MONITORING AND EVALUATING SEXUAL AND GENDER BASED VIOLENCE LEGISLATION

PACIFIC ISLANDS LAW OFFICERS NETWORK
SEXUAL AND GENDER BASED VIOLENCE WORKING GROUP REPORT

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1. Executive Summary

This is the third report of the Pacific Island Law Officers' Network (PILON) Sexual and Gender Based Violence (SGBV) Working Group. In this report, we present our 2015 outputs: a set of templates that can help member countries monitor and evaluate SGBV legislation.

This report builds on our 2014 review of implementation of SGBV legislation in member countries where we identified data collection as a key component of implementing SGBV legislation. We sought to address this component by developing monitoring and evaluation frameworks and guidance for SGBV legislation in the Pacific.

The Working Group, with the input of police, prosecutors and legal officers, has prepared templates for monitoring and evaluating two specific aspects of SGBV legislation – protection/police safety orders and prosecutions. These are aspects that are common to many Pacific Island countries and illustrate some of the key features of SGBV legislation. These templates will provide Pacific Island countries with a useful tool to use when monitoring and evaluating protection/police safety orders and SGBV prosecutions. Additionally, the frameworks provide a starting point for monitoring and evaluating other aspects of SGBV legislation.

In this report we also provide guidance on how to use the templates and links to additional resources to assist with monitoring and evaluation.

The following pages of the report provide the background to the current initiative (Section 2), the benefits to monitoring and evaluating SGBV (Section 3), framework objectives (Section 4), how the framework was developed (Section 5), and how to use the templates (Section 6). Both of the frameworks are provided in the **Appendices**.

2. Background

SGBV is a high priority policy for all governments, both in the region and around the world. Its prevalence in the Pacific and its significant impact on the lives of women and children means that there needs to be a continued emphasis on its eradication through a multifaceted approach, with legislation playing a key role.

SGBV was identified as a priority legal issue for PILON members during the 31st PILON meeting held in October 2012 in Kokopo, East New Britain, Papua New Guinea.

PILON members then appointed a Working Group to look into SGBV legislation in the region. The members of the Working Group are Tonga, as the chair of the Working Group, Samoa, Vanuatu and Australia with the PILON Secretariat.

In 2013, the Working Group focused on identifying the general work being done on SGBV in the region, including recent reports and consultation work, and provided PILON with two written resources as a reference for PILON members.[1]

In 2014, the Working Group focused on challenges and successes of implementation of SGBV in the region. Based on the information collected, it was clear that both police and prosecutors face a number of challenges including a policing culture that is reluctant to enforce SGBV legislation or respond to SGBV complaints, limited resources, lack of legal knowledge, lack of specific training and a lack of professional standards and special operating procedures for handling SGBV complaints and prosecutions. The Working Group, with the input of police and prosecutors, identified solutions to address these challenges and identified development partners who can provide technical assistance and training to provide for these solutions. The Working Group also recommended some good practices for consideration of PILON members as measures to take to successfully implement SGBV legislation.[2]

After receiving the Working Group's 2014 report, PILON members agreed for the Working Group to focus on monitoring and evaluating the challenges and success of implementation of SGBV legislation.

As the 2014 SGBV Working Group report noted, although it is clear from experience that domestic violence law enforcement is not a panacea for eradicating SGBV and prosecution is often used as the last option to punish or protect, it is prudent that a legal framework is ready to be used when appropriate. Such SGBV legal frameworks should be responsive, efficient and effective and ready to be utilised to protect victims, prosecute offenders and ultimately send a deterrent message to habitual offenders to desist from committing acts of domestic violence and hopefully result in slowing or stopping the cycle of violence.

With the majority of PILON members now having specific SGBV legislation in place, it is appropriate to consider how best to monitor and evaluate this legislation to ensure it is responsive, efficient and effective.

3. Benefits of monitoring and evaluation

The implementation of SGBV legislation does not end once laws are passed and are in force. In order to ensure the legislation achieves its aim of reducing violence against women and girls, it must be monitored in its implementation and evaluated against its aims. It is only by doing this that a country can determine whether the legislation is making a difference, and more importantly, the right kind of difference.

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[1] Regional Law and Justice Assistance on SGBV and SGBV Legal Frameworks for PILON Members – both are available at: http://www.pilonsec.org/index.php?option=com_content&view=article&id=132&Itemid=113.
[2] Sexual and Gender Based Violence: Challenges and successes faced by police and prosecutors – available on PILON website shortly.

UN Women has outlined the key points on why monitoring and evaluation is important in the context of SGBV:

- **Monitoring and evaluation helps build a strong evidence base around SGBV** – monitoring and evaluation involves the collection of data which contributes to the information on and evidence of SGBV in a jurisdiction.
- **Monitoring and evaluation helps identify and document successful programs and approaches to combatting SGBV** – while the evidence base regarding the extent of SGBV around the world is strong, evidence on what kinds of strategies that are effective in preventing violence and offering adequate support to victims and survivors is limited.
- **Monitoring and evaluation helps track implementation and determine if a policy or project is on track and when changes may be needed** – sometimes policies or projects may not achieve the outcomes that were intended or there may be unintended consequences that were not considered during development. Monitoring and evaluation helps identify these issues as soon as possible so changes can be made in an efficient and effective way.
- **Monitoring and evaluation helps identify the most valuable and efficient use of resources** – resources can be directed to policies and projects that work and redirected away from those that do not.[3]

4. Objectives

PILON Members play a very important role in the success of monitoring and evaluating SGBV legislation. The objectives of this paper are therefore to:

- Develop monitoring and evaluation templates for use by PILON Members including:
    - a **program logic** template setting out the expected outcomes and impacts arising from issuing and enforcing protection/police safety orders and prosecution of SGBV offences.
    - an **evaluation questions** template to guide the monitoring and evaluation process for these two activities and to assist in determining whether the activities are achieving the expected outcomes and impacts
    - a **monitoring plan** template for both activities to guide the ongoing and systematic collection of routine performance information
    - an **evaluation plan** template for both activities in order to analyse the information collected under the monitoring plan and determine whether the activities are achieving the expected outcomes and impacts, and
    - guidance on the use of the templates by PILON members.

