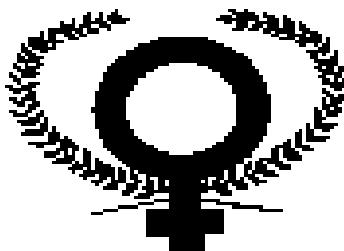


VANUATU WOMEN'S CENTRE
Program Against Violence Against Women

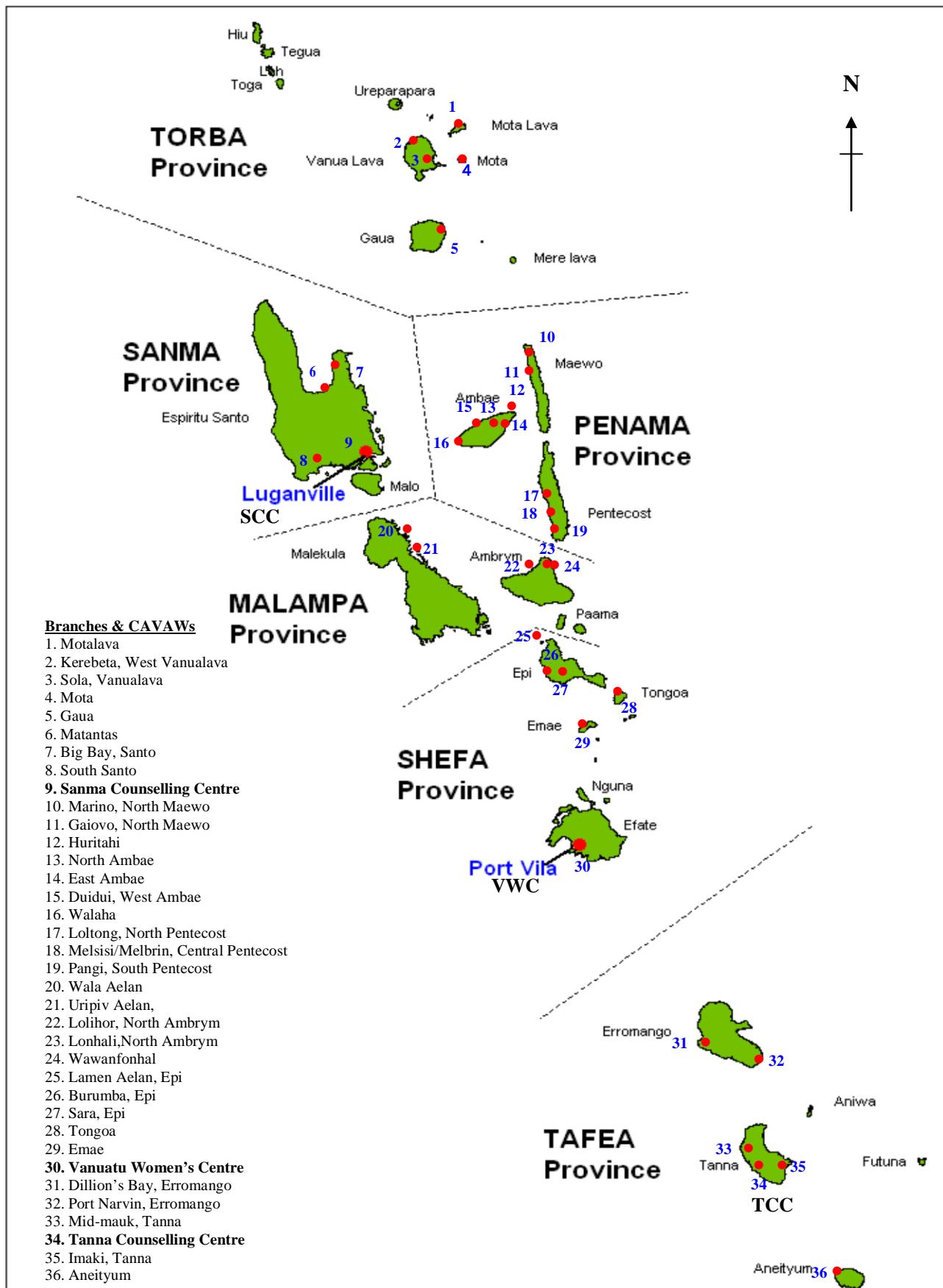


**FINAL
PROGRAM DESIGN DOCUMENT
July 2007 – June 2012**

April, 2007

Vanuatu Women's Centre

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ABBREVIATIONS AND GLOSSARY

AusAID	Australian Agency for International Development
AP	Annual Plan
<i>Bislama</i>	One of three national languages of Vanuatu
CAVAWs/ <i>KAVAWs</i>	Committees Against Violence Against Women, based in remote island communities in Vanuatu
CSO	Civil society organisation
CE	Community educator of VWC
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
CRP	Comprehensive Reform Program of the Vanuatu Government
DEVAW	United Nations Declaration on the Elimination of Violence Against Women
DOWA	Department of Women's Affairs
FPU	Family Protection Unit of the Vanuatu Police Force, in Vila
FWCC	Fiji Women's Crisis Centre, Managing Agent for VWC's program
<i>Kastom</i> / Custom	Custom, or the traditional knowledge, beliefs, technologies, organizational and family systems that guide daily behaviour, key life ceremonies and conflict resolution practices
ICR	Independent Completion Report for the program
<i>Kastom Court</i> / Custom Court	A custom meeting chaired by the chiefs to resolve disputes within the community
Regional Network	Pacific Women's Network Against Violence Against Women (FWCC is the Secretariat for this network)
M&E	Monitoring and evaluation
MDGs	Millennium Development Goals
<i>Nasara</i>	A customary payment to the chief for permission to conduct work in the village
Ni-Vanuatu	A national of Vanuatu
NZAID	New Zealand Agency for International Development
PAA	Priorities and Action Agenda for Vanuatu 2006-2015
PCR	Program Completion Report (to be prepared by VWC and FWCC)
PDD	Program Design Document
PM	Program Manager of FWCC
PO	Project Officer of VWC Branch
PR	Progress Report
RPPA	Revised Pacific Platform for Action on the Advancement of Women and Gender Equality, 2005-2015
RTP	Regional Training Program of FWCC held annually in Suva
SCC	Sanma Counselling Centre, a Branch of VWC on Santo island
TCC	Tafea Counselling Centre, a Branch of VWC on Tanna island
UNIFEM	United Nations Development Fund for Women
Vatu, Vt	Unit of currency in Vanuatu
VAW	Violence against women
VAWC	Violence against women and children
VMF	Vanuatu Mobile Force
VPF	Vanuatu Police Force
VWC	Vanuatu Women's Centre
WHO	World Health Organisation

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Exchange rate used – Vatu 80 = AUD 1.00

VWC STAFF POSITIONS

Coordinator	Merilyn Tahi	Counsellor Trainer	Marie Shem
Fin/Admin Officer	Samantha Garae	Mobile Counsellor	Kristine Keasi
Office Assistant	Ruth Yawoi	Counsellor	Lily Natu Tawari
Community Educator	Serah Ligo	Counsellor	Vacant
Cleaner	Mildred Evon	Lawyer	Agathe Malsungai
Deputy Coordinator	To be recruited in year 1	Research Officer	To be recruited in year 1
		Volunteer	Vacant

TCC STAFF POSITIONS

TCC Project Officer	Kaloka Wilfred	Counsellor	Lotty Kayai
Office Assistant	Nadia Erik	New Counsellor	To be recruited in year 1
		Volunteer	Vacant

SCC STAFF POSITIONS

SCC Project Officer	Kathy Bani	Counsellor	Fridah Butu
Office Assistant	Nadia Eric	Counsellor	Lolette Worwor
Community Educator	Annie Philemon	Volunteer	Vacant

VWC MANAGEMENT COMMITTEE

VWC Coordinator	Merilyn Tahi	Trustee	The Hon. Hanson Matas Kelekele (First Lady of Vanuatu)
TCC Project Officer	Kaloka Wilfred	Trustee	John Liu
SCC Project Officer	Kathy Bani	Trustee	Moses Stephens

FWCC MANAGING AGENT AND CONSULTANTS

Program Manager	Edwina Kotoisuva	Counsellor Training Consultant	Valerie Thompson
Consultant in planning, monitoring, risk assessment etc	Dr Juliet Hunt	Male Advocacy Training Consultant	Stephen Fisher
		Research Consultant	To be identified

1. EXECUTIVE SUMMARY

Program Origin and Design Preparation

The Vanuatu Women's Centre (VWC) is an independent CSO based in Vila which was established in 1993. VWC's Program Against Violence Against Women includes the provision of counselling services, community awareness and legal advocacy programs throughout Vanuatu. VWC manages two Branches – the Sanma Counselling Centre (SCC) on Santo funded by NZAID and the Tafea Counselling Centre (TCC) on Tanna which was established in 2003 and funded by AusAID as part of VWC's core funding. VWC has established a network of island-based Committees Against Violence Against Women (CAVAWs) which undertake local community awareness activities and assist women and children living with violence in remote communities. NZAID also funds VWC's Safe House facility for women in crisis situations.

The Managing Agent for the program is the Fiji Women's Crisis Centre, which is the secretariat for the Pacific Women's Network Against Violence Against Women.

The program design was developed in a participatory manner including extensive consultations with stakeholders. A Concept Paper was submitted in July 2006. AusAID undertook a review of VWC in July/August 2006. This concluded that there is considerable stakeholder support for VWC's work and evidence that the service meets a real need in the community. The review recommended that a design document be prepared. Workshops were held in December 2006 to develop a monitoring and evaluation framework and draft design. AusAID undertook a peer review in March 2007 which has fed into the current design.

Program Description

The program goal is to eliminate violence against women and children throughout Vanuatu. The expected outcome is increased community acceptance that violence against women and children is a violation of human rights. This will be achieved through outputs and activities in 5 components. The design framework describes an ongoing program rather than a time-bound project with discreet activities. It encompasses all areas of VWC's work including those funded by NZAID. It includes the work of the 2 Branches and CAVAWs, and VWC's support, mentoring, capacity building and resourcing of their activities.

Component 1: Counselling, Legal Assistance and Support Services

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

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

The provision of counselling, legal and support services to women and children who are survivors of domestic violence, psychological and sexual abuse is a core strategy in VWC's efforts to eliminate gender-based violence. This will be carried out through

centre-based counselling and mobile counselling in Vila settlements, rural areas on Efate and during VWC visits to CAVAWs in the islands. Branches and CAVAWs will refer complex cases to VWC.

The Client Support Fund is a new feature of the design which will increase VWC's effectiveness at providing counselling and legal services to the poorest women from the islands. Direct assistance will also be provided through the payment of court fees.

The design includes a number of counsellor training activities annually including the provision of technical assistance for counsellor training. Monitoring and reporting on capacity building performance outcomes for counsellors will be strengthened.

Component 2: Branches and CAVAWs

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

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

This covers activities undertaken by VWC's 2 Branches in SANMA and Tafea provinces, the work of CAVAWs, and the extensive range of support and capacity building provided to Branches and CAVAWs by VWC to increase their effectiveness and the sustainability of outcomes. Networking with local community leaders, provincial government and other agencies to support CAVAWs is a key strategy.

Branch and CAVAW activities mirror those undertaken by VWC and include counselling, legal and other support to clients, community awareness activities, data collection and networking with other agencies and community leaders. This component also includes an assessment of community needs and feasibility for a new Branch to be undertaken in year 3, although no budget allocation is included for the establishment of a new centre.

Component 3: Community Education and Awareness

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

1. Community awareness
2. Data collection and research

A new design feature is the strengthening of VWC's research capacity, including the recruitment of a Research Officer. VWC will undertake 3 research activities. The first is a baseline study of prevalence, incidence and attitudes on violence against women and will be conducted over the first 2 years. VWC will collaborate with the Department of Women's Affairs and the National Statistics Office. The methodology will draw on lessons learned internationally on baseline research on gender-based violence. A second research project will be undertaken in years 3 and 4. This will be a qualitative study on custom, violence against women and community understanding

of human rights, including customs surrounding marriage and bride price. VWC will also conduct three surveys of client satisfaction in years 1, 3 and 5.

Research activities will strengthen VWC's service delivery in all areas. The findings from the research will directly feed into the development of community education materials, legal advocacy and training, and will assist VWC to target new areas for community awareness activities and for the establishment of CAVAWs. Counselling and community awareness-raising will be undertaken during and after the fieldwork for research – this provides an important opportunity for further outreach to island communities.

VWC will hold 2 national conferences on violence against women in December 2008 and December 2011. These will review strategies to increase the effectiveness of the work of VWC, Branches, CAVAWs and other stakeholders in changing attitudes, law and behaviour on gender-based violence. VWC will continue to undertake regular campaign and media activities. A range of community education and legal literacy materials will be trialled and produced and widely distributed to Branches, CAVAWs and other agencies, including VWC newsletters.

Component 4: Legal Advocacy, Lobbying and Human Rights Training

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

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

VWC will continue to lobby for human rights to be reflected in laws and procedures, with a focus on the passage of the Family Protection Order Bill until this becomes law. Once the legislation is gazetted, VWC, Branches and CAVAWs will monitor the implementation and enforcement of the legislation throughout Vanuatu.

Male advocacy on women's rights will train men from rural and urban areas who already have a relationship with VWC, Branches and CAVAWs, or who are in a position to influence community attitudes and service provision to women and children. The goal of eliminating violence against women and children can only be achieved if VWC engages with men. The long-term aim of the male advocacy output is to establish a core group of men who advocate for women's and children's rights, create space for women to pursue their rights, and work with men to change attitudes and behaviour while remaining accountable to VWC, Branches and CAVAWs.

Component 5: Management and Institutional Strengthening

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

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

A range of training opportunities will be provided to VWC staff to improve their skills. Hands-on training and technical assistance will be provided in strategic planning, monitoring, reporting, risk assessment and financial management, with the

long-term aim of phasing out FWCC's role as managing agent. Monitoring and reporting on capacity building outcomes will be strengthened. Annual planning will include a review of every aspect of the design through participatory workshops. A new feature to strengthen organisational transparency is annual public meetings held by VWC.

The expansion of VWC's activities including the recruitment of new staff will put a considerable strain on current office accommodation. VWC places a high priority on securing permanent premises to consolidate its institutional sustainability and will submit a separate proposal for permanent premises to AusAID early in year 1. This is estimated to cost around A\$375,000 and is not included in the cost estimates below.

Resources and Costs

The total cost of the program is outlined in the table below.

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

Human resources include all current staff and 3 new appointments, including a Deputy Coordinator and Research Officer for VWC and an additional Counsellor for TCC. Technical assistance will be provided in all areas by FWCC and specialist consultant expertise will be contracted for: counsellor training; male advocacy training; research; and program design, monitoring, risk assessment and reporting.

Performance Monitoring and Evaluation

A monitoring and evaluation matrix is attached at Annex 6 and discussed in section 6. The monitoring and evaluation framework is designed to meet both VWC's and AusAID's information needs.

Demonstrating changes in attitudes and behaviour on gender-based violence requires a longer-term perspective than a 5-year program. Goal and outcome indicators have been selected to provide both quantitative and qualitative information to verify project achievements and impacts. The monitoring and evaluation framework also identifies methodological issues to be considered for independent assessment of performance such as the AusAID mid-term review.

There are three indicators for the goal of eliminating violence against women and children. One focuses on women acting to eliminate violence in their own lives by taking action to assert their rights, and one assesses the prevalence of gender-based violence. One focuses on legislation to eliminate violence – this is beyond VWC's control, but is essential to achieve the goal and is a critical for situational analysis.

There are three indicators for measuring progress towards the outcome. These measure changes in behaviour by women, men and community leaders. One qualitative indicator focuses on public statements by community leaders and policy by national and provincial governments. Output indicators focus primarily on demonstrating quality and effectiveness.

Risks, Sustainability and Impact on Poverty

VWC's approach to problem analysis and the development and review of program strategies has been robust and based on extensive experience and lessons learned internationally.

Risk assessment and management is outlined in section 5.2 and Annex 2. Risks to the achievement of the program goal and outcome arise from the social, cultural and economic context which accepts violence against women and children as a legitimate form of discipline or punishment, and which perpetuates gender inequalities in access to education, employment, freedom of movement and decision making in Vanuatu. Key strategies to manage all risks and to increase the sustainability of outcomes are integrated into the program design.

VWC's program will assist the poorest and most vulnerable women in urban and isolated rural island communities. The program will have both a direct and indirect impact on poverty through activities and outputs that:

- encourage government and institutions to be more accountable to poor women, particularly in the law and justice sector;
- encourage the pre-conditions for women to increase their productivity and gain their basic human and legal rights (violence prevents women from contributing to and benefiting from development activities); and
- reduce the vulnerability of women to poverty by working to eliminate violence.

Consistency with Australian and Vanuatu Government Policies

VWC's program over the next 5 years will assist to implement the Vanuatu Government's policy on violence against women, and will help Vanuatu to meet its international commitments to gender equality.

VWC's program is in line with the new strategic framework for Australia's overseas aid program outlined in the White Paper. The program will assist to reduce poverty and promote sustainable development both directly and indirectly. It promotes gender equality, which is an over-arching principle for the aid program, including women's participation in decision making, the human rights of women and efforts to eliminate discrimination against women. VWC's program will also assist with implementation of Australia's policy on gender equality – by promoting and protecting the human rights of women and girls in law and justice sector service delivery, and by working towards the elimination of gender-based violence and all forms of discrimination against women.

2. PROGRAM PREPARATION

2.1 Program Origin and Background

This design document summarises the draft program design for VWC's program against violence against women and children from July 2007 to June 2012.

The Vanuatu Women's Centre (VWC) is an autonomous civil society organisation (CSO) which was established in 1993. VWC's program is a nation-wide one and includes the provision of counselling services, community awareness and legal advocacy programs. VWC manages two Branches – the Sanma Counselling Centre (SCC) on Santo funded by NZAID which was established by VWC in 1995, and the Tafea Counselling Centre (TCC) on Tanna which was established in July 2003 and funded by AusAID as part of VWC's core funding. VWC also established and nurtured a network of island-based Committees Against Violence Against Women (CAVAWs) which undertake local community awareness activities and assist women and children living with violence in remote communities. NZAID also funds VWC's Safe House facility for women in crisis situations due to violence.

AusAID funding for VWC's program is managed by the Fiji Women's Crisis Centre (FWCC, based in Suva), which is the Secretariat for the Pacific Women's Network Against Violence Against Women. However, VWC has always been a wholly independent ni-Vanuatu CSO with its own local management committee and constitution which covers all its operations, including those of the 2 Branches.

VWC first received short-term funding from AusAID at a minimum level in July 1994 through the International Women's Development Agency. From 1994 to 1998, there were many periods when staff worked without salary or budget due to a number of funding gaps. FWCC became the managing agent for AusAID funding for VWC's program in July 1999 when AusAID began to provide core support on a multi-year basis for VWC's activities (with the exception of SCC and the Safe House).

2.2 Preparation of the Program Design

VWC undertook extensive consultations with CAVAWs, the 2 Branches, staff, trustees and other local agencies to develop the draft design included in this PDD. Discussions on the past achievements and future visions and priorities for the program began with CAVAWs from the northern provinces in February 2006. They continued at the national CAVAW training and the VWC retreat with all VWC and Branch staff, both of which were held in March 2006 in Vila. During April 2006, all VWC staff along with the FWCC Program Manager and Australian consultant undertook 5 days of workshops. These focused on updating the social, economic, policy and program context of VWC's work, and identified lessons learned, successful strategies for addressing violence over the past 5 years and new strategies needed to address the serious ongoing problems of violence against women and children throughout Vanuatu. A draft program design, logframe and indicative budget were developed during these workshops, were discussed by the VWC Management Committee in May 2006 and submitted to AusAID in a Concept Paper in July 2006.

AusAID undertook a review of VWC's program in July/August 2006. This included a stakeholders workshop and consultations with Branch staff, CAVAW members from various provinces and a visit to the Sanma Counselling Centre. The review concluded that there is considerable stakeholder support for the work of VWC and evidence that the service meets a real need in the Vanuatu community. The review recommended that the Concept Paper for the next phase of VWC's program be developed as a design document.¹

The review made a number of recommendations which have been taken into account, including the need to address performance monitoring in the design. A workshop was held in December 2006 to develop a monitoring and evaluation framework, with the participation of VWC, Branch and AusAID staff and a Trustee from the VWC management committee. Workshops were also held with VWC staff to develop the risk assessment and management framework and all other aspects of this design.

A draft program design document was submitted in January 2007. This was considered by an AusAID peer review in March. The peer review recommended that the monitoring and evaluation framework be simplified to reduce the burden of reporting on VWC, and that a client feedback questionnaire be used to assess the quality of counselling and support services. The appointment of a Deputy Coordinator was identified as a high priority. The need to strike a balance between research activities and VWC's core work of service delivery was also highlighted, along with the importance of demonstrating tangible capacity-building results that will enable VWC to independently manage its own funding in future. All the recommendations of the peer review have been incorporated into the current design.

¹ "Review of the Vanuatu Women's Centre Project, Final Report, August 2006": 6-7.

3. SITUATION ANALYSIS

3.1 Institutional, Policy and Program Context

3.1.1 Vanuatu Government and Regional Policy on Violence Against Women

According to the Vanuatu Government's Constitution, women have equal rights under the law. Vanuatu has ratified both the Convention on the Elimination of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC).

VWC played a key role in ensuring that gender issues were addressed in the Government's Comprehensive Reform Program (CRP). Gender equality benchmarks were developed for the CRP in 9 areas, including Violence Against Women and Discriminatory Laws, and Customs, Religion and Culture. The Vanuatu Government's Priorities and Action Agenda for 2006-2015 (PAA) includes the objective of promoting gender equality and empowering women, in line with the Millennium Development Goals (MDGs).²

The Department of Women's Affairs in the Ministry of Justice and Social Welfare has a policy on violence against women which shares VWC's program goal of eliminating violence against women and which aims to ensure that perpetrators of violence are held accountable. The policy aims to meet Vanuatu's obligations under the Constitution, the CRP and CEDAW, and refers extensively to the United Nations Declaration on the Elimination of Violence Against Women (DEVAW) by asserting that "States should condemn violence against women and should not invoke any customs, tradition or religious consideration to avoid their obligations with respect to its elimination".³

Following a national women's forum in August 2006, DOWA developed the National Plan of Action for Women. The Plan recommends actions in a number of areas which are critical for eliminating violence under the headings of violence against women, women and armed conflict, the human rights of women and the girl child. Specifically, the plan pledges support for VWC and its network and makes recommendations to government in the following areas:

- The establishment of an annual grant to VWC from the government's budget.
- Provincial governments to provide space for CAVAWs to undertake their work.
- Passage of the Family Protection Order Bill in 2007.
- Re-establishment of the national Task Force on Violence Against Women.
- The integration of CEDAW, CRC and DEVAW principles in all government policies.
- An increase in the budget for the Vanuatu Police Force (VPF) to increase women's access to justice and security of survivors.

² Government of Vanuatu 2006 Priorities and Action Agenda 2006-2015: 35-36.

³ Department of Women's Affairs no date Violence Against Women in Vanuatu: Policy Paper 2002-2006.

- Initiatives to improve VPF's services to rural areas including the strengthening of the Family Protection Unit (FPU), the establishment of FPUs in the islands and the introduction and enforcement of a “no drop” policy.
- A range of measures to improve the way that chiefs and custom courts deal with cases of violence.
- Conduct research on violence against women.⁴

The Revised Pacific Platform for Action (RPPA) on the advancement of women and gender equality (approved at the 2nd Pacific Ministerial Meeting on Women in 2004) highlights the devastating impacts of violence against women on families and communities and mirrors VWC's and the Vanuatu Government's goal of eliminating sexual and family violence. RPPA strategic objectives include eliminating all forms of discrimination against women (by including CEDAW commitments in national legislation and policies), collecting and publicising data on violence against women, changing public attitudes towards violence, developing sexual harassment policies and guidelines, strengthening the law and justice sector responses to violence against women and children, preventing trafficking of women and children, sex tourism and paedophile tourism, and supporting programs to assist victims of gender-based violence.⁵

VWC's program over the next 5 years is in line with the Vanuatu Government's policy and its international commitments to gender equality. Despite these long-term government policy commitments, many Government staff and representatives need to be targeted for community awareness activities to change entrenched attitudes and challenge the myths associated with gender-based violence and its relationship to traditional culture. VWC will continue to work closely with DOWA to address the huge problem of violence against women in Vanuatu.

