 summarises the findings of the Evaluation and with regard to the evaluation criteria, the evaluation found that:

- (1) Despite support from the Provincial Police Commissioner, FSVUs need to be incorporated into the RPNGC structure and given an annual budget in order to become sustainable;
- (2) FSVUs are relevant for addressing FSV in PNG due to two factors. First, the FSVUs have the support of the RPNGC. Second, the introduction of relevant legislation such as the Family Protection Act (2013); the new IPOs and Preventative Orders; the Constabulary Standing Orders and revised RPNGC policies and procedures give an adequate legal backing to the work done by the FSVUs;
- (3) Although important achievements have been made, such as considering FSV as an offence, making a limited number of arrests and sometimes accompanying FSV survivors to referral partners, it was found that much more needs to be done to make FSVUs effective when providing policing services to survivors of family and sexual violence; and
- (4) Despite having set up the FSVUs with staff and equipment, more resources are needed in order to attain efficient provision of policing services to FSV survivors. For example, the hours of operation of FSVUs need to increase to 24 hours, 7 days a week, with a commensurate increase in staffing.

In Figure 9.1, although the red and yellow coloured boxes indicate areas where work needs to be done in order to improve medium-term outcomes, it is important to recognize that the RPNGC has also attained important victories at the input, foundation and immediate outputs level. Among these victories are the fact that FSVU have adequate infrastructure and technical support. It was found that visited FSVUs also have a good relationship with referral partners and engagement with the provincial administration. These victories show that FSVUs have a very good opportunity to make a difference and can improve significantly if the shortcomings identified in this report are addressed.

Recommendations developed by the Evaluation Team following analysis of data and interviews have been discussed in the relevant sections, including in more detail in the relevant appendices. A summary of these recommendations is set out in Table 9.1. Each recommendation is action-oriented and is divided into those that should be actioned in the near future (short term) and those that may take longer to bring to action (medium term action). They have also allocated responsibilities indicated. However, these allocations are the Evaluation Team's suggestions and require RPNGC internal discussions to confirm whether an action is short term or medium term, what level of priority each has and who is responsible for each action.

Figure 9.1: Summary of Evaluation Findings<sup>8</sup>



<sup>8</sup> The traffic-light system (green, yellow and red) is used here. Green portrays adequate relationship and/or services; yellow indicates insufficient relationships and/or services; and red indicates poor relationships and/or services.

Table 9.1: Recommendations of the Evaluation

FSVU Feature	Responsibility	Recommendations	
		Short Term Action (within 1 year)	Medium Term Action (in 1 to 5 years)
<b>Structure</b>	RPNGC Leadership	1. Formalise the inclusion of FSVUs within the RPNGC structure.	
	National FSVU Coordinator	2. Annual allocation of budget and resources is required in support of agreed plans.	
	RPNGC Leadership	3. Clear responsibilities, lines of authority and reporting systems should be established and operational.	
	National FSVU Coordinator	4. Clear frameworks and linkages are necessary between FSVUs, CID, SOS and Prosecution.	
<b>Staffing FSVUs</b>	National FSVU Coordinator	5. An increase in staff numbers at FSVUs is urgently required to cope with the high workload. Staffing levels should be proportionate to the workload of the area concerned. Areas with larger workloads will require more staff while the areas with lower workloads fewer staff. The rank of the person in charge will be directly relevant to the number of staff on the unit. For example 5 staff will be led by a Sergeant, 10 to 12 by a Senior Sergeant.	6. A mixture of female and male officers is recommended within an FSVU. At least one staff member should be male.
<b>Training</b>	RPNGC Leadership and National FSVU Coordinator	7. All FSVU staff should receive training in: <ul style="list-style-type: none"> <li>The role of FSVUs within RPNGC and how it interacts with CID, SOS, PSU and front desk nationally;</li> <li>The Commissioners Circulars, CSOs and</li> </ul>	8. All police officers should be trained: <ul style="list-style-type: none"> <li>Sensitized to FSV. Training should include a full understanding of the Commissioner's circulars, relevant CSOs and legislation (First to be trained FSVU officers, Front desk,</li> </ul>

FSVU Feature	Responsibility	Recommendations	
		Short Term Action (within 1 year)	Medium Term Action (in 1 to 5 years)
		internal processes; <ul style="list-style-type: none"> <li>• Sensitization to the needs of survivors;</li> <li>• Safety and protection of survivors;</li> <li>• How to complete documentation such as IPOs, statement taking and interview techniques;</li> <li>• The elements of crimes related to FSV to assist in successful prosecutions;</li> <li>• Identification of local allied agencies and networks;</li> <li>• Understanding and recognizing the importance of customer service, networking and relationships with allied agencies and the FSVAC; and</li> <li>• Understanding how to enter data into data collection systems, the importance of data collection, measurement and accountability.</li> </ul>	SOS and CID); <ul style="list-style-type: none"> <li>• In the role and purpose of FSVU and where it fits into the RPNGC institutional structure (once included); and</li> <li>• To understand that assault and all aspects of FSV are a crime whether they occur within or outside the family.</li> </ul>
	National FSVU Coordinator	9. FSVU staff should be trained in how to be more efficient and effective (and shorten) time used for taking survivor's statements.	10. All FSVU officers should be supported in obtaining a driver's license.
	National FSVU Coordinator		11. Court services and the judiciary should receive training on the role police officers are required to deliver to reduce FSV and survivor safety and protection.
<b>Facilities and Equipment</b>	Provincial Police Commander (PPC)		12. FSVUs should have separate entrances to that of the general police station entrance. This is linked to the recommendation to staff the FSVUs should operate 24hrs, 7 days a week (24/7) as otherwise limited service hours mean that most survivors still have to go through the

FSVU Feature	Responsibility	Recommendations	
		Short Term Action (within 1 year)	Medium Term Action (in 1 to 5 years)
			main police station.
<b>Operations, Systems and Processes</b>	National FSVU Coordinator and Provincial Police Commander	13. FSV trained police officers or FSVU officers need to be present 24/7 in police stations in order for survivors to access FSV policing services.	
	RPNGC Leadership	14. Systems and processes need to be aligned with those of CID and SOS.	15. Policies and procedures, systems and processes need to connect and create collaborative relationships between units.
	RPNGC Leadership and FSVU Officer In Charge	16. IPO application process should be simplified and FSVUs should be more helpful in assisting victims to get IPOs	
	FSVU Officer In Charge	17. Police officers need to follow up cases rather than stopping their involvement with survivors once they have been referred.	
	FSVU Officer In Charge and FSVAC Provincial Representative	18. There is a need for partners in a referral network to liaise very closely and provide feedback to the rest of the network.	19. Examples of good practice in the PNG context should be identified and considered for wider application eg. The case management meetings approach being implemented by Femili PNG and of FSV trained front-desk police officers in Waigani.
	National FSVU Coordinator and RPNGC leadership	20. Capacity should be strengthened to: <ul style="list-style-type: none"> <li>• Increase accountability for effective police response to FSV;</li> <li>• Strengthen alignment between operational practice and RPNGC Commissioner Circulars;</li> <li>• Build RPNGC capacity for effective FSV policing;</li> <li>• Increase safety and reducing risk for survivors of FSV;</li> <li>• Increase access to FSVU services;</li> </ul>	



FSVU Feature	Responsibility	Recommendations	
		Short Term Action (within 1 year)	Medium Term Action (in 1 to 5 years)
		<ul style="list-style-type: none"> <li>Strengthen coordination and referral for FSV services; and</li> <li>Work towards deterrence for FSV.</li> </ul>	
<b>Reporting</b>	National FSVU Coordinator and PPC	21. Better communications are necessary between FSVUs and the National FSVU Coordinator.	22. Regular, quality and uniform reporting is required to assist in improvement in FSVU monitoring and overall support.
	FSVU Officer In Charge	23. Better communications are necessary between FSVUs and the National FSVU Coordinator. 24. Data collected at each FSVU should be gender disaggregated.	
	National FSVU Coordinator	25. A process flow chart should be given to police stations indicating different steps required in the provision of services to FSV survivors. Police officers have to be trained in providing guidance to survivors reporting FSV.	26. FSVU staff being informative and clear with survivors on the results of their police engagement. This explanation can help survivors to adjust their expectations regarding the police involvement.
<b>Awareness of the Fight against FSV</b>	RPNGC Leadership	27. The RPNGC should select senior RPNGC officers and two high profile and respected community representatives to become advocates against FSV.	

## Appendices



# Appendix A – Evaluation Terms of Reference

## Evaluation of FSVUs

1. As a contractor on this Project you may work in a team with colleagues, counterpart agency staff, and our locally engaged staff. This will require you to establish and maintain harmonious and effective relationships and to undertake your duties to a high professional standard.
2. You will faithfully represent the best interests of Cardno in all matters when dealing with the Donor, counterparts, and team members.
3. You will use and hand out only business cards issued by Cardno.
4. You will be responsible to the Project Director through the Team Leader on site.
5. You will undertake and complete the duties prescribed in the Specific Scope of Services. Completion will be within the specified time frame to achieve the Project's objectives and contractual milestones. Meeting milestones on time is a condition for satisfactory completion of your Assignment for payment purposes.
6. Your duties will include the preparation of reports and other documentation required to satisfy our contractual undertakings to the Donor. We will provide you with the required document formats. If amendments to reports are necessary you will be expected to make the changes promptly and to the required standard.
7. During your Assignment it could be expected that you will make presentations to us, Partner country agencies, our Donor and other agencies on matters related to your duties.
8. A completion report for your Assignment will be given to the Team Leader before departure from the Location. The report must be presented to the Project Director within two weeks of completing your Assignment on site. This report must be completed to the required standard prior to receipt of final payment. The report will be prepared in accordance with the specifications provided by the Team Leader.
9. Your duties may be varied from time to time by the Team Leader or Project Director to meet changing project needs. No changes shall be made unless agreed to by both parties and reflected in a variation or amendment to this Agreement where necessary.

## Specific Scope of Services

<b>Partner Organisation:</b>	RPNGC
<b>Position Title:</b>	Consultant – FSVU Evaluation
<b>Start Date:</b>	May 2015
<b>Duration:</b>	5 months
<b>GoPNG Key Counterparts :</b>	RPNGC FSVU Coordinator
<b>Reports to:</b>	PALJP Team Leader through the DTL -GESI
<b>GoPNG Agency Head or</b>	ACP Public Safety
<b>Project Location:</b>	Port Moresby, with travel to provincial areas as

### **Background:**

The Government of Australia (GoA) is providing ongoing support to the Papua New Guinea Law and Justice Sector through a cohesive whole-of-Government approach, including the Papua New Guinea – Australia Law and Justice Partnership – Transition Program (PALJP-TP), the Strongim Gavman Program and the Papua New Guinea – Australia Policing Partnership. This assistance is an important element of the shared goals of the GoA and the Government of Papua New Guinea (GoPNG).

The PALJP – Transition Program is intended to provide complementary, flexible and responsive support in the period 1 July 2014 to 31 December 2015 that assists GoPNG to achieve measurable progress against its policies for law and justice reform, better access to justice and improved service delivery to the people of Papua New Guinea. A new program of GoA assistance to the sector is scheduled to commence in 2016.

There are four specific Outcome Areas which PALJP – Transition Program, as well as the future program, supports:

1. Community safety, stability and crime prevention improved;
2. Women and others vulnerable to family and sexual violence have greater access to justice, legal protection and support services;
3. Effective legal services expanded and state's authority extended down to the community; and
4. Reduced levels of corruption in targeted agencies and provinces through strengthened systems for resistance, accountability, detection and enforcement.

This approach also recognises enabling themes that are founded on an understanding of gender inequalities, family and sexual violence, HIV/AIDS and fraud and corruption issues and a preparedness to mainstream these into all development activities.

Family and sexual violence is a gross human rights violation and pervasive in Papua New Guinea society. Through the work of the law and justice sector and civil society and other national and international organisations, there is widespread recognition and condemnation of family and sexual violence in PNG. Family and sexual violence remains a significant social issue with profoundly negative human rights and development consequences for women, children and men.

Family and sexual violence remains a priority for the law and justice sector and must be addressed through a comprehensive, multi-sectoral and sustained approach where responses to family and sexual violence are mainstreamed in the sector agencies' activities and plans. PALJP-TP supports this work through the provision of technical assistance and funding to sector agencies and civil society organisations such as the Family and Sexual Violence Action Committee (FSVAC), which are providing service delivery in this area. Funding is also provided to create greater awareness of the issue, generate an enabling environment to effectively address FSV, improve and integrate agency based operational responses and improve support for survivors and their dependents. Family and sexual violence work is integrated with the sector's Gender activities, with both areas integrating HIV/AIDS activities. AFP provides support to FSVUs through a dedicated FSVU adviser.

Police response to family and sexual violence has largely been ineffective over the years due to a lack of resources, capacity and political will. Media reports and research conducted by national and international organizations over the last decade point to the rise in family and sexual violence in the community and the inability of the RPNGC to effectively address and curtail this widespread abuse. Despite the existence of laws that criminalise assaults, police officers have generally been unable or unwilling to investigate or prosecute for a large number of reasons including fear and

intimidation from the perpetrator, tolerance and acceptance of violence as justifiable. Notwithstanding this there have been some significant recent gains within the Law and Justice Sector on addressing family and sexual violence:

#### Royal Papua New Guinea Constabulary

- As part of a renewed police response to family and sexual violence, and with Development Budget Funding from the then Law and Justice Sector Program, Family and Sexual Violence Units (FSVUs) were established. The establishment of the three **Family and Sexual Violence Units** for police in the NCD in 2007 as pilot projects and their subsequent roll out to other centres (2010-2014) has raised awareness within police and the community of the availability of a specialised police units to support victims and perpetrators of family and sexual violence. There are 14 FSVUs and three family and sexual violence desks that are currently operational. FSVUs in Buka, Alotau and Vanimo were opened in 2013. In 2014, FSVUs were opened in Kundiawa, Madang, Popondetta and Porgera.
- Two **Police Commissioner Circulars** issued in 2007 and 2009 respectively have indicated a willingness of the police to address within its own ranks as well as to effectively address its impact on the public at large. Whilst the circulars have not been fully complied with, their existence remains an important reference point for the police leadership and staff of the Family and Sexual Violence Units to investigate and address family and sexual violence.
- The RPNGC Constabulary Standing Orders (Vol 2, Chapter 6.6) recognises the significant harm caused by family and sexual violence and details the role of RPNGC in enforcing the law in relation to family and sexual violence. These CSOs also outline the purpose of the FSVUs and the current structure within which they operate.

#### Supporting Legislation

- Since 2011, work has been done on stand-alone family and sexual violence legislation. The absence of such legislation was identified as a critical gap that prevented the courts from issuing protection orders for survivors (women, children, and men in some instances) who are subjected to violence in the home. The Family Protection Act was passed by Parliament in September 2013 and was certified in March 2014. Regulations are currently being developed to support the implementation of this legislation.
- Interim Protection Orders (IPOs) were introduced by Magisterial Services in 2009 to assist victims and the police in preventing further violence in the home and community.

The number of reported cases at FSVUs is summarised in Table A.1. This data does not however reflect how effectively the reports were handled.

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#### **Objective:**

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1. To evaluate to what extent FSVUs have been effective in realising improved access to justice and just results and specifically:
  - If they are providing adequate legal protection and assistance to survivors of family and sexual violence?
  - If FSVUs are operating as per Constabulary Standing Orders. If not, why not?
  - What are the strengths of the FSVUs?
  - What the limitations and weaknesses of the FSVUs?
2. To evaluate the impact the introduction of FSVUs has had on the RPNGC approach to FSV including but not limited to the rate of investigation and prosecution of FSV cases.

3. To provide advice on the sustainability of the FSVU model within the RPNGC.
4. To provide recommendations on the short and medium term interventions for support to improve the RPNGC's response to complaints of FSV.

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#### **Activities:**

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- Develop a detailed plan (tools, and methodology and questions) for the conduct of the review which will be agreed by DTL GESI, RPNGC and the AHC, including detailed protocols on dealing with people exposed to family and sexual violence with sensitivity.
- Conduct a desk review of RPNGC policies, procedures, guidelines and Constabulary Standing Orders and provide a comparative analysis against international contextualised best practice.
- Conduct field visits to at least six FSVUs at designated locations within PNG (Urban and Rural) and conduct interviews with staff, commanders and survivors to gauge resources available, extent and quality of the services being delivered, sustainability and support within the police stations for the FSVUs.
- Research and analyse trends in available FSV statistics.
- Identify opportunities and make recommendations for improving the effectiveness of FSVU and recommend changes (if required).
- A presentation of preliminary findings to RPNGC, Australian High Commission, PALJPTP, PNG-APP and other relevant stakeholders.

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#### **Deliverables:**

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- Desk Review Report presenting the results of the desk study.
- Data collected to be presented in Excel Format.
- Facilitate a workshop for the validation of the report.
- Written report of findings and recommendations on the short and medium term interventions (max. 20 pages plus annexes).
- Case study stories of each of the FSVU visited (to be included in the annexes).
- Detailed evaluation of the effectiveness of the approach adopted in line with international contextualised best practice.
- Detailed recommendations on short and medium term interventions that can be considered for further support.



Table A.1: Status of FSVUs and reported cases 2010 – 2013

FSVUs	→	Year Established	Total Reported Cases 2010	→	Total Reported Cases 2011	→	Total Reported Cases 2012	→	Total Reported Cases 2013	Additional remarks
<u>NCD (Badili, Boroko, Waigani)</u>		2008	→	2148	→	2360	→	3100	→	2186 → ( <u>Waigani</u> 1011, <u>Boroko</u> 901, <u>Badili</u> 274)
<u>Lae, Morobe</u>	→	2009	→	637	→	1311	→	1289	→	1114 → ( <i>Estimate for 2013 was 1800</i> ); Refurbishment planned for 2014
Mount Hagen, Western Highlands		2009	→	1052	→	1926	→	2045	→	2048 → ( <i>Estimate for 2013 was 2100</i> )
<u>Goroka, Eastern Highlands</u>		2012	→	N/A	→	697	→	1289	→	253 → <i>Estimate for 2013 was 1500</i> ; <u>Highly likely</u> this number does not represent all reports
Kokopo, East New Britain		2009	→	N/A	→	<u>N/A</u>	→	865	→	922 → <i>Estimate for 2013 was 900</i>
<u>Popondetta, Oro</u>	→	2014	→	N/A	→	<u>N/A</u>	→	400	→	213 → <i>Estimate for 2013 was 1200</i> ; <u>Highly likely</u> this number does not represent all reports; <u>FSVU</u> resources funded by <u>PALIP</u> Provincial Service Delivery.
<u>Vanim, Sandaun</u>	→	2013	→		→	N/A	→	<u>N/A</u>	→	MD → <i>Estimate for 2013 was 840</i> ; MD=Missing data - No data available for 2013 – Opened April 2013
<u>Kundiawa, Simbu</u>	→	2014	→		→	N/A	→	<u>N/A</u>	→	458 → <i>Estimate for 2013 was 1500</i> ; <u>Highly likely</u> this number does not represent all reports; yet to be fully resourced
<u>Alotau, Milne Bay</u>	→	2013	→		→	N/A	→	<u>N/A</u>	→	222 → <i>Estimate for 2013 was 600</i> ; <u>Likely</u> that this number does not represent all report; Opened September 2013.
<u>Buka, AROB</u>	→	2013	→		→	N/A	→	<u>N/A</u>	→	32 → <i>Estimate for 2013 was 600</i> ; <u>Highly likely</u> this number does not represent all reports; Opened September 2013. <u>FSV</u> Desk at <u>Arawa</u> recorded 54 Reports
<u>Porgera, Enga</u>	→	2014	→		→	N/A	→	<u>N/A</u>	→	MD
Madang, Madang	→	2014	→		→	N/A	→	<u>N/A</u>	→	1088 → <i>Operation of Madang FSVU is being supported by RD Tuna (non PALIP funded; FSV Adviser provided establishment advice)</i>
Daru, Western	→	2014	→		→		→		→	102 → <u>FSVU</u> Resources funded by <u>PALIP</u> Provincial Service Delivery
SOS/ <u>FSVU</u> Wewak, East Sepik				→						52
Community Policing/ <u>FSVU</u> Desk <u>Kimbe</u> , West New Britain										448
Total Reported Cases	→			3,837	→	6,294	→	8,988	→	9,248 → <b>Note: This is the total no of reports from available data. There is likely to be a lot of missing data)</b>

# Appendix B – List of Sources

## B.1 Interviews

Date	Name	Position
<b>BUKA</b>		
July 7	OIC Joyce Tseraha	FSVU
July 8	Snr. Const. Sheena Cook	SOS
July 8	OIC /CID Lillian Solas and Mary Jane	FGD female police officers Buka Police Station
July 8	Sister Essah Barnabas, Charmaine McBrearty, Counsellor Sarah	Family Support Centre
July 7	Sister Lorraine Garasau	Nazareth Rehabilitation Centre, Chabai
July 7	6 female survivors women and girls + 2 counsellors (confidential)	Nazareth Centre Victims /Survivors
July 9	Female survivor living with domestic violence - (confidential )	PALJP Office
July 9	Female survivor (confidential )	FSVU Office
		Court House Clerk
July 6, 7 and 8	Chief Supt. Paul Kamuai	ACP
July 8	Snr. Const. Leslie Menten community policing, Sgt. Cosmos Saimi CAP NCO, Sgt. Damien Karakous CAP NCO, Const. Reggie Pau CPA Adviser, female Snr Const. Public Safety Unit	FGD male police Officers Buka Police Station
July 9	Anna Sapur Cresenda Hoot	Village Magistrates Hanpan Village and Lemonmanu
July 9	Hona Holan Liz Kunbi	Haku Women's Collective, Bougainville Women's Federation
July 7 and 9	Pat Palmer and Lee Cupid	Community Safety Adviser / Gender Adviser PALJP
July 6 and 7	Supt. Les Patterson	Contingent Commander NZ Police
July 9	Tracey Anderson Development Officer	Bougainville Community Policing Project
July 8	Raewyn Tretheway OIC	NZ Volunteer Service Abraod
July 7	Helen Hakena	Leitanaha Neihan
<b>LAE</b>		
July 11	Pauline Siaguru	Actin PPC
July 11	Judy Tara	Prison Superintendent Buimo Jail
July 11	Survivor (in prison)	Female Prisoner Buimo Jail
July 11	Survivor (in prison)	Female Prisoner Buimo Jail
July 11 and 12	Don Hurell	Community Safety Adviser PALJP
July 11 and 12	Bob Shaw	Governance Adviser PALJP
July 14	Denga Ilave	Femili PNG
July 14	Dr. Menda	Family Support Centre

Date	Name	Position
July 13	Survivor (pre-FSVU)	IL Hotel
July 14	Survivor (FSVU)	FSC
July 14	Mary Tukavai	Community Based Corrections
July 14	Sister Helen	Hospital Social Worker
	Kiun Kimbing	Community Development
July 14	Marian Momori	Manager, City Mission Clare Haus Crisis Centre for Children
July 14	OIC Ruth Murup, Snr. Const Mary (SOS), 1 <sup>st</sup> Const. Michelle (SOS), Snr. Const. Colish (SOS), Const. Bime Matphimo, 1 <sup>st</sup> Const. Josephine	FGD female police officers Lae Police Station
July 14	Snr Const. Butler Sioni PSU Snr Birik Kamai CID	FGD male police officers Lae Police Station
July 13	Ron Holst	APF
July 13	Anna Raymond	Public Solicitors Office
July 13	Leonie Miroi (Victim Liaison Officer), Joel Done OIC PPO), Fimola Nasa (Information Management Officer)	Public Prosecutors Office
July 13	OIC Ruth Murup	FSVU
July 13	Zuabe Tining	FSVAC
<b>MOUNT HAGEN</b>		
July 15 and 16	Martin Lukari	Overall Boss Provincial Police Commander
July 16	Mathew, Kia, Daniel, Ronald (Forensics), David, Benson, Alphonso (Training), Jacob Kamiak (PPC),	FGD Male Police officers
July 16	Betty Ohuno (acting OIC) and Sarah Nixon	FSVU
July 16	Christine Sombe Snr. Const.	SOS
July 16	Sister Mariskac Kua	Mercy Works
July 16	Terry Beren	Public Solicitor
July 16 and 17	Susan Kei	Court Clerk
July 16	Peter Nevill	Community Development / Child Protection Officer
July 17	Survivor 1	FSVU
July 17	Survivor 2	
July 17	Betty Jacobs (Snr Provincial Magistrates)	Provincial Court
<b>MENDI</b>		
July 20	Sgt. Naring Bongi OCl, 1st Const. Delta Namui, Snr. Constb Elisha Walaget	FSVU
July 20	Sister Mary Balupa	Family Support Centre, Mendi General Hospital
July 20	Leo Supiri (Chairperson)	FSVCA Mendi
July 20	Rebecca Lero	St. Francis Orphanage and Child Care Centre and Safehome
July 21	Survivor 1 (Nancy)	FSVU

Date	Name	Position
July 21	Maris Sapunaik	Community Development - Child Protection Officer
July 21	Leoni Simon Constb.	SOS Squad
July 21	Survivor 2 (Patricia)	FSVU
	Mark Kolandi (FLC Coordinator Counselor ) Ian Apeit (Coordinator CARITAS)	Kumin Catholic Diocese (Family Life Centre and CARITAS)
July 21	Naring Bongi, Mark Zena, Thomas Namui	Male FGD police officers
July 21	Kapa Dilini	Clerk of Court
July 21	Mr. Kupo	Provincial Magistrate
July 21	Pombere Rundu (Chairman), Wapoi Maropo, Monda Olesu, Bethy Buka, Lawrence Warea, Paul Naksolu, Pawa Jack, Wanpis Medipa	Kengere Village Court
<b>PORT MORESBY</b>		
June 25 and July 28	Chief Inspector David Kila	OIC National FSVU
July 14	ACP Jim Wan	RPNGC Assist Com for Public Security
Various	Various Staff of PALJP and Australian High Commission	
July 14	Anna Borrey	UNDP, GBV project
July 24	Angelika Herb and Abdul Wasay Mullahzada	Medecins Sans Frontieres
July 24	Snr Sgt. Fiona Takarere	Boroko SOS Squad
July 24	Sgt. Job	RPNGC National Coordinator FSVU (Second in command) Gordon's Police
July 27	Monica Richards	Manager Haus Ruth
July 27	Tessie Soi	Manager Family Support Centre
July 28	Jim Wala Tamate	Public Solicitor
July 28	Bernard Paru and Pricilla Kee	POM Branch Manger and Child Protection Officer Anglicare
July 28	OIC Peter Aimm	FSVU Waigani
July 28	Survivor 1	Haus Ruth
June 25 and July 28	Det. Sgt. Michele Harris	AFP Adviser to FSV Units
July 28	OIC Juliane Epe (Snr. Constb.)	FSVU Boroko

## B.2 Documents Gathered from FSVUs

Location	Documents Provided
Buka	<ol style="list-style-type: none"> <li>1. Photographs of the OB book</li> <li>2. Bougainville FSVU Action Plan 2011</li> <li>3. Buka FSC Pamphlet</li> <li>4. Bougainville Police Transitional Organisational Structure 2015</li> <li>5. Bougainville SOS cases 2014-15</li> </ol>
Lae	<ol style="list-style-type: none"> <li>1. Morobe Province Family and Sexual Violence Strategic Plan 2015 - 2017</li> <li>2. Training Manual for Village Magistrates and Land Mediators is made up of 5 modules. Module 4 deals with cross cutting issues and focuses on gender, equal employment, FSV, and HIV/AIDS. We have a copy of module 4. If the other 4 modules are required, a copy can be obtained from Edwina Kotoisuva.</li> <li>3. Monthly brief FSVU March 2015 with data</li> <li>4. MOROBE FSVAC Q1 2015 meeting minutes</li> <li>5. PNG Correction Services Data on convictions and remand</li> <li>6. FSV/GBV Data Collection Form Referral Pathway</li> <li>7. FSVU Lae Quarterly Reports Jan - March and April - June - 2015</li> <li>8. FSVU Complaint Form Lae</li> <li>9. Morobe Provincial Administration Community Development Division 2015 Annual AAP and Budget</li> </ol>
Mt Hagen	<ol style="list-style-type: none"> <li>1. Western highland Police Structure</li> <li>2. FSVU Daily Statistics / Record for June 2015</li> <li>3. FSVU Monthly Report</li> <li>4. Referral form from Mercy Works</li> <li>5. Medical Form from FSVU</li> </ol>
Mendi	<ol style="list-style-type: none"> <li>1. Photographs of the FSVU OB book</li> <li>2. FSVU monthly report July</li> <li>3. FSVU counselling and mediation form</li> <li>4. FSVU referral form for welfare</li> <li>5. FSC referral form for the FSVU</li> <li>6. FSC consent form for victims</li> <li>7. Handouts for FSC</li> </ol>
Waigani and Boroko	<ol style="list-style-type: none"> <li>1. Waigani FSVU Referral Form</li> <li>2. Waigani FSVU Daily Statistics January 5-9 2015</li> <li>3. Waigani FSVU Monthly Statistics June 2014</li> <li>4. Waigani FSVU Yearly Statistics 2014</li> <li>5. Proposed Structure of FSVU contained within formalization document</li> <li>6. FV Policy Paper contained within formalization document</li> <li>7. Constabulary Standing Order 6.6 FSV</li> <li>8. Attendance Sheet at AFP Training on FSV May 2015</li> </ol>

# Appendix C – Methodology of the Evaluation

## C.1 Mixed Methodology

The methodology used in this Evaluation focused on assessing the work done by FSVUs. A mixed data collection process that emphasises qualitative methods was chosen as it advances the systematic integration, or “mixing,” of quantitative and qualitative data within the Evaluation. The basic premise of this methodology is that such integration permits a more complete and synergistic utilization of data than do separate quantitative and qualitative data collection and analysis. This methodology expected to gather descriptive and explanatory data to answering the questions related to the five Evaluation criteria: Relevance, Effectiveness, Efficiency and Sustainability of FSVUs (see Table C.1 and Figure C.1).

Table C.1: Evaluation Sub-Questions

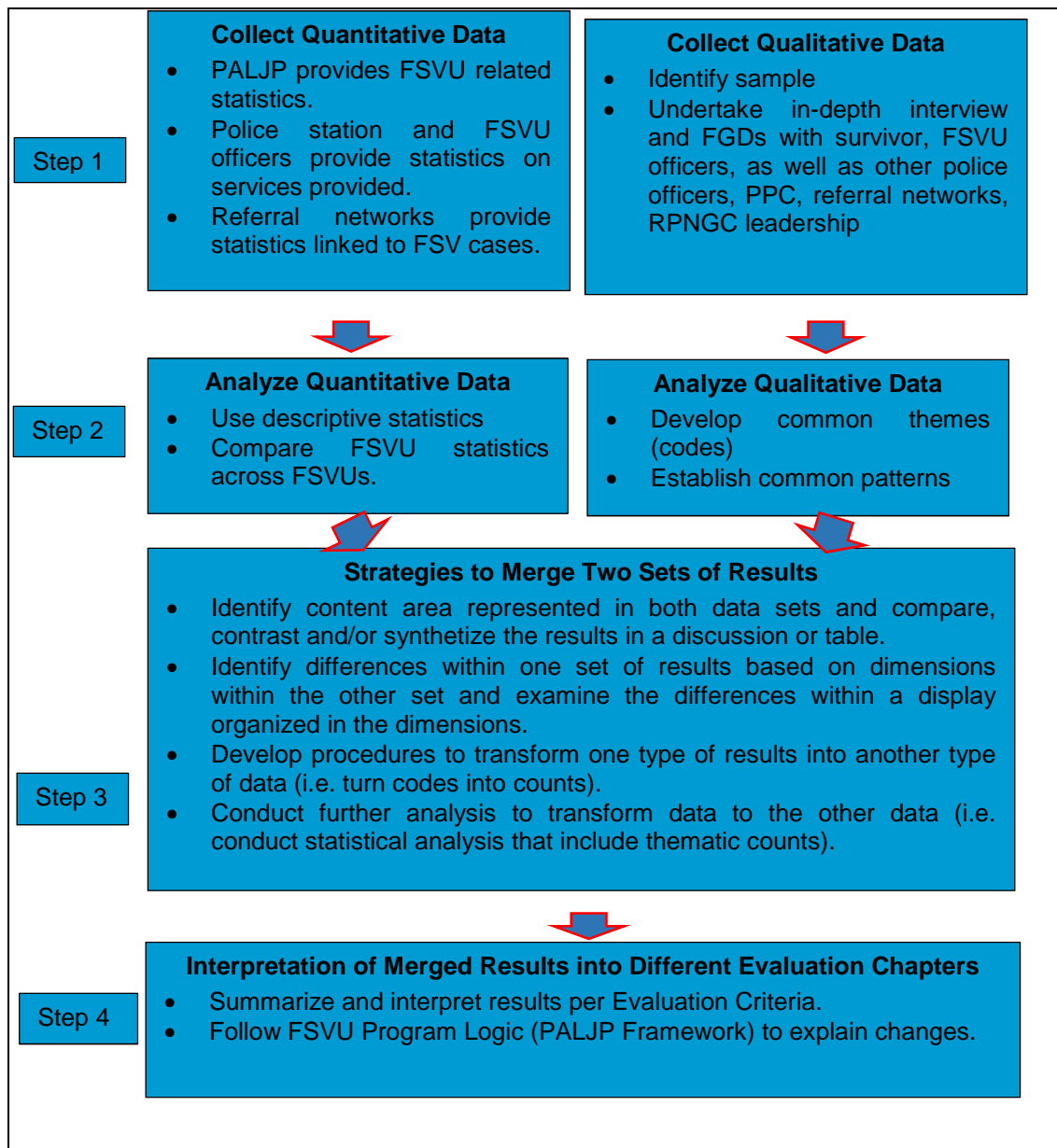
Area of Evaluation	Question
Relevance	<p><b>Key question:</b> How relevant is the FSVU in meeting the expanding service requirements of those who are most in need of support?</p> <p><b>Sub-questions:</b></p> <ul style="list-style-type: none"> <li>How closely aligned is the FSVU approach with current government priorities, policies, strategies and national and international commitments?</li> <li>To what extent is the FSVU approach aligned with the goals, policies and measures of the Sector Strategic Framework?</li> </ul>
Effectiveness	<p><b>Key question:</b> To what extent has FSVUs been effective in delivering equitable and effective services?</p> <p><b>Sub-questions:</b></p> <ul style="list-style-type: none"> <li>To what extent are community members aware of FSVU services?</li> <li>To what extent has the FSVU approach contributed to responses to family and sexual violence issues, commitments, and behaviour within RPNGC?</li> <li>To what extent has the initiative contributed to strengthening the local community's capacity to address violence?</li> <li>To what extent does family and sexual violence victims, likely victims or survivors' cases are appropriately managed by FSVUs? Were they provided with adequate legal protection and assistance?</li> </ul>
Efficiency	<p><b>Key question:</b> Is the FSVU making appropriate use of time and resources to achieve objectives and intended outcomes?</p> <p><b>Sub-questions outcomes:</b></p> <ul style="list-style-type: none"> <li>What type of support and how many were provided during the year?</li> <li>How many IPOs were applied and how many were completed during the year?</li> <li>How many FSVU Officers were trained and for what type of trainings?</li> <li>How family and sexual violence reported cases were managed by FSVUs?</li> </ul> <p><b>Sub-questions outputs:</b></p> <ul style="list-style-type: none"> <li>Is there evidence of regular reports submitted?</li> <li>What is the quality of the reports?</li> <li>Is data gender disaggregated?</li> <li>Does the report identify information required, activities undertaken and any difficulties and problems experienced?</li> <li>How many cases were investigated out of number of cases reported during the year?</li> <li>What were the outcomes of investigations?</li> <li>How many referrals were made and to which service providers?</li> <li>What type of referrals were made?</li> </ul>

Area of Evaluation	Question
	<p><b>Sub-questions inputs:</b></p> <ul style="list-style-type: none"> <li>• Are the inputs (HR, funding, time) adequate?</li> <li>• To what extent are FSVU Officers supported in the delivery of their duties?</li> <li>• Are staffing levels appropriate and do staff have the necessary skills to undertake their jobs?</li> <li>• To what extent are FSVU Officers motivated to perform their duties?</li> <li>• How are FSVU officers selected?</li> <li>• What is the budget allocated for FSVUs (maintenance, infrastructure, recurrent and special projects)?</li> <li>• How stakeholders were engaged whenever a new FSVU is established?</li> </ul>
Sustainability	<p><b>Key question:</b> To what extent will significant benefits endure after the donor's contribution ceased?</p> <p><b>Sub-questions:</b></p> <ul style="list-style-type: none"> <li>• What is the likelihood that the FSVU will achieve sustainable benefits?</li> <li>• Do the RPNGC and local community report and demonstrate a level of ownership?</li> </ul>
Impact	<p><b>Key question:</b> What are the positive, negative, intended and unintended effects of the FSVU model?</p> <p><b>Sub-questions:</b></p> <ul style="list-style-type: none"> <li>• What unintended outcomes, whether positive or negative, have resulted from the implementation of this approach in targeted areas and within RPNGC?</li> <li>• What are the strengths of FSVUs? What are the inadequacies?</li> </ul>

The Evaluation Team followed a convergent design to compare findings from qualitative and quantitative data sources. This process meant collecting both types of data at the same time; assessing information using parallel constructs for both types of data; separately analysing both types of data; and comparing results through procedures such as a side-by-side comparison in a discussion. The objective was for the two types of data to provide validation for each other and also create a solid foundation for drawing conclusions about the FSVU intervention.



