

PACIFIC PREVENTION OF DOMESTIC VIOLENCE PROGRAMME (PPDVP)

PROJECT SELECTION

The prevalence of domestic violence as a paramount issue in the Pacific was identified in the 1990s and stressed again in the new millennium. World Health Organisation surveys of Pacific countries have identified some of the highest rates of domestic violence, with more than 66% of women suffering at the hands of their partners during their lives. In 2004, the Pacific Islands Chiefs of Police communicated their concern over the prevalence of domestic violence and inappropriate police responses with the New Zealand Police. In response, the New Zealand Government Official Development Assistance programme and New Zealand Police were asked to coordinate the formation of a multi-disciplinary project team to further explore options to address the issue. The project team comprised the New Zealand Police Senior Overseas Development Manager, a New Zealand Police family violence topic expert and a Pacific Island Chiefs of Police representative. The team led an in-depth regional and country consultation exercise with key stakeholders of five Pacific nations: Samoa, Tonga, Cook Islands and Kiribati. Vanuatu was identified as a potential partner country, but activity was deferred.

As part of an initial 2004 scoping phase stakeholders at a country level, including police representatives of each of the five nations, government officials, women's organisations, church representatives, non-government organisations were consulted. In addition, the stakeholders at a regional Pacific level actively engaged in a consultation process. These stakeholders included the Fiji Women's Crisis Centre, Regional Rights Resource Team (RRRT), UNIFEM (now UN Women) and the Pacific Islands Forum.

As an outcome of this phase, the Pacific Prevention of Domestic Violence Project (PPDVP) was developed and launched. The aim of the programme was to create "A Safer Pacific Free from Domestic Violence." All participating stakeholders endorsed the urgent need to drastically change police attitudes, behaviour and responsiveness to domestic violence. Further, it was acknowledged that such change should be regarded as a long-term intervention that requires significant shifts in police and country-specific culture. This endorsement culminated in the Pacific Island Chiefs of Police signing a Declaration of Partnership with PPDVP in 2007.

The programme's initial first five-year components were formed as a programme implementation phase.

- i) To increase Pacific Police capacity across the region to prevent/respond effectively to domestic violence and to develop and maintain effective partnerships at the regional level.
- ii) To increase Police capacity to prevent/respond effectively to domestic violence in Samoa, Tonga, Cooks Islands and Kiribati. Vanuatu joined the programme in 2009.
- iii) To develop and maintain effective partnerships between Police and relevant government agencies, NGOs, churches, community leaders/organisations to prevent/respond effectively to domestic violence in Samoa, Tonga, Cook Islands and Kiribati.
- iv) To support the development of appropriate legislation on domestic violence and training for the judiciary/legal profession in Samoa, Tonga, Cook Islands and Kiribati.
- v) To support the development of appropriate national policy on domestic violence and incorporation of appropriate actions in national development plans, in Samoa, Tonga, Cook Islands and Kiribati.

The activities within these Objectives included:

- **development of a New Zealand Police mentoring scheme** – NZ Police mentors, with identified skills, trained and supported police in the identified five nations to raise capability and capacity;
- **database** – the development and implementation of a standardised domestic violence database to capture the nature and incidence of domestic violence reports and allow cross-country comparison;

- **resourcing** – the provision of resources identified as essential to the actualisation of a fully functioning domestic violence policing programme. Resources included the provision of information technology and a dedicated domestic violence police vehicle;
- **domestic violence police units** – the development and implementation of specified domestic violence units was viewed as essential to the development of police to ensure they were positioned to appropriately respond to domestic violence incidents;
- **human resource development** – recruiting domestic violence officers, establishing reporting and supervisory structures;
- **domestic violence specialised training** – training occurred at three levels –
 - domestic violence training for all police recruits;
 - domestic violence training for all police staff; and,
 - specialised domestic violence training for dedicated domestic violence officers.
 At each level, officers were exposed to training on legislation, interviewing, domestic violence, police responsiveness, supervisory practices, victimisation and the avoidance of re-victimisation;
- **domestic violence procedures and protocols** – recipient countries developed procedures and protocols suitable to their needs and environment, based on the PPDVP agreed templates. Examples were “no drop policies” which varied to include customary law in some cases;
- **legislative development** – each country was supported to develop domestic or family legislation, which was often achieved with partners such as RRRT and the UN organisations;
- **programme review** – the activities in each country were monitored by the PPDVP mentors during their regular visits and reviewed annually by PPDVP management. A formal independent review was undertaken after 5 years; and,
- **interagency case management** – procedures were put in place for case management and information exchange meetings with agencies and NGO’s, such as Women’s Refuge, to ensure that cases were managed in a collective approach.