[3] UN Women, *Why is monitoring and evaluation important?*, http://www.endvawnow.org/en/articles/331-why-is-monitoring-and-evaluation-important.html.

5. Methodology

The Working Group held a meeting in June 2015 in Suva, Fiji, kindly hosted by the Pacific Islands Forum Secretariat (PIFS) with funding from Australia to begin to develop the monitoring and evaluation frameworks. Participants, including police, prosecutors and legal officers, attended from the Cook Islands, Fiji, Kiribati, Nauru, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu, and Vanuatu.

The Working Group sourced key technical inputs to assist in developing the monitoring and evaluation frameworks. Anne Markiewicz (Pacific Women/Anne Markiewicz & Associates)[4] provided the participants with an introduction to monitoring and evaluation methods and facilitated the development of the frameworks. Participants also heard from PIFS, the Pacific Police Domestic Violence Program (PPDVP), the Fiji Women's Crisis Centre (FWCC), the Secretariat of the Pacific Community Regional Rights Resource Team (RRRT) and the Australian Attorney-General's Department (AGD).

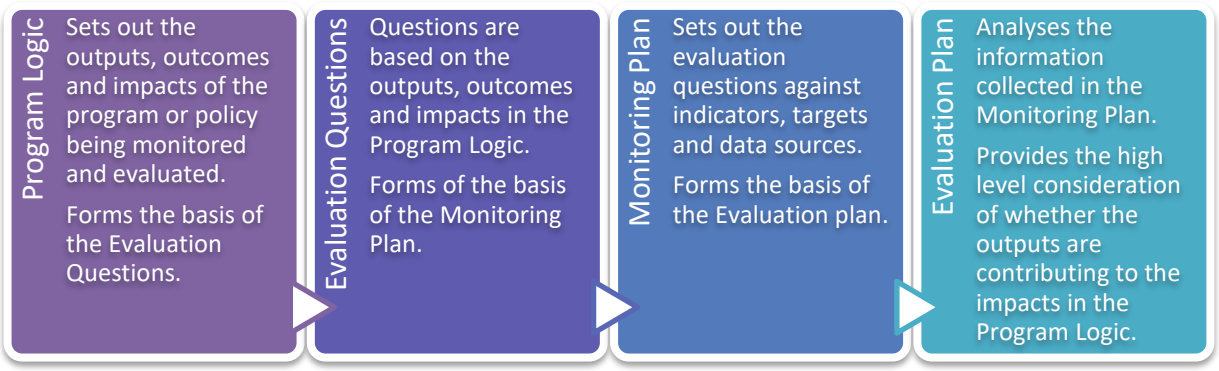
Anne Markiewicz provided an introduction to monitoring and evaluation through the use of a case study on protection/police safety orders and monitoring and evaluation templates. Participants at the meeting worked through the case study and developed a program logic, evaluation questions, a monitoring plan and an evaluation plan for protection/police safety orders. Participants also commenced work on developing templates for monitoring and evaluating prosecution of SGBV offences.

[4] Currently contracted by Pacific Women to assist in monitoring and evaluating the Pacific Women Shaping Pacific Development project.

These templates were then finalised out of session and provided to participants for comment. The templates were then provided to Ms Farida Fleming (Assai Consult), a monitoring and evaluation consultant contracted by the PILON Secretariat, for technical review.

6. Monitoring and evaluation frameworks

Each monitoring and evaluation framework is composed of four parts: the program logic, the evaluation questions, the monitoring plan and the evaluation plan. The connections between each element of the framework is depicted in the diagram below. A more detailed explanation of each component of the framework follows the diagram.



The frameworks (**Appendices**) are based on materials provided by Anne Markiewicz as part of her session during the SGBV Working Group meeting.

Program logic

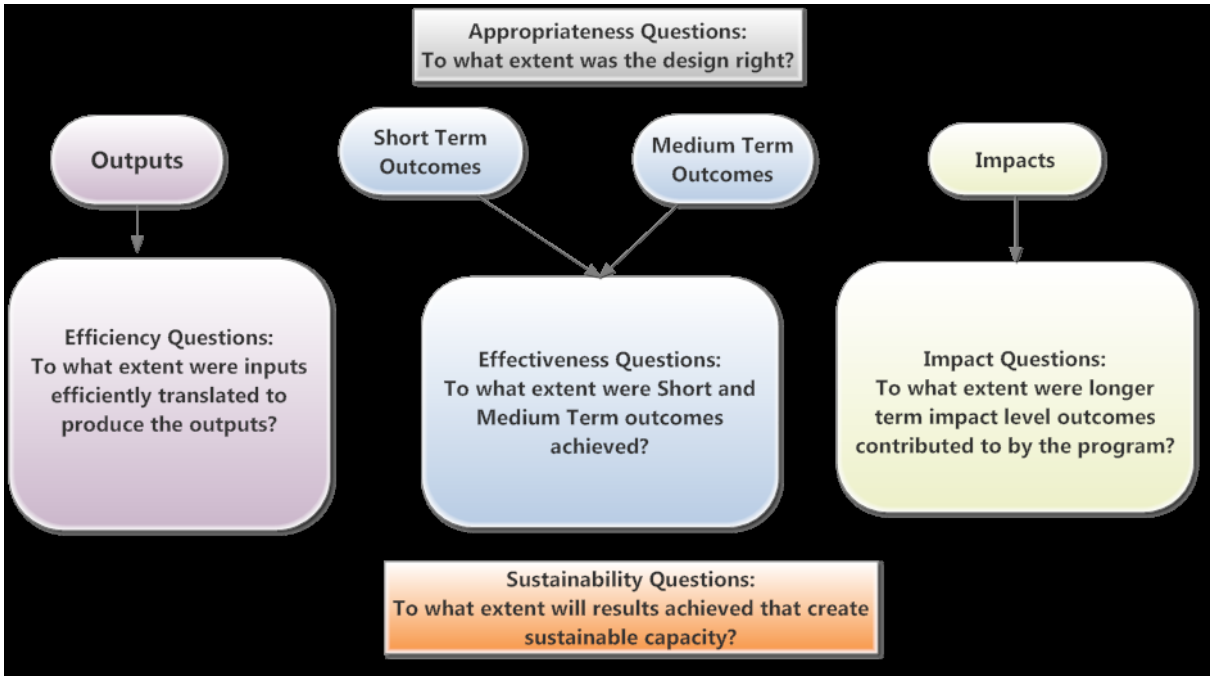
The first template in the monitoring and evaluation process is the program logic. The program logic sets out the theory of change (how change is supposed to happen).

