

**NZAID Evaluation and Research Report Collection**  
**Review of the National Centre for Women and Children (NCWC) –**  
**Tonga**

**(Senita Tokangaekina 'oe Kakai Fefine moe Fanau)**

**5 Year Review 2003-2008**

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**Nuku'alofa, Tonga**

**July 2008**

*NCWC staff and FWCC Coordinator May 2008*



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## **Acknowledgements**

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## **Executive Summary**

This report documents a 5 year review (2003-2008) of the NZAID funded National Centre for Women and Children (NCWC) in Tonga. NZAID commissioned this review with the purpose of:

- a) analysing all issues affecting the performance of the NCWC, including management structures, support services and training needs;
- b) identifying steps needed to improve the overall effectiveness of the NCWC in providing support for those affected by domestic violence.

The NCWC has been operating since 2000 and provides counselling and support, a Safe House, skills training and support, advocacy, community education and awareness raising to women and children affected by violence perpetrated against them, as well as the wider community. The NCWC has a mandate to support women and children who are victim/survivors of domestic violence, sexual assault, child abuse and other related forms of Violence against Women and Children (VAWC). The NCWC is the only organisation of this kind in the country and provides a much needed service, awareness raising and focal point for one of the most prevalent and debilitating human rights violations affecting Tongan women and children.

Whilst accurate and credible prevalence figures for Tonga do not currently exist it has been estimated,<sup>1</sup> extrapolating from other prevalence studies that VAWC affects between 20-60% of Tongan women and children.<sup>2</sup> These figures are consistent with reports to Tonga Police and client numbers at the NCWC, however it is an under reported and often taboo subject, with several forms of violence tolerated and normalised by society at large. As in all regions of the world, VAWC violates the human rights of a significant number of Tongan women and children, damages physical and mental health, access to education, and access to income and economic independence.

## **Scope**

The scope of the review, which took place in June 2008, was to cover all activities funded by NZAID since the previous review was completed in 2002 (see **Annex 1 Terms of Reference**). An independent consultant and the NZAID Gender Advisor, in consultation with staff and Board of the Centre, carried out the review. The methodology (**Annex 2**) included; a desk review, a 5-day visit to Tonga involving 4 workshops, interviews with 30 stakeholders, a document review, and presentation of draft findings and recommendations to the staff and Board of the Centre.

## **Findings**

The Reviewers are of the view that the Centre is implementing cutting-edge work in a challenging context. As a relatively small and young organisation of only 8 years maturity, it has been experiencing expected growth pains. Addressing the root causes and impacts of VAWC is the work of generations in any context and as such, the Centre has a great deal to be proud of and has achieved a significant amount in a relatively short period of time while dealing with an increasingly wide range of challenging and complex social issues.

For a relatively low investment, the Centre therefore provides significant value for money in terms of having a positive impact on women and children who are particularly vulnerable to a range of human rights abuses. In particular, the reviewers found that the Centre has:

- contributed to increased awareness of the issue of VAWC, especially domestic violence on the main island of Tonga tapu.

- provided critical services to more than 1000 women and children in the past five years, which otherwise would have not been available to them
- has an important and recognised niche as the only service to provide a Safe House and specialised counselling and support to assist women and children affected by VAWC in Tonga.
- Has a range of pressing governance and operational issues which limits its capacity, service clarity and effectiveness.

In addition, there are clear synergies between ongoing NZAID support for NCWC and wider bilateral and regional programmes, which should be encouraged and maximised in the future.

#### **Recommendations 2008- 2014**

The reviewers have made a range of detailed recommendations to increase the capacity and impact of the Centres services and activities over the six-year time frame. The reviewers are of the opinion that the Centre plays a vital role in promoting women and children's human rights and providing crucial support to victim/survivors of VAWC. Like many small women's NGOs, the Centre is going through organisational challenges as it clarifies its niche and institutional identity and culture. As such the Centre requires long term technical assistance (TA) to increase its governance and operational capacity to deliver services to assist women and children and advocacy using a best practice human rights framework to inform all aspects of their work.

The consolidated recommendations include the following:

#### **Short Term Recommendations: Year 1, August 2008- December 2009**

1. 2008 - NZAID to provide technical support to enhance recommendations addressing governance, financial, and operational tasks and capacity, to document and plan 2009 budget and work plan. (approximately 97 days TA)<sup>3</sup>.
2. 2008 – NZAID to provide immediate assistance to address urgent security risk at Safe House. (local salary plus on-costs approximately 10,000 TOP)
3. 2008 – Undertake feasibility and design project to assess capital project to co-locate Centre and Safe House on government land, contingent upon offer of land. (30 days).
4. 2009 – NZAID to provide interim core funding to the NCWC for 12 months (Jan-Dec technical 2009) in which to develop a 5 year plan and implementation of capacity building TA. (12 months enhanced Core funding plus TA budget for 5 Year Plan 35 days, and TA budget for capacity building of 62 days)<sup>4</sup>

#### **Long Term Recommendations: Years 2-6, January 2010- December 2014**

1. 2010-2014 – NZAID to provide 5-year funding contingent upon the NCWC developing a comprehensive 5-year plan with budget utilising planning TA.
2. 2010-2014 NZAID to provide ongoing technical support to build governance and operational capacity to deliver, monitor and evaluate services, advocacy and awareness raising to work towards the elimination of VAWC in Tonga. (approximately 22 days per year).<sup>5</sup>

The report further details findings and recommendations under the following themes:

- Governance
- Counselling, outreach and Safe House
- Advocacy and Community Education
- Management and Operations
- Monitoring and Evaluation
- External Partnerships.

#### Summary of Recommendations by Theme

Thematic Recommendation	Year	Recommendation
<b>Governance 1</b>	2008	Centre to appoint auditor and implement audit before AGM.
<b>Governance 2</b>	2008	NZAID to provide TA <sup>6</sup> to develop governance capacity and responsibilities. (TA 20 days)
<b>Counselling and Support 1</b>	2008-2014	Resource and develop ongoing training and PD program for all staff with client contact to a minimum level of competence, including VAWC crisis counselling and other specialist knowledge. (Annual training allocation of 15 days per staff member in budget).
<b>Counselling and Support 2</b>	2008	NZAID to provide TA to develop and document the service model for the Centre. (For Counselling and Safe House, including principles, guides which outline the underlying values, ethics and services that the Centre will provide- TA 15 days).
<b>Counselling and Support 3</b>	2008	NZAID to provide TA to develop counselling & case management guidelines & systems, including supervision. (TA 10 days)
<b>Safe House 1</b>	2008-2009	NZAID to resource feasibility study regarding Centre and Safe House co-location and resource sharing (30 days).
<b>Safe House 2</b>	2008-2009	Build Capacity of Safe House services and staff.
<b>Safe House 3</b>	2008 -2009	NZAID to resource Centre to enhance security and management of Safe House. (10,000 TOP plus budget planning).
<b>Advocacy and Community Education 1</b>	2010-2014	Centre to develop Advocacy and Community Education Strategy .(Budget planning)
<b>Advocacy and Community Education 2</b>	2010-2014	Centre to develop Communications/Promotions Strategy (Budget planning)
<b>Human Resources 1</b>	2008-2009	NZAID to resource Centre to establish performance management, workplans and supervision systems (TA 10 days)
<b>Human Resources 2</b>	2008-2009	Centre to analyse staffing needs/gaps and roles & tasks for counselling team
<b>Finance 1</b>	2008-2009	NZAID to resource Centre to purchase and develop accrual accounting software and train staff (TA 15 days per year x 2 years )
<b>Finance 2</b>	2008-2009	NZAID to resource Centre to develop financial policy & procedures (TA 15 days per year x 2 years)
<b>Finance 3</b>	2008-2009	Develop multi-year budget planning process for Centre as part of Strategic planning
<b>Management 1</b>	2008-2014	NZAID to resource Centre to develop and implement support and resources for Management (Budget planning and TA 5 days pa)
<b>Planning 1</b>	2009	NZAID to resource 5 year strategic planning (TA 35 days)
<b>Planning 2</b>	2010-2014	Review and develop annual work plans (TA 10 days pa)
<b>Monitoring and Evaluation 1</b>	2009	NZAID to provide TA to develop M & E framework in line with Strategic Planning process (TA 10 days )
<b>Monitoring and Evaluation 2</b>	2008- 2009	NZAID to provide TA and resources to develop database & data collection system for centre programmes and services (TA 20 days)
<b>External Relationships 1</b>	2010-2014	2010-2014 - Key stakeholder dialogue on holistic response to Violence against Women and Children
<b>External Relationships 2</b>	2010-2014	2010-2014 - Build on relationships and partnerships

## **1.0 Background to the Review**

Established in 2000 by the Catholic Women's League (CWL) (with the support of a Volunteer Service Abroad Volunteer), the NCWC aims to provide assistance to victims/survivors of VAWC in Tonga

NZAID provided NZD 120,000 funding for an initial three-year period between May 2000 and June 2003 on a pilot basis. A 2002 review, while identifying some organisational challenges, recommended NZAID continue funding for a further period of up to five years, after which another comprehensive review be undertaken. NZAID consequently provided funding for the period 2003 to 2005; and then again under the current Grant Funding Arrangement (GFA) for the period November 2005 to December 2007 (TOP 343,150). NZAID has most recently agreed to extend support for the 2008 calendar year (TOP 233,133) while this review takes place.

The Government of Tonga (GoT) provides funding to cover the rent of the centre and Safe House and NZAID assistance is channeled towards core operating cost, including wages, office expenses, staff development, meeting costs and implementation of core programs. GoT and NZAID funds are the main source of financial support for NCWC. Small amounts of ad hoc additional assistance have been received from other donors for the implementation of specific programme activities.

The timing for this review is in line with recommendations from the previous review in 2002 (namely that NZAID carry out a further review following the completion of the additional five years of support) and is critical for informing the next phase of potential NZAID assistance. The results of this review will be used by both NCWC and NZAID to guide future organisational directions and programming support.

### **1.1 Review Terms of Reference**

The overall intended outcome of NZAID support to NCWC is an *'effective and well-managed centre and Safe House that provide a full range of support services for people affected by domestic violence and increased awareness throughout Tonga of the issues surrounding domestic and gender-based violence'*.

Therefore the overall purpose of this review was to:

1. Analyse all issues affecting the performance of the NCWC, including the extent to which the NCWC has achieved:
  - a) Establishing effective organisational and management structures;
  - b) Providing information, counselling, and other related support services for women and children affected by domestic violence and other forms of gender based violence.
  - c) Raising public awareness on the issue VAWC and the issues that affect women using the centre; and
  - d) Training a network of people able to support the Centre's work since 2002.
2. Identifying steps needed to improve the overall effectiveness of the NCWC in providing support for those affected by domestic violence.

The review scope covers all activities of NCWC funded by NZAID since the previous review was completed in 2002 from 2003-2008.

## **1.2 Review Methodology**

This review was jointly undertaken by an external consultant, Sue Finucane, Australia and the NZAID Gender Advisor, Samantha Hung alongside staff and Advisory Board members of the NCWC. The role of the external consultant was to provide specialist expertise in the area of gender and family violence; and in consultation with NZAID and NCWC, to design the review methodology, facilitate and lead the review process, analyse review findings, formulate review recommendations and write the review report. The role of the NZAID Gender Advisor was to jointly oversee the review process, act as the main point of contact for NZAID and NCWC liaison for the review, contribute to the development of the review methodology, jointly implement the review process in country, and provide feedback on the draft report. The NZAID Gender Advisor also provided advice on synergies with the NZAID policy framework and other NZAID programmes and co-drafted sections of the report.

The review took place between 26 May and 31 July 2008. A visit to Tonga took place during 15-20th June 2008. Further detail regarding the methodology, in country program, review tools and consultations can be found at **Annex 2& 3**.

The review team is indebted to the NCWC staff for organising, and supporting the review through a range of logistical arrangements, and to all Board, staff and stakeholders for engaging proactively with the review process.

## **1.3 The National Context**

Tonga's constitutional monarchy provided a stable political and economic environment for the country's development over much of the last 150 years. Tonga has made good progress towards the Millennium Development Goals (MDGs) and has the highest Human Development Index (HDI) score in the Pacific. Seventy percent of the population of approximately 102,000 people lives on the main island of Tongatapu. The remainder are spread across the four island groups of Vava'u, Ha'apai, 'Eua and the two Niuas.<sup>7</sup>

Over the last decade the movement towards political reform and government restructuring has risen, which was heightened in 2006 with a five week civil servant strike demanding an increase in wages.

Several months after this, following the riots of 16<sup>th</sup> November 2006, police and the Security Forces detained almost 1,200 people on the main island of Tongatapu. In 2007 a Community Para-legal Taskforce on Human Rights released a report detailing alleged inhumane treatment and detention conditions during this time.<sup>8</sup>

Under the National Committee of the Kingdom of Tonga on Political Reform, Tonga is embarking on a path of significant Constitutional and political reform to determine a more democratic and inclusive form of governance.

### ***The Status of Women in Tonga, including under Human Rights & National Law, Regional & National Policy***

Women and girls are generally respected and cherished in the Tongan social structure, are performing well in all levels of education relative to men and boys, and have made significant gains in employment equity. The international Millennium Development Goal 3 (MDG3) target of educational equality between boys and girls at all levels of education by 2015 is therefore not particularly relevant to the Tongan context. In contrast however, reducing

VAWC and increasing women's decision making at all levels (particularly political decision-making) remain significant challenges.

Women's representation at all levels of decision making has been documented as an ongoing challenge and priority for women in Tonga. The Tongan author of *A Woman's Place is in the House* notes that *"The composition of the Parliament disadvantages women: two Governors seats—allocated to men only, nine Nobles seats—allocated to men only. This clearly leaves out 11 seats that cannot be held by women. The 12 seats reserved for Ministers of the Crown and the one seat for the Prime Minister are all appointed by the King. It wasn't until very recently that a woman was appointed to a Ministerial Position for the first time. The nine seats out of the total 33 seats of the house reserved for People's Representatives represent women's only hope of getting into Parliament. Even with the nine seats that women have an opportunity to stand for as candidates, women are still struggling with the negative social and cultural attitudes towards women participating in politics and decision-making processes of the country."*<sup>9</sup>

Evidence indicates that women's equality and access to decision making at all levels is crucial to the task of eliminating violence against women and children, and securing high level government commitment to eliminating VAWC.

Full gender equality under the law has yet to be achieved. For example, under the *Constitution of Tonga*, women do not have the right to own land.<sup>10</sup> If a brother offers a piece of land to his sister she cannot register it under her own name.<sup>11</sup> The Government of Tonga has proposed an amendment to the land law to allow for daughters to inherit where there is no male heir i.e. son.<sup>12</sup>

There are welcome recent amendments by the Government of Tonga to the Nationality Act which remove discrimination in law regarding the granting of Tongan citizenship to a child born of a Tongan mother and a non-Tongan father.

