



AFP
AUSTRALIAN FEDERAL POLICE

**Australian
Aid** 



**Families
Free Of
Violence
Tonga**

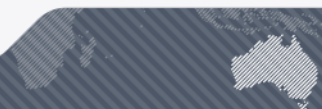


TABLE OF CONTENTS

1. EXECUTIVE SUMMARY	3
2. ANALYSIS AND STRATEGIC CONTEXT	5
Country/Regional and Sectoral Issues	5
Development Problem/Issues Analysis	6
Strategic Setting & Rationale for Australian Engagement	10
3. INVESTMENT DESCRIPTION	13
Logic and Expected Outcomes	13
Delivery Approach	14
Program Components	15
4. IMPLEMENTATION ARRANGEMENTS	22
Governance Arrangements and Structure	22
Management, Budget and Key Roles	24
Implementation Approach	25
Implementation Plan	26
Sustainability	28
Inclusiveness	28
Risk Management	29
5. ANNEXES	31
Annex 1: Program Logic	31
Annex 2: Coordinated Family Violence Services	32
Annex 3: Performance Framework	34
Annex 4: Steering Committee Terms of Reference	39
Annex 5: FFOV Program Team Terms of Reference	41
Annex 6: Risk Management Matrix	43
Annex 7: Monitoring and Evaluation Framework	46



1. EXECUTIVE SUMMARY

The Families Free of Violence (FFOV) Program is a 3-year program funded by the Department of Foreign Affairs and Trade (DFAT) through the Australian bilateral aid program in Tonga and implemented in cooperation with the Government of Tonga. The AUD\$2,646,000 FFOV program will be directly implemented by the Australian Federal Police (AFP) and will work across multiple sectors and agencies in Tonga including the Ministry of Internal Affairs (MIA) Women's Affairs Division (WAD), Ministry of Health, Tonga Police and Ministry of Justice to strengthen the response to family violence in Tonga and increase community awareness of the impacts of family violence. The program will contribute to Australia's Pacific Women Shaping Pacific Development (*Pacific Women*) commitment in Tonga.

The FFOV program will work collaboratively with existing programs and initiatives to support a strengthened, coordinated response to family violence in Tonga. The program will leverage current efforts to combat family violence and address critical gaps in programming impeding progress towards the effective implementation of the Family Protection Act (FPA). The FFOV program will focus on implementation of the FPA through a direct partnership with WAD that supports coordination of the FPA implementation plan and work with key agencies and service providers to effectively fulfil their mandates under the FPA.

The program will have a primary focus on supporting an improved frontline response to family violence and increasing community awareness of the impacts of family violence. It will adopt a survivor-centred approach¹ that builds on and leverages from existing services, systems, local structures, programs and organisations to deliver integrated services that place survivors of family violence at the centre of response efforts. Key stakeholders will be engaged and supported to ensure services are delivered with a primary focus on the safety, protection and well-being of women and their children and 'no wrong door' for reporting incidents of family violence. The FFOV program will seek to ensure women and their children are provided with options and empowered to make their own decisions on the most appropriate pathway to safety.

The program will work closely with Tonga Police and complement existing police development programs in Tonga – Tonga Police Development Program, Pacific Police Development Program Regional and Pacific Prevention of Domestic Violence Programme – to achieve an improved police response to family violence, and build on other *Pacific Women* investments in ending violence against women and children through NGOs in Tonga. It will aim to provide a strong foundation for future initiatives focusing on addressing family violence, including the planned UN Women Regional Prevention program (through *Pacific Women*) and Regional Rights Resource Team Access to Justice for Survivors of Domestic Violence program. The FFOV program will also leverage from the planned Ministry of Foreign Affairs and Trade Justice Sector Initiative which will focus on institutional reform and capacity development of magistrates; legal aid and youth, and draw on linkages with the health sector through the Australian bilateral investment in Health System Strengthening in Tonga. Importantly, the FFOV program will seek to meaningfully engage with churches and faith-based organisations to ensure a holistic approach to responding to family violence in Tonga that recognises the vital role the church is able to play in both responding to and preventing family violence.

The program goal is **increased safety of women and their children in Tonga**.

The proposed **end-of-program outcomes** are:

1. Survivors of family violence in Nuku'alofa and selected communities access better quality services and ongoing support

¹ A survivor-centred approach to violence seeks to empower the survivor by prioritising their rights, needs and wishes. It means ensuring survivors have access to appropriate, accessible and quality services and building competent service delivery actors with the appropriate attitudes, knowledge and skills to prioritise the survivor's own experiences, inputs and choices. Through this approach, professionals can create a supportive environment in which a survivor's rights are respected and in which they are treated with dignity and respect (UN Women, 2012, <http://www.endvawnow.org/en/articles/1499-survivor-centred-approach.html>).



2. Service providers deliver better quality, integrated services and case management from frontline response to ongoing support services
3. Government demonstrates commitment to ending family violence through the provision of quality services for survivors of family violence
4. Selected communities provide support to survivors of family violence in accessing services

Proposed **intermediate outcomes** to be delivered during implementation to achieve the end-of program outcomes are:

Service Providers:

- Tonga Police, health services and NGOs collaborate to strengthen a referral and case management system
- Tonga Police are better supported to deliver and provide timely and effective services on family violence matters
- The hospital provides tailored family violence services in an appropriate environment with trained staff.
- Tonga Police, health services and NGOs collect data and report to WAD on incidents of Family Violence (FV)

Government & NGOs

- FPA Advisory Group meets regularly and takes action on FPA implementation
- WAD is collecting, consolidating and reporting data and information on family violence
- WAD and civil society actors use evidence to advocate for improved services and resourcing for survivors of family violence
- WAD is providing effective leadership on implementation of the FPA
- NGOs have greater influence and coordination on family violence issues

Communities (including churches and other local stakeholders)

- Nuku'alofa and selected communities have increased awareness of the FPA and impacts of family violence, and are more supportive of survivors accessing services
- Selected community committees recognise family violence as a crime and have the skills and resources to support survivors of family violence and raise awareness

The FFOV program will be delivered through four inter-related program components that will contribute to the end-of-program outcomes and support broader efforts to address family violence in Tonga. Three of these components (Leadership and Performance; Frontline Response; and Integrated Service Delivery and Case Management) will be mutually reinforcing and interlinked. The fourth component (Monitoring and Evaluation) is cross-cutting and will therefore operate horizontally across the other three components together with other relevant current and future programs supporting efforts to address family violence in Tonga.

While violence against children is a significant issue in Tonga, a specific focus on children's needs is beyond the scope of this program. A program focusing on addressing violence perpetrated against children in Tonga would require dedicated and specialised resources capable of addressing the inherent risks involved in working with children and the potential for doing harm without the availability of specialised services for children. However, with a clear program focus on keeping 'women and their children safe' through improved systems and a strengthened, more effective frontline response to family violence, the FFOV program will necessarily contribute to a system developing its capability to address violence against children, and will

build the foundations for more targeted, evidence-based, child victim-centred response and prevention initiatives to end violence against children in Tonga going forward. FFOV also recognises that people with disabilities are particularly vulnerable to family violence and will take particular actions to address this risk.

2. ANALYSIS AND STRATEGIC CONTEXT

Country/Regional and Sectoral Issues

Violence against women and their children in the Pacific remains a significant issue, with prevalence rates among the highest in the world. While prevalence rates are not fully known, national level research on violence against women conducted in 11 countries in the Pacific found lifetime prevalence rates of between 60-80%². Patterns and types of violence against women differ between countries and sub-regions such as Solomon Islands, Fiji and Kiribati reporting higher levels of partner violence than countries such as Tonga and Samoa, where higher levels of non-partner violence are reported. Women and girls are often subjected to multiple forms of violence, which can often be further exacerbated by cultural practices³ and negative gender and social norms.

Based on the National Study on Domestic Violence Against Women in Tonga⁴, three out of four women in Tonga (77%) have experienced physical and/or sexual violence in their lifetime. Statistics from this study indicate that 45% of ever partnered women reported physical, sexual or emotional abuse in their lifetime and 68% of women reported violence by a non-partner. The most common perpetrators of physical and sexual violence are fathers and/or teachers, followed by partners. As a result, Tonga represents a rare case comparative to most other countries, where intimate partner violence is the most common form of violence against women. Approximately half of the women surveyed had not told anyone about the violence they experienced and 75% of women had never sought help from formal services. The prevalence study also analysed differences between urban and rural women, with findings showing that urban women are more likely to seek assistance⁵. The impact of violence on women is significant and can end in death, or physical harm, disability and mental illness with associated effects on employment prospects, housing security and dependent children's wellbeing.

Family violence has serious impacts on health and well-being and researchers have documented negative outcomes on the children of women who experience violence, including increased child mortality, and behavioural issues negatively affecting their short and long-term development⁶. There is also credible evidence that exposure to and/or experience of violence in childhood can have profound emotional, physical and social development impacts and contribute to inter-generational transmission of violence or a 'cycle of violence'⁷. This contributes to the normalisation and prevalence of violence, negatively impacting the sustainability of efforts to eliminate family violence. In addition, there is strong global evidence of the links between violence and social stability, health, nutrition and economic growth. In Tonga, the annual social and economic cost of domestic violence was estimated as TOP\$18.3 million (USD \$8.5 million) from a GDP of only USD\$466.3 million⁸.

² UNICEF, 2015, *Harmful Connections*, [https://www.unicef.org/pacificislands/Harmful_Connections\(1\).pdf](https://www.unicef.org/pacificislands/Harmful_Connections(1).pdf)

³ Cultural practices such as bride price, sorcery and reconciliation.

⁴ WHO, 2012, *National Study on Domestic Violence Against Women in Tonga*.

⁵ DFAT, 2016, *Review of Counselling Services in the Pacific*.

⁶ AusAID, *AusAID VAW Police Guidance*, November 2011.

⁷ SPC, 2010, *Kiribati Family Health and Safety Study: A Study on violence against women and children*, <http://countryoffice.unfpa.org/pacific/drive/KiribatiFamilyHealthandSafetyStudy.pdf>

⁸ UN Women Tonga, *Baseline survey of the project implementation of the Family Protection Act 2013*, June 2015

Development Problem/Issues Analysis

As causes of family violence are complex, stemming from unequal relations between men and women and structural drivers combined with a range of individual risk factors (such as substance abuse and financial stress), interventions designed to address family violence require multi-sectoral and multi-level approaches that use overlapping strategies tailored to context⁹. The three overarching global strategies used to address violence against women and their children are 1) Access to support services; 2) Access to justice and; 3) Prevention of violence. Reviews of global best practice in eliminating violence against women indicate that this requires strong partnerships and coordination among sectors, donor programs, government agencies, civil society organisations and service providers as well as changes to policies and legislation¹⁰. In addition, effective prevention and response to family violence requires developing the knowledge, skills, capacity, attitudes and motivation of law enforcement, health, justice and social service providers to provide survivors of violence with a full spectrum of integrated support.

In response to findings from the National Study on Domestic Violence against Women in Tonga, the Government of Tonga enacted the Family Protection Act (FPA) on 1 July 2014. The FPA provides a legislative framework for the protection and safety of survivors of family violence including the obligations of various agencies to provide essential services for survivors of family violence. The FPA legislation imposes significant new responsibilities for service providers, including the police, health facilities, and law and justice providers, under the coordination of the WAD. The FPA's objectives are clearly defined as: 1) to ensure the safety and protection of all persons, including children, who experience or witness domestic violence; 2) to provide support and redress for all victims of domestic violence and economic abuse; 3) to implement programmes for victims of domestic violence to assist their recovery to lead a safe and healthy life; and 4) to facilitate the making and enforcement of court orders and Police Safety Orders (PSOs) issued to stop acts of domestic violence. However, key agencies in Tonga are not yet delivering adequately against these responsibilities and inter-agency coordination among service providers remains a challenge.

Key issues impacting implementation of the FPA, and in turn efforts to address family violence prevalence and access to services for survivors of violence in Tonga, include:

Social and Gender Norms

Pervasive social and gender norms regarding the role of women and perception of family violence as a taboo subject and/or a 'family matter' impact levels of formal reporting of family violence cases and how reported cases are managed. Social and family hierarchies and notions of authority within Tongan society also impact space for engagement on addressing family violence. These norms impact the attitudes of frontline service providers and in turn the quality of services provided to survivors of family violence. Health providers frequently fail to refer cases of violence due to gender norms around acceptable behaviour for women, a lack of knowledge and confidence as well as a perception they will be seen as 'trouble-makers'. Religious and traditionally guided reconciliation methods are often favoured over formal legal processes, with community leaders, churches and police frequently supporting mediation between victims and perpetrators, which can place women and children at risk. This aligns with religious and traditional values around maintaining the family unit, with external interventions through formal systems perceived as attempting to break up the family unit. This is further exacerbated in more isolated areas where formal services and access to social services such as counselling are not readily available. Coupled with a lack of capacity, training and understanding of sentencing options, social and gender norms are likely impacting the leniency of perpetrator sentencing where cases of family violence are processed through formal legal mechanisms.

⁹ Fulu, E, Kerr-Wilson, A and Lang, J., (June 2014) What works to prevent violence against women and girls: Evidence Review of interventions to prevent violence against women and girls, https://assets.publishing.service.gov.uk/media/57a089a8ed915d3cfd00037c/What_Works_Inception_Report_June_2014_AnnexF_WG23_paper_prevention_interventions.pdf.

¹⁰ UN Women Tonga, *Baseline survey of the project implementation of the Family Protection Act 2013*, June 2015

The role of the church in Tonga across all facets of social and economic life cannot be under-estimated. While it has been widely recognised that addressing family violence in Tonga requires meaningful engagement with the churches, there is room for more dedicated and purposeful effort to integrate churches and faith-based organisations into family violence programming as, for example, there is in Papua New Guinea (the DFAT-funded Church Partnership Program)¹¹. Churches are highly influential and champions within the various denominations need to be identified, trained, influenced and mobilised to: encourage widespread support for the safety of survivors of family violence; change community perceptions of the acceptability family violence; and facilitate access to support services and formal pathways to justice for survivors of violence.

High level leadership, coordination and accountability

High level leadership and coordination within and between key agencies remains a significant issue impacting implementation of the FPA and in turn the provision of integrated, quality services for survivors of family violence. The WAD is mandated to manage coordination of the implementation of the FPA and Australia will be funding the recruitment of and the salary for a FPA coordinator within the WAD, with responsibility for coordinating FPA implementation.