Following the programme’s 2010 review the goals were redefined as necessary to ensure cultural and police responsiveness were fully and sustainably integrated within each nation. These goals built upon the programme’s successes, and were identified as necessary for the increased and sustained shift in police culture which was identified as a prerequisite to improved and adequate police responsiveness to domestic violence. This new series of goals, launched in 2012, included:

- Standard reporting protocols established and tools developed;
- Domestic violence training and mentoring delivered; and,
- Engagement activities with community and partners delivered.

New activities in this phase included:

- **improved gender sensitivity** – a review of sexual and gender based violence attitudes by police members was undertaken. Eight hundred and fifty staff, both men and women, from five countries were surveyed. The results identified that barriers to change, such as cultural or religious beliefs, and community attitudes, were likely to have an adverse impact on the judgement of officers when attending cases. A response plan was developed to address these barriers and delivered in 2014, and is known as the PPDVP Gender Approach (PGA). This approach will be shared with all PICP members later in 2014. Two of the four recipient countries have updated local plans within three months of the PGA workshop, and progress continues in the other two;
- **knowledge, attitude and practice analysis** – analysis of how effective training in domestic violence had been was tested by quantitative and qualitative research in the five core countries. Scenarios were developed which tested the knowledge of law and police practice of attending police staff, and their responses were listed and analysed. The assessment found

that in many cases local culture, religion and tradition impeded the police officers in carrying out their roles effectively. These issues were addressed in a Regional Symposium of 17 countries in April 2014 which developed an Accord on Culture, Religion and Tradition.

- **judicial responsiveness** – PPDVP joined with the Pacific Judicial Development Programme in 2013 to provide training and awareness to the Judiciary, Courts, lawyers and the community on management of domestic violence cases. This has led to the setting up a Family Violence Court in one country, and a Youth Court in another. These workshops allow the police and the judiciary to recognise the role that each place in the judicial system, and therefore provide effective access to justice for victims; and,
- **case file management** – a review of case file management in five countries commenced in 2013 and will be reanalysed bi-annually. This will allow a sample of 100 case files each year to be assessed to see where “attrition” of a case occurs, and to provide a remedy for this. This process is an important monitoring and evaluation process for the overall work of PPDVP with the recipient police services.

Importantly, each goal was implemented against agreed timeframes and monitored, in the first instance, by PPDVP management and reported annually to PICP.

ANALYSIS TECHNIQUES

The measurement of programme outcomes, as well as analyses to inform continual programme improvement, was embedded into the programme design. Programme outcomes, namely movements towards domestic violence best practice, have been measured, primarily, through the 2007 implementation of a standardised database system – the Jade Investigator Case Management and Investigation System - in each of the five countries. This system has enabled the monitoring of the:

- type of incidents;
- number of cases;
- gender of those reporting;
- referral process;
- nature of injury;
- time elapsed to respond to the complaint; and,
- the actual police response to be monitored (see Solutions).

Key variables of interest have been the month and annual incidence of:

- domestic violence reports;
- reports progressing to police prosecutions; and,
- reports receiving police counselling.

In addition, primary programme indicators of goal attainment have been contextualised through a baseline and follow-up study, in 2007 and 2010 respectively. The aim of these studies was to qualitatively assess police responsiveness to domestic violence, and identify barriers to ongoing implementation, along with possible solutions, in each of the five participating countries. For instance, key findings of the 2010 follow-up study identified that negative and sexualised attitudes towards women posed a substantial risk to improved police responsiveness. This resulted in an intensive police training programme that targeted patriarchal attitudes and behaviours that negatively impact on police responsiveness.