The theory of change is linked to the program logic: what is being done to achieve the desired change. The program logic outlines what is being produced (policy, project or activity outputs) in order to effect designed long term change (impact of reduced SGBV). The program logic sets out the steps in between the outputs and impact: short and long term outcomes.

The program logic provides the framework for the monitoring and evaluation plans and is prepared at the start of the process so officers can identify the various outputs, outcomes and impacts.

Evaluation questions

The second template is the list of evaluation questions. We provide key questions for each of the five evaluation domains: appropriateness, effectiveness, efficiency, impact and sustainability. These questions guide the monitoring and evaluation process as they provide the structure for determining whether protection/police safety orders and prosecution of SGBV are achieving the intended difference to women, children and men in the short, medium and long term. The focus of each evaluation domain is outlined in the diagram below:



Source: Core Concepts in Developing Monitoring and Evaluation Frameworks, Markiewicz A (2014).

Monitoring plan

The third template is the monitoring plan. This sets out how a country will answer the evaluation questions by identifying the performance indicators for each question, the target to reach (if appropriate) and where this data will come from.

The last column, Who is responsible and when?, includes suggested timeframes but does not detail who is responsible as this will be different for each country. Responsibility may lie across a number of different areas – for example, training data may come from the human resources area and some data may come from reviewing files and cases. Each country will need to determine the appropriate area in their jurisdictions.

Evaluation plan

The final template is the evaluation plan. This plan analyses the information collected under the monitoring plan in order to determine whether the activities are achieving the expected outcomes and impacts.

7. Using the templates

The templates are generic to the Pacific and will need to be adapted in ways that are appropriate for and tailored to each Pacific Island country. To assist with implementation, this section provides guidance on how to use the templates and information on additional assistance and resources available.

7.1 Planning how monitoring data and evaluation findings will be used

Planning for how monitoring data and evaluation findings will be used starts with identifying who will use the data and for what purpose. Key questions to help this planning are:

- What types of reports will be generated with the results – options include detailed reports containing the data, summary documents with the main findings or a combination of both.
- Who will receive the reports – potential audiences include heads of department, government ministers and the community.
- If the results are made public, how will they be communicated to the public – options may include publishing the report on the internet and community meetings to discuss the results.
- How will the evaluation influence future decisions – this question returns to the purpose of the evaluation, that is, to improve the implementation of SGBV legislation and to provide the evidence for policy decisions.

Make sure to consider these issues in the planning stages to ensure the results can be used most effectively. Countries may also consider sharing their results with other countries in the region.

7.2 Adaptation

After identifying who will use the data and how, each Pacific Island country can consider how best to adapt the templates. Adaptation will be aligned to user needs and take account of each country's legislative and service delivery framework.

The templates are currently developed for protection/police safety orders and prosecution of SGBV offences. The templates for protection/police safety orders have been structured around four outputs:

- template protection/police safety orders
- policies and procedures for protection/police safety orders
- training in protection/police safety orders
- community awareness sessions on protection/police safety orders

The templates for prosecution of SGBV offences have been structured around six outputs:

- prosecutorial guidelines
- practice directions
- gender sensitivity training
- victim impact statements
- continued legal education
- sentencing guidelines

Considering stakeholder needs will help determine whether the outputs in the templates are relevant and able to be evaluated.

Some of the language used in the templates will also need to be adapted. For example, references to judges in the templates include magistrates but some countries may wish to make this more explicit. It is important to remember that these templates are a flexible tool that can be amended and changed as required.

Consulting with stakeholders, both government and non-government, is also an important way to customise and test the monitoring and evaluation templates. Stakeholders can provide a different perspective to SGBV legislation and, therefore, can add value when developing questions and sourcing data by ensuring a wide range of possible questions and data are considered. Stakeholders can also give feedback on the ability of their organisations to collect the data and what time and resources would be required. Stakeholders will also be an important audience for the final report and including them in the process from start to finish will help build support for monitoring and evaluation. Stakeholders may include other government agencies such as corrections and community police as well as non-government groups such as traditional leaders, NGOs and churches. For example, NGOs may play an important role in receiving reports of SGBV so countries may wish to include them as key stakeholders and data sources.

7.3 Timing

Monitoring and evaluation requires time and resources and this should be factored in to planning. Ideally, planning for monitoring and evaluation should commence at the same time the policy is developed. This will then allow time for the relevant data to be collected and identification of the resources required to undertake the monitoring and evaluation. However, monitoring and evaluation can start after a policy has been introduced.

Monitoring should be conducted at key times during the course of the policy or project, for example, after each training session or a certain number of training sessions. Data should also be collected on a regular basis rather than at the end so as to ensure coverage across the implementation of the policy or project.

Evaluation can be conducted when there are specific areas that need deeper investigation or particular questions to be answered. It may be useful to conduct mid-term and end-line evaluations to check implementation. According to UN Women, evaluations are usually conducted to answer key questions about performance and carried out when decisions need to be made about the policy or project – such as how to improve the policy, which policies or projects to continue or discontinue and whether to increase the number of projects.[5] For legislative projects, there may be no specific end date. In these situations, countries should determine a sufficient amount of time to carry out the evaluation, for example, after five years.