Figure C.1: Convergent Analysis Design Plan



Source: Adapted from Creswell, J. and Plano Clark, V. (2008), Designing and Conducting Mixed Methods Research 2nd Edition. Thousand Oaks, California: Sage Publications. Page 79.

## C.2 Selection of FSVUs

A selected sample helps to understand how an intervention operates. The Evaluation selected six FSVUs to assess how they are affecting change for the police stations in providing services to FSV survivors. The evaluation selected 6 out of a total of 15 established FSVUs (see Table C.2). The selection criteria included identifying a range of provinces with a geographic spread between coastal and highland areas as well as a range in the length of time in operation.

Table C.2: Selection of FSVUs

No.	Cases	Location	Year of Opening
1	Buka, ARB	Coastal	2013
2	Mt Hagen, Western Highlands	Highland	2009
3	Lae, Morobe	Coastal	2009
4	Boroko, PoM	Capital	2008
5	Mendi, Southern Highlands	Highland	2015
6	Waigani, PoM	Capital	2008

This sample represented almost half (40%) of the total number of FSVUs. This percentage was considered adequate as it allowed the Evaluation Team to identify common issues supporting/affecting FSVUs' work despite the cultural differences of each province.

### C.3 Type of Data Collected

The FSVUs are part of an elaborate group of organizations that provide services to FSV survivors (see Figure C.2). Within this network, FSVUs play multiple roles. First, FSVUs are part of police stations and can either be the first to receive a survivor needing help or receive them after being referred from another organisation. Second, they are also part of a referral network and are expected to foster those linkages.

The Evaluation Team collected an extensive list of qualitative data and what quantitative data that was available. Qualitative data was gathered through on-site in-depth interviews including FSVU staff and SOS staff; in-depth interviews with FSV referral partners; in-depth interviews with PPC; in-depth interviews with survivors; FGDs with police officers and examination of FSVU case records available in the police stations.<sup>9</sup> Quantitative data was collected through FSV statistics recorded in Police Stations, IPO provision by District Courts and FSC statistics.<sup>10</sup> Table C.3 presents both quantitative and qualitative materials used in the evaluation.<sup>11</sup>

<sup>9</sup> The Evaluation Team conducted at eleven survivor in-depth interviews. Identifying survivor proved difficult at some sites the service providers were unable to make contact with survivor who were not current clients in their roster; survivor who had used their services in the past were difficult to track. The following organizations helped in the identification of survivor:

The staff of FSC's and/or safe houses identifying five of eleven survivor.<sup>9</sup>

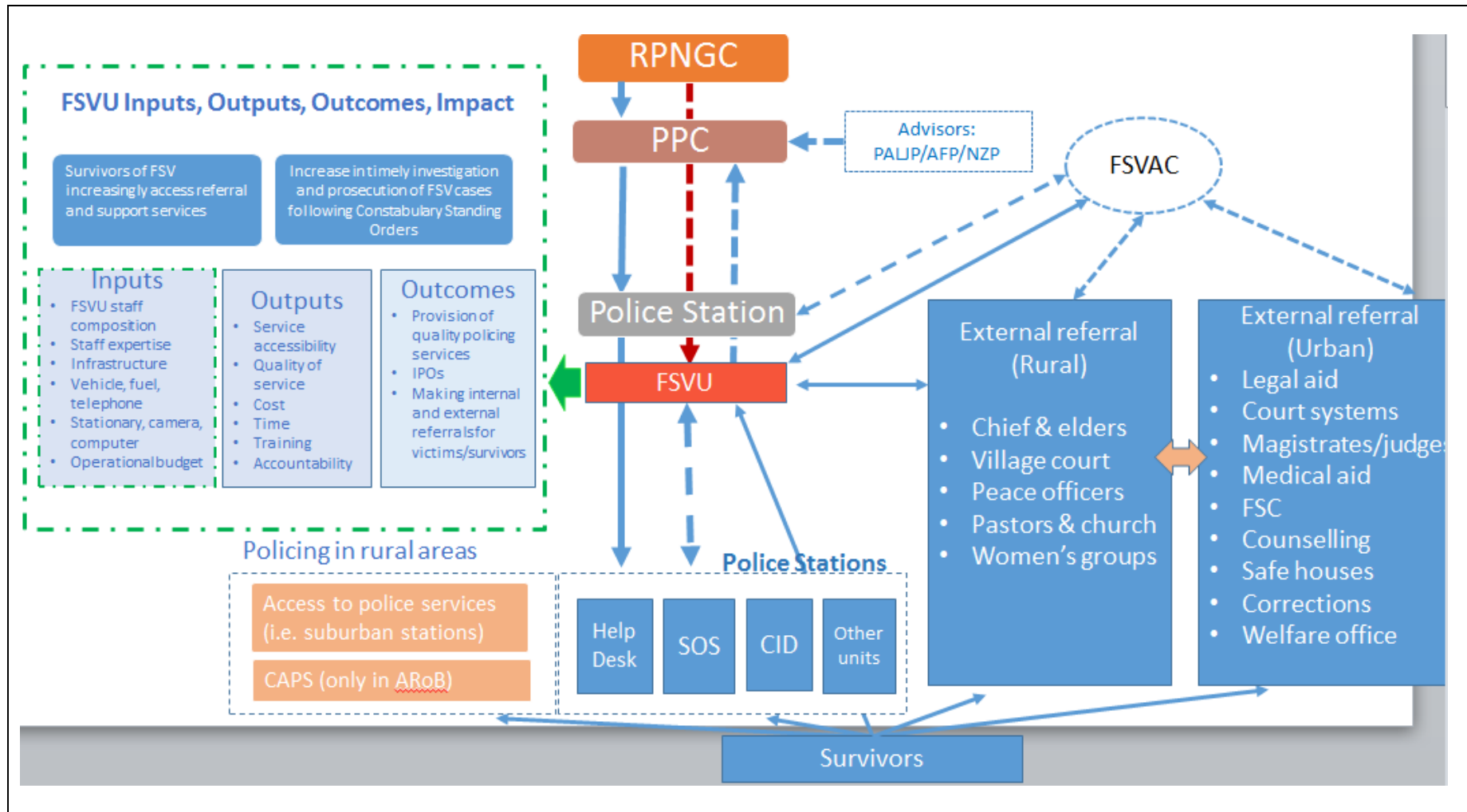
The FSVAC and other NGOs were used to identify two of eleven survivor.

Four of eleven survivor were identified by FSVU officers or at FSVU stations; one survivor was a past client, three were survivor visiting the FSVU on the day of the interview.

<sup>10</sup> In addition, the Evaluation Team collected secondary literature and documentation relating to the operation of FSV services in the selected areas.

<sup>11</sup> See Annex 1 for a detailed list of sources used in this evaluation.

Figure C.2: FSVU Service Model



By combining both qualitative and quantitative data, the case studies offer an in-depth picture of how FSVUs operate and how they are perceived by a number of stakeholders. The information from both quantitative and qualitative interviews was triangulated in order to check accuracy. This method of analysis gives a greater degree of accuracy and consistency in the evaluation.

Table C.3: Sources of Data for FSVU Evaluation

Source	Primary source	Secondary source	Qualitative	Quantitative
In-depth interviews with FSVU, CAPs and RPNGC staff	X		X	
Focus Group Discussions (FGD) with FSVU external networks: FSC, district court, public prosecutors, public solicitor, correction facilities, safe houses, NGOs and CBOs	X		X	
Assessment sheet of FSVU resources	X			X
In-depth interviews with one or two survivors (dependent on availability)	X		X	
FSC Guidelines				
Data collected from Police Stations OB Book	X			X
PALJP statistics of FSVU services		X		X
IPOs statistics from District Courts		X		X
Training materials: RPNGC, Village Magistrates and FSC Staff		X	X	
Data collection forms		X		X
Data from provincial Welfare Office		X		X

#### C.4 Analysis of Data

Following the Convergent Analysis Design, the Evaluation Team conducted an analysis of both statistical information, secondary literature and a content analysis of all in-depth interviews and FGDs. A qualitative software program, called Nvivo, was used for the analysis of the qualitative data.<sup>12</sup> Nvivo helped to organize the qualitative data into areas that were of interest for the evaluation. However, because of the importance of triangulation, survivor in-depth interviews were analysed differently. Survivor interviews were analysed on their own in order to identify survivors' expectations and needs regarding FSVU services. This analysis was used to answer the effectiveness evaluation criteria.<sup>13</sup> Statistical tables, individual survivors' quotes and overall patterns were used throughout the analysis of the data. When individual quotes were used, survivors' names were changed as well the location of the interview to protect the source.

The Evaluation Team followed an iterative process of data inference to adequately understand what "change in the strategy and operations of a police station as a result of the FSVU" meant. Also, the Evaluation Team needed to assess the extent to which contextual challenges played a role in limiting changes within FSVUs. The Evaluation Team was able to present the findings of a partial analysis (30% of all data) and to PALJP and DFAT staff and in doing so consider and

<sup>12</sup> Nvivo software is a tool to code and categorize large amounts of narrative text. The software assists evaluators to classify textual data (such as interviews and focus group discussions) into a database of codes.

<sup>13</sup> The survivor-centered approach was the benchmarks for analysis contained in the Effectiveness section. See Annex 2 for a detailed survivor analysis.

address these concerns. The results from this discussion emphasised the benefit of focussing on FSVU learnings and opportunities rather than the challenges faced. It was also suggested to focus the analysis by following the FSVU Program Logic. Draft findings are to be discussed with RPNGC. This iterative process was fundamental in order to check for accuracy and the usability of the evaluation.

## C.5 Analytical Framework

The Evaluation Team developed a diagrammatic “logic model” based on the Program logic developed by PALJP, to establish a visual understanding of how the FSVU intervention took place and what to consider when assessing its impact.<sup>14</sup> The evaluation followed a three stage process to develop the FSVU logic model. First, a “theory of change” diagram was developed to show the pathway of change expected by PALJP. Then, a list of national and community-level contextual characteristics were identified in order to enrich the understanding of factors that the FSVUs faced. The third stage was to integrate these contextual characteristics to a visual diagram that explained the relationships (and possible constraints) faced by the FSVUs. These three stages are explained in detail below.

### C.5.1 First Stage: FSVU Theory of Change

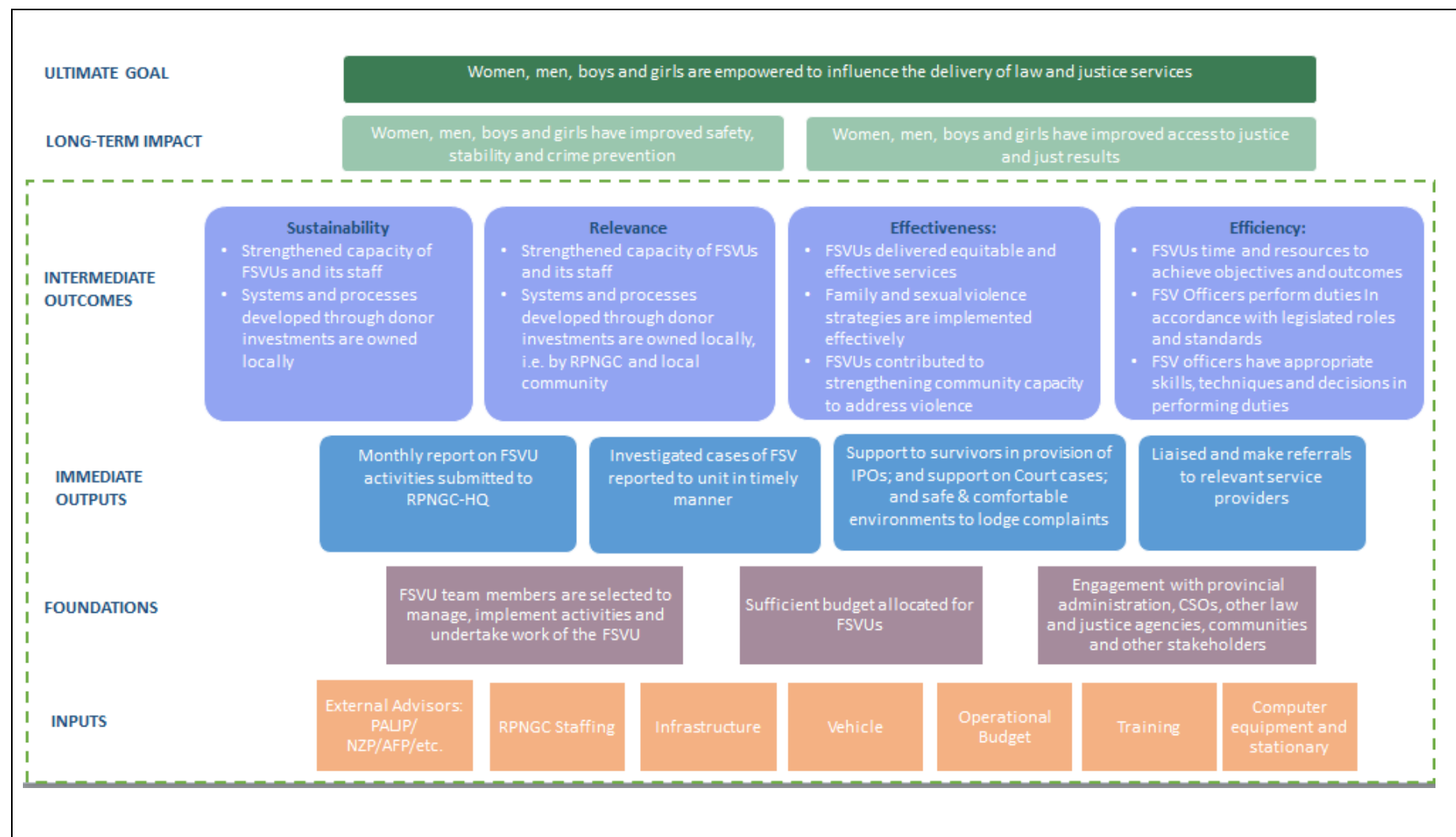
The FSVU Theory of Change presents a linear trajectory that identifies the intended FSVUs’ contribution between activity inputs, outputs and outcomes. The Theory of Change model is shown in Figure C.3.

This diagram indicates a pathway of change. It provides a guide on what to look for in the FSVU to assess the changes that are occurring through the progression from inputs to outcomes. That is, it shows the FSVU progression from inputs to outputs, outcomes and impacts. The visual diagram depicts the ‘ideal’ pathway between the initial strategies and their intended results (see Figure C.3).

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<sup>14</sup> Patton (1997) argues that a logic model must define how the evaluator expects an intervention to take a case from point A to point B. The logic model then defines the issues to be examined during the analysis.

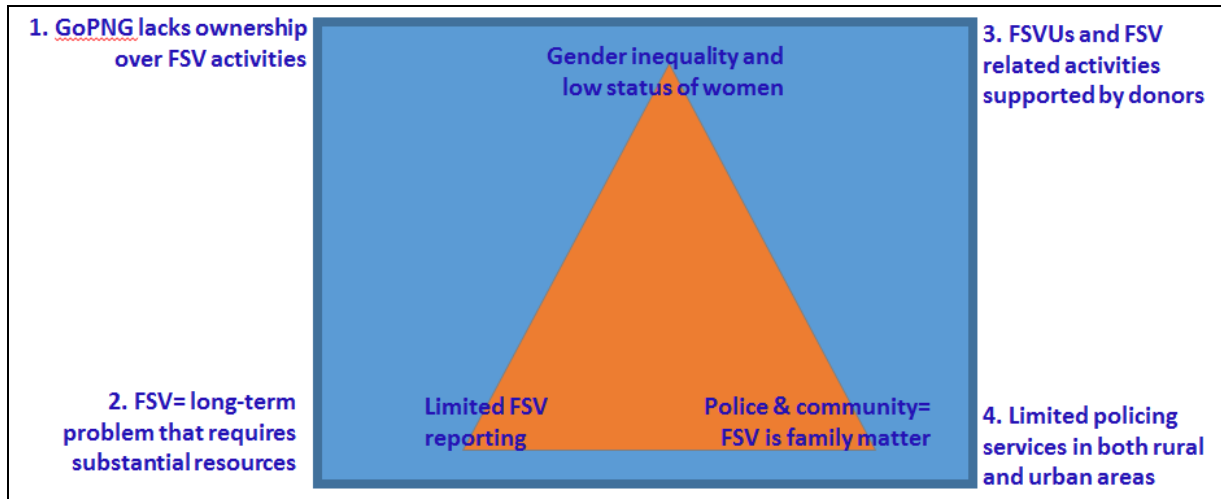
Figure C.3: Theory of Change of FSVUs



### C.5.2 Second Stage: Contextual characteristics surrounding the implementation of FSVUs

Despite its use to provide a clear trajectory between the beginning and end of FSVU activities, the Theory of Change diagram does not show the contextual challenges faced in PNG with regard to FSV. In order to introduce these contextual challenges, the evaluation summarised findings from an initial literature review. This review highlights the need to understand national and community-level constraints related to addressing FSV (see Figure C.4).

Figure C.4: National and Community Factors Affecting the Response to FSV



There are four constraints at **national** level:

1. **Absence of ownership from Government of PNG (GoPNG) towards FSV:** Despite government commitments to gender equality and the empowerment of women and girls, and the passage of the Family Protection Act, the government has failed to allocate resources towards attaining gender equality goals;
2. **Stopping FSV requires substantial resources, political will and a long-term horizon:** The cultural roots of FSV, like gender inequality, require long term political and financial commitments to transform/change;
3. **Limited access to policing in rural areas and unreliable, inconsistent police response in urban areas:** Like other Law and Justice services, policing services are limited. This means that traditional mechanisms for conflict resolution, in addition to violence, are used for addressing community and family-based disputes. Police stations are mainly present in urban areas. Heavily understaffed and unmotivated, police staff do not provide adequate services in both rural and urban areas; and
4. **Lack of institutional and financial sustainability of FSVUs:** FSVUs were set up as part of a wider change within RPNGC. However, they have received funding from PALJP. Also, the RPNGC has not yet included FSVUs within their institutional structure. The result is that there are issues with resourcing and financing FSVUs and they are often reliant upon the level of support gained from individual Provincial Police leaders.

There are three key constraints at **community** level:

1. **Gender inequality and high levels of gender discrimination against FSV survivors:** PNG has high levels of FSV directed to women and girls throughout the country. The key issue underlying FSV is the low status of women and girls in most contexts and in most communities in PNG;



2. **Limited reporting of FSV:** Factors at the community level which allow for impunity of perpetrators include: the unwillingness of the police to intervene prior to, or during, such attacks; poor community and police relations; fear of reporting and/or providing information to the police; and the use of the one-talk (wantok) solidarity tradition and embedded gender norms through which women learn it is not acceptable to discuss matters of their marriage with the police; and
3. **Many police officers are males and do not consider FSV an offence:** The RPNGC does not offer consistent services to women approaching the FSVU as FSV is considered a private family matter, as do many in the community including many victims and survivors. Also, police officers have a reputation for perpetrating FSV within their households and within/at the police stations. Several reports across the country document police brutality and misconduct of police officers. Systematic complaints of violence and sexual abuse of women while in police detention undermines the public's confidence in the police (UN Women 2012).

These challenges point to the fact that it is particularly difficult to address FSV in the PNG context. These challenges also affect the RPNGC and present a barrier for an FSVU to attain its objectives.

### C.5.3 Third Stage: Logic Model for FSVU Evaluation

The Evaluation aims to assess the magnitude of the change FSVUs have introduced and whether it has been sustained over time. This is assessed on how widely the changes are understood and accepted outside and inside FSVUs. An important difficulty in the evaluation, however, is that the FSVUs are not the only factors that are shaping the behaviour of the RPNGC. Police stations operate in a broader context than that circumscribed by local practices, levels of FSV crime and partnerships with donors such as the involvement of the New Zealand Police, the Australian Federal Police (AFP) and PALJP advisers in specific provinces. Also, political factors and actors influence the attitude of the RPNGC towards FSV. This means that FSVUs are one small element within more powerful forces. Both the external environment and the history of the organization exercise an important effect on the way the way the RPNGC addresses FSV.

Based on these contextual challenges, the Evaluation Team revised the initial Theory of Change diagram to incorporate aspects that needed to be taken into account when assessing the FSVUs (see Figure C.5). This became the Evaluation logic model, which summarises the FSVU complexity in a visual tool. This FSVU logic model is based on the following points:

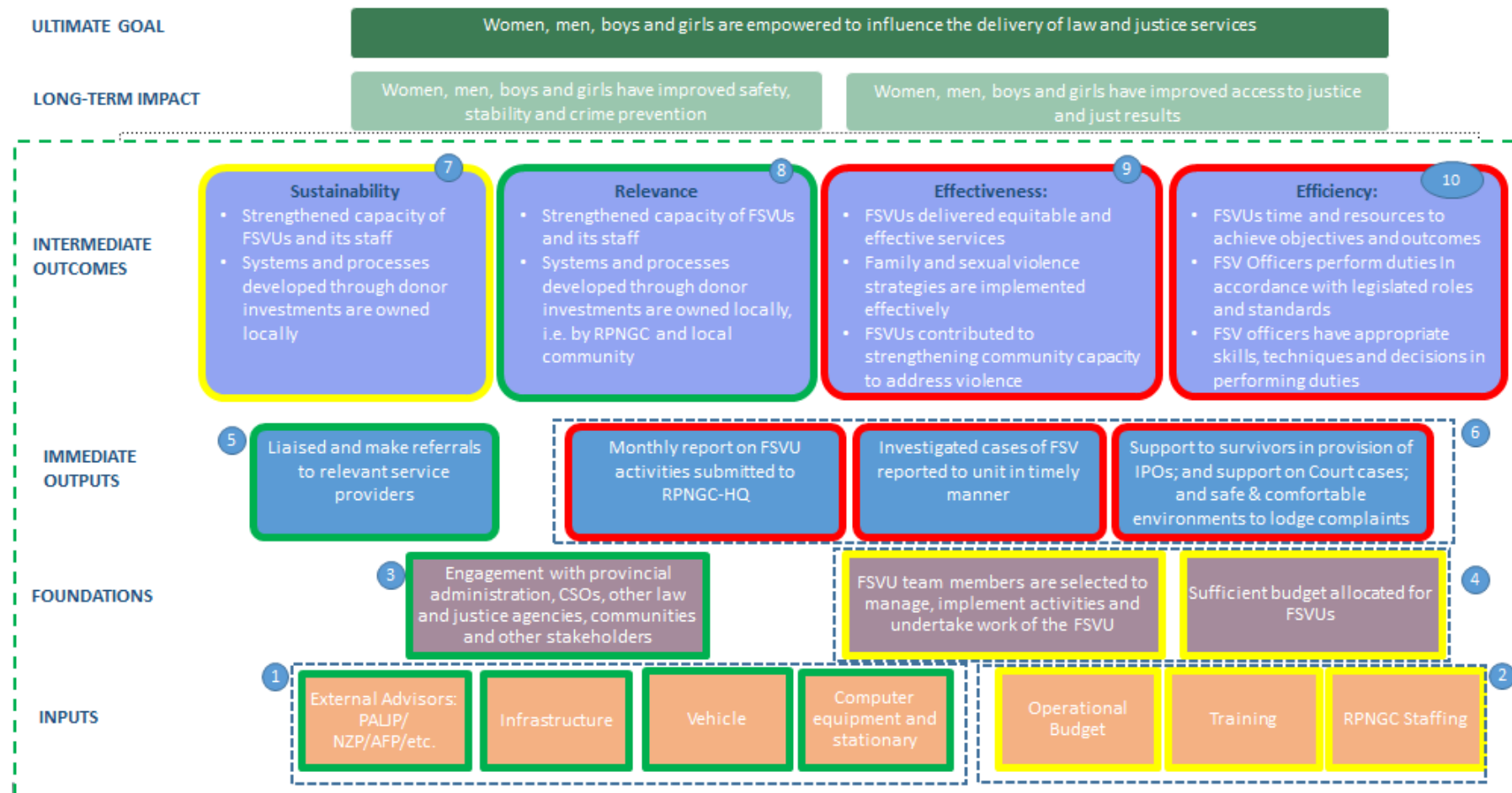
1. In order to get established, FSVUs generally have received PALJP support. This support is reflected at the inputs level. This indicator has a green outline as it is not affected by contextual variables;
2. FSVUs are not yet integrated into the RPNGC structure. This indicator has a yellow outline as it means that there is no senior officer that can solve the institutional problems faced by FSVU staff. It also has repercussions in terms of the funding, training and human resources that the FSVUs receive;
3. At the Foundations level, FSVUs receive funding from the Provincial Police Commander (PPC). This indicator is outlined green as there is strong support from PPCs, though variable from province to province;
4. FSVUs do not have an adequate personnel structure and they do not receive adequate funding from RPNGC. These indicators are outlined red to exemplify the difficulties in these areas;

5. Most of the stakeholders in this referral network are supported by donors. FSVUs are one component of a larger systemic response to FSV. PALJP has followed a Law and Justice sector-wide support towards FSV. The donor funding given to the FSV referral network includes police stations (through FSVUs), the district courts, the Office of the Public Prosecutor (OPP), the Public Solicitor's Office (PSO), the Welfare Office, Village Courts, the Family Support Centres (hospitals) and Safe Houses. Bilateral funding has also been given to legal and psychological services given by community based organisations and non-government organisations (NGOs). The Family and Sexual Violence Action Committee (FSVAC), set up to coordinate the FSV referral network, is also receiving donor support. This indicator is outlined green;
6. FSVUs are staffed by police officers (mostly female) that have received human rights and gender training to adequately respond to FSV cases. As a result of the training, FSVU staff are expected to be sensitised to the specialised needs of violence survivors and to adhere to FSV protocols. However, there are widespread cultural biases against providing support to FSV survivors. This is an important contextual variable that will negatively affect the work done on reporting, investigations and provision of Interim Protection Orders (IPOs) by the FSVUs. These indicators are outlined red;
7. Sustainability of FSVUs is to be assessed on how likely it is for FSVUs to continue operating after PALJP funding finishes. This indicator is labelled yellow due to uncertainty in funding by RPNGC;
8. Relevance is to be assessed as the adequacy of FSVUs in meeting the service requirements for survivors. This indicator is outlined green as there are no specific challenges against it;
9. Effectiveness of FSVUs is to be assessed as the extent to which FSVUs have been effective in improving access of survivors to law and justice services. This indicator is outlined red as there are contextual variables that limit its attainment; and
10. Efficiency of FSVUs is to be assessed on how economically resources/inputs (funds, expertise, time, training, vehicle, staff) are converted into FSVU services. This indicator is outlined in red as there are contextual variables that limit its attainment.

The coloured outlines help the Evaluation Team to weight the achievements of FSVUs. A red outline on a parameter indicates that any improvements in that parameter are in fact important victories in lieu of the constraints that FSVU face.

Furthermore, the Logic Model is used in this Report to summarise progress in each area. The traffic-light system (green, yellow and red), where green portrays adequate relationship and/or services; yellow indicates insufficient relationships and/or services; and red indicates poor relationships and/or services.

Figure C.5: FSVU Logic Model



# Appendix D – Questionnaires and Focus Group Discussion Outlines

## D.1 Draft Questionnaires

The following sets of draft questions have been further refined through discussion with the team, including the Social Researchers, translated as appropriate and then field tested at the first location (Buka) being surveyed.

### Protocols for collecting data

1. Screening for Focus Group participants have to have experience with FSVUs.
2. Any additional probes need to be highlighted for the analysis.
3. We will not conduct focus group discussion (FGD) with victims/survivors. Rather there will be one (if possible two) in-depth case studies with victims/survivors. The selection of the victims is based on their experience with FSVU.
4. We will conduct FGD with a mixed group of police officers (FSVU/SOS/Front Desk/Regulars/key affected populations) and they will be divided based on sex. These FGD will also contain quantitative module. After which there will be in-depth discussion about (1) Procedures and (2) Impact.
5. FSVU Officers will be interviewed in 1.5 hours.

## FGD FSV Victims/Survivors

**Introduction:** I want to ask you some questions about your experience of FSV and the response that you received. I know that these questions are very personal and difficult to talk about. I can assure you that all the information you provide will be completely confidential. No one else will have knowledge of what we discuss and what you specifically say to me. Your name will not be attached to any of this information. I would like you to answer sincerely. Many thanks for your time.

### Demographic information

How old are you?

1. 18 - 29
2. 30 - 39
3. 40- 49
4. 50 + above

What is your ethnicity/group?

What is your marital status? [Single, Married, Divorced, Widowed, Separated]

Do you have children? And how many?

### Access to FSVU services

1. How did you learn about the FSVU
2. Accessibility of FSVU: (Accessibility and service hours -24/7?)
3. What kind of situation did you report?
4. How long did it take for you to report your abuse case to the FSVU?
  - Did you go directly to FSVU?
  - Did you report it somewhere else first?
4. Describe your experience when in FSVU
  - Police officer calm you down?
  - Ask you if you had any injuries?
  - Access to female officer?
  - OB number?
  - Private place to hear your story?
  - Police officer ask you if you are in current danger.?
  - Police officer ask you if you had a safe place to go back to?
5. Advice FSVU/police gave you?
6. FSVU referred you to any other agencies? (medical, counselling, legal aid, safe houses etc.)
7. Costs involved for FSVU service? And if so, which ones? (transport, bribes, etc)
8. Outcome of the police investigation?
9. Satisfied with the way the FSVU responded to your problem?
10. What happened to the person you reported to the FSVU?
11. Did the violence stop?

### Referral Pathways: Linking FSVU users with other service providers

12. Service referral by FSVU [police, legal services, medical, counselling, safe house]
13. Tell us how you got to the Safe House
14. Have you seen the Village Court?
15. Have you seen the Public Solicitor? Or have you received legal representation from anyone else?

16. Case gone to court? Tell us about your court case [Did you get help through the court system, cost, time, representation and police support]
17. Do you think that people that commit acts of FSV should be punished on a regular basis?
18. Do you think you got a fair result to your abuse case?
19. From your experience, would you recommend another woman to report the case of abuse?
20. What do you think are strengths and weaknesses of FSVU? What changes would you suggest?
21. In your experience, has the FSVU/Court reduced the violence against women?
22. Is there anything else that you would add about the FSVU?

*Many thanks for your time.*

## FSVU Officers

**Introduction:** DFAT has been providing some funding for FSVUs. We look at how they function and interact with other agencies. We are a team evaluating how the FSVUs are working in order to make recommendations for the future. We want to ask you some questions about your experience of working here. I can assure you that all the information you provide will be completely confidential. No one else will have knowledge of what we discuss and what you specifically said to me. Your name will not be attached to any of this information. I would like you to answer sincerely. Many thanks for your time.

### Demographic Information

1. Please tell me how long you have been in service.
2. How many years in FSVU
3. Please tell me your rank.
4. How did you get this position?
5. Have the FSVU received any training? (refresher/ time of training/length/content)

### FSV experience/cases

6. First point of contact and referral: How do the FSV victims/survivors come to the FSVU?
7. What are the most common types of FSV cases reported to the FSVU?
8. What kind of information do you record? (Data collection process)
9. Is confidentiality considered in process of case handling and data recording?
10. What do you do when a victim/survivor comes to you? (Process)

Private room

Questions about injuries and imminent danger

11. How many cases do you receive within a week?.

Hours of operation

Do you have a staff roster?

Staff: Male and Female

12. Numbers of vehicles

Telephones

Other resources

13. Do you go out and investigate (rural areas/ town; risk assessment; follow-up)

14. Internal referral: Police support for FSVU

Process: Front desk relationships and case handling

Who deals with different types of cases?

Who investigates?

What happens when an offence is more serious?

Is this process followed all the time?

15. External referral: To whom do you make referrals? Medical/Legal/Counselling/Safe house

16. Resources to work effectively: lack of transport, staff, stationery, equipment and staff on leave assigned elsewhere

### Access to L&J services

17. Please tell me about your experience giving IPOs/POs
18. What happens if it is breached? Who attends?
19. How do you liaise with other organisations and L&J agencies to address FSV cases?



**Improved service delivery**

20. What are the challenges faced by FSVU?
21. How do you think perpetrators of FSV should be punished?
22. How would you improve the support given to victims/survivors of FSV?
23. What would you change within the FSVU to prevent FSV cases?

*Many thanks for your time.*

## Regular Police/CID/SOS (FGD)

### Demographic Information

1. Please tell me how long you have been in service.
2. How many years in FSVU
3. Please tell me your rank.
4. How did you get this position?
5. Have the FSVU received any training? (refresher/ time of training/length/content)

### FSV experience/cases

6. First point of contact and referral: How do you get in contact with FSV victims/survivors?
7. What are the most common types of FSV cases reported to you?
8. What is your relationship with the FSVUs
9. What kind of information do you record from FSVUs referred cases? (Data collection process)
10. How important is confidentiality considered in case handling and data recording?
11. What do you do when a victim/survivor comes to you? (Process)
  - Private room
  - Questions about injuries and imminent danger
12. How many cases do you receive within a week?.
  - Hours of operation
  - Do you have a roster?
  - Staff: Male and Female
  - Numbers of vehicles
  - Telephones
  - Other resources
13. Do you go out and investigate FSVU cases (rural areas/ town; risk assessment; follow-up)
14. Internal referral: Police support among CID/SOS/Regular Police/FSVU/KAPS
  - Process: Front desk relationships and case handling
  - Who deals with different types of cases?
  - Who investigates?
  - What happens when offence is more serious?
  - Is this process followed all the time?
15. External referral: To whom do you make referrals? Medical/Legal/Counselling/Safe house
16. How do you liaise with other organisations and L&J agencies to address FSVU cases?

### Improved service delivery

17. What are the challenges faced by FSVU?
18. How would you improve the support given to victims/survivors of FSVU?
19. What would you change within the FSVU to prevent FSV cases?

*Many thanks for your time.*

## **NGO/Faith Based Organizations (FBOs)/ Community Based Organisations (CBOs) /Safe House/Medical Aid (FGD)**

### **Demographic Information**

1. Please tell me how long you have worked here.

### **FSV experience/case cases**

2. How many victims of FSV do you receive every week?
3. What are the most common types of FSV abuse reported to you?
4. What services do you provide for victims/survivors of FSV?
5. Have you received any referrals from FSVUs?
6. Do you refer cases to FSVUs?

### **Access to L&J services**

7. Do your organisation and FSVU officers work together when following cases? And how?
8. Tell us about the FSVU referral system in place.
9. Do you know if FSVU follow the appropriate procedures adequate for handling victims/survivors.
10. How would you describe the services provided by FSVUs
11. What strengths and weaknesses are identified in the FSVU.
12. Are men/youth receiving education about FSV?
13. How would prevent FSV?

*Many thanks for your time.*

## Public Solicitor

**Introduction:** I want to ask you some questions about your experience of dealing with FSV experience/case and the response that you provide. I can assure you that all the information you provide will be completely confidential. No one else will have knowledge of what we discuss and what you specifically say to me. Your name will not be attached to any of this information. I would like you to answer sincerely. Many thanks for your time.

1. Please tell me how long you have you worked for Public Solicitors Office (PSO).
2. Please tell me your position.

### **FSV experience/case cases**

3. What are the most common types of FSV experiences/cases reported to you?
4. What do you do for victims/survivors of FSV?
5. Do you liaise with police officers to follow FSV cases?
6. Do you know about FSVUs?

### **Access to L&J services**

7. How difficult is it to properly follow-up the FSV cases?
8. Do you think the FSVU units have been able to do their work?
9. What strengths and weaknesses have you seen in FSVU work?

### **Improved service delivery**

10. How long does a court file take to prepare?
11. How many court cases for FSV are successfully prosecuted?
12. How is the relationship between victims/survivors and the court system?
13. What would you change in order for the court to provide a better service?
14. How often do you liaise with other L&J agencies to address FSV cases?
15. What would you change to improve L&J response to FSV cases?
16. Do you know what punishment is given by the court to people who commit FSV cases?
17. How are the referral services funded and resourced to provide quality support to survivors of FSV?
18. How would you prevent FSV?