Tonga is one of the few countries that have yet to ratify the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).<sup>13</sup> However Tonga is party to a number of other gender equality policy commitments.<sup>14</sup> Further information regarding relevant Pacific policy and international legal frameworks relevant to gender equality can be found in the **Background Annex No 4**.

#### **1.4 The Issues Context - Violence against women and children in the Pacific**

VAWC is a human rights violation and a form of gender based discrimination and framed as such by most non government and many government organisations working to eliminate VAWC.

VAWC is one of the leading human rights violations and health problems in the world, and Tonga is no exception. Investment in a well designed, resourced and supported program that effectively addresses this issue has a significant social, educational, economic and well being multiplier effect for women, children and the communities in which they live.

VAWC in the Pacific is prevalent, serious and under reported. Forms of violence perpetrated predominantly, but not exclusively, by men against women and children include physical, sexual and psychological violence. The most common forms of violence perpetrated against women are intimate partner violence, followed by sexual violence. The most common form of violence against children is physical and psychological violence followed by sexual violence.

Evidence from international research indicates that interventions focused on enhancing gender equality and respectful relationships between men and women, can decrease VAWC over time. To reduce VAWC; interventions need to be community wide, supported by government and non-government and send strong messages at all levels of community that violence towards women and children will not be tolerated.<sup>15</sup>

#### **1.4.1 Incidence, Prevalence and Terminology relating to VAWC in the Pacific**

There has been a substantial amount of international qualitative research and documentation about violence against women and to lesser extent children. (See **Annex 5** for further information.) However there is limited research on the prevalence and incidence of violence against women that is region wide or country specific.

Despite this, the Pacific research that has been carried out is consistent with international findings regarding the most prevalent forms of VAWC, and the serious and high level of physical, sexual and psychological violence perpetrated against women and children, particularly girls.

For the purposes of this report the term *violence against women and children* has been used to illustrate the type of gender based violence that is the most prevalent form of violence against women and the type of violence that the Centre is mandated to deal with.<sup>16</sup> Whilst the reviewers acknowledge there are a range of violent behaviours perpetrated against and by both men and women, gender based violence against women such as intimate partner violence and sexual violence is the focus of this report.<sup>17</sup> With regards to violence against children, the main focus is family violence and other forms of child abuse including physical, sexual and psychological abuse. These definitions are outlined in **Annex 6**.

Physical and verbal violence against children appears to be widely accepted as a form of discipline and punishment by both parents and the education sector. Alternatives to physical punishment are not often seen as a legitimate way of enforcing parental discipline.

Sexual abuse of children and in particular girls is not widely reported, due to the secrecy and shame compounded with lack of social or legal services and supports for children and young people. Girls and to a lesser extent boys are most vulnerable to sexual abuse from immediate and extended family.<sup>18</sup>

A common culture of shame, and blame placed on young women and girls who are sexually assaulted makes them more vulnerable to future exploitation and abuse. This includes an increase in commercial sexual exploitation of children in the Pacific, including sex for survival, sex tourism and pornography.<sup>19</sup>

#### **1.4.2 Pacific Regional VAW Programs and Initiatives – Approaches and Lessons Learnt**

There are a growing number of successful initiatives and programs addressing VAWC in the Pacific region, often supported by external donors. Many of these established and emerging programs and organisations are members of the Pacific Women's Network to End Violence against Women, auspiced by the Fiji Women's Crisis Centre (FWCC).

Lessons learned over the years by Fiji Women's Crisis Centre and the Vanuatu Women's Centre (VWC) reinforce the need for persistent long-term efforts to bring about changes in

attitudes, behaviour and policy on VAWC, which are supported by ongoing donor partnerships. Clarity of mandate, vision, and purpose has been vital in enabling these organisations to effectively advocate and lobby for changes in policy, legislation and mainstream attitudes.

Addressing the root causes of violence against women is the work of generations and needs to be approached with a long-term view of support for both programme implementation and institutional strengthening of the organisation itself. For example, the FWCC and VWC have been aided by TA to assist with capacity building in design, planning, documentation and monitoring - through an external consultant in collaboration with staff who engages with FWCC and the VWC on a periodic and intermittent basis. This investment has contributed to effective and sustainable organisations with sound institutional practices and procedures. Further information about these approaches contained in **Annex 5**.

The recent AusAID Evaluation report on *Violence against Women in Melanesia and East Timor* highlighted lessons learnt including high level government commitments and multi-sectoral collaborative responses to gender based violence. These lessons are useful for both donor planning and the Tongan context.<sup>20</sup>

## **1.5 Violence against women and children in Tonga**

Violence against women is an ongoing issue in the Kingdom of Tonga, for which only small amounts of data are available. Using indicators and trends present in international research to extrapolate local police and population data, it is estimated that between 20 % and 62% of women are victims of violence by an intimate partner every year.<sup>21</sup> However this does not account for the full range of violence perpetrated against women and children including sexual violence, psychological violence and other forms of child abuse which may not be reported to the Police. These extrapolations are a “best guess” and research on prevalence in Tonga will be very useful.<sup>22</sup>

In most countries of the Pacific, violent punishment of children is legitimized as being part of local culture. For example, an ethnographic study of childhood and the socialization of children in Tonga showed violent punishment and humiliation of children are justified on cultural grounds by many Tongans.<sup>23</sup>

International evidence has indicated that childhood exposure to family violence is the highest risk factor of future perpetration for boys and victimization for girls.<sup>24</sup>

## **1.6 Complementary Programs and Initiatives**

There are several complimentary programs in Tonga including the following;

- ***Pacific Prevention of Domestic Violence Programme (PPDVP)***

This NZAID-supported programme is focused primarily on building the capacity of Pacific Police services to prevent/respond effectively to domestic violence. Tonga is one of four pilot countries for implementation. The Tongan Police Domestic Violence Unit was established in June 2007. The PPDVP and the DVU have already developed a working relationship with NCWC, which they hope to strengthen via a Memorandum of Understanding (MoU) in the coming year.

- ***Ma'a Fafine mo e Famili Inc*** (previously *Legal Literacy Program*)

The Ma'a Fafine mo e Famili Inc (previously the Legal Literacy Project (LLP) carries out legal rights training and information and are auspicing a National Domestic Violence Study<sup>25</sup> to investigate the prevalence, causes, nature, and consequences of violence against women. It forms part of the network of the Regional Rights Resource Team (RRRT) based in Suva, Fiji.

- ***UNIFEM – Pacific***

A workshop focusing on project design and proposal writing on the elimination of violence against women was held in February this year by UNIFEM and FWCC. Two NCWC staff participated in this workshop.<sup>26</sup>

## **2.0 The Organisational Context**

### **2.1 Background and History of Centre**

In 2000 NZAID agreed to fund the CWL to establish the Centre for Women and Children in Nuku'alofa. Since then the organisation has become independently incorporated, although the CWL still sits, and has a permanent place allocated on the Board through a requirement contained in its Constitution. The project was envisaged as a three-year pilot, with further support subject to a review of the Centre's progress.

The original objectives of the Centre were to:

- Provide counselling services for women and children
- Raise public awareness of the issues affecting the Centre's clients
- Provide information and support to empower women
- Train a network of people to support the Centre's work.

### **2.2 NZAID Review Findings 2002**

A review of the NCWC was carried out by a previous NZAID Gender Advisor<sup>27</sup> in November 2002.<sup>28</sup>

Key findings in 2002 included:

- Family violence and violence against women and girls, including rape, is a serious and growing problem in Tonga
- The establishment of the Centre had been an important milestone in raising public awareness of the issues
- The Centre is playing a valuable role and has great potential to develop further
- At present the Centre is struggling to meet the community's needs and expectations
- There are a number of Constitutional, governance, management, staffing and relationship issues which need to be addressed to ensure that the Centre and Board operate effectively
- An agreed medium to long-term strategic plan would assist the Centre to develop its capacity and services
- The Centre requires additional financial assistance, a settled staffing structure and an ability to attract further volunteers to meet the community's needs and expectations
- The Centre's strength has been the enthusiasm, dedication and commitment of each of the people involved in its work
- The Centre has the active support of key agencies and individuals on Tongatapu.

Two further issues emerged which were:

- The suitability of the current facilities and its location, and
- The need for refuge and Safe House services on Tongatapu.

### **2.3 Outcome of Recommendations since 2002 Review**

Since this review, many of the recommendations have been progressed. It is interesting to note that some of the organisational issues still remain. The outcomes and current status of the 2002 recommendations are explored below:

#### ***Consultancy to assess feasibility of a Safe House***

Although recommended, it appears that a feasibility study was not specifically requested for by the Centre (and not resourced by NZAID) or undertaken prior to the Safe House being

established in 2005 – the reasons for this are unclear. The Safe House is a high risk and resource intensive service and would have benefited from a feasibility study and some initial establishment support including intensive staff training and operating policies.

#### ***Funding for a Coordinator***

NZAID has provided for a range of paid staff positions including a coordinator.

#### ***Centre Relocation***

The Centre has relocated twice since the 2002 review, once to a central location and then again to their new office due to damage to the building after the riots at the end of 2006. The Centre moved to the current office in 2007, but the location for both the Centre and the Safe House appear to be an issue in terms of access and suitability.

#### ***5 Year Funding***

The Centre has continued to receive funding from NZAID as the main donor. The funding agreement is due to expire in December 2008. Without doubt, core funding for the organisation has been crucial to its survival and evolution. However, adequate mentoring, training and monitoring have not always accompanied this core funding and therefore NCWC's capacity to develop has not been maximised.

#### ***Development of a medium to long-term plan***

It was not clear whether a strategic plan was ever attempted for the Centre<sup>29</sup>, but appears not to have been the case. However this is still an important and much needed planning tool to assist the Centre to focus and prioritise into the future. It will also be a useful tool to clarify the strategic oversight role of the Board and the implementation and management role of the Centre Manager and staff.

#### ***To develop collaborative and diverse partnerships***

This recommendation focused on the need to repair relationships between key stakeholders that have had a historical investment in the Centre and build formal and informal relationships with a range of community, church and government agencies to find collaborative solutions and programs to address VAWC.

Whilst relationships with police, health sector and civil society agencies have been developed, some of the historical issues have continued to create tensions for the organisation. This review is an opportunity to focus on steps that should be considered by the Centre to clarify roles and working relationships between key stakeholders, so as to ensure resource maximization and clear access points for women and children seeking support and advice.

#### ***For the Board and NZAID to monitor progress***

Whilst the Board has monitored the progress and the budget of the Centre, and there has been input from NZAID at post, the range of documentation, monitoring and planning on which to base monitoring appears limited and somewhat inadequate. This has left the Centre with a range of issues very similar to those raised in the 2002 review, including under developed capacity in governance and operational and service delivery. This review has found that both Board and staff require technical assistance (TA) over time to enhance monitoring of governance and operations.

## 2.4 Current Status of the National Centre for Women and Children.

The Centre is an incorporated not for profit organisation, under the *Incorporated Societies Act Act 29 of 1984*.<sup>30</sup> The Centre was established in 2000, incorporated in 2004 with a Constitution<sup>31</sup>, an Advisory Board of 9 members and a current staff of 11. The Centre operates from a main office in Nuku'alofa<sup>32</sup> with a General Manager, administrative staff (2), counselling/training staff (4) and a Safe House (established in 2005) with 4 staff. The Centre has received funding from NZAID for the past 8 years and the current funding arrangement is due to expire in December 2008. The Centre is the only organisation with a mandate to provide advocacy, support and services to both women and children who have experienced a range of violence and abuse. As there is no state provided welfare or child protection services, their mandate is broad and critical in addressing the human rights of Tongan women and children.

The Centre offers counselling (including 24 hour telephone counselling), support and advocacy to women and children, a 24 hour Safe House facility and community education and awareness raising around VAWC.

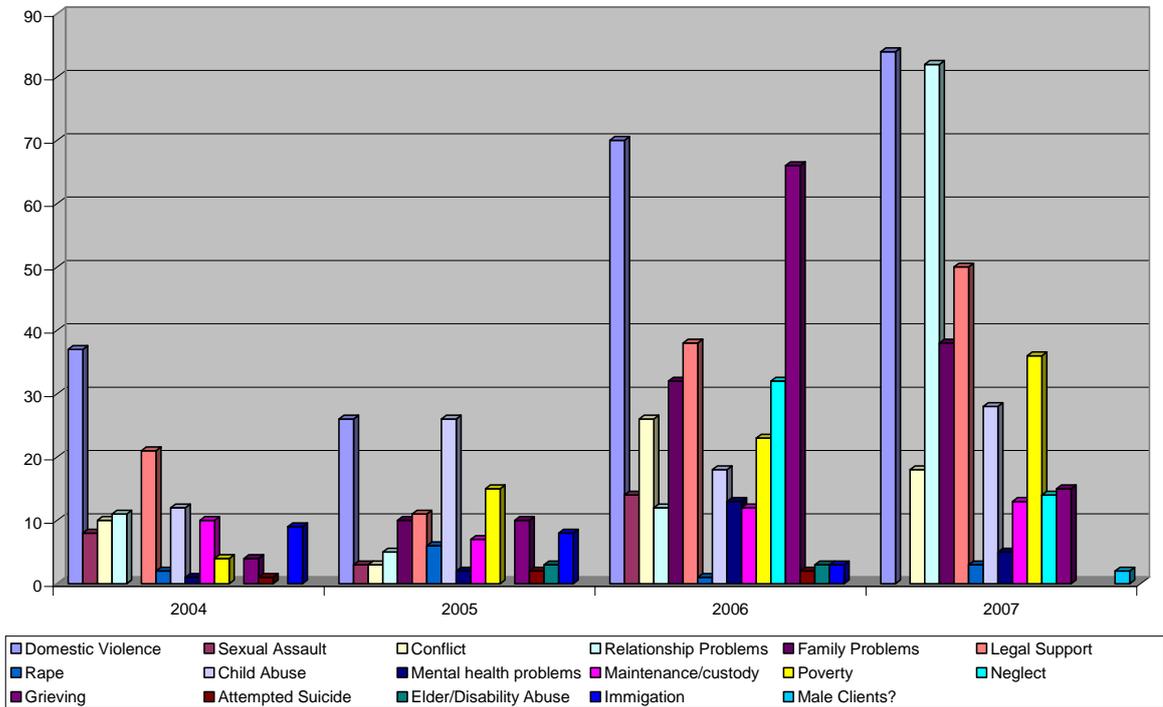
The Centre is reasonably resourced, however there are a range of planning, monitoring, governance and operational capacity issues which the Centre needs assistance with to address over time to provide a quality service response in line with best practice to address VAWC.

Working to address VAWC requires a resourced organisation with a clear focus on women and children's human rights and a competent skill set based in human rights and counselling frameworks as modeled by the FWCC. The FWCC have set the standard for quality service delivery, advocacy and capacity building around VAWC responses in the region and arguably globally. These best practice models have been addressed in detail in the findings and recommendations.