7.4 Data collection

Good data collection is integral to monitoring and evaluation. Therefore, when developing monitoring plans it is important to consider whether the data required is available, and if so, how it will be collected.

Quantitative data refers to "who and how much" and includes data such as the number of complaints, the number of court cases and the number of training sessions provided etc. This data can be drawn from administrative files, financial records and other sources.

Qualitative data refers to "why and how" and includes data such as people's attitudes and practices. This data can be drawn from surveys and interviews and other sources.

When collecting and analysing data on SGBV, it is important to remember:

- **statistics about SGBV, regardless of their source, will be a conservative or under-estimate the actual extent of the problem** - this is because there will always be women who are understandably distressed or embarrassed about having been subjected to violence, and as such, do not discuss or report it.[6]

[5] UN Women, as above.
[6] White Ribbon Australia, *Understanding the statistics about male violence against women,* http://www.whiteribbon.org.au/uploads/media/Donna-Chungs-Research-Report.pdf.

- **all research on SGBV needs to prioritise women's safety and be conducted ethically** – all research must be conducted with due sensitivity and attention to safety and confidentiality lest to distress and put respondents, and at time researchers, at risk.[7]Additional information on the ethical considerations surrounding research on SGBV can be found on the UN Women's Ending Violence against Women website: http://www.endvawnow.org/en/articles/174-ethical-considerations.html

Baseline data

The templates often refer to the use of baseline studies or data. These are studies conducted or data collected, ideally, before the particular project has commenced or at the beginning of implementation. Targets only become meaningful if they can be referenced against a baseline setting out the state of play at the beginning of a project and trends can only be identified if data is collected over a period of time.

For some countries, some of the outputs identified in the program logic will have already commenced and, therefore, it may not be possible to collect data prior to this time. In these cases, it is recommended that data is collected as soon as possible. This will then allow the data to be analysed when compared to an identified point in time. For example, if protection/police safety orders already exist, collecting data on their use at the start of the monitoring and evaluation period will then ensure that this data can be compared to data at the end of the monitoring and evaluation period. From this, countries may be able to identify any trends in their use and impact.

Further information on baseline data can be found on UN Women's Ending Violence against Women website: http://www.endvawnow.org/en/articles/1652-overview.html?next=1653

Additional data

The templates identify some data for collection but the types listed may not be feasible for some countries due to the resources required to collect the data or there may be additional types of data that are relevant and available. For example, data on staff turnover rates can show if staff who completed training are still working in the relevant area or the status of disposed cases for an indication on case progression. Again each country should determine the best sources of data to suit the particular circumstances of each country.

Targets

The monitoring plans include a reference to targets for each performance indicator. Suggested indicators have been included here as appropriate and countries will need to ensure that they set reasonable targets that are not too high or too low.

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[7] World Health Organisation, *Putting Women First: ethical and safety recommendations for research on domestic violence against women*, http://www.endvawnow.org/uploads/browser/files/WomenFirst%20Eng.pdf.

Data collection methods

The templates nominate the main data collection methods as file review, surveys and interviews. Any plans to conduct file reviews will need to be discussed with the relevant agency to ensure the review does not interfere with the day-to-day work of the agency. The templates do not go into detail about what to include in surveys and interviews – these will need to be determined by individual countries when the monitoring and evaluation plans are developed. Further information on conducting baseline surveys can be found on the UN Women's Ending Violence against Women website: http://www.endvawnow.org/en/articles/1324-baseline-surveys.html

Further information on data collection and analysis can be found on UN Women's Ending Violence against Women website: http://www.endvawnow.org/en/articles/322-conducting-research-data-collection-and-analysis-.html .

7.5 Assistance and resources

There are a number of organisations that are involved in monitoring and evaluation in the Pacific, including monitoring and evaluation of SGBV, who may be able to provide assistance in further developing the templates and/or in collecting data. For example, a number of organisations such as SPC and the United Nations Population Fund have conducted family and community health surveys in the Pacific which contain data on the prevalence of violence against women in particular countries.[8] Therefore, it is recommended that countries contact other government departments and agencies as well as relevant NGOs and international agencies working in their jurisdictions to see what assistance and resources are available.

At the Working Group meeting, PPDVP presented on the work they have undertaken on domestic violence knowledge, attitude and practice surveys as well as their domestic violence case file attrition study. Individual countries may wish to contact PPDVP for access to these surveys and results.

Under the Pacific Police Development Program, AGD can provide assistance to Pacific Island countries to develop and implement the templates. Subject to available resources, this bilateral assistance may include assistance with adapting the templates for specific domestic circumstances or participation in the Pacific Legal Policy Development Twinning Program

[8] United Nations Population Fund, *Violence against Women in the Pacific*, http://countryoffice.unfpa.org/pacific/2013/07/31/7502/violence_against_women_vaw_in_the_pacific/.

with a SGBV monitoring and evaluation project. For further information, please contact pacific@ag.gov.au .

Additional resources on monitoring and evaluation include:

- Core Concepts in Developing Monitoring and Evaluation Frameworks – Anne Markiewicz http://www.anneconsulting.com.au/index.php/resources/
- Virtual Knowledge Centre to End Violence against Women and Girls: Monitoring and Evaluation – UN Women http://www.endvawnow.org/en/modules/view/14-programming-essentials-monitoring-evaluation.html
- Better Evaluation – a range of tools and resources on monitoring and evaluation http://betterevaluation.org/

Examples of monitoring and evaluation programs include:

- Evaluation of the Pilot of Domestic Violence Protection Orders – UK Home Office https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/260897/horr76.pdf
- Resource Tool for Monitoring and Evaluating the Implementation of the Protection of Women from Domestic Violence Act 2005 (India) – Women's Rights Initiative http://www.endvawnow.org/uploads/browser/files/resource_tool_for_monitoring_evaluation_of_pwdva_lawyers_collective.pdf

For presentations from PPDVP, FWCC, RRRT and PIFS at the 2015 Working Group meeting, please see: http://www.pilonsec.org/index.php?option=com_content&view=article&id=132&Itemid=113

8. Conclusion

This paper has focused on guidance for monitoring and evaluating SGBV legislation in order to provide a regional resource PILON Members. The Working Group thanks the PILON Members who participated in the meeting and their contribution to developing the templates and the technical assistance provided by Anne Markiewicz and Farida Fleming.