*Many thanks for your time.*

## Village Court Officials (FGD)

**Introduction:** I want to ask you some questions about your experience of dealing with FSV experience/case and the response that you provide. I can assure you that all the information you provide will be completely confidential. No one else will have knowledge of what we discuss and what you specifically say to me. Your name will not be attached to any of this information. I would like you to answer sincerely. Many thanks for your time.

### Demographic Information

1. Please tell me how long you have you worked for village court.
2. Please tell me your position

### FSV experience/case cases

3. How many victims of FSV do you receive every day?
4. What are the most common types of FSV experiences/cases reported to you?
5. What services do you provide for victims/survivors of FSV?
6. Do people in the nearby community support your work when dealing with FSV cases?

### Access to L&J services

7. Do the village court officials and police officers work together when following FSV cases?
8. Do you liaise with police officers to follow FSV cases?
9. Do you know about FSVUs?
10. Do you know if FSV victims/survivors are referred for a medical examination?
11. Do you know if FSV victims/survivors are interviewed in a safe surrounding?
12. In your experience, are officers polite towards FSV victims/survivors?
13. How difficult it to properly follow-up the FSV cases?
14. In your experience, how many sexual cases were resolved using compensation?
15. Have you heard of any police officers disciplined for requesting compensation for a FSV victim?
16. Do you think the FSVU units have been efficient and effective in what it aims to do?
17. What is the likely sustainability of the FSVU unit given the experiences to date?
18. What strengths and weaknesses are identified in the FSVU model?

### Improved service delivery

19. In your experience, how many cases reported end up in prosecutions?
20. How is the relationship between victims/survivors and the court system?
21. How often do you liaise with other L&J agencies to address FSV cases?
22. What would you change to improve response of L&J agencies to address FSV cases?
23. Do you think perpetrators of FSV are punished on a regular basis?
24. How are the referral services funded and resourced to provide quality support to survivors of FSV?
25. Are men/youth receiving education about FSV?
26. How would you prevent FSV?

*Many thanks for your time*

## Family Support Centres

**Introduction:** I want to ask you some questions about your experience of dealing with FSV experience/case and the response that you provide. I can assure you that all the information you provide will be completely confidential. No one else will have knowledge of what we discuss and what you specifically say to me. Your name will not be attached to any of this information. I would like you to answer sincerely. Many thanks for your time.

1. Please tell me about the organization you work for.
2. How long have you worked here?
3. What is your position?
4. Have you received any FSV training?

### **FSV experience/case cases**

5. How many victims of FSV do you receive every day?
6. What are the most common types of FSV experiences/cases reported to you?
7. What services do you provide for victims/survivors of FSV?
8. Do people in the nearby community support your work when dealing with FSV cases?
9. Have you received any referrals from FSVUs?
10. Do you refer cases to FSVUs?

### **Access to L&J services**

11. Do you know about FSVUs?
12. Does your organization work with FSVU?
13. Do you liaise with police officers to follow FSV cases?
14. Do you know if FSV victims/survivors are referred for a medical examination?
15. Do you know if FSV victims/survivors are interviewed in a safe surrounding?
16. In your experience, are officers polite towards FSV victims/survivors?
17. How difficult is it to properly follow-up the FSV cases?
18. In your experience, how many sexual cases were resolved using compensation?
19. Do you know of FSV victims using the FSVU services?
20. How can FSVUs improve the work they do?

### **Improved service delivery**

21. How is the relationship between victims/survivors and the court system?
22. How often do you liaise with other L&J agencies to address FSV cases?
23. What would you change to improve response of L&J agencies to address FSV cases?

### **Prevention**

24. Do you think perpetrators of FSV are punished in a regular basis?
25. How are the referral services funded and resourced to provide quality support to survivors of FSV?
26. Are men/youth receiving education about FSV?
27. How would you prevent FSV?

*Many thanks for your time.*

## Quantitative Data Tool

### Assessment Sheet FSVU Resources

#### Staff:

How many staff: Male: \_\_\_\_\_ Female: \_\_\_\_\_

Length of service of staff in FSVU:

#### Training

Level of qualifications of staff: General

Specific to FSV

Promotional

Counselling

Training received

#### Physical Resources:

Office

Furniture

Computers/Printers

Stationery

#### Funding:

Where From

How much per year

#### Work Plans:

Do they have \_\_\_\_\_ a copy?

Progress in achieving plans:

#### Cases (in 2014? So far in 2015?):

No. Cases Reported

No. cases prosecuted

No. IPO applications made

No. Referrals made

Can we see the records of cases?

What follow ups are undertaken?





# Appendix E – FSVU Foundations

## E.1 Introduction

As part of a larger systemic response to FSV, the FSVUs have the mandate for prevention, protection and investigation of non-indictable FSV offences. These units are expected to respond to the specific need for FSV victims/survivors (survivors). In addition, FSVUs are part of a referral network that provides variety for other necessary services for victims. By 2015, FSVUs had been established and were operating in 15 locations.

The assessment of FSVUs starts by looking at the foundations: what are the minimum considerations required for FSVUs to operate adequately?

A major consideration is how do the FSVUs fit within the structure of the RPNGC? There is no formal recognition of the FSVUs in the RPNGC structure. While we understand there is a proposal for their inclusion, the current situation severely constrains the allocation of budget and resources (staff, equipment etc). In addition it has a negative impact on morale of staff within the FSVUs (ie. by not being acknowledged as part of the overall RPNGC).

Three further considerations were identified, all of which are variously impacted upon by the fact that FSVUs are not recognised within the formal RPNGC structure. First, the FSVUs require adequate staff. Second, the FSVUs require adequate budget to allow them to operate throughout the year. Third, the FSVUs require clear guidelines on how to engage with survivors and referral stakeholders. The following subsections discuss the extent to which the FSVUs visited had fulfilled these three considerations.

## E.2 Selection of FSVU Team Members

Because of the FSVU mandate, staffing is a key component for their adequate functioning. Interviewed police officers mentioned having a diversity of backgrounds prior to being posted in the FSVU. Some examples:

- In Buka, the OIC mentioned that he used to be with Community Policing Program and attained the position after a reshuffle;
- In Lae, one of the FSVU officers was recruited based on her investigatory skills since she had previously worked in the CID;
- In Mount Hagen, both FSVU officers were posted there after graduating from Bomana Police Training College. They were told that they fell within the Public Safety Division. Despite the lack of initial experience, these two officers were given a month training in Fiji (on counselling, which is not in the mandate of the FSVU);
- In Mendi, the six officers selected worked previously with the public safety division and from different divisions within the police station. They were selected after showing interest in participating in the FSVU. They were transferred to the unit while still holding to their previous position; and
- In Port Moresby, an experienced officer (16 years in the force) moved into the first FSVU. He had no previous experience on FSV matters. He was sent to Fiji for a month to obtain skills considered relevant to FSVU work..

These examples demonstrate that the selection of FSVU staff has followed an organic process based on who was available and interested at the time the FSVU were set up. This means that FSVU staff members are diverse in terms of their experience as police officers (years at work) as well as the different capabilities they have. Importantly, all FSVU officers reported that they had received FSV training. This is critical and positive preparation for the good operations of FSVUs.

### E.3 Budget Allocated for FSVU (maintenance, infrastructure, recurrent and special projects)

The Evaluation team found no evidence of budgets allocated for FSVUs. There was little documented information available relating planning within the units. For example, the Evaluation Team was unable to locate any evidence of the existence of work plans (despite some officers saying “there must be one”) (see Table E.1). Furthermore, FSVU work plans were not available at the national level.

Table E.1: Quotes explaining absence of budgets and work plans across FSVUs visited

POM	Buka	Mt Hagen	Lae	Mendi
<i>“I haven’t done work plans last year and this year because of no funding.”</i>	<i>“Well, all of us are required to do a Management Action Plan for a Unit... [S]ometimes some of the things are not met or implemented but at least you make your work plan for the year so the bosses know what you will be doing this year, your activities....”</i>	<i>“To be honest we don’t have a plan”</i>	<i>“Yes, we did some, especially the planning for our action plan. They took us to Lae Inter...” “Right now I don’t know. We are thinking of doing another one. That is if funding is available.”</i>	<i>“If it is something to do [with] funding the centre [FSVU]... the provincial government is doing this... so that is still [in] our pipeline”.</i>

Sources: In-depth interviews conducted during Evaluation (2015).

### E.4 Method of Engagement of Stakeholders

As with staffing, several methods of stakeholder engagement were identified. The most referred method of engagement was between FSVUs and health providers. This was an engagement that took place due to need, as there is necessarily a close relationship between FSVUs and health providers. A similar situation exists with Safe Houses.

The second most referred method of engagement originated through FSVU officers reaching out to non-governmental organizations. This was mentioned as a result from training FSVU officers received in Fiji.<sup>15</sup> After coming back to their postings, these officers mentioned they had contacted NGOs that provided services to survivors.

The third most referred method of engagement was through PALJP Advisers, whom played a key role in helping the newly recruited FSVU officers to engage and work closely with other FSV stakeholders.

The fourth most referred method of engagement was through FSVAC (only in areas where the Action Committee is active). It was said that he/she played a critical role in bringing all different FSV-related service providers together to discuss common challenges.

<sup>15</sup> FSVU officers trained in Fiji developed a relationship with several international NGOs, such as FHI36, PHI and Welfare, whom were in close contact with FSVU trainees.

# Appendix F – Evaluation Findings – Immediate Outputs

## F.1 FSVU Case Reporting

### F.1.1 Evidence of Regular Reports Submitted: Mt Hagen, Lae and Waigani

Evaluating the efficiency of FSVUs requires an assessment of how and what sort of outputs are achieved with the levels of resources provided. It implies that there is some sort of benchmark against which those outputs versus inputs can be measured. The Evaluation Team found that benchmarking is difficult when it appears that FSVUs are using different forms and gathering data in different ways. Also, it was found that there is a lack of communication between the National FSVU Coordinator and FSVUs. This has led to a lack of knowledge at RPNGC HQ of the work done by the units.

The Evaluation Team found no evidence that periodic reports containing relevant survivors and police information from FSVU activities are submitted to the FSVU Coordinator at RPNGC Headquarters. The FSVU Coordinator said he does not receive monthly or even annual reports from FSVUs and has not during his tenure (over 7 years). At the FSVU level, the Evaluation Team found that daily, weekly, monthly, quarterly and annual reports were available by FSVUs in Mt Hagen, Waigani and Lae. The following is a description of the data contained in these reports.

In Lae, the Evaluation Team was not able to locate material for 2014 or previously. Lae FSVU puts together a report of Lae town and adjacent areas. This is a reasonably comprehensive report.<sup>16</sup> However, when looking closely, it was found that the forms provided for March 2015 and April 2015 monthly reports were slightly different: the latter report provided a break down under the heading “Child Abuse” to include assault, sexual and neglect.

In Mount Hagen, the Evaluation Team accessed daily statistic reports for the month of June 2015. The report indicated hand written recording of every offence reported to the FSVU. However, the entries in this report did not include an OB book reference.<sup>17</sup> (It is possible the offences would also have been recorded in the front desk OB book). The daily statistics report showed recordings of cases reported to the FSVU for only 15 days for the month of June.

In Waigani (Port Moresby), the Evaluation Team found that FSVU used different forms and reported weekly, monthly and annually. It is unclear how these reports are used or where the final report ends up.

### F.1.2 Quality of FSVU Reports

The Evaluation Team found that the quality of the FSVU reports, where available, varied and was notably better where there is a PALJP-funded adviser providing support to the FSVU. Daily statistics reporting changes were compiled in a Monthly Report. However, the reported offences are merged under general headings making it impossible to know the type of case followed or to have gender disaggregated data. Also, some quarterly reports indicate that there was a numerical difference in the number of offences recorded in the various reports for June for the same FSVUs. For example, in one case the daily statistics totaled 146 offences, while the monthly report totaled 298 offences for the same length of time.

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<sup>16</sup> This lack of systematic use of forms takes place despite that there is an AFP FSV Adviser located in Lae.

<sup>17</sup> This might point to the fact that there is no link with other police systems or processes.

In addition, in-depth interviews with FSVU staff highlighted that not all FSV offences were captured in the reports, especially since not all FSV offences were referred to the FSVU, CID or SOS.<sup>18</sup>

#### F.1.3 Reporting with Gender Disaggregated Data

The Evaluation Team found that a standard template was used by all RPNGC FSVUs for reporting FSV offences. However, the template did not disaggregate data by gender. Changing the standard template to include gender disaggregated data will improve data usefulness. It will also enable measurement of data to be compared across all provinces for analysis and to identify common offences and trends. Data should be disaggregated to include female, male and children.

#### F.1.4 Report Uniformity and Usefulness

By studying reports from different locations, the Evaluation Team found that there is no uniformity of data collected across FSVUs. There is limited similarity in the data captured, with no national oversight for homogenized data collection. This situation does not allow for national oversight of the FSV/FSVU situation generally.<sup>19</sup>

#### F.1.5 Opportunities

Improvement in FSVU monitoring and overall support will be assisted by regular, quality and uniform reporting. This reporting should include:

- Data disaggregated by gender and type of survivor (woman, man, child);
- The number of IPO applications made;
- The number of IPOs activated;
- The number of IPOs breached;
- Referrals to CID, SOS, Hospital, Support Agencies, Safe Houses, etc;
- Number of arrests/ type of offences;
- Number of successful prosecutions;
- Number of FSV community awareness activities and attendance at meetings such as FSVAC with allied agencies;
- Current problems and possible improvements;
- Actual versus planned number of staff on the units;
- Days FSVU desk staffed;
- Appropriate training on the above;

Systems and processes need to be aligned with those of CID and SOS to ensure there is no duplication of data and or data is not missed.

Customer surveys should be initiated as part of quality planning and benchmarking to identify if survivors' needs are being met.

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<sup>18</sup> During interviews, the Evaluation Team found that in several instances the officer at the front desk at the police station acted as a filter system controlling where survivor were referred to: either direct to the FSVU, asked survivor to return another time or day, or to CID and/or SOS. Another possible response noted was to suggest to the survivor return to the village to sort it out.

<sup>19</sup> See Appendix C.

## F.2 FSVU Investigations

### F.2.1 FSVU Investigation of Cases

The Evaluation Team found that few FSVU cases are investigated and three reasons were identified:

- (1) FSVU staff are overloaded with the number of cases received. This means that they spend most of their time taking statements rather than investigating them;
- (2) Serious cases (indictable) have more of a chance of making it to the prosecution stage than the more minor offences;
- (3) There is evidence of inadequate police investigations leading to cases being withdrawn or dismissed by the court. FSVUs are considered to deal with minor offences that take place within the family. Although minor offences are worthy of investigation, the FSVU officers do not do so because of three stated reasons:
  - The survivor withdraws the complaint or does not follow up causing the case to be dropped;
  - Wantok or family interference at any stage, such as payment of compensation, causes the matter to falter; and
  - Police disinterest and/or lack of resources cause the matter to falter prior to the prosecution stage.

An FSVU officer says:

*"Most of the complaints that we get are assault cases. Some of them are welfare related, like financial abuse and the husband goes after another woman, and neglects the children.... So most of the complaints are financial abuse or adultery cases, which then leads to assault ..."* (Lae).

It was also reported that FSV related-arrests are uncommon. This is linked to the fact that most FSVU officers are female and they are not in a position to arrest people due to potential threats to their safety. In addition the Evaluation Team found that female officers have no or limited access to transport.

### F.2.2 Outcomes of FSVU Investigations

The Evaluation Team found that there is no data on the number of cases that are investigated or the outcomes reached after an investigation. The Evaluation Team found that the FSVU staff face major delays in getting a case prosecuted. Some of the reasons given by FSVU officers for this are:

- Distance to travel to court, or to get survivors to police stations for interview(s);
- Availability of court sittings; and
- Lack of (adequate) investigation, file preparation by the attending/investigating police.

As a result, few FSVU cases were prosecuted. Those cases prosecuted were due to strong determination of the survivor. This may involve multiple visits to the police station or court. It was found that FSVU staff do not have clear guidelines as to which police unit should be attending to what offence type and some officers still require education concerning IPOs and the Family Protection Act. An FSVU officer said:

*"I come from a CID division and I can assist or conduct and make full investigation for the task force. But for the [others at the] FSVU they may lack certain knowledge. Maybe [they need to know that] certain forms are there and different procedures"* (FSVU Officer, Mendi).

### F.2.3 Opportunities

FSVUs have the opportunity of improving the case reporting/investigation ratio by:

- An increase in FSVU staffing. This will allow the FSVU officers to specialise in the work they do. For example one officer can be in charge of statement taking, while others provide the necessary follow-up (both investigations and arrests) of cases; another officer can be in charge of referrals;
- FSVU staff should receive training on how to be more efficient (and shorten) time used for taking survivors' statement; and
- FSVU staff need to be informative and clear with survivors on the results of their police engagement. This explanation can help survivors to adjust their expectations regarding the police involvement.

## F.3 FSVU Services Provided to Complainants or Clients

### F.3.1 FSVU Officers Supported in the Delivery of Their Duties

Most police officers interviewed mentioned supporting the work of FSVUs. This is mainly because the police station front-desk is the entry point for survivors to be referred to the FSVU. The Police Station front desk is open 24 hours 7 days a week.

The Evaluation Team found that although police officers mentioned that they considered the front-desk as the most effective point of contact, they also considered that using the front-desk as an entry point delays the provision of services for survivors.<sup>20</sup>

This is mainly because once the survivors access the front-desk police officer, survivors are requested to provide information to fill a report form.<sup>21</sup> After which, the front-desk officers passes the information to the crime report officer in charge (OIC) that will then report the crime in the OB Book. An officer said:

*"An OB number is when they [survivors' cases] are registered at the station... [The OB Book] is a crime report book, so it registers all the offences here... this is only used for all serious offences" (Mount Hagen).*

This means that those survivors that put their claim through the front desk counter have to wait for two different officers to decide whether the offence they are reporting is a crime or not. There are three problems faced by survivors visiting the front desk. First, it takes very long for survivors to give their statement as most police officers do not consider FSV falls within the responsibility of the police. Second, police at the front-desk are not always free to fill the required form as they are understaffed and under-resourced. Third, police officers sometimes refer survivors to other FSV service providers, such as the Family Services Centre (FSC) and court, where there are 24 hour service hours. In many instances, the referral is done without completing the reporting form in order to avoid the police workload.

All of these factors delay FSV survivors' access to policing services.

<sup>20</sup> Police officers reported that officers at the front-desk are able to determine who within the police station the best placed to follow up with the type of offence that the survivor are reporting. An SOS officer reports: *"When they come in with a sexual offence case they almost always call it rape. Even though penetration never took place. Even [though] there has been a struggle or there has [only] been a touching. Or because parents find out about a relationship and say they [the children] are too young. They call it rape just to get over with it with the guy and all. So when these sorts of things come in [to the police station], we weigh them out to see who gets to deal with it"* (Buka).

<sup>21</sup> The report form includes a short statement explaining the suspect's and survivor particulars, the relationship between them and explain what happened.

An AFP officer said:

*"It depends who is on duty on the [front desk] counter. They may make an entry in the OB. If there are huge obvious injuries they might take a crime report. They may send them off to the clinic to get as in make you own way go to the clinic. They might call the car to take them to the clinic. They may, if they are at an outside location, drive them to FSVU and drop them on the door step and say 'here is a victim'. Or they may just make them [the survivors] sit there and wait for someone else to come. That's all the scenarios I've seen or heard" (Port Moresby AFP Adviser).*

Even, when statements are taken and the OB number given, after a survivor registers their complaint, police officers working at the front desk reported directing survivors to return to the police station within FSVU business hours. This indicates that regular police officers see FSV as strictly the role of the FSVU. Although important to recognize that internal referrals to FSVU are a positive shift of behaviour within police stations, the existing bureaucracy and lack of mainstreaming in services delays the provision of policing services for FSV survivors.

PALJP funding has focused on developing infrastructure that has separate entrances in order to facilitate access to service provision. However, FSVU limited service hours mean that most survivors still have to go through the main police station to get their cases heard. Front desk police officers may or may not have FSV training or an understanding of the FSVU procedures and protocols.

#### F.3.2 IPOs Applied and Completed During the Year

The Evaluation Team found that the IPO system is not working as effectively as it could to guarantee the protection of survivors of FSV. There are two key problems related with IPOs. First, although the public have some knowledge of IPOs, the police systems and processes used are not applied consistently and appear to lack coordination with allied agencies. This can cause confusion among survivors.

Second, the FSVU are urban based and rarely venture into a rural setting. Support from police in the request for an IPO or the enforcement of a breach regrettably appears to be limited to the urban areas. This is despite that majority of PNG's population live in rural areas.

Evidence collected during the Evaluation shows that the application for IPOs is not part of normal police practice. Some locations charge a fee for service to assist in preparation of IPOs, Others do not provide IPOs at all. The lack of standard procedures indicates that attention has to be paid to IPO preparation to avoid unnecessary delays.

#### IPO Opportunities

- All police officers should be trained and sensitized to FSV. Training should include a full understanding of the Commissioner's circulars, relevant CSOs and legislation (first to be trained: FSVU officers, Front desk, SOS and CID);
- All officers should be trained in the role and purpose of FSVU and where it fits into the RPNGC institutional structure (once included);
- All police officers need to understand assault and all aspects of FSV are a crime whether they occur within or outside the family;
- All police officers are required and accountable by RPNGC leadership and supervisors to actively respond and provide protection and safety for S/V;
- All police officers can undertake basic investigation to enable activation of IPO; and
- Court services and the judiciary should receive training on the role police officers are required to provide in order to reduce FSV and ensure survivor safety and protection. This should create awareness of the intersection of magistrate and police responsibilities to understand the importance of IPO.



### F.3.3 FSVU Officers Trained and Type of Training

The Evaluation Team found that all FSVU officers had received training. Interviews indicated that training received by members of FSVUs had been helpful to understand FSV. Three training activities were identified during the interviews:

- (1) Some FSVU officers mentioned they had attended a (two week) Training of Trainer course for family and sexual violence at Bomana Police Training College in February 2015.<sup>22</sup> Specific FSV training is provided to police recruits at Bomana Police Training College (School of Excellence). A senior officer commented:

*"This is an excellent initiative and ensures that all new police officers are trained in FSV and are somewhat sensitized to the issue when they are deployed as police officers"*<sup>23</sup>

- (2) FSVU officers interviewed indicated they had attended training sessions on FSV. However when explored further they indicated that most training was on crisis counselling and held in Fiji; and
- (3) On a national basis, the AFP have recently completed a workshop for general RPNGC staff regarding the interviewing of children as survivors and witnesses.

Although all three training activities were important, they were not provided in a systematic manner to all FSVU staff. In particular, the development of those trained via the 'train the trainer' course need to be continued to ensure competency and quality of training. Nevertheless, there does not appear to be a national training plan as relates FSV or gender issues. The training appears sporadic, ad hoc and without taking into account the need of refresher courses.

To achieve a desired cohesive, consistent and reliable service to survivors with the correct use of documentation and reporting, all officers should receive the training. The training should be organized and ongoing. An additional issue that is restraining the capacity of female officers to respond to FSV issues is that most female officers do not hold a driver's license. Attempts are being made to remedy this in some locations, but there needs to be a concerted effort to overcome this issue.

The National FSVU Coordinator, stated:

*"We have not trained most of our police officers due to reasons beyond our control. A lot of times because they [police station officers] are not trained, they tell them [survivors] to go back home and fix it up themselves. Because we have never had family violence as part of the crime in the past... but in many cases where we have family violence officers plus those officers on the ground who have been trained on gender based violence, then they try to look into it [addressing FSV offences]".*

### Opportunities for Training

All FSVU staff should receive FSV training, including:

- The role of FSVUs within RPNGC and how it interacts with CID, SOS, PSU and front desk / nationally;
- The Commissioners Circulars, CSOs and internal processes;
- Sensitisation to the needs of survivors;
- Priority of safety and protection of survivors;

<sup>22</sup> PALJP contracted FSV training has been delivered at two separate 'train the trainers' workshops in 2014 and 2015. This training has provided an initial platform for training to be delivered to new recruits, Constabulary Trainers and Non Commissioned Officers.

<sup>23</sup> CID Buka; M Lewis CIL. Feb 2015.



- How to complete documentation such as IPOs, statement taking and interview techniques;
- The elements of crimes related to FSV to assist in successful prosecutions;
- Identification of local allied agencies and networks;
- Understanding and recognising the importance of customer service, networking and building relationships with allied agencies and the FSVAC; and
- Understanding how to enter data into data collection systems, the importance of data collection, measurement and accountability and that reports be sent and received by Provincial Commander and National FSVU Coordinator.

#### F.3.4 FSVU Management of Family and Sexual Violence Reported Cases

The Evaluation team found poor FSVU management of FSV reported cases. An analysis was undertaken comparing sexual violence cases dealt with by the Family Support Centre in Lae at Angau Hospital in 2010 and prosecutions through the Lae National Court in 2012. This analysis determined that the odds of a criminal conviction in an adult sexual violence case were 1:338 (or less than 0.3%). This calculation has been reported as too generous given that many cases never made it even as far as the hospital.<sup>24</sup>

Information from field work suggests the efficiency of each FSVU once set up gradually becomes compromised due to the lack of staff, maintenance and resource issues and the overwhelming demand for assistance from survivors.

The high demand for services has a flow on effect to related units within the Constabulary such as CID and SOS:

*“.. before the FSVU was established, they used to go to the CID, but now that the section is been established they go straight to the duty counter” – “ the matter is reported at the duty counter and later they will advise the FSVU to carry on from there on the next Monday”<sup>25</sup>*

A senior PALJP adviser and an AFP officer have both raised concerns.

One police officer suggested that the FSVU in his area was

*“becoming a recording centre and nothing happened as far as any interventions, prosecutions and referrals and support systems were not operating properly with only two girls they are overwhelmed with the amount of work”<sup>26</sup>*

The other said that when the first FSVUs were established

*“it was never intended that members of the unit would mediate crimes or provide counselling, this is not a job for the police. Over time however the police have become involved in mediation and counselling, I suspect this is due to the fact that the units were not well supported and are overwhelmed with work. Mediating and counselling is the quickest way to dispose of a matter.....this approach was definitely not the intention when the units were originally established.”*

It is clear the FSVU are vital units within the Police and there has been significant progress within the Constabulary toward recognising FSV as a crime. There is evidence that once introduced into a location the FSVU are well used by survivors.

In the early stages of the formation of the FSVUs a number of major barriers existed, including an actual or perceived lack of support by Provincial Commanders and senior staff who believed

<sup>24</sup> <http://www.smh.com.au/world/png-women-subjected-to-horrifying-domestic-violence-20140827-1080jo.html#ixzz3kuyKWK1Z/> downloaded 15 September 2015

<sup>25</sup> Mt Hagen

<sup>26</sup> Lae

that FSV was a family matter. Today these issues are less apparent and there is evidence of genuine support by senior members of the Constabulary.

A number of issues confronting the FSVUs remain and impact upon their management of FSV cases. These include:

- The fact the FSVUs are not included in the RPNGC institutional structure (it is understood that this is being addressed);
- The lack of ongoing specialist training for FSVU staff;
- An overwhelming number of survivors reporting crimes to the FSVUs and insufficient staff to deal with cases reported due to sheer volume; and
- A predominance of inexperienced staff within the FSVUs.<sup>27</sup>

It is a real positive that large numbers of woman are reporting FSV to the units. This indicates the community are aware of the existence of the FSVUs and have sufficient trust in the FSVUs to report instances of FSV.

Research confirmed that in every case, FSVUs are over whelmed by the sheer numbers of survivors reporting matters. This indicates that units are not staffed to the levels needed to supply an adequate service.

There is little evidence of either efficient or effective, interviewing of survivors. Follow up investigation or prosecution is rare. This is predominantly because there is no time for such a response. If the victim is fortunate the matter is either referred on to other agencies or mediated. The FSVUs have evolved into a reporting centre and on occasions mediation and counselling are provided.

#### **Buka**

*"At the moment we are under staff, I only have, there are only two of us in this office and we cannot deal with the clients that come in every day."*

*"I think I need more manpower in my section and more training... Our weakness is we are under staff. Yeah I think I'd need two more policewomen and at least a male to go with us and arrest men, perpetrators. I need support from the policeman at the front counter, public safety unit just to help me:"*

#### **Lae**

*"Staffing is the biggest issues for the whole RPNGC in every single area, it's not an area here it's not over staff or half the full staffed. Everyone's got so much work to do with such a little staff."*

*"I was a bit concerned because there were still only two girls there in that unit and you can see that they were overwhelmed with the amount of work ... I was also concerned that it was only becoming recording centre and nothing was happening as far as any interventions, prosecutions and referrals .... Support systems weren't just operating properly."*

#### **Mt Hagen**

*"What I see there is that, they should have more man power in bigger provinces or cities like Western Highlands; Mt. Hagen is the third city. At the moment we have two Officers attending to these areas and I see there's problem with the man power. If we can attend to all these cases and speed it up and we need manpower as well and maybe resources as well. Then they could work effectively to address the issue."*

*"For the family sexual violence unit, I think the manpower is one of the challenges. I use to tell the guys to not rush anything because there are only three of us trying to serve everyone throughout the province."*

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<sup>27</sup> Pat Palmer Lead Adviser Bougainville September 2015

## Port Moresby

*"Badili is been very dysfunctional for a long time so we've been working for a long time, trying to rectify that, we finally got some resolution with some allocation of new staffs several months ago. Sadly, neither of those girls can drive which makes it difficult to do their job."*

*"For FSVU to improve its services; we have to have enough men power and in NCD"*

The establishment of a new FSVU creates significant implications in terms of workload for allied agencies or support services. Impact on court services, medical and related services increase.

The new FSVU will create increased workload on general police services in the area. As the existence of the FSVU becomes known the increase in reports to the FSVU will impact upon other units such as the jail, CID, SOS, Prosecutions and others.

There are ongoing fiscal implications for the Provincial Budget with ongoing costs associated with the FSVU. These include such costs as vehicles, maintenance, fuel, stationery, computers, availability of interview rooms, human resources, training, and communication systems.

In turn there will be additional pressures and costs incurred on partner and allied services and agencies.

It is clear that FSVU Officers are not currently complying with the provisions of the Commissioners Circulars or Constabulary Standing Orders as relates the attendance of FSV complaints.<sup>28</sup> The CSOs and circulars describe the duties of the FSVU as follows:

- Provide a safe and comfortable environment for complainants to lodge complaints of family and sexual violence;
- Deal with survivors of FSV in a sensitive and non-judgmental manner;
- Investigate cases of FSV reported to the unit;
- Ensure that all cases of FSV are dealt with in a timely manner;
- Assist complainants in applying for Interim Protection Orders (IPOs);
- Provide relevant support to complainants during the court processes;
- Liaise and make referrals to the Sexual Offences Squad (SOS); and
- Provide information about, and make referrals to, relevant service providers to ensure better support for survivors accessing justice.

Members of the unit do not have the time, capacity or expertise to comply with requirements of either the standing orders or the circulars.

According to the Waigani FSVU Annual Report 2014<sup>29</sup> a total of 411 FSV cases with 7 arrests. The IPO figure of 122 indicates the FSVU is recognised and is responding to the survivors to protect them by instigating the formal IPO mechanism through the court. The January 2015 statistics confirms IPOs are being used by FSVU.

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<sup>28</sup> RPNGC Constabulary Standing Orders

<sup>29</sup> Waigani FSVU Report 2014

Table F.1: Waigani Annual and Weekly Report Data

Annual Report	FSV cases	Arrests	Referral CID	Referral Welfare	Referral Medical/safe house	IPO	Solved	Court	Nil Follow-up
2014	411	7	13	12	70	122	80	?	109

Weekly Report January 5 <sup>th</sup> – 9 <sup>th</sup> Jan 2015	FSV cases	Arrests	Referral CID	Referral Welfare	Referral Medical/safe house	IPO Or IPO pending	Solved	Court	Nil Follow-up
	8	0	?	?	1	3	?	?	?

The Mount Hagen FSVU report for January to March 2015 showed 390 cases reported. Court referrals for offences totalled 93 x desert and neglect; 64 x adultery; 10 x child taken away; and 1 x forced out of home.

A total of 6 x grievous bodily harm, 12 x attempted murder and 16 x wounding were referred to the CID.

Notable were 146 cases of assault; 64 cases of threatening; 22 cases of serious assault; 5 x child abuse / selling a child; had no indication that an investigation had occurred or an arrest made. There was also no indication of referral to CID or SOS. There were no comments or remarks as to how these cases were handled.

It is suspected the survivors of FSV were simply turned away or the matters were mediated.

*“Mediations were done on reported cases as requested by the survivors and at the same time awareness on family law made to both parties and perpetrators were warned.” – “...this method seems good and workable which eases tension and solutions were reached...” (PWS/C FSVU Mt Hagen).*

The 2014 FSVU annual report was not available for Buka, Lae or Mendi (Mendi not operational in 2014).

The Lae report is formatted differently to Mt Hagen and Waigani and does not capture sexual offences, rape, attempted murder or different types of assault.

Table F.2: Lae FSVU Quarterly Report<sup>30</sup> - January – March 2015

Offences	Reported	Arrested	Cleared	Pending
Assaults	36	02	06	28
Insulting Words	04	-	01	08
Threatening Words	04	-	02	02
Threatening Behaviour	03	-	-	03
Child Abuse	01			01
Number of survivors Requesting IPOs: 08				
Cases reported by Victim: 45 female, 3 male, and 1 child.				
Referrals: CID 0, Welfare 6, Courts 2, Hospital FSC 0, Awareness sessions held 0.				

<sup>30</sup> Lae - January to March 2015 Quarterly Report – copy received

Of interest is a number of what appear to be non-police issues contained within the report. These include adoption, child welfare cases, counselling appointments and dissolution of marriage. This suggests that the unit may be working in areas that are not police related.

The second quarterly report from Lae is formatted slightly differently with additional rows; and addition of a break down in categories of child abuse.

Table F.3: Lae FSVU Quarterly Report<sup>31</sup> - April – June 2015

Offences	Reported	Arrested	Cleared	Pending
Assaults	10	-	-	10
Insulting Words	03	-	-	03
Threatening / Behaviour or gesture	01	-	-	01
Child Abuse	03	-	-	03
• Assault	-	-	-	01
• Sexual	01	Referred to	welfare	-
• Neglect	03			
Wilful damage	01	-	-	01
Spreading false reports	01	-	-	01
Fail to provide	06	Referred to	Welfare	-
Arrests: 01				
IPOs: 8 (1 x stay order executed)				
Referrals to CID 0, Welfare 9, Courts 0, Hospital (MSF/Angau / Susu Mama) 3, Awareness 0.				

Mt Hagen provided a large sample of the forms required to be completed. Daily statistics forms completed for the period 25 May 2015 to 22 June 2015 suggests most of the information would have already been documented in the OB book.

There appears to be no mechanism for monitoring quality of services provided including IPO application, investigation, arrest and importantly the category of offence being handled by an FSVU.

The collection of data by the FSVUs surveyed varied widely. The use of different methods of collection and different forms makes it difficult to obtain a picture of the current state of FSV at a national level.

It is very difficult to benchmark, compare and make conclusions on the efficiency and effectiveness of FSVUs from the statistical information provided as the information does not capture survivors' perspectives to provide a full analysis and accurate robust conclusion.

#### F.3.5 Positives

While it is true that the overall picture as relates to FSV and the Constabulary response is not generally good, there are a number of positives that indicate the Constabulary is improving in its response to FSV. The FSVUs are a critical component of this general improvement.

Evidence suggests there are the beginnings of change within the Constabulary as relates the attitude toward FSV. Interviews with various service providers suggest that FSV is being treated differently than in the past. Policemen, in particular, are no longer turning S/V away from the police station.

<sup>31</sup> Lae – April to June 2015 Quarterly Report – copy received

Constabulary leadership in some locations have issued clear directives that FSV is to be responded to as a crime.

There is definite progress toward members of the Constabulary recognising that FSV is a crime that should be referred to a FSVU or if outside hours recorded in the OB Book at the front desk and referred onwards.

Training is critical: female FSVU officers suggest that training has assisted them to see the complexity of the family and the challenges women have reporting a case to the police. This has resulted in a more sensitive response from the police.

There are clearly more male police officer advocates against FSV than in the past. This is having a positive impact upon the Constabulary in general.

Knowledge of and adherence to the Commissioners Circulars and Standing Orders has also seen a change for the better in general police attitude towards FSV.

There is evidence of regular assistance to the FSVUs by male officers particularly within the Public Safety Unit.