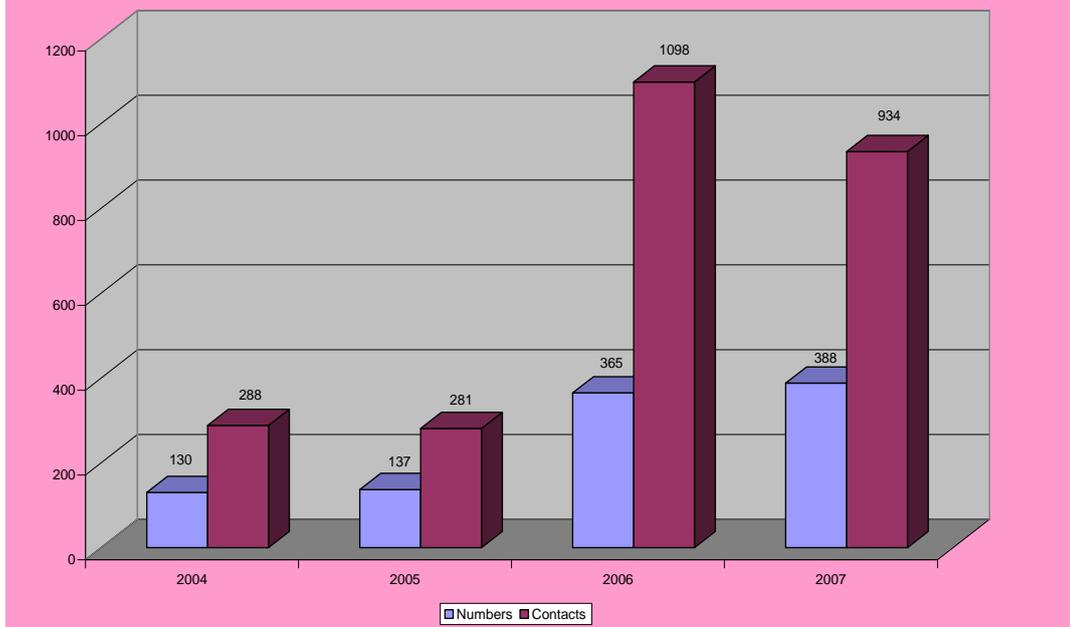
Although mandated to deal with domestic VAWC, in reality the Centre is providing support for an extremely wide and expanding range of social and gender issues, including rape, child physical and sexual abuse, attempted suicide, mental health and immigration due to a lack of any alternative service. Some of these social issues require a specialised skill set, which the Centre staff are not necessarily trained in.

The figures below illustrate the breadth of issues the Centre staff are dealing with and the increasing demand on their services over the past four years. It is evident that domestic violence is the main presenting problem.<sup>33</sup> Additionally related issues such as family problems, grieving, legal support, and child abuse are also prevalent issues the Centre staff are providing support on.

**Figure 1 National Centre for Women and Children Client Data 2004-2007  
Breakdown by main presenting issue<sup>34</sup>**



**Figure 2 National Centre for Women and Children Client Data 2004-2007  
Client Numbers and Client Contacts**



The challenge for the Centre in the next five years is to increase its capacity and knowledge to provide a sound basis for service delivery, awareness raising and community education. This will require a multi-year core funding commitment, careful planning and monitoring and assistance with several aspects of capacity building in both management and service/program delivery.

## **2.5 NCWC Relationship with NZAID**

NZAID has provided funds since 2002, through its bilateral program under a Grant Funding Arrangement (GFA) as a core funding partnership. Under this GFA, the Centre does not appear to have been required to provide a thorough design document or implementation plan up until recently. Although six monthly reports have been required and local liaison has taken place (largely through the NZAID Development Programme Coordinator), it will be important that both internal and external regular monitoring and evaluation take place henceforth, resourced by skilled personnel, using a well documented strategic or implementation plan as a basis for monitoring. This is addressed further in findings and recommendations.

### ***Synergies with wider NZAID Policy and Programmes***

NZAID recognizes the crucial role of women's organisations such as NCWC for achieving MDG 3 on gender equality and women's empowerment. NZAID's Pacific Strategy notes that major challenges remain in achieving gender equality in the Pacific and prioritizes support for the elimination of violence against women.

NZAID's Policy for Achieving Gender Equality and Women's Empowerment requires NZAID to implement a dual strategy of combining gender mainstreaming with support for specific activities which address gender disparities and empower women socially, economically and politically. NZAID support for NCWC relates directly to one of the three policy outcomes and focus areas, being the reduction of gender-based violence and protection of women's human rights so that women can live free of fear and with dignity. Support for the NCWC is currently the only gender-specific initiative and core-funding arrangement with a Civil Society Organisation (CSO) under the NZAID Tonga Bilateral Programme. As such, the NCWC provides a concrete example of gender-specific and CSO support, which should be maintained.

The recently agreed Joint Tonga/New Zealand Country Programme Strategy (TCPS) 2008-2018 highlights improving the position of women, through reducing domestic violence and increasing their role in decision-making as key governance challenges facing Tonga. The GoT has confirmed its support for NCWC and desire to see NZAID continue its direct funding support. NZAID's intention to provide ongoing funding stability to NCWC is articulated in the TCPS, although subject to and guided by the outcomes of this review. The new TCPS also includes a complementary programme of support to civil society, which will include support for advancing gender equality.

As the regional PPDVP programme has already established a working relationship with NCWC and intends to strengthen this relationship through a formal MoU, ongoing support for NCWC will help to enable this relationship to flourish. Therefore there are clear synergies between ongoing NZAID support for NCWC and the wider bilateral and regional programmes, which should be encouraged and maximized.

## **2.6 Capacity of NCWC to Diversify Funding**

Whilst the NZAID funding to the NCWC is crucial for its core service provision and administrative functioning, the Centre has demonstrated an emerging capacity to have specific projects and programs funded by other donors to address specific areas of their work. For example, the Centre has previously applied for and received project funding from AusAID and the US-based Global Fund for Women. The Centre has also received donations from Rotary and other individuals.

The Centre has over the years also hosted a series of volunteers from both New Zealand and Australia, who have contributed to staff capacity, organisational systems and programme deliverables. These volunteers have required NCWC managerial oversight to varying degrees.

Since the new manager commenced in March 2008, the Centre has secured funding from UNESCO for staff training and resource production, and is exploring a range of other ad hoc project based funding.<sup>35</sup>

Centre staff appear conscious of the value in diversifying their funding base and are considering innovative options such as how to engage the Tongan Diaspora and the private sector.

### **3. Key Findings and Recommendations**

#### ***Summary Overview***

The Centre is providing a service that is not being provided by any other organisation in Tonga. The Centre has a great deal to be proud of and has achieved a significant amount in a relatively short period of time while dealing with an increasingly wide range of challenging and complex social issues. For a relatively low investment, the Centre therefore provides significant value for money in terms of having a positive impact on women and children who are particularly vulnerable to a range of human rights abuses.

The reviewers are of the opinion that based on the findings from the review; the NCWC should receive interim 12 month funding to allow planning and TA followed by funding for a further period of a minimum of five years. However this new funding arrangement should be contingent upon some short term initial TA to plan and orient the organisation in the development of a stronger base and governance system from which to provide its services and programs. This should be provided as soon as possible after the completion of this review. and should be followed by further TA to support the development of a detailed and realistic 5-year strategic plan which could form the basis for the longer-term 5-year funding agreement.

Whilst the reviewers found overwhelming support and need for the programs and services of the Centre, the variable and sometimes weak organisational capacity and technical skills in the area of governance, management and sustainable and appropriate approaches to addressing VAWC requires ongoing strengthening to ensure that the Centre can grow and flourish in addressing and responding to VAWC.

To effectively address VAWC a high standard of skills from both staff and governance is required. The Board and staff need to continue to work towards a shared approach and understanding about the causes, consequences and strategies to address VAWC. For the Centre this means a focus on organisational strengthening over the next 2-3 years will place it in a strong position to expand its work into the future. The reviewers are of the opinion that the current approach of the newly appointed Manager and her team of “getting our house in order” is the right approach. The reviewers caution against taking on too many new projects or activities until the Centre can strengthen its services, staff, management and governance capacity. Similarly, whilst expansion of outreach and coverage of NCWC services to outer islands is desirable in the longer-term<sup>36</sup> and undoubtedly would fill an unmet social need, it would be unproductive until other institutional strengthening has been implemented.

To enable the Centre to flourish and grow the review recommends the following priorities be focused on over the next 5 years:

- Consolidate the strengths and focus of the Centre to build capacity to support victim/survivors of violence and advocate for a reduction in VAWC.
- Embed through policy development and training at all levels of the organisation shared goals and responses based on best practice and rights based approaches to VAWC.
- Develop and embed guiding principles and a viable service model for the Centre services.
- Undertake rigorous 5-year program and financial planning.
- Develop and implement governance, management and financial policies and procedures throughout the organisation that support clear and complimentary roles & responsibilities at all levels.

- Develop ongoing monitoring & learning throughout all aspects of the organisation.

**The consolidated recommendations include the following:**

**Short Term Recommendations: Year 1, August 2008- December 2009**

1. 2008 - NZAID to provide technical support to enhance recommendations addressing governance, financial, and operational tasks and capacity, to document and plan 2009 budget and work plan. (approximately 97 days TA)<sup>37</sup>.
2. 2008 – NZAID to provide immediate assistance to address security risk at Safe House. (local salary plus on-costs approximately 10,000 TOP)
3. 2008 – Undertake feasibility and design project to assess capital project to co-locate Centre and Safe House on government land, contingent upon offer of land (approximately 30 days).
4. 2009 – NZAID to provide interim core funding to the NCWC for 12 months (Jan-Dec 2009) in which to develop a 5 year plan and implementation of capacity building TA. (12 months enhanced Core funding plus TA budget for 5-Year Plan at approximately 35 days, and TA budget for capacity building of approximately 62 days)<sup>38</sup>

**Long Term Recommendations: Years 2-6, January 2010- December 2014**

1. 2010-2014 – NZAID to provide 5-year funding contingent upon the NCWC developing a comprehensive 5-year plan with budget utilising TA.
2. 2010-2014 NZAID to provide ongoing technical support to build governance and operational capacity to deliver, monitor and evaluate services, advocacy and awareness raising to work towards the reduction of VAWC in Tonga. (approximately 22 days per year).<sup>39</sup>

The above range of TA could be largely outsourced through a phased consultancy contract, with some additional outsourced financial management expertise.

## 4.0 Findings and Recommendations by thematic area – 2008-2014

The reviewers divided the findings into the key areas of organisational responsibility and activity. Each area addresses findings including achievements and challenges and makes recommendations relevant to that area.

Although the review is for the 5-year period from 2003-2008, some organisational data has not been available and therefore the findings for some areas are based on the recent developments and current status of the organisation.

The findings outlined below summarise the key issues identified by the reviewers, staff, Board members and stakeholders interviewed in country and in other Pacific countries (FWCC, Vanuatu Women's Centre, Cook Islands Counselling Centre).

Many of these recommendations will take years to achieve and will require ongoing support. These recommendations are also cognisant of the context for a small NGO operating in Tonga with limited resources and the range of political, cultural and social issues unique to Tonga, in which the work of the Centre is to be progressed.

### 4.1 Governance

#### Recommendations

1. 2008 - Centre to appoint auditor and implement audit before AGM
2. NZAID to provide TA<sup>1</sup> to develop governance capacity and responsibilities (TA approximately 20 days).

#### 4.1.1 Governance Findings

The governance of the Centre was established to provide an advisory oversight to the work of the Centre. It reflects in part the historical ties of the Centre to its origins with the Catholic Women's League (CWL) and the Legal Literacy Program, through a permanent place allocated to the CWL in the current Constitution. The Centre is currently an incorporated organisation under the *Societies Incorporation Act*.<sup>40</sup>

The Centre has an established Advisory Board of 9 members. The Board members come from both government and non-government organisations. A list of Board members is attached in the organisational diagram at **Annex 7**.

The Advisory Board is guided by a Constitution that outlines its roles and responsibilities. The initial Constitution was drafted in 2005. An amended Constitution was drafted in October 2007. See **Annex 8**. It appears this is yet to be registered. The most recent draft seems to have some omissions and may not maximise clarity and appropriateness of roles and relationships between the Patron, Board, management, and staff. In addition, it was developed prior to the recruitment and appointment of new NCWC staff, including the new Manager.

In practice however, the appropriate role of the Board vis-à-vis management has become blurred. In the past year the Board have felt compelled to take on some operational and management duties which went beyond their originally intended role due to a perceived lack of management capacity in the organisation. This has included a staff recruitment process that has placed all staff on a 12-month contract. This process was completed in March this year and included the recruitment of a new General Manager to the Centre. Although completed

the process was not without its difficulties. It appears the lack of human resource policy and procedures around recruitment processes may have contributed to this, although the process appears to have been quite thorough.<sup>41</sup> It should be noted that Board members have demonstrated a commitment to the work of the Centre and have helped the Centre through a difficult time.<sup>42</sup> In the future it is desirable that the Centre adopt the usual practice of the General Manager and senior staff being involved in the recruitment and appointment of staff with a selection panel, which may from time to time include members of a staffing or employment sub-committee.

Through documents review, staff and Board workshops and stakeholder interviews the following conclusions have been drawn:

### **AGM and Audit**

The Board had its last AGM in 2006.<sup>43</sup> As outlined by the Constitution this is an annual organisational obligation.<sup>44</sup> The Board has verbally made a commitment to hold an AGM later this year. Additionally it is a Board responsibility to appoint an auditor and oversee the organisational audit. This last happened in 2006 and again is overdue. In the context of the riots of 2006, the Centre relocation and staffing changes, it is understandable that these tasks have not been completed.

### **Board Composition and Selection Processes**

The Board is currently comprised of a group of committed and capable women who genuinely believe in the role and work of the Centre. Currently, the nine members comprise of a combination of government and non-government representatives who are elected for a three-year term

According to the Constitution, Board elections are to be held every year at the AGM (as terms expire or a vacancy arises) following an open expression of interest process. The Constitution only provides for one organisation to be permanently represented on the Board - the Catholic Women's League - in recognition of their historical role in founding the Centre. Although the Constitution does not prescribe which other organisations should be represented, there appears to be an unwritten practice of ensuring key government departments are represented on the Board.

The current Board composition could benefit from increased diversity and involvement of a range of people with skills in areas such as financial management, program development, management and gender violence. All of this should be considered in light of the skills that are needed to provide the best governance for the Board rather than based on organisational representation.

In the future there could be multi-sectoral forums and working groups that focus on organisational and sectoral representation to achieve a coordinated response to VAWC. For example a working group to develop referral protocols or shared training on VAWC. This is a distinct role that should be separate from the business of governing the Centre.

As some current Board members' 3-year terms have expired the Centre will need to recruit new Board members for the next AGM. There is significant work to be undertaken by both the Board and the manager to administer the AGM and ensure an open and transparent recruitment process in the lead up. This presents the Board and manager an opportunity to attract additional support for the Centre, diversify skills and promote and document the work of the Centre to present at the AGM. The Centre may also have the chance to offer other opportunities for outgoing Board members to continue to support the work of the Centre.