Monitoring and evaluation of SGBV legislation will ensure that the successes in implementation of SGBV legislation can be shared and built upon while also identifying the challenges and ways to mitigate these.

The Working Group therefore recommends that PILON Members should direct that the next phase of work for the Working Group is to prioritise actions under the monitoring and evaluation templates and strengthen capacity around delivery of these actions.

APPENDICES

Protection/police safety orders – Program logic

THEORY OF CHANGE			
Police will be provided with templates, policies and procedures and training. Communities will be provided with awareness raising sessions.	Police are motivated to better utilise and monitor compliance of orders. Community members are motivated to request orders in situations of SGBV.	Police improve the issuing or applying for and monitoring of orders. Victim-survivors and community members improve the request of orders.	Reduced rates of SGBV reoffending Increased safety of victim-survivors Increased confidence in the police and justice system Increase in SGBV reporting
PROGRAM LOGIC			
OUTPUTS	**SHORT TERM OUTCOMES**	**INTERMEDIATE OUTCOMES**	**IMPACTS**
1. Template orders	• Police understand how to use the order template.	• Police increasingly issue or apply for and enforce orders in situations of SGBV.	• Reduced rates of SGBV reoffending by perpetrators issued with orders. • Increased safety of victim-survivors that are the subject of orders.
2. Policies and procedures regarding issuing orders and resolving breaches	• Police understand the order policies and procedures.		
3. Training in issuing orders, monitoring compliance and acting on breaches	• Improved capacity to issue orders and act on breaches.		
4. Community awareness sessions regarding orders	• Increased community understanding of orders and SGBV. • Increased community understanding of SGBV as a violation of human rights.	• Victim-survivors and community members increasingly request orders in situations of SGBV.	• Increase in confidence in police and justice system. • Increase in reporting of SGBV (including breaches of orders).

ASSUMPTIONS:

1. Protection/police safety orders are an effective means to reduce the harm caused by SGBV.
2. Victim-survivors will use the legal system rather than informal methods.
3. Police have the will to issue and enforce the orders and resolve breaches of orders.
4. Police are available and accessible to the community.

EXTERNAL FACTORS AND CONSTRAINTS:

Support from legal system, community, chiefs/elders, religious groups, support services, government, media and donors.
Access to resources and data.
Geographic factors such as remoteness.

Protection/police safety orders – Evaluation questions

EVALUATION QUESTIONS – Templates, policies, procedures & training		
Domain	**Headline question/ s**	**Subsidiary questions**
Appropriateness	To what extent are the templates, policies, procedures, training appropriate for improved use of orders?	To what extent did police use the template protection order? To what extent did police implement the policies and procedures? To what extent did police participate in the training?
Effectiveness	To what extent has there been an improvement in capacity in issuing or applying for orders and acting on breaches?	To what extent has there been an increase in the number of orders being issued or applied for? How did the templates, policies, procedures and training contribute to the increase? To what extent has there been an increase in the number of breaches investigated? How did the templates, policies, procedures and training contribute to the increase?
Efficiency	To what extent were the templates, policies, procedures, and training developed and implemented efficiently?	To what extent did police have resources available to issue or apply for orders and resolve breaches? To what extent were the templates, policies, procedures and training developed on time and within budget?
Impact	To what extent has there been a reduced rate of SGBV reoffending by perpetrators issued orders?	To what extent have orders increased the safety of victim-survivors who are the subject of orders?
Sustainability	To what extent did the templates, policies, procedures and training build the capacity for ongoing efficiency and effectiveness of orders?	
EVALUATION QUESTIONS – Community awareness		
Appropriateness	To what extent are community awareness sessions appropriate for improved awareness of orders?	To what extent did the community participate in the awareness sessions?
Effectiveness	To what extent has there been an increase in community understanding of orders and SGBV?	To what extent were the community awareness sessions beneficial for the audience?
Efficiency	To what extent were the community sessions developed and implemented efficiently?	To what extent were the community awareness sessions delivered on time and within budget?
Impact	To what extent has there been an increase in community confidence in the use of orders? How did the community awareness sessions contribute to the increase?	To what extent has there been an increase in reporting of SGBV (including breaches of orders)? How did the community awareness sessions contribute to the increase?
Sustainability	To what extent did the community sessions build the capacity for ongoing efficiency and effectiveness of orders?	

Protection/police safety orders – Monitoring plan

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
	To what extent has there been an improvement in capacity to issue orders, apply for orders, identify breaches and resolve breaches?					
Appropriateness	To what extent did police use the template order?	Use of template	• Number of orders issued/applied for • Number of orders issued/applied for that used the template	XX% of templates	Survey Review of police files	6 monthly
	To what extent did police implement the policies and procedures?	Implementation of policies and procedures	• Number of police who acted in accordance with the policies and procedures	XX% of target group	Survey	6 monthly
	To what extent did police participate in the training?	Participation in training	• Number of police that participated in training • Increase in level of understanding as a result of the training	XX% of target group XX% of target group reported increased understanding	Attendance records Surveys & interviews Self-assessment before and after training	After each training session
Effectiveness	To what extent has there been an increase in the number of orders issued or applied for? How did the templates, policies, procedures and training contribute to the increase?	Impact of template, policies, procedures, and training on issuing of/applying for orders	• Change in number of orders issued/applied for from baseline		Review of police files Review of court files Survey	6 monthly