3.1.2 Law and Justice Sector

Family Protection Order Bill

The Family Protection Order Bill was debated in Parliament in November 2005. Although the Bill was passed at its first reading, it was referred to a parliamentary ad hoc committee that was supposed to report back to Parliament by March 2006.⁶ However, the committee of 7 backbenchers (including one woman) was not appointed until April 2006. The terms of reference for the committee provided for further consultation and review, despite the fact that the Bill has been subject to far more consultation than any other piece of legislation in Vanuatu's history.

The ad hoc committee held its first meeting at a workshop with Members of Parliament in December 2006 organised by DOWA. While it is positive that parliamentarians met to discuss the Bill, discussions at the workshop showed that many parliamentarians lack understanding of its purpose and of the severity of the

⁴ Department of Women's Affairs 2006 National Plan of Action for Women 2007-2011.

⁵ Secretariat of the Pacific Community 2005 Revised Pacific Platform for Action on Advancement on Women and Gender Equality, 2005 to 2015: A Regional Charter: 23-24, 40, 48-50.

⁶ Sistas Toktok “Family Protection Order Bill Tabled” and Fred Vurobaravu “Ad-hoc committee constituted to look at Family Protection Bill”, Daily Post, 10/11/2005.

problem of violence against women and children in Vanuatu. The ad hoc committee may recommend changes to the Bill. This could further delay the progress of the Bill through Parliament, particularly if extensive re-drafting is required. It is also possible that amendments may be made from the floor of the House during parliamentary debate. This could undermine the intent of the Bill. The Bill is to be presented to Parliament in November 2007.

The Bill provides for family protection orders for up to 2 years to protect victims from family violence. Temporary protection orders may also be granted by authorised persons where there are no Courts. Authorised persons may be Chiefs or other village, Church or community leaders or Police Inspectors who have undertaken training approved by the Minister of Women's Affairs. The Bill makes it an offence to breach a family protection order, with a maximum punishment of 2 years in jail or a fine of Vt 50,000 or both. It makes domestic violence a criminal offence with a maximum punishment of 5 years in jail or a fine of Vt 100,000 or both. It says that Police have a duty to act in cases of domestic violence, and to bring these cases to court.⁷ In the absence of any clear legal or judicial framework against child abuse, the FPO Bill is also designed to protect children from family violence.

The Bill makes it clear that courts and authorised persons are not to take into account any custom payments for marriage (bride price) when deciding whether a family protection order will be granted. It does not require women to go through a custom court process before the granting of family protection orders (a provision that the Council of Chiefs were lobbying for). These aspects will need to be closely monitored once the Bill becomes law, along with the practice of using custom payments as a mitigating factor in sentencing for domestic violence offences.

The progress of the FPO Bill over the last 8 years, including debate in Parliament and in the media, provides an insight into the enormous obstacles faced by VWC in bringing about attitudinal change in Vanuatu on violence against women and children. Parliamentarians who argued against the Bill focused on the “holy matrimony of marriage”, and the “traditional social control systems administered by the chiefs”. They argued that domestic violence is an urban problem, and that the FPO Bill will undermine parental discipline. Some forecast widespread detrimental changes to Vanuatu’s political, economic and social systems if the Bill is passed. Many argued for a greater focus on reconciliation, noting that the Bill would have a significant impact on men and alleging that it would divide families.

Domestic Violence Court Orders

Because of the delay in introducing the FPO Bill, the Chief Justice introduced Domestic Violence (DV) court orders in December 2001. These provide protection for 14 days and either a fine or imprisonment if an order is breached. While the DV Court Orders are a positive signal to women that the State will assist them, they can only be obtained from magistrates. Currently there are resident magistrates in Vila, Luganville, Tanna and Malekula. Theoretically, women can phone a magistrate to obtain a DV court order. Nevertheless, domestic violence orders cannot be seen as a

⁷ Republic of Vanuatu “Bill for the Family Protection Act No. of 2005”.

substitute for passing the FPO Bill, which includes provisions applicable to the islands where there are no resident magistrates, often no Police officers, few phones and where rural women live far from a courthouse.

Police

Many police continue to sanction violence as a legitimate form of discipline, some refuse to serve domestic violence court orders and others are themselves perpetrators of domestic violence. At times the police perpetuate myths about violence – for example, the 2003 Crime Statistics Report comments that western culture including hairstyles and types of clothing worn by women may be responsible for an increase in sexual offences.⁸ There are cases where the Police have asked for money from VWC and SCC staff for serving domestic violence court orders. Many police around the country are opposed to VWC's work and continue to refer cases to Chiefs for reconciliation and compensation. Data from 2001 shows that the majority of reported offences against women (69%) are not fully investigated or completed by Police.⁹ However, data from the Family Protection Unit for 2006 shows that 62% of sexual offences were detected.¹⁰ During 2004 and 2005, members of the Police frequently accompanied VWC on mobile counselling visits and VWC was also invited to participate in police crime prevention activities. However, this extensive level of cooperation was compromised because some Police officers refused to accompany VWC staff on mobile counselling unless they were given per diems and allowances by VWC, despite the fact that VWC covered all other costs such as transport, accommodation and nasara for mobile counselling in Vila and around Efate. Of 550 officers employed under the Police Service Commission (including both the Vanuatu Police and the Vanuatu Mobile Force), 39 are women and 400 are based in urban areas.¹¹

Despite these problems there has been significant progress over the last few years at the institutional level. For example, national training of police on domestic violence has taken place through the Pacific Regional Policing Initiative. VWC has a good working relationship with the Family Protection Unit (FPU) which is based in Vila.¹² Following FWCC/VWC's training of the Police and the Vanuatu Mobile Force in late 2004, VWC counsellors have positive relationships with some police officers. VWC's branches in Santo and Tanna have been successful in their efforts to collaborate with the local police. Very few police are stationed on the outer islands, but those that are have participated in VWC's training of CAVAWs and many have been willing to assist CAVAWs and their clients when needed. In one recent case referred to VWC by West Vanuatalava CAVAW, local Chiefs had ordered compensation of Vatu 15,000 and one small pig as punishment for a man's murder of his sister. VWC's lobbying of the Police Force resulted in the man being charged, convicted and sentenced to prison. VWC has also facilitated links between the CAVAWs and the Family Protection Unit.

⁸ Vanuatu Police Force Crime Statistics 2003: 16.

⁹ Unifem 2002 Actions to End Violence Against Women: A Regional Scan of the Pacific by Avega Bishop and Sue Finucane, Unifem Pacific Regional Office: 99-100.

¹⁰ Data provided by the Family Protection Unit, April 2006. This compares with 100% of sexual offences for 2006 that were established. No data is provided on the rate of prosecutions.

¹¹ DOWA Women and Employment Policy 2005-2008: 11, 16.

¹² The Sexual Offences Unit was established in 1995 and its name was changed to the Family Protection Unit in 2004.

Public Solicitor, State Prosecutor and Courts

A high-profile case of the rape of an expatriate volunteer in 2004 led to a new sentencing guideline of 5 years imprisonment for rape, and a minimum guideline of 8 years where the perpetrator forcefully breaks into the victim's home, where there are 2 or more perpetrators, or where the perpetrator is in a position of responsibility over the victim. Data from the Police Family Protection Unit shows that the minimum sentencing guideline has been applied in convictions for rape cases, with lighter penalties for unlawful sexual intercourse with a girl under the age of 15 years. A review of newspaper clippings shows that custom payments and guilty pleas are often taken into account as mitigating factors in applying sentencing. VWC believes that higher sentences tend to be given for crimes of sexual violence against expatriates.

The Public Prosecutor has reported that most of the cases prosecuted in 2006 were for offences of drug-related crimes and sexual violence.¹³ However, both the offices of the Public Prosecutor and the Public Solicitor are under-resourced¹⁴, with long delays and low priority given to violence against women in some cases. For example, one man charged with rape was discharged in September 2005 because the Public Prosecutor's Office repeatedly failed to appear in court for the case.¹⁵ VWC Counsellors' experience is that the Public Solicitor often refers matters of family law and violence to Chiefs for *kastom* resolution,¹⁶ (in addition to referrals to the USP Legal Centre and VWC). The office of the Public Solicitor often defends the interests of perpetrators of violence when matters do come before the courts.

3.1.3 Provincial Government and Chiefs

In addition to elected representatives, each Provincial Council should have one nominated women's representative, nominated youth representatives and nominated representatives from the Chiefs and Churches. Most provincial governments have been supportive of VWC and the work of CAVAWs once VWC has initiated community awareness activities. Some provincial governments have given formal recognition to the work of CAVAWs and to the problem of violence against women as a result of VWC's lobbying and awareness work.

The attitudes of Chiefs vary considerably. While some who have received training from VWC are supportive of women's rights, others perpetuate myths about the causes of violence and are opposed to women's rights. For example, the Malvatumauri (National Council of Chiefs) strongly opposed the FPO Bill, arguing that it legitimises divorce and immorality, and that it does not represent the views and concerns of women in rural areas – even though consultation with Chiefs was undertaken in 2002 and 2003 and their recommendations were included in the Bill.

¹³ Paper delivered at that National Women's Forum, August/September 2006; and presentation at National Law Week, October 2006.

¹⁴ Len Garae "Chief Justice Opens Courts" Daily Post 10/2/2007: 1.

¹⁵ Elenor Waiwo "Rape offender discharged for want of prosecution" Daily Post 2/9/2005: 6.

¹⁶ Unifem 2002 Actions to End Violence Against Women: A Regional Scan of the Pacific by Avega Bishop and Sue Finucane, Unifem Pacific Regional Office: 99-100.

3.1.4 Civil Society Organisations (CSOs), Churches and other Projects

VWC is the only organisation in Vanuatu which has a national program dedicated to the elimination of violence against women, with an integrated counselling, community awareness and legal advocacy activities. However, there are a range of other organisations that work to lobby for women's and children's rights. These include VNCW, the Vanuatu Teachers Union, the Family Health Association and Wan Smolbag Theatre. Organisations and projects which address children's rights include the AusAID-funded Pacific Children's Program/Save the Children, which has initiated the development of a national child protection policy, UNICEF, World Vision Vanuatu, Foundation for the South Pacific (which runs a youth program) and the Vanuatu Rural Development Training Association (VRDTCA).

3.1.5 Pacific Regional Network on Violence Against Women

FWCC (funded by AusAID through its Pacific regional program) is the Secretariat of the Pacific Regional Network on Violence Against Women (the network). Regional networking, training and support by FWCC has played a pivotal role in sustaining and strengthening programs to eliminate violence throughout the region. Membership of the network has facilitated VWC's networking with other key international agencies and has assisted with sharing approaches, experiences, risks and effective strategies for addressing violence. VWC has played a key role in the network which includes CSOs, male advocates against gender-based violence and government agencies. VWC will continue this involvement over the next 5 years.

3.2 Problem Analysis

3.2.1 The Status of Women in Vanuatu

Only 48.8% of the population of Vanuatu is female, with a high male to female sex ratio of 106 males to every 100 females.¹⁷ Maternal mortality is high at 92 to 138 per 100,000, contraceptive use is low by regional standards (around 30%), and there are high rates of anaemia, high birth rates and high rates of premature births.¹⁸ These figures all point to serious gender inequalities, including low status of women, overwork, poor nutrition and poor access to health services. Anecdotal evidence suggests that there has been an increase in the rate of teenage pregnancies over the last 5 years.¹⁹ Data from the Ministry of Health suggests otherwise with about 5% of all obstetric deliveries in hospitals in the 11 to 18 year age group. However, 25% of teenage deliveries are to girls aged 11 to 16.²⁰

¹⁷ Republic of Vanuatu 2004 Combined Initial, First & Second Report on the Convention on the Elimination of All Forms of Violence Against Women (CEDAW): 2.

¹⁸ Department of Women's Affairs Women's Health Policy Guidelines and Activities 2006-2009.

¹⁹ World Vision no date Strongim pikinini, stongim laef b'long famili: enabling children to reach their full potential - A contribution to the United Nations Study on Violence Against Children: 12.

²⁰ Myriam Abel 2006 Women and Health, presentation to the National Women's Forum: 19.

Literacy levels in Vanuatu remain low at 74% of the adult population, and more women than men are illiterate.²¹ However, Vanuatu has made some progress in narrowing the education gap between girls and boys in recent years although women are still significantly under-represented in tertiary education.²² Data for 2003 shows that 52% of primary school enrolments are male, 51% of junior secondary enrolments and 50% of senior school enrolments. Women received 35% of scholarships in 2004 compared with 65% awarded to men.²³ In 1999, 56% of rural women had either not been to school or had no qualifications.²⁴ While there is more encouragement now for girls to attend school, many families still prefer to invest in boys' education rather than girls'.

There are currently 2 women in national parliament. Women have less access to paid employment than men. Female representation in formal private sector employment is 32% compared with 68% for men, and public sector employment has 35% women. Women are significantly under-represented in senior positions, more secure employment, higher paid jobs and in non-traditional areas of employment. Women make up only 37% of members of the Vanuatu National Provident Fund (VNPF).²⁵ Rural women are particularly disadvantaged in access to both education and employment, and have little access to the formal justice system. Unemployment for both women and men is high in rural areas and in settlements in Vila.

In both rural and urban areas, it is getting harder for women to provide or get enough food for the family. In urban areas, there is evidence of a trend for unemployed or low-paid men to spend their earnings on drinking *kava* excessively, which brings added social and financial stress. In rural areas, changes in land use (eg. logging, infrastructure development, plantations, tourism development) have a big impact on rural communities, particularly women's ability to provide basic family needs. In most ni-Vanuatu communities, women are not able to inherit land.

All women do a great deal of unpaid work. Women in small business have a heavy load with a double burden of income-generation and care of the family. Anecdotal evidence suggests strongly that even when women do earn money, the income often tends to be controlled by husbands or male relatives, who may hold the bank book. There is no recent evidence on the number of women who are sole breadwinners for their family. However, data from 1998 showed that over 11% of all households in both rural and urban areas are supported solely by women.²⁶

²¹ NSO 2000 The 1999 Vanuatu National Population and Housing Census: Main Report.

²² Government of Vanuatu 2006 Priorities and Action Agenda 2006-2015: 35. The ratio of girls to boys in tertiary education in 2003 was 60:100.

²³ Department of Women's Affairs Women and Employment Policy 2005-2008: 4-5.

²⁴ AusAID 2005 Australia-Vanuatu Joint Development Cooperation Strategy 2005-2010: 19.

²⁵ Department of Women's Affairs Women and Employment Policy 2005-2008.

²⁶ Government of Vanuatu and UNICEF 1998.

3.2.2 Gender Relations and Violence Against Women and Children in Vanuatu

Definition of violence against women

The United Nations Declaration on the Elimination of Violence Against Women (DEVAW) was adopted by the UN General Assembly in 1993. DEVAW defines violence against women as any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including the threat of violence, coercion, or arbitrary deprivations of liberty. It includes:

- “(a) physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, and violence related to exploitation;
- (b) physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution; and
- (c) physical, sexual and psychological violence perpetrated or condoned by the state, wherever it occurs.”²⁷

Data on violence against women and children in Vanuatu

Data from VWC and its Branches show that there has been a significant increase in the number of cases of violence against women and children reported since VWC was established. In 1993, there were 179 cases dealt with by VWC, compared with 750 cases in 1999, 1933 cases in 2002/03, and 1534 cases in 2005/06.²⁸

A qualitative study on gender relations, *kastom* and domestic violence was undertaken by DOWA in 2004. It concluded that increased reporting of violence to VWC and its Branches understates the incidence and magnitude of the problem nationally. Violence is not reported for three reasons: most women cannot access a service to report violence; many women “have already been conditioned to believe that abuse is acceptable, her fault or normal”; and most women are strongly discouraged or actively prevented from seeking help.²⁹

Domestic violence makes up the majority of the cases reported annually to VWC and its Branches. Reporting of child abuse cases tends to fluctuate from year to year, but there is an overall trend of increased reporting of rape and incest since VWC was established. CAVAWs in the islands report a wide range of types of physical violence, including assault with hands, knives, stones, sticks, iron bars, bottles, dry coconuts and axes, resulting in murder in some cases. Physical violence during pregnancy is not uncommon, and sexual violence is prevalent including child sexual assault, incest, rape and sexual harassment. Emotional violence is also extensive including verbal abuse and humiliation, the denial of educational opportunities to girl children, forced marriages, controlling behaviour such as preventing women from visiting their

²⁷ United Nations 1993 Declaration on the Elimination of Violence Against Women.

²⁸ These figures differ from the baseline data provided in Annex 7 because they include all incidences of VWC contact with clients over the years stated. VWC Phase 4 Final Project Design Document, April 2002: 87, Tables 5.1 and 5.2; and VWC Progress Report 9, April 2006: 63, 82, 90-91.

²⁹ Roselyn Tor and Anthea Toka, 2004 Gender, Kastom and Domestic Violence” Vanuatu Department of Women’s Affairs: 43.

families or other people, with-holding money or food from women and children, and the ongoing threat of physical violence.

There is no population-based data on the incidence or prevalence of gender-based violence in Vanuatu. However, a survey in Fiji on domestic violence and sexual assault found that 66% of women surveyed had been abused by their partners, 30% had suffered repeated physical abuse and that 44% reported being hit while pregnant. Population-based studies from other countries indicate that between 15% and 71% of women experience physical or sexual violence by their partners.³⁰ These studies confirm that the vast majority of gender-based violence is perpetrated by men against women. Where women are violent towards males, this is usually in self-defence.

A survey undertaken by the Pacific Children's Program found that 73% of respondents had seen or heard various forms of abuse of children including physical, emotional and sexual abuse or neglect. The survey report concluded that the extent of physical and sexual abuse of children may be higher because both children and parents tend to hide the abuse due to shame and fear. The survey report did not include any sex-disaggregated data on victims or perpetrators, or on different perceptions or types of abuse suffered by boys and girls. However, the survey found that 84% of respondents agree that sexual abuse of children is a big problem and 66% believe that family members and trusted friends are most often the perpetrators. There was also agreement that pressure is put on victims by relatives not to press charges, or to drop charges when the case comes to court.³¹ VWC staff report that customary reconciliation payments are distributed to the relatives of the victim.

Recent discussions (for example at the National Women's Forum in Vila in August 2006) have raised the question of whether violence against women and children is increasing in Vanuatu, and if so, what are the contributing factors to this change. The lack of baseline data and qualitative social research makes this a very difficult question to answer. VWC's discussions with community groups through community awareness activities suggests that some older people believe that while violence was evident from the 1940s to 1960s, it may have been in different forms, with physical assaults and the use of weapons becoming more common from the 1970s and 1980s. Since the establishment of VWC, there have been increases in reporting of gender-based violence as a result of VWC's community awareness-raising which promotes women's and children's rights and challenges community tolerance and normalisation of violence. This trend of increased reporting of violence is consistent with international experience. Many leaders based in Vila believe that violence is only prevalent in the towns, such as in Luganville and Vila. VWC's statistics and that the work of CAVAWs shows very clearly that this is a myth.

³⁰ FWCC 2001 The Incidence, Prevalence and Nature of Domestic Violence and Sexual Assault in Fiji; WHO 2005 Summary report: WHO Multi-country Study on Women's Health and Domestic Violence Against Women; 6; Mary Ellsberg and Lori Heise 2005 Researching Violence Against Women: a practical guide for researchers and activists WHO and Program for Appropriate Technology in Health (PATH). Data from Samoa and PNG show that 46% and 67% of women respectively experienced physical or sexual violence.

³¹ Pacific Children's Program 2004 Community Responses to Child Protection in Vanuatu: Summary of Knowledge, Attitudes, Behaviours and Practices Survey; 1, 7.

One difficulty in establishing and tracking the prevalence and incidence of violence against women and children in Vanuatu is the lack of sex-disaggregated data from government agencies. Police crime statistics do not identify what proportion of physical assaults are domestic violence; and the data from the Family Protection Unit shows a higher prevalence of sexual assaults than is reported in the national crime statistics for the same years. While overall crime figures are disaggregated by sex of victims and offenders, there is no disaggregation by sex for cases of assault for offenders or victims, and no breakdown on the type of assaults committed. This makes it impossible to analyse whether women are more likely to report crimes of domestic violence to the Police. However it does appear that cases of sexual assault are either increasing, or are increasingly being reported (see Table 8 in Annex 7).

Gender-based violence and custom

Kastom (custom) refers to the traditional knowledge, beliefs, technologies, organisational and family systems which guide daily behaviour, life ceremonies and conflict resolution practices. *Kastom* is very strong in Vanuatu. Although there are some indications that traditional family support systems and land use practices are being challenged by the social and economic changes of modern life, there are also many strong forces in Vanuatu in favour of re-enforcing and strengthening *kastom*. The extended family is the basic social unit, with chiefs responsible for protecting customary laws, preserving cultural integrity, and determining how family lands and resources are used. Chiefs are decision-makers and mediators in family disputes and community conflicts. Customarily, disputes between families and communities are resolved by the payment of compensation (such as mats, pigs or cash) to the injured group, which symbolises a public healing of group differences.

Whether or not chiefly status is inherited (this varies from place to place), women generally do not participate in customary decision-making systems, although in some regions women have status as Chiefs and may fulfil some chiefly functions. According to *kastom*, women's roles focus primarily on subsistence farming, food gathering and child-rearing, and this division of labour has been supported by the Church. In *kastom* meetings/courts in some regions (such as Tanna), women traditionally do not have the right to speak. Due to the work of VWC this is being successfully challenged in some areas.

Women's low economic and social status, including customary practices relating to marriage and bride price are important factors for understanding the constraints which face women living in violent situations, and which VWC also faces in trying to address this problem in its counselling, community education and legal advocacy work. Women and children are seen as the property of men within marriage and the family. According to DOWA's research, many ni-Vanuatu men use the bride price as an excuse or justification for beating, denigrating or imposing power over a woman.³² This conclusion is supported by anecdotal evidence available to VWC through counselling. Women do not report acts of violence due to shame, fear of retaliation and financial or emotional dependence on the perpetrators, and many women continue to accept violence as a part of family life. Women seeking help – from their families,

³² Roselyn Tor and Anthea Toka, 2004 Gender, Kastom and Domestic Violence" Vanuatu Department of Women's Affairs: 29.

the Church, Chiefs or the police – have frequently been told to reconcile with the perpetrators despite repeated abuse.³³ For example, a meeting of inter-church women in February 2006 spoke out strongly against the FPO Bill, arguing that all cases of domestic violence should be referred to churches for reconciliation.

A workshop organised by the Vanuatu Cultural Centre and National Council of Chiefs recommended in 2005 that bride price payments be made in traditional currency such as mats and pigs rather than cash. VWC has found that violence occurs in all types of marriages (custom, church, civil ceremony and de facto unions), whether or not brideprice has been paid. Brideprice, whether it is paid in cash or in kind, will remain a serious constraint for women who are trying to escape violence. Many clients seen by VWC and the Branches feel unable to leave a violent relationship because of the need to repay brideprice, and family pressure about this. Because brideprice is generally distributed through the woman's extended family, it is virtually impossible to recover and repay. In poor families and rural areas, the practice of high payments for brideprice, whether in cash or kind, makes young women and girls vulnerable to early marriage and sexual abuse. Women also feel that they must be humble when a high brideprice has been paid. In one part of Ambrym, men can even gain permission to beat their wives by giving one pig. This is included in the brideprice to the woman's parents on the marriage day.

In many areas of Vanuatu girls have no choice about who they marry - this decision is made for them at birth or from a very early age. For example, in TAFEA and in the Big Bay area of Santo the custom is still very strong for the first-born girl to marry a male cousin, regardless of the wishes of the girl or her mother. VWC knows of cases where girls as young as 2 years old have been sent away from home because they are being “swapped” or given as “repayment” back to the mother’s family, in exchange for the mother. (Sons are not swapped in this way.) In these types of custom marriages, abused women often feel that they cannot return to their parents or home villages, because of the potential family repercussions. If a woman does leave a custom marriage where bride price has been paid or where she has been exchanged as a “swap” for her mother, compensation will need to be paid. Forced marriages as a result of rape are also common. A woman or girl may be forced to marry the rapist, or a girl from the perpetrator’s family may be given in marriage to a man from the family of the victim as a compensation payment for the rape.