### **Board Policy and Procedures**

The Advisory Board does not appear to have guiding policies and procedures to support their important role. The development of Board policies helps clarify the roles, responsibilities, meeting procedures, and conduct expected of Board members. A Code of Conduct has been developed for both the Staff and Advisory Board.

There appear to be a few practices that may be construed as a possible or perceived conflict of interest such as the payment of monthly sitting fees, which may be incongruent with the legislative, Constitutional and philosophical basis of the Centre. For example whilst it is more than appropriate to resource Board members to attend meetings, provide adequate training and support, and reimburse members for out of pocket expenses incurred as a result of attending Board meetings, it may be construed as pecuniary gain if this small sum is characterized as fees in the Centre's budget line item and/or was paid to individuals who were representing organisations in a professional and remunerated capacity.<sup>45</sup> If there were greater resourcing and support for the Board, matters such as these could be more easily addressed in policies, guidelines, and induction.

Issues of possible or conceived conflict of interest may arise in this context due to the roles that Board members have in a range of other professional and private capacities. Any decisions made by a Board member where the Board member may have a real or perceived conflict of interest needs to be declared, and the Board member to absent themselves from any decision arising. It is important that any new member understand the role of the advisory Board and how this will impact on any public or professional role they may have. This can ensure that decisions made by the Board are made in the best interests of the Centre and the women and children the Centre is working to assist.

Another reason why it is very important to have guiding policies, that Board members have been trained in, is to assist Board members to carry out their important roles with due diligence and to clarify boundaries between governance responsibilities and operational responsibilities which rest with the manager, who is accountable to the Board. This saves time and increases Board efficiency and effectiveness.

Policies and resources that could be developed include:

- An operational and financial delegations policy
- A budget planning and monitoring policy
- A Board roles and responsibility policy and procedures
- A strategic planning policy
- A conflict of interest policy
- A Board values and conduct policy (developed July 08)
- A Board induction and orientation pack to the Centre and VAW
- A position policy on the Centre's approach to VAWC

### **Organisational Mission & Strategic Plan**

Whilst there is no Strategic Plan in place there has been an Annual Plan developed for 2008 and this will provide a useful basis for the development of a Strategic Plan.<sup>46</sup> A Strategic Plan, developed in consultation with staff and other key stakeholders which sets out the key agreed organisational aims, objectives and programs over a 5 year period is a useful point of reference for a governance body, to guide their role in monitoring the impact and outcomes of the organisation.

The mission contained in the 2005 contains a strong mission statement.<sup>47</sup> This mission provides a strong mandate for the work of the Centre both in terms of direct service provision and working towards changing the underlying causes of VAWC in Tonga. It follows that any strategic plan must be developed within the context and spirit of this mission.

### **Constitution & relationship to Board roles and responsibilities**

The reviewers sighted two Constitutions, one from 2005 and an amended Constitution from October 2007. It appears the most recent draft Constitution is still to be registered.<sup>48</sup> It may be opportune to revisit the draft Constitution prior to its formal registration to check and ensure that it reflects the mission and intent of the Centre.

For example the Centre in its Constitution has a clear role to advocate on behalf of individual women and children and collectively to work towards the elimination of VAWC. On occasion this may include research, advocating for law reform, lobbying government and enhancing responses to VAWC by courts, police and other government services.<sup>49</sup> It is important that anyone who is elected as a board member is clear about their role, the mandate of the Centre and their role in promoting this mandate and supporting planned strategies that support this work.

Based on the recent recruitment of a new General Manager, there lies a renewed opportunity for the Advisory Board to reinvigorate their role to provide strategic guidance and advice in line with the mission of the Centre, whilst monitoring the Operational responsibilities to the delegated manager.

Other findings regarding the revised Constitution (October 2007) include:

- Current draft does not detail the required quorum
- Current draft does not include previous mission of the Centre
- Current draft does not include the role of Treasurer
- Current draft does not maximise clarity and appropriateness of roles and relationships between the Patron, Board, management, and staff

### **4.1.2 Governance Recommendations:**

#### **Governance Recommendation 1: 2008 Centre to appoint auditor and implement audit before AGM**

In order for the Centre to maintain legal compliance, it is important that an auditor is appointed by the Board soon, and that the Manager of the Centre oversee and support the audit process in line with auditing standards and accrual accounting processes. As the Centre does not yet have an accrual accounting process in place, it would be helpful if this could be developed prior to the audit, so that the auditor can report an accurate financial position for the Centre. The issue of TA with the development of an accrual accounting system is addressed in the Management and Operations section.

If this is not possible prior to the AGM, then an audit should proceed, with the proviso that the accountant provides a report on the financial position of the organisation, including a balance sheet (assets and liabilities).<sup>50</sup>

#### **Governance Recommendation 2: 2008 - NZAID to provide TA<sup>51</sup> to develop governance capacity and responsibilities (approximately 20 days)**

This recommendation is to provide a TA role to the Advisory Board (which includes the Centre Manager) of the centre to support the Board to undertake the following tasks:

- Assess and establish the current legal status of the draft Constitution of October 2007.
  - Review in consultation with the advisory Board the content of the Constitution to ensure compliance with the *Incorporated Societies Act* and other relevant legislation.
  - Review the governance structure in consultation with the Board and staff to identify how the current structure might be best supported and enhanced in the next 2 years. For example, exploring the development of supporting-sub committees, a Friends of the Centre Group, or membership and looking to regional models that have worked well, particularly those who work in a gender specific organisation that addresses human rights issues such as VAWC.
  - Assist the Centre to resource, plan and implement the AGM process.
  - Develop information and resources to support the Advisory Board and Centre Manager to identify recruit and select new Board members (succession planning). This would also include providing advice about the composition and diversity of the Board to ensure appropriate knowledge regarding expertise and commitment to addressing VAWC, service development, governance and finances are represented on the Centre's Board.
  - Develop Board policies and resources in the following areas; position descriptions for office bearers, Board induction and information kit, code of conduct (recently completed), conflict of interest, delegations, budget and financial planning and monitoring.
  - Assist the Board to develop delegations policy to enable General Manager to oversee management of organisation including all day-to-day operations of the Centre.<sup>52</sup>
  - Assist the Board to scope the parameters of a Strategic Plan for the Centre 2009-2014.
  - Support the Centre Manager to develop a brief Annual Report for the AGM to promote the work of the Centre and provide a report for the past year.
  - Explore how the Centre and the Board can maximise the support the Patron provides for the centre including her possible role at the next AGM.

## 4.2 Services and support for Women and Children who are victim/survivors of VAWC

### Counselling and Support

#### Recommendations

1. **2008-2014 Resourcing to Centre to provide training and PD to an agreed minimum level of competency (annual budget allocation of 15 days/staff member)**
2. **2008 NZAID to provide TA to develop and document the service model for the Centre, for both Counselling services and Safe House (TA 15 days)**
3. **2008 NZAID to provide TA to develop counselling & case management guidelines & systems including external supervision. (TA 10 days)**

#### 4.2.1 Counselling and Support Findings

The NCWC provide the following support services to women and children affected by VAWC. This includes adult and child victim/survivors of domestic violence, sexual assault, child abuse and sexual harassment:

- Free and confidential crisis counselling Monday –Friday 9am-5pm
- After hours emergency phone counselling and referral
- Support, Information and Advocacy to clients for legal, health and police assistance to increase safety
- Mobile awareness raising and information provision
- 24 Hour Safe House for up to 4 families up to 12 weeks.<sup>53</sup>

The Centre operates from two sites. The first is the Centre office and counselling Centre. This operates 5 days per week from 9am-5pm, with after hours emergency contact as required. The Centre has four counselling staff, two of whom focus on counselling and the other two staff who focus on community education and awareness raising to men, women and children, but can provide counselling and support as required.<sup>54</sup> Staff indicated that it takes clients two bus rides to get to the Centre which is inconvenient and time consuming, especially with young children.

The Centre provides support to women and children who have experienced domestic violence, sexual assault, and child abuse; this includes physical and emotional violence. The Centre increasingly accesses legal advice, court support, police support and other assistance for women and children affected by VAWC.<sup>55</sup> The Centre has commenced discussions with the Police Domestic Violence Unit regarding the development of a formal protocol.<sup>56</sup>

The other site is the Safe House. This was first established in late 2005 and now has a staff of 3 carers<sup>57</sup> and one manager. The Safe House operates 24 hours a day seven days a week when clients are staying. The need for a Safe House was identified in the 2002 review and a feasibility study was recommended. However it was found that contrary to this recommendation a feasibility study was not carried out prior to establishment.<sup>58</sup>

The reviewers found that all staff at both sites are committed to their clients well being and enthusiastic about the mission and vision of the Centre. The reviewers met with all staff and discussed issues about the centre services in a workshop as well as interviews. The reviewers also viewed a range of documentation regarding service provision.

Client data collected over the past 4 years is found in Figures 1 & 2. Figure 1 indicates the range of presenting issues across 4 years. Although there is a slight difference in some areas of classification this data gives an indication of the wide range of violence and problems women and children present with and the increase in the number of women and children accessing the services of the Centre.

### **Case Study 1**

This is the story and history of a client who has used the services of both the Safe House and counselling support.

Our client contracted polio as a child but could still walk. She married and had three children. When her second child was 10 months old her husband beat and kicked her resulting in permanent disability. She has since been confined to a wheelchair. The violence continued until her husband left her. She was without income or support for her children.

The client has been using the services of the Centre for two years. The client contacted the Centre after her husband burnt down their house. There had been a family argument and the mother had hit one of the children, for which the husband was angry. The client's eldest daughter told the mother that while the client and the second daughter went to the shop the husband brought a bottle of kerosene and poured it onto the roof of their house and lit the fire. The child said that the father threatened to kill her if she told anyone. The 6 year old daughter told her mother that she was standing under the Ifi tree; sobbing and watching the father burn the house down. The father was arrested shortly after this. The Centre was contacted by a man looking for assistance for this woman when she was found with her children. The Centre went in their vehicle to collect her and her children.

The client said her husband started beating her four days after their marriage. The client came to stay at the Safe House for about one month. During this time the Centre provided assistance to her and her children. Her baby had signs of malnutrition and developmental delays due to neglect and exposure to violence. The Centre have assisted the client with legal assistance, secure accommodation, family group conferencing with her extended family and police support.

### **4.2.2 Recommendations for Counselling and Support**

The following recommendations to improve service delivery should be adopted by the Centre:

#### **Counselling and Support Recommendation 1:**

**2008-2014 Resource and develop ongoing training and PD program for all staff with client contact to a minimum level of competency, including VAWC crisis counselling and other specialist knowledge. (Annual training allocation of 15 days per staff member in budget).**

Most of the Centre staff have recently completed training conducted by the Fiji Women's Crisis Centre (FWCC).<sup>59</sup> The FWCC made a range of recommendations and these have

informed recent management decisions and contributed to the review findings and recommendations.<sup>60</sup> The FWCC have a comprehensive training package and counsellors guide that they have developed and refined over the past 17 years. It is critically important to the work of the Centre that the approach taken in the Centre's work models the approach of experienced and skilled agencies such as FWCC and other Centre's that base their work on best practice approaches to working towards reducing VAWC through individual support and systems reform.<sup>61</sup> The context of and the range of abuse that the FWCC addresses are unique in services that respond to gender violence as they address domestic violence, sexual assault and child abuse. The lessons learnt from these models have already proved relevant to the Tongan context.

These practices use an evidence-based approach, which adopts human rights, empowerment, and counselling skills to work with women and children to privilege safety, dignity, information and empowerment.<sup>62</sup> The core of this work is to assist women and children to understand that violence and abuse perpetrated against them is not their fault, they are believed and they have a confidential, non-judgmental service and staff members who will listen and support them to work through their options and crisis.

Because the work of the Centre is broad, all staff, both Safe House staff and counselling staff need ongoing training and support in a range of areas including:

- Crisis counselling skills with victim/survivors of VAWC
- Para-legal and client advocacy skills
- How to recognise and respond to sexual assault, child abuse and domestic violence
- Case management, file management and data entry

An emerging area of need is working with men to reduce VAWC. This covers community education and awareness with men to reduce and work towards eliminating violent behaviour towards their women and children. The male advocacy program is covered in the Community Education section.

It is important for the Centre to build into its annual budget an amount for training from a specialist in the above areas, that can provide at least two weeks training<sup>63</sup> to each staff member each year in a range of areas.<sup>64</sup> This is in addition to ongoing peer and management supervision. The Centre will require additional resources to skill up staff. This will include both in-house tailored training delivered by FWCC and other purchased training including access to other options such as on-line learning.<sup>65</sup>

It is recommended that all Safe House staff undertake a range of training so that Safe House staff can be adequately skilled to take on a support and case management role with clients at the Safe House. Additionally as the Safe House has had a number of children staying with their mothers, and on occasion unaccompanied, that Safe House staff need extra training in support for children and young people that utilise the Safe House.

### **Counselling and Support Recommendation 2:**

**2008 NZAID to provide TA to develop and document the service model for the Centre.** (For Counselling and Safe House, including principles, guides which outline the underlying values, ethics and services that the Centre will provide-TA approximately 15 days)

It is crucial that the centre document, develop and articulate what the service model of the centre will be and how this will operate. This includes everything from the services that are offered, for whom, what the approach is and the guidelines and values that underpin this

approach. It is equally important for the Centre to be clear about what services are outside the scope of the Centre and why this might be.<sup>66</sup>

Once the service model has been more clearly defined and documented, then the systems and guidelines that support the service model can be further developed. The Centre should be careful not to over extend its current capacity. Documentation of the service model includes both the services offered by the Centre and the services offered by the Safe House. The Centre should articulate how and for what issues it will support children and young people.

The service model should articulate how it will develop a sustainable response during working hours and after hours including weekends.

**Counselling and Support Recommendation 3:  
2008 NZAID to provide TA to develop counselling & case management guidelines & systems, including supervision (TA approximately 10 days)**

The Centre has already commenced the development of case management and counselling guidelines and resources. It would be helpful for the Centre to access TA to further develop this in consultation with staff. This will assist staff to have clear guidelines and documentation to use with clients in a consistent manner. This will enhance staff effectiveness and reduce staff stress. This links in with recommendations already made by the FWCC during their two week in service training and management consultancy with the Centre in May 2008.

In line with FWCC recommendations this could include the following:

- Code of ethics and practice – recently completed
- Counselling manual and resources –in draft
- Client intake and data forms
- Case Management Guide for staff<sup>67</sup>
- Client rights charter and resources.<sup>68</sup>

It is important that the counselling team build up their practice skills and team work together so they can support each other in their work, problem solve particular issues and engage in peer supervision. Additionally the Centre needs resources to bring in periodic external supervisors who can observe staff at work, coordinate team case reviews, provide feedback and resource staff to enhance their counselling, advocacy and case management skills to support clients, in keeping with best practice in the field.