An FPA Advisory Council has been established and is comprised of Heads of Health, Education, Police, Civil Society, Attorney General's Office and the Forum of Church Leaders¹². In line with the FPA, the Advisory Council is mandated to act in an advisory capacity to the Minister, ensure the safety of victims of family violence and implement coordination functions outlined in the FPA. A baseline survey conducted in 2015¹³ recommended that the Advisory Council meet quarterly, however, meetings are currently not occurring on a regular basis¹⁴ and progress towards outcomes and outputs under the FPA Implementation Plan has been slow. There is little evidence of any substantive implementation of the FPA at the service delivery level, partly due to a perceived lack of understanding within the relevant agencies of how to achieve outcomes under the FPA as well as a lack of accountability mechanisms and dedicated budget and resourcing for FPA implementation.

While frontline service providers understand they have obligations under the FPA to support survivors of family violence, there continues to be confusion over roles and responsibilities and a lack of knowledge and clarity on how to provide quality, integrated services for survivors of family violence. This is further compounded by a lack of incentives and accountability mechanisms among service providers to meet their obligations under the FPA. Even where internal systems and processes for responding to cases of family violence exist and service providers have been trained in them, such as within the Tonga police, protocols are not consistently followed. Case files are often incomplete, witness statements are usually not taken and forensic evidence is commonly not included. In some cases, Police Safety Orders (PSOs) and Protection Orders (POs) are being issued, however, there are delays in issuing these Orders through the courts and a lack of police follow up on breaches. Magistrate court sentencing tends to be lenient with the majority of cases sentenced resulting in a suspended sentence, probation or fine¹⁵. Health workers tend to lack the knowledge, systems, processes and confidence to address and refer cases of family violence presenting at health facilities. As a result, survivors of violence who attempt to seek help for protection from violence cannot be assured they will be kept safe, or assisted to exit violent homes and relationships. Women and children are not consistently assisted as the FPA requires, and so remain at risk of harm or death.

¹¹ WCCC and TNCWC provide examples of working with churches to address family violence.

¹² A Ministry of Justice representative has recently been endorsed to join the Advisory Council.

¹³ UN Women, June 2015, *A Baseline Survey of the Project Implementation of the Family Protection Act 2013*.

¹⁴ Based on in-country consultations, the FPA Advisory Council meets on an ad hoc basis.

¹⁵ PPDVP, 2016, *Tonga PPDVP Case File Analysis*

Current Resourcing – Government agencies

Implementation of obligations under the FPA have been identified as under-resourced and require support and strengthening. The Commissioner of Tonga Police has directed as a priority the Domestic Violence Units (DVUs) within the Tonga Police undergo an immediate review and restructure if required. Two additional investigators have been assigned to the Tongatapu DVU with all subsequent DVU vacancies to be filled through internal processes. The DVU is currently under the Officer in Charge (Chief Inspector Rank) of the Prevention Group, which also includes Community Policing, the Asian Liaison Officer and Victim Liaison Officer.

DVU police investigators are frequently given non-domestic violence related tasks and due to limited police resourcing in the outer islands (one DVU officer in Vava'u), are unable to focus on attending to front-line work. The Tonga Police has recently reinstated a dedicated DVU officer at the Women and Children's Crisis Centre (WCCC), however, this valuable and effective resource is only available three days a week. Coupled with a broader perception among police that with the existence of the DVUs, reported cases of family violence are not the core business of frontline police, the role and effectiveness of the DVU has been diluted and reprioritised, and workloads upon the small number of DVU officers are disproportionate. There is currently no DVU officer, nor a female member based in Ha'apai.

Similarly, health facilities and magistrate courts are not adequately resourced to respond effectively to cases of family violence. The main hospital in Tongatapu lacks appropriate facilities and ongoing training to effectively examine and treat survivors of family violence, impacting both the quality of treatment provided to the victim survivor, and the collection of evidence necessary to assist law enforcement and legal processes addressing perpetration. Survivors of family violence presenting at hospitals are currently treated in the maternity ward and it is common for family members to be present during examination and treatment. This can be highly traumatising to adult and child victims. The main hospital is in Tongatapu and the islands of Vava'u, Ha'apai and 'Eua have rudimentary service hospitals and some of the smaller islands have clinics with basic outpatient services. Only one magistrate in Tonga is a qualified lawyer impacting appropriate application of prevailing laws, including relevant FPA, child protection and criminal laws, and also sentencing practices. There is currently no free legal aid service available in Tonga. The lack of financial and other resources enabling law enforcement, justice, health and social services to effectively address family violence, including through implementation of the FPA, is a significant constraint to addressing violence in Tonga. Some service interventions via the current under-resourced system may inadvertently harm vulnerable women and their children as the system fails to adequately respond to trauma by providing victims with safety, confidentiality and consistent enforcement of law to protect them. In addition, failure to attend to violent perpetrators leaves women and their children at risk.

Coordinated Referral System, Case Management and Data Collection

While the Tonga Police have in place a referral system for survivors of violence, other agencies do not have an established formal referral system. As a result, referrals tend to be ad-hoc and depend on observations regarding the severity of the violence. All police stations who receive reports of family violence are required to make a station diary entry, complete a standardised form and submit to the DVU and Victim Liaison Officer in Nuku'alofa, however, this is not occurring in the Outer Islands. Under the FPA, Section 26, police are mandated to facilitate access to shelter and services for survivors of family violence; however, with a lack of available services, courts and shelter in the Outer Islands, survivors of family violence need to be referred to Nuku'alofa. This does not routinely occur due to costs and other challenges survivors of violence face with travelling to services, particularly those without access to funds, people who have a disability and those with young dependent children. The FPA requires police to undertake follow-up, case management and investigation of family violence beyond the issuing of PSOs and POs, including dedication to evidence collection and perpetrator prosecution. Similarly, Section 27 of the FPA requires health and social services

providers to link survivors of family violence to other services and law enforcement such as police, counselling and medical treatment.

The Tonga Police and women centres have an established referral system that is a two-way arrangement between police and the women centres. However, there is no integrated referral system across all family violence service providers, health, law enforcement and court networks and inter-agency case management is not routine. As a result, survivors of violence are not currently adequately assisted to access the FPA mandated services they require and support received is often dependent on where a survivor first reports. Without an integrated referral system, the concept of 'no wrong door', where the needs of survivors of family violence are addressed regardless of where they present, has not yet been conceptualised and survivor safety continues to be an issue.

Survivor safety, protection and long-term welfare needs to be the common priority of services, whether a survivor of violence presents for assistance to a health facility, social service provider, the police or a church. In addition to immediate support at times of crisis, survivors of family violence require ongoing services to provide them with longer term options for remaining safe and to support their exit from violent relationships. This often requires financial, accommodation and legal support, plus skilled counselling to attend to trauma resulting from violence. While a number of NGOs (WCCC, MFF and Tonga National Centre for Women and Children) have registered counsellors available, there is a need for other frontline responders (health, police and churches) to be equipped to outline basic options available for survivors of family violence, including assistance with referrals to other service providers and engagement in the process involved. There is also a need for skilled counsellors to address adult and children's longer term needs and cases of complex trauma resulting from violence. Counsellors, and case managers are needed to provide ongoing support to women and their children, enabling them to navigate the range of services needed - health, social, legal - to be safe, and to be supported over time to exit from violence. Tonga's current lack of integrated services, combined with a lack of counsellors and case managers to assist survivors to navigate the services, leaves women and children at risk of service drop out and harm.

Data on family violence is collected to varying degrees across a number of key agencies (police and justice), crisis centres and NGOs, however data is not readily accessible or consistently collated and shared between agencies. In addition, there is not a consolidated database for family violence, making it difficult to assess ongoing levels of reporting, types of violence, support provided to survivors of family violence, reporting patterns and sentencing outcomes. This also impacts the ability of services to provide coordinated support and ongoing case management of family violence cases – even cases where women and children are at very high risk. Anecdotally, the main hospital in Nuku'alofa estimates that 60-70% of people presenting at the hospital are survivors of family violence (majority women and children) however, this figure cannot be verified as information on cases of family violence is not recorded in the hospital data system. This is concerning considering 75% of women in Tonga do not formally report violence¹⁶.

The Pacific Prevention of Domestic Violence Programme (PPDVP) program evaluation (2011) indicates a steady increase in domestic violence reporting to police based on the Case Management Intelligence System (CMIS), however, the PPDVP Phase 3 Activity Design Document (2016) indicates an increase in reporting between 2007-2010 and a steady decline in reporting between 2011-2015. Magistrate court data on numbers of protection orders is not readily accessible and there is not an integrated system in place for tracking/monitoring cases, including police safety order and protection order breaches, or sentencing outcomes. Case file attrition analysis completed by PPDVP in 2014 indicates that despite the existence of the 'No Drop Policy', cases continue to be withdrawn (including through police authorisation) and the majority of sentencing results in suspended sentence, probation or a fine even when there is medical evidence of assault. In summary, what data is available paints a bleak picture of the system's ability to support women attempting to find safety, or exit from violence.

¹⁶ Ma'a Fafine mo e Famili, 2012, *National Study on Domestic Violence Against Women*.

Civil Society

There are a number of NGOs providing services and implementing violence prevention and response programs in Tonga. Australia, through *Pacific Women*, provides funding and support for WCCC, TNCWC and other NGOs to deliver a range of ending violence against women (EVAW) programs in Tonga. There are also a number of faith-based organisations with programs seeking to address family violence. However, NGOs and faith based organisations could be better supported to coordinate approaches and share information. Enhanced coordination could also support efforts to advocate for improved services for survivors of family violence and adherence to and accountability of key agencies to meet mandatory requirements under the FPA. Considering the relatively small size of Tonga, coordinated NGO service delivery and advocacy is essential to strengthen family violence awareness, response and prevention efforts at all levels.

Access to Support Services in the Outer Islands

Basic services in the outer islands are lacking and crisis centres and shelters for survivors of family violence do not exist. Due to the small population sizes in the outer islands, reporting of family violence is more difficult, particularly in terms of confidentiality and survivor safety. There is no DVU officer presently in Ha'apai, while the DV police officer in Vava'u is often required to undertake other work. Mediation tends to be the preferred approach in Vava'u to cases of family violence despite the risks it presents to women and children. WCCC currently provides a level of mobile counselling and access to a helpline for survivors of family violence in the outer islands is in the development phase, a positive initiative which should be further strengthened and expanded, and plans are underway to develop a decentralised model of service delivery to reach the outer islands. While there is a clear need for localised/decentralised services for survivors of family violence in the outer islands, operational budget, staffing, training in standards (including for shelter and counselling), and access to justice services need to be carefully considered.

Strategic Setting & Rationale for Australian Engagement

Australia's commitment to gender equality and empowerment of women and girls is one of the six priority investment areas for Australia's aid program. The DFAT Gender Equality and Women's Empowerment Strategy¹⁷ establishes ending violence against women and girls as one of three priorities that guide DFAT's work on gender equality. Violence against women and children is one of the most oppressive forms of gender inequality that impedes the achievement of development outcomes. Violence against women and children is a fundamental barrier to equal participation of women and men in social, economic, and political spheres. It is a complex and multifaceted problem that cannot be addressed through development in one area or agency alone. It requires a coordinated action across multiple sectors and interagency coordination. The DFAT Gender Equality and Women's Empowerment Strategy advocates for a targeted approach that focusing on: 1) supporting governments to develop and implement laws and policies that address violence against women and children; 2) strengthening the capacity of the justice system including the police, courts and informal structures to respond to violence against women and children; and 3) engage with non-government organisations to help women access justice¹⁸.

Law enforcement agencies play an integral role in combatting family violence. Core policing functions include protection of life and property, prevention and detection of crime and provision of support to the community. The enforcement of laws, in particular dedicated family violence laws, deter family violence. The Australian Federal Police (AFP) works in partnership with New Zealand and Tonga to deliver the Tonga Police Development Program (TPDP). The second phase of Australian assistance (\$3.3 million, 2013-16) is coming to an end and focused on strengthening community level policing and organisational development for Tonga Police. Australia has provided in principle commitment to continue support for the program from

¹⁷ DFAT, 2016, *Gender Equality and Women's Empowerment Strategy*.

¹⁸ *Ibid.*

2016-18. The program's overarching goal is to achieve 'a trusted and respected policing service that works in partnership to reduce crime and build safe and secure communities'. In addition, the Australian Government funds the Pacific Police Development Program Regional (PPDPR) which aims to improve police leadership across the Pacific.

The Tonga Strategic Development Framework (2015-25) and Tonga Revised National Policy on Gender and Development (2014-18) identify gender equality and addressing violence against women and children as key development priorities. The Strategic Development Framework identifies unacceptably high levels of violence, including within the family (in particular towards women and children) as an issue that requires increased partnership between Government, civil society and the churches and a focus on initiatives that aim to limit or remove violence¹⁹. The Tonga Revised National Policy on Gender and Development outlines six gender equity priorities, one of which is family and social issues, requiring attention from government and civil society to ensure equal rights, opportunities and benefits for women and men.

Pacific Women aims to improve opportunities for the political, economic and social advancement of women. The outcomes sought by *Pacific Women* include reducing violence against women and children as well as ensuring survivors of violence have access to support services and justice. Through *Pacific Women*, the Australian Government has committed approximately \$10.1 million over 10 years on initiatives supporting women's empowerment in Tonga. The *Pacific Women* Tonga Country Plan supports a strengthened national response to violence against women and includes funding for a range of EAW initiatives including direct grants to WCCC and TNCWC to deliver response services for women, and funding for the FPA coordinator in the WAD. Australia has also funded UN Women to deliver a four year community-based intervention with a local Tongan partner, to map out strategies for the integration of faith and sport and a national primary prevention framework for Tonga, and collaborate where feasible with FFOV. Australia also funds SPC's RRRT to incorporate FPA considerations into the justice sector. Australia provides support to Tonga Family Health Association to deliver sexual and reproductive health and family planning services, in addition to core support for Ministry of Health for strengthening core health system functions and improving disability-inclusion. Finally, through Pacific Risk Resilience Program, Australia has worked closely with counterparts in the Ministry of Finance to include risk and gender sensitive budgeting in national budgets, and to strengthen community planning and budgeting through the development of Community Development Plans.

Evidence Base/Lessons Learned

Key lessons learned from a Pacific and Tonga specific perspective informing the Families Free of Violence (FFOV) program are summarised below.

- **Programs and activities need to align with national and regional priorities.** Government engagement, ownership and joint resourcing is critical to achieving sustainable outcomes and programs require strong partnerships with government to advocate for increased budgeting and resourcing of services²⁰.
- **Replication, adaptation and scalability strategies need to be built into programs and successful or promising models and approaches should be built on or adapted to the local context.** Scalability of interventions in terms of available human and financial resources needs to be considered to ensure interventions reach enough change agents for sustainable change to occur. This involves working through and strengthening existing platforms and programs; identifying low cost, effective mechanisms such as television and social media; and effectively engaging with communities²¹.
- **Partnerships with civil society organisations need to be sustained beyond program cycles and support networks, coalitions and coordination among diverse groups to increase the power, reach and scale of**

¹⁹ Government of Tonga, May 2015, *Tonga Strategic Development Framework*.