*'Right now we don't have female(s) working shift at night at the station, ... sexual offences happen in the night and a call that a woman has been beaten somewhere ... now it is all men ... attending to these complaints or calling us (SOS / FSVU) ... (to) come down'<sup>32</sup>*

*"I think the difference is that the women now know where to go to. There was a lady there; she went to the work place already. She said, someone told her, "go to Boroko FSVU", she went there and they referred her to us.*

*"I think generally I will say that, it is effective now because women know where to go. The only thing is many of them, if we can create more of this desk in all the police station, it will be a lot easier."<sup>33</sup>*

#### F.3.6 Opportunities

- It will be important to provide clear frameworks and linkages between FSVU, CID, SOS and Prosecution at the time the FSVUs are formally incorporated within the RPNGC institutional structure;
- Policies and Procedures, systems and processes need to connect and create collaborative relationships between FSVUs and other units within RPNGC; and
- A process flow chart should be given to police stations indicating different steps required in the provision of services to FSV survivors. Police officers have to be trained in providing guidance to survivors reporting FSV.

#### F.4 Liaise and Make Referrals to Relevant Service Providers

##### F.4.1 Referrals Made by FSVUs and to Which Service Providers

The Evaluation Team found that there is a FSV referral system in place, of which FSVUs are an integral part. FSV external referral network comprises CID, SOS, Hospitals and FSC, Welfare and Community Development Office, District Court, Village Court, Public Prosecutor and Public Solicitor, Women Groups, NGOS and religious-based organizations. All stakeholders interviewed across the six locations visited mentioned that a FSV external referral network is in place and functions well. The external networks are crucial for providing moral and financial support, information, and services to survivors of FSV.

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<sup>32</sup> Buka

<sup>33</sup> Port Moresby FSVU

In an interview with a religious organization our team was told:

*"We normally have meetings here all the NGO groups and even Family Sexual Violence Unit, every month. Also we try to have meetings here so we kind of work together and we also know each other very well. So, when we send the referral...they know that we expect them to do something" (Mount Hagen).*

A Provincial Police Commissioner explains why the referral network is so important. He says:

*"I want all stakeholders to get involved... We work collectively to discourage family and sexual violence to happen in the community, so that we can prevent things from happening. At the moment this is not happening because we do things in isolation. We [still] regard family sexual violence as a family matter... The people [man] think that he has the right to do. We must at least put ourselves together to address this issue once and for all" (Mount Hagen).*

Interviews identified that three FSV service providers are the most common referral points:

The first key FSVU referral partners are both public hospitals and the **Family Support Centre (FSC)**. This is because police officers require a Medical Report Form as one of the key pieces of evidence in court. An officer related:

*"[W]e send them into the hospital... it is called a medical request form and it is a medical referral form we refer them to the hospital for medical examination and sight evaluation if necessary" (Buka).*

Also, FSCs have conducted awareness raising within police stations in order to be the first referral point in case of FSV. A FSC staff member said:

*"Plenty of time where we've been the first point of contact. That is one of our key messages: prevention of HIV and unwanted pregnancy. So we tell them that the first place to see is at the hospital, and then later we can refer them to the police... " (Mendi)*

The FSCs support the response to FSV and provide several services in one location. The FSC services include: medical examination and provision of emergency treatments, such as HIV and STI, pregnancy and tetanus. FSCs also undertake survivor statement-taking, filling of police medical reports forms and psychological counseling for traumatized survivors. FSC services include helping survivors to draft IPOs as well as linking them with police and Safe Houses.

The second key FSVU referral partner is the **District Court**, as survivors can request an IPO from the District Court. A court officer said:

*"For marital cases, they refer them to the police to lay a charge, investigate and bring the files to us so that the court can deal with them, the accused" (Mendi).*

The third key FSVU referral partner is the local **Safe House**. The Safe Houses provide temporary shelter and meals for survivors whose safety is compromised.<sup>34</sup> FSVU officers and Safe Houses staff keep a close relationship. Although this shelter is supposed to be temporary, for example until a survivor is able to obtain an IPO, in many cases survivors stay in the Safe House for a year or more.<sup>35</sup> A Safe House staff said:

*"We are very close to Waigani [FSVU] Sergeant Aiim [as he] takes care of our cases... we have tried and we know that these police men will attend to us very quickly" (Port Moresby).*

<sup>34</sup> Most Safe Houses are run by nuns or NGOs.

<sup>35</sup> A Safe House staff said: "Sometimes we keep the people in the Safe House for years waiting to go to court. We kept a young Bougainvillea girl who actually grew up there. And the matter was thrown out of court" (PoM).

#### F.4.2 Type of (External) Referrals Made

The Evaluation Team found that in addition to the FSC, district courts and safe houses, FSVU officers tend to make and receive referrals through the village court magistrates and the Welfare Community Development Officers. These links are explained below.

**Village Court Magistrates** act as an agent of FSVUs since they refer the most critical cases of FSV that take place under their jurisdiction. The role of Village Magistrates is fundamental for survivors that do not live in urban areas. This is because female Village Magistrates work closely with local women's groups.<sup>36</sup> A land mediator said:

*"The village magistrates, particularly the female ones, are the ones doing the counselling... Where they cannot handle [the FSV situation] they mostly refer the case to Family and Sexual Violence Unit" (Lae).*

The **Welfare and Community Development officers** assist survivors in writing up affidavits and direct survivors to the FSVU. They also refer survivors to the FSVU or the court after making applications on behalf of the survivor for maintenance (district court), mediation and customary approaches (village court) or to the police for apprehending and retrieving the survivor's partner in cases of adultery and divorce.

Despite the existing gains in the functioning of the referral network, interviewees raised three points that FSVU need to do to strengthen their role in the network. The first improvement relates to importance for increasing the number of officers in the FSVUs as the number of cases is overwhelming. The second improvement relates to the need for FSVU staff to provide feedback on progress with cases referred. The third improvement relates to the need for FSVU officers to follow up cases rather than stopping their involvement with survivors once they have been referred.

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<sup>36</sup> There has been an extensive mediation process at the community level in an effort to address FSV prior to the referral of rural survivor to police stations. The first step takes place with Women Groups helping mediate with FSV perpetrators on behalf of the survivor. The second step is the Village Court mediating over the FSV offence. The extent of the mediation depends on the severity of the offence. If both Women Groups and the Village Court fail to address the issue, then survivors are supported (mainly with the provision of transport costs) to go to the Police station and/or to the District Court. A police officer said about working together with rural networks: "[W]e have our women's network and so any violence that is reported through the churches or other organizations, I am the contact point. For the police, I am the contact point plus few other female officers. So if they don't report to the front [desk] counter, they contact us [by phone] or come straight to us" (Lae).



# Appendix G – Evaluation Findings – Intermediate Outcomes

## G.1 Relevance

### G.1.1 FSVU Response to PNG's Family and Sexual Violence

The World Bank (2011, 2012) and UN Women (2012) reports cite endemic violence, particularly against women and girls. The widespread prevalence of FSV has serious implications for public health, justice and law enforcement, social and economic development, and the persistent low and inequitable status of women and girls. With such high levels of FSV efforts to respond to and prevent FSV through FSVUs are relevant. Based on these contextual factors, the Evaluation Team finds that the FSVU approach is highly relevant to FSV response in PNG.<sup>37</sup> The RPNGC introduction of FSVUs has been timely and is currently strategically placed to make a significant difference. Especially since FSVUs target the reduction of barriers to the reporting of FSV and importantly act as a referral agency within the police providing access to investigation (CID, SOS), justice (prosecution), legal protection and support services for women and those vulnerable to FSV.

Awareness to address FSV is reflected in recent PNG law and legislation. For example, the Family Protection Act (2013),<sup>38</sup> IPOs, Preventative Orders, Constabulary Standing Orders and revised RPNGC policies and procedures, all acknowledge that FSV is a crime and requires police to provide safety and protection for survivors.

FSVUs' work is key to the functioning of the Family and Sexual Violence Action Committee (FSVAC).<sup>39</sup>

Therefore FSVUs are undeniably relevant in the wider context of meeting community and society needs and are a critical section within the RPNGC designed to reduce FSV.

### G.1.2 Relevance of FSVU in expanding service requirements for FSV survivors

The Evaluation Team found that FSVUs have expanded service requirements for FSV survivors. FSVUs play a vital role in ensuring there is a designated place for survivors of FSV to report offences, initiate IPOs and to be referred to allied agencies for medical care, counselling, safety and protection. Supporting this assessment are RPNGC statistics. In 2014, RPNGC reported that FSVUs had recorded 10,560 FSV cases and the provision of 1087 IPOs.<sup>40</sup> These figures confirm that FSVUs are highly relevant as an integral part of a range of options required for survivors. Interviews supported this assessment.

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<sup>37</sup> Social media, continuous community awareness promoting human rights, gender issues and encouragement of women to report FSV, have all contributed to elevating domestic violence to the forefront of PNG society and people's consciousness.

<sup>38</sup> For more than 30 years the PNG Government had talked about strengthening justice but achieved little until September 18th, 2013 when the Family Protection Bill was passed in Parliament by an overwhelming majority of parliament members. On 11th March, 2014 Family Protection Act was certified by the Speaker of Parliament which signaled the Act had come into operation. This has criminalised domestic violence, strengthened protection orders, and directed police to pursue FSV as a crime.

<sup>39</sup> FSVAC was set up in 2000 due to concerns about the alarming rate of FSV. The FSVAC has representatives from the government, private sector, NGOs, churches and donors and is operational in most provinces. It originally was set up specifically to look into the issues associated with FSV and to develop initiatives to reduce FSV. The core mandate of FSVAC as a long term strategy has been to work towards reducing the occurrence of and suffering caused by FSV. The committee at inception consciously adopted a human rights based approach to their programme and more recently a consultative - networking - multi-sectoral approach.

<sup>40</sup> Draft 2014 Annual Performance Report, Law and Justice Sector, PNG

The FSVUs alignment with the RPNGC Commissioner Circulars (2007, 2009) indicates that RPNGC aims to reduce impunity with arrests and prosecutions for FSV, sometimes with 'No Drop' policies which eliminate the power of police and prosecutors to drop or dismiss cases.<sup>41</sup>

#### G.1.3 FSVU Aligned to GoPNG Priorities, Policies, Strategies and International Commitments

The Evaluation team found that the FSVU is aligned to GoPNG priorities. The FSVU concept is aligned with PNG Vision 2050, the 2010-2030 Development Strategic Plan (DSP) and the 2011-2015 Medium Term Development Plan (MTDP). The MTDP included initiatives to *"continue to acknowledge and support protective shelters for women and children — shelters established and managed by churches and CSOs as implementing partners of the Government. Moreover, to deal with survivors of gender based violence, specialised training is essential for police, welfare officers, courts and health officials"*.<sup>42</sup>

The new National Security Policy is also giving prominence to FSV, identifying the problem as one of the levels of threats to national security.

Within the RPNGC the Constabulary Standing Orders (CSOs) set out the policies and overall procedures for the RPNGC's operations regarding FSV.<sup>43</sup> The CSOs set out that the purposes of the FSVUs within the RPNGC are to:

- a) Provide a safe and comfortable environment for complainants to lodge complaints of family and sexual violence;
- b) Deal with survivors of FSV in a sensitive and non-judgmental manner;
- c) Investigate cases of FSV reported to the unit;
- d) Ensure that all cases of FSV are dealt with in a timely manner;
- e) Assist complainants in applying for Interim Protection Orders (IPOs);
- f) Provide relevant support to complainants during the court processes;
- g) Liaise and make referrals to the Sexual Offences Squad (SOS); and
- h) Provide information about, and make referrals to, relevant service providers to ensure better support for survivors accessing justice.

#### G.1.4 FSVU Aligned to Sector Strategic Framework

The Evaluation Team found that FSVUs are aligned to the Law and Justice Sector Strategic Framework. Particularly as they are key to the delivering of services to enhance a safe secure society by responding to FSV and survivors needs.

It is important to note at the time of inception the FSVUs' core purpose was to:

- "Ensure that front counter staff were aware that they were to refer Family Violence survivors to the newly formed unit;
- Take complaints from Family Violence survivors;
- Organize an application for an IPO if appropriate;
- Investigate complaints;
- Make arrests if appropriate;
- Prepare prosecution files; and
- Refer serious cases of assault or Sexual Offending to the appropriate Unit (SOS or CID).

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<sup>41</sup> Ibid, page 17

<sup>42</sup> PNG 2011-2015 Medium Term Development Plan

<sup>43</sup> RPNGC Constabulary Standing Orders

*"At the same time as the FSVU were being set up, FSVU officers were networking with other local support agencies and assisting with the setup of referral options outside of the police. Services such as safe houses, medical and counselling."*<sup>44</sup>

This original framework, in particular the linking of investigation, prosecution, protection and other response services alongside was innovative for its time. This has become more common in some countries, alongside fast track systems for the police, through separate units, and courts to address delays, costs and the quality of support.<sup>45</sup>

The coordination, cooperation and integration of services, including police services, can be an effective way to provide access to a range of rights and services for survivors. In some countries this has been referred to as a holistic approach with multiple and intersecting response services, including protection. To strengthen coordination and integration of services a number of countries have introduced a clearly defined survivor centred approach between agencies, minimum standards for response and a referral system.<sup>46</sup>

## G.2 Effectiveness

### G.2.1 Effective and equitable service delivery by FSVUs<sup>47</sup>

The Evaluation team found that FSVUs provide ineffective and inequitable services to survivors. FSVUs are ineffective in stopping violence and abuse and routinely are unable to provide justice in FSV cases. Survivor interviews strongly indicate that violence and abuse continues and gets worse, or takes a different form once they report to the FSVU. Sarah was beaten in the parking lot of the police station after reporting; Bernadette was beaten at home when her husband found a copy of her statement to the police; and six other survivors continued to be beaten after reporting to the FSVU. Increased violence after reporting FSV or when attempting to leave a violent partner is not exceptional to PNG, evidence elsewhere indicates one of the effects of leaving a violent partner is further victimization by violence, homicide, stalking and other forms of violence such as verbal and emotional abuse, serious threats to the woman and children, physical and sexual violence and harassment (Iyengar 2008, Women's Aid, Lee 2000).<sup>48</sup> At least part of the ineffectiveness of the FSVUs is related the poor quality of police services and the complete absence of risk assessment and safety planning with survivors.

It is understood that FSV, by its nature, cannot be dealt with effectively by the RPNGC alone. Since the 1990's a solid body of evidence and theorizing recognizes that no one factor causes or can stop FSV. FSV is a multi-faceted, complex phenomenon grounded in the interplay between many personal, situational, cultural, socio-economic factors (see Figure G.1).

<sup>44</sup> Interview notes Pat Palmer PALJP Lead Adviser, Bougainville 4/9/2015

<sup>45</sup> Division for the Advancement of Women, (May 2005), page

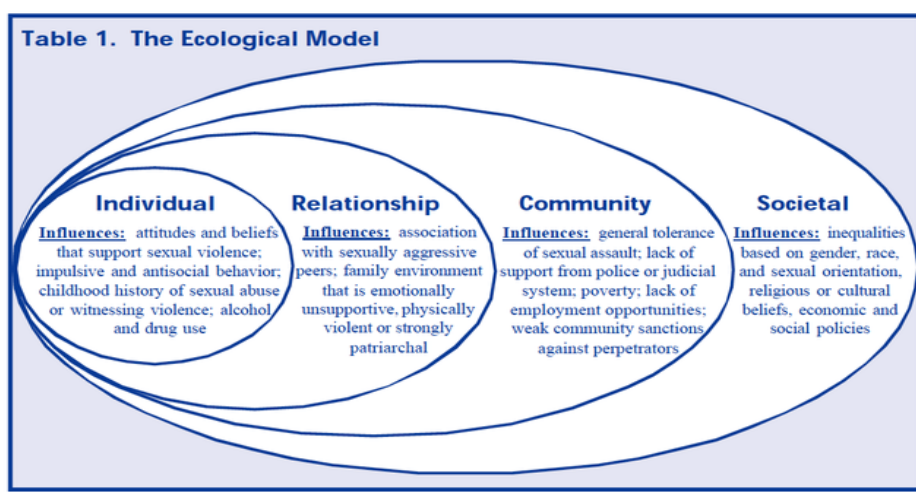
<sup>46</sup> Division for the Advancement of Women, (May 2005), op cit, page 17

<sup>47</sup> To what extent do women, men, boys and girls have improved safety, stability and crime prevention?

<sup>48</sup> Iyengar, Rhada, (2008), 'Does the Certainty of Arrest Reduce Domestic Violence? Evidence from Mandatory and Recommended Arrest Laws', Harvard University;

[http://www.futureswithoutviolence.org/userfiles/file/HealthCare/mandatory\\_policypaper.pdf](http://www.futureswithoutviolence.org/userfiles/file/HealthCare/mandatory_policypaper.pdf)

Figure G.1: Number of Causal Pathways to FSV<sup>49</sup>



Source: Ecological framework by Heise

No single factor is sufficient for FSV to end.<sup>50</sup> However, effective interventions by the police could play a key role in enhancing women's safety, reducing rates of abuse and violence and in ensuring women's access to justice.<sup>51</sup>

Survivors do not feel they are accessing justice through FSVU support. With the exception of one survivor interviewed, all survivors were dissatisfied with the inaction by the FSVU.<sup>52</sup> This inaction entailed poor communication, slow process, the harsh judgments and bias in the FSVU response. It is important to acknowledge that justice means different things to different survivors.<sup>53</sup> In two cases, justice meant arrest of the perpetrator; for every survivors justice meant rapid response and protection from further abuse, which also included arrest; compensation, divorce, marriage and/or perpetrator counselling also constituted justice, as did issuing an IPO. Few survivors want their abusive partners jailed, those who do encounter resistance within the family and community, and are advised to choose other options by FSV service providers.

There is emerging evidence that FSVU/police intervention, when combined with economic empowerment factors, may reduce the risk of ongoing FSV.<sup>54</sup> Bernadette's story highlights that the IPO worked to stop years of abuse and violence only when she was financially independent from her husband, allowing her to strengthen her business.<sup>55</sup>

<sup>49</sup> <http://wiki.preventconnect.org/Socio-ecological+Model> ; <http://www.womensaid.org.uk/domestic-violence-articles.asp?section=00010001002200410001&itemid=1277> (citing Lees 2000, Walby & Allen, 2004, Humphreys & Thiara, 2002).

<sup>50</sup> <http://www.oecd.org/derec/49872444.pdf> (page 8)

<sup>51</sup> <http://www.oecd.org/derec/49872444.pdf> , downloaded September 23, 2015 (pages 72 and 73)

<sup>52</sup> Only 1 survivor was completely satisfied with the outcome of reporting to the FSVU and she is a foreigner.

<sup>53</sup> To what extent do women, men, boys and girls have improved access to justice and just results?

<sup>54</sup> Evidence about the role of economic factors reducing the risk of FSV is mixed. Current research suggests the economic empowerment of women in some situations can perversely increase the incidence of partner violence, at least in the short term, and particularly in a situation where a man is unable to fulfill his gender-ascribed role as 'bread winner'. Results from micro-finance and cash transfer schemes, on reducing the risk of violence are both positive and negative and depend on other aspects of the woman and man's situation. See Heise, Lori (2011), 'What Works to Prevent Partner Violence: An Evidence Overview', London School of Hygiene and Tropical Medicine, STRIVE Research Consortium, London, pages ix and x

<sup>55</sup> op cit, pages ix and x

*Bernadette's husband battered her regularly and viciously for more than 17 years. The first time she reported to the FSVU he found a copy of the police statement in her purse, that night and beat her badly. Beatings continued despite numerous interventions by FSVU officers and a two week placement in a safehouse, her husband was warned and eventually served an IPO. In 2012 Bernadette began to notice a change in her husband's violent behavior which she attributes to two things: 1) her income and changing status which made her less economically and socially dependent upon her husband; and 2) an IPO, the process for which took two months. 'When I got the IPO, that was the time I saw changes in my husband; the policemen and women told him the rules and (advised) if he broke the IPO he would go directly to jail. It was the male police boss talking to him. After we went to court and had the IPO I used to tell him that if you beat me again or do anything to me I'll go back to the station'. (Buka)*

The Evaluation Team found evidence that FSVU services are not equitable. There are recurrent perceptions of ethnic bias in the FSVU response, particularly noticeable when husbands who are perpetrators of abuse are from the same ethnic group as FSVU officers, and wives/women are from another clan or ethnic group. *'I was expecting the two female police officers to counsel him and tell him to bring the baby the following day, to tell him to come in the next day so the welfare officers could counsel him. They did not order him to do any of these things. They let him go free'*. Nancy concludes that the FSVU officers are biased because they are from the same place as her husband, the Highlands, and she is an outsider.

The Evaluation Team found evidence that there is no consistency in the quality of FSVU services even when reporting to the same unit and the same officers. A case directed to the unit from the top police hierarchy received a much better quality of protection and support than did a case reported at the front desk in Buka. Similarly, in Port Moresby a woman of foreign origin received an excellent support from the Boroko FSVU including an immediate, same day, response to the perceived risk to her life. This contrasts with a second case in which the survivors chased the FSVU officers for weeks to get movement on her case, also perceived to be life threatening.

Noting the difference in the police response when the police director was involved Bernadette involved the police director when she went back to the station. The FSVU took a statement about the incident and housed Bernadette in the office for the night. The next day the police accompanied her to the house to gather her children and her clothes and took her to a safe house where they remained for two weeks. Meanwhile, her husband was taken to see the Police Director himself. (Buka)

Two issues need to be addressed in order to improve the effectiveness of FSVU services.

First, FSVUs need to recognise that they have internalized gender norms of male dominance and authority and women's dependence and obedience. These gender norms are reflected in the FSVU response and court decisions both formal and informal, and in mediation and compensation. FSVU officers respond to FSV in the context of staggering levels of acceptance of FSV; beliefs that men have a higher status than women, and that a man has the right to discipline his wife; and that FSV is a family matter.<sup>56</sup> Baines (2012) cites MacIntyre's illustration of grassroots' social acceptability of FSV, 'that many PNG police report women being beaten

<sup>56</sup> World Bank, PNG Gender Assessment 2011-12, pages 6-7

while other individuals including family look on without intervening'.<sup>57</sup> Traditional gender relations in many cultures in PNG are characterized by inequality and the subordination of women.<sup>58</sup> Both male and female officers of the FSVU and the court offices internalize these norms and reflect them back in the way they understand and respond to FSV. When Ruth reports to the FSVU after being battered by her husband she is told hers is 'a family problem...' she should '*go back home and sort it out with your husband*' and concluding "*you must have done something for him to hit you*". The internalization of gender norms is reflected in the inadequate police response to survivors. Police are not the only institution with biases towards the perpetrator, Village Courts also tend to favor men.

A village court decision outside Mendi decides in favour of a Margaret's claim for compensation. She and her son are living on the street, while he continues to live in her house. The village court gives the perpetrator nine months to pay compensation with no installment plan and requests that Margaret file another case and come back to deal with the housing issue. (Mendi)

Second, FSVUs provide services with an urban approach in mind. Most survivors that receive services are living nearby the 15 urban (peri-urban) locations. This urban approach generates inequities in the service provision. The vast majority (over 80%) of the PNG population lives in rural contexts. Numerous studies cite FSV as a national problem in PNG, with regional variations.<sup>59</sup> The FSVUs are predominately used by survivors who live in and around the urban location of the unit, however, some women also travel from other regions, towns and villages, where there are no FSVUs. Survivors living in rural contexts thus have limited access to the FSV police services unless they bear time and (multiple) transport costs to access FSVU services.

#### G.2.2 Community Awareness of FSVUs, FSV Services and FSV<sup>60</sup>

The Evaluation Team found that there is limited awareness raising of FSVUs. Most of it takes place from word-of-mouth.

Community awareness amongst survivors shows that before reporting FSV to the FSVU, 90% (10/11) of survivors did not know that the FSVU existed.<sup>61</sup> Knowledge of the FSVUs, FSV services and the law therefore, provide women with the options should they choose to report.<sup>62</sup> Two issues were raised as survivor information sources. Survivors reported that they were informed of the FSVU by family members and neighbors. This indicates that there is some knowledge of the FSVUs amongst the general public to enable family and/or community members and neighbors to refer survivor cases to the FSVU. Also, survivors indicated that contact with FSV service providers increases their awareness of the 'FSV' system, including of the FSVUs, FSC and safe houses. Interviews suggest that once a survivor is familiar with the

<sup>57</sup> Baines Laura (2012), 'Gender Based Violence in Papua New Guinea Trends and Challenges', Burgmann Journal 1 (2012), page 21

<sup>58</sup> Ibid, page 7

<sup>59</sup> Desk Review page 4

<sup>60</sup> To what extent are community members aware of FSVU services?

<sup>61</sup> Some survivor advise they lived with FSV for years before reporting to the police because they did not know where to seek help, what options and/or rights they had.

<sup>62</sup> Knowledge of the FSVUs does not guarantee that women will report to the police earlier or at all. Much domestic violence goes unreported and many women are reluctant to report to the police. Evidence indicates that women live with violence for years before reporting to the police and usually only do so as a last resort. See <http://www.womensaid.org.uk/domestic-violence/articles.asp?section=00010001002200070001&itemid=1401> (downloaded September 15, 2015 and Hiese Lori (2011), *ibid* page 12-14



range of FSV services s/he will report directly to the service provider, which in the case of the FSVU, saves them time waiting at the front desk.

FSVU officers mentioned raising awareness through three methods. First, working closely with advocates of the FSVUs. Second, the opening of the FSVUs coincided with awareness raising activities in communities with FSVU officers and other FSV related service providers such as the FSC, PSO, PPO and NGOs. Information about the FSVUs, the law, roles and responsibilities of the different agencies and messages that FSV is a crime was shared. Evidence suggests these activities contributed to some public knowledge of the FSVUs. Third, a range of different public campaigns were mentioned to be used to raise awareness of FSV with varied reach and unknown impact. Radio and television programmes, posters and brochures, talks in schools and communities were most frequently cited.<sup>63</sup> Content, facilitation and frequency of interactions, all critical to impact of increased awareness, are unknown.<sup>64</sup>

Another important source of information regarding the FSVU services is the RPNGC action related to FSV. For example, the disciplining of five (5) police officers in Buka for domestic violence indicated to both police officers and FSV service providers that the Buka police were serious about FSV. The action confirmed internal guidance regarding officer behaviour within the RPNGC. FSVU officers in Waigani suggest the number of IPOs administered has increased awareness of FSV as a crime and contributed to the low numbers of cases being reported. Similarly, when reported cases of FSV are not treated seriously, or as a private and family matter, perpetrators are given the impression they can violate the law with impunity.

Despite the near consensus of the importance of awareness raising and prevention activities, it is a weak area of focus in the FSVU approach. There are very limited resources for the following awareness raising activities. First, more resources need to be devoted to inform the public of the FSVU location, roles and responsibilities, to create awareness of rights and laws and that FSV is a crime, and to advise of other FSV services. Second, better planning needs to go into designing prolonged prevention activities to shift social norms around FSV and change deep rooted behaviours and beliefs. Currently, they are ad hoc, short term, one off awareness raising activities that are not aligned to an overall strategy for change. FSV programs that target men specifically are rarely mentioned. This means that awareness raising activities are not maximized by giving advanced notice of events which results in low attendance at events. The use of diverse methods beyond the written word and posters need to be strengthened to reach illiterate people; and the CAPs are an under-utilised resource for this purpose in the Autonomous Region of Bougainville.

### G.2.3 Changes in RPNGC Practice and Attitudes toward FSV<sup>65</sup>

The Evaluation team found that the FSVU approach has been a catalyst for change in the RPNGC response to FSV. Changes in practice and attitude are, however, individual rather than organizational and are inconsistent within and between stations and provinces. FSVUs are making small inroads into the belief that FSV is normal and/or a private family matter; there is more talk about FSV generally. As one survivor stated, *'they used not to take FSV seriously'*.

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<sup>63</sup> Surveying quantitative and qualitative data from anti-violence work around the world Heise (2011) identifies a number of gender related markers that influence behaviours related to physical and sexual violence: norms, beliefs and attitudes related to the acceptance of FSV; male authority and female obedience; the privacy and sanctity of the family; aggressive and sexual markers of masculinity; men as the provider; and divorce as shameful. Heise (2011) defines norms act as powerful motivators either for or against individual attitudes and behaviours, largely because individuals who deviate from group expectations are subject to shaming, sanctions or disapproval by others who are important to them. (op cit page 12)

<sup>64</sup> Global evidence of the impacts of changing social norms and behaviour that contribute to FSV suggest that efforts to change rules or expectations can, over time and with the right strategy, have a positive effect on the levels of physical and sexual violence. See [Hiese Lori \(2011\) \(op cit\), page 12-14](#)

<sup>65</sup> To what extent has the FSVU approach contributed to responses to family and sexual violence issues, commitments, and behaviour within RPNGC?

While not always treated as a crime or a police matter, FSV service providers and police officers suggest that FSV is being dealt with differently by the RPNGC than in the past. The extent to which this is so in other stations is unknown. In stations where there are FSVUs, police officers, men in particular, are turning fewer FSV cases away at the front desk than they did in the past. They are recording some cases and taking statements and/or referring cases to the FSVUs, during and after official FSVU hours. *'There is a lot of attitude adjustment (to FSV) that has gone quite well.'* This is evidenced at night in Buka, when only male officers work the front desk; they respond to domestic and/or sexual violence or call in female officers from SOS or FSVU. *'Right now we don't have female(s) working night shifts at the station, ... sexual offences happen at night and when there are calls that a woman has been beaten ... it is men ... attending to these complaints or calling us (SOS / FSVU) ... (to) come down. These are male police officers who do not work in the FSVU who are helping.'*

Response to FSV is however, highly dependent on individual personalities. The attitude of a police station commander or of the magistrate has a profound effect on the provision of services. This dependence on individuals is linked to the very slow and limited institutional change towards FSV. This is a serious constraint.

Survivors suggest that not all cases reported are received by the FSVUs at the first attempt, nor are all cases recorded; if recorded not all cases received OB numbers and very few cases are investigated. This inconsistency results in variable responses in support of survivors. Some evidence suggests that female supervision of front desk police officers at night in Buka improved the response rate and the seriousness with which the front desk responded to FSV.

An important attitude change is that police officers are referring FSV cases to the FSVUs and between stations (for those police stations that do not have a FSVUs). SOS officers suggest a good working and internal referral relationship with the FSVUs in all stations and a reduction in their workload in stations such as Buka. Previously FSV related cases, if they were responded to, were referred to SOS units. *'before this FSVU came into place, it was SOS we deal with criminal cases and at the same time we deal with the domestic violence and it's a work load for us. But when this FSVU came into place, it reduced some of our work.'* Front desk referrals to FSVUs is one of the more consistent changes across the five locations. This has a positive impact on the survivor *'They may still wait at FSVUs but there is a conscious effort to address the daily caseload'* at the FSVUs.

FSVU officers suggest the internal referral is not unproblematic; front desks often refer any and all cases that involve anything to do with the 'family'. This requires that FSVU officers, already overloaded with a high caseload, filter all cases and refer cases onward to SOS or CID as appropriate. Survivors tell of reporting to an FSVU after hours or on the weekend and being told to come back on Monday. These practices indicate a number of things: i) that the dynamics of FSV and its many risks to survivors living with it are not understood by front desk officers, most of whom have had no relevant training. ii) FSV cases are still not perceived to be a serious crime or a real police matter; it continues to be the poor relation, second class crime to SOS or CID; and, iii) FSV is not viewed, by front desk officers, to be the responsibility of the entire of the RPNGC, but rather the responsibility of the FSVU alone.

Survivors have access to women police officers in all FSVUs. Survivor interviews strongly suggest that women find it easier to talk to women officers. *'Male officers do not feel what you are going through'*. However, survivors report that experience with female officers is mixed. Some survivors strategically selected male officers the second and /or third time they reported to the FSVU because they were dissatisfied with the response of female police officers; and indeed, were more satisfied with the results of a male officer handling the approach. Nancy decided to report to the police but wanted a better response than she had received in the past, *'I did not report to a PNG police officer but to an Australian police officer'. He directed me to the*



FSVU'. Survivor experiences with female officers challenge the myth that women are more empathetic, caring and nurturing. According to survivors' stories, female police officers have accepted bribes and threatened women survivors with arrest if they bring their case back. It reinforces the message that both women and men internalize gender norms and norms about the sanctity of the family and the right of the husband to discipline his wife. In other words, both women and men are capable of strong biases and prejudices against women who challenge social norms by reporting their husbands to the police. Each must "unlearn" these internalized expectations of how women and men should act.

Nancy also reports, that the father of her child bribed two female FSVU officers, in an act that shamed her and convinced her they would never help her. *'Before he went outside he left a K100 on the table of the two FSVU officers and said this is for your drinks and walked off. I thought the K100 was for me so I picked it up, but it was not for me; it was for the two officers. The policewoman told me that the money was not for me it was for them. I was very shocked and so ashamed'...* Once bribed the violence continued unabated, as her child knew the police would do nothing about the assaults or the neglect. (Lae)

When the father reports the FSVU response is also ineffective. *'When the man said some negative words to them they dismissed the case...and...told me if I come back they will arrest me'.* (Nancy Lae)

A number of gender-related issues have arisen because of the predominance of women officers staffing the FSVUs. Many of the FSVUs had female staff unable to drive the unit vehicle because they did not have a driver's license. A number of female officers have been trained and supported to get their drivers licenses; others have used FSVU resources to garner support from male officers in other police units to drive the vehicle and carry out investigations. The predominance of female officers in some FSVUs has led to the perception that FSV is a woman's issue. Mendi, Waigani and Mt Hagen FSVUs have a mix of male and female officers and by so doing counter the perception that FSV is a woman's issue. In a male dominated society this can speed up the change process.

The RPNGC at both the national and provincial levels have taken important and visible steps to change police culture and practice around FSV. The RPNGC Draft *Policy on Family and Sexual Violence* and the two Commissioners Circulars in 2007 and 2009 which set out the duty of the police to treat FSV as an offence and clearly set out that officers have no discretionary authority in handling FSV cases. The RPNGC Headquarters created a position, National FSVU Coordinator, to oversee FSVUs on a national basis. This position was established in 2008 and was in line with the establishment of the three FSV Units at Waigani, Boroko and Badili. Provincial leadership has also issued clear directives that FSV is to be responded to as a crime although this would appear to be a verbal directive only at that level. In Buka, five male police officers were disciplined and/or told to resign for perpetrating domestic violence. The perception amongst some FSV service providers is that when the police leadership took this stance they understood that change needed to begin from within, and by so doing the police administration passed the message that it takes FSV serious.

Despite these positive steps not all police leaders make sure FSV is a priority for the force; there is a lack of police leadership in some stations and operational practice is not aligned with the 2007 and 2009 RPNGC Commissioner Circulars. In Mount Hagen for instance, the vast majority of cases reported to the FSVU are mediated rather than prosecuted. The 2007 circular

clearly states 'that police treat complaints of FSV as criminal offences and not civil or family matters. Members are not to encourage settlements of these types of offences through the payment of compensation'.

Table G.1: Mt Hagen Cases Reported and Number of Arrests in 2015 by Month

Mount Hagen <sup>66</sup>		
Date	# Cases Reported	No. Arrests
June 2015	298	2
March 2015	139	0
Feb 2015	119	0
Jan 2015	125	0

FSVU officers suggest that survivors determine the approach the unit takes and approximately 97% prefer mediation. Enabling survivors to decide on how the case will proceed is an indication of a survivor centered approach, however the two survivors interviewed, while being only a small subset, contradicted this information indicating they wanted the perpetrators placed behind bars. Survivors also suggest mediation is only a temporary solution. Other evidence strongly suggests that when survivors report to the FSVUs they have clear expectations of law enforcement actions and rarely are these expectations met. Survivors describe reporting to the FSVU with expectations of law enforcement and protection i.e. having a violent partner imprisoned and receiving counselling instead (Ruth, Lae). A second survivor in Lae expected the FSVU to counsel / advise the perpetrator and was disappointed by the lack of action. The data from Mount Hagen confirms survivors' stories that there is very limited if any investigation or prosecution of FSV cases. Other FSV service providers in Mt Hagen suggest the area is too insecure to arrest and jail a perpetrator; doing so would be a catalyst for more conflict and violence.

Compensation and mediation are embedded in the FSVU processes. This is a complicated issue. Compensation payments are ingrained in PNG cultures and traditional dispute resolution processes, including marital disputes, whether or not bride price has been paid.<sup>67</sup> FSVU officers in the Highlands indicate compensation is a common practice in FSV cases.<sup>68</sup> FSV service providers suggest that police documents, such as OB numbers, statements, medical reports, needed to investigate FSV cases are used to negotiate compensation; the reports become a bargaining chip. *'they take the medical report back to the compensation meeting and say, 'look, this has been reported and there is a document here saying that I have been assaulted, it's almost evidence gathering.* Some FSV service providers, such as the FSC in Mendi, do not release the written reports because of the prevalence of this problem. Evidence suggests the payment of compensation is a factor resulting in the high number of criminal offences not being reported to FSVUs, the high number of cases withdrawn from the FSVU, and the low number of court cases and convictions.<sup>69</sup> These suggestions align with survivors' testimonials that they want a range of options in the criminal justice system to sanction perpetrators of FSV.