<b>Safe House</b>
<b>Recommendations</b>
<b>1. NZAID to resource feasibility study regarding co-location and resource sharing ( TA 30 days)</b>
<b>2. Centre to build capacity of Safe House staff</b>
<b>3. NZAID to resource Centre to enhance management and security of Safe House (10,000 TOP plus budget planning)</b>

**4.2.3 Safe House Findings**

The reviewers found from stakeholder interviews<sup>69</sup> that there is widespread support for the Safe House. The Safe House staff are all enthusiastic and committed to the vision of the Safe

House and client safety. The Safe House has 3 Safe House carers, who have all been on staff since November 2005 and a newly appointed manager.<sup>70</sup>

The Safe House has a discrete monthly operating budget and administered by the Safe House Manager. The Safe House is located in an old weatherboard house in a central district about a 15 minute drive from the Centre of Nuku'alofa.

The Safe House run life skills and training for women in income generating as there is no access to social security for women and children in Tonga. Many of the women accessing the Safe House have little or no access to income support of any kind. Unless women are supported to go through court to access child maintenance they are often dependent on family members for survival. Throughout consultations women's access to income and income generation was raised as an important option for women to enable them to live away from violent partners, if they choose to do so.

Some of the issues observed and raised through consultations by Board, staff and other stakeholders include the following.

#### **Case management system & service model unclear**

It was not clear from the documentation or the interviews whether there is a clear case management system and service model in place for the Safe House. Whilst there are emerging client documentation requirements and recent development of Safe House rules and regulations,<sup>71</sup> there does not appear to be clarity about the following:

- Target group and criteria for clients (adults and children) accessing the Safe House.
- Case management and support including goal setting and support to maximise options for women and children to gain safety after exiting.
- The immediate crisis response by trained staff and supports that might be put in place for women and children entering the Safe House.
- Service model response regarding assistance to children and young people as clients in their own right.

#### **Need for coherent service delivery across Safe House & Centre**

The Centre and the Safe House have recently improved systems between the two sites, including coordinating all intake and referrals through the Centre, new Safe House Rules and pro-formas. Due in part to lack of training and skills development with the Safe House carers, all counselling and case support is currently provided through the Centre to provide a coordinated intake and screening response. The Safe House carers role has been recently reclassified as an attendant carer with no case support or case management role. Over time these positions could be enhanced to take on casework so that the human resource potential can be maximised. Feedback from Safe House staff indicated a strong desire to take on previous roles they have carried out as caseworkers, contingent upon further training.

It is important that the Centre is able to provide comprehensive services to Safe House clients such as regular (weekly) counselling appointment, proactive advocacy to access legal assistance and other practical assistance.

#### **Available human resource potential & team building not maximised**

Following on from the above point, given there are 4 full time staff located at the Safe House, and relatively low numbers of clients using the Safe House (average 1-2 women usually with dependent children per week), this does not appear to be an optimum way to utilise this number of staff. The Centre has addressed this by arranging for staff to work from the Centre

with a range of tasks to assist the Centre when they are not required at the Safe House. In the longer term the roles of the Safe House staff could be maximised through further training and role reclassification of at least 2 if not all staff.

### **Security and Safety**

There have been several recent incidents of threatened violence towards staff and clients from armed perpetrators. The lack of access to 24 hour security, a secure property, no vehicle and relative isolation at night places the staff and clients of the Centre at risk. This was raised during and subsequent to the review visit with another critical incident documented in July.<sup>72</sup> The Centre has dealt with this by hiring an occasional security guard and this could be resourced in an ongoing way. The Safe House is a high risk program and needs further planning and review to ensure that safety procedures are in place for staff and clients.

### **Other Current issues**

The current house which is located in the Tongatapu central district has been leased for another year. It is a four bedroom house with a large amount of land. The Safe House staff do not have access to a car at night and this has been an issue for client access to the Centre and responding to emergency medical needs of Centre clients, especially after hours.

The Safe House staff are rostered on 24-hour shifts to include sleep-overs when clients are staying. When staff are on leave or sick this 7 day a week roster is not viable. When planning the next budget thought should be given to identifying reliever staff to provide back fill to Safe House staff.

One of the Centre carers is male, and although relatively well trained<sup>73</sup> and dedicated to his work, this appears to be an anomalous arrangement and one which might cause possible discomfort to some clientele. Further thought should be given to the best utilization of this obviously committed staff member, his skills and attributes. Given staff are rostered on solo sleep overs and provide personal care attendance to clients further thought should be given to staffing roles and responsibilities.

### **Case Study 3 - the Safe House**

**(this case study has been changed to protect the identity of the client)**

Mother :	aged 23
Accompanying children:	two aged 3&1/2 and 6 months
Length of stay:	four weeks and 2 days
Relationship with perpetrator:	husband
Exit point from Safehouse:	returned to husband

“ The client was living with her husband in their home. Her husband came home one night and he was very drunk. He yelled to his wife and asked for food and they were arguing with each other. He was really angry so he got a gun and put it on her sons head and shouted to her and he said I am going to shoot him. And thank god there was no bullet in the gun. He yells and shouts and then he slept. In that time she was so afraid and she know that there is a place to run to and one of her relative bring her and her 2 children to the Safe House refuge.

We keep them in Safe House to be safe. After a few weeks her husband found that they were at the Centre. So he really needs to talk with his wife about what happened. We organize a family meeting for them at the Centre’s office. Both mothers of the wife and husband attend the meeting. Reconciliation takes place and the husband says sorry to his wife and his son for what had happened. It is a nice sharing on behalf of them. However, the Centre’s counselor inform the husband that once he lay a hand on his wife and children the Centre will take him

to Court. Moreover the wife was also reminded to report to the Centre whenever any serious problems occurred again from her husband. She decided on that day to go back home with her husband and the kids because she forgave him and they promise to start a new life for their family.”<sup>74</sup> Excerpt from Report to NZAID

This case study gives an example of the kind of issues the staff at the Centre and the Safe House face on a daily basis. In the future with improved, policy, procedures and training the additional supports and interventions might be implemented in addition to that already provided by the Centre, to enhance safety and options of the woman and her children. This is further explored in **Annex 9**.

#### **4.2.4 Recommendations Safe House**

##### **Safe House Recommendation 1:**

##### **2008-2009 NZAID to resource feasibility study regarding co-location and resource sharing, pending Centre securing a piece of land (approximately 30 days)**

This recommendation focuses on the short and long-term viability and safety of staff and clients of the Safe House. At the moment the Safe House operates from a separate site. Whilst there are obvious reasons for this regarding presumed security and confidentiality, it is questionable whether, given recent incidents; security is being achieved in the current site. The Safe House has four staff that do not appear to be fully utilised due to variable client numbers and co-location might therefore allow for greater interchange of staff roles between Centre functions.

The common stakeholder and staff view was that consistent confidentiality of safe house location was not realistic or achievable in the Tongan context. This has been highlighted by recent critical incidents in which the perpetrator has found the safe house and threatened the safety of the client, children and staff. Therefore emphasis should be on how to secure the safe house facility, irrespective of confidentiality of location or not. Co-location is worth investigating to address client and police access, security and safety issues.

The Centre with the support of their Patron, HRH Princess Nanasipau’u Tuku’aho has requested government land on which to relocate. The outcome of this should be known in by September 2008.<sup>75</sup> Should this land be secured, NZAID should immediately provide support for this feasibility study to be carried out.

It is worth resourcing a study to explore the feasibility of Co-locating the Safe House on the same site but separate building to the Centre.

The study would:

- explore how the resources - personnel, capital and operating costs could be maximised without compromising client or staff safety and confidentiality.
- assess any potential risks to service delivery and client or staff safety of both the Centre and Safe House
- consider how these resources could be enhanced, including enhancing accessibility of services provided by the Centre, enhancing the crisis response by police, exploring whether Safe House and centre staff be trained to share the 24 hour roster at the Safe House and concurrently operate the 24 hour telephone crisis service for women and children.
- map over a two week period, service demand at both the Centre and the Safe House, consult with all staff and stakeholders regarding the positive and negative aspects of

- co-location, investigate possible options for appropriate co-location in two separate buildings with separate entrances, exits etc.
- cost the options of co-location as opposed to continuing to operate from separate sites over time.
- to identify after hours referral pathways and services such as the police and hospital and consult with them regarding how co-location might be viewed.
- examine other models for emergency supported accommodation that have been adopted in the Pacific context.

The feasibility study would need to be carried out by a technical expert with experience in managing women and children's refuges/Safe Houses and domestic violence/sexual assault services.

### **Safe House Recommendation 2:**

#### **2009-2014 Build Capacity of Safe House services and staff**

Once Safe House staff have received further training, it may give the Centre more flexibility in how staff are assigned to support clients. Consideration should be given to the following:

#### *Consider dedicated counsellor from existing staff*

Over time it would be ideal to have a staff member with counselling skills available to the Safe House on a regular basis. It was evident that regular access to centre counsellors may at times be an issue. In order for women and children to receive regular support and case planning they need at least weekly visits from an assigned centre counselor.

#### *Enhancing role of Carers over time to take on additional tasks e.g. child development, practical and emotional support to clients*

To enhance organizational capacity and build a skills base staff should be trained in a range of areas to enable them to take on additional responsibilities. This might also include taking on specialist roles such as children's support worker, case management worker, para-legal support worker and so on.

#### *Proactive team building between SH & Centre staff – shared goals & peer support*

Secondment of staff between the two sites may also help build capacity and strengthen the overall effectiveness of the Centre. Proactive team building between Safe House and centre staff has already commenced at the Centre with a 2 day retreat held, training, and weekly team meetings is an excellent start to enhanced team building.

### **Safe House Recommendation 3:**

#### **2008 -2009 NZAID to resource Centre to enhance security and management of Safe House. (10,000 TOP plus budget planning)**

There are a range of safety and resourcing issues that need to be addressed at the Centre through the following;

- Resourcing of a night guard by NZAID on trial for one year (10,000TOP)
- Development of Emergency procedures/working policies
- Development of a roster/workload analysis - casual reliever pool
- Consideration of transport options for staff and clients
- Acquisition of practical activity resources for children.
- Consideration of redeploying male staff member to another role at Centre/Safe House.

### **4.3 Advocacy and Community Education**

#### **Recommendations**

- 1. Develop Advocacy and Community Education Strategy (Budget planning)**
- 2. Develop Communications/Promotions Strategy (Budget planning)**

#### **4.3.1 Advocacy and Community Education Findings**

##### **Increased awareness of Violence against women and children through promotion**

Centre staff have undertaken a range of outreach and awareness work over the five years, including:

- Awareness raising about the Centre and the work of the Centre to health professionals at both hospital and community health settings, village church and community groups and primary and secondary schools.<sup>76</sup>
- The development and delivery of male advocacy awareness training for one week to 30 men in Tonga to raise awareness about VAWC in Tongan society. This has served as the basis of an emerging interest in the establishment of male advocacy program to address VAWC program in Tonga.
- The delivery of 5 awareness-raising workshops to young and older men in community settings including a White Ribbon Day workshop. The White Ribbon Day is an international campaign engaging men to campaign to eliminate violence against women.<sup>77</sup>
- One off training of volunteers held in 2006 across Tonga to raise awareness and support for the work of the Centre.
- Media awareness and centre promotional materials have been produced are being revised and reproduced this year.

Although much of this work is time limited and one off in nature it does appear to have raised some level of awareness about the existence of the Centre and the Safe House. Additionally there appears to be growing awareness that violence against women in the form of 'wife beating' is no longer as acceptable as it has been in the past. However these programs have been neither adequately planned, resourced, followed up or evaluated. Additionally anecdotal evidence and international, regional and near country research indicates that VAWC is widespread and there is much work to be done regarding attitudes that support the use of VAWC.

##### **Potential male advocacy capacity**

There is an emerging capacity amongst a small group of dedicated men and women to raise awareness amongst men and boys in the community about the damaging impacts of VAWC and the role they can play in helping reduce this. In August, 2007 the FWCC held training for 30 men from around Tonga. The aim of this was to commence the process of developing skills amongst a core group of men to reduce VAWC. The workshop was held for five days and training was delivered by Ms Shamima Ali, Coordinator, Fiji Women's Crisis Centre.<sup>78</sup>

This program is underpinned by international evidence, which increasingly emphasises prevention strategies that target men and boys as an important part of any prevention strategy to change attitudes and behaviours.<sup>79</sup> Additionally that community based

education programs can result in positive changes and a decrease in domestic violence in target communities.<sup>80</sup>

This training was followed up by the attendance this year of 6 male advocates to the Pacific Women's Network Against Violence Against Women to attend Male Advocates Training in Fiji.<sup>81</sup> This program has potential to be further developed and resourced into the future to bring about changes in attitudes and behaviors.

However expansion of a program such as this is premised upon ongoing training and support to ensure a quality program that is accountable to the experience of women and children and implemented in partnership with NCWC female community educators.

### **Case Study 3:**

One of the male advocates has worked as a policeman for 26 years. He worked mainly with family problems and used to support reconciliation of a husband and wife after violence. But now with this knowledge he says...

*"I have changed my views and attitudes towards cases, especially domestic violence. I encourage staff to take and record complaints and carry out full investigations. I now believe that every case needs to reach the courtroom. In a recent case I dealt with a male family member, who beat his wife. Before I would have taken this case lightly and tried to get his wife to reconcile, but I arrested him and charged him."*<sup>82</sup>

### **Clear role for NCWC in advocacy around VAWC**

The Centre through its mission and stated purpose has a clear role and mandate to advocate on behalf of women and children affected by violence for changes to attitudes and behaviors' towards women and children in Tonga.

Existing strategies provide a platform for the Centre to develop a carefully planned and implemented advocacy and community awareness program over a period of years. As with any community awareness raising and/or advocacy monitoring and evaluation needs to be planned from the outset so that impact can be assessed.

The Centre has previously made some contribution in advocacy and lobbying and will be positioned to contribute more to this into the future once their operational and service delivery capacity has been further enhanced and consolidated.

However, it appears that the Centre may have under utilised opportunities for work in the past. For example it appears the Centre had undertaken to auspice a Prevalence and Incidence research project, but this project has now been taken on by another organisation. The Centre in line with their mission might take up future opportunities such as this along with opportunities to maximise impact through links with the education sector, the Church, Civil society networks and the media.

### **4.3.2 Recommendations: Advocacy and Community Education**

#### **Advocacy and Community Education Recommendation 1**

##### **2010-2015 Develop Advocacy and Community Education Strategy (Budget planning)**

As part of the Strategic Planning process the Centre can plan for the implementation of an advocacy and education strategy.

The Centre staff is developing a community education package. This should be developed as part of a community education strategy that has a clear focus and targets so that it can be monitored and evaluated over of time. This should include consideration of community education on the Outer Islands and in specific sectors such as education.