Further, as an outcome of the follow-up study, and in accordance with principles of continual quality improvement, it was identified that there was a need to develop a baseline of police attitudes and behaviour towards women. This culminated in a 2012 five-nation comparative survey study of police officers' gender sensitivity. This was a groundbreaking study which provided baseline information on police participants':

- personal attitudes and behaviours towards women;
- attitudes and behaviours towards victims of domestic violence; and,
- attitudes and behaviours towards female police officers (equality in the workplace).

Finally, in response to a growing effort to demonstrate adherence to domestic violence police best practice, PPDVP, in collaboration with the Pacific Islands Chiefs of Police, developed an innovative survey of police in the five participating nations. The survey was designed as a baseline measure of police knowledge of best practice and as a measure of police adherence to best practice. The survey findings found that officers in each of the five participating nations generally had knowledge of police domestic violence best practice but, for a number of reasons, reported failing to adhere to best practice. Identified reasons included:

- a belief that men are the head of the household and therefore have the right to punish their female partners;
- older police supervisors preventing younger officers engaging in best practice; and,
- a belief that the female partner must have, for some reason, deserved to have been assaulted.

SOLUTIONS

As an outcome of the 2004 scoping and consultation process, all participating national and regional stakeholders endorsed the urgent need to drastically change police attitudes, behaviour and responsiveness to domestic violence in the Pacific. Further, it was acknowledged that such change should be regarded as a long-term intervention requiring significant shifts in police and country-specific culture. As an outcome, PPDVP developed a strategic framework of change geared to increase police capacity and capability. It was, however, acknowledged by the Pacific Islands Chiefs of Police that programme success would be reliant on a continual programme review process to review the success of work to date, identify areas requiring additional attention and identify possible shifts in focus.

PPDVP has received numerous commendations. It is widely acknowledged as a highly successful and innovative programme of excellence. Some of these commendations are:

- UN Women Programme Specialist Ending Violence against Women Programme in Suva, Fiji described the PPDVP as ground breaking and the only example of a programme that was working in a multi-country role across a diverse region. Material from PPDVP is available under the UN Women UNiTE reference for violence against women and girls.
- Pacific Judicial Development Programme (PJDP) Family Violence Facilitator, the recently retired New Zealand Chief Family Court Judge and Law Commissioner Peter Boshier – commenting on the Regional PPDVP Symposium in April 2014 – *“It has been a pleasure to facilitate this workshop and to see the positive and real outcomes achieved. I congratulate the Pacific Prevention of Domestic Violence Programme and the funders of this symposium, New Zealand and Australia, in their insight in enabling it to occur.”*
- The New Zealand Foreign Minister (Murray McCully) in September 2010 noted that *“The New Zealand Aid programme continues to support wider efforts to reduce domestic violence through support to the police programme and the regional Pacific Prevention of Domestic Violence Programme”.*
- NZ Honorary Consul to Nepal described PPDVP - *“the work of the PPDVP is held in high regard in the sector as a practical and successful model with relevant applications in developing countries”* In October 2010
- New Zealand Rugby – Off the Field Achievement Award – the New Zealand Rugby Players Association awarded PPDVP their annual “Off the Field Achievement Award” for PPDVP’s work with developing players and working in the Pacific countries in 2012, noting that players *“Agree to work with Police and support non-violence as role-models. This means they have to walk the talk in their own lives. We’ve seen a number of players come back from these trips empowered and inspired.”*

PPDVP is widely acknowledged as innovative because of its development of an in-depth mentorship programme and a multi-tiered partnership strategy.

Mentorship programme

PPDVP has successfully improved police capability and capacity through a multi-pronged approach; initially focusing on police responsiveness to domestic violence and then later incorporating a dual community and police focus to attitude and behavioural change.