<sup>66</sup> Field data from Mount Hagen FSVU, August 2015

<sup>67</sup> World Bank (2011), Papua New Guinea Country Gender Assessment 2011-2012, pages 6-10

<sup>68</sup> Debrief notes Mendi and Mount Hagen from August 2015 field work

<sup>69</sup> A key concern in the use of compensation is that the benefits do not go to the survivor, predominantly women and that it does not stop the violence. Women seldom take part in compensation negotiations and are generally not considered, in many PNG cultures, to have the right to claim direct shares in compensation payments. For some, this creates a bigger problem. 'It does not solve the problem.... the survivor will continue to be suppressed ...she ...appear (sic) some time down the line'. Another concern is that other criminal offences such as incest, child sexual abuse and rape are not reported at all. Some suggest that certain cases, such as adultery, should only be handled customarily and not taken to the police at all; this compares to views about incest, which should be reported to the police. See World Bank, op cit (2011) I page 60-61

RPNGC has supported training FSVU officers to understand FSV and respond to survivors in a sensitive manner. Some officers in four out of five FSVUs have participated in at least one FSV related training. There is no indication that front desk officers, who also receive reported cases of FSV, have benefitted from any training.<sup>70</sup>

The Evaluation found evidence that FSVU officers require training to better understand FSV, trauma and how to respond in a supportive and non-judgmental way; they need to learn '*not to judge*'. One-off training is insufficient to enable police officers to change old police culture and practice, and internalized gender norms. This is long term behavioural change that can take years. RPNGC is in the very early stages of a change process that will take years. To support this process, more and on-going training is essential. Female FSVU officers suggest that training helped them to see the complexity of the family and the challenges women have when they report a FSV case. They suggest training has made them much more sensitive in their response. The lack of training undermines the response of the RPNGC to FSV which affects its response and its reputation. The changes are very preliminary and there is a need to institutionalise them within FSVU practice.

#### G.2.4 Unintended Benefits and Consequences/Risks of the FSVU Approach<sup>71</sup>

The Evaluation found four unintended consequences resulting from the FSVU intervention. First, an unintended consequence of the awareness raising activities in all locations is the increase in the number of clientele reporting to the FSVUs. By all accounts this is only a small subset of the FSV problem. Police are aware that a small percentage of family violence incidents are reported to police and there are a number of reasons for this. It is well accepted that there is a huge "black area" of unreported crime especially in the area of family violence. Still much domestic and family violence is not reported to the police. While many women have sought help from the police in an 'emergency', for others calling the police is not the first option, and is often only a last resort after repeated attacks. The heavier use of police stations suggests the awareness raising about FSVUs is effective. The added workload also places pressure on the limited human resources within the FSVUs and the quality of FSV police services. FSVUs are not sufficiently resourced to deal with the increase to the current caseloads. Caseload pressures are made worse by any so-called 'counselling' FSVUs undertake to deal with trauma. A number of FSVUs try to organize their weekly schedule so that a number of days are dedicated to new reports of FSV and a number of days to investigating and follow-up of FSVs. Depending on the human resources in each unit this attempt at an efficient approach results in limiting survivors' access to FSVU services, and is therefore inconsistent with the objectives of the FSVUs. FSVU Waigani for instance has three officers (2 females and 1 male); the weekly schedule for June-December 2015 is as follows:

Table G.2: Example of FSVU Weekly Case Intake

Member	Mon	Tues	Wed	Thurs	Fri
Officer 1	Follow up	Fresh	Follow up	Follow up	Fresh
Officer 2	Fresh	Follow up	Follow up	Fresh	Fresh
Officer 3	Fresh	Follow up	Fresh	Fresh	Follow up

Source: Waigani FSVU August 2015

<sup>70</sup> The mode of delivery for the training, who is targeted, the length of engagement, content of training and its alignment with RPNGC are not clear, but highly relevant to any change process within the RPNGC. The effectiveness of programs to train police are also highly dependent upon the status and perceived legitimacy of the trainers and the degree to which senior officers endorse the training and new behavior. It has been suggested that police need to train the police. Ownership for some training i.e. training provided by NGOs, does not appear to be at a senior police level.

<sup>71</sup> What unintended outcomes, whether positive or negative, have resulted from the implementation of this approach in targeted areas and within RPNGC?

Survivors express concern about the long waiting in hallways to report a case in a number of FSVUs, slow processing time, poor communication and follow-up, the expense of go and come and poor justice outcomes. Unsustainable workloads and a lack of support within the RPNGC for officers dealing with daily exposure to FSV can and do cause burnout. One NGO professional advised 'FSVU officers need systems and processes in place to support them and the effects of daily stress from responding to FSV and to prevent burn out (Lae). It has been suggested that until the conditions of work for police officers including the FSVU officers are addressed, inroads into better and just police practices will be limited.

There is a danger that the focus on quantity (recording cases and issuing OB numbers) will override issues of quality and justice outcomes in each case. There has been an improvement in the collection of FSV data within the FSVUs, including some sex disaggregated data, however FSVU staff are not able to follow-up or investigate cases as they have insufficient time and resources. This has a ripple effect: slow action by police causes some survivors to withdraw their cases; when cases are withdrawn police blame survivors for being unreliable because they change their minds; which in turn can affect the quality of service FSVUs provide. Survivors indicate they drop the case out of frustration and inaction and due to the high costs of chasing the case.

Donor support to the FSVUs has created the perception among FSCs that the Law and Justice sector generally, and the RPNGC through the FSVUs specifically, receive continuous support, while they struggle for funding. This has both positive and negative effects: on the one hand, it generates some resentment on the part of other police units and FSV service providers, particularly when FSVUs show very little concrete results; on the other hand, some female police officers, previously unable to drive, have obtained their drivers licenses; both male and female officers have learned computer skills and the extra FSVU resources (vehicles and stationary) have been shared with and used to negotiate support from other units of the police (SOS and CID), in investigation and transport when the unit has no female officers able to drive. SOS and CID have access to printers and stationary, which also facilitates their work.

Both FSV trained and untrained FSVU officers provide so-called counselling. When survivors report they are often in some state of trauma requiring that service providers, at the first point of contact, be able to deal with the trauma (otherwise known in PNG as psychological first aid) to address the immediate needs. Many FSVU officers deal with the trauma by providing what they understand to be counselling for which they have neither the mandate nor the skill. Counselling also overloads a system bursting at the seams with time constraints. One NGO worker noted, *"If you're talking about counselling, there are very specific skill set and as you were saying, you cannot make a police officer to a counsellor. I mean it's just very specific skill set"* (Port Moresby NGO). Many FSVU officers do not understand this and requested counselling training. Part of the confusion resides in the different understanding of the FSVU mandate in the provinces, as well as a varied understanding of counselling itself. For example, the Mt Hagen FSVU views mediation and 'counselling' as part of its mandate, which involves a different orientation in the investigation, whereas the view in the FSVU in Lae is that it is mandated to investigate FSV cases as a criminal matter.

There is generally limited referral activity from the FSVUs to trained counsellors. This is a need better recognized for survivor cases dealt with by the SOS. Many FSVU officers attempt to counsel (in its myriad of understandings) survivors confusing their mandate both in the activity of counselling and in the repeated request for counselling training. Some FSVU officers are stepping into the gap created by limited counselling services, others are replacing law enforcement with 'counselling'. This FSVU practice on the ground contradicts the RPNGC guidelines that does not allow FSVU police officers to give counselling to survivors.

### G.2.5 FSVUs Contribution to Strengthening Local Community's Capacity to Address FSV<sup>72</sup>

The Evaluation team found that FSV networks, including the FSVUs are operating in all locations. Protection and law enforcement are a part of the referral pathway in the local community. FSVUs are referring survivors to other FSV services. All FSVU officers interviewed had knowledge of the FSCs, and safe houses (or informal safe house options) in their areas of operation. The referral process differs across FSV providers and FSVU stations. Sometimes it is formal, other times informal and still other times it involves telling the survivors to go somewhere without any assistance. Four of five locations have a functional coordinating body for front line FSV services. Mount Hagen needs a coordinating body to strengthen the coordination. Regardless the mode of referral, much work has been done to develop a tighter response network and most FSVUs do make a conscious effort to network and cooperate with other FSV service providers. The network is a recognition that the FSVUs cannot deal effectively with FSV alone.

The Evaluation Team found evidence to suggest that multiple agency awareness raising activities strengthened the networks and cooperation between FSV actors and knowledge of the FSVU roles, responsibilities and processes (Lae and Buka).

The Evaluation Team also found evidence that referrals to safe houses, where they exist, often involve the most formal process for referral involving a call ahead to ensure there is space and to give advance warning that a survivor is coming, plus accompaniment.

#### Safe Houses:

Interviews with FSV service providers, survivors and police officers indicated that the FSVUs have a strong working relationship with safe houses where they exist. FSVU officers have a direct link with safe houses in every location and generally accompany the survivors to the safe houses when they are referred from the unit. However, in the case of Yvette the FSVU had no available vehicle and so relied upon private transport. *'She asked me to tell my story and wrote things down. It was easier to talk to her because she was a woman. I was without money, friends and had no place to go. She rang one of the safe houses and they agreed to admit me. The FSVU officer did not have access to a vehicle so my neighbor drove us'*. Those who operate the safe houses indicate they have a close and direct relationship with the FSVU officers if security issues arise and they need protection.

While safe house operators suggest they can organize an immediate response when there is a security threat survivors have expressed safety and security concerns with some safe houses. *'The safe house is easy I can go in there but he will come after me. Even if I have to go to the safe house, I am not safe there. He will get into the house and take me out. I have had experiences when I once tried to go to the safe house and he followed me. Why are the meris seif haus' run by nuns, in terms of security they are useless'*. The Nazareth centre has a policy of accompanying survivors to other FSV services in recognition that there are safety issues related to FSV.

Safe house operators have raised the lack of police follow-up once a survivor is sent to a safe house, as a recurrent issue. Generally, safe houses are located in urban areas with some exceptions such as the Nazareth Centre in Autonomous Region of Bougainville, and they are in short supply everywhere. Recognising the importance of safe housing female officers in Mendi, like women activists in Autonomous Region of Bougainville, have housed survivors in their own homes.

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<sup>72</sup> To what extent has the initiative contributed to strengthening the local community's capacity to address violence?



## The Family Support Centres

The Evaluation found that FSCs are a major referral pathway partner for the FSVU and visa versa. Evidence suggests there is a working relationship between FSVUs and FSCs in every location, the effectiveness of which depends on the location and the individuals. Survivors' evidence suggests referrals are being made to FSCs or hospitals for medical treatment and to gather medical evidence of injuries. Referrals are both formal and informal. Often FSVU referrals involve the officer telling the survivors to go the FSC without any forms or phone calls. Survivors are not accompanied to the FSCs. Some survivors are not attending medical clinics for the medical reports because they are not accompanied and fear there will be a fee. Indeed, the Mendi FSVU suggests that some survivors do not fully understand that medical reports are a part of the evidence gathering process. A number of survivors describe reporting to the FSVU with obvious injuries and not being referred to a medical clinic for attention.

Referral forms have been developed at some locations (eg. Mendi). While there is no consistent form used between FSV network members, the forms, when used can ease access to the FSVU or FSC. FSC provide consistent three pronged support: medical examinations of physical and sexual violence for adults and children; psycho-social support and counselling; and, medical reports for the investigation of FSV cases going to court.

While all officers said that survivors are not supposed to pay for the medical reports needed as a part of the evidence gathering process, this practice is inconsistent and the absence of personal contact with the medical service providers does not help the survivors. Two (2) out of three (3) survivors did not have to pay for medical attention when referred from Boroko; whereas most survivors are paying for the medical form in Buka. Survivors in Port Moresby also describe being referred from one Port Moresby station without an FSVU to Boroko station with an FSVU, suggesting the FSVUs are known within the RPNGC.

FSCs provide important evidence for the IPO process and court cases. The referral functions in both directions with FSVU referring to the FSC and the FSC referring to FSVU. For FSCs the FSVU is a critical partner when there are safety issues. At the Port Moresby FSC, referrals from the FSVU represent the largest source of clientele. Case management between the agencies is not always effective or consistent. Survivors suggest the process is time consuming with frustrating delays on the part of both agencies. Survivors speak of travelling back and forth between agencies to obtain the necessary documentation for their case, at huge cost. One survivor advises of a two (2) month delay to obtain a medical report from the FSC and FSVU Boroko officer assistance (with letter writing and phone calls) to try and get the report. Another advises the FSC officer intervenes and pushes to get the FSVU to move the case forward.

The FSVU told her, after taking a statement and giving her an OB number that they could not move forward with her case until they had the medical report; they were trying to determine if it was a case for CID. Florence made several visits over a two month period to the FSC (the hospital doctors were on strike) and the FSVU to try and get movement on the case. The shelter paid for her transport costs. The FSVU officer intervened at one point, writing a letter and paying a visit to the clinic to try and obtain the medical report. (Boroko)

## The Courts

The Evaluation Team found that the police and courts are collaborating on investigations and prosecutions; the effectiveness of the collaboration changes between locations. Court personnel advise they refer to the police when they are dealing with threats and security risks for the survivors. FSVUs are referring cases to the district courts and vice versa; in some locations the

back and forth movement of the case is a problem. FSVU officers advise that they refer directly to the victim support clerk into the district court registry office (Mount Hagen) who helps victims with court forms. FSC officers suggest they have to send cases back to FSVU because evidence is needed for the process. The implication is that survivors are being referred to the district courts without the proper documentation for the IPO process and/or prosecution and they have to be referred back to the FSVU. There is also evidence that some survivors report directly to the FSC with and without the involvement of the police. When the FSVU are involved *'the survivors arrive not knowing they need evidence for the IPO process'*. When then FSVU is not involved in the referral the survivor knows of the FSC position and wants to save time or they are frustrated with the lack of movement on the case in the FSVU (Lae, Hagen). When survivors report directly to the FSC they are referred back to police to gather the necessary evidence. In Lae the FSC advises an FSV conference is needed because very few cases are being referred to the court. The problem is not one sided according to the FSC, magistrates also send cases back to the FSVU even when the investigation file is complete. A number of possible explanations were offered regarding the issues with the process between courts and FSVUs: FSVU officers do not fully understand the role of the FSC; the shortage of staff in the FSVU results in the unit passing cases on to other agencies when they are incomplete; and some FSVU referrals are made so the FSVU officers can abscond from the law enforcement responsibilities. This latter issue has been identified with other FSV services. survivors in Lae and Mt Hagen tell of being referred to village courts, the FSC, hospitals and the welfare office so they do not have to deal with the case. In the case of Rebecca, the survivors was told to go to the village courts, there was no referral process or assistance to get her case heard in the court. Survivors in Lae describes this issue when referrals are made to the FSC, hospital and the welfare office. Regardless the explanation, ineffectiveness on the part of the FSVU in the IPO application process is being addressed, to some extent, by other FSV network members, who fill out the and file the IPO. When the FSC in Buka began to fill out IPOs, the IPO numbers began to drop in the FSVU according to FSVU officers.

The overall impact of the back and forth movement of a case is fourfold: (1) added time, cost and frustrations to the survivors; (2) extensive, unacceptable delays in the resolution of each case; (3) adjustments to the provision of other key FSV services. Most safe houses are only able to offer short term housing, the Nazareth Centre the exception, it offers both short and long term support. Haus Ruth in Port Moresby has had to extend its 2 week stay policy because the IPOs are not being completed within two weeks; and (4) the network of other FSV service providers apply pressure to and demand some accountability for the FSVU to perform and fulfil their responsibilities. Likewise the FSVUs demand that the FSCs do not charge fees for the medical report. Network coordination meetings, operating in some locations, and the participation of FSVU officers to varying degrees, enable questions to be asked and information to be shared between agencies.

The RPNGC and FSVUs recognize that counselling is a genuine need of survivors living with or escaping from FSV. Counselling is however, used as an umbrella term for a range of activities such as advising, listening, sharing information, reflecting on decisions such as divorce, mediation, spiritual guidance and psychological first aid. *'If they are been placed on probation then we provide counseling to the accused person first, to make him realize that coming out on probation doesn't mean you have won the court case but is part of the sentence.'* According to Rebecca a magistrate in Buka referred her to 'counselling' rather than dissolve the marriage. *'in the court I told them that I want to leave my husband because I'm tired, so the court told me that at this moment we do not encourage (the) marriage to be separated, we want you to go through counselling'*. Counselling is the weakest link in the FSV system due to both a shortage of available and trained counsellors and the misunderstanding of psychological counselling and mental health issues related to FSV. Psychological counselling services, offering multiple sessions, are limited across the country and almost non-existent in the rural areas. In urban

areas psychological first aid counselling is provided by some FSCs and some faith based NGOs (the quality and content of which varies between agencies). In Buka for instance, 'counselling', akin to mediation, is provided by pastors, women elders and senior members of the village collective, where psychological counselling is not fully understood. To access psychological counselling, survivors need to travel to Buka and beyond to the Nazareth Centre. This has heavy cost and time implications for the survivors. *'it cost a lot of money, like they will pay K10 here and K2 to go across with the boat and maybe K3 to Chaba'*. The general lack of counselling services for the perpetrators has been noted as a contradiction to the IPO stipulation that perpetrators be sent for counselling.

#### G.2.6 FSVU Response and Management of Cases<sup>73</sup>

The Evaluation found that the FSVU approach does not include a systematic risk assessment of all FSV cases reported to identify vulnerabilities and address safety issues in reported FSV cases. The FSVU approach thus places survivors at HIGH risk of continued and possibly worsening FSV. Survivors describe being sent back to violent relationships without any discussion of risk and/or offers of protection from the perpetrator. Survivors strongly indicate that their lack of safety is never considered when they report at the front desk of police stations. In fact, Survivors have been asked to come back on Monday when the FSVU office is open without discussing the details of the FSV case. One survivor told of sleeping outside the police station until it opened on Monday because she was concerned for her life. There is evidence that individual officers in the FSVUs in Port Moresby, Mendi and Buka have inconsistently made immediate referrals to a safe house when some survivors indicate risk, vulnerability and/or fear of further retribution that may cost them their lives. In Boroko, FSVU officers have asked at least one safety related questions to some survivors: *'I was asked if I had a safe place to stay'*. When the question is asked and safety is a concern, evidence suggests survivors have been placed in a safe house and have been accompanied by the police to the safe house (Boroko and Mendi). When Bernadette told the FSVU she was concerned about her safety and the safety of her children, the FSVU housed her in the office for the night. The next day the police accompanied her to the house to gather her children and her clothes and took her to a safe house where they remained for two weeks. This is not however, general practice and, as with other FSV related practices, it is variable as to whether safety and the safe house option will be offered. In two (2) cases risk was identified not because an assessment was undertaken, but because the survivor insisted her situation was unsafe.

The 9 am to 5 pm, Monday to Friday FSVU approach is one of the key gaps and weaknesses in the FSVU approach. It provides very limited access to the FSVUs which offer a more sensitive and informed police response to FSV. Evidence suggests that the front desk response to FSV lacks an understanding of FSV, empathy in approach and tends not to treat FSV seriously. Front desks of police stations are staffed by officers not trained in FSV, Much FSV happens after hours and on the weekends when survivors have no access to the FSVU. The police should be a key 24 hour, seven days a week agency for survivors experiencing FSV, rather than providing limited access.

Safety is an issue for survivors both in the FSVU response and throughout the FSV system. There are general issues of a lack of safety for all survivors in the family home, at the police station, in the police response and in the use of all of FSV services. Sarah describes coming out of the police station after giving her statement, *'my partner will be waiting for me outside...he will bash me up in front of everybody, in the parking lot'*. The police did not intervene, nor did the nuns when he broke into the safe house. *'There is no safe place to go'*.

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<sup>73</sup> To what extent does family and sexual violence victims, likely victims or survivors' cases are appropriately managed by FSVUs?



There is a systematic lack of understanding of dynamics of FSV in operational practice. FSV is not only about violence, although its physical manifestations can increase in brutality over time with escalating risks. It can be a one off incident but often involves multiple attacks. FSV is also about the threat of violence, fear, control and secrecy. Handling FSV must include an understanding of the coercive and psychological nature of the crime in order to strengthen the FSVU response. Often women will have been living with violence for many years before they report to the police.

Individual FSVU officers implement some aspects of an enabling, non-judgmental survivor-centered approach in their response to FSV cases. However, evidence suggests biased and judgmental responses are as likely a response as a survivor-centered one. Responses are neither consistent nor reliable by individual officers, or within and between stations. Half of those receiving FSVU support in Lae, for instance, describe it as appropriate, the other half as inappropriate. In Buka, an enabling survivor-centered approach was used on the case directed to the unit from the top of the police hierarchy, but not in a case reported at the front desk. There continues to be a considerable lack of empathy in handling FSV cases, particularly at the front desk. Survivors suggest that the need for privacy and confidentiality to interview is understood in all locations, and practiced where possible. However, as one survivor stated, *'they could do the right thing by putting me in a private room to take the information, but they never acted upon it'*. Survivors have also described FSVU responses that are both judgmental and blaming in tone. There are numerous indications that FSV continues to be viewed as a private matter, not real violence. Ruth was told her issue was *'a family problem...'* she should *'go back home and sort it out with your husband'* and concluding *"you must have done something for him to hit you"*. Sympathies with the largely female dominated FSVUs are often still with the violent male. Ruth wanted law enforcement, the FSVU wanted to counsel them. However, the focus of the counselling was Ruth and her behavior rather than the behavior of her violent husband. *'They ended up counselling me, trying to convince me to make peace with him. It was as if they saw me instigating the problem rather than him. I said, 'I am not here for counseling, if I wanted counselling I would go to the Welfare Office. I am here for you to enforce the law. I want you to do something with this perpetrator'*. Nancy is clear that she would never recommend that women go to the FSVU for help. *'They just made me hate them more. They did not assist me properly. They were blaming me for the situation, saying I caused it myself. They tell you to solve the problem yourself.'* (Nancy, Lae) They have no accountability for their attitudes and behaviours towards survivors. (Ruth, Lae) Confidence and a 'take charge attitude' on the part of the survivors can influence the type of response individual survivors receive. While many expressed concern about the lack of protection or effective action, those who persisted with their case and handpicked FSVU police officers to assist them, male officers in both instances, were more satisfied with outcomes, but only after reporting FSV several times.

Ruth reported to the police so many times she cannot be specific about the number. She thinks it was 4 or 5 times, she described the process as *'I reported to the police many times, back and forth, with the same response, never satisfied'*. When she went back to the FSVU the final time... *'I was selective about which one (officer) to see, I was avoiding the policemen that I had seen earlier because I did not want to go through the same disappointing process. I waited to speak to someone I had not spoken to before. When I saw an officer who looked calm, gentle and welcoming, one that I kind of trusted would help me, I asked if I could speak to him. He listened to my story and asked "do you want me to warn him so you can go back home together?" I said, 'No, if you warn him and we go back home together, I won't come back again, I will be six feet underground. I want you to arrest him'*. Had Ruth not been strategic and persistent the chances of her achieving the outcome she desired were slim. (Lae)

Information sharing and communication with survivors is weak. Survivors can either be empowered or disempowered by the way in which an FSVU officer shares information and communicates with them about their case. Sharing information about the FSVU roles, responsibilities, processes and network partners with survivors is an important vehicle through which survivors are prepared to take decisions about their case. Regular communication on the status of their case, where it is in the FSVU and law and justice process, reasons for delays and reasonable expectations of outcomes would help to solve a number of concerns /frustrations. Some officers share information, FSVU officers in Boroko were praised for sharing information with survivors about the FSVUs and legal processes; survivor evidence however, strongly suggests a general practice of very limited information sharing, updates and follow-up with survivors. Poor communication and a lack of information and follow-up have lead to case withdrawals and dissatisfaction with FSVU response in all locations.

*'Each time she reported as many as 3 officers took a statement from her, in a private room, after leaving her sitting in the main hallway 'for hours'. The officers wrote things down but did not share information with her about what they were writing. 'Some of the officers did not know how to take a statement, I had to write it myself, or sit at the computer and type it.' She sums it up, they could do the right thing by putting me in a private room to take the information, but 'they never acted on it'. She has no idea what happened to the statement or the medical reports she paid K20 for and submitted as part of the evidence gathering, on each of the 5-6 occasions she reported (Buka).*

Almost all survivors suggest the FSVUs need to improve communication and information sharing.

*Susan reports that 'communication has been very poor and she has had to make several visits to the FSVU to chase up the case. She relates this the slow delivery of services to the number of clients at the FSVU and the low number of staff. In order to try and get some movement Susan calls her FSC contact who in turn calls the male police FSVU officer. Missed deadlines on the part of the FSVU have been attributed to the lack of a vehicle. When Susan calls the landline for the station she cannot get the officer and the mobile number rings out. (Waigani)*

*Rebecca's knowledge of FSV services and the responsibilities and processes of the FSVU is fragmented. She does not know about the FSC clinic. Her lack of knowledge meant that she had to return to the FSVU and the village courts many times. She had no one to guide her through the process. The FSVU officers did not provide her with any information about other services. (Mt. Hagen)*

Survivors in Buka recommend the RPNGC develop guidelines to enable FSVU officers to share information about police, IPO and court processes. The existing policing services places a heavy reporting burden on those who report FSV. Survivors strongly indicate the FSVU approach does not reduce the heavy burden of reporting on them, particularly if they lack confidence and knowledge about the FSVU and court process. Survivors are required to tell their 'story' several times to several different officers. In Buka one survivor described telling and writing her story to three (3) different officers because they did not know how to take a statement. Each officer attempted to complete the statement. The entire process took the whole day. Survivors who report at stations without FSVUs have to tell their story a number of

times: once at the police station of first report, and a second time (at least) when referred to the FSVU at another station.

The first time Rebecca went to the unit she had very clear expectations: to make a statement and if the beatings continued to have her husband called to the station. The female officer refused to take her statement. She was instead referred to the village court for resolution of the issue. Despite reporting with physical injuries to her head she was not referred to the medical clinic. Rebecca made her way to the village court without assistance from the police. In the end she made three trips to the village court to have her case heard. Each trip cost her K8 return. Her husband did not show up for any of the court dates, despite being asked to appear, so she abandoned her case and moved back to her village for safekeeping. (Mt. Hagen)

Margaret's is a story of visiting several different agencies to try and get a resolution to her many related issues and to address her basic needs. In the first instance Margaret reported her case to the police front desk. There was no FSVU at the time. The police instructed her husband to sort out the problem in '*a more civil way*'. She had injuries from being hit with a pinch bar and was referred to the hospital but did not go because she was scared he would find her so she self-medicated. The police also advised her that she could take her case to the village court, which she did in March 2015. (Mendi)

Separate FSVU buildings in Boroko and Mendi ease the burden of survivors reporting to the police. Once the FSVU in known survivors report directly to the FSVU rather than having to go through the front desk. Survivors have found the separate building for the FSVU in Boroko difficult to find in the police compound and suggest privacy is compromised by the long journey through the hallways and the parking lot to get to the building. Simplifying the pathway could help this. The heavy burden is not only related to the FSVU service. Florence advises that she visited the FSVU many times to follow-up on the medical report which was not forthcoming from the FSC. When she called at the FSC she was forced to wait outside for hours for her medical report (Boroko).

The successful FSV cases that go to court have a common narrative: it takes several reports, persistence and clarity on the part of the survivors to find an officer who gathers evidence for a court case (i.e. takes a statement, requests a medical report and investigates the case. In other words, it takes time to find an officer who takes the case serious. (See Ruth's story) Evidence elsewhere suggests that many women are ambivalent about reporting to the police because they fear they will not be believed or taken seriously.<sup>74</sup>

'Betty reported the incident to the police in Tari, who did not take a report but told her to go to the District Court House. She tells us that she did not get much assistance; she had no idea what to do or who to see at the Court House, she was not referred to a medical facility for her injuries and had no money to attend court, so she dropped the case. (Boroko) The FSVU in Boroko was very helpful providing Betty with the first concrete legal and referral pathway information. Betty wanted her husband arrested and so was assisted by the FSVU in gathering evidence. The FSVU Boroko photographed Betty's scars and injuries, told her about the FSC and had her go to get treated and a medical report. She had to pay for the medical report. She was not given an IPO. Betty's case is still pending because Betty's father has pressured her to

<sup>74</sup> <http://www.womensaid.org.uk/domestic-violence/articles.asp?section=00010001002200070001&itemid=1401> (downloaded September 15, 2015)

drop the case, he thinks arrest and court is too harsh a punishment. They settled instead for compensation and Betty went back to her husband. The violence continues.’ (Boroko)

The Evaluation found that cases are not dealt with in a timely manner. For survivors’ safety and respect and dignity entail a timely response to their case. Complaints of very slow responses characterized all actions on reported cases from the taking of statements, to warnings, IPOs and arrests. Susan had been waiting two months to get an IPO, at the time of the interview, with no clear end in sight.

‘The FSVU officers were very helpful but the process has been very slow. Two months after filing the report with the FSVU Susan is still waiting for the IPO application to reach the court. In order to try and get some movement Susan calls her FSC contact who in turn calls the male police FSVU officer. Missed deadlines on the part of the FSVU have been attributed to the lack of a vehicle. When Susan calls the landline for the station she cannot get the officer and the mobile number rings out. (Waigani)

Response time is however, inconsistent; it can be very quick as in the case that was directed to the FSVU from the top hierarchy of the police (even then the IPO took 2 months) to no result or feedback after two years; both of these cases were reported to the FSVU in Buka. In Lae it took one survivor years, and many visits to the FSVU, to get a violent husband behind bars. There are exceptions to the slow processing time, each has involved survivors at risk and in need of immediate safe shelter. Boroko and Waigani FSVUs have mobilized immediate, same day responses to safe houses. There are also situations when the FSVU is ready to move on a case and they have been delayed by other FSV service provides such as the FSC in POM which help up the case by months because of an untimely response issuing the medical report. As one survivor advised, the longer the process takes the greater the likelihood that the survivors will change her mind and drop the case. *‘Florence is conflicted about whether she would refer other women to the FSVU; first saying no and then saying yes, but advising they need to speed up the process’.* (Boroko)

#### G.2.7 Legal Protection and Assistance<sup>75</sup>

The Evaluation found that there are systematic weaknesses and failures in holding perpetrators accountable for FSV. The immediate arrest and removal of the abuser from the family home by police is often helpful in providing many women and children with much needed ‘breathing space’ and time to consider what they should do.<sup>76</sup> The FSVU services rarely include immediate arrest or removal, and limited, if any, immediate action toward perpetrators of FSV. Of the 11 survivor cases studied there was no immediate action taken on any of the perpetrators in any case. Evidence suggests what action is taken, focuses on IPOs, which are difficult and time consuming for the survivors to obtain. Indications were that the time required to obtain an IPO is longer than the period of the IPO itself.

IPOs, albeit in very low numbers relative to the number of FSV cases being reported, are being issued by FSVUs. In 2013 approximately nine per cent (9%) of cases reported were registered for IPOs; in 2014 approximately ten (10%). Overall the number of IPOs issued nationally increased slightly from 857 in 2013 to 1,050 in 2014, as did the completion rates; from 67% to

<sup>75</sup> [Were they provided with adequate legal protection and assistance?](#)

<sup>76</sup> <http://www.womensaid.org.uk/domestic-violence/articles.asp?section=00010001002200070001&itemid=1401> (downloaded September 15, 2015)

72%.<sup>77</sup> The number of IPOs decreased in the Southern Province between 2013 and 2014, from 384 and to 360, however the completion rates increased from 54% to 73%. Port Moresby, Port Moresby (POM) Central and National Capital District (NCD) Family are included in these figures and have the lowest completion rates in the province in 2013. They improve significantly in 2014 in all but Central Province. In same period in the Highlands the number of IPOs increased, almost doubling, from 132 to 261. The completion rate also increased from 81% to 90%. Outside of NCD, Lae and Goroko issued the highest number of IPOs. Completion rates dropped significantly in Lae between 2013 and 2014. At least two survivors indicated the IPO had a positive impact on ending violence.

Table G.3: Number of IPOs per location (2013, 2014)

Location	No. Cases Reported 2013	No. Registered 2013	No. Completed 2013	% Completed 2013	No. Cases Reported 2014	No. Registered 2014	No. Completed 2014	% Completed 2014
Daru	102	7	7	100%	126	1	1	100%
NCD Children		1	1	100%				
Popondetta	213	19	18	95%	162	6	4	67%
Aloatau	222	7	5	71%	546	4	1	25%
Port Moresby		83	43	52%		53	37	70%
POM Central		24	12	50%		24	10	42%
NCD Family	2242	243	120	49%	3786	272	210	77%
<b>Southern**</b>	<b>2779</b>	<b>**277 / 384</b>	<b>**151 / 206</b>	<b>**55% / 54%</b>	<b>4629</b>	<b>**283 / 360</b>	<b>**216 / 263</b>	<b>**76% / 73%</b>
Mendi		1	1	100%	221			
Goroko	253	105	95	90%	518	197	186	94%
Mt. Hagen	2048	12	8	67%	1852	33	27	82%
Kundiawa	458	14	3	21%		31	22	71%
<b>Highlands</b>	<b>2759</b>	<b>132</b>	<b>107</b>	<b>81%</b>	<b>2591</b>	<b>261</b>	<b>235</b>	<b>90%</b>
Vanimos		3	3	100%	652	6	5	83%
Madang	1088	2	2	100%	682	20	11	55%
Wewak	52	114	103	90%		65	51	78%
Lae	1114	175	136	78%	104	174	75	43%
<b>Momase</b>	<b>2254</b>	<b>294</b>	<b>244</b>	<b>83%</b>	<b>1438</b>	<b>265</b>	<b>142</b>	<b>54%</b>
Arawa	54	1	1	100%	178			
Kimbe	448	49	43	88%	1064	73	56	77%
Kaiyeng		42	30	71%	313	40	34	85%
Buka	32	31	9	29%	133	23	11	43%
Kokopo	922	31	2	6%		105	70	67%
<b>Islands</b>	<b>1456</b>	<b>154</b>	<b>85</b>	<b>55%</b>	<b>1688</b>	<b>241</b>	<b>171</b>	<b>71%</b>
<b>Total**</b>	<b>9248</b>	<b>**857 / 964</b>	<b>**587 / 642</b>	<b>**68% / 67%</b>	<b>10346</b>	<b>**1050 / 1127</b>	<b>**764 / 811</b>	<b>**73% / 72%</b>

\*\* Note: first numbers exclude POM and POM Central because not sure if these include only the FSVUs.

<sup>77</sup> Figures taken from RPNGC data 2014. Total calculations for IPOs only include FSVUs

There is a confused and inconsistent approach to arrest and prosecution within and between stations. Very small numbers of arrests are being made. Evidence suggests the FSVU approach, as diverse as it is, places a greater emphasis on the IPO than on investigations for criminal prosecution and arrest. The Mt. Hagen FSVU is not arresting perpetrators, but practices mediation between parties; similarly in Buka very few arrests have been made. Two out of eleven survivors had partners arrested: one in Lae and one in Boroko, both after making several reports to the police. In the Lae case, the arrest came after the survivors strategically selected a male officer to assist her.

The Evaluation found that there is consensus among stakeholders in Hagen, Lae, Mendi and Port Moresby that existing punishment is not sufficient to stop perpetrators from committing FSV offences. The punishment for rape and sexual penetration is from 6 months to a year. No punishment for domestic violence. *"I am really disappointed .... a perpetrator should be arrested ... Because we have had survivors who said that their husbands are laughing and say 'you go and see what will happen?' And this is not right"* (Port Moresby, Referral Network Stakeholder).

There are weaknesses in a number of core police activities. The FSVU approach does not adequately address many aspects of ongoing coercive, abusive and threatening behavior, and often ignores the psychological effects and harm that this can cause. This is despite 'counselling' some survivors. Basic investigation techniques are not carried out consistently. For example, photographs of injuries are not taken in all FSVUs; only Boroko, Waigani and Mendi had photographic equipment to take photographs for evidence. Survivors suggest there are capacity issues with statement taking in some FSVUs. It has been suggested, but not confirmed, that the issue may be taking and recording the statement in English.

Gaps in the law enforcement of FSV contribute to a climate of impunity. There is some confusion about whether the police are able to enforce the Village Court orders that have been breached (Mendi) and questions about the role of the FSVU dealing with breaches of IPOs (all locations). The FSVU does not pursue prosecution of perpetrators if the survivor does not request legal action (Boroko). Boroko FSVU describes getting ready for prosecution of an FSV case, but being prevented from doing so because of pressure on the survivor from her family. Survivors withdrawing from action are not uncommon. Police complain that many survivors drop the case once it gets to the court. However, often the case is dropped because of poor communication, slow and poor services, lengthy waiting and poor follow-up on the part of the police.