There is potential for the gradual development of the male advocacy programme over a number of years. It is important that further training take place and that a plan is developed to assist the commencement of a pilot program which involves community education utilising Centre staff and “accredited” male advocates. This should be carefully monitored for quality, viability and clarity of message about women’s safety, choice and right to be safe.

As part of a community education package and plan, the issues of child and adult sexual assault and child abuse should be developed, in addition to domestic violence information, in a thorough and sensitive way so that these issues can be addressed appropriately. This includes careful consideration of age and gender. This will also require further training of staff so that there is a stronger grounding and understanding of these issues before any further community education and awareness is implemented.

#### **Advocacy and Community Education Recommendation 2.**

##### **2010-2014 Develop Communications/Promotions Strategy (Budget planning)**

It will be important to develop and deliver a considered media and communications strategy in order for the Centre to take a pro-active stance to raise awareness about the issue of VAWC, the services of the Centre and to respond to media reports about this issue.

This will include the development of materials, position statements, media information packs and annual media events attached to regular Pacific wide campaigns such as Reclaim The Night, 16 Days of Activism to End Violence Against Women and White Ribbon Day for example.<sup>83</sup>

This will need to be resourced and supported through additional staffing or TA. This may also involve media training for the Centre spokesperson(s), which are usually the General Manager and on occasion the Chairperson.

Communication tools such as the re-establishment of the Centre’s web site can be implemented as part of an overall media and communications strategy over a period of time, once the governance and service recommendations have been implemented, perhaps with the help of a volunteer. This will be a useful tool for communicating services available, reports, and advocacy and even on line counselling and information for women, children and community members.

## 4.4 Management and Operations

### Human Resource

#### Recommendations

1. **2008-2009 Resource Centre to establish performance management, workplans and supervision systems (TA 7 days)**
2. **2008-2009 Centre to analyse staffing needs/gaps and roles & tasks for counselling team**

#### 4.4.1 Human Resources Findings

The reviewers found that all staff are committed and passionate about their work. Reflections from other stakeholders concur with this, whilst acknowledging that skills and training need to be enhanced; this is a crucial element for work in VAWC.

Quoting a stakeholder with many years experience about lessons learned commented that *“strong at heart, committed volunteers and staff must believe in the work they are doing and the purpose of the Centre”*.

In the past six months the staff and Board have developed a staff policy manual, a code of conduct, and a draft code of ethics.

Consultations with staff highlighted a range issues. The four counsellors employed at the Centre all have identical position descriptions; however their roles and tasks differ. Whilst it is common practice to have generic position descriptions, it is also helpful to everyone concerned to clarify core roles and responsibilities. This is partly reflected by the identified need to enhance the skills and capacity of staff through further training and the need for the Centre to develop resources and systems before staff can take on particular responsibilities.

This will need to be further clarified and resolved over the next six months. The reviewers observed that the Centre is in a period of consolidation and team building and that there is enough good will and management capacity to resolve and clarify these job roles over the next six months, pending funding and planning outcomes.

A system for staff to plan their work and to be assessed using this as a basis for performance is yet to be developed. The General Manager has identified this as one of her priorities over the next six months. The staff have recently worked together at a two-day retreat to plan their work over the next six months.

There appears to be some staff dissatisfaction regarding terms and conditions at the Centre, due partially to unclear staff classification, progressions options, tenure and rising costs of living. This can be partly resolved through forward budget planning, creating options for progression incentives and securing future funding for the centre.

Given the Centre’s focus on client services, it is very important that all staff have access to qualified clinical supervision and are resourced and trained in peer supervision over time. This includes support for the General Manager who has overall responsibility for 11 staff and line reporting of 8 staff.

#### **4.4.2 Human Resources: Recommendations**

##### **Human Resource Recommendation 1:**

**2008-2009 Resource Centre to establish performance management, work plans and supervision systems: (TA approximately 10 days)**

The Centre has undertaken to establish a performance management system in order to provide a clear structure for staff to plan individually, and within teams and to be assessed against during the year. The General Manager will be developing this system over the coming months and it would be timely to provide some technical advice to the Centre in order to achieve this. This system needs to be linked to the further enhancement of the HR systems, professional development and training plans. It should be noted that the Centre has provided a range of training opportunities for staff over the past five years. Performance management will also need to extend to the Boards role in performance management with the General Manager and a user-friendly system for the Board to assess the performance of the General Manager. Again TA to develop and implement this in a simple and user-friendly way would be of assistance to the Centre.

As part of this the Centre could also benefit from assistance with practice/clinical supervision of staff at both the Safe House and the Centre. This could take the form of train the trainer for the General Manager and the senior staff in providing this kind of supervision to workers. Periodic TA for staff twice a year from a qualified external supervisor would greatly benefit the staff and their development in their work with vulnerable woman and children. This kind of on the job supervision is essential in developing staff capacity and providing feedback regarding practice with clients.

##### **Human Resources Recommendation 2:**

**2008-2009 Analyse staffing needs/gaps and roles & tasks for counselling team**

*Clarify roles & tasks for counselling team*

Whilst the current arrangement has been put in place to respond to current needs and organisational demands, it will be important to revisit staff roles and Position Descriptions (PDs) over the next six months to ensure centre needs are met and if possible matched with staff expectations and competency levels.

*Needs analysis of potential gaps e.g. driver/transport options, security guard, roles at SH, deputy manager, research/information/communications officer, lawyer*

A range of issues were raised regarding the need for additional personnel assistance at both the Centre and the Safe House. It would be prudent to undertake needs and demand analysis to document thoroughly the need and identify a range of options. Resource sharing of additional staffing i.e. legal advice between other organisations, budgets for sessional assistance, brokerage to purchase specific TA may all be options to resolve some of these staffing needs that have been identified. These issues could be incorporated into a funding and implementation plan for 2009 and beyond.

#### **Finance**

##### **Finance Recommendations:**

- 1. 2008-2009 Resource Centre to purchase and develop accrual accounting software and train staff (TA 15 days x 2 years)**

2. **2008-2009 Resource Centre to develop financial policy & procedures (TA 15 days x 2 years year)**
3. **Develop multi-year budget planning process for Centre as part of Strategic planning.**

#### **4.4.3 Finance Findings**

The NCWC employs a full time financial administrator. The review team met with the financial administrator during the review country visit and sighted a range of financial records in order to identify and verify financial controls and systems in place. The financial administrator is now on maternity leave and this raised the issue of backfill and skilling up other staff to provide book-keeping support.

The FWCC has recently provided some management support and advice to the Centre to enhance their financial systems, and the administrator has completed administration and financial training.

The financial records and systems that were observed included:

- Wages and staff hours – manual
- Cash flow and payments ledger
- Monthly budget and year to date expenditure against approved budget line items
- Cheque and cash approval process in place
- Back up system – but stored on site
- Quarterly financial reporting to the Board

The review team found that the Centre does not have an accrual system in place nor has it kept financial records that would contribute to a balance sheet, including vehicle depreciation, outstanding leave obligations to staff, revalued and depreciated assets, a schedule of mandatory insurances<sup>84</sup> and committed future funds. It was not clear what range of insurance cover the Centre has for property and staff over the years, although it appears that the Centre is following up lapsed insurance coverage.

The 2006 audit did not appear to identify the lack of a balance sheet as a concern. There did not appear to be a treasurer on the Board, or budget planning processes in place that would identify Centre needs and review the budget on a quarterly basis based on changing centre needs. A financial polices and/or manual was not evident.

#### **4.4.4 Finance Recommendations**

The reviewers recommend the following areas for improvement in financial management at the Centre:

##### **Finance Recommendation 1:**

##### **2008-2009 Resource Centre to purchase and develop accrual accounting software package & train staff (TA approximately 15 days per year for two years)**

The Centre is considering the purchase of a software package such as Quickbooks. Ideally at least two staff members, plus the General Manager would be trained in the use this program. Ideally if this could be done in tandem with the establishment of an accrual based financial system.

As the Centre operates over two sites and has a total of 11 staff it is worthwhile considering the development of an accrual accounting system for the Centre. Accrual accounting is generally preferable because it gives a better idea of an organisations overall medium-term financial status. If accounts only reflect the commitment once they have met the liability, there is a risk that the Centre will wrongly assess how much money they have available. For example, accounts will not include outstanding bills that have not been processed. This also includes future obligations to staff; especially staff that have accrued a range of leave.<sup>85</sup>

Given the large number of administrative tasks, it might be helpful to train the administrative assistant in basic book-keeping so that she can assist with petty cash control, receipting invoicing and data entry.

**Finance Recommendation 2:**

**2008-2009 Resource Centre to develop financial policy & procedures (TA approximately 15 days x 2 years)**

Over the next two years, the Centre should develop and document their financial policies. They already have a range of emerging financial practices in place. This includes book-keeping practices, accounting practices and financial policies of the Board including a budget planning and monitoring policy and delegations policy.

**Finance Recommendation 3:**

**2009 Develop multi-year budget planning process for Centre**

As part of the strategic planning process, it will be important for the Centre to identify the range of programs and services that the Centre needs to resource over the next five years. This should involve the Board and staff in providing as much information as possible about the range of financial obligations the Centre already will have, and how this will fit with the strategic directions and the future budget of the Centre.

**Management**

**Recommendations**

**1. 2008 -2014 NZAID to resource Centre to develop, implement support and resources for Management (TA 5 days pa)**

**4.4.5 Management Findings**

The review team found that both staff and Board have welcomed the appointment in March 2008 of the General Manager. Feedback during consultations indicated a high level of confidence in the capacities and competence of the new Manager in taking the Centre into the future.

Since 'Ofa-ki-levuka Guttenbeil started as the General Manager number of management initiatives have commenced including;

- Regular staff meetings
- A two day staff retreat
- Significant in house staff training
- A participatory and consultative management style
- Proactive and timely reporting to the Board.
- Development of guidelines and policy

The reviewers also found that the General Manager may at some stage have too many line reports and not enough support in place for her own development and reflection, given the high work load and responsibility of these positions. A salary review as part of performance appraisal may also be useful, to ensure staff salaries, and in this instance the Managers salary, are competitive with other CSOs. At the moment this may not be the case.<sup>86</sup>

#### **4.4.6 Recommendations: Management**

##### **Management Recommendation 1**

**2008 -2014 NZAID to resource Centre to develop, implement support and resources for Management (TA approximately 5 days per year)**

**The following suggestions are made for consideration:**

- 2008-2009 Resource for Manager to seek advice & support e.g. peer support mechanism, TA, self-learning
- 2009 Review line management with view to counselling team leader to relieve pressure on manager
- 2010 Possible Deputy Manager role – succession planning

#### **Planning**

##### **Recommendations**

- 1. 2009 NZAID to resource 5 year strategic planning (TA 35 days)**
- 2. 2010-2014 Review and develop annual work plans (TA 10 days pa)**

#### **4.4.7 Planning Findings**

The NCWC have recently undertaken the development of an annual plan that was submitted to NZAID in late 2007. The Centre have also secured support for the Centre through payment of Centre and Safe House premises rental by government and this was viewed very positively by most stakeholders. The centre staff have also been able to participate in the development of the Centre work plan.

The reviewers found that there was a lack of design, implementation and strategic planning documentation and that this has made progressing and prioritising work tasks difficult for the Centre.

#### **4.4.8 Planning Recommendations**

##### **Planning Recommendation 1**

**2009 NZAID to resource 5 Year strategic planning process (TA approximately 35 days )**

The Centre requires resourcing with the planning process to design and document the Centre's goals, vision and activities over the next 5 years, along with resource and budget planning. It is important to commence the planning process during the next 6 months, so that the Centre can use this as the basis for 2010-2014 funding. The plan should be resourced by a specialist in strategic planning, gender violence and development planning, so that the Centre can devise a realistic and appropriate plan.

Strategic planning would also address:

- service gaps
- succession planning

Issues for future planning should include consideration of any longer term outreach to islands and long term security of the Centre and Safe House, as both issues were raised by stakeholders during the review process.

## **Planning Recommendation 2**

### **2010-2014 Review and develop annual work plans (on call TA 10 days pa)**

Once the Centre has set in train the process for the development of a 5-year plan, the annual work plan will flow on from this work. It is important that the Centre plans realistically and does not try and take on too many new activities or over extend itself, as it builds its capacity to deliver services to women and children affected by gender violence.

Annual TA to assist with annual review and forward planning will greatly assist this task.

## **4.5 Monitoring and Evaluation**

### **Recommendations**

- 1. 2009 Develop M & E framework in line with Strategic Planning process (TA 10 days)**
- 2. 2010-2014 Develop database & data collection system for centre programmes and services (20 days)**

### **4.5.1 Monitoring and Evaluation Findings**

Overall the Centre and its programs lack a monitoring and evaluation framework from which to monitor and measure their work. The development of a monitoring framework for outcomes and impact requires a significant level of resourcing, design and a multi year long-term approach. Measuring the outcomes and impact of gender based programs at an individual and community level is difficult and complex and requires significant investment in the program, base line data, and skilled staff. Achieving demonstrable outcomes and impacts in reducing violence against women and children is long-term work.

For women and children accessing services individual impacts and outcomes can be demonstrated through carefully designed and implemented client feedback and client follow up processes. The Centre is in the process of drafting and developing an ethical and safe client feedback process. This will require testing to ensure staff are adequately trained in the use of the feedback process and that safety, confidentiality and ethics are maintained throughout the pilot feedback process.

It is important that once the client feedback questionnaire has been tested, there is ongoing training and monitoring to ensure that it is being utilised following clear policy and guidance regarding its appropriate use.

The services and supports that the Centre provide to women and children can to some extent be measured over time utilizing ethical client feedback processes and follow up, to provide

ongoing assistance to women and children and to gain valuable feedback about how the service can improve and enhance its response.

The Centre did not have a consistent client follow up practice which is important for client safety and wellbeing, especially high risk women and children. The development of an ethical, confidential, and safe client follow up policy (optional for clients) will be of assistance over time.

The Centre does not have a consistent system for collecting data about the client services it provides or the programs it delivers. This will be essential both for case management and program monitoring and evaluation over time.

Tonga does not have any baseline data regarding gender-based violence. Whilst there is a project currently undertaking this research it will be important for the Centre to examine and document qualitative and quantitative data to assist understanding of the diverse range of issues affecting the people the Centre's works with. This is a long-term undertaking and might involve for example some qualitative baseline information regarding, for example, violence against children and young people including physical and sexual abuse. Given ethical considerations any research project would need to be carefully researched and resourced to ensure its validity, relevance and usefulness. This is not a longer-term undertaking.

#### **4.5.2 Recommendations: Monitoring and Evaluation**

##### **Monitoring and Evaluation Recommendation 1**

**NZAID 2010-2014 - to provide TA to develop M & E framework in line with Strategic Planning process (TA approximately 10 days)**

The Centre with TA should develop a monitoring and evaluation framework when undertaking the strategic plan. This will then provide a framework for the Centre to monitor and review its work over the next 5- 10 years.