²⁰ International Center for Research on Women (ICRW), 2012, *Violence against women in Melanesia and East Timor*, <http://www.icrw.org/files/publications/Violence-against-women-in-Melanesia-Timor-Leste-AusAID.pdf>.

²¹ Australian Aid (AusAID), November 2011, *VAW Policy Draft*.

interventions. Short-term approaches to partnerships with local organisations undermine long-term outcomes and sustainable impacts²².

- **Trainings that involve a diverse range of professionals encourages cross-learning, information sharing can increase the strength of networks and improve coordinated responses to ending violence.** Trainings grounded in a human rights and gender transformative approach are required to challenge negative social and gender norms, facilitated by local trainers and tailored to the local context are highly effective. One-off trainings have limited effectiveness, therefore training participants need to develop tangible action plans as well as being provided with follow-up and mentoring opportunities to achieve these plans²³.
- **Programs focused on transforming gender inequality and promoting women's empowerment need multi-level and multi-sectoral engagement** to target men, women, youth, adolescents, boys and girls, traditional leaders, faith-based leaders, communities as well as community organisations, formal and informal government, public service structures and the private sector.
- **Faith-based organisations and leaders have significant influence and reach across Pacific communities and can be effective agents of social change at the community level.** If faith based groups aren't effectively engaged in interventions there is a risk that they can become gate-keepers, prevent change and inhibit program effectiveness. Engagement needs to be with the whole institution. A scattergun approach targeting individuals fails to establish legitimacy and ownership within institutions. If it is not carefully contextualized, rights-based language can have a negative effect as it may seem externally imposed (Stakeholder consultations 2017).
- **Best practice community-based approaches are tailored to and respect the local context and culture;** build on and collaborate with existing programs addressing violence against women; tailor approaches to reach isolated communities; and work with grassroots and community-based partners²⁴. Approaches at the community level that engage both men and women can lead to greater acceptance and ownership of program interventions and campaigns focused on ending violence against women and girls need to be locally relevant and driven²⁵.
- **Long-term support to strengthening police, health and support services response to violence against women** is required through strong leadership; dedicated budget and resourcing; ongoing training for police at all levels that emphasises legal rights to protection from violence; strengthens and monitors domestic and sexual violence units; applies consistent disciplinary action against police offenders; and monitors survivors of violence experiences and case outcomes²⁶.
- **Increase and extend access to services and social support for isolated areas** to ensure survivors of violence living far from urban centres have meaningful access to services. Community-based networks provide meaningful access to services at the village level, with the Committees against Violence against Women (CAVAWs) providing a best practice example of how informal networks can provide counselling and support to survivors of violence in rural and isolated areas²⁷. It is important to build on and work with existing systems and structures in more isolated areas such as the town offices and churches in Tonga. Phone help-lines providing crisis information, phone counselling and information, like PNG's national '1-Tak Kaunselin Helpim Lain' extend support and information to outer regions.

²² DFAT, 2015

²³ International Center for Research on Women (ICRW), 2012, Violence against women in Melanesia and East Timor, <http://www.icrw.org/files/publications/Violence-against-women-in-Melanesia-Timor-Leste-AusAID.pdf>.

²⁴ Department of Foreign Affairs & Trade (DFAT), January 2014, Let's Make our Families Safe – Mekim Famili Blong lumi Sef Solomon Islands: prevention of family violence program, <https://dfat.gov.au/about-us/publications/Documents/solomon-islands-prevention-family-violence-design-doc-annexes.pdf>

²⁵ *Ibid.*

²⁶ Australian Aid (AusAID), November 2011, VAW Policy Draft.

²⁷ *Ibid*

- **Strengthen government engagement in services and support capacity development to improve the quality and coordination of services** to ensure frontline responders to family violence have the skills and knowledge required to identify family violence, provide appropriate care and refer survivors to other services. This should include standardised protocols for service delivery in cases of family violence for key agencies and service providers²⁸.
- **Target and build leadership capacity within key agencies** for meaningful change to occur in the provision of services to survivors of violence. Considering the hierarchical nature of Tongan society, if leadership skills and ability is improved within key agencies then adherence to established systems and processes for addressing family violence will follow.
- **Understand local dynamics and engage local influencers** by recruiting local staff with linkages to the broader local architecture who have the ability to identify the right people to work with and understand the best approach to bringing key influencers together to impact change.

3. INVESTMENT DESCRIPTION

Logic and Expected Outcomes

The FFOV program goal is **increased safety of women and their children in Tonga**.

The proposed **end-of-program outcomes** are:

1. Survivors of family violence in Nuku'alofa and selected communities access better quality services and ongoing support
2. Service providers deliver better quality, integrated services and case management from frontline response to ongoing support services
3. Government demonstrates commitment to ending family violence through the provision of quality services for survivors of family violence
4. Selected communities provide support to survivors of family violence in accessing services

Proposed **intermediate outcomes** to be delivered during implementation to achieve the end-of program outcomes are:

Service Providers:

- Tonga Police, health services and NGOs collaborate to strengthen a referral and case management system
- Tonga Police are better supported to deliver and provide timely and effective services on family violence matters
- The hospital provides tailored family violence services in an appropriate environment with trained staff.
- Tonga Police, health services and NGOs collect data and report to WAD on incidents of FV

Government & NGOs

- FPA Advisory Group meets regularly and takes action on FPA implementation
- WAD is collecting, consolidating and reporting data and information on family violence

²⁸ Ibid.

- WAD and civil society actors use evidence to advocate for improved services and resourcing for survivors of family violence
- WAD is providing effective leadership on implementation of the FPA
- NGOs have greater influence and coordination on family violence issues

Communities (including churches and other local stakeholders)

- Nuku'alofa and selected communities have increased awareness of the FPA and impacts of family violence, and are more supportive of survivors accessing services
- Selected community committees recognise family violence as a crime and have the skills and resources to support survivors of family violence and raise awareness

A detailed program logic diagram is provided in Annex 1.

Key assumptions underpinning the program outcomes include:

- Specific service providers targeted through the program will include police, health, and magistrate registry services. Linkages with justice services will be maintained through engagement with other programs focusing on justice including through MFAT, RRRT and TPDP.
- Communities will be selected based on a range of criteria including, but not limited to: existing links with FPA implementing agencies (police, health, crisis centres), town/district offices and churches supportive of keeping family violence survivors safe; communities identified through MIA Local Government Division; and town/district officers who attend gender and human rights training.
- Other programs, including TPDP, focused on developing policing capacity will continue to address leadership and performance management issues within the Tonga Police. The FFOV program will work with these programs to address implementation of Tonga Police roles and responsibilities under the FPA as part of broader police capacity development support.
- Other programs, including the planned MFAT Justice Sector Program and RRRT Domestic Violence Legal Aid program, will focus on developing the capacity of the courts to sentence in line with prevailing laws, support access to justice for survivors of violence and advocate for perpetrators of family violence to be held to account.
- The planned UN Women Regional EVAW Prevention program will focus on primary prevention of violence against women and children and provide additional technical support for the delivery of essential services for survivors of family violence
- With ongoing support, WAD has the convening power and resources necessary to coordinate the implementation of the FPA.
- An approach that focuses on keeping women and their children safe will support local stakeholder engagement and provide a common platform for stakeholders to support survivors of family violence.

Delivery Approach

The FFOV program will support Tonga to develop an inter-agency, cross-sector approach and work collaboratively with existing initiatives to support a strengthened, coordinated response to family violence in Tonga. The program will leverage current efforts to combat family violence and address critical gaps in programming impeding progress towards the effective implementation of the FPA. The FFOV program will focus on implementation of the FPA through a direct partnership with WAD that supports coordination of

the FPA implementation plan and work with key agencies and service providers to effectively fulfil their mandates under the FPA.

The program will have a primary focus on supporting improved frontline responses to family violence and increasing community awareness of the impacts of family violence. It will adopt a survivor-centred approach²⁹ that builds on and leverages from existing services, systems, local structures, programs and organisations to deliver integrated, multi-sectoral services that place survivors of family violence at the centre of response efforts. Key stakeholders will be engaged and supported to ensure services are delivered with a primary focus on the safety, protection and well-being of women and their children and ‘no wrong door’ for reporting incidents of family violence, including for people with disabilities. The FFOV program will work with local partners to ensure women and their children are provided with options and empowered to make their own decisions on the most appropriate pathway to safety (see Annex 2).

The FFOV program will support Tongan stakeholders to bring together the priorities and strengths of key programs and organisations with a focus on family violence, and address critical gaps in programming impeding progress towards the effective implementation of the FPA. The program will work closely with and leverage from police development programs in Tonga – TPDP, PPDPR and PPDVP – to improve police response to family violence, and build on other *Pacific Women* investments in ending violence against women and children through NGOs in Tonga. It will aim to provide a strong foundation for future initiatives focusing on addressing family violence, including the planned UN Women Regional Prevention program and RRRT Access to Justice for Survivors of Domestic Violence program. The FFOV program will also leverage from the planned Ministry of Foreign Affairs and Trade (MFAT) Justice Sector Initiative which will focus on institutional reform and capacity development of magistrates; legal aid and youth, and draw where possible on linkages with the health sector through the Australian bilateral investment in Health System Strengthening, disability services and Family Planning in Tonga. Importantly, the FFOV program will seek to meaningfully engage with churches and faith-based organisations to ensure a holistic approach to implement the FPA.

Program Components

The FFOV program will be delivered through four inter-related program components that will contribute to the end-of-program outcomes and support broader efforts to address family violence in Tonga. Three of these components (Leadership and Performance; Frontline Response; and Integrated Service Delivery) will be mutually reinforcing and interlinked. The fourth component (Monitoring and Evaluation) is cross-cutting and will therefore operate across the other three components together with other relevant current and future programs supporting efforts to address family violence in Tonga. Figure 1 below sets out an overview of the FFOV program components, including: lead implementing agencies or partners; links to EOPOs; indicative outputs; and indicative inputs.

²⁹ A survivor-centred approach to violence seeks to empower the survivor by prioritising their rights, needs and wishes. It means ensuring survivors have access to appropriate, accessible and quality services and building competent service delivery actors with the appropriate attitudes, knowledge and skills to prioritise the survivor's own experiences, inputs and choices. Through this approach, professionals can create a supportive environment in which a survivor's rights are respected and in which they are treated with dignity and respect (UN Women, 2012, <http://www.endvawnow.org/en/articles/1499-survivor-centred-approach.html>).

Figure 1. Component Overview Summary

	Component 1: Leadership & Performance	Component 2: Frontline Response	Component 3: Integrated Service Delivery	Component 4: Monitoring & Evaluation
Focus	Effective leadership and performance within and across key family violence implementing agencies and service providers	Improved frontline Response for survivors of family violence by key family violence service providers in Tongatapu and selected communities. Focusing on technical capacity development, social and gender norms and working with churches.	Effective Integrated, multi-sectoral family violence service delivery and case management system through strengthened and formalised linkages between family violence service providers.	Effective program management, monitoring and reporting framework.
EOPOs	EOPOs 1, 2 & 3	EOPOs 1, 2, 3 & 4	EOPOs 1, 2 & 3	N/A
Stakeholders	MIA (lead FPA coordinating agency) Tonga Police (lead response agency) Civil Society Forum of Tonga (CSFT) (lead advocacy partner)	Tonga Police (lead partner) Ministry of Health Civil Society Actors MIA	MIA (lead partner) Civil Society Actors	AFP (lead partner) MIA (WAD M&E Officer) DFAT
Indicative Outputs & Activities	<p>MIA – mentoring support to MIA / FPA Coordinator, FPA Advisory Council Secretariat, Review and update FPA Advisory Council governance and structure, support development and implementation of FPA Implementation Plan (2018-20), inclusion in MIA Corporate Planning, M&E on FPA implementation</p> <p>Police – mentoring support to TP Executive and DVU, Strengthened police leadership and performance in addressing FV through review of operational capacity of DVUs and restructure (if required), review of policies and supporting governance, incorporating FV into performance management systems, conducting training needs analysis for FV Leadership Program,</p> <p>Civil society – support CSFT to create local Forum Against FV to improve NGO coordination and collaboration and advocacy on efforts to address FV in Tonga, MOU between MIA and Forum</p>	<p>Tonga Police – develop protocols for organisational and DVU officer positions, TP FPA Implementation Action Plans, TP Corporate Plan FV KPIs, upgrades to DVU facilities (as required), initiatives to enhance frontline response to FV: compliance with FV policies, workplace advocates/champions</p> <p>Ministry of Health – protocol development and implementation, infrastructure development, inclusion on staffing and budget, corporate planning and performance management / accountability, linkages with other services providers, including police and NGOs.</p> <p>Civil society – infrastructure upgrades, training on FPA/Gender & Humans Rights Transformation training, counselling etc., access to resources</p> <p>MIA: Town/District Councils/Churches – support development of protocols for key service delivery partners, support scoping and piloting a Community Based Family Violence model in selected communities outside Nuku'alofa with relevant Civil Society Actors</p>	<p>MIA – convene service providers to review and develop referral processes and protocols (service provider step by step processes for managing family violence cases), internal accountability system, establishment of Integrated Service Delivery System and Case Management System via MOUs between implementing partners, data collection and information sharing.</p> <p>Cross stakeholders – sustainable twinning arrangements sourced and established with appropriate local counterparts</p>	Reporting; budgeting; and M&E linked with Pacific Women Tonga Country Plan, FPA M&E, TPDP M&E
Indicative Inputs	<ul style="list-style-type: none"> Locally engaged Program Manager (0.5) AFP Technical Adviser (0.3) Twinning arrangements (with MIA WAD) Support for participation in international training events/conferences Hosting international event/symposium Funding support for CSFT to scope, establish Forum to promote leadership and advocacy Funding for workshops/meetings/forums convened by lead implementing partner TA to support MIA WAD M&E Officer (Pacific Women) 	<ul style="list-style-type: none"> AFP Technical Adviser (0.3) – support TP protocol development and implementation Short Term TA and Twinning Arrangement (with Health) to support the development and delivery of protocols in health FV frontline response (explore existing partnership between Tonga Health and St John of God Hospital) Grants manager and grant funding for civil society (NGO) projects and Infrastructure Review, budgeting and planning support (via TA – local or regional where possible) 	<ul style="list-style-type: none"> Technical support to review and develop processes and protocols (AFP Technical Adviser 0.2 / local Program Manager 0.3) Twinning arrangements (with MIA WAD) STA as required 	<ul style="list-style-type: none"> Local Program Manager (0.2), AFP Technical Adviser (0.2), Contracted M&E specialist (120 days) & AFP in Canberra Travel budget – domestic and international Office support / space M&E unit – possibly sourced through Pacific Women, or including Pacific Women M&E