A consistent focus of PPDVP has been the innovative development and implementation of the New Zealand Police’s provision of police as mentors in each of the five participating countries. In practice this has meant that one dedicated mentor, per country, visits each country up to six times per year for a period of no more than three weeks. During these visits, mentors provide advice, training and coordination. Further, any emerging issues requiring project oversight are communicated to PPDVP management and decisions are made to accommodate issues accordingly. The use of non-resident mentors has been widely regarded as innovative given other police jurisdictions have chosen to embed, on a semi-permanent basis, ‘country advisors’ within each nation. The decision to use a

non-resident mentorship approach was deemed preferred by stakeholders in the initial project scoping phase. Pacific stakeholders raised concern that resident-based programmes did little to effect capability and capacity building as the approach was viewed a top down and not collaborative. The collaborative mentor/police approach was strongly recommended as the preferred means of securing in-country police ownership of the desired changes.

Multi-tiered partnership strategy

As an outcome of our continual review and analytical processes, PPDVP developed a growing appreciation of police as a reflection of a wider national culture. These issues arose through an ongoing review and analysis process. In response, the scope of the programme broadened. Further, the programme gained a growing appreciation for the role of women's rights organisations, key NGOs and church groups as integral to the required shifts in police and national culture. Such an acknowledgement led to the establishment and reliance on a number of collaborative relationships that complement attitude and behaviour change initiatives. For instance, PPDVP has worked in partnership with regional agencies to reduce harm and to improve women's rights and access to justice. PPDVP have also linked with the Australian Federal Police to provide mentorship (based on a PPDVP model) for Micronesia and recently led a 17 nation symposium on the role of culture, religion and tradition as a primary influencer of negative gender-based attitudes and behaviours. This symposium led to a current proposal to the Pacific Islands Forum leaders meeting for the adoption of the emerging Accord.

Complementing other initiatives

PPDVP has taken every opportunity to identify and complement other non-violence related initiatives. In this regard, PPDVP has supported the International White Ribbon campaign in each of the participating nations. The Programme is also an official White Ribbon Ambassador for New Zealand in the Pacific.

Wider community awareness

In 2009, PPDVP explored ways in which the programme could raise community awareness of domestic violence by bringing sports people from New Zealand to each of the participating nations. This resulted in annual rugby events with well known sporting icons, culminating in rugby matches which coincided with school visits, with sporting icons taking every opportunity to discuss domestic violence and reiterating a level of zero tolerance. Many of the sports personalities spoke of their own personal experiences of living in a violent family, and their desire to move on from that experience.

Structural changes

In PPDVP's second phase, beginning 2012, the programme had gained a greater appreciation of the need for police responsiveness to be linked with improvements in judicial responses to domestic violence. This led to PPDVP initiating a partnership with the Pacific Judicial Development Programme (PJDP), which focuses on training magistrates throughout the Pacific. Further, PPDVP has closely collaborated with RRRT's 2008 project *Changing Laws: Protecting Women* that was aligned with PPDVP countries and activities.