##### **Monitoring and Evaluation Recommendation 2**

**NZAID 2008-2009 to provide TA and resources to develop database & data collection system for centre programmes and services (approximately 20 days)**

The Centre needs to develop policies and systems to collect client data for intake and case management purposes and for monitoring and evaluation purposes. This will require a collaborative approach to develop a user friendly system that staff can access and clients will not find onerous. It would be helpful if the Centre could gain TA in designing and resourcing this project to assist the development of a database in the next six months.

The draft client feedback survey and client follow up processes; need to be reviewed to ensure they are appropriate, safe and sustainable for both Centre clients and staff.

## **4.6. External Relationships**

### **Recommendations**

- 1. Key stakeholder dialogue on holistic response to VAWC**
- 2. Build on relationships and partnerships**

### **4.6.1 Findings External Relationships**

The reviewers through consultations found the Centre has nurtured relationships with key sectors, some NGOs & the Patron over the past five years. Additionally there are some established informal referral practices in place between the hospital, the police and some church and NGO networks.

The Centre has established good working relationships with the NZAID staff at the post and has kept them informed of issues affecting the Centre over time.

The Centre is a member of the Pacific Women's Network Against Violence Against Women and has participated in a range of regional training offered by the Centre over the past two years. Additionally the Centre has utilised donor networks and accessed overseas volunteers and occasional project specific funding to add value to the core funding received by NZAID.

However there are further opportunities to strengthen external relationships both for client's referral purposes and community education and awareness raising. Although potentially challenging it is important that the Centre continue to forge networks with a range of church groups, given their reach and influence in Tongan family life. This may require additional resourcing but has significant potential if key church leaders can be engaged in dialogue regarding VAWC.

While there are functional informal referral pathways, it would be ideal to have some of these formalised and endorsed at a senior management level, and some training in place to ensure these are followed and understood to maximise women and children's access to services at the Centre.

The Centre has delivered some one off awareness raising and information sessions at both primary and secondary schools. In the future this will be an important target group once the Centre has enhanced its capacity to design and deliver age and content appropriate educational materials to children and young people. This is a specialist area of endeavour and there are a range of materials available internationally that could be adapted for local use.

Feedback from stakeholders included the need for the Centre to maximise its relationship with a range of NGOs. This is already happening with participation by the Centre in NGO and Civil Society meetings.

### **4.6.2 Recommendations: External Relationships**

#### **External Relationships Recommendation 1**

#### **2010-2014 - Key stakeholder dialogue on holistic response to VAWC**

Addressing VAWC is the responsibility of government, non-government and community. It is important; there are formal and informal opportunities to work towards a collaborative response to reducing VAWC. The Centre will be well positioned to take a lead role in

establishing a mechanism that can discuss and progress a national commitment to reducing VAWC to gain buy in and support for a range of initiatives' over the next 10 years. This might take the form of a twice-yearly forum to discuss key issues and collaborative initiatives. It is envisaged that the PPDVP would be an obvious key partner for collaborating with on this. This is a medium to long-term goal, which would require some resourcing.

## **External Relationships Recommendation 2**

### **2010-2014 - Build on relationships and partnerships**

The Centre should continue to build on established positive working relationships and partnerships as outlined below:

#### **Link to mechanisms for increased NGO collaboration & networking**

It is important that the Centre continue to network and build collaborative relationships with key civil society organisations to enhance support for the work of the Centre and to maximise opportunities to work collaboratively on areas of joint interest such as human rights education and awareness.

#### **Police DVU & Health - MoUs**

It is important for the Centre to build on the existing relationships with police and the health sector in terms of referrals, enhancing the response of the police and health sector to victims of gender violence and identifying opportunities for enhancing the response through joint training within Tonga and in the region such as FWCC.

#### **Build partnerships with church networks for community outreach & education**

Given the significant and far reaching impact of the church, it is important to find champions in the church that the Centre can continue to work with to raise awareness about the issue and find ways of promoting women and children's right to live a life free from violence. This should be part of the Community Education and awareness planning and may include a discrete project to enhance the capacity of church leaders to respond to this issue in their own congregations.

## **5.0 Value for Money**

VAWC has serious and negative consequences for many Tongan women and children. The impact of VAWC are such that this has damaging consequences and costs on individual's health, family well being and the economies of many countries including Tonga.

There is emerging research to suggest that investing in programs which address the human rights of women and children and work towards reducing VAWC has significant benefits to women, men and children.

For a relatively low investment, the Centre therefore provides significant value for money in terms of having a positive impact on women and children who are particularly vulnerable to a range of human rights abuses.

It is important however that value for money is maximised by long term funding, careful planning, research and evidence based programming and identification of best practice (see **Annex 10** for example) approaches in gender based violence interventions.

Emerging lessons highlight the need for a range of individual and community strategies to change behaviour and attitudes over time to reduce VAWC. This requires a commitment on

the part of donors to mainstream the issues of gender violence into a range of program planning and initiatives.

#### **6.0 Other mainstreamed and cross cutting issues**

In addition to gender equality, support for the NCWC contributes significantly to other NZAID mainstreamed and cross-cutting issues such as human rights (VAWC is one of the most egregious violations of human rights), conflict and peace-building, and HIV/AIDS. VAWC tends to increase during times of conflict. Similarly, there are clearly established links between gender-based violence and the inability of women to negotiate safe sex and protect themselves from exposure to contracting HIV and other sexually transmitted infections.

## ENDNOTES

<sup>1</sup> NGO Submission to the United Nations Universal Periodic Review Submission of the Legal Literacy Project, Kingdom of Tonga Second Session of the Universal Periodic Review Working Group, 5-16 May 2008 Legal Literacy Project quotes between 21-62%. It should also be noted that there is currently no Prevalence data available in Tonga. However there is emerging police data from the Police Domestic Violence Unit. Using recent statistics which indicate an average of 25 reports per month, or 300 reports per year, and assuming that between 5-10% of women who are currently in an intimate relationship report this to the police, it can be estimated that there may be between 3000-6000 incidents of domestic violence per annum. This is approximately 1 in 3 or 1 in 5 women who are in an intimate relationship. Whilst this data is by no means accurate it is consistent with international near country and regional data such as the Samoa country study carried out by WHO. This is also consistent with NCWC data in which 388 women and children presented last year for assistance.

<sup>2</sup> Unpublished report, Pacific Prevention of Domestic Violence Programme, Tonga Report, Prepared for New Zealand Police & NZAID by Peggy Fairburn Dunlop and Denise Lievore, Victoria University of Wellington, June 2007.

<sup>3</sup> Includes TA for governance 20 days, finances 30 days, counseling 25 days, HR 7 days, Mgt support 5 days, Data base 10 days (rest in 2009). Please note all estimates for TA are approximate and may change once the scope and tasks of each contract are more clearly defined.

<sup>4</sup> M&E Framework 10 days, Data 10 days, Finances 30 days, HR 7 days, Mgt 5 days.

<sup>5</sup> Mgt support 5 days, HR support 7 days, Annual Work Plan and Review 10 days.

<sup>6</sup> NZAID might consider either provides the funding directly to the Centre and they could then contract the TA directly or NZAID could provide the TA directly through contract.

<sup>7</sup> Joint Tonga/New Zealand Country Programme Strategy 2008-2018

<sup>8</sup> Allegations against police and the Tonga Defence Services include documentation of maltreatment and assault of detainees, detention without charge, detention and assault of juveniles and a range of other human rights abuse allegations have been documented in these reports. In 2007 a joint urgent appeal (sent by the Special Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (Special Rapporteur on Torture), the Working Group on Arbitrary Detention and the Special Representative of the Secretary-General on the Situation of Human Rights Defenders) to the Government of Tonga has not yet been responded to. McLean, Angus and Community Para-Legal Taskforce on Human Rights, Documenting the Treatment of Detainees, And Prisoners by Security Forces in the Kingdom Of Tonga, 2007.

<sup>9</sup> Citation from *A Womans Place is In the House*, 'Ofa Ki Levuka, Guttenbeil LikiLiki

“There had never been a woman appointed to a Ministerial Position of the Crown until very recently when Solicitor General ‘Alisi Taumoepeau was appointed Minister of Justice in May 2006. Women cannot be voted in through the nine Noble seats or the two Governor seats because under the 1875 Constitution these aristocratic titles can only be inherited by men. Despite the limited scope for women getting into Parliament, the current electoral framework for registration to vote and candidacy under the People’s Representatives nine seats and the process of voting on the day does not legally discriminate against women. So wherein lies the problem? The composition of the Parliament disadvantages women: two Governors seats—allocated to men only nine Nobles seats—allocated to men only This clearly leaves out 11 seats that cannot be held by women. The 12 seats reserved for Ministers of the Crown and the one seat for the Prime Minister are all appointed by the King. It wasn’t until very recently that a woman was appointed to a Ministerial Position for the first time. The nine seats out of the total 33 seats of the house reserved for People’s Representatives represent women’s only hope of getting into Parliament. Even with the nine seats that women have an opportunity to stand for as candidates, women are still struggling with the negative social and cultural attitudes towards women participating in politics and decision-making processes of the country. These negative social and cultural attitudes do not come, as might be thought, only from the male population. Various discussions held with women around the country show that women are their worst enemies—an attitude that has slowed the progress of women professionals in their journey towards success and achievement.” [http://www.forumsec.org.fj/UserFiles/File/Report\\_4\\_-\\_Advancing\\_Women\\_s\\_Representation\\_in\\_Tonga\\_143\\_-\\_208.pdf](http://www.forumsec.org.fj/UserFiles/File/Report_4_-_Advancing_Women_s_Representation_in_Tonga_143_-_208.pdf)

<sup>11</sup> Further if a woman is offered land by her brother she has to either register it in her sons names or if she doesn’t not have a son register it under the name of her husband, and if she doesn’t take that option, (or have that option), she can lease it for up to 99 years. Personal communication “Ofakilevuka Gutenbeil Liki Liki.

<sup>12</sup> NGO Submission to the United Nations Universal Periodic Review Submission of the Legal Literacy Project, Kingdom of Tonga Second Session of the Universal Periodic Review Working Group, 5-16 May 2008 Legal Literacy Project,

<sup>13</sup> Along with Nauru & Palau, Tonga is one of only three Pacific Island Countries that have yet to ratify CEDAW.

<sup>14</sup> including the Revised Pacific Platform for Action on the Advancement of Women and Gender Equality (RPPA), the Commonwealth Platform for Action for Gender Equality (CPoA), and Pacific Plan which includes gender equality as a stand-alone strategic objective. Tonga also has a national gender and development Policy. All of these commitments make specific reference to the importance of addressing VAWC.

<sup>15</sup> Conversely factors that enable gender violence to be escalated against women include rigid gender roles and identities, prevalent culture of masculine entitlement, male dominance and control of wealth, institutional and cultural support for, or weak sanctions against gender inequality.<sup>15</sup>

<sup>16</sup> For further discussion regarding this see Violence Against Women in Melanesia and East Timor, A Review of International Lessons. AusAID, Office of Development Effectiveness.

<sup>17</sup> This approach is consistent with approaches by leading organisations and researchers addressing and dealing with VAWC such as Fiji Women Crisis Centre, Vanuatu Women's Centre, UNIFEM Pacific. The reviewers acknowledge that there is a range of definitions that describe gender based violence and child abuse. See for example Domestic Violence Resource Centre, What's in a Name? Definitions and Domestic Violence. Discussion Paper 1, 1998 <http://www.dvirc.org.au/PublicationsHub/DiscPapers.htm>, see also Violence against Women in Melanesia and East Timor.

<sup>18</sup> For example a Fijian survey found that "a survey of children who were living with their extended family while attending school found that of girls who dropped out of school, 26 per cent reported having been sexually abused by male relatives while living away from home". FWCC, UNICEF, UNIFEM, Violence Against the Girl Child in the Pacific Islands Region, 2006.

<sup>19</sup> FWCC, UNICEF, UNIFEM, Violence Against the Girl Child in the Pacific Islands Region, 2006.

<sup>20</sup> For further information on general lessons learnt see Violence against Women in Melanesia and East Timor, AusAID, Office of Development Effectiveness, 2007.

<sup>21</sup> NGO Submission to the United Nations Universal Periodic Review Submission of the Legal Literacy Project, Kingdom of Tonga Second Session of the Universal Periodic Review Working Group, 5-16 May 2008 Legal Literacy Project quotes between 21-62%. It should also be noted that there is currently no Prevalence data available in Tonga. However there is emerging police data from the Police Domestic Violence Unit. Using recent statistics which indicate an average of 25 reports per month, or 300 reports per year, and assuming that between 5-10% of women who are currently in an intimate relationship report this to the police, it can be estimated that there may be between 3000-6000 incidents of domestic violence per annum. This is approximately 1 in 3 or 1 in 5 women who are in an intimate relationship. Whilst this data is by no means accurate it is consistent with international near country and regional data such as the Samoa country study carried out by WHO. This is also consistent with NCWC data in which 388 women and children presented last year for assistance

<sup>22</sup> Unpublished report, Pacific Prevention of Domestic Violence Program, Tonga Report, Prepared for NZ Police & NZAID by Peggy Fairburn Dunlop and Denise Lievore, Victoria University of Wellington, June 2007

<sup>23</sup> Violence Against the Girl Child in the Pacific, quoting Morton, H., 1996, *Becoming Tongan: An Ethnography of Childhood*, University of Hawaii Press, Honolulu.

<sup>24</sup> "The domestic violence literature has argued that physically abusive behaviour is transmitted across generations. Violence taught either through witnessing or direct experience as a child increases the risk that the behaviour will be reproduced as an adult (Gelles 1979; 1980; Steinmetz 1987; Straus & Smith 1990; Kaufman & Zigler 1989; Simmons et al. 1995; Mihalic & Elliot 1997). There is also a growing body of literature that finds a relationship between witnessing and experiencing violence as a child and later victimisation in adulthood (Mathias, Mertin & Murray 1995; Sternberg et al. 1993; Egeland 1993; National Research Council 1993; Tomison 1996)." Women's experiences of male violence: findings from the Australian component of the International Violence Against Women Survey (IVAWS), Jenny Mouzos and Toni Makkai ISBN 0 642 53842 5; ISSN 1326-6004, Canberra: Australian Institute of Criminology, 2004 (Research and public policy series, no. 56)

<sup>25</sup> This study was to have been undertaken by the Centre. There appears to have been a decision made at some stage for the Centre not to proceed as the auspice, as they had undertaken the initial scoping and development of the project parameters. It has been auspiced instead by the new organisation The Ma'a Fafine mo e Famili Inc *which* has taken over from Legal Literacy Project with a small team of staff in conjunction with the University of the South Pacific. Although the project has commenced it will be at least 6 months before any data is available.

<sup>26</sup> UNIFEM has established a help desk to provide advice and support to NGOs designing and developing proposals. Eliminating VAW is a core thematic area of programming for UNIFEM, in its last new (2008-11) Strategic Plan. Ongoing links and collaboration with UNIFEM will be a helpful for the Centre in enhancing their capacity to respond to VAWC. Personal communication, UNIFEM Regional Programme Director, July 2008.