Component 1: Leadership and Performance

Effective leadership and performance within and across key Tongan Government agencies and NGOs will be central to achieve the end of program outcomes. The program will initially work with MIA, Tonga Police, Health and Civil Society Actors to strengthen the leadership skills, capacity and performance required to drive improved services for survivors of violence. This will involve different approaches for different agencies and a phased approach, taking into account existing levels of leadership and support provided through existing programs.

a) MIA

It is critical that MIA is supported to fulfil its mandate (role/responsibility) to effectively lead on coordination of FPA implementation. The FFOV Program will support MIA to:

- Review FPA Advisory Council functions, terms of reference and potential for FPA Working Group;
- Develop FPA Implementation Plan (2018-20120), action plans, meeting schedules and timelines;
- Establish FPA monitoring and accountability systems within WAD of MIA and other key agencies;

b) Tonga Police

The Tonga Police, particularly the DVU, have a pivotal role in implementing the FPA which can only be fulfilled with strong leadership capacity, adequate budget and resourcing, and ongoing strengthening and monitoring of performance. The FFOV Program will:

- Work with the TPDP program to enhance current efforts to build leadership capacity and performance of Tonga Police in implementing the FPA;
- Work with TPDP to identify leaders within the Tonga Police who can be supported to take up leadership roles and/or become advocates for ending family violence;
- Support TPDP and Tonga Police to scope, develop and deliver an Ending Family Violence Leadership course for Tonga police;
- Work with Tonga Police Executive to support and strengthen existing performance management systems including identifying any gaps in policy and policy implementation.

c) Health

Health providers play a critical role in ensuring survivors of violence receive medical assistance and are referred to other services. Health providers also have important roles recording critical evidence in medical files/reports. As survivors of extreme forms of violence present at health facilities, including hospitals, it is important to identify and work with key personnel in both the main island of Tongatapu as well as the outer islands where health facilities exist. The FFOV program will work with the Ministry of Health and health providers to:

- Identify family violence focal points within health facilities who will lead on the management of cases of family violence;
- Support family violence focal points to mentor, guide and train others in health facilities to deliver survivor centred services;
- Support family violence focal points to implement an integrated referral system.

d) Civil Society

The FFOV program will support the Civil Society Forum of Tonga (CSFT) to establish a self-nominated membership-based Forum Against Family Violence to increase local civil society coordination, collaboration and advocacy on efforts to address family violence in Tonga. The Forum Against Family Violence (The Forum)



will provide a working platform for civil society and NGO engagement on ending family violence, strengthening community awareness of the impacts of family violence and supporting broader accountability for implementation of the FPA. The Forum will be locally-owned and led and it is envisaged that the Forum would have a working relationship with WAD of MIA, as the FPA coordinating agency, as well as churches and other local interest groups. The FFOV program will work with partners to:

- Review and map NGOs focusing on family violence in Tonga;
- Facilitate scoping of the Forum including structures and processes with NGOs including those operating in outer islands;
- Collaborate with partners to design the Forum;
- Establish Forum Secretariat and membership including roles and responsibilities of secretariat; support members to develop vision, mission and systems and processes for the Forum;
- Support the Forum to identify and establish linkages with regional coalitions, forums and networks, local stakeholders, the Tonga National Church Leaders Forum, Tonga National Council of Churches and MIA and facilitate regular opportunities for engagement;
- Support the Forum to work with local stakeholders to develop an inclusive, local campaign against family violence.
- Support the Forum to develop monitoring and accountability arrangements.

Component 2: Frontline Response

Under the FPA, multiple stakeholders are involved in frontline response to family violence. Survivors of family violence access services through a range of entry-points including formal service providers (police, health and magistrate registries), NGOs and churches and require access to a range of support to ensure their safety, protection, well-being and exit from violence. Therefore, it is critical that efforts to reduce family violence address both the technical capacity of key stakeholders to provide quality support to survivors of violence and the social norms that impact the experience of survivors of violence when they seek assistance and support. The FFOV program will work with the Tonga Police, health facilities, churches and relevant NGOs to support an improved overall frontline response through four approaches: a) Technical capacity development support; b) Social and gender norms; c) Working with churches; and d) Community Based Family Violence Services

a) Technical Capacity Development Support

The FFOV program will work with key agencies and service providers (police, health, NGOs and magistrate registries) to identify core capacity gaps impacting the delivery of quality services for survivors of family violence. This could involve:

- Working with key agencies and service providers (police, health, NGOs and magistrate registries) to identify core capacity gaps impacting the delivery of quality services for survivors of family violence;
- Working with each respective agency to undertake a review and analysis of current capacity against the UN Essential Services Package for Women and Girls Subjected to Violence (ESP)³⁰ to identify areas where further training, mentoring and support is required;
- Developing a training and development plan in consultation with other relevant programs (TPDP, PPDVP) to address common technical knowledge gaps identified by the above review and analysis;
- Identifying suitable local, regional and international technical advisers and/or organisations to support technical training and mentoring;

³⁰ <http://www.unwomen.org/en/digital-library/publications/2015/12/essential-services-package-for-women-and-girls-subject-to-violence>

- Supporting the renovation of an existing space in Nuku'alofa main hospital to provide a purpose built space for the examination and treatment of survivors of family violence;
- Potentially funding renovations in outer islands for crisis centres if/when established.

The FFOV program is well placed to provide professional support to the Tonga Police to strengthening their frontline response to family violence. Complimenting the support currently provided to the Tonga Police through the PPDVP and TPDP programs, the FFOV program will work with the Tonga Police to improve current police implementation of the FPA. Key areas of focus would include:

- Working with the Tonga Police Commissioner and Executive to support the review and potential restructure of the DVU;
- Working with the Officer in Charge of the Prevention Unit who has been appointed by the Commissioner of Tonga Police as the primary conduit for the FFOV to engage with and support the Tonga Police;
- Work with and mentor the DVUs and the Tonga Police more broadly to develop their overall capacity to implement their roles and responsibilities under the FPA. This work will be conducted in close collaboration with the PPDVP and TPDP.

b) Social and Gender Norms

Recognising that a quality response to family violence requires challenging social and gender norms that lead to negative attitudes towards survivors of violence and a perception that family violence is a private rather than public sphere issue, the FFOV program will scale-up gender transformative and human rights training offered through the WCCC. The FFOV program will:

- Support WCCC and the Tonga Police College to deliver this training to all current police as well as new police recruits through a phased approach that starts with the leadership level;
- Support WCCC and any other suitably qualified organisations to extend the training to include key personnel and individuals within frontline responders, including health facilities, magistrate courts, churches, schools and the media;

c) Working with Churches

The FFOV program will support local stakeholders to proactively engage with Churches as both frontline responders to family violence and a critical platform for building awareness and family violence prevention efforts in Tonga. Through support to MIA, the FFOV program will:

- Consult and engage with the Tonga National Council of Churches and Tonga National Church Leaders Forum to facilitate the development of a Churches Against Family Violence Working Group;
- Work with the Tonga National Council of Churches and Tonga National Church Leaders Forum to develop a project that promotes zero tolerance for family violence within churches and their communities;
- Work with the Tonga National Council of Churches and Tonga National Church Leaders Forum to promote survivor-centred responses to cases of family violence.

d) Community-Based Family Violence Services

Recognising there is a significant need for family violence awareness and support services in the outer islands of Tonga, the FFOV program will support civil society actors to scope and pilot Community-Based Family Violence Committees. The purpose of the committees would be to a) increase community awareness of the impacts of family violence; b) increase outreach in isolated communities; and c) facilitate survivors of family violence to access services and crisis support. It is also expected that the establishment of the Committees will provide a platform for future violence prevention programming and increased access to

counselling and legal aid for survivors of violence in isolated areas. The FFOV program will work with community Civil Society Actors and their local networks to:

- Scope and pilot Community-Based Family Violence Committees in selected communities;
- Consider the CAVAW model in Vanuatu in developing a Tongan community based Family Violence model;
- Identify and scope a number of locations where there is significant need and appetite for the Committees;
- Pilot the Committees in these locations to understand the most effective approaches, partnerships and resourcing, prior to being scaled up in other locations.

The design of the Community-Based Family Violence Committees could be developed through a partnership or twinning arrangement with a local or regional civil society actor in consultation with MIA.

Component 3: Integrated Service Delivery

The FFOV program will support the development of an integrated, multi-sectoral family violence service delivery and case management system. The system will build on existing systems within service providers (police, health, magistrate registries, NGOs and churches) and aim to ensure coordinated support for family violence survivors irrespective of where they report. The program will adopt a phased approach to establishing a referral and case management system, with an initial focus on strengthening the systems within the Tonga Police considering their pivotal role in response to family violence, followed by health facilities and magistrate courts. Concurrently, the program will work with relevant NGOs and churches to support and integrate their referral processes within the integrated referral system, increase understanding of the FPA and the role of formal services in responding to family violence.

a) Internal Review of Referral Process & Accountability Systems

FFOV will undertake a collaborative review/audit of existing family violence policies and processes within each frontline service provider (police, health facilities and magistrate court registries) to identify and address any issues or gaps. This process will be led by each key agency/service provider to ensure ownership, with technical support from the FFOV program and other relevant programs where appropriate. FFOV will:

- Identify potential organisations for twinning arrangements to support this component; develop MoUs and grants accordingly;
- Support each frontline service provider to review/audit their existing family violence processes; develop revised processes that aligns with the ESP and FPA; and develop accountability systems.

b) Integrated Referral and Case Management

Based on the established systems and processes within each service provider, the FFOV program will support the development of an integrated, multi-sectoral referral and case management system. Initially, this will involve establishing MoUs and a clear, formalised referral process between crisis centres, police and health facilities. Once this is established, magistrate courts, legal aid centres and churches will be integrated within the referral network. The family violence referral system and network will then be formalised through an MoU between all key agencies, similar to the SAFENET violence referral network established in the Solomon Islands. The key focus of the integrated service delivery and case management system will be increasing the safety of survivors of violence, and their ability to exit violence, through strengthening frontline responders' capacity to understand the survivors' needs.

The establishment of an integrated, multi-sectoral family violence service delivery and case management system could be developed through institutional twinning arrangements between key agencies (MIA, Ministry of Health etc) and Australian organisations and/or regional organisations with experience developing integrated service delivery for family violence. Twinning arrangements would involve formal

MoUs between key agencies in Tonga and the regional or Australian organisations that outlines the institutional relationship, outputs and outcomes of the arrangement. Based on the MoUs, the FFOV program would facilitate grants to the organisation to provide technical support for:

- Establishing integrated service delivery system for family violence, including mentoring and ongoing support for its implementation;
- Establishing an integrated case management system;
- Developing a streamlined family violence database and support to MIA for consolidation, analysis and reporting on data.

Australian organisations with the relevant skills, experience and resourcing to enter into such twinning arrangements include:

- the Domestic Violence Resource Centre Victoria (DVRCV)³¹ - comprehensive risk assessment and systems integration and coordination;
- Our Watch³² – response, prevention, education and campaigning
- Australia’s National Research Organisation for Women’s Safety Limited (ANROWS)³³ – research, evidence and analysis for policy and practice to reduce violence against women and their children.
- Australian Institute of Family Studies (AIFS) – research and analysis on families and the issues that affect them.

c) Data Collection and Information Sharing

The FFOV program will:

- Support relevant service providers to review existing data collection systems and processes;
- Support relevant service providers, where possible, to include family violence data in routine data collection processes that is consolidated quarterly and provided to MIA for integration within a single data system for family violence;
- Work with MIA to provide consolidated bi-annual statistical data and analysis reports to key stakeholders, service providers and organisations;
- Potentially support MIA to develop a single standardised family violence data form for use by all service providers to streamline data collection.

Component 4: Monitoring & Evaluation Framework

The monitoring and evaluation (M&E) framework for the FFOV program will help drive continuous improvements to program implementation approaches, support the Government of Tonga’s understanding of the issues, and clearly identify program achievements, using both qualitative and quantitative data. The framework will be relevant to all program stakeholders, particularly the Governments of Tonga, Tongan NGOs, and other programs working to keep women and their children safe and end family violence.

The FFOV team will design the M&E Framework collaboratively with key Tongan counterparts and DFAT. The FFOV team will work closely with MIA, the Tonga Police and other key partners in implementing M&E approaches, thereby building the capacity and confidence of partners in effective M&E. Key assumptions, risks and risk management strategies will be reviewed and expanded upon as part of the development of the M&E Framework and Risk Management Plan at the start of implementation. A M&E framework for the program will be developed during the inception phase, with the assistance of a dedicated M&E adviser. A draft approach to M&E is set out in Annex 7.

³¹ <http://www.dvrcv.org.au/>

³² <https://www.ourwatch.org.au/>

³³ <https://anrows.org.au/about/who-we-are>

4. IMPLEMENTATION ARRANGEMENTS

This section outlines the governance arrangements and structure of the FFOV program, proposed implementation approach and plan, cross-cutting issues and risk management requiring ongoing consideration during implementation.