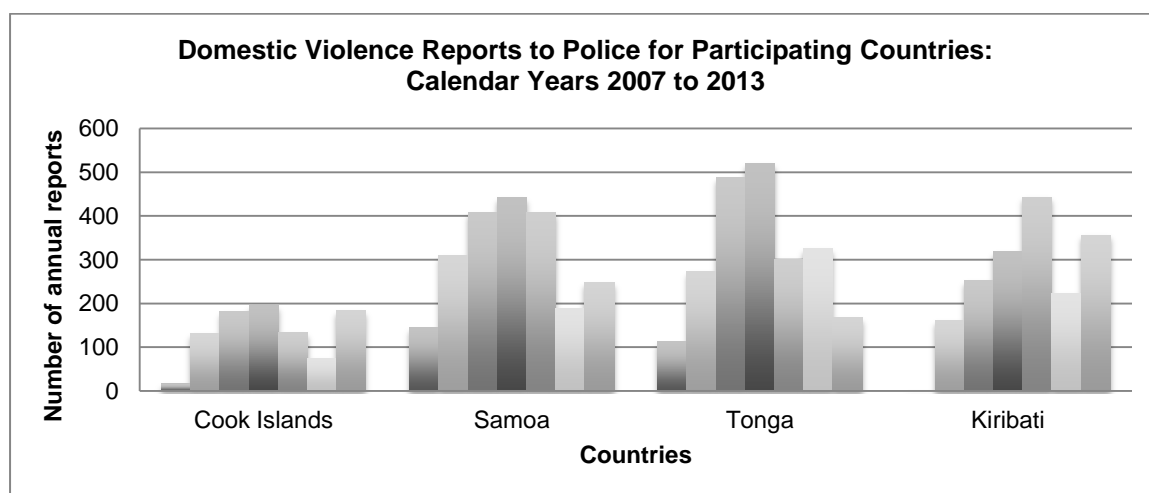
RESULTS

Changing police attitudes, behaviour and responsiveness to domestic violence is acknowledged as a long-term intervention that requires shifts in culture, as well as behaviour and attitudes. Concomitant with such changes are amendments to a variety of structures, including legislative interventions. Despite the difficulties associated with changing patriarchal attitudes and behaviours that contribute to poor police domestic violence responsiveness, two measures of change were identified as primary indicators of change, reports of domestic violence and prosecutions. These two measures provide strong evidence that PPDVP has met its short-term targets.

Increase in reports of domestic violence to the police

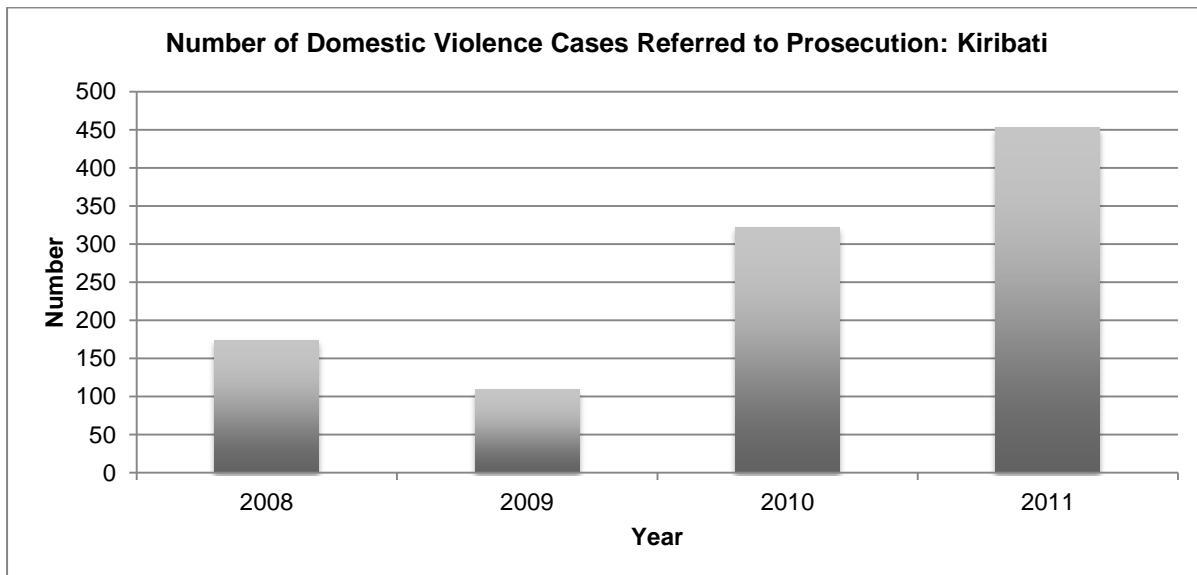
The original 2007 baseline study identified that women, in each of the five participating countries, were extremely reluctant to report domestic violence to the police because of a lack of confidence in the police and a belief that the police would inappropriately respond to the complaint. PPDVP's theory of change posited that increased police capacity and capability would result in an increased level of confidence which, in turn, would contribute to increased levels of reporting incidents of domestic violence to the police. Further, it was theorised that reporting would ease as public awareness of police intolerance of domestic violence grew.