<sup>27</sup> Patti O'Neill

<sup>28</sup> The review was designed to; Assess the effectiveness of the Centre, Assess perceptions of the Centre in the wider community and its relationship to other women focused activity in Tonga, Explore opportunities to further develop the Centre's capacity and roles, Assess the effectiveness of New Zealand's assistance, and Explore opportunities to further develop the Centre's capacity and roles, Consider the Centre's funding in the context of the proposed Community Development Fund, Determine whether NZAID should continue to fund the Centre and the form of any future proposed assistance.

<sup>29</sup> Given the Centre was not funded to carry out a Strategic Plan, it is understandable that this has not taken place as it does require some degree of TA.

<sup>30</sup> A copy of the Certificate of Incorporation provided to the reviewers. Incorporated Societies Act (Section 7), 25<sup>th</sup> October 2004.

<sup>31</sup> The Constitution (attached in Annex 10), which was developed in 2004/2005, was amended by an extraordinary meeting of the Board in October 2007. It is not clear whether the revised Constitution has been registered and is therefore legally valid. This was raised as part of the review and the Board and manager are addressing this.

<sup>32</sup> Bypass Road, Halaleva, Nuku'alofa Ph: 676 26567.

<sup>33</sup> It is not clear from the data presented whether domestic violence is defined as only physical assault or a range of other behaviors which are recognized as domestic violence in other countries but may be classified here as family or relationship problems. Domestic violence in many jurisdictions refers to a range of behaviors which include emotional and psychological abuse of women and children including threats, coercive behaviors, control of finances to restrict

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women's and children's access to necessary income for day to day living. See for example the definition of Family Violence in the draft Family Violence Protection Bill, 2008, Victoria Australia.

<http://www.austlii.edu.au/au/legis/vic/bill/fvpb2008293/index.html>

<sup>34</sup> The data from the Centre has varied in consistency and classification at times. This is an area which needs improvement over time to assist the Centre to better understand and document the range of presenting issues and how best to position the Centre to respond to these issues both in terms of individual support and advocacy and systems reform and advocacy for improved services and prevention.

<sup>35</sup> Although a recent funding application to UNIFEM was not short listed the Centre are in discussion with UNIFEM's help desk regarding other funding options. The Centre has also applied to the US Embassy Human Rights Grant funding for 2009 activities.

<sup>36</sup> By long term the reviewers mean from early 2010, although this should be reviewed mid 2009 to assess readiness and capacity of Centre, staff and programs.

<sup>37</sup> Includes TA for governance 20 days, finances 30 days, counselling 25 days, HR 7 days, Mgt support 5 days, Data base 10 days (rest in 2009).

<sup>38</sup> M&E Framework 10 days, Data 10 days, Finances 30 days, HR 7 days, Mgt 5 days.

<sup>39</sup> Mgt support 5 days, HR support 7 days, Annual Work Plan and Review 10 days.

<sup>40</sup> *Incorporated Societies Act, Act 29 of 1984* An Act To Make Provision For The Incorporation Of Societies Which Are Not Established For The Purpose Of Pecuniary Gain, Commencement [6th April, 1988], <http://legislation.to/Tonga/DATA/PRIN/1988-028/IncorporatedSocietiesAct.pdf>

<sup>41</sup> The reviewers met with the Board in a workshop to discuss a range of issues relevant to the Centre, and viewed some Board minutes as well as correspondence in NZAID files relating to staff recruitment issues.

<sup>42</sup> In December 2007 various management and general operational duties were carried out by the NCWC AB and presented to NZAID: Establishment of the Policy Subcommittee to address the issue of staff having no contracts in place since taking up their employment posts with the NCWC; Development of staff contracts; Establishment of the Employment Committee; Development of Job Descriptions for each NCWC post including two new posts; Development of Confidentiality Agreement Form; Finalization of Staff Policy Manual.

<sup>43</sup> The last AGM was held on August 4<sup>th</sup> 2006. The AGM was chaired by HRH Princess Nanasipau'u Tuku'aho and attended by 34 participants as invited.

<sup>44</sup> Centre for Women and Children Constitution, Page 4

<sup>45</sup> It was conveyed to the reviewers that due to a recent tax regulation amendment, sitting fees are to be treated as taxable income in line with other jurisdictions

<sup>46</sup> Annual Work Plan submitted to NZAID for Calendar Year 2008.

<sup>47</sup> "shall be based on the principles of Human Rights as stated in the Universal Declaration of Human Rights with special focus on women's human rights, the Convention on the Rights of the Child (CRC) and the Convention of the Elimination of Discrimination against Women (CEDAW). The NCWC of Tonga Inc is committed to the elimination of VAWC and the improvement of women's status, through the provision of crisis counselling services to women and children who are victims/survivors of rape, domestic violence, sexual harassment, and child sexual abuse, and will work towards the elimination of all forms of violence in Tonga"

<sup>48</sup> This was raised at the findings workshop on Day 5, and the Centre was going to follow up on this issue.

<sup>49</sup> See section 4 of the Constitution (2005) Aims and Goals, pages 3 & 4 – Attachment X and see also Page 2 of the 2007 Constitution Functions of the Centre 3.1to3.9

<sup>50</sup> Refer standard requirements and sample balance sheet in Annex 5

<sup>51</sup> NZAID might consider either provide the funding directly to the Centre and they could then contract the TA directly or NZAID could provide the TA directly through contract.

<sup>52</sup> A delegations policy sets out clearly what responsibilities the Board is delegating to the manager. In doing this the Board then needs to have structured monitoring data and reporting in order to monitor the organisations wellbeing without involving them selves in the day-to-day management of the organisation. Tasks such as staff management, service delivery development and delivery should be the management responsibility of the General Manager. The Board's role is to have an effective reporting mechanism in place so that agency outcomes and performance can be monitored without involving the Board in day to day management and staffing issues.

<sup>53</sup> Personal Communication, NCWC, July 2008. Most temporary refuge accommodation is from 6-8 weeks, transitional housing is 3-6 months.

<sup>54</sup> See Attachment x for Organisational Chart

<sup>55</sup> Interviews with Centre staff, June 2008

<sup>56</sup> This was raised in stakeholder consultations, the PPDVP Tonga country report and the recent 6-month report from the Centre to NZAID as one of its work priorities in the next 6 months.

<sup>57</sup> The three staff employed at the Safe House, Mr Usaia Hemalato, Mrs Leona Mokofisi and Ms Foketi were employed in late November 2005 as Safe House managers/supervisors and their role has recently been reclassified to carer, due to a decision that case work and counselling should remain with qualified centre counselors.

<sup>58</sup> See previous Review NZAID 2002

<sup>59</sup> Shamima Ali conducted two weeks training to all staff on violence against women (1 week) and counselling skills (1 week). This has been an essential contribution to staff skills and knowledge.

<sup>60</sup> As a result of the In House Training Ms. Ali made the following recommendations:

- To develop a Counselling Code of Ethics for the NCWC
- To develop a Counselors Kit

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- To develop a General Code of Practice for both the Staff and Advisory Board
- To develop a database for collecting information about clients of the NCWC
- To develop a NCWC Community Education Package that would cover basic awareness on the NCWC's services and issues
- For staff (particularly those in counselling and at the Safe House) to attend the FWCC 4 week Regional Training Program (RTP)
- For the Safe House staff to also undergo counselling training

<sup>61</sup> For example FWCC Counsellors Manual; *Practice guidelines: Women and children's family violence counselling and support programs*, Department of Human Services, Victoria; Australia, *Standards of Practice for Victorian Centre's Against Sexual Assault*, Victoria, Australia 2000.

([http://www.office-for-children.vic.gov.au/\\_data/assets/pdf\\_file/0005/16709/fcs\\_sexual\\_assault\\_standards.pdf](http://www.office-for-children.vic.gov.au/_data/assets/pdf_file/0005/16709/fcs_sexual_assault_standards.pdf))

<sup>62</sup> Short-term crisis counselling is a distinct response and includes practical support as well as emotional support. Longer term

Therapeutic responses, which are informed by a range of approaches including cognitive behavioral therapy, systems approaches, trauma, grief and loss, attachment, require further training and study before staff are able to competently utilize these approaches in their work.

<sup>63</sup> Specialist trainers in this area are available from Fiji Women's Crisis Centre, Centre's Against Sexual Assault, New South Wales, Education Centre Against Violence, Victorian Domestic Violence Resource Centre

<sup>64</sup> This will change as staff skills increase but could include areas such as impact of trauma on children, safety planning with women and children, legal advocacy, counselling skills basic and advanced, impact of sexual assault and domestic violence, recognizing and responding to child abuse, group work skills, client files and legal issues, case management approaches in counselling

<sup>65</sup> [http://www.lifeline.org.au/learn\\_more/lifeline\\_training\\_and\\_education/rto\\_training/divert](http://www.lifeline.org.au/learn_more/lifeline_training_and_education/rto_training/divert)

<sup>66</sup> For example given most services for women and children experience ore demand than capacity, it is important to clearly identify what services are outside the scope of a VAWC focused centre, where people can be referred to so they can seek help, and to ensure that the Centre staff have the requisite skills to identify issues. For example someone experiencing general homelessness that is not related to VAWC would not be eligible for the Safe House, but should be actively referred to a support agency or church based service that ca provide assistance. Like wise if men present as victims, they should also be referred to another service or church that can assist. Whilst it may be appropriate for the Centre to see male children and young people under the age of 18, it is not appropriate for the Centre to see male clients who are victims of general community violence. However it is very important that this young person be referred to an appropriate service and support including legal support. If they are affected by family violence or sexual assault however and are over the age of 18 the Centre might wish to make a policy exception in this case. However it is important for the centre staff to have the skills to identify victims, as opposed to men who present as victims but have also perpetrated violence as often happens in family violence cases presenting at court and police,

<sup>67</sup> For example there are a range of guidelines outlining case management approaches and systems available to support the work of the Centre [http://www.office-for-children.vic.gov.au/\\_data/assets/pdf\\_file/0016/20554/Intensive\\_ooH\\_case\\_management\\_model\\_guidelines\\_2006.pdf](http://www.office-for-children.vic.gov.au/_data/assets/pdf_file/0016/20554/Intensive_ooH_case_management_model_guidelines_2006.pdf), [http://www.office-for-children.vic.gov.au/\\_data/assets/pdf\\_file/0020/17183/saap\\_case\\_management\\_sec\\_04.pdf](http://www.office-for-children.vic.gov.au/_data/assets/pdf_file/0020/17183/saap_case_management_sec_04.pdf)

<sup>68</sup> A draft client feedback survey has been drafted, but will require further work, refinement, testing and translation before it can be used and data analysis carried out from client feedback surveys.

<sup>69</sup> A summary of stakeholder interviews can be found at Attachment x.

<sup>70</sup> Six-month report from NCWC to NZAID July 2006.

<sup>71</sup> A list of the Safe House and Centre client pro-formas is listed in Attachment

<sup>72</sup> "A recent incident we have just had at the current Safe House (Friday 18 July) we had a client's husband turn up to the Safe House and was hiding behind the surrounding bushes with a bush knife and he was also trying to get the attention of his wife and her daughter (both of whom he abused) because we do not have a security at the Safe House the Safe House manager called the police (who said that they had no vehicle at the time) so the SH manager had no other option but to call the Tonga defense Force (Soldiers) who responded within 10 minutes. The husband fled once he noticed the soldiers (8 in total) and a foot pursuit took place for approx 35-45 minutes where the soldiers caught the husband and took him to the police station as he had violated the restraining order. The daughter is his step daughter and he has sexually abused her with a trial awaiting to go to court" Personal communication Ofa Ki Levuka Gittenbeil, Centre Manager

<sup>73</sup> This staff member recently attended the male advocacy training

<sup>74</sup> Excerpt from NCWC report to NZAID January - June 2007.

<sup>75</sup> Personal communication with 'Ofakilevuka Guttenbeil, July 2008.

<sup>76</sup> See 6 monthly progress from NCWC to NZAID 1/7/07-31/07/07.

<sup>77</sup> The White Ribbon Foundation of Australia aims to eliminate violence against women by promoting culture-change around the issue. The major strategies to achieve this are a national media campaign as well as education & male leadership programmes aimed at men and boys around Australia. All funds received by the White Ribbon Foundation will support the implementation of these strategies.

White Ribbon Day was created by a handful of Canadian men in 1991 on the second anniversary of one man's massacre of fourteen women in Montreal. They began the White Ribbon Campaign to urge men to speak out against violence against women. In 1999, the United Nations General Assembly declared November 25 the

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International Day for the Elimination of Violence Against Women (IDEVAW) and the White Ribbon has become the symbol for the day.

<sup>78</sup> Topics covered included gender awareness, domestic violence, sexual harassment, rape and sexual assault, sexual abuse of children, men's role in eliminating violence against women, examining successful men's against violence programs, and planning men against violence program in Tonga.

<sup>79</sup> Preventing violence before it occurs, A framework and background paper to guide the primary prevention of violence against women in Victoria, Australia, Vichealth, December 2007, 14.

<sup>80</sup> For example an impact assessment of a community based approach to preventing domestic violence in Uganda since 2000 has indicated positive changes through a decrease in a range of domestic violence as a result of the program implementation Division for the Advancement of Women, Violence Against Women: Good Practice in combating and eliminating violence against women, Expert Group Meeting, Lori Michau Raising Voices, Kampala, Uganda, 2005

<sup>81</sup> 'Aisea Hingano, NCWC past employee, trainer and consultant to the Centre, 'Usaia Hemaloto, NCWC Safe House, Siona Panuve Fifita, Nukunuku District Police, Timi Naeata, Tonga National Youth Congress, Savelio Lavelua, Tonga Salvation Army, Sio Tu'iono, Kolomotu'a Town Officer.

<sup>82</sup> Minutes, Men's Advocacy Meeting, May 8<sup>th</sup> 2008, NCWC, Nuku'alofa, Tonga

<sup>83</sup> See for example the Media Campaigns by the Fiji Women's Crisis Centre, [www.fijiwomen.com/](http://www.fijiwomen.com/) and the The EVAs (Eliminating Family Violence Media Awards) acknowledge media reporting that contributes to the elimination of family violence. The awards recognise excellence in the reporting of family violence in print, television, radio, photography/artwork and online. [http://www.evas.org.au/index.php?option=com\\_frontpage&Itemid=1](http://www.evas.org.au/index.php?option=com_frontpage&Itemid=1)

<sup>84</sup> This would include but is not limited to public liability, workers compensations, fire and building insurance, contents insurance, fire insurance, vehicle comprehensive insurance, professional indemnity for example.

<sup>85</sup> See the Guide for Community Treasurers, [http://www.ourcommunity.com.au/files/community\\_treasurers\\_guide.pdf](http://www.ourcommunity.com.au/files/community_treasurers_guide.pdf).

<sup>86</sup> For example CSFT Executive Director (Civil Society Forum of Tonga) is on TOP 45,000 and Tonga Trust Executive Director is on FJD 42,000.