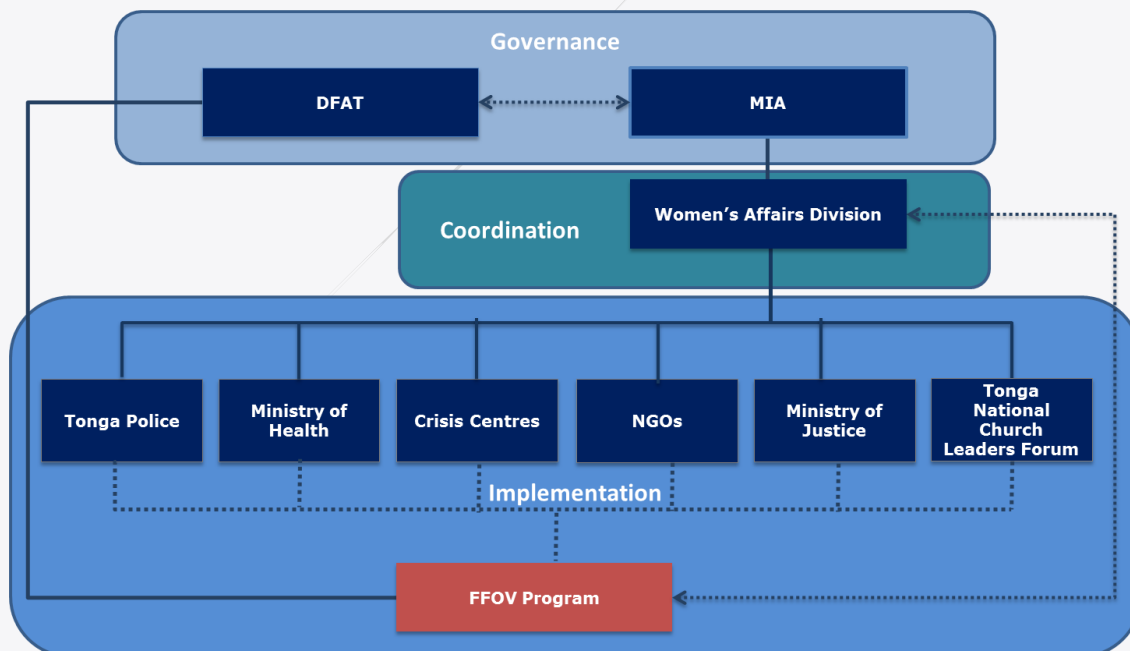
Governance Arrangements and Structure

The FFOV program will be implemented in accordance with the Memorandum of Understanding between the Government of Australia and the Government of Tonga on Development Cooperation. MIA will be the key Tonga counterpart through a Subsidiary Arrangement (SA) with AFP which will define respective roles and responsibilities under the program. The FFOV Program Manager will be based in the WAD of MIA, working in close consultation with the WAD FPA Coordinator. The FFOV Program Manager will also coordinate with other key agencies including the Tonga Police, Ministry of Health, Ministry of Justice, Tonga National Council of Churches, Tonga National Church Leaders Forum and relevant local NGOs. The FFOV Program Steering Committee will provide oversight of the program and endorse annual work plans and progress reports. MIA WAD will meet with AFP and DFAT regularly to discuss progress, opportunities for leveraging and linkages with other programs.

DFAT will have overall responsibility for managing relationships, priority setting and communications with the Government of Tonga, however, the FFOV team will liaise directly with relevant government agencies and local partners as part of the development and implementation of program interventions and activities. FFOV will work closely with DFAT, MIA and other relevant government agencies to identify information requirements from the program and maintain regular communication on program achievements, risks and opportunities.

The FFOV governance structure is outlined in Figure 3 below.

Figure 1. FFOV Governance Structure



The governance structure will operate across three levels: 1) Governance; 2) Coordination and 3) Implementation.

- 1) **Governance:** DFAT and MIA are the bilateral partners responsible for providing high-level oversight, direction and support for implementation of the FFOV program. This role will be facilitated through the establishment of the FFOV Steering Committee which will consist of a representative from DFAT (Deputy HOM Australian High Commission Tonga); AFP (Superintendent AFP Tonga Mission Commander), MIA (CEO MIA Tonga), Tonga Police (Commissioner or delegate) and Civil Society Forum of Tonga (Executive Director) (see Annex 4 for further details on the Steering Committee).

The Steering Committee will be chaired by the CEO of MIA and will convene every 6 months, however, out of session meetings may be arranged if required. The primary functions of the Steering Committee will be to:

- a) Review and approve Annual Work Plans, including annual budget allocations;
- b) Review and endorse six-monthly reports
- c) Review program risks
- d) Determine program priorities
- e) Endorse proposed changes to annual work plans

The Steering Committee will consult with program partners to determine strategic priorities and program direction and extend invitations to key implementing stakeholders to attend Steering Committee meetings, in particular representatives from health and civil society.

The FFOV Program Coordinator will be responsible for liaising with the Steering Committee and coordinating meetings, feedback and the recording of decisions and actions. DFAT and AFP will be required to ensure the FFOV program is informed of Steering Committee outcomes and MIA will be expected to inform and support WAD to work with the FFOV program to take these outcomes forward.

- 2) **Coordination:** WAD will be supported by the FFOV program team to plan, coordinate and facilitate activities under the program that support coordination and implementation of the FPA and the achievement of FFOV program outcomes. WAD will be responsible for coordinating all key implementing partners to implement their functions as mandated under the FPA. The FFOV program will work with WAD collaboratively to develop annual work plans, and identify the most appropriate implementing partners required to support activities under each of the FFOV program components, based on direction from the Steering Committee. The FFOV program and WAD will hold regular coordination meetings to maintain coherence across implementation; take into account the activities of other relevant programs; identify opportunities for leveraging and joint programming with other programs; and ensure the program remains responsive to changes in context and implementation of the FPA. WAD will report to MIA and with support from the FFOV program ensure that implementing partners and key stakeholders are regularly updated on FPA implementation progress and involved in FFOV program planning processes as appropriate.
- 3) **Implementation:** The FFOV program, in close collaboration with WAD, will be responsible for the day-to-day implementation and management of the FFOV program including stakeholder consultations, annual work planning processes and outputs, grant management, program monitoring and evaluation, 6-monthly progress reporting, risk management, public diplomacy and recruitment of personnel and short-term technical advisers. The FFOV program team will work with WAD and other key partner agencies to select appropriate implementing partners and identify and recruit external local and international technical expertise required to support implementation, including the potential selection of appropriate organisations for twinning arrangements.

During initial design consultations, the Ministry of Health indicated support for the FFOV program components detailed in the Investment Description. Scoping for specific health activities will

commence during the inception phase and be detailed in FFOV Annual Work Plans. FFOV funded program activities will complement existing health development programs.

Management, Budget and Key Roles

Management

The FFOV Program is a 3-year program funded by the Department of Foreign Affairs and Trade (DFAT) through the Australian bilateral aid program in Tonga and implemented in cooperation with the Government of Tonga. A program steering committee chaired initially by the Ministry of Internal Affairs and including DFAT, Tonga Police, Civil Society and AFP representatives will provide strategic program oversight. Funding will be channelled through the AFP, who will assume overall program management responsibility. The AFP will deploy a Program Coordinator/Technical Adviser to provide strategic oversight, and a locally engaged Program Manager to lead implementation and manage the program in consultation with Government of Tonga and civil society stakeholders.

Budget

The total budget for the FFOV Program is AUD\$2,646,000. The FFOV Program will be funded over a three-year cycle with approximately AUD\$1,800,000 (TOP\$3,000,000) available to fund activities in support of program objectives. Such activities may include engagement of short term technical advisors, workshops, training, secretariat support, Forum Against Family Violence and Community Committees.

FFOV stakeholders and partners may access these funds using the Annual Work Plan process through various mechanisms, including applying for grants, twinning arrangements or use of Technical Advisor support.

The balance of funds will be allocated for program management and operational costs.

Key Roles

The program will fund a mix of personnel, technical assistance, grants for partner organisations, twinning arrangements, and travel/meeting costs. The following personnel and functions will be required to ensure the program is resourced to achieve the program outcomes (see Annex 5 for Terms of Reference):

- ***Full-time Program Coordinator / Technical Adviser (International)***

The Program Coordinator / Technical Adviser will provide strategic oversight of the FFOV program and hold overall management responsibility for the implementation of the program including budgeting, planning, reporting and personnel performance management. This position will involve providing strategic direction for all aspects of the program including design and implementation of key program components; leadership, technical and capacity development support for frontline service providers; identifying program strategies and approaches; and recruitment and management of short-term technical advisers and short-term program inputs.

- ***Full-time Program Manager (Local)***

The Program Manager will be the face of the program in Tonga. S/he will be responsible for liaising with key stakeholders to coordinate the delivery of the FFOV program, working closely with the AFP Program Coordinator. The position will provide ongoing strategic and technical support to program implementation and manage the delivery of activities funded under the program. Key duties will include liaising and collaborating with government agencies, non-government organisations and community stakeholders; providing locally-relevant and technical advice on program approaches, partnerships and strategies; facilitating multi-sectoral engagement, coordination and activities; undertaking ongoing monitoring, evaluation and reporting on program activities; supporting the development of annual work planning and budgeting; and coordinating the identification of key

implementing partners and external expertise required to ensure program outcomes and impacts are achieved.

- **Short-Term Monitoring and Evaluation Adviser (International)**

The Monitoring and Evaluation Adviser will be responsible for providing ongoing strategic monitoring and evaluation support to the program including designing the FFOV M&E Framework; working with other relevant programs in Tonga to develop and implement a single, integrated, high-level M&E framework for tracking the collective contribution of programs to responding to family violence; working with the FFOV program partners to develop monitoring and accountability systems for FFOV program components and internal accountability systems for the implementation of the FPA; working with key program partners collaboratively to undertake monitoring and evaluation activities; supporting partner capacity development in monitoring and evaluation; and assisting with the management and reporting of qualitative and quantitative data on progress towards the achievement of program outcomes.

- **Short-Term Technical Advisers (Local and International)**

The FFOV program will bring in short-term technical expertise as required to support program implementation including through twinning arrangements. Where possible, the FFOV program will identify expertise through existing pools of technical advisers including through *Pacific Women*, UN Women Pacific, TPDP, PPDVP, VWC, as well as from within the AFP.

Implementation Approach

The FFOV program will be managed by the Australian Federal Police (AFP). The role of the AFP will be to facilitate and oversight the management of the program, and ensure effective coordination with existing and planned relevant programs (both regional and national) focused on directly and indirectly addressing family violence in Tonga. Their role will be to leverage and influence Tonga Police leadership, provide technical advice to Tonga Police, civil society and other key implementing partners. The AFP will also draw on strong local networks, knowledge and relationships to ensure the FFOV outcomes and activities are locally-driven and locally owned, with the aim of achieving sustainable impacts in addressing family violence in Tonga.

The program management team will consist of a full-time Program Coordinator/Technical Adviser (international) and Program Manager (local). The Program Manager will be embedded within WAD and the Program Coordinator will move between WAD and the Australian High Commission to ensure effective coordination and support for implementation of the FPA and the FFOV program. Program activities will be delivered through local partners (government and non-government) through grant funding, funding for events/travel, twinning arrangements and the provision of specialist expertise and mentoring as required. A range of external short-term technical advisers (local, regional and international), and regional and international organisations well placed to provide expertise, will be identified to support implementation of each key component of the program. A number of components will require joint planning and activities with existing and planned programs.

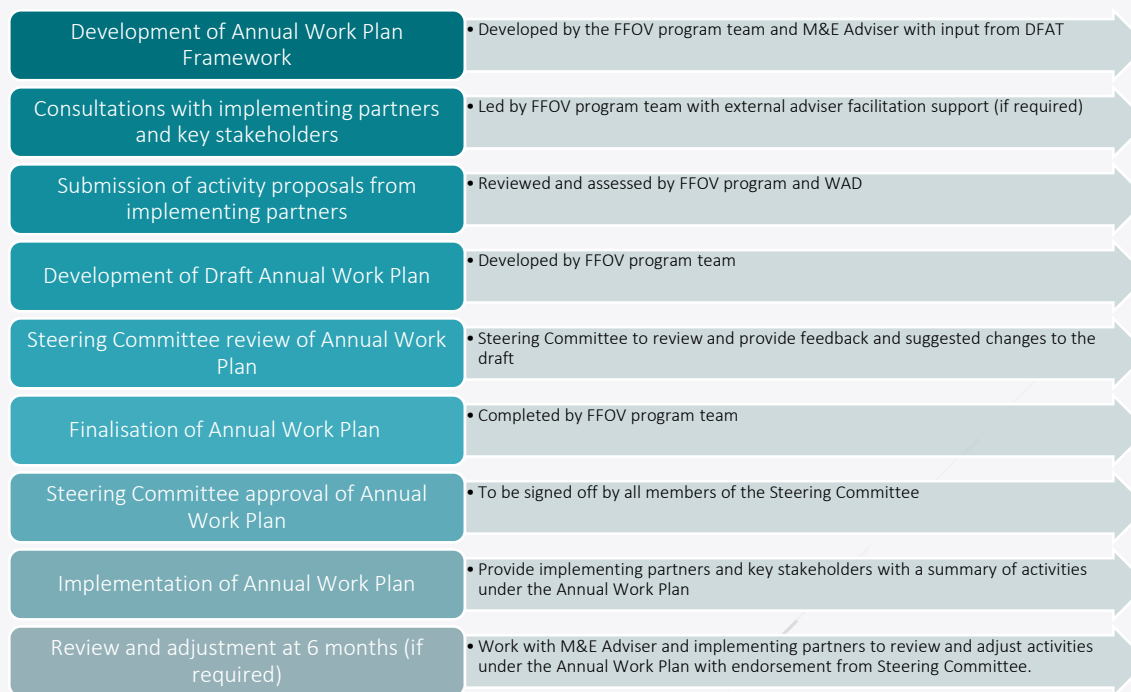
The identification of specific local partners and short-term technical expertise required to effectively deliver the program components and activities will be determined collaboratively with key stakeholders and partners as part of the annual work plan process. Resourcing needs will be reviewed bi-annually to ensure the program remains responsive to changes in the operational context and program achievements.

Annual Work Plan

The Annual Work Plan will be developed collaboratively with key partners through a robust consultation process that adopts a staged approach. The process will be led by the FFOV program team and representatives from WAD to ensure key partners and stakeholders have the opportunity to input into the

work plan and efforts will be made to align activities under the work plan with other relevant programs and partner capacity and priorities. The Annual Work Plan will draw on the program M&E to ensure activities and implementing partners are identified based on evidence and lessons learned. The chart below outlines the process for developing the Annual Work Plan.

Chart 1. Annual Work Plan Process



Implementation Plan

The FFOV program will adopt a phased approach to implementation to ensure the program establishes the foundations and relationships with key stakeholders required to achieve the program outcomes, before progressing with implementation and consolidation of core activities under each of the program components. The program will be implemented in three stages: 1) Mobilisation and Inception; 2) Implementation; and 3) Consolidation. Building local stakeholder ownership through ongoing engagement and participatory and joint decision-making processes will underpin all three phases of implementation to ensure program approaches and activities are fit-for-purpose, locally relevant and lead to sustainable impacts.

Stage 1: Mobilisation and Inception (July – January 2018)

This initial stage of the program will focus on setting up program operations, conducting recruitment of long term and short-term personnel, establishing key partnerships with program stakeholders and conducting mapping and further scoping for the implementation stage. Recruitment of all long and short-term personnel under the program will be conducted collaboratively with WAD and in consultation with DFAT. Indicative activities during this phase will include:

- Setting up the FFOV office and operational systems and processes including budgeting and reporting systems;
- Recruitment of long-term program personnel and identification of a pool of technical expertise including potential international and local expertise through *Pacific Women*, UN Women, TPDP and local organisations.