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
	To what extent has there been an increase in the number of breaches investigated? How did the templates, policies, procedures and training contribute to the increase?	Impact of template, policies, procedures and training on resolving breaches	• Change in number of breaches resolved from baseline		Review of police files Review of court files Survey	6 monthly
Efficiency	To what extent did police have resources available to issue/apply for orders and resolve breaches?	Availability of resources	• Number of incidences when orders were not able to be issued/applied for or enforced due to lack of resources • Allocation of funds for implementation of orders		Review of police case files Surveys & interviews	6 monthly
	To what extent were the templates, policies, procedures, and training delivered on time and within budget?	Cost against budget Delivery against timeframes	• Performance against budget and timeframes	Less than XX% variation	Administrative data Financial records	6 monthly/Mid term
Impact	To what extent has there been a reduced rate of SGBV reoffending by perpetrators issued with orders?	Rate of reoffending of SGBV perpetrators	• Changes in rates from baseline in number of police attendances for domestic violence		Administrative data Surveys & interviews	Mid term
	To what extent has there been an increase in confidence in police and the justice system? How did the templates, policies, procedures and training contribute to the increase?	Increase in confidence	• Changes in rates from baseline in levels of confidence in police and justice system		Survey	Mid term

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
Sustainability	To what extent did the templates, policies, procedures, and training build the capacity for ongoing efficiency and effectiveness of orders?	Capacity building	• Persistence of improved knowledge from training		Training follow up survey	6 months following training
	To what extent has there been an increase in community understanding of orders and SGBV?					
Appropriateness	To what extent did the community participate in the awareness sessions?	Participation in community awareness sessions	• Number of people who attended the sessions	XX% of target group	Attendance records	After each session
	To what extent were the community awareness sessions beneficial for the audience?	Impact of sessions on awareness of orders & SGBV	• Difference between level of community awareness before and after sessions	XX% of participants report increased awareness	Surveys & interviews	After each session
Effectiveness	To what extent has there been an increase in community confidence in the use of orders? How did the community awareness sessions contribute to the increase?	Impact of sessions on community confidence	• Difference between confidence levels before and after sessions		Pre and post session surveys & interviews	Mid term
Efficiency	To what extent were the community sessions delivered on time and within budget?	Cost against budget Delivery against timeframes	• Performance against budget and timeframes	Less than XX% variation	Administrative data Financial records	6 monthly/Mid term
Impact	To what extent has there been an increase in reporting of SGBV (including breaches of orders)? How did the community awareness sessions contribute to the increase?	Impact of sessions on reporting of SGBV	• Change in number of SGBV reports (including breaches) from baseline		Review of police files Surveys & interviews	Mid term

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
Sustainability	To what extent did the community sessions build the capacity for ongoing efficiency and effectiveness of orders?	Capacity building	• Persistence of improved knowledge from training		Training follow up survey	6 months following training

Protection/police safety orders – Evaluation plan

Questions	Summary of Monitoring	Focus of Evaluation	Data Collection Method	Method Implementation	Responsibility Time Frame
Appropriateness To what extent are the templates, policies, procedures, training and community sessions appropriate for the order regime?	Police use of templates, policies and procedures Community participation in training and community sessions	Appropriateness of templates, policies, procedures, training and community sessions	File review Interviews & surveys	X file reviews per station X interviews per region Focus groups	Mid and end of program Mid and end of program
Effectiveness To what extent has there been an improvement in police capacity in issuing/applying for orders and resolving breaches? To what extent has there been an increase in community understanding of orders and SGBV?	Improvements in issuing/applying for orders and identification and resolution of breaches Improvements in community understanding of use of orders to halt and deter SGBV	Effectiveness of templates, policies, procedures, training and community sessions	Survey/interviews Review of police and court files Review of SGBV statistics	X interviews per region X file reviews per station Focus groups	Mid and end of program Mid and end of program
Efficiency To what extent were the templates, policies, procedures, training and community sessions developed and implemented efficiently?	Performance against budget Comparison of quotes for key line items	Performance against budget in context of results achieved	Administrative data Survey/interviews	Review of budget X interviews per region	End of program End of program

Questions	Summary of Monitoring	Focus of Evaluation	Data Collection Method	Method Implementation	Responsibility Time Frame
Impact To what extent has there been a reduced rate of SGBV reoffending by perpetrators issued orders? To what extent has there been an increase in confidence in the police and justice system? To what extent has there been an increase in reporting of SGBV (including breaches of orders)?	Impact of templates, policies, procedures and training on reoffending rates Impact of templates, policies, procedures, training and community sessions on confidence Impact of community sessions on reporting of SGBV	Trends in reoffending rates Trends in confidence Trends in reporting	Administrative data & interviews Review of timeframes Review of crime statistics	Review of case files X interviews per region Focus groups X reviews per region	Mid and end of program Mid and end of program
Sustainability To what extent did the templates, policies, procedures, training and community sessions build the capacity for ongoing efficiency and effectiveness of orders?	Efficiency and effectiveness of templates, policies, procedures and community sessions	Ongoing benefits of templates, policies, procedures, training and community sessions	Key stakeholder interviews File review	X stakeholder interviews per region Review of files to determine number of orders issued and number of breaches resolved	End of program End of program

Prosecution of SGBV offences – Program logic

THEORY OF CHANGE			
Judges and prosecutors are provided with guidelines, practice directions, training, education and access to victim impact statements. →	Judges and prosecutors have improved capacity to utilise SGBV legislation. →	Improved handling of SGBV cases. →	Reduction in SGBV case attrition Increased confidence in justice system Deterrence from SGBV

PROGRAM LOGIC			
OUTPUTS ↓	**SHORT TERM OUTCOMES** ↓	**INTERMEDIATE OUTCOMES** ↓	**IMPACTS** ↓
1. Prosecutorial guidelines	• Prosecutors have improved understanding of SGBV prosecutions.	• Improved quality of prosecutions: SGBV cases are progressed in a timely manner and are fast tracked where appropriate.	• Reduction in SGBV case attrition.
2. Practice directions (eg specified timeframes for proceedings and specific hearing dates)	• Justice officials have improved understanding of SGBV prosecutions.		
3. Gender sensitivity training	• Justice officials have improved gender sensitivity.	• Victim-survivors are appropriately supported throughout the process.	• Reduction in SGBV case attrition. • Increased confidence in justice system.
4. Victim impact statements	• Victim-survivors and community are provided with opportunity to express how SGBV has impacted them.	• Judges hand down appropriate and consistent penalties for SGBV.	• Reduction in SGBV case attrition. • Deterrence from SGBV.
5. Continued legal education on SGBV legislation	• Justice officials have improved understanding of SGBV prosecutions.		
6. Sentencing guidelines	• Justice officials have improved understanding of SGBV sentencing.		

