



## MINISTRY OF WOMEN, COMMUNITY AND SOCIAL DEVELOPMENT



# NATIONAL POLICY ON FAMILY SAFETY: ELIMINATION OF FAMILY VIOLENCE

2021 - 2031



## Foreword



It is my pleasure to present the first National Family Safety Policy for Samoa. The focus is placed on addressing and eliminating violence in the family, the safer all family members are then the stronger the community and village we will have. Family members abusing each other is not part of the Samoan culture and it is time for us to address the root causes to ensure our women, children, elderly, people living with disability and men are safe in their homes and communities.

Of deep concern to all of us, are the statistics that have come out of the two in depth studies in 2017 and 2018 on family Violence in Samoa. In 2017 the second Family Safety Study was carried by consultants commissioned by the Ministry of Women, Community and Social Development with assistance from Samoa Women Shaping Development programme. And the second study in 2018 by the Office of the Ombudsman and National Human Rights Institute, the National Enquiry into Family Violence.

This policy and supporting documents recognises our collective responsibility as a nation to address the rising tide of family violence and the impact on the fabric of our social. Unfortunately our women, children, people living with disability and elderly are suffering the most from a wide range of abuse. And most sadly most of the violence in families are committed by their own husbands/partners and other family members.

Family violence is a complex and difficult issue to address and the root causes need to be brought out into the open, such as gender in-equalities, power and control.

This Policy sets the strategic direction in terms of the high-level outcome, strategies and actions for prevention, earlier intervention and response to family violence and violence and abuse in our communities. And guides the work across all sectors to address the issue of violence in the family and directs all sectors, all government agencies and corporations and all non-government organisations to understand their roles and to work together.

I call upon all our partners and organisations to unite and work together to eliminate the scourge of violence in the family and to take up your own responsibility very seriously to make our families safer and our communities stronger.



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Hon. Tuitama Dr Talalelei Tuitama

Minister for Women, Community and Social Development

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## Preamble

Violence and abuse is a traumatic experience for any woman, man, or child and the cost to the individuals, the family and the community is significant. Violence is a barrier to reducing poverty, achieving gender and social inclusion and sustainable development. The consensus is that we have a national crisis regarding Family Violence.

In 2017 the Ministry of Women, Community and Social Development commissioned the Samoa Family Safety Study (SFSS) to collect data pertaining to the current state of violence within our community. Also in 2017 the Ombudsman Office and National Human Rights Institute carried out the National Inquiry into Family Violence. In addition Samoa established the Family Court in 2013 to deal with matters directly related to the family.

The cost of family violence on society is substantial, thus affecting our peoples development. It is impossible to improve people's economic outcomes without also considering peoples social outcomes. This Policy focuses on the elimination of violence in the family, especially violence against women and children. It has been developed to help Samoa respond to the serious and widespread problem of violence in the family and community.

Although there are a number of services providing support to the victims of violence, there are still notable gaps in the response system and services tend to be functioning parallel to others, rather than through a coordinated effort thus many victims may find it difficult to navigate and seek assistance. Changing peoples mindsets has also become a priority as it is noted that people generally tolerate violence towards each other or believe that it is a 'private issue'.

This policy is informed by a multi-sectoral approach and promotes leadership and coordinated action in promoting a zero tolerance for violence in the Samoan community from individuals, families, villages, districts, government agencies, NGO'S, civil society and private sector. It recognizes that the elimination of violence in Samoa is a long term commitment and requires coordination, vision and determination to change the status quo and improve the lives of our families, especially women, children, people living with disabilities and vulnerable men, women, and persons with diverse gender identity. This policy further states that it is firmly located in the cultural and geographical context of Samoa and acknowledges the challenges in changing long held attitudes and behavior.

The Government of Samoa recognizes that gender equality is intrinsic to achieving goals for sustainable social and economic development. It has strongly aligned itself to the 2014 Small Island Development States S.A.M.O.A.<sup>1</sup> Pathway agreement, where heads of state called for "freedom, peace and security, respect for all human rights, including the right to development and the right to an adequate standard of living, including the right to food, the rule of law, gender equality, women's empowerment, reducing inequalities and the overall commitment to just and democratic societies for development."