- Establishing Subsidiary Arrangement with WAD of MIA including respective roles and responsibilities;
- Developing FFOV marketing strategy and branding including FFOV program launch;
- Designing the FFOV Monitoring and Evaluation Framework including review of existing baseline data, identification of key performance indicators and quantitative and qualitative reporting requirements
- Conducting preliminary meetings to with other delivery partners, including (police, health and justice), civil society actors, Tonga National Church Leaders Forum and Tonga National Council of Churches to inform year 1 workplan;
- Meetings with relevant donor programs to outline the FFOV program and identify key areas for collaboration and joint activities including scoping and consultation on the Shared M&E Framework;
- Mapping of current programs focusing on family violence and capacity development of key stakeholders to identify gaps and opportunities for joint activities and resource sharing;
- Capacity mapping of local organisations working on family violence in Tonga including key areas of focus, beneficiaries, work plans and networks.
- Developing the Year 1 annual work plan for the FFOV program in collaboration with WAD of MIA and consultation with other key agencies.
- Developing a program exit strategy to be reviewed and updated during implementation.
- Convene Steering group meetings to endorse final design and year one work plan

Stage 2: Implementation (February 2018 – December 2019)

The program implementation phase will require a targeted approach to the implementation of each key program component including a work plan for each component that identifies key activities and resourcing requirements as well as synergies with other programs and between components. The M&E Framework and Plan will be operationalised during the early stages of this phase and will inform ongoing implementation and activity planning. Indicative planning and implementation activities for each Program Component are summarised below for integration into a detailed work plan³⁴. The detailed work plan will be reviewed biannually with key partners to ensure it remains fit-for-purpose and reflects program achievements, challenges and opportunities. The Annual Work Plan will capture program component activities to be delivered each year.

Stage 3: Consolidation (January – June 2020)

The final six months of the program will focus on consolidating program outcomes and impacts. At the start of this period, the program team will facilitate a targeted evaluation of the program to identify key areas of implementation requiring additional support to achieve the end-of-program outcomes and consolidate local ownership. The FFOV program team will use this information to prioritise activities for the final six months and review the program exit strategy. The FFOV program team with support from the M&E Adviser will produce a lessons learned document to support ongoing and future programming on addressing family violence in Tonga and/or a second phase if this was required and funded.

³⁴ This is provided in the design as the FFOV program will be directly implemented and will commence on 1 July prior to design being finalised.

Sustainability

The focus of the FFOV program is to ensure program impacts are sustained beyond the life of the program. This will be achieved through three key strategies that underpin the design of the program and planning for the end of the program will commence at the start of the program through the development of a program exit strategy.

The three key sustainability strategies are:

1. Locally-led with facilitation and management support through the FFOV Program. The program will be embedded within Government (WAD of MIA) to support ownership and promote a multi-sectoral approach to addressing family violence. The program team will consist of majority local personnel with the networks, relationships and local knowledge required to build local ownership and sustainability. Wherever possible the program will draw on local and regional technical expertise to support program activities and where international expertise is utilised, the adviser will be required to work closely with local partners and the FFOV program team.

The FFOV program will adopt a phased approach to implementation that ensures the basic capacities, knowledge, skills and motivations exist within frontline service providers prior to implementing more advanced activities and approaches required to establish a coordinated multi-sectoral response to family violence. The program will work with local organisations with strong linkages and knowledge of the outer islands and support a locally-led, phased approach to the provision of decentralised services in remote areas. Importantly, the program will seek to meaningfully engage with churches as key influencers and conduits for sustainable change through providing opportunities for churches to proactively lead on activities that address family violence.

2. Leveraging from and building on existing programs. The program will work closely with, and where appropriate provide funding for, existing programs that support improved response to family violence and provide the foundations for future programming in family violence response and prevention in Tonga. The program will work through existing programs to develop and deliver training and mentoring where appropriate and will adapt proven approaches and models, tested locally and regionally, to the Tongan context. Where possible, the FFOV program will work through existing systems and local community platforms to implement activities and ensure activities and outcomes are locally driven and owned.

3. Addressing social and gender norms. Responding to a key finding from design consultations, one of the key focus areas of the FFOV program is addressing social and gender norms that drive high-levels of family violence in Tonga. Through the provision of gender transformative and human rights training for frontline responders, the FFOV program will contribute to a sustainable change in perceptions and attitudes to family violence among service providers. In addition, it is expected that engagement with the Tonga National Church Leaders Forum and the Tonga National Council of Churches and establishment of Forum Against Family Violence will also support a more widespread awareness of the impacts of family violence at the community level.

Inclusiveness

The FFOV program has a direct focus on advancing gender equality and the empowerment of women and girls. The program aims to strengthen the Tongan response to family violence and ensure women and their children have access to quality services that support their safety, protection and options for exiting violence. The FFOV program will promote a survivor-centred approach to addressing family violence and directly challenge negative social and gender norms that drive gender inequality and in turn violence against women and their children.

While disability inclusiveness is not a direct focus, the FFOV program will proactively identify opportunities to integrate disability considerations into programming and activities. This recognises that women and children with disabilities often experience multiple forms of discrimination and are disproportionately more vulnerable to violence. They are often unable to access services due to discrimination and, if they do, services often fail to meet their needs. Their higher risk of violence can be due to a lack of knowledge of how to address the issues they face and a lack of social support. Key strategies for integrating disabilities into program activities will include establishing data systems within service providers and government that integrate information on disabilities and support strengthened analysis and disaggregated data on family violence against women and children with a disability; working with local and regional NGOs (such as the Pacific Disability Forum and MIA Social Inclusion and Disability Division) to support disability-inclusion in the design of activities addressing family violence including the Forum Against Family Violence and Community-Based Family Violence Committees; working with service providers to develop their knowledge of the specific needs of survivors of family violence with a disability including through the use of the Toolkit on ERAW with Disabilities³⁵; and supporting the FPA Advisory Committee to consider how to integrate disability inclusion within their action planning on FPA implementation.

Risk Management

This section outlines the key program risks and a draft Risk Matrix (Annex 6) provides a preliminary assessment of high level risks and outlines proposed corresponding mitigation strategies. During the inception phase, the AFP program team will use the risk matrix as the basis for developing a more comprehensive risk management plan for the program. The risk management plan will be reviewed and updated regularly by the program team and will guide implementation, ensuring early identification and management of potential risks. Risks will be included in progress reports and communicated early to ensure all stakeholders can contribute to risk management throughout implementation. Risk management processes will consider the political economy of how change occurs in Tonga, including the interplay between relationships, institutions and informal systems that impact on addressing family violence.

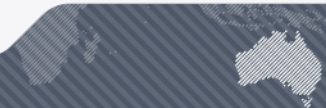
High-level risks identified include:

1. Lack of engagement and commitment from key agencies and individuals within them to implement the FPA, impacting high level coordination required to achieve the program outcomes.
2. Other donor programs fail to achieve the results required for FFOV program to achieve its outcomes, particularly in relation to police leadership and performance and capacity development within the justice sector.
3. Resourcing within MIA and key service providers (police, health, NGOs) is insufficient, impacting the program's ability to achieve program outcomes.
4. Resistance to activities addressing family violence due to prevailing social and gender norms and attitudes towards family violence, impact the time required to establish and implement program activities and/or the program's ability to pursue certain activities.
5. Duplication of activities with other donor programs resulting in inefficiencies and conflicting messaging to local partners.
6. Change of government at the 2018 election resulting in new ministry CEOs taking up roles on the FPA Advisory Council.

The program M&E system and activities will support overall risk management processes throughout implementation. Risks identified during implementation will be mitigated through robust and continuous monitoring to ensure they are addressed early and escalated further if required. Monitoring reports and

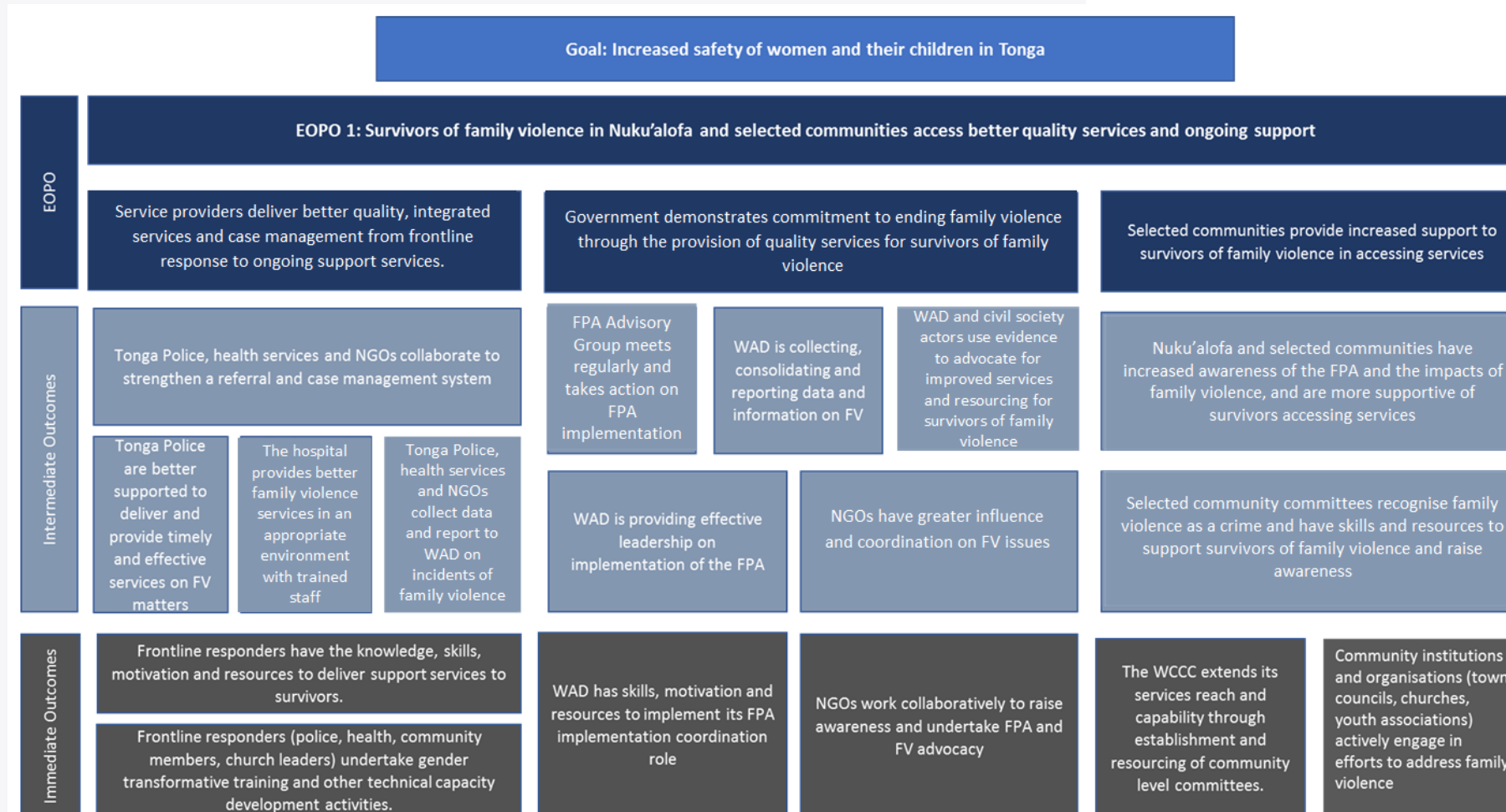
³⁵ This toolkit was developed by the Pacific Disability Forum (PDF) and UN Women.

evaluations will inform the risk management plan and risk analysis will be included in bi-annual progress reports to DFAT.



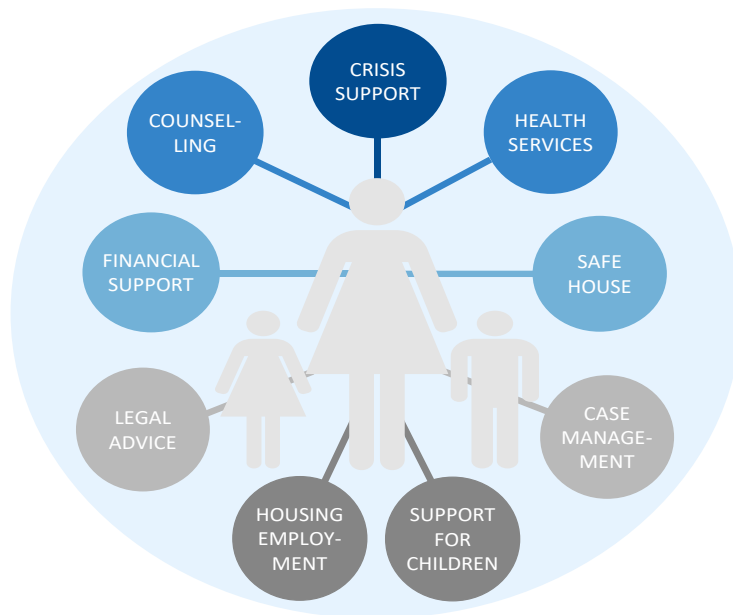
5. ANNEXES

Annex 1: Program Logic



Annex 2: Coordinated Family Violence Services

Coordinated Family Violence Services



WOMEN EXPERIENCING VIOLENCE NEED ACCESS TO A SYSTEM PROVIDING:

- **CRISIS INFORMATION & ASSISTANCE** that is highly responsive, prioritises safety and guides access to services
- **HEALTH SERVICE** provision of medical assistance to meet immediate and longer term health needs
- **COUNSELLING** access to basic and skilled counselling to assist with trauma and improve long term outcomes
- **SAFE HOUSE ACCOMMODATION** immediate emergency safe housing for women and their children at risk
- **FINANCIAL SUPPORT** short term funds for basic needs (e.g. travel to services) and long term support (financial independence)
- **LEGAL ADVICE & REPRESENTATION** to know rights, protect self and children, separate, get maintenance, prosecute
- **CASE MANAGEMENT & ADVOCACY SERVICES** to support engagement across the system reducing service drop-out
- **LONG TERM HOUSING & EMPLOYMENT SUPPORT** to increase financial independence, reducing return to abuse
- **ASSISTANCE WITH DEPENDENT CHILDREN** support to stay with protective carer (typically mother) to maximise children's recovery, and access to appropriate child-centred services. May include supported engagement with child protection services for abused/neglected minors

CO-ORDINATION between skilled service providers is the key to increasing:
Survivor safety
 +
Survivors' supported exit from violence

- Coordination of**
- intake process and information collected;
 - referral pathway(s)
 - risk assessment and management
 - safety planning
 - case management
 - policies, procedures application of relevant laws
 - outreach
 - training of service providers

- Coordination is effectively supported by**
- documented referral pathways between service providers
 - MOUs between service providers
 - information sharing protocols
 - consistent data collection and analysis by service providers
 - supporting ICT
 - education of service provider staff
 - governance and oversight that holds services accountable for coordinated service delivery.