“Respect” for *kastom* is an important cultural concept throughout Vanuatu. “Respect” is required of both women and youth and is defined by dress, by expectations about how women are allowed to move when in the presence of Chiefs, by how women wear their hair, the food they eat compared with men, and by submissive and obedient behaviour. Lack of “respect” sanctions men to punish or discipline women with violence or the threat of violence. “Respect” for such aspects of *kastom* enforces the power of males over females and of Chiefs over women and youth.³⁴

³³ Department of Women’s Affairs Violence Against Women in Vanuatu: Policy Paper 2002-2006.

³⁴ Lissant Bolton “Paying for the revival of *kastom*: Women and Christianity in the Vanuatu Cultural Centre” Centre for Cross-Cultural Research, Australian National University, downloaded from <http://rspa.anu.edu.au/melanesia/lissant2.htm>

3.2.3 Poverty, Development, Human Rights and Violence

Poverty and Violence Against Women and Children

Women are severely disadvantaged economically whether they live in rural areas or urban settlements. Most women have little access to the cash gained from their labour, and women are more likely to be unemployed than men. Recent estimates suggest that 40% of all ni-Vanuatu and 51% of people living in rural areas have incomes below the international poverty line of US\$1 per day. 79% of Vanuatu's population lives in rural areas with the remainder in urban areas of Vila and Luganville, and between 30% and 40% of people in Vila live in urban squatter settlements, often in very poor conditions.³⁵

The links between gender-based violence and poverty are complex:

- Poverty constrains and prevents women from dealing with violence.
- Violence against women and children contributes to poverty in both direct and indirect ways.
- Poverty increases women's vulnerability to different forms of violence.

Women's lack of economic independence is one of a number of factors that prevent them from dealing with or leaving a violent relationship. For example, counsellors report that many women do not have enough money for the Vt100 bus fare to the centre. In both rural and urban areas, women and their dependent children who are suffering from violence have very few financial or social options, particularly if Chiefs and Church leaders deny that the problem exists or sanction violent behaviour.

If a woman continues to live with a violent partner, there are many direct and indirect impacts which increase a family's vulnerability to poverty. Violence results in physical injury and mental disability, which undermine women's ability to find work, and can result in women losing their jobs due to frequent absences and poor job performance. Violence against women also has an impact on children's physical and emotional health. In subsistence households, women subjected to violence are often unable to do their gardening and marketing, which reduces food and income and can lead to family health problems. VWC counsellors report that many women who remain in violent relationships have inadequate funds for clothing and school fees (which contributes to poverty in the longer-term), particularly where men spend a significant part of the family income on gambling and drinking *kava*.

In addition to the direct impacts of physical injury and the associated health care costs, international studies show that women who have experienced physical or sexual abuse, either as children or adults, are at greater risk of suffering from a variety of physical and psychological conditions, such as depression, suicide, chronic pain, gastro-intestinal disorders and reproductive health problems. Violence is a risk factor for frequent pregnancies, since women living in violent relationships are unable to control their reproductive health, and have increased risk of contracting sexually

³⁵ Republic of Vanuatu and United Nations 1996 Sustainable Human Development in Vanuatu United Nations, Suva, Fiji: 36.

transmitted infections including HIV/AIDS. Violence during pregnancy has been associated with miscarriage, foetal injury, premature labour and low birth weight.³⁶

Despite the many economic and social constraints which prevent women from leaving an abusive relationship, violence does often result in family breakdown, including short or long-term separations or divorce. This leaves women and children dependent on irregular family or child maintenance payments because of a failure to implement child and family maintenance laws by the judiciary and Police; or dependent on the generosity of relatives, who frequently do not support women in their decision to leave a violent partner.

Women from inter-island marriages who are subjected to violence or neglect are extremely disadvantaged. If the marriage breaks down due to violence, or if her husband/partner has a relationship with another woman, it is very difficult for the woman to leave, particularly when bride price has been paid. VWC counsellors, Branches and CAAWs report that many women are in this type of situation, without the money to return to their home island.

Women who have made the difficult decision to leave a violent partner are amongst the poorest in the community. They are often unable to provide for their children's education, which reinforces a cycle of poverty and vulnerability. Female-headed households are more at risk of extreme poverty in Vanuatu than other households, with 47% of female-headed households earning less than Vt 4,000 per month, compared with a minimum wage of Vt 20,000. In urban areas, more than 80% of female-headed household earn less than Vt 4,000 per month.³⁷

Some disturbing trends have emerged in recent years which demonstrate some of the links between poverty and women's vulnerability to violence. The first is the "big man syndrome" where male community leaders (including lawyers, businessmen and politicians) father children with a number of women, subject them to violence, and leave them in poverty. Women abused in this way generally don't have enough money to seek legal advice, medical help or even the transport money required to seek assistance from agencies such as VWC.

A second trend is sexual coercion and non-formalised prostitution. For example, there have been a number of cases of physical and sexual abuse of young women and girls who have been sent to urban areas to stay with relatives to continue their education (informal adoption). Chiefs often respond by sending the young woman back to her home island. As a result, she misses out on her education, and in some cases also has a baby to provide for, while the male perpetrator frequently goes unpunished.

VWC counsellors have also had clients recently whose husbands or fathers have forced them into prostitution, in order to provide family income and money for *kava*. These cases have come from Vila as well as the islands. Finally, there have been increasing reports of men coercing women and girls to have sex in lieu of payment for bus fares, taxi fares, school fees or *kava*.

³⁶ WHO 2002 World report on violence and health: summary, Geneva: 100-102.

³⁷ Vanuatu Statistics Office 2002 Vanuatu Poverty Survey: Analysis Report 1998: 35.

Violence Against Women is a Human Rights, Economic and Development Issue

Violence against women is a serious impediment to the participation of women in all aspects of development and reinforces other aspects of the low status of women and gender inequalities. Violence and the fear or threat of violence pervades all spheres of social, economic and political life. It prevents women from taking educational and employment opportunities, from earning an income, from being involved in public life and decision making, from achieving equality and enjoying their basic human rights. Violence against women and children incurs significant direct, indirect and opportunity costs to government, families and the community (see section 7.2 for a discussion of the economic costs of violence against women).

3.3 Lessons Learned and Selection of Strategies

3.3.1 Lessons Learned

Persistent, well-planned and long-term efforts are needed to bring about changes in attitudes, behaviour, law and policy on violence against women and children. International and regional experience indicates that several inter-linked strategies improve the likelihood of effective outcomes:³⁸

- The promotion of gender equality and human rights in legal, social and economic spheres, in order to reduce women's and children's vulnerability to violence, including raising awareness of women's and children's rights.
- Targeted community awareness and education using a range of methods and media, supported by regular and well-resourced campaigns.
- Persistent efforts to ensure that women's and children's rights are respected in the law, and in the implementation of law by the police, judiciary and other agencies.
- The use of data and research on gender-based violence and its impacts on individuals, families and communities to inform community education and legal advocacy and lobbying work.
- Working in collaboration with other agencies to raise awareness and ensure accountability to human rights standards.

Lessons on CAVAWs

In many remote island communities, CAVAWs are often the only active women's group (apart from church groups), and the only groups working on human rights, gender equality and violence against women. VWC's strategies for establishing, supporting and training CAVAWs has successfully developed their capacity and contributed to their sustainability in a social context which condones violence against women and children. Key lessons learned include:

- Training of CAVAWs needs to be ongoing and provided in several different forms. Annual training in Vila is needed to build capacity and solidarity. CAVAW members report that FWCC's regional training program held in Suva (RTP) has

³⁸ These points are based on VWC, FWCC and other Pacific experience as well as: Unifem 2003 Not a minute more: ending violence against women New York: 80-99; WHO 2005 Summary report: WHO Multi-country Study on Women's Health and Domestic Violence Against Women: 22-27; Unifem 2002 Actions to End Violence Against Women: A Regional Scan of the Pacific, Avega Bishop and Su Finucane, Unifem Pacific Regional Office: 11-16.

significantly increased skills in a range of areas and is an effective strategy for those CAVAW members who have sufficient command of English. This intensive training program provides core knowledge, skills and ethical approaches for responding to violence. Formal training needs to be complemented by non-formal training through attachment to VWC, through visits from VWC staff, and through phone support provided by VWC and Branch staff. Using a variety of training strategies enables VWC to meet a range of training needs: to empower CAVAW members and give them the confidence to undertake this challenging work in their communities. VWC aims to have 2 members from each CAVAW well-trained in counselling and community education on gender-based violence over the 5 years of the program.

- VWC has facilitated local networking between CAVAWs and Chiefs, Police, provincial government officers and other agencies. This is essential for establishing and sustaining CAVAWs in their communities.
- Many CAVAWs include one man (such as the local police officer, a chief or health worker). This has been an important strategy for building bridges into the community for awareness-raising and for sustaining local support.
- CAVAWs need to be well-resourced with community education and legal literacy materials by VWC to undertake their community awareness work effectively.
- The VWC Lawyer and Counsellors need to provide essential back-stopping support for CAVAW members facing difficult cases of gender-based violence.
- Regular annual campaigns undertaken simultaneously by CAVAWs, Branches and VWC increases the national impact of community awareness and legal advocacy work.

Male advocates on gender equality

Training men to be advocates for gender equality and women's rights has helped to build links with Chiefs, the police and other male community leaders. Strategies for working with male advocates will be based on international lessons learned and FWCC's extensive experience in this area. Key principles for success are:

- The use of a human rights framework to increase men's awareness of gender equality as a fundamental human right, which involves challenging cultural beliefs and practices on violence against women and gender relations.
- A focus on the importance of men addressing their own violence before they can be effective role models.
- Reinforcing the accountability of male advocates to VWC, Branches and CAVAWs, and to the human rights of both women and men.³⁹

Lessons on counselling, legal assistance and program management

VWC has also learnt the following lessons which are consistent with international experiences on best practice approaches for addressing gender-based violence:

- Ongoing and refresher training for VWC and Branch staff is critical for increasing their capacity and effectiveness in counselling, community education and

³⁹ Manish Verma 2003 "How can men work as partners in ending violence against women and in HIV/AIDS related prevention, care and support? An examination of The Men as Partners (MAP) program in South Africa" [AWID Resource Net Friday File](http://www.awid.org/resource_center/resource_center_detail.cfm?resource_id=135), Issue 135, 18th July, 2003; and Alan Berkowitz and Carole Sousa 2003 "Summary of Discussion", Ending Men's Violence Internet Forum <http://www.communityforum.net/mailman/listinfo/pemv-net> 19 July 2003.

awareness and legal advocacy work, and for them to provide support to CAVAWs. A variety of formal and non-formal training methods are needed to increasing capacity and confidence.

- Mobile counselling, regular campaigning and other community awareness workshops and talks have been effective at reaching out to and engaging the community including the poorest women.
- The employment of a VWC lawyer to provide legal assistance and training has strengthened VWC's community awareness and advocacy strategies and has enabled VWC to provide a more comprehensive service to women nationally.
- Having FWCC as the managing agent for VWC's program has assisted to build capacity across all areas, including counselling, community education, legal advocacy and lobbying, training skills, reporting, planning, risk management and organisational and financial management. FWCC is a regional human rights institution and brings many years of experience in addressing the problems of gender-based violence and a sound gender equality perspective to the management of the program. FWCC and VWC are jointly accountable for planning and monitoring the program, whereas VWC has responsibility for implementation.
- VWC's membership of the Pacific Network Against Violence Against Women and other international networks, facilitated by FWCC, has increased VWC's participation at regional and international levels. This has increased capacity and enabled a sharing of strategies.

Lessons from AusAID's Review of VWC

A number of lessons have also emerged from AusAID's review of VWC's program. Key recommendations focus on:

- the need to more carefully monitor and document capacity building outcomes - both for the training of VWC and Branch staff and CAVAWs and for capacity transfer through FWCC's role as managing agent of VWC's program.
- The need to strengthen performance monitoring for the assessment of outcomes and impact. Further resources and capacity-building inputs are needed to increase the data collection and research capacity of VWC in order to fulfil donor requirements for the monitoring of impact and outcomes.⁴⁰

3.3.2. Selection of Strategies

An integrated approach to service delivery, community awareness and legal advocacy

All the lessons noted above are taken into account in the program design. VWC will continue with an integrated approach to eliminating violence, in accordance with international best practice.

The integration between all components is a major strength of the design. VWC, the Branches and CAVAWs have first-hand experience of the problems faced by grass-roots women through crisis counselling, legal assistance and support services. This experience informs VWC's analysis of the impact of violence on families and feeds in to community awareness work. The first-hand experience of women's and children's

⁴⁰ "Review of the Vanuatu Women's Centre Project, Final Report, August 2006": 6-7.

experiences also strengthens the authority of VWC, and its lobbying for changes in legislation to protect women's and children's human rights.

A niche role focusing on gender-based violence within a human rights framework

The AusAID review recommended that the VWC should explore opportunities to expand the VWC program to address other issues of human rights for women such as poverty, education, health and representation.⁴¹ This option has been rejected.

Violence against women is a cross-cutting issue which has significant impacts on all areas of public and private life for women. Without freedom from violence, women's opportunities for economic empowerment and participation in decision making at all levels are severely constrained. The links between gender-based violence and poverty have already been discussed in section 2.2 above. Violence against women and children also has serious health consequences and increases women's vulnerability to contracting HIV/AIDS.

VWC will highlight these links between violence, human rights and development wherever possible, particularly in community awareness, human rights and legal advocacy and training activities and in its collaborative work with other agencies. However, it is not feasible for VWC to expand its role to address the broad range of issues relating to gender equality in Vanuatu. VWC does not have the capacity to do this in the short to medium term. It is also unlikely that VWC would have local stakeholder support for taking on such an expanded role, given that there are a number of other government and non-government agencies who have this mandate. A far better use of resources is for VWC to continue to strengthen its activities and capacity to work towards the elimination of violence, and for VWC, the Branches and CAVAWs to continue to work collaboratively with other organisation to advance community understanding of women's rights in all areas. The review also recommended that CAVAW members be strengthened to assist them to meet emerging and complex needs for women and children in rural areas. VWC will continue to assess CAVAW training needs and respond to these according to the demands and expectations which are placed on CAVAWs, keeping in mind that they are volunteers with limited capacity.

Counselling and legal assistance

VWC anticipates that the demand in rural areas for counselling, legal advocacy and safe house services will increase as VWC, the Branches and CAVAWs continue to raise awareness of women's and children's rights and of the impact of violence. This is consistent with international experience. Demand for counselling services and community awareness activities may also increase once the Family Protection Order (FPO) Bill becomes law. Capacity will be strengthened to respond to this demand.

Several strategies will strengthen the effectiveness of VWC's counselling work, its outreach to women and children in remote island communities, and its support to and training for Branches and the CAVAWs:

⁴¹ "Review of the Vanuatu Women's Centre Project, Final Report, August 2006": 7.

- A client support fund will enable VWC to assist clients in the outer islands who need to come to Vila when their cases go to court. This will provide additional support for the counselling work of Branches and CAVAWs and will help to sustain their credibility with local communities.
- Increased legal outreach will be provided by VWC's Lawyer to the Branches and CAVAWs, to provide assistance on specific cases and legal training for Branches and CAVAWs, including knowledge of the Vanuatu Constitution.
- VWC staff will also have their legal literacy skills upgraded so that they are better equipped to provide support to clients and CAVAWs.
- Counsellor skills will be strengthened by using **technical assistance from an Australian-based consultant psychologist for annual counsellor training** with all VWC and Branch staff. This is a new feature of the program design which will incorporate assessment of counsellor training needs and reporting on individual improvements in performance.

Ongoing counsellor training is essential to improve quality of service, and to equip VWC counsellors to fulfil their support, mentoring and training roles for Branches and CAVAWs. With the exception of the newly appointed counsellor, VWC counsellors are currently able to provide accurate information and practical assistance and support to women in crisis. They are able to inform clients of their rights and to provide legal information to women who need to follow up on child and family maintenance claims. They are able to prepare basic legal documentation for maintenance claims and for domestic violence court orders, and to keep basic records of counselling activities. One counsellor is currently able to conduct basic training with CAVAWs on these matters and to instruct CAVAWs on how to complete counselling records for VWC's data collection needs. These skills have been successfully strengthened over the last 4 to 5 years.

Capacity building inputs are needed to strengthen counselling skills in a range of areas including: skills for dealing with sexual assault (particularly child sexual abuse and incest); and skills for repeat cases of domestic violence, including strategies for empowering and following up clients with other agencies. Counsellor training skills will also be an area of focus, along with counselling supervision and case assessment and management. Other skills which need to be strengthened include:

- Intensive practice in listening and communication skills is needed for all VWC and Branch counsellors, along with regular refreshers in basic counselling skills to assist and empower women to make their own choices about how to deal with the violence in their lives.
- Counsellors understand the principles of non-judgemental and confidential counselling but need refreshers to help them to consistently apply these principles and to deal with the inevitable frustrations when their clients are unable to decisive action to report violence to police or to follow through on domestic violence court order applications.
- All counsellors need further training to assist them to effectively and assertively follow up cases with other agencies to ensure that women's rights are protected. While most counsellors have some skills in this area, this can be very difficult and personally challenging when chiefs, police, and other agencies are dismissive of the women's problems or openly hostile to both the client and the counsellor.

- Case management and report-writing skills need to be strengthened for all counsellors and regular refreshers are needed on how to record client data so that data collection and retrieval provides an accurate picture of VWC's work.
- Branch counsellors need skills upgrading to process cases for the courts.

CAVAWs and Branches

There is usually a high demand for CAVAWs to be set up in rural areas following VWC and Branch community awareness-raising activities. However, it is essential that the growth in CAVAWs does not outstrip VWC and Branch capacity to train, mentor and support their work. VWC proposes a 20% increase in new CAVAWs to be established during phase 5, which will bring the total number of CAVAWs to 40 by 2011/2012. This is a modest increase which will allow for one CAVAW on each island, and more CAVAWs for larger islands, taking into account the poor communications infrastructure in remote areas.

CAVAWs are one of the strongest rural volunteer networks in the country. This is precisely because VWC has taken a cautious approach and has been careful to ensure that they can be sustained. The amount of time and energy needed to support CAVAWs, particularly in their early establishment phase, cannot be under-estimated. Breaking new ground by raising the sensitive issue of violence against women and children and women's rights in rural areas is a very challenging task. VWC has been successful at nurturing CAVAWs because of the intensive input which has been devoted to cultivating relationships with local leaders such as chiefs, provincial governments, health staff, police and others; keeping in touch with CAVAWs as they are establishing themselves; and resourcing the CAVAWs sufficiently. These lessons have been learned from failures to sustain rural volunteer networks in Vanuatu.

All CAVAWs are volunteers and need training in the management of their collectives, in addition to careful monitoring and accountability in regard to finances. While the amount of money transferred to each CAVAW is relatively small (the CAVAW activities fund and honorariums), it is enough to create conflict in rural areas if monitoring, reporting and accountability mechanisms are not implemented. VWC's focus during phase 5 is to ensure that CAVAWs are active, effective and sustainable.

There is also a high demand from CAVAWs for new branches to be established in outer islands. VWC has rejected this option and favours a cautious approach focused on ensuring that the current 2 Branches are effective, accountable and sustainable before establishing and capacity building for a third branch. However, VWC will assess community needs for the establishment of a new Branch and its feasibility during year 3.

Justification for strengthening research

VWC plans to undertake 3 research projects over the next 5 years and to appoint a Research Officer to strengthen capacity for data collection, research and analysis. The need for increased investment and capacity-building for research, data collection and monitoring has been noted in international reports on violence against women. To date there have been relatively few investments in developing methodologies to track

changes in attitudes, there are few studies focused on effective strategies for ending violence, and few which have attempted to track changes in prevalence.⁴²

VWC's core business is service delivery and will remain so. All research activities will contribute directly to improvements in these services:

- Baseline data is a priority not only to assist with tracking changes in the incidence of violence and the effectiveness of VWC's prevention programs (legal advocacy and community awareness), but also to strengthen VWC's credibility and authority when arguing for a stronger law and justice framework.
- Findings from the research will strengthen VWC's community awareness and legal advocacy strategies in an environment where many community leaders are sceptical of the scale of the problem and fearful of the implications of legislating to protect women's rights. Data on prevalence and incidence and information on custom and changing approaches to women's and children's rights in communities will be incorporated into community awareness, training and advocacy activities to improve their effectiveness.
- Research findings will be used to target follow-up rural outreach activities including community awareness workshops and mobile counselling visits by VWC and Branches.

During fieldwork for the research in rural areas, it is essential on ethical grounds to also provide counselling services when this is requested by women who report their experiences of violence. FWCC has found that focus group discussions often end with community members asking questions about various aspects of violence against women and children – this is an important opportunity for awareness-raising that will be utilised by VWC during all fieldwork. It is anticipated that this service delivery, which will be provided as an adjunct to the research, will reach areas where VWC has not worked before.

Advocacy on legal and human rights

VWC hopes that the Family Protection Order Bill will be passed by Parliament during year 1 (2007/2008). Information on the new legislation and its implications will be integrated into all VWC training, community awareness and media activities. Monitoring of the implementation and enforcement of the FPO Bill is an important feature of the program design. All staff and CAVAWs will be equipped to do this. New materials will be produced focused on increasing community understanding of the new law. These materials will be trialled before printing in participatory workshops with staff, male advocates and CAVAWs.

Lobbying of the police force is needed at all levels for them to consistently prioritise the investigation of cases of violence against women and children. Regional and

⁴² United Nations, Division for the Advancement of Women 2005 [Good practices in combating and eliminating violence against women: Expert Group Meeting](http://www.un.org/womenwatch/daw/egm/vaw-gp-2005/docs/FINALREPORT_goodpractices.pdf), http://www.un.org/womenwatch/daw/egm/vaw-gp-2005/docs/FINALREPORT_goodpractices.pdf;

United Nations 2006 [Secretary-General's study on violence against women](http://www.un.org/womenwatch/daw/vaw/violenceagainstwomenstudydoc.pdf) Background documentation for: 61st session of the General Assembly Item 60(a) on advancement of women, A/61/122/Add.1; <http://www.un.org/womenwatch/daw/vaw/violenceagainstwomenstudydoc.pdf> accessed October 2006;

bilateral assistance to the law and justice sector needs to prioritise this area, along with data collection and analysis. Police have very little money for transport to remote areas to investigate cases. This is currently a very serious constraint on the implementation of the law which has a significant impact on women's and children's rights, particularly in rural areas.

Justification for an increased focus on male advocacy on women's rights

The goal of eliminating violence against women and the outcome of changing attitudes to increase community acceptance that violence is a violation of human rights can only be achieved if VWC engages with men. There is evidence that many women are increasingly willing to act to end violence in their lives and to speak out about it, but this is only half of the equation. International experience indicates that men's attitudes on changing gender relations are far more resistant to change.⁴³

Male advocacy training on women's rights was introduced over the last 4 years with intensive support from FWCC and ad hoc funding provided by other donors. VWC will integrate this strategy into the core program, with one male advocacy workshop to be undertaken annually. VWC and FWCC have trained a number of ni-Vanuatu men already who live in Vila and Santo, in addition to some men from the islands who are members of CAVAWs. Over the next 5 years, the male advocacy strategy is expected to focus on two areas:

- Capacity building and follow-up of men who are either members of CAVAWs or who have been nominated by CAVAWs for training, because they have the potential to support the work of CAVAWs in local communities.
- Capacity building, networking and follow up of those men based in urban areas who have already been trained, to ensure that they are effective advocates for gender equality and human rights, and to support their involvement in VWC and Branch community awareness activities.

This is a sound strategy which integrates male advocacy training and follow-up with other VWC, Branch and CAVAW community awareness activities. One meeting per year will be held in Santo to follow-up on trainees, and VWC will hold regular meetings with male advocates based in Vila. Linking the selection of male trainees to CAVAWs will also strengthen the sustainability and effectiveness of CAVAWs and increase their capacity to break new ground in remote island communities.