The following figure outlines the increase number of reports annually. Four of the five participating countries are presented as Vanuatu was only included in 2008. As anticipated, significant shifts occurred over the first four years of PPDVP's implementation. These increases eased in the programme's fifth year. As an outcome of a 2011 programme evaluation these shifts were attributed to an increase in domestic violence desistance.



Increased prosecutions

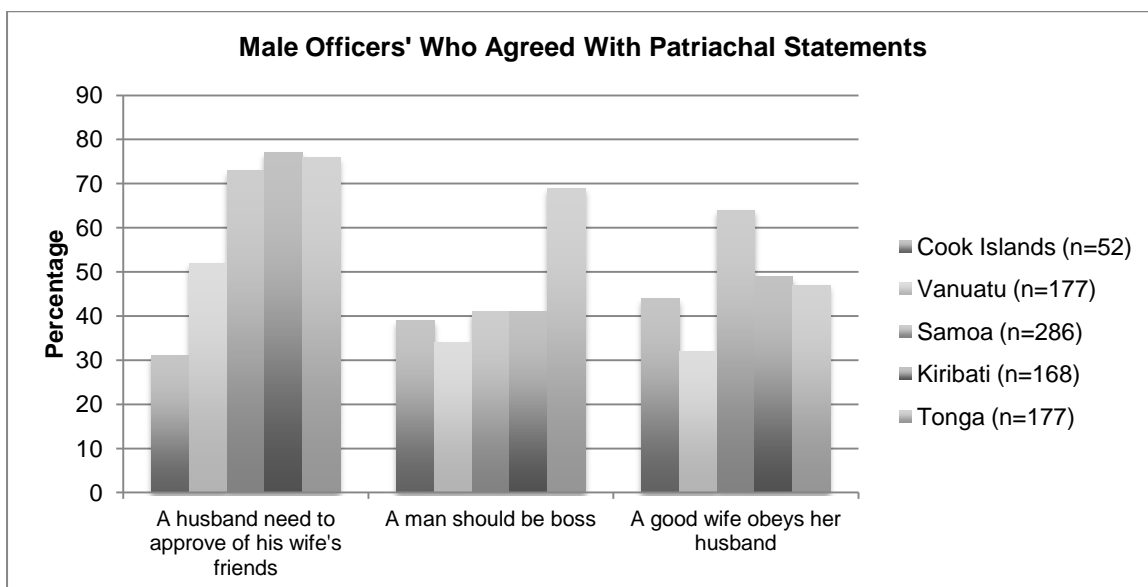
Prosecution data was analysed because of the assumed link between increased prosecutions and increased reporting. In each of the four countries that have participated in the PPDVP programme since 2007, there has been a marked increase in police prosecutions. Importantly, increased prosecutions have also witnessed the drastic decline in *police counselling* actions. In these situations, police preference had been to counsel the victim about how they should obey their husband as he is the head of the family and, concomitantly, has the right to *punish* his wife. One of PPDVP principles is that the police role is in managing domestic violence reports, where an offence has been identified, is to provide access to the justice system through commencing a prosecution. Informal counselling by police and reconciliation of parties inhibits the victim's access to justice. For illustrative purposes, the following figure presents prosecutions for Kiribati.