Coordinated services must agree that survivor safety is the paramount concern in service delivery (Continued overleaf)

SURVIVOR SAFETY AS A PARAMOUNT CONCERN

- There is an obligation on all service providers to assist women and their children to access safe services
- Unsafe services put women and their children at risk of further trauma and violence, including potentially fatal violence
- The safety of the violence survivor must be the paramount concern of all service provision – it must be assessed at intake and on an ongoing basis, consistently across services, preferably under a common risk assessment system
- Safety requires early risk assessment and ongoing risk management and should include safety planning processes and appropriate information sharing between service providers
- Safety requires considering both the violence survivor and the violent perpetrator – the survivor needs a thorough risk assessment and ongoing risk management throughout her case. This may include assisting the survivor to create a safety plan, obtaining a protection order, arranging safe house accommodation etc. The consideration of the perpetrator to increase survivor safety may include his eviction from the home, arrest and apprehension.
- To stay safe women approaching services must experience ‘no wrong door’ ie. each service must actively assist her to access appropriate support wherever that support is; women must be listened to and empowered to make choices increasing their safety and wellbeing; and they must know they may re-enter the service at any time in future.
- Where women at risk have dependent children, services must through a child-centred approach ensure the children are also safe and assisted with their physical and mental health needs, safe accommodation, engagement with the child protection and justice system and other support as required to increase their short term safety, and long term wellbeing. Supporting the child’s bond with the protective carer – usually the mother – should be a constant priority. Failure to systematically do so can reduce women’s service seeking behaviours.



Annex 3: Performance Framework

Outcome	Indicator	Measure Method
End of Program Outcomes (EOPOs)		
EOPO 1: Survivors of family violence in Nuku'alofa and selected communities access better quality services and ongoing support;	Survivors experience of services including: <ul style="list-style-type: none"> - immediate response; - attitudes of police, health and other services; - rate of ongoing follow-up; - ease of access to health, police, and support services. - Access to counselling, housing, information, and justice services. 	Annual case study with survivors.
EOPO2: Service providers deliver better quality, integrated services and case management from frontline response to ongoing support services	Referral and case management system and processes in place; Extent of utilisation of referral and case management systems (over time and relative to no of cases); Survivors experiences of services; Quality and quantity of FV data collected (police, health services, justice services, NGO services).	Measure of system development from baseline through to UN Essential Services Package standards – seeking progressive strengthening of systems and processes over three years; Document review of referrals, follow-up, case meetings, and case files; Annual organisational assessment of services and attitudes to Family Violence. Longitudinal studies

	Institutional awareness of issues, and empathy towards survivors increases in health and policing services.	
EOPO3: Government demonstrates commitment to ending family violence through the provision of quality services for survivors of violence	<p>No of resources (budget and human resources) committed to:</p> <ul style="list-style-type: none"> - Police training in DV; - Police DVU; - Health, policing and justice budgets; - MIA budget; - Govt. initiatives on EVAW <p>Direction and rate of organisational change in police and health services.</p>	<p>MIA data regarding annual allocation and expenditure of resources for FPA implementation.</p> <p>Review of Tongan budget: comparative analysis of budget allocations over time, and across countries.</p> <p>Count of new police training days for DV.</p> <p>Annual institutional assessment of services and attitudes to family violence (police and health services).</p>
EOPO4: Selected communities provide support to survivors of family violence in accessing services	<p>No. of survivors supported by their communities;</p> <p>Change in community perceptions regarding family violence.</p>	<p>Survivor case studies.</p> <p>Perception survey utilising random sampling every 2 years (in collaboration with other programs).</p>
Intermediate Outcomes		
Tonga Police, health services and NGOs collaborate to strengthen a referral and case management system	<p>Survivors experience in early response and ongoing support services (see above).</p> <p>Quality and extent of health and police response and follow-up on domestic violence cases: (referrals made and followed-up, action taken by first responders, no of investigations / charges / court proceedings / outcomes / case attrition / delays, etc.).</p>	<p>Records of case management meetings (including participants, case action and follow-up, etc).</p> <p>Measure of referral system development from baseline through to UN Essential Services Package standards – seeking;</p>

	Health, policy and basic services (shelters, counselling, etc) have a referral and case management system in place, increasingly utilise it, and continuously improve and strengthen it.	Annual review of referral and case management system (quantitative and qualitative) – drawing upon the UN Essential Services Package for key signposts of progressive strengthening of systems and processes over three years.
Tonga Police are better supported to deliver and provide timely and effective services on FV matters.	<p>Extent of police performance rewards / incentives assigned to success in DV case management (case attrition; referrals; etc).</p> <p>Extent of poor performance in DV management resulting in poor performance reporting and relevant action taken.</p> <p>Changes in the numbers of police officers' wives and children accessing survivor support services.</p>	<p>Annual review of performance and accountability system that measures no and quality of incentives / disincentives in place of direct relevance to DV management performance.</p> <p>Annual sampling review of policing human resource performance data and files against a standard set of personnel performance indicators.</p>
The hospital provides tailored FV services in an appropriate environment with trained staff.	<p>Specialised Family Violence patient area in main hospital established;</p> <p>Survivor experiences of hospital services;</p> <p>Impediments to access of hospital services are removed / diminished;</p> <p>Services include referral to ongoing support;</p> <p>Family Violence Unit staff level of training and skills in working with survivors.</p>	<p>Evidence of completed Infrastructure to specifications.</p> <p>Survivor case studies.</p> <p>Annual hospital document review of a) costs in accessing services; b) no. of supported referral from outer islands to hospitals; c) referrals from hospital to DV specialised services;</p> <p>Count of training conducted; no of staff disaggregated by location and sex;</p>

		Hospital staff self-assessment of extent of integration of skills and knowledge learned into practice.
Tonga Police, health services and NGOs collect data and report to WAD on incidents of FV	Service provides keep and maintain up-to-date records Regular, timely data reporting to WAD	Hospital intake records Police station diaries Police CMIS System
FPA Advisory Group meets regularly and takes action on FPA implementation	Attendance, regularity and action orientation of FPA Advisory Group	Documentation of FPA Advisory Group meetings (meeting minutes). Review of action items followed up from meetings.
WAD is collecting, consolidating and reporting data and information on family violence	Extent of data collected (disaggregated by source, location, case attrition, etc). Extent of data analysis undertaken by MIA; No of reports written and published.	Annual review of data collected (measured against UN Essential Services Package standards), and information published by MIA.
WAD and civil society actors use evidence to advocate for improved services & resourcing for survivors of family violence	Data is utilised in campaigns (both awareness raising and advocacy); Data is reported to FPA Advisory Group, parliament, churches and community groups.	Reports of the Forum through meeting minutes; Outcomes of awareness raising campaign; Public perception survey every two years and with other programs.
WAD is providing effective leadership on implementation of the FPA	Actions taken to improve coordination and understanding of roles and responsibilities under FPA;	MIA annual report; FPA Advisory Group meeting minutes and action follow-up.

	Actions taken to coordinate the referral and case management system.	Documentation of referral and case management system; Consistency of data collection.
NGOs have greater influence and coordination on family violence issues	No of collaborative efforts to raise awareness in media and through community events and community groups. No of advocacy initiatives that seek targeted changes / actions.	Forum meeting minutes, actions and follow-up taken from meetings. No. of joint events and campaigns undertaken. Diversity and reach of communications strategies employed by the Forum.
Nuku'alofa and selected communities have increased awareness of the FPA and the impacts of family violence, and are more supportive of survivors accessing services	Increased awareness of family violence as an issue; Increased community awareness of FPA; Attitudes towards family violence are changing.	Community perceptions survey conducted every two years (with other programs). Survivor case studies.
Selected community committees recognise family violence as a crime and have skills and resources to support survivors of FV and raise awareness.	No. of community committees established; No. of training provided to community committees No of awareness raising initiatives / actions undertaken by community committees	Community perceptions survey conducted every two years (with other programs). Count of training provided. Survey of committee members measuring increasing knowledge and skills. Count of committee actions and initiatives.

Annex 4: Steering Committee Terms of Reference

Introduction

The Families Free of Violence Program (FFOV) program has been established to provide a coordinated and integrated approach to strengthen the response to family violence in Tonga.

The program will work across multiple sectors and agencies in Tonga, including the Ministry of Internal Affairs - Women's Affairs Division (MIA – WAD), Ministry of Health, Ministry of Police and Ministry of Justice and local Non-Government and Faith-based Organisations (NGOs).

Program delivery

The program will be administered by an AFP Program Coordinator and a locally engaged Program Manager. The Program Manager will be co-located with the Family Protection Act coordinator in the MIA - WAD. The Program Coordinator will divide her/his time between MIA and the Australian High Commission as needed. Both officers will liaise closely with other delivery partners during implementation.

Steering Committee

The Steering Committee has the overall responsibility for strategic oversight of the FFOV Program in Tonga. The Committee will be directly linked with the Tongan Family Protection Act Advisory Committee, Chaired by CEO of MIA, and include key implementing partners and stakeholders.

Membership

The members of the Steering Committee are identified in the table below.

Agency	Position
Ministry of Internal Affairs (MIA), Tonga	CEO Supported by Division Head MIA Women's Affairs Division
Civil Society Forum of Tonga (CSFT)	Executive Director
Department of Foreign Affairs and Trade (DFAT)	Deputy Head of Mission, Australian High Commission Tonga
Australian Federal Police (AFP)	Superintendent, AFP Tonga Mission Commander
Tonga Police	Commissioner (or delegate)

A quorum for the Steering Committee members will comprise of delegates from MIA, CSFT, DFAT and AFP nominated members. The Tonga Police committee member or delegate is a non-quorum member and may opt in or opt out to participate in Steering Committee meetings. The membership of the Steering Committee may, as required, be varied with agreement of all Steering Committee quorum members.

Alternative members may be nominated by individual Steering Committee members for purposes of attendance at meetings where the nominated member is unavailable. Alternative members shall have the same status at that meeting as prescribed members.



Additional implementing partners will be brought in to provide advice to the Steering Committee as needed on specific program-related issues.

Responsibilities

The primary functions of the Steering Committee are:

- a) To review and approve Annual Work Plans, including annual allocation of total budget and budget required for each project.
- b) To review and endorse six monthly reports.
- c) Conduct review of program risks.
- d) Endorse proposed changes to the design / annual plans.

The Steering Committee will consult closely with program partners as required for advice regarding the strategic direction of the FFOV Program and may extend invitations to additional stakeholders to attend Steering Committee meetings.

Frequency of meetings

The FFOV Steering Committee will convene every six months. Out of sessions meetings may also be convened as required.

Procedures

The Chair of the Steering Committee shall convene the meetings. This role will be rotated annually, commencing with the DFAT Steering Committee member.

The FFOV Program Coordinator and/or Program Manager will be responsible for liaising with the Steering Committee and implementing partners and developing agendas, co-ordinating meetings, feedback, and recording decisions and actions.

Secretariat

The FFOV Team (Program Coordinator and/or Program Manager) will perform secretariat functions for the Steering Committee.

Annex 5: FFOV Program Team Terms of Reference

Program Coordinator

About the role

The Program Coordinator /Technical adviser will be responsible for providing strategic technical advice and overall coordination of the program, including budget, annual work plan activities, program implementation and management of a small team of locally engaged staff, management of short-term adviser inputs. The role will require experience working in a victim/survivor based crime role.

Reports to: AFP Commander Tonga

Responsibilities

- Overseeing all aspects of program management including annual planning, contract management, public diplomacy, budgeting and financial and performance reporting;
- Providing expert level analysis, advice and preparing complex correspondence and corporate documents, including preparing program reports, policy papers, correspondence, briefs, proposals and submissions.
- Ensuring ongoing operational compliance with DFAT standards and guidelines including safeguards and managing risk and fraud;
- Managing relationships with key stakeholders at all levels including DFAT, Government of Tonga, service providers, NGOs;
- Provision of mentoring and technical capacity development support for family violence frontline service providers (including police, health, justice, NGOs);
- Recruitment and management of all long-term and short-term personnel including short-term adviser program inputs;
- Overseeing the development and implementation of the M&E framework and M&E plan including overseeing monitoring activities and leading on reporting to DFAT;
- Managing the program risk matrix and providing DFAT with regular updates on program risks and mitigation strategies;
- Technical advice to key implementing agencies on integrated strategies to respond to family violence.

Qualifications & Experience

1. A minimum of 2 years' experience working in a victim based crime role.
2. Demonstrated experience in responding to and family/domestic/gender based violence cases.
3. Experience in community policing and/or crime prevention.
4. Experience in developing and implementing community engagement and crime prevention activities.
5. A proven competency in project management.
6. Proven mentoring skills.
7. Demonstrated ability to work collaboratively and respectfully in a cross-cultural setting.
8. Demonstrated ability to exercise sound judgement in sensitive situations.
9. Demonstrated capability to deliver sound, practical and considered advice.
10. Ability to represent the interests of the AFP in culturally and politically sensitive environments and foster inter-agency relationships that enable operational outcomes.



PROGRAM MANAGER

About the role

The Program Manager is responsible for facilitating effective and efficient in-country management of the Australian Aid-funded Families Free of Violence (FFOV) program in partnership with the AFP Program Coordinator. The position is expected to lead key program stakeholder relationships, provide advice and technical support to the program and will also oversee and contribute to the design and implementation of activities led by program stakeholders.

This position works with a large number of government and non-government officials, requiring effective leadership of cross sector multi-function aid activities and management of relationships and expectations of relevant high-level program stakeholders in Tonga.

Reports to: Program Coordinator

Responsibilities

- Managing relationships with key stakeholders at all levels including DFAT, Government of Tonga, service providers, NGOs;
- Supporting partners to convene and chair key program meetings and forums;
- Supporting Program Coordinator in provision of expert level analysis, advice and preparation of correspondence and program reports and briefs;
- Collaborating with government and non-government program stakeholders to establish joint program initiatives, including an annual program work plan and a holistic program marketing strategy;
- Contributing to Australia's relationships in Tonga by developing and maintaining strong external relationships;
- Managing inter-agency cross sector program initiatives including oversight and analysis of program activities, outputs and outcomes; participating in review, monitoring and evaluation activities;
- Monitoring and evaluation of program outcomes and analysis of budget specifications;
- Coordination of use of specialist project service providers, including contractors and consultants.
- Identify and manage program risks and fraud, working with counterparts and the AFP Program Manager to mitigate these risks;
- Developing and managing multiple contracts and grants with stakeholders and implementing partners.
- Supporting the Program Coordinator to meet program reporting and performance requirements;
- Represent AFP and DFAT Nuku'alofa at cross-agency meetings and other forums at a national and regional level.