The long-term aim of the male advocacy component is to establish a core group of men who are advocates for women's and children's human rights, and who can work with men to change attitudes while remaining accountable to VWC, Branches and women members of CAVAWs. Some men have requested VWC to apply for funds on their behalf to establish separate community awareness activities under VWC's auspices. This strategy has been rejected in favour of selecting men for training who are already working in agencies or community groups or who are in leadership

⁴³ United Nations, Division for the Advancement of Women 2005 Good practices in combating and eliminating violence against women: Expert Group Meeting: 40, <http://www.un.org/womenwatch/daw/egm/vaw-gp-2005/docs/FINALREPORT.goodpractices.pdf>; and Unifem 2002 Actions to End Violence Against Women: A Regional Scan of the Pacific, Avega Bishop and Sue Finucane: 12.

positions in the community – such as the Police, health services, the education sector, CAVAWs, pastors and chiefs. These men can have a significant impact on decreasing tolerance for violence by incorporating a human rights approach into their current work. Some can help improve services to women and children who have been subjected to violence and others can build bridges in the community to other men to raise awareness. This strategy is far more likely to result in approaches that are accountable to women's rights, which is an international standard for best practice, and more likely to result in sustainable outcomes over the long-term.

Training men as advocates for women's rights brings a number of risks. These are discussed in section 5.2. The effectiveness of this strategy will be assessed regularly – during follow-up meetings with male advocates in Vila and Santo, during annual CAVAW trainings and during annual planning. In addition, a final workshop with men in year 5 will review the overall effectiveness of the strategy and identify strategies for engaging with men in the future.

Capacity building

VWC has reviewed its approach to capacity building during preparation of this design in response to the recommendations of the AusAID review. Assessment of capacity building outcomes will continue to be monitored through the staff performance reviews but some new features have been added to this approach. Learning goals will be identified for each staff annually. The development of competence (knowledge, ethics and job-related skills) against goals will be documented in staff performance reports which will also explicitly assess the application of learning from various training inputs. Staff will keep personal learning diaries to assist with this process.

Justification for the Deputy Coordinator

The recruitment of a Deputy Coordinator will strengthen VWC capacity in all areas and is essential to accelerate the process of phasing out FWCC's role as managing agent for VWC's program over the long-term (see section 5.1). Over the last 5 years VWC's strategy was to groom a staff member to take on this role, in addition to their other core tasks. This has not been possible to date and a dedicated position has been included in the budget from year 1. The Deputy Coordinator will assist with the implementation of all components and outputs and will be trained in-house and externally to fulfil this role where needed.

3.4 Consistency with Australia's Policies and Approach

VWC's program is in line with the new strategic framework for Australia's overseas aid program outlined in the White Paper. The program will assist to reduce poverty and promote sustainable development both directly and indirectly. It promotes gender equality, which is an over-arching principle for the aid program, including women's participation in decision making, the human rights of women and efforts to eliminate discrimination against women. The VWC program aligns closely with the following priorities for Australian aid:⁴⁴

⁴⁴ AusAID 2006 Australian Aid: Promoting Growth and Stability – A White Paper on the Australian Government's Overseas Aid Program: xvi, 22, 43, 47, 49.

- Fostering functioning and effective states – by strengthening civil society, by building demand for good governance and accountability on the rule of law and justice, by promoting human rights, and by building VWC, Branch and CAVAW capacity for independent analysis of government policy and programs.
- Investing in people – by combating gender-based violence, which has a significant impact on women’s and girls’ health, and their access to educational and employment opportunities.
- Working with partners – by assisting to implement the Vanuatu government’s policy on violence against women. VWC’s program focuses on the major strategies included in Vanuatu’s policy, including legislative reform, education to achieve attitudinal change, professional training for those addressing violence against women, support for NGOs, and research into the impact and extent of violence.⁴⁵

VWC’s program also assists to implement the strategic objectives of the Australia-Vanuatu Joint Development Cooperation Strategy, by focusing on:

- Improved governance – through developing more accountable police and legal systems, and by engaging with civil society to promote demand-led governance.
- Improved service delivery – by providing much-needed services on gender-based violence to isolated rural communities and urban settlements, and by fostering partnerships between women, Chiefs, churches, other civil society groups and government agencies.⁴⁶

VWC’s program will also assist with implementation of Australia’s policy on gender equality, which aims to reduce poverty by advancing gender equality and empowering women. In the law and justice sector, Australia’s gender equality policy focuses on the promotion and protection of the human rights of women and girls, and emphasises the importance of eliminating gender-based violence and all forms of discrimination against women. Violence against women and children is identified as a critical issue requiring urgent attention, including support for legislative change, support services, public advocacy by women’s organisations, community education and the involvement of men in promoting gender equality, women’s rights and non-violence. The importance of supporting women’s organisations is also highlighted.⁴⁷

3.5 Strategy for Australian Assistance

The AusAID review noted that it is more appropriate to view VWC’s work as an ongoing program rather than a time-bound project with discreet activities – activities under many of the outputs are ongoing and inter-related, and many of the outputs cannot be fully achieved over a 5-year time-frame.⁴⁸ In response to the review’s

⁴⁵ Vanuatu Department of Women’s Affairs Violence Against Women in Vanuatu: Policy Paper, 2002-2006.

⁴⁶ Government of Vanuatu and AusAID 2005 Australia-Vanuatu Joint Development Cooperation Strategy, 2005-2010: 6-9.

⁴⁷ Commonwealth of Australia 2007 Gender Equality in Australia’s Aid Program - why and how: 3, 9, 13.

⁴⁸ “Review of the Vanuatu Women’s Centre Project, Final Report, August 2006”: 17.

comments, the modality for Australian assistance is to provide core program support to implement VWC's national program against violence against women.

AusAID's partnership with VWC acknowledges the organisation's status as an independent civil society organisation, and that the program design implements objectives and activities which have been clearly identified as policy priorities by both the Vanuatu and Australian governments.

4. PROGRAM DESCRIPTION

4.1 Program Goal and Outcome

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

The program goal reflects VWC's long-term organisational goal. VWC and FWCC believe that this is appropriate, given that the program will provide core funding for VWC, the CAVAWs and TCC. Reaching the program goal depends considerably on the actions of government and other civil society organisations. Program outputs in component 4 and community awareness strategies in components 2 and 3 are designed to hold government accountable to the commitments that it has already made on violence against women and children, in addition to consolidating community support for the elimination of gender-based violence.

Expected impacts include changed attitudes on violence against women and children, increased access to services for women and children who are subject to violence, and a strengthened legislative and policy framework for addressing violence. All program components and outputs will contribute to achieving these impacts.

The program design encompasses all areas of VWC's work including those funded by NZAID. It includes the work of the 2 Branches and CAVAWs, and VWC's support, mentoring, capacity building and resourcing of their activities.

4.2 Program Components and Outputs

VWC will work towards achieving the program goal and outcome through 5 components (see the logframe in Annex 1, the implementation schedule in Annex 3 and the diagram of the program diagram in Annex 11).

Component 1: Counselling, Legal Assistance and Support Services

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

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

The provision of counselling, legal and support services to women and children who are survivors of domestic violence, psychological and sexual abuse is a core strategy in VWC's efforts to eliminate violence against women throughout Vanuatu. This will be carried out through centre-based counselling; mobile counselling in Vila settlements, rural areas on Efate and during visits to CAVAWs in the islands; referrals to other agencies; the provision of legal information by counsellors; legal assistance and representation by the lawyer including representation in court once she is accepted to the Bar; and phone counselling.

VWC expects to see an increase in referrals from Branches and CAVAWs for more complex cases including those that require travel to Vila to attend court. Clients from outer islands will be assisted through the Client Support Fund and through the provision of Safe House services which are funded on an annual basis by NZAID. (The Safe House is included as an activity in output 1.1.) The Client Support Fund is a new feature of the design which will increase VWC's effectiveness at providing counselling and legal assistance services to the poorest women from remote islands.

Annual counsellor training in Vila will be held for all VWC and Branch staff and 3 CAVAW members and will be facilitated by an Australian-based consultant psychologist. In-house refresher trainings will also be undertaken annually by the VWC Coordinator. Annual counsellor training reports by the consultant and staff performance reviews will be used to identify the highest priority areas for training. One overseas counsellor training attachment per year will provide an opportunity to intensively upgrade the skills of either a VWC or Branch counsellor. This training will be undertaken in the Philippines with a suitable agency in years 1 and 4 and with FWCC during years 2, 3 and 5. Attachments to FWCC will include 1 to 2 weeks of formal training conducted by a consultant psychologist, followed by a hands-on training attachment with FWCC counsellors.

Component 2: Branches and CAVAWs

Outputs for this component include:

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

This component aims to ensure that effective counselling services and community awareness activities on violence against women and children are provided throughout Vanuatu. Increasing effectiveness of services in rural areas, accountability, solidarity and networking are key themes for this component. It covers activities undertaken by VWC's 2 Branches in SANMA and Tafea provinces, the work of CAVAWs, and the extensive range of support provided to Branches and CAVAWs by VWC to assist them to increase their effectiveness and the sustainability of outcomes. Branch and CAVAW activities mirror those undertaken by VWC and include: counselling, legal and other support to clients, community awareness activities including regular special event campaigns, radio programs undertaken by the Branches, data collection and networking with other agencies and community leaders. VWC will recruit another Counsellor for TCC in year 1, to provide for expected increases in demand and to ensure that a Counsellor is always available when other TCC staff are away from the centre conducting community awareness talks and workshops.

VWC support for Branches includes the management of Branch funds, visits to Branches for monitoring and reporting, and the provision of ongoing support to Branches for all their activities. Branch staff will be included in VWC staff training in other components.

Support to CAVAWs by VWC includes a number of capacity building activities including visits by VWC staff to CAVAWs, national trainings in Vila, training in Fiji at the month-long regional training program (RTP, which provides core knowledge, ethics and skills on addressing violence) and attachments to VWC. Networking with local community leaders and other agencies to support CAVAWs is critical for ensuring their sustainability.

This component also includes an assessment of community needs and feasibility for a new Branch (for PENAMA, TORBA or MALAMPA provinces) - although no budget is included for the establishment of a new centre.

Component 3: Community Education and Awareness

Outputs for this component include:

1. Community awareness
2. Data collection and research

This component aims to extend community awareness on gender-based violence to new places throughout Vanuatu and to deepen awareness in areas where VWC has already been working for some time. Male and female community leaders and Chiefs as well as grass-roots women and men will be targeted for VWC talks and workshops, usually in mixed sex groups. VWC will also respond to requests from other agencies to participate in their activities or to hold special workshops and talks.

A new feature of the design is the strengthening of VWC's research capacity, including the new position of Research Officer. VWC hopes to recruit someone with a degree who has a demonstrated capacity to plan and undertake research projects. It is critical for the successful applicant to have a commitment to women's rights and to have the capacity to understand the ethical issues surrounding research on violence, particularly when dealing with women who may have suffered abuse and violence. If necessary VWC will appoint a new graduate and provide hands-on training. Depending on her skills and the scheduling of the research projects, she will also undertake in-house research tasks to strengthen VWC's analytical capacity, in addition to overseeing the collection, collation and presentation of data for VWC's reporting to AusAID (see section 6 below). For example, VWC will conduct three surveys of client satisfaction in years 1, 3 and 5.

The first research project will be a population-based baseline study of prevalence, incidence and attitudes on violence against women. This will be a collaborative undertaking with DOWA and the National Statistics Office (NSO) with VWC as the lead agency. NSO has confirmed its willingness to participate and to work with VWC to strengthen its capacity to design a reliable study and to process the data. VWC will draw on FWCC's experience from their baseline research to develop the methodology for the study, which is expected to include a survey and focus group discussions on community attitudes. VWC and FWCC will also draw on SPC's experience in conducting similar research. International technical assistance will be used to assist with design, implementation and analysis of the study and to provide training to the Research Officer. Analysis of findings will be discussed at a participatory workshop.

The research will be conducted over the first 2 years of the program. A seminar will be held in year 2 to disseminate the findings and raise community awareness.

A second smaller research project will be undertaken in years 3 and 4. This will be a qualitative study on custom, violence against women and community understanding of human rights. Although the final design will depend on the findings from the baseline research, this study is expected to explore how custom and culture has changed in relation to the community's tolerance of violence against women. Customary practices which promoted violence as a form of discipline of women, and social controls which protected women from violence will both be explored, including differences in male and female perceptions on these matters. Customs surrounding marriage and bride price will be one important focus of this research.

Both of these research projects will assist VWC with its social analysis and lobbying in relation to violence against women and children and will feed into the development of community education materials, legal advocacy and lobbying and training. VWC has learned that the provision of information alone is not sufficient to change attitudes and the findings of the research are expected to be a powerful tool for all community awareness and education activities. Fieldwork for research will also provide an opportunity for service delivery including counselling and community awareness on request (see page 30-31 for more details on the linkage between research and service delivery).

VWC will hold 2 national conferences on violence against women in December 2008 and December 2011. These will focus on reviewing strategies to increase the effectiveness of the work of VWC, Branches, CAVAWs and other stakeholders in changing attitudes, law and behaviour on gender-based violence. The first conference will assess progress to date with male advocacy work and will review the implementation and enforcement of the FPO Bill, assuming that it has been passed by that time. If the Bill has not been passed, the conference will provide an important opportunity for lobbying and awareness-raising on the need for a clear legislative framework, along with any other current issues of concern. Both conferences are expected to draw significant attention from government, other CSOs and the media in Vanuatu and across the Pacific region. The first conference will give a progress report on the baseline research on prevalence, incidence and attitudes and will review progress towards implementation of the National Plan of Action for Women in the areas of most concern to VWC. CAVAWs will give an overview of the situation in their islands at each conference and other key stakeholders such as DOWA, the Police, Chiefs, Churches, other CSOs and Provincial governments will be invited to review their work to address violence and set priorities for the coming years. The 2nd conference in 2011 will be a forum for reviewing VWC's achievements and impacts, will review the findings from the research project on custom, violence and human rights, and will develop recommendations for future strategies and funding.

VWC will continue to undertake regular media activities including the VWC radio program and press releases in response to specific issues. Four special events campaigns will be conducted annually, including activities organised by VWC and others undertaken in collaboration with other agencies such as VNCW, DOWA and

agencies working with children. The four events are the 16 Days of Activism Campaign against gender violence in November/December, International Women's Day in March, Vanuatu Women's Day in May and Vanuatu Children's Day in July.

A range of community education and legal literacy materials will be produced and widely distributed to Branches, CAVAWs and other agencies, including 3 VWC newsletters per year. New awareness materials will be produced on the Family Protection Order legislation and male advocacy. These new materials will be tested with CAVAWs, communities, male advocates and staff before they are printed.

Component 4: Legal Advocacy, Lobbying and Human Rights Training

Outputs for this component include:

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

This component aims to increase awareness on legal and human rights throughout Vanuatu. VWC will continue to lobby for human rights to be reflected in laws and procedures, with a focus on the passage of the Family Protection Order Bill until this becomes law. Once the legislation is gazetted, VWC, Branches and CAVAWs will monitor the implementation and enforcement of the legislation. VWC will also continue to lobby for Vanuatu's commitments to gender equality and human rights to be implemented through changes to legislation, policy and practice – specifically the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child (CRC) and the UN Declaration on the Elimination of Violence Against Women (DEVAW).

Selected agencies and institutions will be lobbied to participate in training on gender relations, violence against women and human rights. This will be undertaken in years 3 and 5. By increasing awareness on gender equality, legal and human rights in key agencies, this initiative aims to strengthen collaborative efforts to address gender-based violence with other stakeholders and to ensure that the initiatives of other agencies are informed by sound gender analysis of gender-based violence.

The second major focus of this component is male advocacy on women's rights. VWC's main focus will be on training male advocates from rural and urban areas who already have a relationship with VWC, Branches and CAVAWs, or who are in a position to influence community attitudes and service provision to women and children. The training in year 1 will be held in Santo and will select new male participants from TORBA, PENAMA and SANMA provinces who are living and working in rural areas. In year 2, VWC and FWCC will engage an Australian-based male consultant to provide follow-up training to men who have already participated in male training over the last few years – this will focus on masculinity and gender power relations to equip these trainees to work with violent men in addition to their community advocacy for women's rights. In year 3 a training workshop will be held in Vila for participants from SHEFA, MALAMPA and TAFEAT provinces and there will be a follow-up workshop year 4 based in Vila. Year 5 will bring men from around the country for a review and planning workshop which will feed into VWC's next funding phase.

These trainings will be co-facilitated by the FWCC and VWC Coordinators using FWCC's recently launched training manual on gender relations, violence against women and human rights. This manual and the training approach were extensively trialled with both male and female participants from the Pacific region over the last few years before publication. Topics covered include discrimination, stereotypes and violence against women; gender relations (including sessions on male privileges, gender relations and culture); and an exploration of the links between gender equality, human rights and gender-based violence. After training, the activities of the male advocates will be followed up and monitored jointly by VWC, the Branches and CAVAWs.

Component 5: Management and Institutional Strengthening

Outputs included in this component include:

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

This component aims to strengthen the management and coordination of all VWC services, including personnel, organisational, financial and program management. VWC will provide a range of training opportunities to staff to improve their skills, and will assess skill development annually through staff performance reviews. Other organisational management activities include annual financial audits, quarterly management committee meetings, local and international networking. Local networking and collaboration with agencies with similar objectives will continue to be a high priority, along with liaison with provincial government bodies on the work of CAVAWs.

A new feature to improve transparency (in response to findings of the AusAID review report) will be an annual public meeting held by VWC. This will be attended by VWC's management committee, staff, male advocates and if possible VWC CAVAWs. The meeting will be advertised for public participation, with the aim of sharing information on VWC's activities, plans and achievements.

This component includes hands-on training and assistance by FWCC in strategic planning, monitoring, reporting, risk assessment and risk management. Annual planning in April each year will review every aspect of the program design through participatory workshops – achievements and performance will be assessed and progress reviewed, along with a review of the logframe, risk assessment, implementation schedule and M&E framework. This process meets VWC's reporting obligations but is also an effective way of strengthening planning, review and analytical skills. (See section 5.1 for discussion of the steps that will be taken towards the phasing out of FWCC's managing agent role.)

Skills that need to be strengthened for various staff over this phase include: computer skills of some staff including word processing and spreadsheets; writing skills for different centre needs – some staff need to strengthen their skills for writing local community awareness materials and publications, and most staff need further hands-

on training in report-writing skills; and media skills for the community educator. Public speaking is an area that needs strengthening for a number of staff.

Proposal for permanent premises for VWC

The lack of a permanent home for VWC is a risk to the long-term sustainability of the organisation and its network, and a risk to its effectiveness. Since VWC was established in 1993, the centre has moved 5 times - an average of one move every 2½ years. VWC was initially given a room in government offices, but had to relocate to other government premises after only one year. The following year, VWC started renting premises.

There is always the risk when renting a commercial property that the landlord will terminate the lease, raise the rent significantly, or sell the building. VWC attempted to manage the risk of increased rent by insisting on a 5-year contract with the previous landlord. However, the current building was sold in July 2005 which resulted in a 15% increase in monthly rent without any consultation with VWC. The impact of this rent increase has been cushioned by favourable foreign exchange rates between the Vatu and Australian dollar. However, given the structural weaknesses in the Vanuatu economy, rent increases could have a significant impact on VWC's finances in future.

A more pressing problem from July 2005 will be a shortage of space for all VWC staff and activities. The appointment of a Deputy Coordinator and Research Officer will put a significant strain on the working environment. This is exacerbated when VWC has CAVAW or Branch members attached for weeks at a time, and when students and community members use the library. It will be very difficult to accommodate short-term research assistants, particularly during data processing. VWC will need to face the difficult decision of whether or not to relocate during 2007/2008 in order to accommodate all staff and programs.

The lack of secure premises and the re-location which results from it has a detrimental impact on VWC's efficiency. All services are seriously disrupted during and after re-location. The greatest impact is on clients who may be discouraged when they find that the centre has moved, or who may not have enough money or confidence to find the new premises.

It is important for VWC to be reasonably close to Vila to ensure that the centre is accessible to clients. Much time and effort is spent looking for new rental premises which fulfil VWC's needs for affordability, accessibility, confidentiality and safety of both staff and clients.

To purchase and re-fit a new building in the Nambatu area of Vila (where VWC is currently housed) would cost between Vt 30 million and Vt 35 million including associated taxes and legal fees. While this is a significant investment in the short-term, the purchase of a building would be cost-effective over the medium to longer term, would minimise future disruptions to VWC's activities, and enhance the long-term sustainability of the organisation.

The following options have been considered for providing VWC with a permanent home. Option (a) is considered the most appropriate for VWC's needs.

- (a) **Purchasing a building close to Vila:** This is considered the most feasible and preferred option, as long as a building can be purchased close to Vila to meet the criterion of accessibility. This option provides VWC with some flexibility to modify the building to ensure that confidentiality, safety and security issues are addressed.
- (b) **Purchasing land and constructing a new building:** This option has the advantage of allowing premises to be custom-built for VWC's needs for counselling, attachments, research, training and library facilities. However, available land for sale is too far from Vila town, and would be inaccessible for clients. There is very little land available for purchase close to Vila, and the land which is available in Vila is extremely expensive. This option is not favoured by VWC due to concerns about lack of accessibility for clients.
- (c) **Sharing an office with another agency or government department:** While this option may save on costs, it is rejected on the grounds of safety and confidentiality of clients. VWC staff are threatened from time to time by clients' spouses and other relatives. This is an unacceptable risk to impose on another agency. Just as important, sharing premises would seriously compromise VWC's ability to ensure client confidentiality. If premises were shared with another agency or government department, VWC could not exercise control over the staff of another agency in this regard. Vila is a small town and the possibility of staff or visitors to another agency or government department knowing clients and talking about them is a real risk, which may endanger the safety of both the client and VWC staff. Fear of retribution is still a significant factor which prevents women from reporting violence and seeking help. During 2005 an AusAID officer suggested that VWC could purchase a building and rent out a portion of it, in order to provide an income stream. This option is only workable if the criteria of safety, security and confidentiality can be met.
- (d) **Requesting a grant of land or a building from the Vanuatu Government:** VWC has had some experience with utilising government space during the early 1990s and considers that a government grant of land or premises does not guarantee a permanent home. This is not considered to be a feasible long-term solution to the need for secure and stable housing of the centre.

VWC believes that it is highly unlikely that another donor would fund the cost of a building or co-finance it. For example, VWC tried for around 2 years to interest another donor in funding for the Tafea Counselling Centre, despite the very small outlay required. No other donor was willing to take on this funding.

VWC plans to submit a proposal for permanent premises in the first quarter of year 1.

4.3 Resources, Costs and Phasing

4.3.1 Total Costs

The total estimated cost of the program over the 5 years from July 2007 to June 2012 is summarised in the table below. Annex 4 is a 5-year cost-schedule for the program and Annex 5 provides details on all cost assumptions. **This cost of purchasing permanent premises for VWC is not included in these tables.** A building for VWC is estimated to cost approximately A\$375,000 in addition to the estimates below.

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

These cost estimates have been prepared based on an exchange rate of A\$1.00: Vatu 80. An inflation factor of 2.5% has been included in selected budget items, including all staff salaries, community awareness and legal literacy materials, office supplies for VWC and TCC, and communication, insurance, audit and utilities costs for VWC. It has also been assumed that airfares will increase by Vt 500 per year and this has been included in most budget lines that include travel expenses. Other costs have been kept constant over the five years.

Resources needed include salaries and associated costs (VNPF and severance allowance allocations) for 12 VWC staff including the new Research Officer, cleaner and volunteer (see the list of current staff positions on page 1), program management, equipment costs including computer purchases, training costs for VWC, Branches and CAVAWs, funds to support CAVAW activities and Branches, operational costs for TCC, male advocacy training in years 1 to 5, and the purchase of a vehicle in year 1 (Vt 2,500,000). Costs are greater in years 1, 2, and 5 due to: VWC's plans to hold national conferences in years 2 and 5; the cost of the baseline research project over years 1 and 2; and the purchase of the vehicle in year 1.

Cost estimates include a number of new features and increases in some areas over previous budgets which together contribute to a substantial increase in required funding compared with previous years. Major new features are summarised below and are detailed in Annex 5.

4.3.2 Justification for Cost Increases

Justification for increases in staffing costs

Increases related to staff salaries include the following:

- Some salaries have been increased due to increased responsibilities of staff, including the Finance/Administration Officer, the current TCC Counsellor and one of the VWC Counsellors. The new positions of VWC Research Officer, Deputy Coordinator and a new TCC Counsellor adds over Vt 4.3 million per year

to the budget (see section 3.3.2 for a justifications). The Coordinator's salary has also been increased commensurate with other organisations in Vanuatu managing programs of this scale and requiring similar levels of expertise, travel and responsibility.