ASSUMPTIONS:

1. Prosecution of SGBV offences is an effective means of reducing the harm caused by SGBV.
2. Community is aware that SGBV is an offence and of the harm done by SGBV.
3. Victim-survivors will use the legal system rather than informal methods.
4. Justice officials have the will to prosecute SGBV offences.

EXTERNAL FACTORS AND CONSTRAINTS:

Support from legal system, community, chiefs/elders, religious groups, support services, government, media and donors.
Access to resources and data.
Geographic factors such as remoteness.

Prosecution of SGBV offences – Evaluation questions

EVALUATION QUESTIONS – Prosecutorial guidelines and practice directions		
Domain	**Headline question/ s**	**Subsidiary question**
Appropriateness	To what extent are the guidelines and practice directions appropriate for SGBV prosecutions?	To what extent have prosecutors implemented the prosecutorial guidelines and policies? To what extent has the justice system implemented the practice directions?
Effectiveness	To what extent have the guidelines and practice directions improved the quality of prosecutions?	To what extent have the guidelines and practice directions led to an improved understanding of SGBV prosecutions? To what extent have SGBV cases progressed in a timely manner and fast tracked where appropriate?
Efficiency	To what extent were the guidelines, directions, training, statements and CLEs an efficient use of resources?	To what extent were the prosecutorial guidelines and policies developed on time and within budget?
Impact	To what extent have the guidelines and directions contributed to a reduction in case attrition?	To what extent has there been a reduction in SGBV case attrition? How did the guidelines and directions contribute to this?
Sustainability	To what extent did the guidelines and directions build the capacity for efficient and effective prosecution of SGBV offences?	
EVALUATION QUESTIONS – Gender sensitivity training		
Appropriateness	To what extent is the gender sensitivity training appropriate for increased SGBV prosecutions?	To what extent did the justice system participate in the gender sensitivity training?
Effectiveness	To what extent are victims appropriately supported during prosecutions?	To what extent has there been an improvement in participants' gender sensitivity?
Efficiency	To what extent were the guidelines, directions, training, statements and CLEs an efficient use of resources?	To what extent was the training developed on time and within budget?
Impact	To what extent has the training contributed to a reduction in case attrition and increase in confidence levels?	To what extent has there been a reduction in SGBV case attrition? How did the gender sensitivity training contribute to this? To what extent has there been an increase in confidence in the justice system? How did the gender sensitivity training contribute to this?
Sustainability	To what extent has the training built the capacity for efficient and effective prosecution of SGBV offences?	

EVALUATION QUESTIONS – Victim impact statements, continued legal education and sentencing guidelines		
Domain	**Headline question/ s**	**Subsidiary questions**
Appropriateness	To what extent are the victim impact statements, continued legal education and sentencing guidelines appropriate for SGBV prosecutions?	To what extent have victim impact statements been used by victims and prosecutors? To what extent did the justice system participate in continued legal education? To what extent have judges implemented the sentencing guidelines?
Effectiveness	To what extent are judges handing down appropriate and consistent penalties?	To what extent have victim impact statements provided victims and the community with an opportunity to express how SGBV has impacted them? To what extent has there been an improvement in the justice system's level of understanding of SGBV legislation? To what extent has there been an improvement in the justice system's level of understanding of SGBV sentencing? To what extent have judges referred to victim impact statements when handing down sentences?
Efficiency	To what extent were the guidelines, directions, training, statements and CLEs an efficient use of resources?	To what extent were the victim impact statements, continued legal education and sentencing guideline developed on time and within budget?
Impact	To what extent have the victim impact statements, continued legal education, and sentencing guidelines contributed to a reduction in case attrition and an increase in deterrence levels?	To what extent has there been a reduction in SGBV case attrition? How did the victim impact statements, continued legal education and sentencing guidelines contribute to this? To what extent has there been an increase in deterrence from SGBV? How did the victim impact statements, continued legal education and sentencing guidelines contribute to this?
Sustainability	To what extent have victim impact statements, continued legal education and sentencing guidelines built the capacity for efficient and effective prosecution of SGBV offences?	

Prosecution of SGBV offences – Monitoring plan

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
	To what extent are SGBV cases progressed in a timely manner and fast tracked where appropriate?					
Appropriateness	To what extent have prosecutors implemented the prosecutorial guidelines? To what extent has the justice system implemented the practice directions?	Implementation of guidelines & directions	• Number of prosecutors who have acted in accordance with the guidelines • Number of justice officials who have acted in accordance with the practice directions	XX% of target group	Survey Review of prosecution files Review of court files	6 monthly
Effectiveness	To what extent have the prosecutorial guidelines and practice directions led to an improved understanding of SGBV prosecutions?	Impact of guidelines & directions on level of understanding	• Change in level of understanding from baseline		Survey	6 monthly

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
	To what extent have the guidelines and practice directions improved the quality of prosecutions?	Impact of guidelines & directions on quality	• Number of cases that followed the guidelines • Number of cases that followed the practice directions • Number of cases that met the specified timeframes for proceedings/ specified hearing dates • Average time taken for prosecutions	XX% of cases XX% of cases XX% of cases X days	Review of prosecution files Review of court files Survey	6 monthly
Impact	To what extent has there been a reduction in SGBV case attrition? How did the guidelines and directions contribute to this?	Impact of guidelines and directions on case attrition	• Change in attrition level from baseline		Review of court files Survey	Mid term