Arrest and prosecution are not always straightforward, it is not uncommon for survivors to withdraw their case. Many women are ambivalent about reporting to the police and prosecution and arrest may not always be in their best interest. The practical and emotional difficulties include:

- Women may be extremely reluctant to give evidence against someone whom they love or have loved, and with whom they share or have shared a home (Margaret), and who may be the father of their children (Florence);
- They may feel under pressure to protect the family reputation (Betty);
- Bride price may have been paid and spent by the family (Betty);
- Women may be dependent upon their husband who is the only source of income (Nancy, Yvette);
- Women may have nowhere to go (Nancy);
- Women want to believe the man they married when he promises he will not beat them again (Florence);
- Women may be unwilling to risk community/family ostracism, allegations of disloyalty (Betty);

- Women are often at risk of further violence or at increased risk of reprisals from a vengeful partner or ex-partner (Sarah, Ruth, Bernadette);
- Waiting times in criminal and civil proceedings are too long and women will frequently be left without adequate legal protection while waiting for the case to come to court (Margaret, Susan); and
- Going to court can be an ordeal, and outcomes at court can vary (Margaret).

Aside from the emotional and practical realities, survivors are encouraged to drop legal and police action from a variety of different sources: family, husband, FSV service providers i.e. Florence who was encouraged by Safe house staff to drop legal action because her husband is supporting their 5 children (Boroko). Not all police believe that men should be punished for FSV. An FSV stakeholder said: *"They [the people from the city] said police officers are the ones releasing the offenders. After (they have) been arrested, they stay in the prison for some days and then the relatives come and bail them out"* (Buka, External Referral Network).

The 'application' of the law does not act as a deterrent to FSV. Rebecca feels that the police do not give men who bash their wives a harsh enough punishment. *'When they hit you and you are very injured ... they should give penalty to stay in the cell for three to four months'*. She is conflicted in her response and changes her mind as she tells the story: first she does not want him arrested, later arrest is one solution in a staged response, finally she concludes the police are not harsh enough with penalties and suggests men who bash their wives should be in cells for upto 6 months in order to learn a lesson. (Mt. Hagen). She would like more information from the FSVU officers about the process and her options and thinks the police should respond immediately to reports of violence and arrest the man rather than leaving him free. Rebecca does not think that mediation will solve the problem. *'The abuse may stop but it comes back again'*. (Mt. Hagen) Mediation should be offered as part of a package of services. If another offence is committed, the sanctions must include prison for the perpetrator who re-offends. (Mt. Hagen)

#### G.2.8 FSVU Strengths<sup>78</sup>

The Evaluation Team found three key FSVU strengths.

1. The FSVUs are in charge of putting the Commissioner Circulars in practice. This translates into RPNGC recognition of the need for changes in police practice to both domestic violence and family and sexual violence;
2. FSVUs are helping to process FSV offences as crimes. In the past eight years, there have been a number of improvements in police policy and practice in response to family and sexual violence. There are now 20 FSV units/desks in 16 provinces across PNG with the mandate to deal with FSV. They are guided by a national policy and procedures including training on FSV (as per RPNGC data on 2014 and 2015); and
3. After the passage of the Family Protection Act 2013 (FPA) FSVUs, as well as the rest of the RPNGC, have the responsibility to set a new standard of behaviour in family and household relations since the FPA declares that violence inflicted in family and domestic relationships is a crime punishable by law.

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<sup>78</sup> What are the strengths of FSVUs?



#### G.2.10 FSVU Inadequacies<sup>79</sup>

Key inadequacies of FSVUs include:

##### **Effective and equitable service delivery by FSVUs**

1. FSVU responses to FSV are perceived to be ethnic and gender biased. Internalized gender norms of male dominance and authority and women's dependence and obedience reflect in the FSVU response and court decisions both formal and informal, and in mediation and compensation.
2. The 9 am to 5 pm, Monday to Friday FSVU operation is one of the key weaknesses of the FSVU, limiting survivors' access to FSVU services generally and specifically at times when FSV is considered to be more prevalent; in the evening and on weekends.
3. The quality of FSVUs' response is inconsistent within and between police stations and across the provinces. This inconsistency means survivors will receive variable quality in response if they report to an FSVU.

##### **Community Awareness of FSVUs, FSV Services and FSV**

1. Awareness raising and prevention activities, to shift social norms around the issue of FSV, are a weak area of focus in the FSVU approach. This is due to insufficient resources (human and financial).

#### G.2.11 Changes in RPNGC Practice and Attitudes toward FSV

The Evaluation Team found that FSVU operational practices are not consistent with the 2007 and 2009 RPNGC Commissioner Circulars. Compensation and mediation are embedded in the FSVU processes.

Many reported cases of FSV are not received by the FSVUs at the first attempt to report. Many FSV cases are not recorded when reported and OB numbers are not issued. Relative to the number of cases reported and recorded, investigations of FSV by FSVUs are very low. There continues to be a long waiting time to report a case in a number of FSVUs, slow processing time, poor communication and follow-up. Many survivors have added costs because they are asked to go and come back many times.

FSVU officers require more and consistent training, aligned with the 2007 and 2009 Circulars and guidelines to better understand the dynamics of FSV, trauma and how to respond in a supportive and non-judgmental way. One-off training is insufficient to enable police officers to change old police culture and practice, and internalized gender norms.

#### G.2.12 Opportunities

Opportunities to strengthen the RPNGC practice and approach to FSV fall into seven (7) categories including:

- Increasing accountability for effective police response to FSV;
- Strengthening alignment between operational practice and RPNGC Commissioner Circulars;
- Building RPNGC capacity for effective FSV policing;
- Increasing safety and reducing risk for survivors of FSV;
- Increasing access to FSVU services;
- Strengthening coordination and referral for FSV services; and
- Working towards deterrence for FSV.

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<sup>79</sup> What are the FSVU inadequacies?



### **Increasing Accountability for Effective Police Response to FSV**

- Convene an RPNGC group / national oversight and monitoring group including an invitation to external referral network providers and survivors of FSV to discuss an accountability framework that provides national oversight and monitoring; the group will monitor and report on the operational practice of the FSVUs using a performance measurement framework;
- The views of survivors are an essential element to monitor policing;
- Utilize the 2007 and 2009 Commissioner Circulars as the benchmark to develop the accountability mechanism for FSVU response;
- Relate the accountability mechanism to an improved Survivor Centered Approach; mandatory recording of FSV cases; a timeframe for FSVU response; survivors' safety; case outcomes; and clearly articulated steps to improve the response to FSV;
- Consider using the accountability framework as a part of the selection and promotion processes for the force;
- Consider a vetting process with specific criteria in the selection of officers to staff the FSVU, identify police officers who abuse or who are abused. Provide internal support to police officers living in abusive relationships and implement disciplinary actions against perpetrators of FSV. (At least two (2) female FSVU officers are living in violent relationships); and
- Integrate testing of FSV and gender curriculum into the examination process which new recruits and police officers have to pass to gain entry into the police force and to progress up pay scales.

### **Strengthening Alignment between Operational Practice and RPNGC Commissioner Circulars**

- Develop clear and simple guidelines that:
  - outline the RPNGC Survivor Centered Approach and how to conduct a non-judgmental interview;
  - identify the key steps for a survivor risk assessment, when and how risk assessments will be implemented; and how to respond to the vulnerable survivors the risk assessment identifies;
  - highlight the external referral process including record keeping of referrals and the simple referral form used for key partners (Family Support Centre, Safehouses; courts and Village Courts);
  - state when and how accompaniment support will be provided to survivors specifically highlighting referrals to safehouses;
  - identify a timeframe for first FSVU response, arrest and IPOs;
  - outline essential information that must be shared with survivors by all officers who receive FSV cases;
  - states the RPNGC position on counselling including clearly stated definitions of counselling and when to refer;
  - Reinforce the RPNGC position on mediation and compensation; and
  - Build upon the Buka example by identifying disciplinary action / RPNGC policy for perpetrators of domestic violence and FSV within the RPNGC.
- Ensure the college of policing updates professional practice for officers on FSV using in particular the 2007 and 2009 Commissioner's Circulars and the FPA.

### **Building RPNGC Capacity For Effective FSV Policing**

- Develop a gender sensitive capacity development strategy for RPNGC to respond more effectively to FSV; align the strategy with the 2007 and 2009 Commissioner Circulars, the Family Protection Act and any new guidelines approved by the RPNGC leadership;
  - Ensure the strategy for FSV capacity building is evidence based and that it adopts a continuous training approach;
  - Use the strategy to vet requests / invitations for FSVU / front desk officers to participate in training;
  - Ensure FSV training programmes targeted at RPNGC include facilitators who have police training;
- Seek donor assistance to support the implementation of the capacity development strategy;
- Use training /capacity building programs, including refresher programs to orient all officers (senior and junior) to the 2007 and 2009 Commissioner Circulars, the Family Protection Act (2013) and new guidelines for FSV response; to undertake a capacity assessment of basic investigation techniques of all front desk and FSVU officers; determine if the requirement to take statements in English slows the process;
- Link FSV training to other relevant areas of training for example investigative practice, working with vulnerable people and developing communication skills with an emphasis on empathy;
- Develop a gender sensitive curriculum for RPNGC training (with both foundation and specialist skills) introducing;
  - The gender concept;
  - FSV and gender relations;
  - The dynamics of FSV including the coercive and psychological nature of FSV;
  - Safety and risk issues related to FSV; and how to undertake a risk assessment;
  - A survivor centered (non-judgmental) approach.
- Training should tackle the specific problem of lack of knowledge and poor attitudes to FSV;
- Introduce the gender and FSV curriculum into the training curriculum for new recruits at the police college of RPNGC; and
- Utilize the trainers and teachers at the Police College of RPNGC to identify and develop a strong core of gender sensitive trainers with FSV capacities to implement the capacity development strategy.

### **Increasing Safety and Reduce Risk for Survivors of FSV**

- In the medium term establish a working group to consider, over the next six months, evidence on risk and safety issues in the FSVU response;
- Use the opportunity of the FSVUs to introduce a mandatory risk assessment for all reported cases of FSV;
- Utilize risk assessments to identify vulnerable survivors, implement safety planning and institute an immediate response;
- Ensure all front line officers receiving FSV cases are trained in the use of risk assessment and safety planning;
- Utilize the external referral network to coordinate and undertake annual safety audits of the FSVU service and other FSV services; involve survivors in this process; and
- Begin internal discussions to introduce an 'immediate arrest' policy for high risk FSV cases; assess the impact of this on the safety of survivors.

### Increasing Access to FSVU Services

- Consider a targeted 'deepening' of the FSVU approach by expanding services to 7 days per week and/or 24 hour response in a set number of units:
  - Evaluate the strengths and weaknesses of the 24/7 response;
  - Collect consistent, comparable, reliable sex disaggregated data that can be used to monitor progress on the expanded service for possible replication; clearly distinguish between crimes, incidents and repeat offences in the data with clear terms for each
  - Ensure officer are trained to collect data;
- Increase the budget for staff numbers to the FSVUs based on caseload; and
- Ensure FSVUs are staffed with both male and female officers.

### Strengthening Coordination and Referral for FSV Services

- Assign officers from each FSVU to participate in the local FSV coordination bodies;
- Introduce a simple police sensitive recording system for external referrals and develop guidelines for RPNGC external referral processes;
- Seek donor assistance in the law and justice sector to support multi-agency prevention and awareness raising activities around FSV; use well trained officers with gender sensitivity in approach to participate in the multi-agency activities; and
- Participate in / organize multi-agency inspections and feedback of FSV services.

### Working Toward Deterrence for FSV

- Clearly identify minimum standards and principles for evidence based investigations and immediate arrest;
- Undertake a thorough review of sentencing; and
- Develop a strategy to target and manage serial and repeat FSV perpetrators in order to prevent future offending.

## G.3 Efficiency

### G.3.1 FSVUs making appropriate use of time and resources to achieve objectives and intended outcomes

The Evaluation Team found that despite progress, much needs to be done for FSVUs to achieve objectives and intended outcomes. The existing level of inputs is, however, not being translated into consistent services provided by FSVUs. The Evaluation Team, therefore, recommends the need to streamline FSVU services and to increase existing budgets to cover adequate human resource levels within the FSVUs.

### G.3.2 Conversion from FSVU inputs to outputs

PALJP and AFP have been active in supporting the establishment of the units providing vehicles, computers, a printer, photocopier and stationery. Some locations have included refurbishment or construction of an FSVU office. Some training has also been provided but not ongoing programmed training or to all FSVU officers.

### FSVU Vehicles

There is evidence that these resources especially the vehicles are being taken or used by officers within other units, this practice does not appear to be discouraged by Police leadership and in one case the leader appears to be utilising the vehicle.

An issue raised by FSVU staff as a concern is that FSVU vehicles are clearly marked as such, if misused or involved in poor behaviour while under the control of staff from other units, that behaviour reflects directly on the FSVU. Comments include issues of FSVU then being associated with poor police behaviour or attitude. There is the related issue of the FSVU not having access to a vehicle if it is taken by other staff.

*"The car has been sequestered by someone else." (Port Moresby)*

*"Previously given a vehicle to the unit and it has been pretty much misused by senior male policemen." (Lae)*

### Financial Assistance

While the FSVUs have received donor assistance with set up costs, and the AFP provide a specialist adviser in Lae and Port Moresby there is no ongoing financial assistance to the FSVUs from donors. The FSVUs are funded by the provincial operational budget and staffed by provincial police staff.

An interview with the National Coordinator for FSVUs indicates that he has requested a national allocation of K6 million per annum to run the FSVUs. Later in the interview he states *"K500,000 is for goods and services that is like half of it."* (David Kila, RPNGC)

It is unclear as to the cost of running the FSVUs, records are not kept as to expenditure and no specific budget for the FSVU staffing or operational costs appears to exist. Most of those interviewed were clear that FSVUs require additional staff, resources and funding to meet the overwhelming demands.

*"There is no constant funding" (David Kila, RPNGC)*

*"With no funds we have to wait" (Buka)*

*"We never receive one (funds)" (Mt Hagen)*

It is however a credit to the Constabulary that they continue to support the FSVUs and that they remain operational albeit critically under staffed and under resourced.

### FSVU Human Resources

RPNGC FSVU are staffed with a significant proportion of female police officers. Female staffing in police stations has led to an increase in reporting and recording violence against women (VAW) in Latin America and India.<sup>80</sup> In Papua New Guinea this is relevant with many women interviewed during field work preferring to speak with a female police officer.

In Buka FSVU, the two officers working in the unit are female. The officer said:

*"In the past everybody come in the front desk...we are talking about ladies being survivors and so they feel much better to talk to female officers. Well some male police officers are good in this but I believe in talking to female officers".*

Most FSVUs visited were staffed by two female officers. Exceptions are Mendi, where there are five FSVU officers, one of who is male, and in Waigani and Boroko, where there is also a male officer.

*"So from the management point of view, we would like to extend our services especially with Family Sexual Violence Unit. In fact we already acquired female officers in all our suburban police station and with our last transfers, we did some changes to put all our females or at least a female in all the suburban police stations that we have. So that if somebody, especially a*

<sup>80</sup> Division for the Advancement of Women, (May 2005), 'Good practices in combatting and eliminating violence against women.' Expert Group Meeting, Vienna Austria, page 17

*female victim reports at the counter, we feel that as a women she will feel the same way and that's normal any women can respond. So yes, she will be there to at least help the victim and so the initial point of contact should be that female officers.” (Lae)*

This perception that survivors are more comfortable with female officers was ratified by most survivors. A survivor said:

*“She asked me to tell my story and wrote things down. It was easier to talk to her because she was a woman. I was without money, friends and had no place to go. She rang one of the safe houses and they agreed to admit me.” (Boroko)*

However, due to country-specific issues such as inability to drive or be seen as embodiments of authority, a female-only staffing limits the capacity of FSVUs to conduct investigations and arrests. Having one male officer in addition to a high number of female officers working in each FSVU is an issue needs to be considered for future staffing.

#### G.3.3 FSVU staffing levels appropriate and with the necessary skills to undertake their jobs

Although considered an international best practice, the risk in PNG of FSVUs being staffed predominantly by female officers is that this may create a perception within RPNGC and the public of the unit being a women's unit dealing with 'women's problems and marital/family matters'. With the low number of female police officers in the RPNGC there is the potential the FSVU will take female officers from other units reducing gender balance in other allied units such as CID and SOS.

It is recommended that at least one male officer is assigned to each FSVU. This is for reasons of gender balance as well as officer safety. If an experienced male officer is assigned to the unit there will be a reduction in the perception as mentioned above, if the position was to be rotational the added benefit of exposing a cross section of male staff to gender violence issues would result. The male officers could provide male advocacy within the constabulary about issues surrounding FSV and from a community perspective males within the community are more likely to listen to an experienced male officer. There are examples of this occurring with the OIC of the Mendi FSVU a male Sergeant and the male officer who until recently was a member of the Lae FSVU was highly regarded by his peers and survivors alike.

#### G.3.4 FSVU Officers motivated to perform their duties

The Evaluation Team found that despite the challenges, the FSVU officers were highly motivated to do their work. Examples of their motivation were repeated during interviews. As an example:

*“The girls [FSVU officers] want to be there and they come to work. They're mums, single mums themselves and I haven't even gone any deep to personalize with them to see if they've been victims of any violence themselves. But they want to be there, they turn up. So half my battle is, one every day by coming to work and wanting to be there. That's a big plus for me” (Lae).*

Both supervisors and other police officers recognized the commitment and motivation behind the FSVU staff. Also, FSVU officers mentioned giving shelter to survivors in their own homes and trying the best to provide for clients that were seen at risk. This means that if staffed adequately, FSVUs can significantly improve the services they offer.

#### G.3.5 Examples of Good Practice

A number of good and promising practices have been identified in law and justice to combat FSV in places other than PNG. These practices relate: a) broadly to the law and justice sector; b) specifically to policing and protection; c) to multi-agency coordination and response; and d) to

prevention. They are briefly described below<sup>81</sup> and further detail is available in the Desk Review Report.

### **Law and Justice**

- **Legal reform has been a core strategy in efforts to create gender equality and combat FSV.** Some countries have delegitimised male control over female sexuality by criminalizing marital rape. Others have repealed all discriminatory laws on the basis of gender enhancing the legal status of women and girls and other vulnerable groups;
- A number of countries have taken an unequivocal stance and **introduced FSV legislation criminalising FSV.** This has enabled the prosecution of FSV, holding perpetrators accountable for their actions;
- **Progressive use of customary and/or religious laws** so they are in line with international human rights standards and the Committee on the Elimination of Discrimination against Women;
- A number of **reform projects of customary/religious laws** that exist alongside but conflict with criminal/ civil laws. For laws that are in conflict with these standards there is advocacy to ensure civil/criminal laws that adhere to these standards are the benchmark;
- **The use of civil and criminal remedies and rights to redress FSV.** Civil and criminal remedies to prevent and redress FSV, examples include protection orders, actions for damages against the perpetrator, police and any third party who fails to prevent violence and victim compensation funds;
- **Accountability frameworks** such as anti-corruption legislation that holds law and justice officers accountable have served to reduce bribery in police services.

### **Policing and Protection:**

- The laws and reforms are the first step in a good practice continuum which also requires the implementation of laws – and implementation has proven challenging on a number of fronts. Good practice **highlights developing police procedures and protocols to implement new laws / respond to FSV.** Procedures and protocols outline roles and responsibilities for investigation, reporting, and prosecution, with clear lines of accountability;
- **An environment that enables survivors to report FSV** includes, in the promising practices a non-judgmental approach by the police; consultations in private and confidentiality with access to survivor's case information restricted to a 'need to know basis'. **Recording complaints** is highlighted in an enabling environment. Police understand their responsibility to record, keep official records and safeguard all complaints and undertake investigations / evidence gathering of FSV. No burden is placed on the complainant; the use of digital photography for evidence gathering and options for women to talk to skilled female officers have also been cited;
- **Linking prosecution, protection and other response services.** Examples cited include reducing impunity by arrest and prosecution; police and prosecutors do not have the power to drop or dismiss cases; some countries have introduced fast track systems for police and courts to address delays and costs and quality of care; Improved security has also been cited through coordination processes; Integrated service coordination can be an effective way to provide access to a range of rights and services; cooperation between national and local authorities to reduce FSV;
- **Continuous Training of police personnel** to build confidence and skills to respond to and deal with survivors of FSV; training to deliver awareness of FSV for prevention programs i.e. addressing socio-cultural and gender norms that contribute to FSV; training should include

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<sup>81</sup> Summary notes draw heavily on sections of the Division for the Advancement of Women, (May 2005), 'Good practices in combatting and eliminating violence against women.' Expert Group Meeting, Vienna Austria



an understanding of any limitations of their roles; training on survivor approach (non-judgemental, client centred, empowerment approach); orientation to and training of laws, protocols and accountability frameworks and that survivors have a role in deciding what police actions are required to properly deal with concerns;

- **Setting annual targets with indicators and undertaking regular monitoring:** lessons learned and monitoring feed back into police planning and programming.

#### **Multi Agency Coordination and Response**

- **The coordination, cooperation and integration of services.** Literature from over three decades of survivor response and support services highlights the need for coordinated, cooperation and integration of services to address the range of practical needs and issues of survivors. Central to coordination and integration of services is a strong referral system used by FSV police services that links survivors and partners to psycho-social support and a broad range of services from one-stop shops to care, protection and support for survivors of FSV within which police services are embedded, are becoming more common; issues of trust between national and international actors, government and non-government actors, as well as competition for scarce resources;
- **The development of minimum standards for service providers,** including the police (shelters, legal aid, psycho-social counselling);
- **A clearly defined approach that enables survivors to exercise rights** (holistic, survivor centred, providing empowerment) Requires a response to survivors with privacy, confidentiality, non-judgemental support; A holistic approach with empowerment and prevention /one stop shop i.e. Malaysian hospitals respond to child and adult female victims of FSV. Alongside medical and forensics services, survivors can lodge a complaint with the police and where available have advocacy and support from women's non-government organization;
- **Regular Data Collection and Analysis;** best practice collects sex-disaggregated data, with access to skills to analyse and use the data; up to date FSV statistics are used to inform program response with rigorous monitoring and evaluation to assess impacts; the **measure of successful inter-agency work** must be that groups set themselves achievable aims and monitor their work on a regular basis;

#### **Prevention**

- **Prevention mechanisms must address the causes of FSV:** The World Health Organization considers 3 types of prevention - primary, secondary and tertiary;
- **Changing attitudes toward women and gender inequality which increase women's vulnerabilities and contribute to FSV is a long term commitment;** community based advocacy and awareness raising to change attitudes to FSV; talks by police on law enforcement;

#### **Sustainable Funding**

- **Provisioning of specific government funds** to finance a range of programming to help survivors escape from FSV namely, shelters, national toll free 24 hour FSV hotlines, training the police, prosecutors and judges.

The Evaluation Team found that the development of the FSVUs has been more evolutionary than planned and in this development phase, they have not shown examples of good practice. It is however, noted that in October 2015 a 24 hour hotline has been established and represents an application of good practice to the response to FSV in PNG. Notwithstanding the overall findings, some promising areas in which good practice might be developed include:

- 1) Coordination, cooperation and integration of services: In Lae, one of the referral network members, Femili PNG, has introduced case management meetings between the referral network members for each FSV case, to ensure good cooperation, coordination of the response to FSV and effective services to the survivor;
- 2) Front-desk police officers trained in FSV: The police officers in Waigani police station front-desk knew about FSV and were able to refer cases to the FSVU and follow-up FSV cases much faster than in other locations visited.

#### G.3.6 Opportunities

- The FSVUs need to be formalized within the Constabulary structure
- Ensure FSVUs have at least one reasonably senior male officer working within each unit.

### G.4 Sustainability

#### G.4.1 Introduction

The Evaluation team found that despite important progress, more needs to be done to ensure the sustainability of the FSVUs. Sustainability in the FSVU context can be defined as the ability of the GoPNG and RPNGC to continue sustaining achievements through providing reliable resources generated from the country's own efforts after receiving international or bilateral aid. In this chapter, the sustainability criteria was used to determine whether FSVUs could continue operating without PALJP support. It is important to highlight that PALJP support took place in two ways. First, the six FSVUs visited in this Evaluation received funding from PALJP to obtain: (1) infrastructure upgrades (either by refurbishing existing infrastructure or by building new infrastructure); (2) a new vehicle; (3) computer equipment and stationary. Second, the FSVUs benefited from PALJP Provincial Advisers support.

#### G.4.2 Extent to which significant benefits endure after the donor's contribution ceases

By being part of police stations, the FSVUs operate within an environment of extreme resource constraints. In this context, the PALJP contribution to the FSVUs provided a good starting point to facilitate the work done by FSVUs. The Evaluation found that RPNGC needs to provide annual funding in order to ensure that FSVUs are able to continue having adequate inputs when doing their work.

PALJP funding has supported the FSVU work through three indirect methods.

(1) PALJP Provincial Advisers actively work to strengthen the FSVU position within individual police stations. This is critical work as otherwise the FSVU, as the newest units, would not be able to have the political weight required to be staffed adequately. A PALJP Provincial Adviser mentioned the work he had done with the FSVU:

*"We re-established the Family Sexual Violence Action Committee (FSVAC) here. Which took us an enormous amount of the work... that has evolved well. So as far as this [FSV] units were concerned specifically, I was worried ... [that the personnel] structure within it was very junior. PALJP had previously given a vehicle to the unit and it had been pretty much misused by senior male policemen. And one of the reasons is that in most places the police women have never been taught to drive, so there was an empowerment issue there. So we looked at how to develop it so I went and saw ... the Metro Superintendent in charge. His rank is similar to the superintendent PPC of the province... [W]e discussed that [the problem with having only junior officers at FSVU] and he then asked if I thought ... the Met superintendent for Administration [was adequate]... [W]hether I thought she would be suitable as the lead person? I said yes... But anyway as a consequence we have*



*got a very good, stronger woman in the [FSV] unit as well has a Sergeant and leader”.*

(2) PALJP Advisers also organize training and link the FSV referral networks with possible sources of funding. A Port Moresby Adviser said:

*“So we go to those meeting regularly and then linked it up with other services. [For example] Oxfam they assist with repatriation of victims [since] Australia Government is funding that... We have reconnected with MSF as well... They are reaching for calls in trying to educate the members [RPNGC] about the referral pathways and what is available”.*

(3) PALJP involvement has strengthened the FSV Network at provincial level. An FSVAC Provincial Coordinator said:

*“It was initiated by the AusAID [DFAT] or they call it PALJP program... He was an adviser to ... Highlands dealing with the Law and Justice Sector... And because there was no one who wanted to be involved, and because it is not a really encouraging job to become a chairman of the Family and Sexual Violence Action Committee ... [B]ecause in the highlands it is very difficult... A lot of the Family Sexual Violence is caused by men. Where men are the figures and the leaders in the villages. And in our culture, you cannot disgrace the men dealing with FSV. When you talk about raping a small 12 or 16 year old, according to culture in here, it is not a serious matter. But according to modern society it is a serious case. So that contributed to nobody wanting to become a chairperson”.*

ALL FSVU officers appreciated the donor support. An AFP sergeant said:

*“[The FSVU building] was bought for and paid for by PALJP. The separate entry there... They are very well resourced... they have got air conditions, printers and computers. So they have got an easier chain to go through to get paper and tonner and all those stationery things they need, which is harder for their counterparts to get via the normal RPNGC system... They are very well resourced with the exception of the RPNGC [human resources] meaning they need more man power in there because they do as much work in the FSVU area as the front office does. The front office sometimes has five members and the best I have got on [FSVU] ground is two. One of them is a Sergeant. On top of that, I am the only investigator there at the moment” (Lae).*

Despite the important support provided by PALJP, the funding does not include recurrent budget for FSVUs and therefore does not change the day-to-day operations of FSVUs. Furthermore, FSVUs are not included in the RPNGC structure. This means that they are not currently entitled to annual funding allocations. Funding is dependent upon the support that individual PPCs provide. Thus the sustainability of FSVUs is at risk without the support from donors.

#### G.4.3 Likelihood that the FSVUs will achieve sustainable benefits

The Evaluation Team found that systems and processes developed through PALJP funding have strengthened the work done by FSVUs. In order for assist in FSVU sustainability, the RPNGC has to address four issues, two of which are substantially connected to the first and major issue.

##### (1) Formal Recognition of the FSVUs Within the Structure of RPNGC

The first and immediate requirement to sustain the FSVUs is to include the FSVUs in the formal structure of RPNGC. This then allows the confirmation of clear roles, responsibilities and lines of authority and reporting, as well as allocations of resources and annual budget allocations to support operations.

##### (2) Sustainability of Infrastructure and Other Goods Funded by PALJP

The second requirement to sustain FSVUs is to obtain funding to maintain the infrastructure, vehicles and equipment provided by PALJP. An adequate maintenance budget is required for

FSVUs and will follow the formal inclusion of FSVUs in the RPNGC structure (in principle not necessarily quantum). Investigations indicate that at the moment maintenance is not fully covered by RPNGC. Adequate maintenance can ensure that FSVUs are able to continue their work. This is an important aspect that needs the RPNGC leadership's attention, especially for the person responsible of police stations.

### (3) Sustainability of Services through Adequate Human Resources

The third requirement to sustain FSVUs is to have adequate staff numbers. The formal inclusion of FSVUs within the RPNGC structure is a prerequisite to the ongoing provision of human resources. The RPNGC has demonstrated their commitment to the fight against FSV by selecting sworn police officers to work in FSVUs. This provided credibility to the FSVU and the work it does, which positively affects sustainability. However, due to the high demand for the services they offer, the officers working in the FSVU feel over-whelmed and understaffed. Especially considering that the number of cases they deal with is similar to the ones dealt by the police station front-desk. High demand of work for a reduced number of police officers translates into FSVUs only doing case recording and very limited interventions, prosecutions and referrals. Understaffing is the most serious threat towards FSVU sustainability.

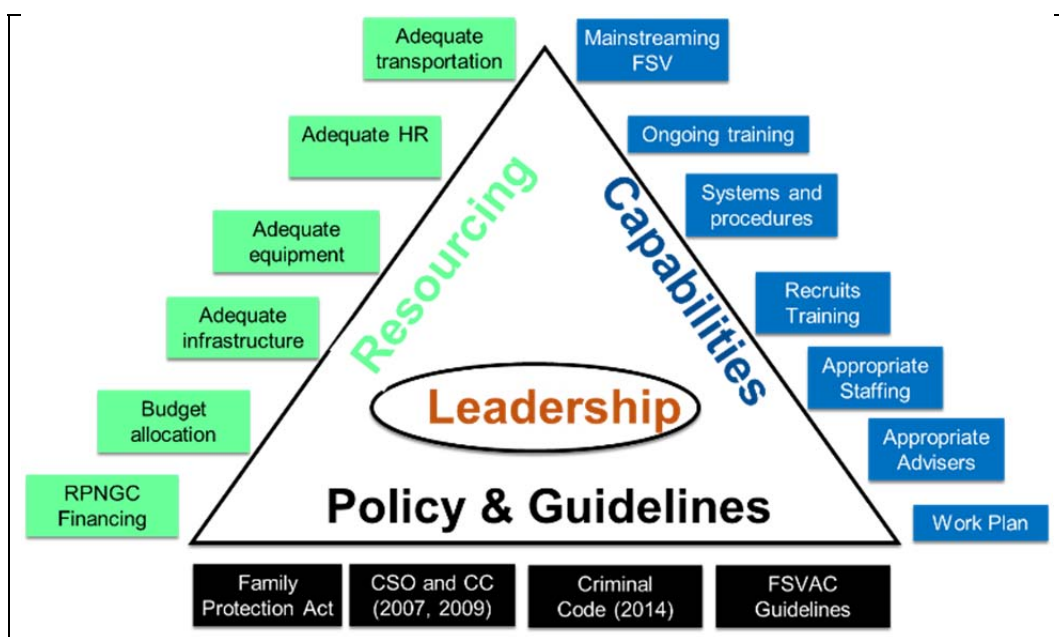
Two additional considerations in terms of human resources need to be made in order for FSVUs officers to sustain existing operations. First, regular FSV training has to be given to officers working in police stations. Finally, it is important to consider existing gender balance by recruiting a male investigator in each the FSVU. Having a male officer within the FSVU would help to avoid the risk of the FSV being perceived as only a 'women's problem'. All these issues –institutional inclusion, funding, improving the number of staff, training and gender balance- are key for ensuring that FSVUs will be able to achieve sustainable benefits.

### (4) Sustainability of FSV External Referral Network

RPNGC leadership needs to continue to be closely involved with FSV external referral networks. At the moment the relationship at the provincial level depends on individual personalities, both from the referral partners and the PPC. Furthermore, to be sustainable in providing quality services to survivors, FSVUs need to strictly adhere to the Commissioners' Circulars. Movement towards these two issues –closeness to FSV external referral partners and use of RPNGC Commissioner Circulars- will help strengthen the sustainability of the FSVUs.

Figure G.2 summarizes the challenges to achieve FSVU sustainability.

Figure G.2: Elements to strengthen sustainability of FSVU



#### G.4.4 RPNGC Demonstrates Ownership over FSVUs

##### FSVU Resourcing

The Evaluation Team found that the RPNGC has demonstrated ownership towards FSV by introducing FSVUs across 15 police stations. Furthermore, PPCs have made it possible for the units to continue operating as they receive institutional backup and funding from their offices. In order to consolidate the gains made, FSVUs need to be recognised within the RPNGC structure. This principle action is considered a prerequisite to sustainability.

Once included, FSVUs need to be able to receive an annual budget. However, the RPNGC funding to FSVUs remains uncertain. Especially since police officers working in police stations repeatedly mentioned annual budgets not materialising. Exemplifying the absence of adequate funding the following officers said:

*"In the end they all just given up putting in requisitions and asking for things because they just thought it hasn't happen in the past and it won't happen in the future, so why bother anymore? We will just ask other people. Even like to get toner for their printer".*

The funding shortage for police stations has to be addressed in order to achieve sustainable policing services of which FSVUs are a part. This means that outside the funding given by the PPC office, police stations are not able to receive sufficient stocks of stationary or maintenance budgets to keep operations running smoothly.

It is important for the RPNGC to take ownership of FSVUs by including FSVUs within the institutional structure, allocating funding that includes operational and maintenance budget lines and commits for the funding to reach the units on a regular basis.

##### RPNGC Leadership

The RPNGC leadership has indicated their commitment towards FSVUs. This is exemplified in the extensive internal debate on where to best place the FSVU. When mentioning this debate, Mr David Kila said:

*"[FSVUs] does not hang in anyone of the [RPNGC] structures... So what we are now suggesting is that it will hang under the assistant for Public Safety. And that is where the FSV activity office going to be at. It is going to be a directorate and then from there it will do the coordinating thing out to the provinces and PPCs. Sometimes it will go directly to OICs and FSVU"*

It is important that this debate is concluded soon and FSVUs are clearly located within the RPNGC structure.

##### FSVU Staffing

The RPNGC has demonstrated ownership of FSVU by staffing them. However, with the exception of Mendi, all interviewed FSVU staff repeatedly referred to being overworked and to require more staff in order to cope with existing workload (see Table G.1).

Table G.4: Statements by FSVU Personnel re Staffing

Location	Statement
Buka	<i>"I think I need more manpower. Our weakness is we are understaffed. Yeah, I think I would need two more policewomen and at least a male to go with us and arrest men, perpetrators".</i>
Mount Hagen	<i>"Mt. Hagen is the third city. At the moment we have two [FSVU] officers attending to these areas and I see there is problem with the man power. If we can attend to all</i>

Location	Statement
	<i>these cases and speed it up we need manpower... Then they could work effectively to address the issue".</i>
Lae	<i>"With the current staff that we have, we had three [officers] but we lost one. He passed [away] two months back... the last two months we saw that the two women that we have, they are working extra into weekends".</i>
Port Moresby	<i>"There are understaffed at Waigani and Boroko... So Waigani has got 3 [police] members... and one computer". "[t]he case has gone there and it's taking a little while. It is delayed because they are dealing with many women. So it is not like they purposely ignore them... [It is because there are] too many of them and very few officers. And if you send them [survivors] to the ordinary police, they will just say, 'that's just a family matter go solve it [at home]'.</i>

Understaffed FSVUs are serious problem as it means that the quality of the FSVU services is compromised (see Table G.5). If not possible to increase the number of FSVU staff then it would be important to provide FSV training for all police officers in order for them to also follow up FSV cases. Furthermore, it was found that four out of six FSVU officers did not consider that they had adequate training to deal with FSV cases. Requests for training also included vehicle driving lessons and achieving driver's licences.