- Housing allowances have been increased to Vt20,000 per month compared with Vt10,000 per month since 1999. This is only payable to staff who are renting accommodation in Vila. Many staff currently live in sub-standard accommodation due to the low housing allowances. Government staff currently receive up to Vt15,000 per month for housing allowance depending on the cost of their rent. This provides for very basic corrugated iron rooms with shared bathrooms due to the very high cost of rents in Vila.
- Per diems for all staff, CAVAWs and trainees when working away from home have been increased to Vt3,000 per day compared with Vt2,000 in previous budgets. This reflects increases in costs over the past 5 years. All staff are frequently required to travel to the islands, to rural areas in Efate, or to Vila in the case of Branch staff and CAVAWs and it is important that their needs are adequately catered for in these circumstances.
- The allowance for volunteers has also been increased to Vt15,000 per month for the VWC volunteer and Vt8,000 per month increasing to Vt10,000 per month in years 4 and 5 for the TCC volunteer.
- CAVAW honorariums are currently Vt1,000 each for undertaking up to 7 community awareness activities each year. This means that each CAVAW member can receive up to Vt7,000 per year, provided that there is adequate documentation of their work. This is a very small honorarium which will be increased to Vt1,500 in year 2 and again in year 4 to Vt2,000. This is an important incentive for CAVAWs who work hard in very challenging circumstances. While this does not adequately compensate CAVAW members for the time and effort of their work, it adds a substantial amount to annual budgets – over Vt 2 million in years 2 and 3, and over Vt3 million in years 3 and 4 due to the increased number of CAVAWs expected.

VWC and FWCC place a very high priority on rewarding staff and CAVAWs appropriately for their work, which often places them in situations of hostility from both family and community members and can also place them at risk of physical assault. VWC and FWCC have found that staff commitment is a pre-requisite for effective work in the area of addressing violence against women, along with adequate skills and knowledge. In the long-term these are cost-effective measures because they help to reduce staff turnover. VWC invests significant resources in training staff and once they are trained, it is important to retain them by providing adequate salaries and benefits. However, annual 2.5% salary increments will be rewarded for improvements in performance and are not seen as an automatic entitlement.

International technical assistance

VWC has also increased the amount of international technical assistance for the next five years which is essential for capacity building and for the achievement of outputs. All consultants will receive fees of A\$800 per day and all consultants will be required to demonstrate progress towards capacity building of staff. Four consultants will be used including:

- the FWCC consultant who assists in all areas of planning, program management, monitoring, risk assessment, review, report writing and financial review;
- an Australian-based consultant psychologist who will provide annual counsellor training and assessments of improvements in counselling skills;
- a male advocacy trainer who will provide a one-off input in year 2; and
- technical assistance with the design, implementation and reporting on VWC's 2 major research projects.

Increased costs for program activities

Costs for the following activities have increased considerably and make up the bulk of the overall increase in the budget compared with the last few years.

- Annual CAVAW training in Vila is an expensive item because of the 20% increase forecast in the number of CAVAWs over the next 5 years. The cost for the first annual training is almost Vt 4 million in year 1 and this increases to over Vt 4.8 million by year 5 because the number of CAVAWs attending increases from 33 to 40. Only one CAVAW member per year comes to this training. This is an essential capacity building input which has been effective at improving CAVAW skills and strengthening their commitment. It is also essential to train CAVAW members on data collecting systems so that VWC can obtain regular and reliable data on CAVAW activities.
- Three CAVAW members will be trained at FWCC's Regional Training Program in Suva each year. This costs over Vt1.2 million per year. This is an essential core training on the issues of violence against women and basic counselling and community education skills. CAVAW members who have adequate English language skills to attend this training have reported that it has helped them in their community awareness and counselling work.
- The two national conferences to be held in years 2 and 5 are also costly items (over Vt 6.5 million in total) due to the number of island participants and the associated travel, accommodation and per diem costs. These events are critical for lobbying and advocacy as well as for reviewing the effectiveness of strategies and planning (see sections 3.3.2 and sections 4.2 above for justification).
- The cost of printing all community education and legal literacy materials has increased considerably in recent years and this forms a substantial part of the budget each year (generally between 2 and 3 million vatu). The number of materials to be printed (see Annex 5) is the minimum needed to adequately resource all the CAVAWs and the 2 Branches, and to have some materials left over for distribution from Vila. VWC has sought quotes from the 2 printing houses in Port Vila and the amounts in the budget are a minimum estimate.
- The 1st research on prevalence, incidence and community attitudes requires Vt6,741,400 million (A\$84,267) in year 1 and Vt1,887,000 (A\$23,587) in year 2. This covers technical assistance; the cost of hiring four research assistants on a casual basis to assist the Research Officer with the field survey and one to assist with data processing; travel, per diem and accommodation costs to conduct the research in 6 islands (one in each province); a seminar in Vila to disseminate the findings; and publication of the research report. The 2nd research on custom, violence and human rights will cost Vt2,920,000 in year 4 and Vt441,000 in year 5 (A\$42,012). Consultant fees, one casual research assistant and fieldwork costs

for travel to 6 islands will be needed, along with publication and dissemination of the findings.

- Male advocacy training adds significant costs to all years even though the costs of the FWCC trainer will be covered by FWCC's own budget in years 1 and 2. Costs include island travel, per diem and accommodation costs for 25 participants in the year 2 training with the male advocacy consultant trainer (see section 3.3.2 above for a justification of the need for male advocacy training workshops).

4.3.3 Resources and Costs by Component

Component 1: counselling, legal assistance and support services

Human resources needed for component 1 include salaries and housing allowance for 4 VWC Counsellors and the Lawyer. The Coordinator provides a training and support role for this work, and undertakes counselling as needed. The Deputy Coordinator will be trained to undertake counselling and will also provide support for counselling. These salaries are included in component 5). Training costs include international technical assistance for an Australian consultant psychologist and airfares, accommodation and per diems for Branch counsellors and 3 CAVAW members each year. One counsellor training attachment overseas per year is budgeted including fees, travel, accommodation and per diem. Costs of supervision for the Lawyer are needed for years 1 and 2 only. Two years supervision is a requirement of the Chief Justice of Vanuatu before any new graduate can be admitted to the Bar to represent clients in court.

Client support costs include the Court Fees Fund which will be used to cover fees for DV court orders, child maintenance claims and for medical certificates as required. This fund may also be used for customary payments to chiefs when clients and VWC counsellors request custom court hearings to resolve their cases. The fund may also be used in special cases for assistance with court fees for divorce and family maintenance fees. A new feature of the design is a modest Client Support Fund of Vt340,000 in year 1 increasing to Vt360,000 in year 5. This will provide for airfares and island transport costs for up to 10 clients from the islands to come to Vila when their cases need to be heard in court. This assumes that ongoing funding will be available from NZAID for the Safe House to cover clients' accommodation and food requirements while they need to stay in Vila.

Component 2: Branches and CAVAWs (SCC funded by NZAID)

VWC estimates that the costs for TCC will be Vt 3,341,127 in year 1 and Vt3,429,672 in year 5. These estimates include: the 3 current staff (project officer, counsellor and office assistant, including VNPF and severance allowance allocations) and an additional counsellor starting from year 1; and the purchase of equipment such as a photocopier and computer in years 1 and 3. Modest allocations for office supplies, communications costs, utilities, transport for staff and clients and a small court and medical fees fund are also provided in this budget. The budget provides for TCC staff to undertake 3 outer island workshops and 3 workshops in rural areas of Tanna annually, in addition to costs for 5 special events campaigns per year. Airtime for TCC's radio programs are currently provided free of charge by the local FM station.

Resources for this component also include the costs of providing support to Branches and CAVAWs. Four monitoring and support visits will be done per year (2 to each Branch), in addition to the attachment of one Branch staff to VWC every year. VWC's Lawyer will also visit each Branch twice per year.

No resources are allocated to output 2.3 (CAVAW activities) since all costs for this output are included in output 2.4 for VWC support to CAVAWs. The budget covers training visits to 6 CAVAWs and 3 legal assistance visits each year. Other training costs include the annual CAVAW training in Vila, costs for 3 CAVAW members each year to attend FWCC's RTP in Suva and the attachment of 4 CAVAW members each year to VWC for 2 weeks. There is an allocation in year 1 for reprinting the CAVAW manual which will be updated to cover increased reporting and accountability requirements.

Honorariums are paid annually to the CAVAWs in March at the annual CAVAW training. CAVAW activities will be supported through the CAVAW activities fund – Vt35,000 will be provided to the 10 most active CAVAWs each year and the remainder will receive Vt30,000 per year. The budget provides for 33 CAVAWs to receive honorariums and payments from the activities fund in year 1, 35 in year 2, 37 in year 3, 39 in year 4 and 40 in year 5.

Human resources funded in other components are essential to support the activities in this component. The Coordinator, Deputy Coordinator, Research Officer, all Counsellors, the Community Educator and the Lawyer will provide essential training and support inputs in the work of strengthening CAVAWs.

Component 3: Community Education and Awareness

Human resource costs for the Community Educator are included in output 3.1. While the Community Educator takes primary responsibility for planning, scheduling and undertaking community awareness and education activities, she will be supported in this work by the whole team. The Coordinator currently presents the radio program, is responsible for liaising with the media and undertakes most community awareness workshops and talks. These roles will be shared with the Deputy Coordinator once she is recruited and the Research Officer will also be trained to take on some of these tasks when the need arises. The cost of the 2 national conferences in 2008 and 2011 are included in this component along with library costs, fees to VBTC for the VWC radio program, allocations for 4 special events campaigns, 3 small media campaigns, and the cost of printing 3 newsletters annually.

Printing costs for community education and legal literacy materials make up the bulk of resources for output 3.1. This is outlined in detail in Annex 5. New resources will be produced in year 1 and 2 for the FPO Bill assuming that it is passed; and male advocacy materials specifically targeted at men will be trialled and developed from year 1.

Resources for output 3.2 (data collection and research) have already been discussed above and include the salary and housing allowance for the Research Officer, and all costs to design, implement and report on VWC's 2 major research projects. Other

human resources needed for this output are inputs from the Coordinator and FWCC, in addition to local technical assistance which will be provided free of charge by the National Statistics Office. DOWA human resources will also be requested to collaborate in developing the research design and to analyse the findings. The costs of the 3rd research activity – the client feedback survey in years 1, 3 and 5 – are covered in other components.

Component 4: Legal Advocacy, Lobbying and Human Rights Training

This component includes costs for the training with other agencies on gender relations, violence and human rights in years 3 and 5; and male advocacy training workshops in years 1 to 5. No VWC human resources are included in the costs for this component because these are covered in the Coordinator's and Deputy Coordinator's salary in output 5.1. FWCC trainer costs are not included in years 1 and 2 because these will be funded separately from FWCC. Technical assistance is needed for a consultant male trainer in year 2. A small allocation is provided annually for the costs of male advocates to meet in Santo. Other human resources needed to monitor the activities of male advocates are covered in component 2 and include Branch staff and CAVAW members.

Component 5: Management and Institutional Strengthening

Output 5.1 (organisational management) includes all VWC's core administrative costs which are needed to deliver services and achieve outputs in all other components. Human resources include the costs of salaries for the Coordinator, Deputy Coordinator, Finance/Administration Officer, Office Assistant, part-time Cleaner and Volunteer. VNPF payments and severance allowance allocations are included for all VWC staff. VNPF is a legal requirement for all staff and volunteers and is calculated at 8% of annual salaries.

Severance allowance is also a legal liability and is calculated at half of one month's salary at the time of severance. Severance allowance is payable by law to all staff when their employment is terminated, except in cases of gross misconduct or if they resign before they have completed 10 years of service. (In practice, the Department of Labour consistently advises that severance allowance should be paid, even in cases of termination of employment due to gross misconduct.) Year 5 salary allocations have been used to calculate annual severance allowance liabilities. Severance allowance allocations are acquitted when these funds are transferred into a separate term deposit account. This account is used solely for severance allowance. In the past, AusAID's contract with FWCC/VWC has required that severance allowance deposits and any interest earned are reported at the time of maturity of each term deposit with a copy of the bank statement attached to the relevant report. All withdrawals from the severance allowance account must be approved by AusAID in advance. These accountability conditions will be continued over the next 5 years.

New assets include office furniture in year 1 for the Deputy Coordinator, Research Officer and Counsellors, and the purchase of new computers over years 1 to 4 (including one for the Research Officer for data processing).

VWC has also included Vt2,500,000 for the purchase of a vehicle in year 1. This will be used for community awareness and mobile counselling in Vila and around Efate, for transporting clients to other agencies including the Police and Courts, for research activities, and for transport to and from the airport for CAVAWs, for trainings in Vila and for clients. The vehicle will increase VWC's efficiency in carrying out all activities on Efate. Costs for fuel, servicing and maintenance of the vehicle are also covered. Currently only the VWC Coordinator can drive – other staff will be supported to learn to drive so that full use can be made of the vehicle.

A staff training fund covers staff training that is not included in other budget lines. This provides for one person to attend FWCC's RTP per year in addition to an allocation for locally-provided training as needed. The RTP is a core training requirement for all new staff as an introduction to the issues of violence against women and children. When there is no VWC or Branch staff needing this training, the allocation will be used to send either an additional CAVAW member or a male advocate to the RTP. This output also includes funding for the annual staff training retreat and SCC and TCC attendance at quarterly management committee meetings.

Internal auditing by the accountant firm Hawkes Law will be continued over the next 5 years to ensure that all funds are fully and transparently accounted for. Output 5.2 also covers fees for the annual audit of all VWC accounts.

A new budget line of Vt250,000 per year is for international and regional networking. Most costs are provided by inviting agencies when VWC participates in international meetings and workshops, or when VWC participates in international consultations on behalf of the Pacific Regional Network Against Violence Against Women. However, funds are often needed for per diems, transit, visa and some local travel costs, and for communication costs to keep in regular contact with the centre.

Output 5.2 includes FWCC's program management costs. This includes a modest allocation of Vt219,000 for FWCC's communication and administration costs and the costs of travel, per diem and accommodation for 2 FWCC monitoring visits per year and 2 short visits to attend the Project Coordination Committee meeting in Vila. Report preparation (photocopying and binding) and bank fees for the FWCC Managing Agent account are also covered in this output.

Costs of technical assistance provided by an Australian consultant are also covered in output 5.2. This provides for 4 visits to Vila per year. This is both a capacity building and assistance role focussed on program planning, risk assessment and management, performance monitoring and evaluation, financial controls and reporting to AusAID. One visit annually is for training and assistance linked to the preparation of annual plans and 2 are to oversee the preparation of financial acquittals to AusAID. The consultant also facilitates and assists with 6-monthly monitoring during preparation of progress reports.

4.3.4 Phasing

A five-year implementation schedule for the program is attached in Annex 3. As explained in section 3.5 above, VWC is undertaking a program rather than a discreet

time-bound project. Because of the long-term nature of work to eliminate violence against women and children, many of the activities included in the implementation schedule are ongoing.

5. COORDINATION, RISKS AND MANAGEMENT

5.1 Management and Coordination

5.1.1 Managing Agent arrangements

The AusAID review recommended that the current funding arrangement with FWCC as the Managing Agent should continue for the next 5 years, based upon a capacity building plan. This is a key principle guiding FWCC capacity-building inputs over the next 5 years, and it is expected that tangible results will be demonstrated from year 1.

Elements of the program design that are explicitly geared to handover of responsibilities include the following:

- The Monitoring and Evaluation framework (section 6 and Annex 6) includes a capacity building indicator – that VWC will take increasing responsibility for the preparation of reports. Currently the major constraint to achieving this indicator is the need to upgrade monitoring and report-writing skills for a number of staff.
- The Terms of Reference for the FWCC consultant identifies criteria for assessing the progress of capacity building (see Annex 9). Capacity-building objectives will be set and reviewed annually, and progress will be reported in Annual Plans.
- The recruitment of a Deputy Coordinator who can be trained and mentored to provide management, overall implementation and report-writing support is expected to accelerate progress towards a full handover of responsibilities.
- The recruitment of a Research Officer with good writing skills is also expected to facilitate the handover of monitoring and reporting responsibilities.

FWCC plays an important mentoring role and will continue to do so even when the managing agent arrangements change. This is part of FWCC's mandate as the secretariat of the Pacific Regional Network Against Violence Against Women that is resourced through AusAID's Pacific regional program. FWCC performs this role informally for a number of CSOs in the region and formally for specific requested tasks from time to time. The current management arrangement respects VWC's autonomous status as an independent organisation and does not detract from the role of the trustees and the VWC management committee. It increases VWC's accountability and transparency and provides a range of opportunities for sharing information and strategies and for critical reflection on achievements.

FWCC will have a legal agreement with VWC which reflects the contractual obligations that FWCC has to AusAID as Managing Agent for the program. The legal agreement between FWCC and VWC will be put in place as soon as possible following FWCC's signing of the contract for this program with AusAID.

5.1.2 Program coordination

A Program Coordination Committee (PCC) will be formed and will hold its first meeting in November 2007 after the first Progress Report is submitted to AusAID in October. The PCC will meet six-monthly thereafter in April and October. Members of the PCC will include:

- VWC's Coordinator as Chair (with other staff and Management Committee members attending as observers on a rotating basis)
- FWCC's Program Manager or her delegate
- AusAID representative(s) from the Post in Vila
- A representative from the Department of Women's Affairs
- A representative from the Department of Economic and Social Development
- A representative from the Department of Strategic Management
- A representative from NZAID in Vila

Branch Project Officers or other Branch staff may attend the PCC when they are in Vila for other purposes, such as for Management Committee meetings or during training or attachments at the Centre.

The role of PCC is to review the assessment and management of risks associated with program implementation and to review performance monitoring based on progress reports and annual plans to AusAID. While the PCC does not have the authority to approve changes in budgets (this authority rests with AusAID), it may discuss proposed changes to the project design and endorse annual plans. It has an important information-sharing role for other relevant initiatives which may impact on VWC's capacity to achieve its activities, outcome and goal.

Although Provincial governments are not represented on the PCC, coordination with these bodies is essential for the successful implementation of VWC's work, including that of the Branches and CAAWs. VWC keeps in regular contact with Provincial governments and Area Councils, particularly in those areas where CAAWs are working. This is an important strategy for sustaining the work of CAAWs.

5.1.3 Planning, budgeting and payment systems

The financial year for the program will begin on 1 July 2007 and end on 30 June annually. It is proposed that 2 annual payments be made annually – the first tranche needs to be made by 15 July each year to ensure continuity of funding; and the second by in mid-January.

Payments will be based on annual/monthly cost schedules included in Annual Plans. Payments will be triggered by the successful completion of Progress Reports and Annual Work Plans – which detail the achievement of activities and track performance against indicators included in the M&E framework – as well as by two financial acquittals which acquit 75% of the previous tranche. These "75% acquittals" will be submitted in mid-December and mid-June. Annual budgeting and review will take place in April during preparation of Annual Plans.

5.2 Risks, Sustainability of Outcomes and Risk Management

A risk assessment and management workshop was undertaken with VWC staff in December 2006 during preparation of the draft PDD and reviewed in April 2007. Risk analysis was a participatory process where staff identified risks, discussed their implications and identified risk management strategies based on their local knowledge

and experience with program implementation. Lessons learned from other projects and international experience was also taken into account. A risk management matrix is attached at Annex 2. This summarises all risks and their potential damage to the program; the likelihood, impact and overall rating of each risk; the strategies which have been incorporated into the design to address each risk; and responsibilities for implementing these strategies. Over-arching responsibility for risk management is shared by the VWC Coordinator and the FWCC Program Manager.

Risks to the achievement and sustainability of the program goal and outcome arise from the social, cultural and economic context which accepts violence against women and children as a legitimate form of discipline or punishment, and which perpetuates gender inequalities in access to education, employment, freedom of movement and decision making in Vanuatu. Major risks include:

- Cultural attitudes to women and children, where females of all ages are seen as the property of men.
- Discrimination against women on the grounds of traditional *kastom*, and Chiefs' interpretation of *kastom* and demands that women, children and youth show "respect" for men as part of *kastom*.
- Discrimination against women within the Church, which frequently supports customary interpretations of "respect".
- Women's acceptance of violence and discrimination as "normal" due to customary attitudes and practices.
- Lack of political will to introduce and implement legislative changes which protect women and children from violence and which promote the human rights of all people in Vanuatu.
- Ongoing hostility to VWC and its network from many community groups, social institutions and key individuals in positions of power due to the attitudes described in the above risks.
- The fact that many men in positions of authority in all social institutions currently abuse women and do not see violence against women or children as a crime.
- The tendency for human rights to be seen as a foreign and imposed concept by many community leaders and groups, and as being opposed to *kastom*.
- The fact that women are blamed (by both women and men) for causing and perpetuating violence and for destroying *kastom*, particularly when they refuse to put up with violence, or when they step outside of traditional perceptions of female roles and behaviours.
- Inadequate legal and institutional responses to violence against women and children undermine women's faith in the justice system.

There are a number of risks associated with VWC's male advocacy program. VWC has found that some of the most promising male advocates have not been consistent in their commitments to gender equality and women's rights. When men proclaim themselves as male advocates they are identified as being part of VWC's national network of Branches and CAVAWs. If these men do not live by their commitments to gender equality – because they abuse women and children in their families, have extra-marital affairs, or abuse the trust that VWC has placed in them – this has the potential to undermine VWC's work nationally and in local communities. There is also the considerable risk that some men will dilute key education messages on

women's rights and perpetuate myths on violence and gender equality. For these reasons VWC, Branches and CAVAWs will follow-up male advocates and monitor the messages and impacts of community awareness activities that they undertake. Careful targeting of participants is essential and training emphasises the importance of accountability to VWC, the Branches, CAVAWs and to women's rights.

The risks discussed above describe elements of gender inequality and discrimination which cause and perpetuate the gender-based violence that VWC is trying to address. VWC and FWCC included risk assessment in the logframe analysis as an integral part of the design (see Annex 1). This enabled VWC staff to assess risks in relation to the achievement of the program goal, outcome and outputs. As a result, strategies to address major risks and to sustain and institutionalise program outcomes are embedded in the program design. Key strategies to increase the sustainability of outcomes are:

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

One new risk was added to the risk framework during preparation of the final PDD: that political tension in Fiji may result in temporary travel bans for some FWCC staff. The potential damage from this risk is low, because implementation of all aspects of the program design would continue in any case, and FWCC advice and ongoing monitoring would continue in other forms, as it does already.

6. PERFORMANCE MONITORING AND EVALUATION FRAMEWORK

6.1 Preparation of the Monitoring and Evaluation Framework

A monitoring and evaluation workshop was held in December 2006 and was facilitated by the FWCC consultant. Participants included VWC staff, Branch Project Officers, the FWCC Program Manager, AusAID Port Vila, and one of VWC's trustees. A preparatory workshop was also held with VWC staff prior to the main workshop, to familiarise them with the aim of the workshop, the technical terms to be used and to explain how the M&E framework fits in with the overall design approach. The work-shopping continued over the following week and the framework was modified after further discussions and feedback from AusAID in December 2006 and following feedback from the peer review in April 2007.

FWCC has considerable experience in assessing changes in attitudes to gender-based violence and its approach was identified as an example of best practice in AusAID's Gender and Development Review.⁴⁹ Prior to the workshop the FWCC consultant undertook a scan of indicators and methods used internationally to monitor and evaluate programs to eliminate violence. VWC has drawn on all this experience in developing the monitoring and evaluation framework.

6.2 Purpose of the Monitoring and Evaluation Framework

The monitoring and evaluation framework is summarised in a matrix attached at Annex 6. The purpose of the framework is to:

- Provide the information needed to assess program outcomes and impact;
- Learn lessons about how to improve program effectiveness, impact and management, which may provide information to modify the program design; and
- Increase VWC's accountability for implementing the design and for achieving program outcomes and impact.

The monitoring and evaluation framework is designed to meet both VWC's and AusAID's information needs. Information and analysis will be used by VWC and FWCC as a tool for organisational learning. The following principles were taken into consideration when developing the framework:

- Data should be useful and meaningful to VWC – for its future planning and monitoring, and for its internal review of strategies and their effectiveness.
- Data should be accessible. It is essential to ensure that all data can be easily retrieved, and that the resources needed to do so are reasonable taking into account VWC, Branches and CAVAW capacity.
- Information to be collected needs to be valid and reliable, and able to be interpreted and analysed with some confidence. A number of different methods

⁴⁹ AusAID 2002 Gender and Development: GAD lessons and challenges for the Australian aid program, Commonwealth of Australia, Canberra.

should be used to collect data so that information can be cross-checked. This is particularly important when assessing changes in attitudes.