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
	To what extent are victims are appropriately supported throughout the process?					
Appropriateness	To what extent did the justice system participate in the gender sensitivity training?	Participation in training	• Number of justice officials that participated in the training	XX% of target group	Attendance records	After each training session
Effectiveness	To what extent has there been an improvement in the justice system's level of gender sensitivity?	Impact of training on level of gender sensitivity	• Difference between level of sensitivity before and after training • Qualitative review of judgements • Qualitative monitoring of court proceedings	XX% participants report increased awareness	Survey of justice officials Survey of victims Review of judgements Self-assessment before and after training	6 monthly
Impact	To what extent has there been a reduction in SGBV case attrition? How did the gender sensitivity training contribute to this?	Impact of training on case attrition	• Change in attrition level from baseline		Review of case files Survey of victim-survivors and prosecutors	Mid term
	To what extent has there been an increase in confidence in the justice system? How did the gender sensitivity training contribute to this?	Impact of training on confidence levels	• Changes in confidence levels from baseline		Survey of victim-survivors and community	Mid term

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
	To what extent do judges hand down appropriate and consistent penalties for SGBV?					
Appropriateness	To what extent have victim impact statements been used by victims and prosecutors?	Use of victim impact statements	• Number of victim impact statements		Review of case files	6 monthly
	To what extent did the justice system participate in continued legal education?	Participation in education	Number of justice officials that participated in the education	XX% of target group	Attendance records	6 monthly
	To what extent have judges implemented the sentencing guidelines?	Implementation of guidelines	Number of judges who have delivered sentences in accordance with the guidelines	XX% of target group	Survey Review of court files	6 monthly
Effectiveness	To what extent have victim impact statements provided victim-survivors and the community with an opportunity to express how SGBV has impacted them?	Use of victim impact statements			Survey	6 monthly
	To what extent have judges referred to victim impact statements when handing down sentences?	Use of victim impact statements	• Number of judgements that refer to victim impact statements • Comparison of penalties	XX% of cases	Survey of judges Review of judgements	6 monthly

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
Effectiveness	To what extent has there been an improvement in the justice system's level of understanding of SGBV legislation?	Impact of education on level of understanding	• Difference between level of understanding before and after training • Comparison of penalties	XX% participants report increased awareness	Survey of justice officials Self-assessment before and after training	6 monthly
	To what extent has there been an improvement in the justice system's level of understanding of SGBV sentencing?	Impact of guidelines on level of understanding	• Difference between level of understanding before and after guidelines • Comparison of penalties	XX% justice officials report increased understanding	Survey of justice officials	6 monthly
Efficiency	To what extent were the guidelines, directions, training, education and victim impact statements developed on time and within budget?	Cost against budget Delivery against timeframe	• Performance against budget and timeframes	Less than XX% variation	Administrative data Financial records	Mid term
Impact	To what extent has there been a reduction in SGBV case attrition? How did the victim impact statements, continued legal education and sentencing guidelines contribute to this?	Impact of statements, guidelines and education on case attrition	• Change in attrition level from baseline		Review of case files Survey of victim-survivors and prosecutors	Mid term

Domain	Evaluation Questions	Focus of Monitoring	Performance Indicators (if appropriate)	Targets (if appropriate)	Monitoring Data Sources	Who is Responsible When
	To what extent has there been an increase in deterrence from SGBV? How did the victim impact statements, continued legal education and sentencing guidelines contribute to this?	Impact of statements, guidelines and education on deterrence	• Change in deterrence level from baseline		Review of case files Survey of victims, prosecutors and offenders Crime statistics	Mid term

Prosecution of SGBV offences – Evaluation Plan

Questions	Summary of Monitoring	Focus of Evaluation	Data collection Method	Method Implementation	Responsibility Time Frame
Appropriateness To what extent are the guidelines, directions, training and education appropriate and relevant for prosecution of SGBV offences? To what extent are victim impact statements appropriate and relevant for prosecution of SGBV offences?	Use of guidelines and practice directions Participation in training and education Use of victim impact statements	Appropriateness of guidelines, directions, training and education Appropriateness of victim impact statements	Interviews & surveys	X interviews per region Focus groups	Mid and end of program Mid and end of program
Effectiveness			Administrative data	Review of timeframes for case disposal	Mid and end of program

To what extent have the guidelines and practice directions improved the quality of prosecutions? To what extent are victims appropriately supported during prosecutions? To what extent are judges handing down appropriate and consistent penalties?	Impact of guidelines and directions on case progressions Effectiveness of training Effectiveness of victim impact statements, continued legal education and sentencing guidelines	Trends in case progression and adjudication Improvements in victim support Trends in penalties	Interviews & surveys Interviews & surveys Sentences handed down Interviews & surveys	X interviews per region X interviews per region Focus groups Review of judgements X interviews per region	Mid and end of program Mid and end of program Mid and end of program Mid and end of program
Efficiency To what extent were the guidelines, directions, training, statements and CLEs an efficient use of resources?	Performance against budget	Performance against budget in context of results achieved	Administrative data Survey/interviews	Review of budget X interviews per region	End of program End of program
Impact To what extent have the guidelines, directions, training, education and victim impact statements contributed to a reduction in case attrition and increase in confidence and deterrence levels?	Impact of guidelines, directions, training, education and victim impact statements on attrition, confidence and deterrence	Trends in case attrition, confidence and deterrence	Review of judgements Interviews Review of crime statistics	X reviews per region X interviews per region X reviews per region	Mid and end of program Mid and end of program

Sustainability To what extent did the guidelines, directions, training education and victim impact statements build the capacity for efficient and effective prosecution of SGBV offences?	Efficiency and effectiveness of guidelines, directions, training, education and victim impact statements	Ongoing benefit of guidelines, directions, training, education and victim impact statements	Key stakeholder interviews	X stakeholder interviews per region Review of prosecution files	End of program End of program