This is a national policy and covers all work of the Government across all sectors. It sits within the Community Development Sector and is administered by the Ministry of Women, Community and Social Development who sits on all 14 sector steering committees to assist all Sectors and Ministries of Government and corporations understand and action their roles and responsibilities within the aspects of addressing violence in the family and community. As well as focusing on primary prevention and awareness measures this Policy addresses environment factors whereby survivors of violence rebuild their lives through quality services and support of their community, and perpetrators are held accountable for their actions as well as access to rehabilitation services.

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<sup>1</sup>SIDS Accelerated Modalities of Action.

## Policy Linkages

Global	Regional	National
<p><b>Sustainable Development Goals</b></p> <p>Goal 5 : Achieve gender equality and empower all women and girls</p>	<p><b>Pacific Roadmap for Sustainable Development 2018</b></p> <p>The planning, implementation, monitoring and accountability for sustainable development is a country-led endeavor.</p>	<p><b>Strategy for the Development of Samoa 2016-2020</b></p> <p>Outcome 8 and 11: Social Institutions Strengthened</p> <p>Empowering Communities to lead inclusive development for all.</p>
<p><b>SIDS – Accelerated Modality Of Actions (SAMOA) Pathway</b></p> <p>27(h) – Promoting and enhancing gender equality and women’s equal participation including in policies and programs in the public and private sectors in small island developing states</p>	<p><b>Pacific Leaders Declaration on Gender Equality 2012</b></p> <p>Gender responsive government policies and programs</p> <p>Increased women’s representation in decision-making and leadership</p> <p>Economic empowerment of women</p> <p>Ending violence against women</p> <p>Improved health and education outcomes</p>	<p><b>Community Sector Plan 2016-2021</b></p> <p><b>Vision :</b> Communities leading inclusive development for all</p> <p>Outcomes :</p> <p>(i) Inclusive Governance</p> <p>(ii) Improved health, education, safety and access to justice for women and girls</p> <p>(iii) Increased economic empowerment of women</p>
<p>UN Convention on the Elimination of Discrimination Against Women and Girls</p> <p>UN Convention on the Rights of Persons with Disabilities</p> <p>UN Convention on the Rights of the Child</p> <p>Beijing Declaration and Platform for Action</p> <p>Beijing+25</p>	<p><b>Biketawa Declaration</b> - commits Forum members to fundamental values of human rights and good governance, inter alia, a “belief in the liberty of the individual under the law, equal rights for all citizens regardless of gender, race, colour, creed or political belief” and “upholding democratic processes and institutions which reflect national and local circumstances..”</p> <p><b>Pacific Platform for Action for Gender Equality and Women’s Human Rights 2018-2030</b></p>	<p><b>National Gender Equality Policy 2016-2020</b></p> <p><b>Goal</b></p> <p>All women and girls have equal access to opportunities that guarantee their full participation in, and benefit from, the sustainable development of Samoa</p> <p><b>National Disability Policy 2011-2016</b></p> <p>Objective 1.a. Empower people with disabilities to promote and advocate for their human rights</p>
	<p><b>Pacific Platform for the Rights of Persons with Disabilities 2016</b></p> <p>-Mainstreaming : Ensure the rights of PWDs are included in the development strategies, national and local policies and community services</p> <p>-Leadership &amp; Enabling Environment : develop leadership and enabling environment for rights-based disability inclusive development</p>	



## Introduction

This is the first policy of this type for Samoa. The focus is on the elimination of family violence and therefore there are many agencies involved in this policy leading to partnerships as a key strategy to ensure success.

The Vision of this policy is: “Increased economic development of vulnerable individuals, families and villages”.

There are 12 Policy Statements that outline the position of Government of Samoa when it come to the safety of our people in their homes and community (churches, schools, place of work, community/ village spaces, urban spaces, public transport etc). The statements outline strongly the zero tolerance for violence of all forms between men and women, adults and children. It recognises the importance of addressing family violence to be able to achieve economic growth, economy empowerment and alleviation of poverty.