Table G.5: Findings from FSVU Staffing

FSVU Staffing-related Outputs	Buka	Mt Hagen	Lae	Mendi	Port Moresby (Boroko & Waigani)
Number of Female officers in FSVU	2	2	2	4	2
FSVU are well staffed	No	No	No	No	-
FSVU staff are well trained in FSV	No	-	No	-	Yes
PSU female with FSVU portfolio	Yes	Yes	-	-	-
Officers taken away from FSVU for other duties (if part of PSU)	Yes	Yes	-	-	-
Female FSVU officers reliant on male officers to drive them	Yes	Yes	Yes	-	-
There are only female officers in FSVU -	Yes	Yes	Yes	No	No

**Source:** Observations and in-depth interviews during fieldwork (2015).

### Internal RPNGC Support Against FSV

The Evaluation team found that despite ownership of FSVUs, the RPNGC needs to increase internal awareness of the problem of FSV. The RPNGC could select senior RPNGC officers to become internal advocates against FSV. This would raise the profile of the work done by the FSVU and create a precedent within police stations of police commanders that openly talk about this issue. One FSVU Officer said:

*"In 2012 I was invited by a church in Simbu and when I went and did my awareness... During the awareness, the village counsellor came after me and told me that all that time he thought that what he had been doing to his wife was right... He said what I was telling them was totally new to him. I told him as a counsellor he has to be the advocate for violence against women in his village. So I believe that we [FSVU officers] have to get through the [RPNGC] leaders and if they have that information embedded within them, people will listen to them" (POM).*

This internal awareness raising within the RPNGC would indicate a high level of ownership towards FSVUs and would motivate other police officers to change their behaviour towards FSV. Important to note that this is already happening in several of the provinces visited.

However, internal awareness needs to be institutionalised in order to have a wider impact within the police force.

#### G.4.5 Opportunities

- Existing discussion on where to place FSVU within RPNGC structure provides the ideal opportunity in order to also increase staffing and budget for the units.
- Existing information within the police force regarding the fight against FSV gives the perfect opportunity for senior RPNGC and MP to advocate the work done by FSVUs.
- Due to gender equality as a flagship of donors presents an opportunity to mainstream FSV training within police stations. Also, this potential funding can be used to train FSVU staff on how to put into practice the two RPNGC Commissioner Circulars (2007 and 2009).

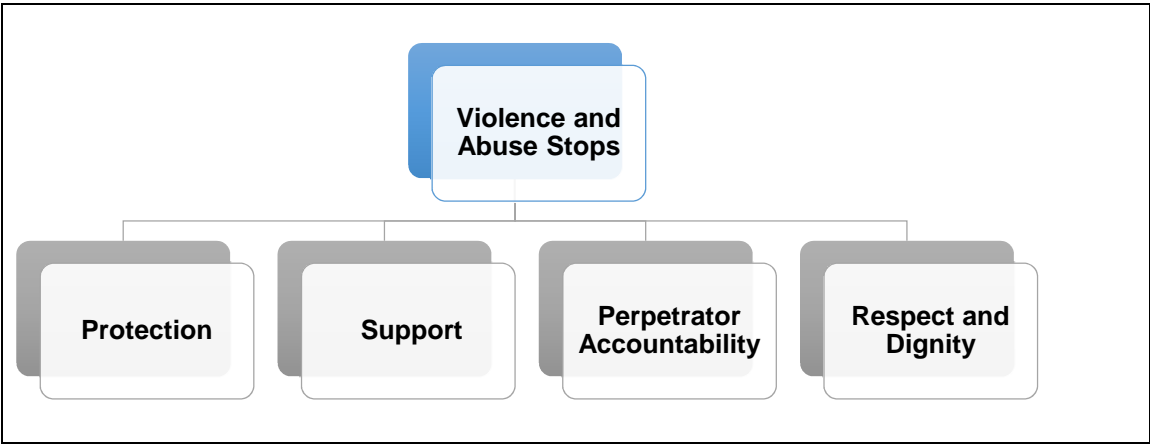
# Appendix H – Survivor Analysis

As Figure H.1 shows, the ultimate goal for most survivors when reporting to the FSVU is to stop the violence and abuse. Survivors’ expectations in support of this goal are fourfold and intricately interrelated: protection, support, perpetrator accountability and respect and dignity in the FSV processes.

At its core, protection ensures that survivors are safe from further violence. It entails providing public access to FSV police services, responding to FSV reports, making referrals and accompanying the survivors when safety is a concern. To understand safety concerns, risk assessments and safety planning are required.

Providing a comfortable environment where privacy and confidentiality are guaranteed is central to support and a key element of safety. Support entails having both male and female officers who understand trauma and know how to calm a person; who listen to and record the FSV report using a non-judgmental (neutral) approach that does not blame the victim; assess needs while reducing the burden of the complainant reporting FSV; they share information about FSVUs, the legal process and other FSV services. Support requires that FSVU officers know about FSV services to address medical and basic needs such as clothing, food, shelter and money, and that they refer the survivors based in their expressed priority of needs and desires. Finally, support entails gathering evidence in a sensitive and respectful manner while keeping the survivors informed.

Figure H.1: Survivor Expectations of FSVUs



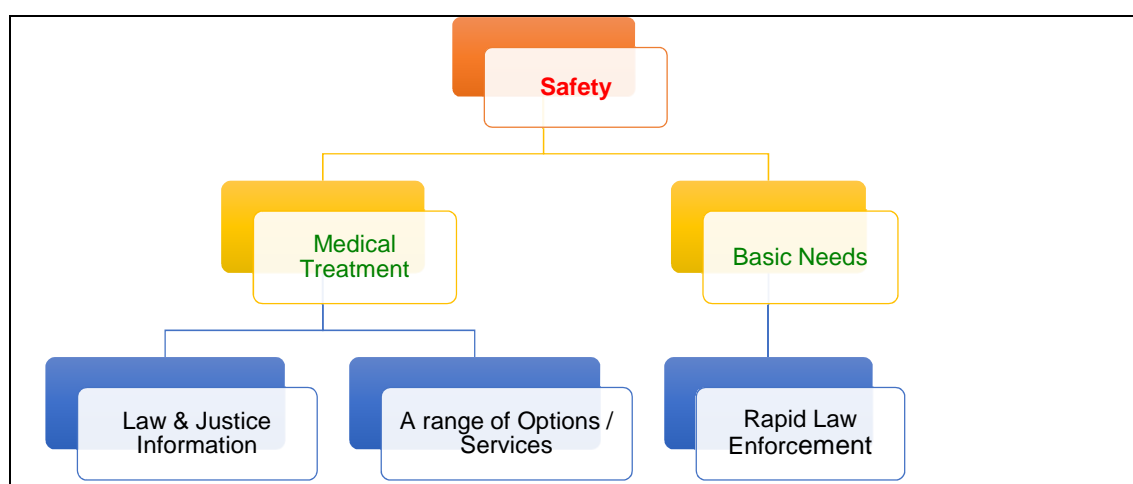
All survivors who report to FSVUs want the perpetrator held accountable for violent and abusive behavior. Accountability means different things to different survivors, but all want ACTION by law enforcement officers and quick action (rapid law enforcement) in high risk cases where the survivor's life has been threatened, in repeat offences and/or when weapons have been used. They would prefer a range of options including mandatory counselling for the perpetrator, marriage counselling, mediation, and compensation, verbal and written warnings, IPOs, arrests and jail.

Respect and dignity describes how survivors want to be treated when they report at the police stations and/or the FSVUs. This entails participating and taking the lead in decision-making that affects their lives. Otherwise known as an empowerment approach it requires that FSVU officers ensure survivors are in control of all actions and informed sufficiently to be able to take decisions.



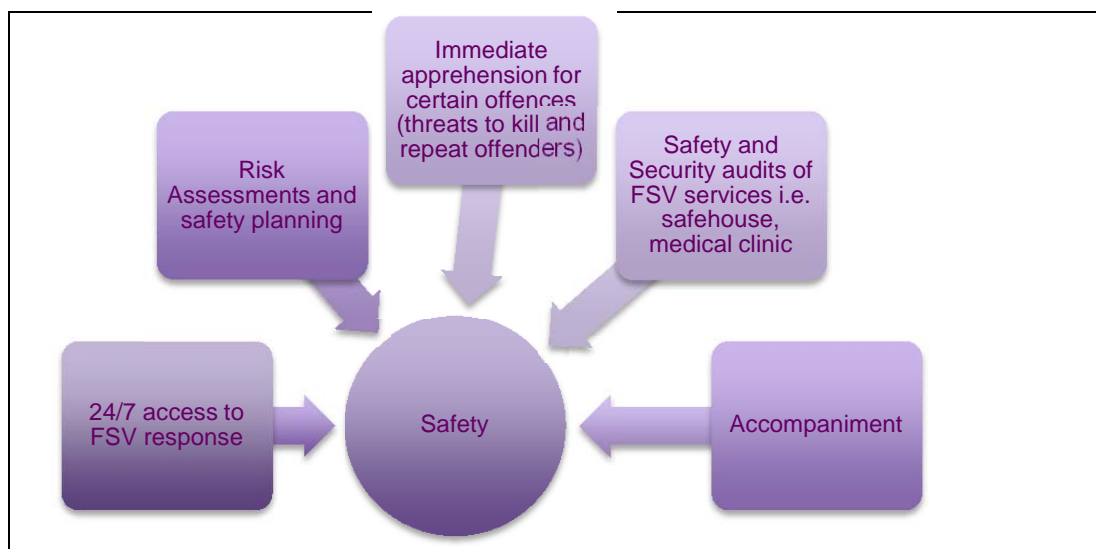
As Figure H.2 shows, safety is the penultimate need in the hierarchy of survivors' needs when they initiate contact with agencies in the law and justice sector. Evidence suggests it is the most pressing concern for and consistent expectation of survivors when they make contact with the RPNGC and FSVUs. Safety includes 24/7 access to police services through telephone or station access; available pick up and accompaniment to a police station; immediate apprehension of the perpetrator of FSV, particularly for repeat domestic violence offences; some level of risk assessment in order to plan for the survivors' safety. Survivors have safety concerns about all FSV services when the perpetrator is freely moving around, particularly if the perpetrator is a violence husband (figure H.3). Sarah has knowledge of the safe house but is reluctant to use it because she feels unsafe. *'I can go there, but I am not safe... he will come after me...and will be very violent.* When she went to the safe house on a previous occasion her husband followed her, got on the grounds, into the house and her room and took her out. Safety is a critical area of concern for Sarah. Her experience, on numerous occasions, indicated that the survivor is not safe or secure with any of the FSV services; that the service providers are not safety conscious. Once safety is addressed medical injuries and basic needs for shelter, food and clothing depending on the immediate risk are the focus. Survivors articulate three other specific needs related to the FSVUs and RPNGC: information about FSVUs and FSV services, a range of options to discipline / address FSV and being an active participant in the choice of options; and finally rapid law enforcement to increase safety.

Figure H.2: Hierarchy of Survivor Needs



Interviews with survivors identified their expectations and needs regarding FSVU services. These shape the content of the survivor centered approach which is used to assess the effectiveness of the FSVU services in this chapter. For instance, Figure H.3 outlines how survivors define safety. Accordingly the evaluation looks at the issue of access through the hours of operation and whether or not risk assessments are undertaken or immediate arrest is implemented. It also looks at the practice of accompaniment.

Figure H.3: Meaning of Safety for Survivors



The analytical framework used in the Evaluation meant that all data sources were triangulated against all qualitative, quantitative data collected (FSV related statistics) and other secondary data sources.



# Appendix I – Field Visit Findings per FSVU and Survivors Case Studies

This appendix presents the initial findings of the Evaluation Team for each location visited. The Appendix is divided into two sections. The first section provides a summary of the performance of FSVUs visited. The second section presents a summary of the initial fieldwork findings for each evaluation criteria: (1) Relevance; (2) Effectiveness; (3) Efficiency; and (4) Sustainability.

## I.1 Performance of FSVUs

The data presented here was used as the guide for the analysis that was undertaken later following a mixed methods convergent parallel design. Table I.1 presents the initial comparison of activities across visited FSVUs. This comparison, however, is the result of initial fieldwork observations and does not include a thorough analysis of findings, results of which can be seen in the main body of the evaluation report (Sections 3 to 8). The analysis of FSVUs was not pursued in the analysis section as the TOR indicated for a convergent analytical design that shows commonalities and differences across all data collected rather than focusing on a comparison across FSVUs.<sup>82</sup> As Table I.1 shows, Mendi was initially found to be the best performing FSVU. Buka, Lae, Waigani and Boroko FSVUs followed in terms of performance. Mt Hagen FSVU was initially thought to be the least performing of the FSVUs visited.

Table I.1: Performance of Visited FSVUs

Initial Ranking	FSVU	Service	Response to Violence	Resources
<b>Best</b>	<b>Mendi</b>	<b>Yes</b> One Male OIC - 5 staff - Developed (simplified) referral form - Own OB Book	<b>Yes</b>	<b>Yes</b>  - New building - Private entrance
<b>Adequate – Best in terms of services for survivors</b>	<b>Waigani</b>	<b>Yes</b> - Same day IPO - Make arrests	<b>Yes</b> - Accompany survivors to referrals partner - Using police officers to mentor other officers	<b>No</b> - Need new building - Lack of funds from RPNGC
<b>Adequate</b>	<b>Buka</b>	<b>Yes</b> - Close to referral partners - Prevention through “Male Champions”	<b>Partial</b>	<b>Yes</b>
<b>Adequate</b>	<b>Lae</b>	<b>Partial</b>	<b>Yes</b>	<b>Yes</b>
<b>Adequate</b>	<b>Boroko</b>	<b>Partial</b>	<b>Yes</b>	<b>Yes</b> - New Building - Two vehicles
<b>Poor</b>	<b>Mt Hagen</b>	<b>Partial</b> - No referrals made	<b>Partial</b> - Use of mediation	<b>No</b>

Source: Fieldwork Observations (2015)

<sup>82</sup> A comparison across FSVUs visited would have required using a case study methodology, which was proposed to PALJP, but rejected as it had not been included in the TOR.

## I.2 Field Visit Findings per FSVU and Survivors' Case Studies

The following provides a summary of some of the observations and information derived at the time of the field visits to the six selected FSVUs. The visits undertook detailed discussions with staff of FSVUs, with other stakeholders at the locations and importantly with some survivors of FSV. These findings are separated by FSVU visited and divided in two parts. First, findings are presented for each evaluation criteria. Second, stories from survivors are provided in which names have been changed as well as any explicit information that might identify the individual.

### I.2.1 Buka FSVU: Initial Findings per Evaluation Criteria and Survivors Case Studies

#### **Evaluation Criteria: Relevance**

- Despite repeated disappointment in response of the police, FSVU users (referral agencies and V/S) persist in using the service. Survivor1 because of the ongoing violence - the police is the only option. Safe house there because they are an essential need in a wholistic response. The village magistrates who will attempt to do everything in their power to mediate and resolve at the community level but will bring in cases that require a heavier response.
- Interviewed survivors mentioned the need for an adequate police protection and intervention. .

#### **Evaluation Criteria: Effectiveness**

- Need for a quicker response on the part of the court system; there are a lot of deferrals and requests that the users go and come back.
- Many of the delays in the court system are due to police inefficiency as opposed to court inefficiency or backlogs.
- Divergence in the stories being told by the police and the users of the system. Often the stories are that the police are non-responsive.
- Anecdotal information suggests there is little follow-up with the survivors once the FSVU take the statement.
- FSVUs are providing almost no information about courts, court dates, investigation, and outcomes.
- When the order to investigate a FSVU case comes from the top command the protocols are followed within the FSVU and resources to conduct investigation sorted; referrals made; warnings given; and transport provided. It becomes almost a best practice example of how the police should respond. Similarly, if survivor has connection with the system they will be fast tracked.
- There are no instructions on the referral pathway.
- Evidence of elements of discrimination in response especially in terms of differences in response based on the location, ethnicity, wantok, and gender of survivor.
- There are emerging 'attitude' issues of FSVU officers' response to cases. For example, they do not take statements and do not fill out IPOs. There is little urgency in their approach to cases and do not do anything after taking statements. Also, they do not protect women in the parking lot of the police station.

- Seems to be little respect for the village magistrates who come in from the rural areas. They are advised to go/come; no consideration of expense is given; no communication or follow-up; perpetrators can be back in town and village magistrates have no forewarning; very poor communication.
- FSVU based in the urban centres only rather than urban and rural areas.
- There is alignment between the stories re: collaboration on awareness raising (radio and community work) government and non-government.
- Hearing from users and other service providers regarding the high frequency of sickness of officers in the FSVU and therefore lack of availability.
- Survivor #1 reported 6 times to FSVU with no response - police took statement and did not act - police did not know how to take proper statements – she typed her own statement, police looked on when husband beat victim in parking lot and did nothing.
- Police aware of their safety and risk / but not consistently responsive to the survivors' safety and risk issues.
- Lack of safety in the Safe House in Buka town - the perpetrator able to get onto the compound, into the house and into her room - 'nuns were useless' he beat me and took me home.
- One stop shop - follow-up with this concept with team.

#### **Evaluation Criteria: Efficiency**

- There are no clear FSVU targets or outputs.
- Under-staffed.
- No specific workplan for FSVU.
- No specific budget line for the FSVU.
- There is some conflict over the use of resources for FSVU. For example, FSVU vehicle is shared between FSVU, community policing and SOS.
- Do not know the outcomes of training the officers have had and how they apply new learnings or how curriculum is institutionalized into police response. There is lack of information about what is done with the training i.e. is not clear how officers use the training.
- FSV curriculum for new police officers: Not clear how effective it is.

#### **Evaluation Criteria: Sustainability**

- FSVU not in the organizational chart.
- There is no workplan.
- There are circulars but unknown how they are put into practice and implemented.
- No specific budget line for FSVU they are catered for within the overall operational budget.
- The existence of FSVU is well known amongst the constabulary, but only in name. FSV is not fully owned by general members of RPNGC.
- Police station front desk officers off-load everything to FSVU that they consider to be related to families, women, children, violence, marriage and sex.

## Survivors' Stories:

### **SARAH's Story**

Sarah works in an NGO. She is in her early 30's, has been married for 10 years and has one surviving child. She might have had four children, but miscarried three pregnancies after being bashed by her husband. *'He bashes me up every weekend'*. She knew of the FSVU and the services they provided through her work and reported the incidents of battery to the unit on so many occasions she can only generalize the number to 5 or 6 times over two years. Each time she reported as many as 3 officers took a statement from her, in a private room, after leaving her sitting in the main hallway *'for hours'*. The officers wrote things down but did not share information with her about what they were writing. *'Some of the officers did not know how to take a statement, I had to write it myself, or sit at the computer and type it.'* She sums it up, they could do the right thing by putting me in a private room to take the information, but *'they never acted on it'*. She has no idea what happened to the statement or the medical reports she paid K20 for and submitted as part of the evidence gathering, on each of the 5-6 occasions she reported. The officers knew and talked about other FSV services like the safehouse, rather than referring, they told her about the services and left her to her own devices to make contact and get to the services. *'I did not go, she says, I would have gone there if they had come with me'*. The officers also told her about an IPO, but she never saw one or filled it out.

Sarah describes being told by the FSVU officers that they will visit her husband and being disappointed that nothing ever happened, to this date three years later. Her husband was never warned, arrested, placed in cells or sent to court. Perhaps it is because of the lack of police intervention that the abuse continued unabated for a number of years. When the violence stopped it did so without police intervention. Sarah describes changing her behavior in order to stop the violence. *'I stopped going to the police and whenever he says stuff I just sit quietly. I have changed my behavior to try and change his behavior. Whatever he says I will just do it and when he says we go here I just go. If he says we are eating this I just follow whatever instruction he gives. This is difficult but that is the only choice I have. He got more violent when I tried to do something about the situation, when I tried to change things'*.

Sarah had specific expectations regarding the FSVUs *and wanted to engage in the solution to end violence and hold her husband accountable*. Her first choice of options was a warning to him and counselling for both of them which would have provided a checklist of change for him that she could have helped to monitor. If that failed she would have resorted to an IPO. The safehouse is only one need Sarah had when her husband was violent. A way to communicate with the police, such as telephone; a vehicle for transport, security, treatment of injuries at the same location she is being housed. Once she is secure she needs services to assist her in focusing on the relationship, counselling, and IPO and planning her next steps.

She had knowledge of the safehouse, but is reluctant to use it because she feels unsafe. *'I can go there, but I am not safe... he will come after me...and will be very violent'*. When she went to the safehouse on a previous occasion her husband followed her, got on the grounds, into the house and her room and took her out. Safety is a critical area of concern for Sarah. Her experience, on numerous occasions, indicated that the survivor is not safe or secure with any of the FSV services; that the service providers are not safety conscious. She describes coming out of the police station after giving her statement, *'my partner will be waiting for me outside...he will bash me*

*up in front of everybody, in the parking lot'. The police did not intervene, nor did the nuns when he broke into the safe house. 'There is not safe place to go'. Her experience was so disappointing that she would not recommend the FSVU to other women experiencing violence. '...they did not help me, they did not respond. I would tell them to adjust to what their husbands' want, like what I am doing right now. If they go to FSVU it will cause more trouble. That is one reason my husband was beating me.*

### **BERNADETTE's Story**

Bernadette was a housewife with five children, she had been married for 17+ years, and was, in the earlier years of her marriage, dependent upon her husband for all the money to run the household. Her husband used to batter her and the children regularly. Her family was so familiar with his abuse that, when she moved away, they helped her devise a savings plan from her meager fund, and an escape route if she got into trouble. *"If somebody gives you any coins, you just hide them from your husband and then, when your husband does something to you just buy your transport and come back".* The husbands' violence was so renowned that all his work colleagues knew about the 'home trouble'; one such work colleague happened to be the wife of the police director at the Buka police station, across the fence from which Bernadette and her family lived. Her first supportive experience with the police came in the form of an invitation from the police director, who, during their first meeting, advised her of the FSVU and instructed the FSVU to intervene in the case. Bernadette made a statement in the FSVU on that day. It was the second time she reported to the police, but the first time that the police responded. Her husband found a copy of the police statement in her purse that night and beat her badly. Noting the difference in the police response when the police director was involved Bernadette involved the police director when she went back to the station. The FSVU took a statement about the incident and housed Bernadette in the office for the night. The next day the police accompanied her to the house to gather her children and her clothes and took her to a safe house where they remained for two weeks. Meanwhile, her husband was taken to see the Police Director himself.

Her last beating had been severe enough that Bernadette decided that she wanted to divorce her husband. *'I went to court and told them that I want to leave my husband because I'm tired'.* The court discouraged her from filing for divorce, advising her that they separation was not their preferred choice, and ordered instead marriage counselling. When Bernadette returned home from the safe house supported by an IPO the abuse continued. It was not until Bernadette was earning an income of her own that her status within the household and her decision making powers changed. *'When we came back I got some buai (betelnut) and sold them; in September 2011, I started selling food and making small loans to people. I made my first 7,000K and began to build my house. In 2012 I began to cook more packed lunches and completed my 4 bedroom house; I became vice chairperson and then the chairperson of the Elementary School; and in 2013 I bought a ten-seater bus.*

In 2012 Bernadette began to notice a change in her husbands behavior she attributes it to three things: 1) her income and changing status; 2) she threatened him with the same disrespectful behavior he directed toward her; and 3) an IPO, the process of which took two months. *'When I got the IPO, that was the time I saw changes in my husband; the policemen and women told him the rules and (advised) if he broke the IPO he would go directly to jail. It was the male police boss talking to him (Alex), he is from Buin and most people are scared of him. After we went to court and had the IPO I*

*used to tell him that if you beat me again or do anything to me I'll go back to the station'.*

Bernadette now acts as an ambassador for the FSVU talking to women, advising them to report violence to the FSVU. *'They helped me by talking to me... I was really scared of my husband so they brought me to the Safe House and the nuns looked after me. The police told me I needed a medical report. I was able to get counselling at the Family Support Centre. The counselling helped me to get confident. My husband also talks to other men.'*

### **Knowledge of Buka FSVU and Buka FSVU Procedure**

#### General Knowledge of FSVUs

- Data suggests the FSVU is known in Buka, more so in the urban centre, but that more awareness raising is needed about the FSVUs and their services.

#### Enabling /Survivor Sensitive Response

- FSVU officers know how to implement an enabling survivor centered approach but they do not use it consistently. For instance, it is use on cases directed to the unit from the top of the police hierarchy
- Private and Confidential Response
  - Survivors suggest the need for a private place for interviews is understood and practiced by the Buka FSVU officers.
- Reducing Burden of Complainant (i.e. limiting the number of times the incident is told)
  - Survivors indicate the FSVU approach does not reduce the burden on them, they are required to tell their 'story' several times to several different officers
- Evidence Gathering / Recording of FSV complaints
  - Statements are being taken and referrals made for medical reports as apart of the evidence gathering
  - Most survivors are paying for the medical form
- Female Officers Available
  - Survivors have access and find it easier to talk to female officers
- Information and Decision Making Shared with Survivor
  - There is an inconsistent approach to information sharing, follow-up with and updating of survivors.

#### Safety Considered

- There are general issues of a lack of safety for all survivors in the house, at the police station, in the police response and in the use of all of FSV services
- Police officers are inconsistently asking safety related questions and rarely if ever doing risk assessments with survivors

#### Investigation and Prosecution of FSV

- The police are responding to the first FSV reports of survivors. The key ingredient in a more effective police response is instruction/order by a senior police officer.

- Investigations are in the form of statements taken from the survivor and obtaining a medical examination form
- Neither case was prosecuted; 1 out of 2 cases processed an IPO.

#### Referral Between FSV Service Providers

- There is evidence that referrals are being made. The referral process does not include accompaniment, usually the survivor is told about medical and shelter services, rather than making contact with the service provider.
- There is inconsistency in the practice of accompaniment. Often survivors are told of the service and expected to get there on their own, moreso with medical services provided by the hospital or FSC. Transport is sometimes provided to the safehouse.
- There is no indication that a referral form or a formal referral process is in place.

#### Timely Response

- Response time is inconsistent; it can be timely as in the case that was directed to the unit from the top hierarchy of the police, the IPO took 2 months; a second case has had no result or feedback in over two years.

#### Impact: Stopping the Violence

- Police interventions increase the violence the survivors are experiencing
- IPOs have contributed, as part of a series of transformative events, to stopping the violence.

#### ***BUKA Survivor Recommendations***

- Train all FSVU officers in survivor centered response (a non-judgmental and empowerment approach) and how to deal with trauma
- Ensure all FSVU officers have the proper training and that selection criteria are used to vet officer before they are transferred into the FSVU
- Vetting criteria should ensure FSVU officers understand or are willing to learn about FSV
- Ensure all officers have the capacity to take a statement for FSV evidence gathering
- Develop guidelines to enable FSVU officers to share information with the survivors about police and court processes, as well as IPO processes
- Increase women's awareness of FSV and of the FSV services, including FSVUs and their roles and responsibilities
- Use survivors in prevention and awareness programmes in the community
- Increase public and service provider awareness of IPOs (what they are, what they do and how you get one)



### 1.2.2 Lae FSVU: Initial Findings per Evaluation Criteria and Survivors Case Studies

#### **Evaluation Criteria: Effectiveness**

- When remanded for court hearing there is an indefinite wait for women prisoners and a lack follow-up and no feedback to the survivors (prisoners).
- Hearing stories of survivors being asked to go home and come back. This costs them money for transport and discourages some from coming back. Only the most persistent come back. Women prisoners ask for help to other survivors to prevent the outcome of the violence they are experiencing.
- Key message is that FSV begets more violence. Estimated that 70% of cases of the women prisoners are said to come from domestic violence and adultery.
- Remands are often due to police inefficiency rather than anything associated with the judiciary.
- The Lae police are possibly more effective because of AFP officer.
- There is a higher workload in Lae than in other FSVUs visited, such as Buka. Nevertheless, Lae FSVU is processing more cases with the same number of staff than in Buka. Despite the high number of cases processed, this does not necessarily translate into more effective FSV response.
- Lae FSVU has a lot of resources - desks, computers, printers, covered waiting area, air conditioners, and private areas for interviews (3 offices). Lae FSVU also receives a small annual budget from Australian Aid. A point of comparison is the SOS squad in the police station funded entirely from within the RPNGC with no private space for interviews, no waiting area, etc.
- FSC has access to vehicle and driver because Dr. Menda brought his resources to the FSC - makes them more mobile
- There is evidence of some effective referral between agencies FSVU, FSC, Social Welfare. A referral form has been agreed between agencies although it is not yet in use. It has been reduced to two pages. The FSVU are not yet using it, but are considering. This form requires that the police do a little more written police work in an already overloaded system of paperwork.
- FSVU Operation: People come from all directions into Lae. There is evidence that the police are biased / taking sides in response and this is not good for the FSVU operation. Biases due to wantok networks, travelling nature of some populations and regionalism plays a role in the FSVU response in Lae. As a result, people from some areas within the Highlands and Coastal areas end up exposed to biases in police response.
- There are similar stories about police response whether the FSVU or RPNGC and the response is poor i.e. they go back several times to try and get help; some are treated poorly.
- Survivors indicating there is a lot more information out there about services available but when they first experience FSV the first instinct is to report to the police because they know of the police. Perhaps not the FSVU at first, but the police more generally. As they begin to use the system, they learn more about the FSVU and other services. But that is changing as there is more information available about FSVU and women go directly to the units now.
- FSVU just interested in referring to the FSC to get the medical reports rather than to provide a supportive response. They are not worried about the injuries that survivor have

but on accessing the medical report for their purposes and processes. They want medical report done immediately. They have little consideration for the demands of the FSC.

- FSVU know what is right; they know what they need to do. By far they are not doing it for the majority of cases because they are disinterested. They
- The FSVU is an 8 am - 5 pm service. Much of the so-called 'trouble' times (evenings and weekends when there is drinking) are not covered by FSVU staff. As a result, survivors who report have to go to police station first and then come back to FSVU on Monday. So need to have all police trained and gender sensitized to encourage them to respond to FSV. It must be remembered that the 'go and come back' response means higher transport costs for survivors. The return trips to police stations also places survivors in a dangerous situation. We hear that some women sleep outside the police station until the FSVU opens up again.
- Monthly meetings with all the stakeholders are good. They have briefs of what each other is doing.
- When survivor case studies are compared, both reported to the police several times with no good response at the front desk and the second at the FSVU. It was through the perseverance of both survivors, reporting several times, and using their own strategies i.e. one reporting for the 6<sup>th</sup> or 7<sup>th</sup> time looked for a new officer, not one that she had already reported to, in order to get a different response and one that would do something with her case. In the second case, she also found an individual officer, a white officer in her case, who responded.

#### **Evaluation Criteria: Efficiency**

- Buka FSVU indicate 37 cases in 6 months to date, Lae has 352 cases with the same amount of staff. Lae is handling much higher numbers, but response is not satisfactory
- Well resourced for vehicles and other supplies
- Under-resourced re: staff - staff increased from 2-4
- Evidence that the PSU in Lae will act upon and take affirmative action at the front counter. But team also hearing different stories about PSU taking action. Sometimes they respond and sometimes they do not so consistency is an issue in the reliability of response. There are individual officer who do respond and others who do not.
- Well known and established fact that there is a stand alone FSV unit at the Lae police station which is inside the same compound but separate from the station. Victims will attend the unit as a first contact rather than the front desk to one step is taken out of the reporting loop and saves survivors time. Generally well known that the unit is in existence
- The separate unit has benefits and consequences - good to be separate from the main station - they can go outside away from the front desk and report to a separate unit where there are women officers - miss the loop in the process. They have sworn police officers working in a specialist areas so the separate unit of the police. The issue of concern is that the services of the FSVU are then not mainstreamed/integrated into the police structures and organizational culture. This is problematic on many levels but also because it is an 8-5 services rather than 24 hours. It is still seen as a separate issue from general police duties.

#### **Evaluation Criteria: Sustainability**

- FSVU not included in the org. chart, so technically they do not exist. However FSVU is a requirement in the RPNGC corporate plan / strategy 2011-2020, which captures the establishment of the FSVUs. Still as it is it is easy for police station commander to put a line through them.

- RPNGC pays salaries, but operational costs for many supplies come from Australian Aid.
- Funding is an issue: once the donor funding stops there are concerns the service will go down.

### Survivors' Stories:

#### ***RUTH's Story***

Ruth is a medical professional with 3 children. She was married for 12 years and lived with brutal physical violence for all the years of her marriage. The first time he beat Ruth was early in their marriage. She lived with the violence for almost 2 years before doing anything because she did not know where to get help. When she finally reported to the police her knowledge of the law and the processes were incomplete. 'I presented myself at the Lae Central Police station, thinking they could just charge him with assault, because all the stickers say that wife beating is a crime. The police were biased and judgmental in their response claiming her issue was *'a family problem...'* she should *'go back home and sort it out with your husband'* and concluding *"you must have done something for him to hit you"*. They did not assist her. Ruth wanted law enforcement, the FSVU wanted to counsel them. However, the focus of the counselling was Ruth and her behavior rather than the behavior of her violent husband. *'They ended up counselling me, trying to convince me to make peace with him. It was as if they saw me instigating the problem rather than him. I said, 'I am not here for counseling, if I wanted counselling I would go to the Welfare Office. I am here for you to enforce the law. I want you to do something with this perpetrator'.*

Ruth reported to the police so many times she can be specific about the number. She thinks it was 4 or 5 times, she described the process as *'I reported to the police many times, back and forth, with the same response, never satisfied'*. The police delivered her to the hospital after one of her beatings, but left her at emergency and did not follow-up with her and did not fulfill their law enforcement duties. The Family Support Centre was an important source of support for Ruth and information about the FSVU and processes for protection. With the assistance of the sister at the FSC she received proper support from the police. It helped that she now knew what was needed to lock her husband up.

*'I went back to the FSVU. I was selective about which one to see, I was avoiding the policemen that I had seen earlier because I did not want to go through the same disappointing process. I waited to speak to someone I had not spoken to before. When I saw an officer who looked calm, gentle and welcoming, one that I kind of trusted would help me, I asked if I could speak to him. He listened to my story and asked "do you want me to warn him so you can go back home together?" I said, 'No, if you warn him and we go back home together, I won't come back again, I will be six feet underground. I want you to arrest him'.* Had Ruth not been strategic and persistent the chances of her achieving the outcome she desired were slim.

Her selective choice of an officer to help her resulted in a range of different sanctions for her husband. He did end up behind bars for over a month. He continued to stalk his wife after his release. Ruth stayed in touch with the police officer who issued a warning to the husband *"if you do that again we are going to arrest you and lock you up and this time it is going to be a different case"*. Ruth suffered her most serious attack after her husband had been in prison twice. The last time he beat her she fell unconscious. It was not until Ruth left the country to study that she was truly free from her husbands' abuse. On reflection about the whole experience she thinks that many police officers

are not trained to deal with violence cases. They have no accountability for their attitudes and behaviours towards survivors.

### **NANCY's Story**

Nancy has been in a relationship for 5 years. She was in grade 8 and he in grade 9 when she got pregnant and had to leave school and he was pressured into leaving school. When Nancy was eight months pregnant when he beat her in public. She reported to the police on the same day wanting to have him arrested, but went into labour and could not follow up on the case. The police did not follow up. The father of the baby did not assume responsibility for his child until he was 3 months old. When he 'assumed' responsibility he told Nancy she would have to come and see him whenever she needed money for the baby. When she goes to see him he beats her. *'When I go to see him, he fights with me; he gives me a black eye, he breaks my bones. He really tries to kill me when we fight'.*

On a number of occasions Nancy has reported to the police but their response has been very dissatisfying. At the front desk *'The police told us to go and solve our marriage at home because they feel that our marriage was a false marriage. When they told us that I felt uncomfortable because I saw that the police were taking his side'.* She has been referred to other back and forth to other agencies such as the Welfare office. Both agencies have issued letters requesting that the father report to them. When the father refuses to come into the agencies there is limited if any follow up. When the father reports the FSVU response is also ineffective. *'When the man said some negative words to them they... dismissed the case...and...told me if I come back they will arrest me'.*

In desperation, one day Nancy left her baby with at the father's house *'so he could feel the pain of looking after the baby'.* When she went back for the baby she was threatened by his family and unable to get her baby back. She decided to report to the police but wanted a better response than she had received in the past, *'I did not report to a PNG police officer but to an Australian police officer'.* *He directed me to the FSVU. They sent me to the provincial government where I was given a letter to bring my child's husband to them so we could be counselled. I went back to the FSVU, they told me that they will find a police vehicle and we will get the baby. Later they told me that we don't have a police vehicle and asked for the number of the father. They called and told him to bring the baby. He argued with them and when he came to meet them he came without the baby. I was expecting the two female police officers to counsel him and tell him to bring the baby the following day, to tell him to come in the next day so the welfare officers could counsel him. They did not order him to do any of these things. They let him go free'.* Nancy concludes that the FSVU officers are biased because they are from the same place as her husband, the Highlands, and she is an outsider.

Nancy also reports, that the father of her child bribed two female FSVU officers, in an act that shamed her and convinced her they would never help her. *'Before he went outside he left a K100 on the table of the two FSVU officers and said this is for your drinks and walked off. I thought the K100 was for me so I picked it up, but it was not for me; it was for the two officers. The policewoman told me that the money was not for me it was for them. I was very shocked and so ashamed'.* Once bribed the violence continued unabated, the police would do nothing about the assaults or the neglect.