Other data sources

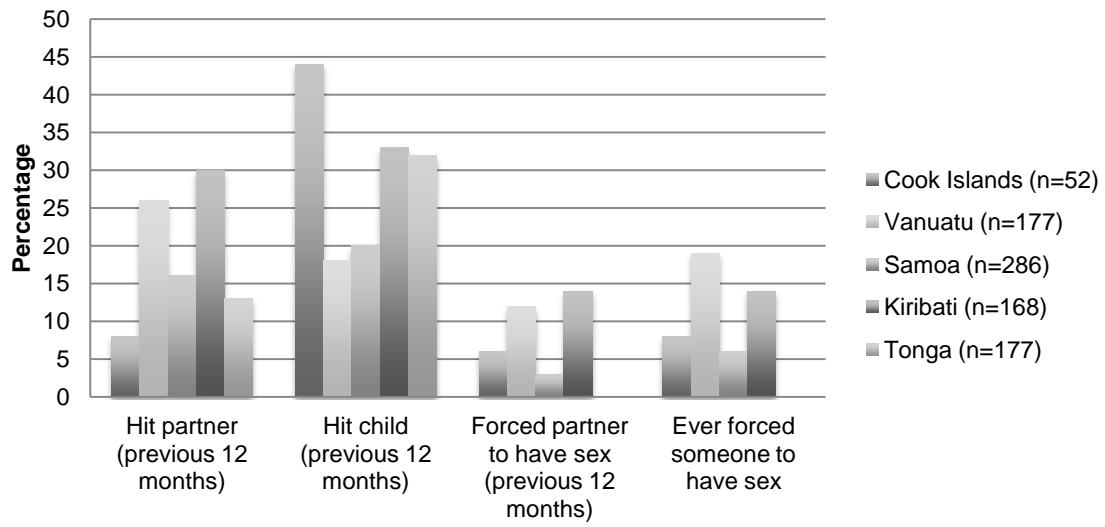
As PPDVP progressed it became important to gather quantitative baseline data which the programme could use for future comparative purposes. This was acknowledged as vital when the programme began to appreciate that negative attitudes and behaviours towards women were acting as a barrier to continued programme implementation. As a consequence, a sexual and gender-based violence survey was carried out in the five participating countries in 2012.

The survey explored a number of attitudes and behavioural dimensions. The following figure outlines male officers who agreed with a series of patriarchal statements.



In addition, police behaviour was explored by questioning officers about specific forms of violence-related behaviour with which they had personally engaged.

Male Officers' Responses to Gender-Based Attitudes and Behaviour Questions



INSTITUTIONALIZATION

PPDVP has worked with PICP members and Pacific police services for nine years. In 2007 the PICP entered into a declaration of Partnership with PPDVP which is renewed each year when the members meet. In 2012 PICP members identified their top ten priorities, with domestic violence being the only crime type identified, and rated as their third top priority in policing.

Domestic violence advisory committees of community and government agencies have been formed in many countries, and these provide advice and oversight to police commissioners on domestic violence case management. The police services have established weekly reporting mechanisms for domestic violence within their overall strategy and work plans. In two countries domestic violence is highlighted as a key priority and in the other countries is mentioned under crime management.

In 2011 PPDVP undertook a survey of police members' attitudes to gender based violence. A template to address these findings was developed in 2013 and adopted by the five participating countries in March 2014. Within three months, two of the countries had established processes to implement these actions either specifically in a list of five top priorities, or by including the findings in supervision and ethics and integrity training. Other countries are considering their response.

Further, many Pacific countries have introduced family protection and domestic violence legislation. Most countries have new provisions for Police Safety Orders to be issued by police staff in domestic violence cases. These provisions contain annual reporting requirements to government, ensuring that the new powers are managed effectively and appropriately. PPDVP was directly involved in the establishment of these processes.

The UN Department of Peace Keeping Operations (DPKO) reviewed the PPDVP training curriculum in 2011 and adopted significant portions of it in their training curriculum for international police peace keeping operations. PPDVP has presented this material to UN workshops in Nepal, Cambodia and Afghanistan, and will participate in a Global Technical Consultation on the Police and Justice Sector's Response to Violence Against Women and Girls at a workshop in Morocco in July 2014, at the invitation of UN Women.

The PPDVP syllabus was used as the basis of new domestic violence procedures and policy for the Constabulary by the Government of Papua New Guinea in 2013.

Finally, the PPDVP Nadi Accord in April 2014 on "Culture, Religion and Tradition" (attached in Supplemental Information) will be considered by the Pacific Islands Forum leaders Meeting in Palau in July 2014, where it is likely to be endorsed by the Leaders. This will provide the highest status level available in the Pacific to the PPDVP Nadi Accord, and ensure that it is enshrined.