In addition five expected outcomes of this policy are identified:

**OUTCOME AREA 1:** Reduced violence against women and children, persons with disabilities, elderly as well as other vulnerable populations.

**OUTCOME AREA 2:** Communities to lead the response, prevention and awareness against family violence.

**OUTCOME AREA 3:** A coordinated and efficient interagency response framework that is survivor centered and simple for workers and survivors to navigate.

**OUTCOME AREA 4:** Relevant laws in place to punish perpetrators of family violence, and that these laws are enforced by all key agencies.

To achieve the policy outcomes the Strategic Framework was developed, consisting of 1-Prevention, 2-Early Intervention and 3-Response. These three strategic areas will guide all the work of the outcome statements.

The governance of the policy will be carried out by the Community Development Sector Steering Committee with the Ministry of Women, Community and Social Development as the secretariat through the Social Development Division.

The Implementation Plan outlines how the five expected outcomes will be achieved , highlighting the partnerships between government, non-government, private sector, faith based organisations and community leaders at all levels.

This policy is for a timeframe of 10 years, 2021-2031 with the facility for review every 3 years to ensure the policy and implementation plan remains flexible and can respond to the needs of the relevant individuals and groups in Samoa.

The Interagency Essential Services Guide is attached as an appendix separate document. This document facilitates all services in Samoa working together to coordinate Early Intervention and Response (as outlined in the the strategic framework).

## ✦ Guiding Principles

Human Rights – everyone, regardless of sex, descent, age, language, religion, political or other opinion, social origin, place of birth, family status or gender identity, is entitled to all basic rights and freedoms including participation in decisions affecting them. A human rights approach seeks to empower people to know and claim their rights and increasing the ability and accountability of individuals and institutions who are responsible for respecting, promoting and fulfilling rights.

Human rights principles include ‘universality and inalienability’, ‘indivisibility’, interdependence and interrelatedness, non-discrimination and equality, participation and inclusion, accountability and the rule of law.

**Non-discrimination** – everyone is equal before the law, entitled to equal protection under the law and to be free from discrimination based on sex, age, descent, language, religion, political or other opinion, social origin, place of birth, or family status.

**Recognize the uniqueness of the different groups** (women, persons with disabilities, youth, children) and non-homogeneity nature of groups, diversity within the different groups

**Fa’aSamoa** – principles and values of:

- alofa (love)
- fa’aaloalo (respect and dignity)
- fai-nuu/fai-aiga lelei (good village/family governance and leadership)
- tautua (service and responsibility)
- va fealoa’i or va tapuia (sacred relationships between people)
- soalaupule (sharing the burden of decision-making through dialogue)
- tofa tatala/ fetala’i (wisdom to change that which needs changing, embracing change )
- faimeatonu ma le fa’aituau (honest and impartial–doing the right thing and treating all equally)
- fa’asinomaga (identity–where you belong)
- finagalo autasi (consensus)

**Christian values** – the Constitution of Samoa provides that it is a christian country

## ✦ Policy Statements

The Government of Samoa will enable families and communities to lead their own development and end all forms of violence especially against women and children, through supporting efforts at the village, district, national and international levels, and by all sectors, media, NGO’s and civil society.

The policy statements of this framework recognize the adoption of a survivor centred multi-sectoral and interagency approach as a collective solidarity solution to prevention and response to violence. The approach recognizes that the Government must be community centered and work in partnership to support all key women, men, religious leaders/faith based organisations, traditional village council leaders, non government organisations, civil society organisations, the media, private sector, academic institutions and intergovernmental organisations. This policy adopts a strengths based approach and is informed by the following ten (10) principles.

- A. Samoa does not tolerate violence in any form in the community, especially against women and children, persons living with disability, Persons with diverse gender identify and elderly,



in any context or in any circumstance.