- A mix of both qualitative and quantitative indicators is needed to provide a full picture of VWC's achievements and impacts.
- All data should be disaggregated by sex, and the framework should include indicators that measure changes in gender power relations.

6.3 Key Elements of the Monitoring and Evaluation Framework

The M&E Matrix and Links with the Logframe

The logframe (see Annex 1) is the core project planning tool from which the monitoring and evaluation matrix has been developed. The first 2 columns of the logframe (results and indicators) have been used as the starting point for the M&E matrix. The M&E matrix also identifies sub-indicators or proxies for achieving the goal. Using each indicator as a reference point, the M&E matrix summarises the following information.

The source of the data to be collected

This is usually VWC, Branch and CAVAW records and within VWC's control. However, there are a few goal-level indicators where VWC will be relying on data from other agencies, including the Police, the health system and the courts. VWC has found that data from the Police and health agencies is not always adequately disaggregated by sex of victim or offender to allow an analysis of trends to be undertaken. Vanuatu national crime statistics do not disaggregate by sex for crimes against the person so it is impossible to identify which crimes are related to domestic violence. It is also difficult at times to obtain data from other agencies, despite repeated requests. Another problem is that crime statistics provide different figures for crimes against morality (sexual offences) than are found in FPU reports.

Baseline data needed

Demonstrating changes in attitudes and behaviour on gender-based violence requires a longer-term perspective than a 5-year program. Wherever possible, baseline information is used that will enable trends to be assessed over a longer time-frame. For some indicators, a baseline is not applicable – for example, for some qualitative indicators and output indicators that measure VWC's achievements – such as the number of community awareness activities undertaken or the number and percent of men and women who participate in these activities each year.

Data collection and analysis methods

A mix of data collection methods will be employed. Most quantitative data will be collected from VWC, Branch and CAVAW records. Qualitative analysis will be used to interpret trends in quantitative data.

The frequency of data collection and analysis

Most information will be collected either 6-monthly (and included in Progress reports) or annually. Where data is collected 6-monthly the analysis of trends including evidence of outcome and impact will be documented in Annual Plans.

Responsibility for data collection and analysis

The newly appointed Research Officer will have the primary responsibility for collating most information, and it is expected that the Deputy Coordinator will also play a key role. However, in most cases the responsibility will be shared with other staff who collect primary data. If VWC has difficulty appointing a Research Officer in the first quarter, responsibility for collation and documentation of data will rest with a counsellor who undertakes most counselling administration duties and with the Community Educator. The VWC Coordinator will have over-arching responsibility for ensuring that data is collected and able to be retrieved until this role can be delegated to the Research Officer and Deputy Coordinator. Analysis of data is a responsibility that is shared with the whole team, including the FWCC Program Manager and consultant. VWC and FWCC also share responsibility for ensuring that new data collection and retrieval systems are set up where these are needed, and for reviewing current data collection practices to ensure that VWC's data is reliable before the program commences in July 2007. Review of data collection systems was undertaken in December 2006 and April 2007 and will be re-visited during preparation of the first progress report in October 2007.

Assumptions and issues related to the collection, analysis and interpretation of data

This column of the M&E matrix articulates assumptions which have been made regarding how the indicator or sub-indicator is expected to demonstrate progress towards results – the goal, outcomes and outputs. This column also summarises significant issues relating to either the collection or analysis of data and information. Most assumptions and issues summarised in the matrix relate to the outcome and goal level, where it is important to be explicit about the types of attitudinal and behavioural changes being measured, how these relate to the outcome or goal, and contextual factors which may need to be taken into account when interpreting and analysing data. These assumptions reflect VWC, FWCC and international experience with monitoring and evaluating programs to end violence against women.

Where data and analysis will be documented

This column lists the reports that VWC will be submitting to AusAID (Progress Reports, Annual Plans and the Project Completion Report), the AusAID mid-term review which is expected to occur in year 3 and the Independent Completion Report which may be initiated by AusAID.

Most data collection and reporting tasks are included in the logframe and implementation schedule in output 5.2, as part of annual planning, risk management and progress reporting (activities 5.2.2 and 5.2.4). VWC and FWCC will also review the M&E framework including the validity of assumptions and the reliability of data collection methods during annual planning and review each April. Tasks which are specifically associated with research are included in output 3.2.

6.4 Measuring Impacts and Outcomes

6.4.1 Goal indicators

Impact and outcomes will be measured by triangulating information collected for the following mix of quantitative and qualitative indicators (see Annex 6). There are three indicators for the goal. One of these focuses on women asserting their rights by reporting violence, and one will measure the prevalence of gender-based violence. One focuses on legislation on violence against women and children. Government action to eliminate violence is beyond VWC's control, but is essential to achieve the goal and critical for situational analysis.

Goal indicator (i): women are increasingly empowered to assert their rights

This will be measured by three sub-indicators including:

- (a) The number of new clients reporting violence to VWC, Branches and CAVAWs. It is assumed that women are increasingly asserting their rights if the overall trend in the total number of new clients is maintained or increased, taking into account annual fluctuations and other contextual factors. Unfortunately one potential confounding factor with interpreting trends for this indicator is the fact that VWC introduced a new and more reliable method of recording data on phone counselling and this appears to be responsible for a reduction in the number of new clients recorded from 2003/2004 to 2005/2006. Another confounding factor could be that counsellors have under-reported counselling and counted some client contacts as information requests. A review of data collection systems by FWCC over the next 6 months will ensure that data collection categories are clear. Baseline data for new clients seen by CAVAWs is incomplete, because many CAVAWs have found it difficult to collect and report on their work in the past. VWC has advised CAVAWs of the need to have members who have at least grade 6 education. Data collection issues are regularly addressed in CAVAW training and data collection systems are also covered in the CAVAW manual.
- (b) Number of domestic violence and family protection orders registered: This is a robust indicator that women are asserting their rights, as long as VWC is able to access complete and reliable information from the Court House for the whole of Vanuatu.
- (c) Number of cases of violence against women and children reporting to the Police and health facilities: This is an essential indicator but the quality and availability of police and medical statistics is likely to reduce the frequency of reporting. Data needs to be disaggregated by sex, age, type of violence and relationship between the victim and offender to be meaningful and useful. While the Family Protection Unit has regularly collected data over the last few years on crimes against morality (sexual assault), Vanuatu Crime Statistics do not provide a breakdown of crimes against the person so it is impossible to extract data on the incidence or prevalence of reported crimes of domestic violence. Advocacy and technical assistance may be needed from donors to improve the quality and usefulness of Police and health reports. This indicator

is also important for assessing the social and institutional disincentives to reporting.

(d) The percent of new VWC, SCC and TCC domestic violence and sexual assault clients who report to the police: It is assumed that women are asserting their rights if the overall trend in reporting to police is maintained or increased. However, caution is needed when interpreting information on this indicator because the social and institutional disincentives to reporting to police are very high in Vanuatu.

Goal indicator (ii): Legislation on violence against women and children passed and implemented

While it is beyond VWC's control to ensure that legislation is passed, implemented or enforced, this is a critical indicator for assessing progress towards the elimination of violence at the institutional level. Monitoring the establishment of structures for implementation and the enforcement of the FPO legislation is a major priority for VWC and its national network of CAVAWs and branches.

Goal indicator (iii): Prevalence of violence against women and children

VWC will be conducting population-based research to establish a baseline on prevalence, incidence and community attitudes on violence against women and children. This is essential to enable the impact of VWC's work to be measured over the longer-term. VWC does not plan to do any follow-up research on prevalence over the next five years since this would be far too soon to undertake a comparative study. It is not appropriate to use a reduction in the incidence of violence against women and children as an impact indicator for this program. A reduction in the levels of gender-based violence can only be expected in the longer-term, and certainly could not be demonstrated over a 5-year period at a national level.

6.4.2 Outcome indicators

There are 3 indicators for measuring progress towards the outcome – increased community acceptance that gender-based violence is a violation of human rights. Two of these are quantitative indicators and 1 is qualitative. The 2 quantitative indicators measure changes in behaviour by women, men, and male and female community leaders. One qualitative indicator focuses on public statements by community leaders and changes in policy by national and provincial governments.

Outcome indicator (i): Total number and percent of requests for information by women and men from VWC, Branches and CAVAWs

This is a robust indicator of changed community attitudes when one takes into account the very difficult cultural milieu relating to women's rights in Vanuatu. It assumes that there is increased community acceptance that gender-based violence is a violation of human rights if the number of women and men seeking information is maintained or increased. This is a measure of changed behaviour because women and men have themselves taken the initiative to phone or come to one of the Centres, or to approach CAVAW members to seek information. (It is not a measure of the number of women and men who have participated in community education or awareness activities, and

who have yet to take the further step of following up by approaching one of VWC's network.) This indicator will also provide some insight into the effectiveness of VWC's community awareness activities and materials at effectively targeting men and women, by analysing trends in the percentage of women and men seeking information over the 5 years of the program.

Outcome indicator (ii): The percent of requests for information to VWC from male and female community leaders, church leaders and chiefs

This is also a measure of changes in behaviour, since community leaders have initiated action to request information on violence against women and children and women's rights. If community leaders request information, this demonstrates increased awareness of the problem of violence against women and children and their rights, and the potential for a change in attitudes in their communities.

Outcome indicator (iii): Positive statements and policies on violence against women and children from government and community leaders

Data collection for this qualitative indicator will include a review of newspaper reports for "landmark" statements from community leaders, particularly from chiefs, faith-based leaders and civil society organisations and national and provincial government leaders. This will provide an insight into contextual factors which have an impact on changing attitudes. The progress made by VWC, Branches and CAVAWs in breaking new ground will also be recorded, along with media reports of court judgements. Both negative and positive statements will be reviewed and analysed. This indicator will also report on changes in national and provincial government policies and approaches to women's rights which can be directly attributed to the work of VWC, the Branches and CAVAWs. Community acceptance of CAVAWs and the incorporation of their activities and members into provincial government activities and structures is a very good indicator of the impact of VWC's work.

6.4.3 Methodology for reviews initiated by AusAID

The AusAID mid-term review and Independent Completion Report will assess the impact, outcomes and performance of the program against the indicators included in the M&E framework, taking into account any modifications to the design in Annual Plans and updated risk analyses. The methodology for these reviews will take into account the fact that VWC's activities constitute an integrated national program where outcomes can only be demonstrated over the long-term. The assessment of impacts and outcomes will take into account the risks identified in the logframe and risk management matrix and the effectiveness of strategies to address those risks.

Data and analysis included in Annual Plans will be utilised and tested using a range of qualitative methods to facilitate triangulation and the validation of findings. These may include focus group discussions and significant change analyses with key stakeholders such as:

- Chiefs and Police (those who have been targeted for VWC, Branch and CAVAW community awareness activities);
- provincial governments, area councils, and other community leaders and men and women where VWC, Branches and CAVAWs have been active;

- male advocates that have received training from VWC; and
- other community leaders and groups that have been targeted during the 5-year program.

Control groups should be selected where VWC, Branches and CAVAWs have not undertaken any activities. Focus group discussion using investigative questions derived from the indicators should also be held with CAVAWs, VWC and Branch staff and male advocates to assess perceptions of impact and outcomes. Small surveys to gauge perceptions of VWC's achievements may also be utilised. Both intended and unintended impacts should be investigated using the methods mentioned above.

If the mid-term review and ICR are to make reliable and valid assessments of impacts and outcomes it is essential for these processes to be well-resourced, to enable reviewers to investigate impacts in rural areas where much of VWC's program is targeted. VWC conference reports should also be used as a source of data, in addition to research reports. While reliable quantitative data on VWC client support will be available in VWC reports, advance requests may be needed to ensure that meaningful sex-disaggregated data is available from the Police and health authorities.

Reviewers should have demonstrated experience in designing, implementing or reviewing programs to address gender-based violence and will need to be fully conversant with ethical issues related to the assessment of counselling activities. It is essential to have an understanding of the politics of NGOs in small island states and to ensure that all informant opinions are adequately cross-checked. De-briefing with VWC and FWCC should be undertaken to ensure that information is accurate.

6.5 Measuring the achievement of outputs

A range of quantitative and qualitative indicators will be used for measuring the achievement of outputs. These are detailed in the M&E matrix in Annex 6. Highlights include the following.

The quality of VWC, Branch and CAVAW counselling services

This will be measured by the number of repeat clients using VWC, Branch and CAVAW services each year; and by the percentage of new and repeat clients who receive domestic violence or family protection orders per year. The former is a good measure of client satisfaction because women will not be motivated to return to VWC and work on their problems unless the counselling services are perceived as helpful and practical. The latter demonstrates that counsellors have been effective at providing information on options and rights and at assisting women who choose to apply for DV or FP orders to go through this legal process. (However, this does not mean that a DV or FP order is the only or the best measure of counselling success, or that counselling is only effective if it results in this outcome.)

VWC will also measure and report on the percent of clients satisfied with VWC's counselling service. Periodic client feedback surveys will be undertaken in years 1, 3 and 5. Clients will be given the choice of filling out the client feedback questionnaire themselves, or having an independent VWC staff member ask them the survey

questions. A sample of 30% of clients will be surveyed for each year. The questionnaire will be trialled in April and October 2007. The trial questionnaire is attached at Annex 13.

Other ways of measuring counselling outcomes have been considered and rejected. The option of following up clients through tracer studies has been rejected on the grounds that it is a breach of client confidentiality. Many clients come to VWC and Branches without the knowledge of their male partners and families.

FWCC has trialled tracer studies using client files (rather than face-to-face follow-up), but this has not been a cost-effective or reliable means of tracking counselling outcomes – partly due to the quality of counsellors' report-writing skills. There are also considerable methodological challenges associated with assessing and describing clients' state of mind and their progress towards empowerment in the long-term (compared with short-term decisions to separate from a violent partner). Domestic violence is typically cyclical in nature, with a violent event often being followed by apology and remorse and a period relative calm before the tension builds up and the violence begins again.

Measuring outcomes from capacity building

VWC has upgraded its staff performance review procedures so that valid data can be collected and analysed to verify capacity building indicators. Indicators include:

- demonstrated improvement in core crisis counselling competencies over years 1 to 5 – indicator (i) for output 1.3 (counsellor training);
- improved counselling, community awareness and financial management skills – indicator (i) for output 2.2 (VWC support to Branches); and
- demonstrated improvement in staff capacities over years 1 to 5 – indicator (ii) for output 5.1 (management and institutional strengthening); and
- VWC staff take increasing responsibility for the preparation of reports – indicator (ii) of output 5.2 (program management).

Assessment of capacity building outcomes will be monitored through staff performance reviews with reference to identified learning goals. Reviews of staff learning diaries and counsellor trainers' reports will feed into staff appraisals.

7. FEASIBILITY AND SUSTAINABILITY

7.1 Technical Feasibility

Both VWC and FWCC have the technical skills needed to implement this program successfully. Both bring many years of experience to this very challenging area of work. Their approaches and programs have been identified as best practice examples for the region by a Unifem Pacific Regional scan of initiatives to end violence.⁵⁰ VWC has demonstrated its capacity to establish, nurture and mentor a rural network of CAVAWs and to assist these CAVAWs to work productively with local leaders. This is unique and home-grown initiative. FWCC's technical capacity in the area of delivering services and programs, including training programs, is widely recognised across the region and globally.

VWC is increasingly recognised as the authority on the issue of violence against women in the country. Local networking with government agencies, provincial government bodies and CSOs working on human rights and violence will continue to be a high priority, since this is essential to achieve the goal of eliminating gender-based violence.

Staff skills have been assessed as needing strengthening in a number of areas, and activities to meet these needs are integrated into the program design. Capacity building has a significant focus in the design and inputs to strengthen capacity will be provided both locally and internationally. Technical assistance will be provided from international consultants and the terms of reference for each of these inputs highlights the importance of building staff capacity. Recruitment of a Deputy Coordinator and Research Officer will also strengthen technical capacity. Efforts to mentor staff to take on increasing responsibilities will continue by strengthening the administration, management, planning and analytical skills of selected staff.

7.2 Financial and Economic Feasibility

A 2006 report prepared for the Secretary General of the United Nations reviewed a range of studies which estimated the cost of violence against women. Most studies have been carried out in developed countries and the estimate of costs varies considerably depending on the methodology used. These estimates range from over one billion Canadian dollars per year in Canada to 23 billion pounds sterling per year in the United Kingdom of Great Britain and Northern Ireland. The UN report concluded that “the costs of violence against women are enormous” – they contribute to the impoverishment of individuals, families, communities and Governments, and “reduce the economic development of each nation”.⁵¹

⁵⁰ Unifem 2002 Actions to End Violence Against Women: A Regional Scan of the Pacific by Avega Bishop and Sue Finucane, Unifem Pacific Regional Office: 72-84.

⁵¹ United Nations 2006 Secretary-General's study on violence against women Background documentation for: 61st session of the General Assembly Item 60(a) on advancement of women, forthcoming as document A/61/122/Add.1: 50-52; <http://www.un.org/womenwatch/daw/vaw/violenceagainstwomenstudydoc.pdf> accessed October 2006.

A study on the economic costs of violence against women undertaken by the Governor of the Reserve Bank of Fiji is one of the few undertaken in developing countries.⁵² He found that direct and indirect costs of gender-based violence in Fiji amount to around \$300 million per year, which is equivalent to 7% of Gross Domestic Product. It is likely that costs of violence in Vanuatu are similar to those in Fiji.⁵³

While it is difficult to undertake a cost-benefit analysis of the impact of gender-based violence compared with programs to address violence, it is possible to identify the range of costs to the community. The 2006 United Nations report on violence against women identifies three types of costs in the short and long-term including:

- The direct costs of services as a result of violence against women – This includes the costs incurred by health services of treating victims (including surgery, x-rays, and dental costs); costs to the police, courts and prison services; and civil legal costs which occur as a result of violence (such as child and family maintenance claims and police services to enforce court rulings on income support).
- The indirect costs to the economy of lost employment and productivity – Violence has a huge impact on the productivity of women, whether they work in the formal or informal sector of the economy. Fear of violence is a serious impediment to women's participation in all forms of social and economic life. Costs borne by the private sector include absences from work, reduced performance, sick leave and the cost of training replacement staff when women are forced to relocate or leave work due to violence. There are also enormous costs to families when women are unable to undertake subsistence work and provide for the basic needs of their families.
- The costs of pain and suffering on individual women and children – These costs are not usually included in national calculations of the economic costs of violence against women. The costs to individual women include chronic ill-health, severe injuries, and in some cases death. Survivors of violence may suffer from psychological and permanent physical damage. In cases of domestic violence, women have less power over their reproductive health and so are more likely to have less control over family planning choices, repeated pregnancies, and increased vulnerability to HIV/AIDS and other sexually transmitted infections. Pregnant women in violent relationships risk having miscarriages and may face serious reproductive health problems. Some children who observe domestic violence may incorporate violence into their own behaviour, thereby continuing the cycle of violence.

Children who are sexually and physically abused generally live with fear, guilt, loneliness and confusion. They may find it difficult to trust people or form good relationships; they may suffer from low self-esteem and can be emotionally and physically damaged. Children who have been abused and adult survivors of child sexual abuse may display a wide range of psychological problems that impact on their productivity in work or school environments, and emotional problems that continue a long time after they have grown up.

⁵² Ibid: 51-52.

⁵³ Savenaca Narube 2002 "Economic Costs of Violence Against Women" Keynote Address by Governor of the Reserve Bank of Fiji, Launch of FWCC's 16 Days of Activism Campaign, 25 November 2002: 13.

Violence against women and children comes with many costs to survivors, the public and private sectors and the community. These costs far outweigh those of crisis counselling, community education and legal advocacy services provided by VWC, the Branches and CAVAWs.

Every effort has been made in the PDD to keep costs to a minimum wherever possible. The core strategy of working through island-based CAVAWs is both cost-effective and sustainable.

7.3 Impact on Poverty

Women are severely disadvantaged economically in Vanuatu, whether they live in urban settlements or rural areas. Most women in Vanuatu have very little access to the cash produced from their labour. Women are more likely to be unemployed than men, and less likely to have access to education and training opportunities. Violence and the threat of violence are factors which prevent women from taking both educational and employment opportunities.

Economic factors and lack of access to cash is a serious and common factor which prevents women from seeking redress from violence, from leaving violent relationships and from accessing legal assistance (see discussion in section 3.2.3 above). Where women do earn money on their own account (through self-employment or formal sector employment), anecdotal evidence indicates that men often appropriate these resources and may not spend them on family needs. Violence and neglect are significant factors in gender relations in Vanuatu which have an impact on the poverty of women, children and whole communities.

VWC's program works directly and indirectly to assist the poorest and most vulnerable women in both urban and isolated rural island communities. VWC's project has both a direct and indirect impact on poverty through activities and outputs that:

- encourage government and institutions to be more **accountable** to poor women, particularly in the law and justice sector;
- encourage the pre-conditions for women to increase their **productivity** and gain their basic human and legal rights (because violence prevents women from contributing to and benefiting from development activities); and
- reduce the **vulnerability** of women to poverty by working to eliminate violence.

VWC's project has a direct impact on poverty through the following activities:

- Providing counselling, legal services and assistance to the poorest and most vulnerable women – including help with court fees, travel expenses from the islands when their cases need to go to court (through the Client Support Fund), and the provision of safe and secure accommodation when they are in crisis.
- Women who leave their husbands because of violence, and who are successful in child and family maintenance claims, will have increased access to and control over resources due to VWC's legal assistance – women and their children may receive child maintenance payments for the first time.

- Women with few or no access to cash are assisted to take action through *kastom* or formal legal processes to resolve their problems.
- Through programs to support CAVAWs, women who would otherwise have no assistance whatever in dealing with violence will now be able to access services.

VWC's project has an indirect impact on poverty through legal advocacy and assistance, through community education and awareness programs, and particularly through the support for CAVAWs. These activities have an indirect on poverty by:

- Strengthening law and justice, and the understanding of human rights in the country
- Strengthening the capacity of civil society for independent analysis of government policies and their implementation.
- Removing barriers to participation in governance processes by poor women and men.
- Challenging social practices that lead to the exclusion of women from the mainstream of development and from economic, political and social life.

7.4 Social and Cultural Feasibility

VWC's program challenges prevailing social and cultural views about women and children, their rights and their needs. Most of the risks associated with this project arise from the social and cultural context which subordinates women. The project will have a positive impact on gender relations for those women and men who reject violence, and to the extent that it raises awareness of women's rights and the impact of gender-based violence on families, communities and the nation as a whole.

Hostility to VWC's work is expected to continue from many sections of ni-Vanuatu society for some years. This occurs throughout the world where women seek to gain their basic human and legal rights. However, there are also many elements of ni-Vanuatu society who strongly support the work of VWC and value the perspective that VWC and other women's organisations bring to debates about women's rights and their place in society. Significant progress has already been made with some Chiefs, community leaders and many ordinary women and men taking the view that violence is a crime, and that it is violence which breaks up families, not women and not VWC.

VWC recognises that it is important to work with local Chiefs, provincial government bodies and other community leaders in all areas of its work. There have been some major breakthroughs in this regard with provincial government (see the summary of achievements to date in Annex 10). In its work in the islands, VWC always tries to build bridges with Chiefs, pastors and provincial government, in addition to working with local Church women's groups, women's clubs and other groups and agencies. Analysis of VWC's statistics shows that increasingly, many information inquiries are coming from men (see Table 12 in Annex 7). Many of these inquiries are from Chiefs, pastors and male relatives seeking to understand the problem of violence and to ensure that women and children are protected (see Table 16 in Annex 7).

7.5 Institutional and Governance Feasibility

The project is viable and sustainable from an institutional point of view, and sustainability is enhanced by the option of working through and strengthening the network of island-based CAVAWs who work as volunteers.

There is no doubt that VWC has community support from many women and men, just as there is also no doubt that some women and men will remain hostile to their aim of advancing the rights of women and children. This must be expected in small communities, where the assistance that VWC provides to any woman in need may result in hostility from her husband's family. Backlash from men in powerful or influential positions who abuse women and children is a challenge that is faced by crisis centres across the Pacific region. By the very nature of its work, VWC may make powerful enemies of women and men by providing assistance to women and children. This should not be viewed as an indicator of community support, or as a failure of networking or collaboration on VWC's part. On the contrary, it indicates that the issue of violence against women has begun to be debated by the community. Support from FWCC and the whole of the Pacific regional network will continue to be very valuable in addressing these challenges.