Qualifications & Experience

1. Highly developed program management skills, with supporting skills in financial management, contract management, and monitoring and evaluation.
2. A sound understanding of social and political issues facing development in Tonga.
3. Relevant tertiary qualifications and/or experience working on family violence issues.
4. Highly developed written and oral communication skills, both Tongan and English.
5. Demonstrated management and leadership experience.

Annex 6: Risk Management Matrix

Probability of Risk Occurring	Impact of Risk Occurring				
	Negligible = 1	Minor = 2	Moderate = 3	Major = 4	Severe = 5
Almost Certain = 5	Moderate = 2	Moderate = 2	High = 3	Very High = 4	Very High = 4
Likely = 4	Moderate = 2	Moderate = 2	High = 3	High = 3	Very High = 4
Possible = 3	Low = 1	Moderate = 2	High = 3	High = 3	High = 3
Unlikely = 2	Low = 1	Low = 1	Moderate = 2	Moderate = 2	High = 3
Rare = 1	Low = 1	Low = 1	Moderate = 2	Moderate = 2	High = 3

Event/Impact	Mitigation/Treatment	Responsibility	Rating after Mitigation		
			Likelihood	Consequence	Rating
Lack of engagement and commitment from key agencies and individuals within them to implement the FPA, impacting high level coordination required to achieve the program outcomes.	<ul style="list-style-type: none"> ➤ Work closely with MIA and WAD to identify strategies and approaches for increasing high level engagement and commitment to FPA implementation and coordination ➤ Provide secretariat support to WAD for facilitating the FPA Advisory Council and FPA Action Plans across key agencies ➤ Consider establishing an FPA Working Group to increase action on FPA implementation at the service delivery level ➤ Provide targeted and tailored support to service providers to ensure they have the skills and capacity to implement roles and responsibilities under the FPA ➤ Establish accountability and incentive system for all key agencies 	AFP	Possible	High	Moderate

	<ul style="list-style-type: none"> ➤ Ongoing advocacy on FPA implementation from the Forum Against Family Violence 				
Other donor programs fail to achieve the results required for FFOV program to achieve its outcomes, particularly in relation to police leadership and performance and capacity development within the justice sector.	<ul style="list-style-type: none"> ➤ Work closely with relevant programs to identify key capacity gaps and provide targeted support through the FFOV program; ➤ Identify opportunities for joint activities with other programs that support the achievement of respective program outcomes; ➤ Pilot new strategies for improving leadership and performance within key agencies and service providers; ➤ Maintain regular communications and planning activities with justice sector program and RRRT to identify capacity gaps and opportunities that could be supported through the FFOV program and vice versa; 	AFP	Possible	Moderate	Minor
Resourcing within WAD and key service providers (police, health, NGOs) is insufficient, impacting the program's ability to achieve program outcomes	<ul style="list-style-type: none"> ➤ Work with service providers to review resourcing and support efforts to advocate for additional resources; ➤ Support FPA Advisory Council members to identify strategies for increasing resourcing of implementation of the FPA; ➤ Work with NGOs to review ability to absorb additional funding for activities and identify additional resourcing requirements for FFOV implementation 	AFP	Likely	High	Moderate
Resistance to activities addressing family violence due to prevailing social and gender norms and attitudes towards family violence, impact the time required to establish and implement program activities and/or the program's ability to pursue certain activities	<ul style="list-style-type: none"> ➤ Proactive engagement with Tonga National Church Leaders Forum and Tonga National Council of Churches including their members from the start of implementation to build support for the program ➤ Identify a clear role for churches and community leaders within the program including potential for church based group and project addressing family violence ➤ Work with and through local organisations with networks and relationships required to build local support for ending family violence ➤ Identify and work with champions within church denominations to support program impacts ➤ Focus on an approach that aims to keep women and their children safe from family violence ➤ Working with and through existing local community platforms in both urban and rural/remote areas; ➤ strong local program team with understanding of local dynamics and key influencers; 	AFP	Possible	High	Moderate

	<ul style="list-style-type: none"> ➤ targeted support for gender transformative and human rights training (police and other service providers including church leaders and community leaders as appropriate). 				
Duplication of activities with other donor programs resulting in inefficiencies and conflicting messaging to local partners and stakeholders	<ul style="list-style-type: none"> ➤ Up-front engagement and consultation with other donor programs during inception phase to ensure strong understanding of program outcomes, strategies and approaches; ➤ Ongoing communication and consultation with programs to identify areas for collaboration and joint activities as well as potential for resource sharing between programs; ➤ Joint planning and design of activities across programs where possible ➤ Development of a shared M&E framework that brings together the multiple relevant programs to support streamlined reporting, opportunities for resource sharing, joint research studies, monitoring and evaluation activities. 	AFP	Possible	Moderate	Minor
Change of government at the 2018 election resulting in the appointment of new ministry CEOs taking up roles on the FPA Advisory Council	<ul style="list-style-type: none"> ➤ Annual induction training for the FPA Advisory Council; ➤ Look for ways to gain cross-party support for implementation of the FPA; ➤ Provide candidate training on the impact of violence against women and girls on Tongan society and the economy. 	AFP/MIA	Possible	High	Moderate
AFP being engaged to implement and coordinate a multi-sectoral Family Violence program results in sensitive partner and stakeholder relationships.	<ul style="list-style-type: none"> ➤ Role scope and recruitment process to ensure selection of AFP Coordinator with requisite skill and experience in delivery of multi-sectorial program. ➤ Ongoing engagement between Program Coordinator, Program Manager, stakeholders/partners and counterpart programs in coordination of the delivery of FFOV Program. ➤ Consultation with DFAT in appointments. ➤ Recruitment of local Program Manager to manage program activities on the ground. ➤ Subject Matter Experts (including EVAW specialists) engaged in the design, implementation, monitoring and evaluation of the program. 	AFP	Unlikely	Minor	Low

Annex 7: Monitoring and Evaluation Framework

The monitoring and evaluation (M&E) framework for the FFOV program will help drive continuous improvements to program implementation approaches, support Government of Tonga understanding of the issues, and clearly identify program achievements, using both qualitative and quantitative data. The framework will be relevant to all program stakeholders, particularly the Governments of Australia and Tonga, Tongan NGOs, and other programs working to keep women and their children safe and end family violence.

The FFOV Team will establish the M&E Framework in collaboration with key Tongan counterparts (police and WAD of MIA), AFP and DFAT. The FFOV Team will have the primary responsibility for the delivery of the M&E framework and implementation of the M&E Plan. The FFOV Team will work closely with MIA, the Tonga Police and other key partners in implementing M&E approaches, thereby building the capacity and confidence of partners in effective M&E. Key assumptions, risks and risk management strategies will be reviewed and expanded upon as part of the development of the M&E Framework and Risk Management Plan at the start of implementation.

Purpose

The scope of the M&E is for the entire 3-year program and will need to be reviewed at regular intervals to adjust and adapt to changes in context. Its purposes are:

1. Accountability to AFP, DFAT and the Australian public for the effective expenditure of Australian taxpayer funds.
2. Inform AFP strategic decision making on the program
3. Learning and continuous improvement of the FFOV program approaches
4. Contribute to the broader Tongan knowledge base regarding family violence
5. M&E capability of key Tongan counterparts

The first three purposes of the M&E Framework can be achieved through a dedicated FFOV M&E Framework and Plan. The fourth and fifth purpose of M&E will be more effectively achieved through the development of a shared M&E Framework that brings together the major donor investments in this sector in Tonga. A Shared M&E Framework would not seek to replace program specific M&E, but instead unify M&E indicators and approaches where-ever possible – enabling the programs to more readily share resources and evidence, and to learn from each other.

Shared M&E Framework

A Shared M&E Framework will be developed by the FFOV Team in close collaboration with the following programs and donors:

- TPDP – Australia (AFP) and New Zealand (MFAT)
- Pacific Prevention of Domestic Violence Programme (PPDVP) – New Zealand (MFAT)
- Pacific Police Development Program Regional (PPDRP) – Australia (AFP)
- Pacific Women Shaping Pacific Development – Australia (DFAT)
- Justice Sector Program – New Zealand (MFAT)
- Access to Domestic Violence Legal Aid Program – SPC (Regional Rights Resource Team (RRRT))

These partners will develop the Shared M&E Framework by bringing together the Program Logics (or Outcomes Hierarchies) of the participating projects, and unifying them within a single Program Logic that focuses on the higher order outcomes. This would not replace the program logics or M&E of any of the



participating programs but rather build upon existing similarities between them to generate synergies across strategic directions and approaches and evaluate the collective contribution of the participating programs to addressing family violence in Tonga.

The potential benefits of a Shared M&E Framework include:

- Unified approaches to M&E data collection (evaluations, research, surveys), thereby reducing overlap in current M&E approaches, and producing cost efficiencies;
- Ensuring that evidence, information gaps and overlaps on family violence issues in Tonga are addressed and production of more robust data;
- Providing MIA, the Tongan police and other organisations with more robust family violence data and evidence;
- Sharing lessons and learning across Government of Tonga and key partners addressing family violence issues in Tonga; and
- Building a unified database of evidence (both qualitative and quantitative) that strengthens the case for resourcing and prioritisation of family violence issues.
- Shared problem solving and streamlined, consistent reporting and coordination
- Opportunities to share technical resources and events e.g. advisors, lesson learning and thematic workshops
- Avoiding duplication of activities and over-burdening limited local resources and organisations

The potential benefits are significant; however, the process will take time, particularly because resources are limited, the priority of partner programs is fulfilling their existing reporting requirements and the current lack of data sharing with MIA. Therefore, the FFOV program will need to ensure that the development of the Shared M&E Framework does not generate new M&E work for partners, but rather draws existing work together. The FFOV Team will need to be mindful not to burden other programs and demonstrate benefits early.

Interest in such an approach was expressed during the design mission, however, a more in-depth assessment and scoping will be required in the early phases of FFOV. It is anticipated that some, if not all, like-programs will participate to varying degrees. Bringing together a small number of key programs will make the establishment of a Shared M&E Framework easier in the first instance; ensuring the Framework and its management body remain open to new players into the future.

The FFOV Team will bring together a steering committee established specifically for developing the Shared M&E Framework, potentially under the joint auspices of the AFP and WAD of MIA. Ideally, the implementation of the Shared Framework will be managed by WAD of MIA or the FPA Advisory Council, however decisions regarding ongoing management and governance of the Shared M&E Framework will be made by the Steering Committee. It is anticipated that the development of a Shared M&E Framework will take 6-9 months (by April 2018), depending upon availability and readiness of the key stakeholders.

Approach

The approach for the FFOV M&E will be heavily weighted towards data collection, monitoring and learning activities, with a number of regular evaluative activities (although these may be conducted as part of the Shared M&E Framework). The FFOV M&E Framework will draw on both quantitative and qualitative approaches (as summarised in the Performance Indicator table in Annex 3). These approaches will focus on supporting improved program performance of FFOV, and providing evidence and data for WAD of MIA and other key program partners.

Data Sources

Data sources for the FFOV program will include the following:

a) Existing Documents:

Police:

- Reports generated from the Tonga Police CMIS data system
- Station diary records
- Police DV Files and case reports to assess handling of cases over a survivor's journey;
- Sampling review of policing human resource performance data.
- Knowledge, Attitudes and Perceptions Surveys

Health and Hospital:

- Hospital case files of DV cases (handling, referral and follow-up, etc);
- Document review of sample local health services.

MIA:

- MIA data from FPA Implementation;
- Budget and expenditure review;
- Records of FPA Advisory Group meetings and follow-up actions.

Other:

- Records of case meetings and follow-up actions;
- Referral documentation from the key stakeholders working with survivors;
- DV service provider case files (shelters, counselling services, etc).

b) FFOV supported and managed M&E:

- Community perception survey every two years (2018 and 2020) that assesses community attitudes towards family violence and frontline responder effectiveness;
- Survivor Case Studies conducted annually (including interviews and case files review) including a baseline of case studies in 2017;
- Institutional Self-Assessments and interviews within Police and Hospital to measure impact of capacity development activities, and changes to attitudes, systems, processes and behaviours;
- Community Committees: six-monthly review of their progress through monitoring visits, data review, and monthly activity reporting;
- Annual review of referral and case management system development against a baseline and plan developed in the first six months of the program;
- Annual review of performance and accountability system that measures number and quality of incentives / disincentives in place of direct relevance to DV management performance;
- Annual review against a standardised set of personnel performance indicators.

The M&E Unit will work closely with the FFOV Implementation Team to develop the FFOV M&E Framework – verifying and building upon the Performance Framework presented in this design (Annex 3) – and will be completed by end of October 2017.

Data Collection

The FFOV M&E Unit will be responsible for coordinating data collection with implementing partners: AFP and the Tonga Police; WAD of MIA; the hospital; and NGO service providers.

Data will be collected in the following ways:

- Resourcing and use of enumerators for surveys (potentially contracted through the university); the process will be managed by, and data will be analysed by, the M&E Advisor.

- Data collected by key implementing partners utilising templates (for example self-assessments) and questionnaires designed by the FFOV M&E Specialist. This data will be analysed by the M&E Advisor.
- The FFOV program team will negotiate for access to case files (police, hospital, and service providers); this data will be reviewed by the M&E Advisory during planned monitoring missions.
- Monitoring missions to gain more in-depth and qualitative understanding of the progress and impacts of the program.

The M&E Plan will be developed following finalisation of the M&E Framework and will detail timeframes and data collection responsibilities.

Learning and Adaptation

A critical purpose of M&E is to inform program learning and adaptation to ensure the approaches and interventions of FFOV remain relevant and effective. To that end, the M&E Unit will implement the following learning and adaptation approaches:

1. An annual M&E report to DFAT and AFP that presents the progress of the program against the Performance Framework;
2. Six-monthly monitoring missions to gather data and support the data collection of partners – with a monitoring mission report back to FFOV and implementing partners;
3. Six-monthly reflection and adaptation workshops (one or two days) with AFP, DFAT and FFOV implementing partners, to review the findings of the monitoring missions and M&E reports and explore how the program might adapt to ensure continuing effectiveness;
4. Briefs and short stories of change produced regularly and disseminated as disseminated to relevant audiences.

These M&E Unit will take leadership in the production and coordination of learning and adaptation initiatives in close collaboration with FFOV program partners to ensure that the timing of initiatives informs planning exercises.

Performance Indicators

Performance Indicators (see Annex 3) will be verified and finalised within the first four months of FFOV Program Implementation. The indicators link directly to intended program outcomes and each indicator and method for measuring will require further extrapolation at the start of implementation.