The day before we saw Nancy, the father of her child beat her at the station when she asked for money to attend to her sick child. One of his brothers was there and taunted her, 'we will go to the police station and they will arrest you'. She fell unconscious near and was nearly run over by a bus. Her relatives told her to report to the FSVU but she was hesitant because her previous attempts has been unsuccessful. Instead she made her way to the FSC, who have been an immense source of support and information to help her with her FSV case. Nancy is clear that she would never recommend that women go to the FSVU for help. *'They just made me hate them more. They did not assist me properly. They were blaming me for the situation, saying I caused it myself. They tell you to solve the problem yourself.'*

### ***Knowledge of Lae FSVU and FSVU Procedure***

#### General Knowledge of FSVUs

- Data suggests the FSVUs are known in Lae, more so in the urban centre, but that more awareness raising is needed about the FSVUs and their services.
- Contact with the FSC broadens survivors knowledge of the FSVU, the services they provide, processes and other FSV services

#### Enabling /Survivor Sensitive Response

- Non-Judgmental Approach
  - The tone of counselling is judgmental and blaming in dealing with some survivors. This changes if the survivor is confident and takes charge of her own case by for instance, selecting the officer who whom she will report to
- Private and Confidential Response
  - There is inconsistency in the practice of conducting interviews in private
- Reducing Burden of Complainant (i.e. limiting the number of times the incident is told)
  - If survivors lack confidence and are uninformed about the FSVU and court process they have a heavy burden of reporting to multiple officers, male and female
  - Survivors are reporting to the FSVU many times before they receive support,
  - Half of those receiving support describe it as appropriate, the other half inappropriate
- Evidence Gathering / Recording of FSV complaints
  - Survivors who expect law enforcement and protection by having violent partners imprisoned have received counselling instead
  - It takes several reports, persistence and clarity on the part of the survivor to finds an officer who gathers evidence for a court case (i.e. takes a statement, requests a medical report and investigates the case
  - A second survivor expected the FSVU to counsel / advise the perpetrator and was disappointed with the lack of action
- Female Officers Available
  - Survivors have access to female officers, but found better support though

male officers

- Information and Decision Making Shared with Survivors
  - Limited evidence of information sharing, follow-up and updating with survivors unless the survivor is persistent and does her own follow-up

#### Safety Considered

- There are general issues of a lack of safety for all survivors in the house, at the police station, in the police response and in the use of all of FSV services
- Survivor are being sent back to violent relationships without risk assessment or protection
- The lack of police intervention for violent and abusive acts is used by the perpetrator to further undermine the safety and security of survivors; they act with impunity

#### Investigation and Prosecution of FSV

- It takes survivors a number of years and reports to the police to get a proper investigation and prosecution of case; some get no action at all from the FSVU
- Perpetrator abuse for many years without being sanctioned. If the survivor is persistent some perpetrators are sanctioned with fines, warnings, fewer are jailed
- Perpetrators act with impunity knowing the police will not arrest

#### Referral Between FSV Service Providers

- Referrals are being made to the FSC, hospital and the welfare office. Often these referrals are to avoid having to do police work

#### Timely Response

- FSVU response to reports of violence is not timely. It takes years, and many visits to the FSVU to get a violent husband behind bars. Neither survivor is fully satisfied with the response.

#### Impact: Stopping the Violence

The violence does not stop even with police intervention and prison. One survivor has to leave the country for the violence to stop, another continues to try to seek justice and protection

#### ***Lae Survivor Recommendations***

- Increase the general public awareness of gender based violence and all types of violence
- Accountability mechanisms are needed to check bribery within the FSVU
- Train FSVU officers in psychological first aid (PFA); how to respond to traumatized survivors and in the use of a non-judgmental survivor centered approach
- FSVU officers need systems and processes in place to support them and the effects of daily stress from responding to FSV and to prevent burn out a
- FSVU officers need training

### 1.2.3 Mt Hagen FSVU: Initial Findings per Evaluation Criteria and Survivors Case Studies

#### **Evaluation Criteria: Effectiveness**

- Mixed messages around coordination of different agencies. Government and non-government coordinating front line services. Government officers no longer attend meetings.
- Government agencies are working in isolation (PSO/PPO/PPC/magistrate) so they do not know what is happening.
- PSO say they used to go but it fell apart and needs to be revived.
- NGO organization hosts monthly meetings to discuss what everyone is doing and to follow-up on some cases and give feedback to each other. PSO /PPO/courts are invited but do not attend.
- FSVU is overwhelmed and busy. They suggest that the survivors determine the approach that they take. Approximately 97% survivors allegedly prefer mediation. Survivors (the two cases) suggest, however, they want a different direct action putting perpetrator behind bars. There is a contradiction between what survivors want and the response of the FSVU. Survivors suggest mediation is only a temporary solution for a couple of days and this raises questions about the effectiveness of the FSVU approach.
- FSVU unit has a vehicle and female officers do not have drivers license and have to bribe other sections with stationary to get agreement for a driver to take them to investigate.
- No FSVAC in the province to coordinate front line FSV services with police and other organizations. Need a coordinating body to strengthen the coordination.
- Absolutely no confidentiality for survivors.
- Lawyer for PSO know nothing about FSV services.
- Very effective to have female police officers and to have the FSVU itself: Women feel safer talking to female officers and having a separate place to go.
- No Safehouse in the entire province as it is not safe to have one.
- Constraints to effectiveness: Tribal conflicts can escalate very quickly, police very cautious about this issue in response / people are very wary of killing a person because of retaliate

#### **Evaluation Criteria: Efficiency**

- These figures contradict the police circulars: 298 cases reported to FSVU in June and 2 arrests made; Feb - 119 cases and no arrests; Jan - 125 cases and no arrests; March - 139 cases no arrests
- An initial scan of FSVU monthly returns might suggest that they are not accurate. In fact, FSVU officer interviewed suggested they have been mediating most cases and not recording the mediations count until July 2015. They began to do this because they were concerned it would look like the unit was doing nothing.
- Competition and territoriality between agencies doing the same work makes collaboration difficult.

#### **Evaluation Criteria: Sustainability**

- Mt Hagen has a FSVU displayed on its organization chart under the PSU reporting directly to the police station commander. The structure shows 8 staff including 2 NCOs. However, the PPC advises that the unit is not fully staffed due to general staffing shortages.



- FSVU has had no stationary budget since 2011 when Pat Palmer from PALJP stocked the unit with paper and toner. Currently the FSVU supply other units with stationary and printing. Once the stationary runs out there is concern they will not have supplies to run the unit. SOS has had no stationary supplies for some time.
- This unit is operating without any donor support and funding so chances of survival are much greater because they are funded from inside. But this means they no longer do collective inter-agency awareness raising and there are supply issues within the unit i.e. stationary and petrol

## Survivor Case Studies

### MARY's Story

Mary has been married for many years, she has five children ranging in age from 1 to teenagers. She is not from Mount Hagen, but moved here with her husband many years ago when she was a young woman. She reported to the FSVU because her in-law beat her with an empty beer bottle and caused serious injuries: a broken hand, injured leg and deep cut her head. He beat her because of a small argument she had with her husband the previous week. *'We had a small argument and he stabbed me with the knife. My husband had never hit me before. After he stabbed me, I went and stayed in my relatives' house with my kids. My relatives then told me to go back to my husband because I was becoming a burden. So I just moved back one week ago'.* The brother in-laws assault was her reason for coming into the FSVU, she wanted him arrested.

Mary knows that there are some laws against assault, but does not fully understand the law in regards to FSV. Moreover, she has internalized gender norms believing that when her husband stabbed her it was a private marital matter, whereas the assault by her brother-in-law was a police matter. *'When my husband hits me, it means that we have a marriage problem, but because my in-law hit me there is a law for this, so I came and put the report in and later whenever the police say okay we'll go and arrest him'.*

Women at the community level are talking about the FSVU but there are gaps in their knowledge of the law, the processes, available services and what the FSVUs do. Mary heard about the FSVU from other mothers and family members. Her sister-in-law told her *'the FSVU can help and get the police vehicle and go arrest that man'.* It was her first time at the FSVU. She did not know the court or police process. The front desk of the station directed her to the FSVU where she was offered a medical form by a female officer, but chose to forego the medical examination because she wanted the man arrested immediately. She did not fully understand that the medical form was part of the evidence gathering process. Both she and the junior officer were waiting for the boss to arrive to assign the case an OB number.

### Rebecca's Story

Rebecca's husband began to batter her early on in their marriage. She has one child and cannot read or write, so she is dependent upon others to write the stories she narrates. On the day she reported to the FSVU her husband had bashed her in the early afternoon and banished her from the house. He returned later in the afternoon drunk, and began to bash her again because she was still in the house. This time he threatened to kill her, it was not the first time he made these threats. When the FSVU and police were unable to help her she moved back to her village. After many months in the village her husband came to get her, she returned because he had her baby. He bashed her again with a beer bottle, breaking her hand and threatening to kill her. She has returned to her husband each time because of the baby. *'My family are Christians so they told me to go back because of the child'.*

She first learned about the FSVU from her brother and had reported to the unit on one previous occasion. The first time she went to the unit she had very clear expectations, to

make a statement and if the beatings continued to have him called to the station. The female officer refused to take her statement. She was instead referred to the village court for resolution of the issue. Despite reporting with physical injuries to her head she was not referred to the medical clinic. Rebecca made her way to the village court without assistance from the police. In the end she made three trips to the village court to have her case heard. Each trip cost her K8 return. Her husband did not show up for any of the court dates, despite being asked to appear, so she abandoned her case and moved back to her village for safekeeping. Rebecca is of the belief that the village court did nothing because the magistrates were from the same place as her husband. Rebecca went back to the police thinking she might get a fairer response and with the hope that they could resolve the case. She was not entirely confident that the police would be responsive after her first experience. She thus asked the interviewers to help her.

The second time Rebecca reported to the FSVU they took a statement. This happened on the day the unit was participating in the evaluation. She was not given an OB number immediately, but expected to get one. Rebecca is of the belief that if the FSVU write a report of the incident she has some level of protection; if her husband touches her again after a report has been taken the police will call him into the station and discipline him. She feels the only place she can receive a non-biased response is at the police station. Her ultimate goal is to get a divorce from her husband because *'he hits me every day and I am so fed up, all my body aches'*. She believes she will be able to do this in her village court and wants the police to help her to organize her case being heard in her village, where she will be able to obtain an independent decision. While she would like her husband to go to court, she does not want him to be arrested because he is the father of her child. She would like to get an OB number, for what she is not clear aside from thinking that the police need to have her case on record if she needs it in the future.

Rebecca's knowledge of FSV services and the responsibilities and processes of the FSVU is fragmented. She does not know about the FSC clinic. Her lack of knowledge meant that she had to return to the FSVU and the village courts many times. She had no one to guide her through the process. The FSVU officers did not provide her with any information about other services. Rebecca feels that the police do not give men who bash their wives a harsh enough punishment. *'When they hit you and you are very injured ... they should give penalty to stay in the cell for three to four months'*. She is conflicted in her response and changes her mind as she tells the story: first she does not want him arrested, later arrest is one solution in a staged response, finally she concludes the police are not harsh enough with penalties and suggests men who bash their wives should be in cells for up to 6 months in order to learn a lesson. Despite her unsatisfying experience with the FSVU, she would recommend the unit to other women and feels safe and comfortable when she comes to the unit. Rebecca would have been afraid to talk to male officers. She would like more information from the FSVU officers about the process and her options and thinks the police should respond immediately to reports of violence and arrest the man rather than leaving him free. Rebecca does not think that mediation will solve the problem. *'The abuse may stop but it comes back again'*.

### ***Knowledge of Mount Hagen FSVU and Mount Hagen FSVU Procedure***

#### **General Knowledge of FSVUs**

- Data suggests the FSVU is known in Mount Hagen at the community level. Women are talking about the FSVU but there are gaps in their knowledge of the law, the processes, available services and what the FSVUs do

#### **Enabling /Survivor Sensitive Response**

- **Private and Confidential Response**
  - Survivors suggest that privacy is understood but not always practiced by the Mount Hagen FSVU officers.
- **Reducing Burden of Complainant (i.e. limiting the number of times the incident is told)**
  - Survivors indicate the FSVU approach does not reduce the burden on them, they are required to tell their 'story' several times to several different officers
  - There is inconsistent reliability that the FSVU will respond the first time FSV cases are reported. Survivors must be persistent and report a number of

times

- Evidence Gathering / Recording of FSV complaints
  - Referral practices are inconsistent. Some survivors being referred for medical attention and reports, other are not even with evidence of medical injuries.
- Female Officers Available
  - Survivors have access to female officers and are more comfortable talking to them

#### Safety Considered

- Safety is not considered in the survivor response by the FSVU
- Survivors at high risk are being sent back to violent relationships with no law enforcement response

#### Investigation and Prosecution of FSV

- Some cases have not been investigated and there has been no prosecution

#### Referral Between FSV Service Providers

- There is evidence that referrals are inconsistent, some cases are being referred for medical assistance, others are not even when injuries are obvious. When referred, the process involves telling the survivor to go and get medical assistance rather than accompanying.
- Survivors are not offered transport to go and seek medical attention.
- Survivors are being told about the village courts but not referred or assisted in getting cases to the village courts.
- Referrals to village court is made to enable police to avoid law enforcement duties

#### Timely Response

- Evidence suggests there is not a timely response to cases

#### Impact: Stopping the Violence

- FSVU not effective in stopping violence, survivor has to leave town for the violence to stop

#### ***Mount Hagen Survivor Recommendations***

- FSVUs should provide information about the FSVU process, timeframe and follow-up to all survivors, as well as information about other FSV services
- Mediation should be offered as part of a package of services. If another offence is committed, the sanctions must include prison for the perpetrator who re-offends.

#### 1.2.4 Mendi FSVU: Initial Findings per Evaluation Criteria and Survivors Case Studies

##### **Evaluation Criteria: Effectiveness**

- This is a new FSVU unit that has been in operation for three weeks but there are very positive signs with the new unit.
- Relationships have been established with other key FSV support agencies
- FSVAC has been set up, is functioning and playing a coordinating role with regular meetings
- There is a constant /persistent line up of women and children suggesting the unit is already known amongst women in both rural areas and in town
- There are already 72 entries in the OB book in the 3 weeks the FSVU has been in operation (first recording on July 1<sup>st</sup> 2015).
- The unit is well staffed (5 staff) and motivated - they turn up early, work through lunch hour on occasion and the OIC appears to be available
- They have a vehicle and two FSVU officers capable of driving.
- FSVU staff have had no FSV training or orientation.
- FSVU is not shown on the organization structure so officers are unclear about where they fit within the organization i.e. chain of command.
- No clear procedures, duty statements and protocols have been communicated to the staff, they are carrying knowledge and experience over from the previous PSU experience. They have not been given job descriptions.
- They are actively photographing injuries, doing forensics and fingerprinting offenders for evidence.
- FSVU officers could be more effective in response if they have training in basic counselling supplemented with knowledge of where to refer for other kinds of counselling.
- There are current pathways between FSVU and FSC and safehouse.
- Village courts strong on minimizing compensation and maximizing police involvement.
- Compensation is a common practice for resolution of FSV matters in the Highlands.
- Survivors suggest that compensation the easy way out/solution for the perpetrator, the man gets away with the crime and they get no justice.
- Survivors pleased with the new FSVU unit and female officers.
- Public starting to go straight to the unit.
- Quick response on the part of the unit to FSV cases.

##### **Evaluation Criteria: Efficiency**

- Very early in the process so no statistics from the courts to indicate the pathway between policing and courts
- Office is very efficient in the way it is run i.e. they have vehicle log book and OB book for the unit
- Police have follow-up days for cases.
- Station commander is trying to instill discipline in the force that FSV will be treated seriously if committed by police officers and this paints a positive picture.

- FSVU officer have easy and quick access to contact details for all FSV service providers in the network it is too early to tell how effective the referral pathway is - but referrals are being made.
- There are experienced officers in the unit who have been exposed to FSV by dealing with it in the PSU; they need training to boost effectiveness.
- This FSVU is the most motivated unit we have seen possibly because it is new and they are well equipped with a pleasant work environment and resources.
- Internet connection not yet up and functioning.
- Good monthly reporting for the first month.
- Developed forms for the referral pathway.

#### **Evaluation Criteria: Sustainability**

- Because FSVAC would not have been set up without PALJP, the FSVAC coordinator role was hard to fill and will be hard to re-fill when his term is up the FSVAC may not function without PALJP being here in Mendi.
- If the unit develops trust and operates in a different way than other policing in the area has (no corrupt and not-brutal) it will continue to be relevant to the issues of FSV.
- There is a need to know all of the current laws in order to do awareness raising in the community i.e. The Family Protection Bill is not yet well known. They need to know which laws to apply and need funds to do continued awareness raising.
- The FSVU officers are enthusiastic, if they get promoted they could be shifted out and sustainability will come.
- Twice weekly diesel allocations if continued may prevent the unit from asking victims for payment of fuel to investigate cases and could further build trust with the communities.
- Problem with recurrent budget to finance operations on an ongoing basis.
- Case management appears to be sporadic and ad hoc with little organization within the police and the referral pathway.

#### **Survivors' Stories**

##### ***MARGARET's Story***

Margaret is the number 1 wife in a polygynous marriage. She has been married for 19 years and has 3 children. Her husband did not pay bride price for her. Margaret describes how the cultural practice of taking multiple wives, once a source of pride and popularity for men in patrilineal communities like Mendi, creates problems for women. *'My husband ... married a new woman. The argument started when I asked him to assist me with some money so that I could go and bury my late father at his village. He refused to lend me money and when I questioned him, he beat me up. When my eldest son (from her first marriage) saw that he was using a pinch-bar to hit me, he stepped in and defended me. When my husband saw that, he went out and loaded all his wantoks with weapons so that they could come and kill my son and me. I ran away with the boy and left my twin girls behind. My son and I have been on the streets for over a year'.*

Margaret's is a story of visiting several different agencies to try and get a resolution to her many related issues and to address her basic needs. In the first instance Margaret reported her case to the police front desk. There was no FSVU at the time. The police instructed her husband to sort out the problem in *'a more civil way'*. She had injuries from being hit with a pinch bar and was referred to the hospital but did not go because she was scared would find her so she self medicated. The police also advised her that she could take her case to the

village court, which she did in March 2015. The court ordered her husband to compensate her with K8000.00 with a September 2015 deadline to pay. The court refused to hear her case about the house she had been forced to leave because of threats of violence. This was the house she had lived in with her previous husband until he died. Despite the fact that she and her son were living on the street, she was advised this was a separate application. Margaret was not satisfied with the compensation amount in the village court ruling and would have preferred that the village court dealt with all of her issues in one sitting. She told the court that she had no housing and was sleeping in different places almost every night. At the time of the interview in August 2015, her husband had not yet paid her any of the compensation money. Margaret tried another route to try and get support and reported to the Welfare Office, who referred her to the FSVU. The police are unable to assist her until the deadline of September 14, 2015 passes.

She continues to live on the street and has not been able to get her twins back. In July 2015 she reported a child abuse case at FSVU on behalf of her son. *'My husband's new wife twisted his neck so he ran away'*. After being referred from the front desk two female FSVU officers took her son's statement as part of an investigation of child abuse. She also asked about her twins and was advised by the FSVU officers to leave them with the father, *'it's their father who took them so if anything happens to them and they die he is going to be responsible. We (FSVU) know that you put in your report saying that your husband took the two kids so it's okay leave them.'* Her expectations of the FSVU are significant, *'I want the stepmother to be charged and prosecuted for child abuse. She has accused my young son of raping her young daughter, scolded at him and verbally abused him over and over. I also want my twins back. I want them to take my husband out of my property so that I can live there with my children'*.

Her husband no longer abuses her physically, the financial abuse and neglect is ongoing. She is very happy to have police services, such as the FSVU, available for women and children in Mendi, and to have them staffed with female officers which she thinks encourages women to speak freely. She tells other women about the FSVU and that they are there to help.

### ***Knowledge of Mendi FSVU and Mendi FSVU Procedure***

#### General Knowledge of the FSVU

- Data suggests the FSVUs are known at the community level. Women are talking about the FSVUs but there are gaps in their knowledge of the law, the processes, available services and what the FSVUs do

#### Enabling /Survivor Sensitive Response

- Private and Confidential Response
  - Survivors suggest the need for a private place for interviews is understood and practiced by the Mendi FSVU officers.
- Reducing Burden of Complainant (i.e. limiting the number of times the incident is told)
  - Survivors indicate the FSVU approach does not reduce the burden on them, they are required to tell their 'story' several times to several different officers
- Evidence Gathering / Recording of FSV complaints
  - Referrals made to the village courts and for medical reports as apart of the evidence gathering.
  - Survivor do not fully understand that medical reports are apart of the evidence gathering process
  - Accompaniment is not being offered to the survivors to obtain medical reports so some survivors are not attending for medical report
- Female Officers Available
  - Survivor have access to female officers

#### Safety Considered

- Safety is not considered when the survivor reports to the police front desk; it is being

explored by the FSVU

#### Investigation and Prosecution of FSV

- Unknown - too early

#### Referral Between FSV Service Providers

- There is evidence that referrals are being made for medical assistance. The process involves telling the survivor to go and get medical assistance.
- Survivor are not being offered transport support to go and seek medical attention.

#### Timely Response

- The village court decision is male biased in favour of the perpetrator i.e. the village court gave the perpetrator nine months to pay compensation when the wife and son were living on the streets. No installment plan was ordered to provide some relief to the wife in the interim. The courts requested the wife come back with another case to deal with a related housing issue.
- Police are not yet able to enforce the village court order until the deadline of which is September 2015.

#### Impact: Stopping the Violence

- The physical violence has stopped but the financial abuse has continued and other forms of violence, namely child abuse, are now an issue

#### ***Mendi Survivor Recommendations***

- The state government should increase financial support to the FSVUs to ensure their development and expansion outside the urban areas.



### 1.2.5 Waigani and Boroko FSVUs: Initial Findings per Evaluation Criteria and Survivors Case Studies

#### **Evaluation Criteria: Effectiveness**

- Director of Child Protection Community Development tasked to be at the desk is not easily available. Other staffers suggest he is never around which raises questions about availability and effectiveness of relationship with community development
- Of the three FSVUs in POM, Waigani is said to be the most well known, most used and top of the range in response - this from other service providers in the referral pathway
- Courts are not giving deterrence sentences they are issuing IPOs and not placing perpetrators behind bars. For example, courts may be using IPOs as only option for punishment rather than as one of a body of options and the IPOs are limited in duration
- FSVU are blaming the lack of lock up of perpetrators on the courts when indeed they should be locking up and applying for IPO with the victim
- Some FSVUs i.e. Boroko have not been trained on the new Family Protection Bill and are still charging under the old summary offences act which is weaker in penalties
- Survivors feel more comfortable talking to female police officers, while some service providers like the mix of male and female officers in FSVUs
- Effective to have a separate unit with a separate gate/entrance to the FSVU but the access to the office has to be direct and clear

#### **Evaluation Criteria: Efficiency**

- Human resources raised as a persistent issue for all FSVUs and suggested to be related to limited service delivery and availability ie. Hours of operation are 8 am -4 pm Monday to Friday. For example, Boroko approximately 30 reports a day and 3 staff and Waigani 25-30 per day and 3 staff. So not enough staff to do IPOs, take in fresh cases and follow up and investigate cases
- Lack of training and orientation for staff in place and those joining the unit. Training on new legislation is a good example.
- Lack of resources in general, most units lack basic resources such as toner, paper and other basics. It is difficult to be efficient if you are not provided with basic tools to do the job.
- Many members within the units feel that the physical location of the FSVU office is not conducive to confidentiality or the sensitive handling of victims. Many feel the FSVU Office should be separate from but close to the main police station.
- Many staff feel that victims should not have to go through the main entrance or the front desk, and that there should be a separate entrance for victims to be seen.

#### **Evaluation Criteria: Sustainability**

- The “Formalisation “document will see the FSVU included within the structure with a stand alone budget. The National O/C will be at Chief Superintendent level rather than Chief Inspector, this will elevate the status of FSV”.

## Survivors' Stories – Waigani

### ***Susan's Story***

Susan was beaten by three women, one of whom is her husband's girlfriend, in the car park of her office. This is not the first time she has been attacked by the girlfriend. In fact, she has had to obtain an IPO against the woman to protect herself from threats and acts of violence once before. The day she was beaten was the same week that the previous IPO from the District Court had expired. An FSC nurse witnessed the fight and intervened. Weapons were used in the attack, so Susan had to go to the hospital before she could report to the Waigani police station. After treating Susan the FSC referred her to the FSVU; an FSC staff also accompanied as this was her first visit to the FSVU. At the FSVU Susan was received by a male officer, who heard her story, and referred to another for processing (statement taking and issuing an OB number). She told the police she wanted the woman arrested and an IPO issued so she could not attack her again. She gathered all of the necessary evidence including a medical report, photographs and the previous IPO and delivered them to the lead FSVU officer. The perpetrator and her brothers threatened Susan sufficiently that she went to a safehouse on her own and stayed for a week.

The FSVU officers were very helpful but the process has been very slow. Two months after filing the report with the FSVU Susan is still waiting for the IPO application to reach the court. Communication has been very poor and Susan has had to make several visits to the FSVU to chase up the case. She relates this the slow delivery of services to the number of clients at the FSVU and the low number of staff. In order to try and get some movement Susan calls her FSC contact who in turn calls the male police FSVU officer. Missed deadlines on the part of the FSVU have been attributed to the lack of a vehicle. When Susan calls the landline for the station she cannot get the officer and the mobile number rings out. She feels that female officer may be more sensitive to the story of women survivors and, accordingly, may act more quickly.

### ***Knowledge of POM FSVUs and POM Waigani FSVU Procedure***

#### General Knowledge of FSVUs

- Survivor did not know of FSVU before using the service, once in the system got to know of the different services and used the safehouse without police support

#### Enabling /Survivor Sensitive Response

- Information not shared about the case
- no payment for medical treatment
- Not satisfied because of poor communication, the many visits to get try and get movement on the case and the passage of 2 months and there is still no IPO

- Private and Confidential Response

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- Reducing Burden of Complainant (i.e. limiting the number of times the incident is told)

- communication very poor with the V/S
  - Survivor has to follow-up through the FSC staff
  - FSVU not following up or communicating with survivor

- Evidence Gathering / Recording of FSV complaints

- FSC photographs injuries and brings them to FSVU with survivor
  - OB number
  - Statement taken
  - Previous IPO

- Female Officers Available

- Male and female officers available
  - Male welcomes, female takes statement
  - Male officers do not feel what you are going through

#### Referral Between FSV Service Providers

- FSC officer at scene of violence sends V/S to FSC
- FSC refers to FSVU Waigani and accompany her

#### Timely Response

- Response very slow
- Two months since the report and no IPO

#### Impact: Stopping the Violence

- IPO stops same violence previously, as soon as it expires attacks begin again

#### **POM (Waigani) Survivor Recommendations**

- A separate phone line for the FSVU in the station
- FSVU officers need to communicate with V/S about status of their case and follow-up with them
- All police stations should have female officers because women feel more comfortable talking to women.
- The problem of FSV is national, so all police stations should have an FSVU. This would enable V/S to report to stations close to where they live rather than travelling a long distance
- Train FSVU in FSV
- Arrests need to be quicker and the process needs to be fast tracked
- 24/7 access
- provide a separate entrance for the FSVU, on the same compound but in a separate building

#### **Survivors' Stories – Boroko**

##### ***Yvette's Story***

Yvette is a socially isolated foreigner, she came to PNG with her husband a long time ago and has been dependent upon him, for everything, since her arrival. They have two children. She had very few friends or associates and almost never left of the house. Her husband had an affair with a young woman and then tried to poison her. *'I got sick when eating later in the night I was in pain and vomiting. After two weeks my mind was telling me that it was dangerous for me to stay'*. In a desperate psychological and frightened state, when her husband was at work, she went to her female neighbor, whom she had never spoken to before, to ask for help. Her neighbor knew about the FSVU and transported her to the Boroko FSVU.

Accessing the FSVU within the police compound was difficult. *'When we reported to the police we went through the back door and then down the corridor and into the FSVU office. It is difficult to enter the FSVU because you have to go around and around and through a lot of corridors, vehicle lots and police officers'*. The female FSVU officer whom she reported to with the assistance of her neighbor, was very supportive. *'She asked me to tell my story and wrote things down. It was easier to talk to her because she was a woman. I was without money, friends and had no place to go. She rang one of the safe houses and they agreed to admit me'*. The FSVU officer did not have access to a vehicle; transport to the safe house was provided by Yvette's neighbor and made her experience much easier. In an example of supportive police work the female FSVU officer visited Yvette twice in the safe house.

Yvette was in a traumatized state when she reported to the FSVU, and is still healing, many things about that time are unclear for her. She does remember that she did not want to take any legal action *'because my two sons are studying here and if my husband lost his job my sons would be in trouble'*. She had very clear expectations despite her trauma; *I just wanted to be in a safe place where I could be fed. I feel safe here. I am very happy they have treated me very kindly.*

### Florence's Story

Florence has been married to a Highlander for many years, they have five children; he did not pay bride price. While her husband has been beating her from early on in their marriage, the severity of the assaults increased in recent years. She reports that he uses weapons and has broken bones, skin and her teeth. After the last assault she feared for her life. Florence has reported to the police several times, including to the FSVU. After reporting to the police her husband promises to stop beating her. He keeps his promise for one to two weeks, but then begins to beat her again, often when he has been drinking beer. Florence fears that his escalating violence will kill her. Still, after initiating the most recent incident of violence Florence, on the advice of the safe house staff, decides to drop the legal case on FSV so as not to undermine his support for their five children.

There are times when he beats her that she has reported directly to the FSC rather than reporting to the police. Such was the case the last time she reported. Her husband beat her with an iron bar. When she reported to the FSC the staff, after treating her for her injuries, and upon hearing she feared for her life, made immediate contact with a safehouse and accompanied her there. In discussion with the safehouse staff Florence filed a report with the FSVU and found herself chasing the FSVU for weeks. The FSVU told her, after taking a statement and giving her an OB number, which they could not move forward with her case until they had the medical report; they were trying to determine if it was a case for CID. Florence made several visits over a two month period to the FSC (the hospital doctors were on strike) and the FSVU to try and get movement on the case. The shelter paid for her transport costs. The FSVU officer intervened at one point, writing a letter and paying a visit to the clinic to try and obtain the medical report. In the meantime they also interviewed Florence's husband as part of the investigation process.

Florence reports being very frustrated with the back and forth and the length of time it was taking. She suggests it was this and the advice of the safehouse staff that influenced her to drop the legal case against her husband and to work with a lawyer to file for divorce. On reflection Florence adds that she has reported to the police a number of times, her husband has been warned, arrested, and locked up. Each time *'he promised that he will not do it again but 'he never keeps his promise. Now he is telling me he regrets beating me, so you must come back. I said that I don't want to come back because my life is important. If I die and who is going to look after my children.'* Florence is conflicted about whether she would refer other women to the FSVU; first saying no and then saying yes, but advising they need to speed up the process.

### **Betty's Story**

Betty was forced into marriage before completing secondary school. Bride price was paid to her family and a promise that she could continue with her education after marriage. After Betty married her husband told her there was no money to pay school fees. She continued with her education and went onto college with the help of her family. During Betty's six month college course she gave birth to a baby boy, but fell ill. Betty and her husband moved back to his village, immediately after she gave birth, where he provided no financial support for the basic needs of the mother and baby. It was in the village house and before Betty had recovered from having given birth, that her husband raped and beat her. She moved back to her village the very next day fearing she might be pregnant again, but he followed her many times. One night when her son was four months old he came to her family house as they slept and broke the door down. *'He ... broke into the house took a bush knife and wanted to cut me'. . 'He punched my eye resulting to a swollen black eye, dragged me here and there and lifted me up and slammed me to the ground. I felt that I was going to die because I so weak'*. Betty reported the incident to the police in Tari, who did not take a report but told her to go to the District Court House. She tells us that she did not get much assistance; she had no idea what to do or who to see at the Court House, she was not referred to a medical facility for her injuries and had no money to attend court, so she dropped the case.

Betty asked her family to give back the bride price of one pig and a payment. Her family refused and forced her to return to her husband because they were afraid her husband would kill them. Her husband continued to beat her. Desperate Betty took the case to her village court where they ruled in her favour commenting *'if the woman doesn't want the man ... that clearly shows that the husband's actions are bad'*. Her family were ordered to give back half of the bride-price payment including the pig. However Betty's father advised that he had already used up the bride-price payment and told Betty if he were to die, she would have to compensate his family for that. A conflict ensued between her maternal and paternal family members: her maternal family agreed to pay half of the bride price and told her to stay; her paternal family refused and wanted her to go back. Betty returned to her husband's village where she was beaten for another year and fought off his attempts to impregnate her both physically and with contraception. She reported to his village court without any resolution of the case. Eventually Betty and her husband moved to POM. While beating Betty one day on the highway near the Hohola police station a police vehicle arrived and told her to go the hospital. They did not take her to the hospital, it was her neighbors that did so. The police took Betty's statement and issued an OB number before referring her case to the FSVU Boroko. Her husband was also ordered to come into the station but he was not arrested. Betty believes he bribed the police.

The FSVU in Boroko was very helpful providing Betty with the first concrete legal and referral pathway information. Betty wanted her husband arrested and so was assisted by the FSVU in gathering evidence. The FSVU Boroko photographed Betty's scars and injuries, told her about the FSC and had her go to get treated and a medical report. She had to pay for the medical report. She was not given an IPO. Betty's case is still pending because Betty's father has pressured her to drop the case, he thinks arrest and court is too harsh a punishment. They settled instead for compensation and Betty went back to her husband. The violence continues.

# Appendix J – Forms for Case Reporting

In Mount Hagen, the field team found the following examples of forms used by My Hagen FSVU:

## Daily Statistic Form

Mt Hagen Family and Sexual Violence Unit Daily Statistics					
Date					
Offence	Comp't/ Victim Particulars	Suspect	Relationship	Location of offence / Com	Referrals Remarks

## Monthly Return Form - FSVU Mt Hagen

Royal Papua New Guinea Constabulary Police Station Commander						
Sir						
Subject: Monthly Return						
No	Offence	No of Reported Cases	No of Mediations	No of arrests	Referrals	Pending
Comment						

## Monthly Report Form - Domestic Violence - FSVU Mt Hagen

Royal Papua New Guinea Constabulary Police Station Commander Sir Subject: Monthly Report on Domestic Violence				
Month				
No	Offence	Reported Case	Referrals	Arrest

## Quarterly Report Form (January to March) - FSVU Mt Hagen

Royal Papua New Guinea Constabulary				
Sir				
January to March 2015				
No	Offence	No of Reported Cases	Referrals	Arrest
Comment				

In Waigani, the field team found the following examples of forms used by Waigani FSVU.

**Weekly Report Form from FSVU Waigani**

Family and Sexual Violence Unit – Waigani Police Station Weekly Situation Report		
Crime / Offence	Figures	Remarks
Total Cases		
Welfare / Civil Cases		
Total Cases		

**Monthly Return Form from FSVU Waigani**

Family and Sexual Violence Unit – Waigani Police Station Monthly Returns for (month)								
Offence	Figures	Arrest	Pending	IPO	Sorted Out	Welfare	Mediation	Safe House
Total								
Welfare Cases								
Total								
Overall (Total)								

**Annual Return Form – FSVU Waigani**

Family and Sexual Violence Unit – Waigani Police Station Annual Return for (Year)									
Offence	Figure	Arrest	CID	IPO	Solved	Welfare	Med	S/House	Nil f/up
Total									
Civil/ Welf									
Total									
Comments:- Manpower Office Equipment Vehicle Remarks									

Lae gathered data in different formats. Examples: -

**Monthly Reporting Form - Lae FSVU**

Family and Sexual Violence Unit – Lae Metro Command Offences Reported for the month of (Month)				
Offences	Reported	Arrested	Cleared	Pending
<u>Interim Protection Orders</u> Number under process Number executed / before the court <u>Cases reported by:</u> Female Complainants / survivors Male Complainants / survivors Child survivors <u>Number of Referrals issued for various assistance</u> CID Welfare Courts Hospital (MSF/Angau/Susu Mama Awareness				

Family and Sexual Violence Unit – Lae Metro Command Quarterly Reports April – June 2015				
Offences	Reported	Arrested	Cleared	Pending
<u>Arrests made by: -</u>  <u>Interim Protection Orders</u> Number under process Number executed / before the court <u>Cases reported by:</u> Female Complainants / survivors Male Complainants / survivors Child survivors <u>Number of Referrals issued for various assistance</u> CID Welfare Courts Hospital (MSF/Angau/Susu Mama Awareness  General Comments				





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