The AusAID review recommended that a plan for institutional sustainability be developed for VWC, with a view to broadening the support basis of the organisation and moving to independent operations in time.⁵⁴ VWC believes that it already operates independently and views the relationship with FWCC as a partnership of equals. VWC contributes in many and varied ways to FWCC's work in the region and is consulted by FWCC on the development and review of its regional program along with other members of the Pacific regional network against violence against women. Lines of accountability are clear between the two organisations. The partnership has proved to be an effective one which has enabled both organisations to effectively work towards their aim of eliminating violence. However, there is also a commitment to the phasing out of FWCC's role as managing agent as soon as possible.

Organisational autonomy is essential for success in tackling the issue of violence against women – male perpetrators are frequently found in leadership positions in all walks of life. It is unrealistic to expect that VWC or the Vanuatu Government will be in a position to finance ongoing activities after 5 years or in the foreseeable future. VWC's own fund-raising activities have not been cost or time-effective in the past, and these could not be expected to offset core costs in any significant way. VWC has made attempts to broaden its funding base in recent years, with little success. Furthermore, funding from NZAID for SCC and the safe house in Vila has been provided for the most part on an annual basis. This does not provide adequate security for the long-term planning needed to deliver impacts on eliminating violence, and funding has frequently been delayed in any case. Other donors have been sought for one-off small projects such as the printing of legal literacy materials and seed funding for TCC. These attempts at attracting alternative sources of funding have not been successful.

⁵⁴ "Review of the Vanuatu Women's Centre Project, Final Report, August 2006": 7, 35.

Institutional feasibility in the long-term is significantly hampered by the lack of permanent premises. This will increasingly act as a constraint on the achievement of VWC's objectives, particularly as conditions become cramped with the appointment of a new staff member and the need to accommodate a research team in addition to CAVAWs on attachment at the centre. VWC and FWCC believe – based on experience with trying to raise funds for FWCC's building over many years – that it is highly unlikely that another donor will step in to fund this when AusAID provides core funding for VWC's national programs.

7.6 Environmental Impact

The program has no significant environmental impacts.

7.7 Factors in the Design to Promote Sustainability of Results

Factors in the design to promote sustainability of results include:

- Strengthening island-based CAVAWs to provide counselling, community education, and legal advocacy services throughout Vanuatu.
- Utilising existing networks and agencies with an active presence in the islands and provincial government bodies to gain support to sustain the work of CAVAWs.
- Aiming for consolidation and capacity building of CAVAWs, in addition to the planned 20% increase in the number of CAVAWs.
- Consolidating the capacity of the 2 current branches before considering the establishment of a new Branch, taking into account the AusAID review recommendations regarding broadening the support base for the program.
- Equipping all staff and CAVAWs with skills to enable them to undertake as much of the preparation of legal documentation as possible, and providing back-stopping support for this with VWC's lawyer.
- Lobbying for the Family Protection Order Bill to be legislated, which will provide a structure for the protection of women and children from violence in the islands.
- Training VWC staff in a range of areas to strengthen their capacity in defined areas of need and to provide a back-stopping function for management.
- Utilising the skills and experience of FWCC in the role of Managing Agent to strengthen the capacity of VWC to be accountable for all aspects of program management and implementation.
- Keeping all costs to a minimum.

ANNEX 7:
BASELINE DATA

Goal Indicators

(i) Women increasingly empowered to assert their rights

(a) Number of new clients reporting to VWC, Branches and CAVAWs

Table 1: VWC new clients 1999/2000 – 2005/2006

Year	DV	CM	FM	Rape	CA	Incest	Others	Total
1999/2000	113	102	0	16	5	0	50	286
2000/2001	164	121	0	6	6	0	159	456
2001/2002	174	116	0	7	10	0	91	398
2002/2003	248	131	0	8	8	5	138	538
2003/2004	245	296	5	9	2	4	117	678
2004/2005	197	168	27	18	8	13	90	521
2005/2006	165	110	37	3	6	6	44	371
Total	1,306	1,044	69	67	45	28	689	3,248

* The decrease in new clients in 2005/2006 is due to a different method for collecting data on phone counselling.

* Information requests are not included in these figures.

Table 2: SCC new clients 2005 – 2006

Year	DV	CM	FM	Rape	CA	Incest	Others	Total
2005	108	50	12	12	7	3	68	260
2006	68	83	14	5	4	1	46	221
Total	176	133	26	17	11	4	114	481

* Information requests are not included in these figures.

Table 3: TCC new clients 2003/2004 – 2005/2006

Year	DV	CM	FM	Rape	CA	Incest	Others	Total
2003/2004	29	16	0	1	4	0	17	67
2004/2005	18	8	1	0	1	3	1	32
2005/2006	55	26	13	1	2	0	17	114
Total	102	50	14	2	7	3	35	213

* Information requests are not included in these figures

Table 4: New Clients seen by CAVAWs

Year	DV	CM	FM	Rape	CA	Incest	Others	Total
Apl 2003 – Mar 2004 (9 CAVAWs)	109	67		7	14	3	36	236
Jan – Nov 2004 (26 CAVAWs)	50	62	8	6	15	5	25	171
Jan – Sep 2005 (26 CAVAWs)								233
Oct 2005 – Mar 2006 (28 CAVAWs)								182
Apr 2006- Mar 2007 (30 CAVAWs)								141
Total								963

* A breakdown of counselling categories from January 2005 to March 2007 is not available.

* Information requests are not included in these figures.

Table 5: Total new and repeat clients and requests for information for VWC July 2002 – March 2007

Year	Type of Support	DV	CM	Others	FM	Rape	CA	Incest	S/Harass	TOTAL
Year 1 July 02- Jun 03	Centre-Based Couns'g	598	241	140	0	10	11	6	0	1006
	Phone Counselling	246	82	170	0	7	6	0	0	511
	Mobile Counselling	15	45	15	0	0	2	1	0	78
	Information	146	79	99	0	3	11	0	0	338
Subtotal Year 1		1005	447	424	0	20	30	7	0	1933
Year 2 July 03- Jun 04	Centre-Based Couns'g	475	268	184	14	20	2	0	0	963
	Phone Counselling	263	113	154	2	2	0	9	0	543
	Mobile Counselling	16	52	16	1	0	1	0	0	86
	Information	151	98	113	2	8	1	2	0	375
Subtotal Year 2		905	531	467	19	30	4	11	0	1967
Year 3 July 04- Jun 05	Centre-Based Couns'g	425	248	120	67	7	5	6	0	878
	Phone Counselling	177	124	119	11	27	4	23	0	485
	Mobile Counselling	6	22	3	1	1	2	0	0	35
	Information	241	173	184	41	14	12	25	0	690
Subtotal Year 3		849	567	426	120	49	23	54	0	2088
Year 4	Centre-Based Couns'g	257	172	52	57	3	5	7	0	553
July 05- Jun 06	Phone Counselling	108	103	63	20	3	4	6	0	307
	Mobile Counselling	28	21	5	11	0	0	0	0	65
	Information	188	165	131	65	9	25	25	1	609
Subtotal Year 4		581	461	251	153	15	34	38	0	1534
Year 5 July 06- Mar 07	Centre-Based Couns'g	151	113	23	26	1	0	0	3	317
	Phone Counselling	26	19	7	12	0	0	3	0	67
	Mobile Counselling	12	24	1	5	1	2	1	0	46
	Information	84	91	74	43	24	8	5	0	329
Subtotal Year 5		273	247	105	86	26	10	9	3	759
Total Years 1-5		3613	2253	1673	378	140	101	119	3	8281

(b) Number of domestic violence court orders & family protection orders registered

Table 6: Number of DV court orders registered by court house 2005-2006

Year	DV Orders Facilitated by VWC	Total Number DV Orders Registered by the Vila Court House
Jan – Dec 2005	53	74
Jan – Dec 2006	61	88
Total 2005 – 2006	114 (70%)	162

(c) Number of cases of violence against women & children reported to the police & health facilities

Table 7a: Number and percent of injuries caused by spouse or partner, Vanuatu

Year	Number of injuries caused by spouse			Total number of all injuries	Injuries by spouse as % of total injuries	% of injuries by spouse where women are victims of violence
	F	M	Total			
2000	36	9	45	75	60%	80%
2001	63	7	70	96	73%	90%
2002 (Jan-Jun)	30	1	31	62	62%	97%
Total	129	17	146	233	63%	88%

Note: VWC was unable to obtain comparative data since 2002.

Source: Vanuatu Ministry of Health-Health Information System: cause of injury report, all hospitals (2000, 2001, 2002 Jan – June).

Table 7b: Number and percent of injuries caused by spouse or partner, Vila Central Hospital

Year	Number of injuries caused by spouse or partner			Total number of all injuries	Injuries by spouse as % of total injuries	% of injuries by spouse where women are victims of violence
	F	M	Total			
2000	15	5	20	31	65%	75%
2001	33	2	35	50	70%	94%
2002	54	4	58	136	43%	93%
2003	47	3	51	80	64%	92%
2004	45	4	49	59	83%	92%
2005	36	4	40	42	95%	90%
2006	18	2	20	22	91%	90%
Total	248	24	273	420	65%	91%

Note: VWC was unable to obtain comparative data since 2002.

Source: Vanuatu Ministry of Health-Health Information System: cause of injury report, Vila Central Hospital (2000, 2001, 2002, 2003, 2004, 2005, and 2006).

Table 8: Police Data on Sexual Offences

Year	Crime Statistics*	% increase over previous year	FPU Statistics#	% increase over previous year
2003	56	52% (84% for assaults against girls aged 5-13)	84	Not known
2004	74	32%	94	12%
2005	118##	Not available	Not avail	Not available
2006	Not available	Not available	107	Not available

* Vanuatu Police Force Criminal Records Office “Crime Statistics 2004” (Table 2: Crime Category); and Vanuatu Crime Statistics “Summary Blong 2003” (Table: Age Group by Sexual Abuse Only 2003). It is assumed that the percentage increase in sexual assaults for 2003 is compared with the previous year, although this is not explicit in the report.

Statistics provided to VWC by the Family Protection Unit. It is unclear whether these unofficial statistics are for the Port Vila area only, for Efate or the country as a whole. The difference in numbers suggests reliability problems in the data presented in the national crime statistics.

Vanuatu Police Force “Crime Statistics 2005”:6. This is the total figure for crimes against morality for 2005, because the report does not provide a breakdown of the number of cases of sexual assault within the broader category of crimes against morality, which also includes prostitution. As a result it is not possible to calculate the percentage increase from 2004 to 2005 in the number of sexual assaults.

(d) % of new Domestic Violence & Sexual Assault VWC clients who report to the police.

Table 9: Number & % of new VWC clients who reported to the police 2005/2006

Type of Case	DV	Rape	Incest	Child Abuse	Total
Number of clients who reported to police	51	2	0	2	55
Total Number of clients	129	3	3	2	137
% of clients reporting	40%	67%	0	100%	40%

Table 10: Number & % of new TCC clients who reported to the police July 2006-March 2007

Type of Case	DV	Rape	Incest	Child Abuse	Total
Number of clients who reported to police	14	1	0	1	16
Total Number of clients	24	2	0	2	28
% of clients reporting	58%	50%	0	50%	57%

Table 11: Number & % of new SCC clients who reported to the police Jan-Dec 2006

Type of Case	DV	Rape	Incest	Child Abuse	Total
Number of clients who reported to police	34	3	0	2	39
Total Number of clients	68	5	1	4	78
% of clients reporting	50%	60%	0%	50%	50%

Outcome Indicators

(i) Total number & % of requests for information from women & men from VWC, Branches & CAVAWs.

Table 12: Number and % of women and men requesting information from VWC

Year	Men	Women	TOTAL
Oct 2002 – June 2003	85 (29%)	204 (71%)	289
July 2003 – June 2004	129 (28%)	336 (72%)	465
July 2004 – June 2005	262 (36%)	467 (64%)	729
July 2005 – June 2006	200 (33%)	409 (67%)	609
Total	676 (32%)	1416 (68%)	2092

Table 13: Number and % of women and men requesting information from TCC

Year	Men	Women	TOTAL
July 2004 – June 2005	23 (20%)	93 (80%)	116
July 2005 – June 2006	95 (51%)	91 (49%)	186
Total	118 (39%)	184 (61%)	302

Table 14: Number and % of women and men requesting information from SCC

Year	Men	Women	TOTAL
January-December 2004	153 (46%)	182 (54%)	335
January-December 2005	235 (39%)	372 (61%)	607
January-December 2006	227 (38%)	374 (62%)	601
Total	615 (40%)	928 (60%)	1543

Table 15: Number & % of women and men requesting information from CAVAWs

Year	Men	Women	TOTAL
July – December 2005	22 (18%)	99 (82%)	2125
January – February 2006	6 (15%)	35 (85%)	2046
March 2006- March 2007	167 (44%)	215 (56%)	382
Total	195 (36%)	349 (64%)	544

Note: CAVAW figures under-estimate the actual numbers of people who requested information due to difficulties in the recording of data.

ii) % of requests for information to VWC from male and female community leaders, church leaders and chiefs

Table 16a: Percent of men obtaining information who are community leaders

Year	Chiefs, church & other community leaders	Police/ VMF	Govt officers	Other men	Total men
July 2003 – June 2004	34 (26%)	12 (9%)	5 (4%)	78 (60%)	129
July 2004 – June 2005	38 (15%)	7 (3%)	22 (8%)	195 (74%)	262
July 2005 – June 2006	55 (28%)	13 (7%)	0	106 (83%)	105.17
Total	127 (22%)	32 (6%)	27 (5%)	379 (67%)	496.17

Table 16b: Percent of women obtaining information from VWC who are community leaders

Year	Church & other community leaders	Police	Govt officers	Other women	Total women
July 2003 – June 2004	28 (8%)			308 (92%)	336
July 2004 – June 2005	48 (10%)		12 (3%)	407 (87%)	467
July 2005 – June 2006	29 (8%)		10 (3%)	315 (89%)	354
Total	105 (9%)	0	22 (2%)	1030 (89%)	1157

Indicators for output 1.1

(ii) Number of repeat clients using VWC services per year

Table 17: VWC repeat clients 1999/2000 – 2005/2006

Year	DV	CM	FM	Rape	CA	Incest	Others	Total
1999/2000	375	184	0	12	2	0	135	708
2000/2001	407	311	0	23	5	0	365	1,111
2001/2002	565	296	0	0	20	0	163	1,044
2002/2003	611	237	0	9	11	2	187	1,057
2003/2004	509	137	12	13	1	5	237	914
2004/2005	411	226	52	17	3	17	152	878
2005/2006	228	186	51	3	8	7	76	559
Total	3,106	1,577	115	77	50	31	1,315	6,271

* The decrease in repeat clients in 2005/2006 is due to a different method of collecting data from phone counselling.

* Information requests are not included in these figures.

Indicators for output 2.1

(iii) Number of repeat clients using branch services

Table 18: SCC repeat clients 2005 – 2006

Year	DV	CM	FM	Rape	CA	Incest	Others	Total
2005	107	86	20	12	1	5	68	299
2006	146	318	94	9	4	1	97	669
Total	253	404	114	21	5	6	165	968

* Information requests are not included in these figures

Table 19: TCC repeat clients 2003 – 2006

Year	DV	CM	FM	Rape	CA	Incest	Others	Total
2003/2004	22	17	0	0	2	0	11	52
2004/2005	6	23	1	0	0	2	3	35
2005/2006	23	15	5	0	0	0	14	57
Total	51	55	6	0	2	2	28	144

* Information requests are not included in these figures

Indicators for output 2.4

(i) Number of repeat clients using CAVAW services

Table 20: CAVAW repeat clients March 2006- March 2007

Year	DV	CM	FM	Rape	CA	Incest	Others	Total
Mar 2006- March 2007								45
Total								45

* A breakdown of counselling categories from January 2005 to March 2007 is not available.

ANNEX 8: JOB DESCRIPTIONS

General duties for all staff:

- Participate in VWC Staff Collective Meetings
- Participate in VWC activities eg. 16 Days of Activism annually, and other campaigns.
- Participate in all training deemed necessary by VWC.
- Respect Confidentiality at all times
- May be required to represent VWC in meetings nationally and internationally.
- Take responsibility for own learning by keeping a learning diary & recording what has been learned and how it has been applied.

VWC COORDINATOR

DUTIES:

RESPONSIBLE FOR:

- Management of Vanuatu Women's Centre Program Against Violence Against Women and Children (all components).
- The supervision & management of VWC Branches including Financial Management, Staff Appointments, Staff Appraisal and Staff Training and assessment of staff improvements in competencies.
- The strengthening of the Committees of Violence Against Women in Vanuatu.
- Liaison with Management Committee, Donors, Managing Agent and PCC.
- Organising and reporting on Management Committee meeting, Annual Public meetings and National Conferences.
- Media liaison.
- Organise, Chair and Report on Program Coordination Committee.
- Project Proposal Writing.
- Preparation of Reports to Donor.
- Hold Staff Collective Meetings
- Undertake counselling with clients when the need arises.
- Represent (or delegate other appropriate VWC member) VWC at national, regional and international forums which focus Violence against Women & Children, on women's issues and the promotion of women and children's rights.
- Liaise with, and advise relevant Government and NGOs with regards to VWC activities and the broader issues affecting development of VWC.
- Liaison with stakeholders.
- Inform Management Committee, PCC, Trustees and Donors on issues, problems and future directions of VWC on a regular basis; (through Progress Reports and Monthly meetings with AusAID).
- Public Talks to groups around Vila and islands when requested.
- Organise in-house training for staff, branches and CAVAWs in all areas of work, and the development and monitoring of learning objectives for VWC and Branch staff and CAVAWs,
- Respect the Confidentiality.
- Networking with regional Pacific Network Against Violence Against Women.
- Undertake any other duties that may arise.

DEPUTY COORDINATOR

The Deputy Coordinator is someone who will assist the Coordinator in the overall management and coordination of activities of the Vanuatu Women's Centre.

The Deputy Coordinator's duties will include the following:

- Assist in the overall management of the Vanuatu Women's Centre Program Against Violence Against Women (all components).
- Assist in and take a lead role in the strategic planning, monitoring, evaluation and report writing of VWC and Branch programs.
- Assist the Coordinator in the supervision and management of VWC Branches including Financial Management, Staff Appointments, Staff Appraisal and training.
- Assist in the strengthening of the Committees of Violence Against Women in Vanuatu.
- Represent VWC at national, regional and international forums which focus on violence against women in Vanuatu when required.
- Conduct community education and training on violence against women and women's rights as required.
- Provide counselling and support to clients when needed.
- Be responsible for maintenance of staff meeting records, Management Committee and PCC meeting records.
- Assist the Coordinator in liaison with relevant Government and NGOs with regards to VWC.
- Undertake other duties which may arise and that designated by the Coordinator.

ALL COUNSELLORS

- Providing face to face counselling to clients at VWC and during mobile counselling, as well as follow-up counselling and support to clients of VWC over the telephone and away from the VWC as required (eg on islands).
- Assess clients needs for legal representation and assistance from Court
- Work with Coordinator and Community Educator in identifying target population groups for community education.
- May be required to travel to island for short period.
- Liaising with Referral Agencies on Cases.
- Maintain clear and accurate Clients' record,
- Accompany clients to Referral agencies including kastom courts.
- Do Filing for Clients' File.
- Respect Confidentiality and adhere to Counsellor Protocol/Guidelines.
- Undertake any other duties that may arise.
- Assist in Mobile Counselling as required.
- Maintain clear and accurate client records.
- Participation in community education programs if required.
- May be required to represent VWC in meetings nationally

- May be required to provide Public Talks to specific groups, eg. Community/Church Groups and chiefs.
- Liaise and network with community leaders in relation to client's case.
- Accompany client at Safe House.
- Provide counselling to children and young girls in schools when requested.
- Provide support during applications for Court Orders in Courts and during kastom courts.
- Accompany client to other agencies.
- (including the General duties for all staff and Counsellors).

COUNSELLING ADMIN DUTIES

Duties

- Undertake Counsellor training for VWC & Branch staff and CAVAWs.
- Collect and Compile Statistics from Counsellors/Client Forms weekly
- Record statistics in computer monthly
- Report on statistics during Staff Collective Meetings
- Prepare statistics for the Progress Reports
- In-house training for members of CAVAW on attachment at VWC
- Develop attachment Schedules
- Assist in preparation of counsellor training materials for CAVAW
- Keep record of Cases going to Court, Police, Medical and kastom Court
- Assist Community Education for Community Awareness in the Community and to groups
- (including the General duties for all staff and Counsellors)

MOBILE COUNSELLOR

Duties

- Plan and undertake Mobile counselling according to PDD,
- Report on Mobile Counselling activities during Staff Collective Meeting,
- Liaise with chiefs, Police, LRTO and Women's Groups in the community in regards to Mobile Counselling,
- Prepare the data on Mobile Counselling for the Progress Reports,
- Accompany Community Educator on Visits to CAVAWs,
- (including the General duties for all staff and Counsellors)

FINANCIAL AND ADMINISTRATION OFFICER

Duties

Responsible for maintaining accurate and reliable Accounting and Financial System for VWC.

This system must be able to:-

- ◆ Provide the Managing Agent, The Management Committee, the Trustees and the Coordinator with information to effectively monitor the Centre's financial situation; and

- ◆ Enable accurate tracking of expenditure on a project to project basis and accurate and timely reporting to Donors.

Strengthening the Accounting and Financial Systems to ensure that:-

- ◆ All appropriate journals and ledgers are maintained,
- ◆ The systems can substantiate all payments and receipts and enable confirmation of unspent balances, income and expenditure according to budget,
- ◆ The systems provide adequate audit trails,
- ◆ The VWC meets all contractual and legal obligations (eg: VNPF and Severance Payments), Contract with FWCC for AusAID funding.
- ◆ Assist the Coordinator with tasks required to facilitate funding of the VWC such as liaising with donor agencies and the national Government departments.
- ◆ The establishment and maintenance of all account and financial records including for:
 - Receipts and Banking
 - Payment of accounts and salaries
 - Keeping appropriate journals and ledgers
 - Preparing monthly accounts, including income and expenditure statements, bank reconciliations and balance sheets;
 - Supervising the financial management of the Sanma Counselling Centre, Tafea Counselling Centre and any new branches of the VWC that may be established.
 - Keeping accurate financial records for all VWC projects, such as the Safe House,
 - Preparing the accounts for audit,
 - Managing the Petty Cash system and the reimbursement of expenses
 - Maintaining an asset register in accordance with FWCC/VWC contract with AusAID.
 - Ensuring that the VWC has adequate and appropriate insurance for staff and property.
- Report to the Coordinator and Management Committee, Managing Agent, PCC as required, including the preparation and presentation of reports,
- Maintain a computerised accounting system with regular back-ups.
- Prepare budgets and financial acquittals for projects and consultancies;
- Provide financial reports as required by funding agency,
- Work with the Coordinator to prepare the annual budget and the budgets for project documents,
- Oversee the organisation of fundraising events by VWC staff and/or volunteers.

ADMINISTRATION

- Oversee the maintenance and acquisition of the office building and equipment,
- Update and maintain staff/employment/leave records, job descriptions, contracts in accordance with new policies and procedures developed by the Centre,
- Order stationary and office supplies
- Maintain and Update the General Office Filing System
- Oversee the work of Office Assistant
- Respect the Confidentiality of all clients.
- Oversee the recording of the Information of VWC.
- (including the General duties for all staff).

OFFICE ASSISTANT

Duties

- Greet Clients upon arrival at VWC
- Complete Enquiry Forms for Visitors and Clients
- Fill Staff's Names in Time Register Daily
- Answer Phones
- Keep Record of Media Reports
- Keep Visitor's Register
- Make appointments for Staff
- Keep Register of Outward and Inward Mail
- Keep Register of Outward and Inward Facsimile Messages,
- Do Visits to the Post Office
- Responsible for Photocopying
- Respect the Confidentiality of all Clients
- Keep the Daily Diary
- Participate in VWC Staff Collective Meetings
- Participate in VWC activities eg. 16 Days of Activism annually
- Open and Close Office Daily
- Any other Duties as the need arise.
- (including the General duties for all staff)

COMMUNITY EDUCATOR

Duties

- Organise, Facilitate and Report on Training with CAVAWs
- Respond to Request for Public Talks and Workshops on Violence Against Women.
- Produce quarterly Newsletters,
- Organise Special Events Campaign eg. 16 Days of Activism
- Prepare and produce Radio Programs.
- Produce Community Education Materials as specified
- Liaise & support CAVAWs on islands
- Lobby for recognition of CAVAWs by Community leaders.
- Participate in all training deemed necessary by VWC.
- May be required to represent VWC in meeting nationally and/or internationally.
- Liaise with other agencies and groups nationally, regionally and internationally
- Develop and undertake/coordinate programs & materials to nurture/strengthen skills of CAVAW members in all areas of their work, including Counselling and Support Services, Community Education/Awareness and Legal Advocacy and Lobbying and Management Capacity of their Committees.
- Network with island-based provincial/area councils/government, NGOs and Civil Society to ensure that CAVAWs receive adequate support, including chiefs.
- Prepare documents for Progress Reports
- Respect Confidentiality.
- (including the General duties for all staff)

LAWYER OF VWC

Duties

- Representation on behalf of VWC Clients and out-of-court settlements
- In-house training for staff especially Counsellors, including TOT in all relevant aspects of legal rights.
- Speak at Mobile Counselling and Talks
- Training for CAVAWs in National Training Program on Legal Literacy
- Liaise with other law firms, Government, judiciary and Legal Officers eg. Public Prosecution Office, Public Solicitors Office, State Law Office and Courts
- Respect for Confidentiality
- Review Referral Systems for Clients
- Participate in/coordinate/train other VWC staff and CAVAWs to monitor the impact of all legislation and Court Orders on the status of Women &Children subject to violence.
- Reporting on activities in Project Progress Report
- Liaise with other Government agencies, Law Firms and NGOs, (including the General duties for all staff)

RESEARCH OFFICER

Duties:

- Identify research needs relevant to Centre's work
- Access, collate & analyse data on violence against women and children
- Assist in production of information brochures based on research findings.
- Collate information kits on various Centre issues for students and the general public
- Identify target groups for research; arrange and lead surveys conducted by the Centre
- Provide training for branches and CAVAWs.
- Work in close consultation with the Coordinator and the Community Educator
- Participate in staff collective meetings as required.
- Travel locally and overseas.

Selection Criteria:

- Degree in appropriate area is desirable
- Proven research experience particularly in participatory and feminist research
- Fluency in English and Bislama.
- Commitment and sensitivity to issues of violence against women and children
- Good interpersonal skills
- Ability to work with minimum supervision
- Lots of initiative
- Good writing skills
- Good computer skills essential.
- Data processing skills desirable or demonstrated ability to learn these skills.

ANNEX 9: **TERMS OF REFERENCE FOR CONSULTANT INPUTS**

1. AUSTRALIAN CONSULTANT SERVICES IN STRATEGIC PLANNING, RISK MANAGEMENT, MONITORING AND REPORTING

Aim

The aim of this consultancy is to train and assist VWC with strategic planning, risk assessment, monitoring and reporting tasks:

- the consultant will work closely with and be accountable to FWCC's Program Manager (or her delegate during all visits to VWC) and to VWC's Coordinator.
- training is to be undertaken through facilitated group workshops, and with key individual staff on a one-to-one basis during the preparation of program documents.
- the consultant will only communicate directly with AusAID on the advice or request of FWCC, with VWC's approval, and will report fully on any such communications.

Duties

- Train and assist VWC staff with all strategic planning and review tasks, including the preparation of Annual Work Plans.
- Ensure that risk identification, assessment, monitoring and management are undertaken during the annual planning and review process, using the project Logical Framework and Risk Management Matrices as a management tool.
- Train and assist VWC staff with the monitoring of program activities, including the preparation of six-monthly Progress Reports.
- Train and assist VWC staff with the preparation of 75% acquittals to AusAID.
- Ensure that all program reports are prepared in the format and to the standard required by AusAID.
- Adapt Terms of Reference for each consultancy as required by training needs, in consultation with VWC's Coordinator and FWCC's Program Manager or her delegate.
- Prepare a brief report on each consultancy visit which summarises consultancy outcomes and identifies further training and assistance needs. The report shall be provided to both FWCC's Program Manager and the VWC Coordinator.
- Any other relevant duty as directed by FWCC's Program Manager or her delegate, or by VWC's Coordinator.

Indicators for VWC staff taking increasing responsibility for program management and reporting:

- VWC writing drafts of different sections of AusAID reports.
- Accurate preparation of financial reports on MYOB and acquittals by VWC staff before consultancies begin;
- Increased understanding of the logframe and M & E matrix by a range of staff, particularly indicators;

- increased ability to link the planning of activities (through use of the implementation schedule) with budgeting, and with reporting and planning formats required in AusAID reports;
- VWC staff taking responsibility for preparation and finalisation of performance monitoring information;
- VWC taking increased responsibility for the preparation of all Excel tables/matrices (updating the logframe, risk matrix, implementation schedules, financial tables); and
- Progress towards assisting with financial acquittals by email.

Contracting arrangements

- The consultant is to be contracted by FWCC and is responsible to both the FWCC Program Manager or her delegate and to the VWC Coordinator.
- Consultancy visits will occur in October to assist with the preparation of Progress Reports, and in April to assist with the preparation of Progress Reports and Annual Work Plans. Two further visits will be undertaken in December and June, assuming that AusAID's Legal Agreement with FWCC requires the submission of 75% acquittals as a trigger for payment of the next tranche.
- Visits will be for up to 6 working days in October and up to 10 working days in April. Visits in December and June will be for 3 or 4 working days. The duration of consultancy visits will be reviewed regularly in consultation with FWCC's program manager and the VWC Coordinator.

2. COUNSELLOR TRAINING CONSULTANT

- Identify training needs in discussions with VWC and FWCC Coordinators
- Develop training programs annually to address identified training needs.
- Conduct annual counsellor training programs
- Report on improvements in knowledge, skills and understanding of counselling ethics and approaches for each participant, and comment on the capacity of each counsellor to develop further skills over time
- Work with the VWC Coordinator to identify or develop training to strengthen her counsellor training skills and identify in-house counsellor training needs and activities to be undertaken between annual trainings.

3. MALE ADVOCACY TRAINING CONSULTANT

- Design the training program in consultation with VWC and FWCC.
- Conduct the training in collaboration with FWCC and VWC Coordinator
- Report on participants' capacity to undertake community education on women's rights in their agencies and communities
- Make recommendations on future training needs for participants to enable to undertake advocacy activities for women's rights

4. RESEARCH CONSULTANT

- All steps of the research will be undertaken in consultation with the Coordinator and build capacity for the qualitative research.
- Design research methodology and implementation program in collaboration with the Department of Women’s Affairs & National Statistics Office.
- Capacity buildings to the Research officer during each visit.
- Conduct and supervise pilot, amend methodology,
- Work with VWC Coordinator to develop training for Research assistants.
- Supervise the research in one province,
- Work with NSO to select appropriate software and supervise data entry,
- Participate in developing a workshop program to analyse and interpret the data.
- Prepare a draft research report.

5. INTERNAL AUDITING AND FINANCIAL MANAGEMENT

1. On Call Accounting Services

- Provide advice and training on the MYOB accounting system as required;
- Provide advice in financial management procedures as required, in consultation with VWC’s Coordinator and FWCC’s Project Manager, consultant or delegate, to ensure that financial management procedures conform with VWC’s reporting obligations to AusAID;
- Assess and report on the Finance/Administration Officer’s performance when requested.

2. Monthly Financial Controls/internal auditing

- Test a random selection of payment vouchers and cheque butts against myob entries to ensure that all supporting financial documentation is adequate and accurate;
- Check the Monthly Bank Reconciliations against the bank statement and myob reconciliation, and
- Check that monthly reconciliations and myob entries are undertaken for all VWC accounts, with priority given to the VWC AusAID account.

3. Annual Independent Audit

- Ensure that internal auditing and annual independent audit functions are clearly separated, by appointing 2 different partners to separately supervise each process.
- Carry out VWC independent annual auditing including a consolidated audit of all accounts, with a separate report on the AusAID account.

ANNEX 10: SUMMARY OF VWC ACHIEVEMENTS OVER THE LAST FIVE YEARS

There is both anecdotal and hard evidence that VWC made good progress towards achieving the outcome of changed community attitudes on violence against women and children during the last five years.⁵⁵

- There is considerable anecdotal evidence that there is increased acceptance that violence against women and children is a crime. This is demonstrated in the changed attitudes of some men in Vila and the islands, particularly Chiefs and Police who have been targeted for community awareness activities and male advocacy training by VWC.
- There is now a good working relationship between VWC, Branches, CAVAWs and the Police compared with when the previous phase began in mid-2002. Police in remote areas have attended VWC's CAVAW trainings in the islands, and those who have been trained are more likely to respond positively to protect the rights of women when cases of violence are brought to their attention.
- Some Chiefs are now advocates for the rights of women and children to live free from violence. VWC also has a good working relationship with an increased number of chiefs than in July 2002, as well as with various legal agencies.
- Counsellors believe that there are more positive outcomes now from child and family maintenance cases in the courts, compared with mid-2002.⁵⁶
- The number of women reporting cases of violence to VWC, its Branches and CAVAWs continues to steadily increase. While this shows that the problem of violence remains extremely serious and entrenched, it also a good indicator of changed attitudes to violence among women, who have asserted their right to live free from violence by seeking help from VWC. There is also hard evidence that women are more likely to report crimes of sexual assault to police than when the program began.⁵⁷
- The number of Domestic Violence Court Orders facilitated by VWC is additional hard evidence that increasing numbers of women are more likely to see the violence committed against them as a crime, and that VWC's awareness activities are having an impact. VWC facilitated 211 domestic violence court orders from June 2002 to March 2006, which is about 70% of the total number of such court orders issued by the Vila Court House.⁵⁸ VWC also assisted 376 women with court fees for domestic violence court orders and child maintenance claims.
- VWC has been successful at extending its outreach into new areas of the community during phase 4 through mobile counselling and other community awareness activities, where chiefs and other community leaders have taken the opportunity to request information about violence, human rights and the law.

⁵⁵ Evidence is documented in detail in VWC Annual Work Plans from the previous phase of AusAID funding which highlight progress towards goal and purpose indicators.

⁵⁶ This data is difficult to verify because VWC has not been able to access data from the Courts.

⁵⁷ Evidence on the reporting of sexual violence is based on Vanuatu Police Force Crime Statistics for 2003 and 2004. However, it is impossible to assess whether women are increasingly reporting domestic violence to Police or health centres due to a lack of sex disaggregated data and the categorisation of injuries used in reports by these agencies. See VWC Annual Work Plan for phase 4, Year 5: 19.

⁵⁸ VWC Annual Work Plan for phase 4, Year 5: 18-19, Tables 3 and 4.

- VWC Counsellors believe that women who have heard about their rights through mobile counselling are more likely to come to the centre when they are confronted with violence, and that chiefs who have been exposed to VWC's work and awareness-raising are more likely to refer clients to the centre and to respond positively to cases of violence in *kastom* court hearings.
- Over 10,400 people (62% women and 38% men) have participated in VWC's 190 community awareness activities from June 2002 to March 2006, and many more have been exposed to discussions about gender equality, violence and the law (particularly the Family Protection Order Bill) through VWC's 89 radio programs and other media activities.⁵⁹ These activities have been resourced by VWC's production of community education and legal awareness materials and regular newsletters in *Bislama*. These materials have been widely distributed through Branches, CAVAWs and other community organisations.
- Further hard evidence of the effectiveness of VWC's work and that attitudes are beginning to change is found in the number of women and men who have requested information from VWC on violence against women and children and related legal issues. Requests for information from both women and men have been steadily increasing, with 1995 people provided with information since October 2002. 68% of these requests have been from women and 32% from men, compared with 29% of men requesting information in four years ago. About 31% of these information requests from men have come from Chiefs, church and other community leaders, and from Police and government officers.⁶⁰ Data on referrals of clients to VWC also suggest that some social institutions are more likely to see violence against women and children as a crime.⁶¹
- The growth in the number of CAVAWs, the support provided to these CAVAWs by local leaders and the acceptance and recognition of their work in the islands can also be seen as an indicator of changing attitudes towards violence as a crime. In 2002 there were 15 CAVAWs. There are now 33. Most are active and all have strong local support from Chiefs, provincial government, Police (where they exist) and other local non-government agencies.
- The work of the CAVAWs is one of VWC's greatest achievements over the last five years. CAVAWs have broken new ground in remote island communities, and in some cases have been invited recently to undertake community awareness activities in places where Chiefs and Pastors have previously refused to allow them to work. From July 2002 to March 2006, more than 12,000 women and more than 9,000 men have been involved in over 440 CAVAW community awareness activities.⁶²

Other achievements over the last 5 years include:

- Training of staff has helped them to increase their capacity in many areas, including their ability to provide training and ongoing support to CAVAWs and Branches in counselling, community awareness and legal rights.
- The Tafea Counselling Centre (TCC) was established in July 2003 and provided counselling and information to 601 people up to March 206. TCC has also

⁵⁹ VWC Annual Work Plan Year 5: 22, 28, Tables 10, 15.

⁶⁰ VWC Annual Work Plan Year 5: 20-22, Tables 5 to 9.

⁶¹ VWC Annual Work Plan Year 5: 16.

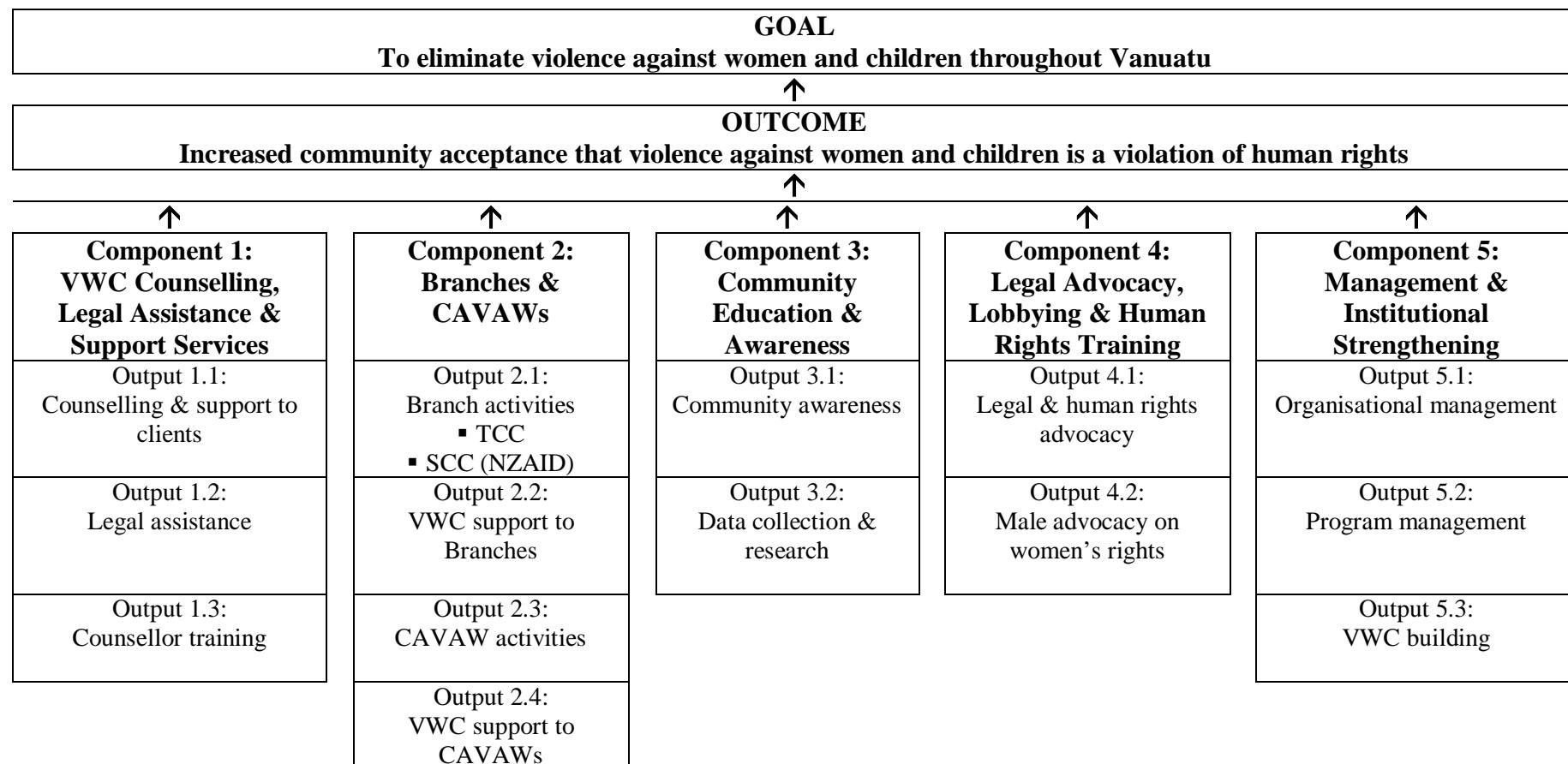
⁶² VWC Annual Work Plan Year 5: 15, 23.

undertaken 34 community awareness activities involving 3,384 people, 61% of whom were women and 39% men.⁶³

- VWC held its 2nd national conference on violence against women in December 2004 which reviewed strategies for eliminating violence against women and developed resolutions for future work.
- Despite a lack of funding for the VWC Safe House from mid 2003 to March 2005, VWC has assisted many women and children by providing safe house services, counselling and legal assistance when they have had to flee from violence.

⁶³ VWC Annual Work Plan Year 5: 32, Tables 11 and 15; Progress Report 8: 83-84, Tables 10.3.2 to 10.3.4.

ANNEX 11: DIAGRAM OF VWC PROGRAM DESIGN



ANNEX 12: LIST OF CAVAWS BY PROVINCE AT DECEMBER 2006

No	CAAW	ISLAND
TORBA		
1	West. Vanualava	Vanualava
2	Sola	Vanualava
3	Mota	Mota
4	Motalava	Motalava
5	Gaua	Gaua
SANMA		
1	South Santo	Santo
2	Matantas	Santo
3	BigBay	Santo
PENAMA		
1	Melbrin/Melsisi	Pentecost
2	Pangi/South Pent	Pentecost
3	Lolong	Pentecost
4	Walaha	Ambae
5	Nduindui	Ambae
6	E. Ambae	Ambae
7	Marino	Maewo
8	N. Ambae	Ambae
9	Huritahi	Ambae
10	Gaiovo	Maewo
MALAMPA		
1	Lonahli	Ambrym
2	Wawanfonhal	Ambrym
3	Lolihor	Ambrym
4	Uripiv	Malekula
5	Wala	Malekula
SHEFA		
1	Tongoa	Tongoa
2	Emae	Emae
3	Sara	Epi
4	Burumba	Epi
5	Lamen Island	Epi
TAFEA		
1	Imaki	Tanna
2	Aneityum	Aneityum
3	Dillon's Bay	Erromango
4	Port Narvin	Erromango
5	Mid Mauk	Tanna
TOTAL = 33		

ANNEX 13: CLIENT FEEDBACK SURVEY QUESTIONNAIRE

Vanuatu Women's CentreTingting blong Klaen long Kaonseling Sevis

Vanuatu Women's Centre istap givimaot ol sevis blong kaonseling long olgeta we oli nidim mo kam long senta ya. VWC iwandem oltaem blong luk se sevis ya blong kaonseling istret long wanem we pablik iwandem. Blong helpem mifala blong save gud, mifala iwandem olgeta we ikam yusum sevis ya blong givim tingting blong olgeta afta we oli bin stap long wan kaonseling.

Mifala iwandem yu blong givim tingting blong yu afta we yu bin stap long kaonseling blong yu. Igat wan fom we igat ol kwestin long hem, mo mifala iwandem yu blong givim tingting blong yu. Ol infomesen we yu givim long mifala bae mifala ikipim isikret o konfidensol oltaem.

Tingting blong yu ya bae isave givhan long VWC long ol plan blong hem mo blong mekem gud ol sevis blong kaonseling.

Istap long yu, sapos yu wandem mekem survey ya, mo i oraet nomo sapos yu no wandem ansa long sam kwestin we istap.

Tankyo long koperesen blong yu.

Ol Staff blong VWC

1. Tede hemi festaem blong yu blong kam long Senta blong Kaonseling ?

Yes

No

2(a). Yu glad long storean, toktok mo taem blong yu wetem Kaonsela?

Mi glad tumas

Mi glad

Mi no glad

Mi no glad tumas

2(b). From Wanem?

3(a). Yu kasem wanem yu kam from?

Yes

No

3(b). Sapos yu bin ansa YES long saet blong Wanem ?

Kaonseling

Legal Infomesen

O ol Nara Infomesen

Sapot (Polis, Domestik Vaelens
Oda, Child Maintenance, Family
Maintenance, etc.,)

3(c). Sapos yu bin ansa NO ... From wanem? (Raetem daon)

4. Wanem samting nao yu faenem se igivhan o ihelpem yu plante long kaonseling blong yu ?

5(a). Igat sam samting we ino givhan o ino helpem yu long taem blong kaonseling blong yu ?

Yes

No

Mi no save

5(b). Sapos yu bin ansa YES, Wanem?

6. Yu gat nara samting yu wandem talem o tokbaot ?

Ofis nomo bae iyusum hemya:

Yu we yumekem intaviu, yu mas folem ol step o rot we istap taon ya blong fulumap fom:

Step 1	Tok halo/ shake han long klaen mo tekem hem igo long ol ples blong askem ol kwestin.
Step 2.	Askem Klaen: <i>Mifala ibin askem yu finis blong fulumap wan kwestin fom abaot sevis Blong mifala ?</i>
Step 3.	Sapos hemi talem YES, Talem tankyo long hem from, mo hemi save go hom.
Step 4.	Sapos hemi talem NO, askem hem - Hemi oraet blong yu ansarem ol kwestin abaot sevis blong blong mifala; hemi stap long yu, sapos yu no wandem hemi oraet nomo.
Step 5.	Taem hemi talem se YES, bae yu gohet.
Step 6.	Askem long hem - <i>I oraet blong yu fulumap kwestin fom ya yu wan - yu putum ol ansa blong ol kwestin long ol bokis nomo, o yu wandem se mi askem yu olgetakwestin ?</i>
Step 7.	Yu askem ol kwestin we istap long kwestin fom long klaen.
Step 8.	Afta we klaen ilego ofis, faenemaot long kaonsela blong hem wanem kaen kes blong hem, - olsem DV, Child Maintenance, Family Maintenance, etc.. mo raetem taon long top blong kwestin fom. Yu no putum ol nara infomesen abaot klaen, - olsem namba blong fael blong hem, o hu kaonsela blong hem, etc. etc.

IMPOTEN TOKTOK:

Sapos klaen ya italemaot se hemi no glad o hapi wetem sevis, - istap long wanem kaen ansa hemi givim long yu, yu save offer o talem long hem se bae yu save givim hem long narafala kaonsela blong itoktok long hem bagegen. Eksampol olsem, sapos klaen ya italem se hemi no hapi wtem kaonsela from ol risen olsem:

- Kaonsel ino bin wandem go wetem hem long ofis blong polis, o hospital o nara ofis bagegen we VWC istap tekem klaen igo long olgeta.
- Kaonsela ibin yusum ol rabis toktok o aksen long hem.
- Hemi bin wandem ripot igo long polis, be kaonsela ibin fosem hem blong go long kastom kot.

Yu save talem long hem se : **Yu wandem blong me askem narafala kaonsela blong lukim yu ?** Sapos hemi talem YES, askem hem blong wet smol taem, yu go tokbaot case blong hem wetem Merilyn mo hem nomo bae italem who kaonsela bae ilukim klaen ya.

Sapos klaen italem se hemi no hapi wetem sevis from ol risen we ino stret long wok blong VWC olsem:

- Klaen iwandem kaonsela blong go wetem hem mo rao o swea long woman we hasben blong klaen istap gat rilesensip wetem;
- Klaen iwandem Kaonsela igo wetem hem long haos blong ol papa mo mama blong hasben blong hem – blong tekemaot olting blong hem.

ORGANIGRAM OF VANUATU WOMEN'S CENTRE