- B. Violence is a traumatic experience for any woman, man, or child but that gender based violence is predominately inflicted by men on women and girls.
- C. Violence against women is both a cause and consequence of gender inequality.
- D. Violence against women is incompatible with the principles of democracy and hampers sustainable development at all levels.
- E. Violence in the family and community is about power and control, and is NOT an acceptable tradition or part of the Samoan culture. The implementation of this Policy must complement all efforts to address gender and power inequalities and inequities that contribute to violence against women/girls, children, pwds, elderly, marginalized groups, and young people, men/ boys.
- F. Women, men and Persons with diverse gender identify community are part of all activities addressing violence in the community.
- G. Prevention and early intervention is the priority to keeping family members and communities safe from violence and abuse.
- H. Services that better respond to the needs of the survivors are required to provide a multi-faceted professional community of support and assistance for recovery and healing.
- I. Perpetrators need to stop their violence and are held to account for their actions and are brought to justice.
- J. Evidence-based best practices through high quality research is crucial for developing strong approaches to prevent and respond to violence in the family and community.
- K. Ending Gender Based Violence is a collective and shared responsibility that falls upon every member of society. This includes political leaders, Government Ministries, Non Government Organizations, Civil Society, Church and Village leaders, professionals, academics, community representatives and stakeholders, parents, men & boys, women and girls and development partners. This includes the strategic partnerships for sharing/collecting/analyzing/ reporting of data/information for better coordination and responding to violence.
- L. Gender based Violence requires a whole of Government approach and needs to be tackled from all fronts through a cross sectoral planning, programming and budgeting partnerships with law and justice sector, education, health, community stakeholders, finance and planning and infrastructure sectors.

## **Safe Families: Strong Communities in Samoa**

This system utilises and promotes the strengths of community institutions (family, village, church, civil society, private sector) in ensuring that families are safe from all forms of violence. Government will empower those actors through policy, regulatory and monitoring initiatives, thus creating an enabling environment for all actors to contribute and work together in the elimination of all forms of violence in families and communities. Qualified and experienced Non-governmental actors will be involved in implementing and service delivery roles.

### **Policy Outcomes Areas**

Having defined the Policy statements, the following long term outcomes determine the ultimate

goal of this Policy.

**OUTCOME AREA 1:** Reduced violence against women and children, persons with disabilities, elderly as well as other vulnerable populations.

**OUTCOME AREA 2:** Communities to lead the response, prevention and awareness against family violence.

**OUTCOME AREA 3:** A coordinated and efficient interagency response framework that is survivor centered and simple for workers and survivors to navigate.

**OUTCOME AREA 4:** Relevant laws in place to punish perpetrators of family violence, and that these laws are enforced by all key agencies.

Addressing violence from a gender lens is a complex process given its crosscutting dimensions. It requires strong strategic partnerships and sustained engagement with each of MWCSOs target groups, key service provider Ministries, political leadership and community support groups, as well as interventions to strengthen the enabling environment.

Building on the current information and data available this strategy provides a refreshed approach with a proposed set of broad strategies at village community and national level to achieve greater impact in ending all forms of violence especially that of violence against women and children. The framework cannot be implemented throughout cementing and strengthening a formal relationship between the formal agencies/ Ministries and informal support network ie, whole of Government strong partnerships with the church and village council is critical. Thus, it requires Strong co-ordination and collaboration amongst formal and informal stakeholders and service providers at national, district and village levels. The work of the community, the Ministry of Women, Community and Social Development, and all relevant partners is carried out within a protective environment framework<sup>2</sup> that is suitable to the Samoan context.

## ✦ Policy Strategic Framework

The outcome statements of this policy are achieved using the strategic framework (shown in figure 1) below, beginning with PREVENTION and working on the root causes of violence and abuse in the family through the evidence based practices of behaviour change communication and awareness. Secondly is EARLY INTERVENTION, which is identifying and targeting help to families at high risk of family violence. And thirdly is RESPONSE, this relates to actions when an incident of family violence occurs, how the survivor is helped and kept safe and how the perpetrator is treated and made responsible for their actions.

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<sup>2</sup> Unicef' Child Protection Protective Environment Framework 2007: comprises of three sets of generic societal elements that identifies the contributing factors & causes (relationship with each other) and determines the way societal resources to best prevent and respond to problems. Three elements are (1) socio – economic, political and cultural context (2) child's immediate environment (3) prevention and response systems.

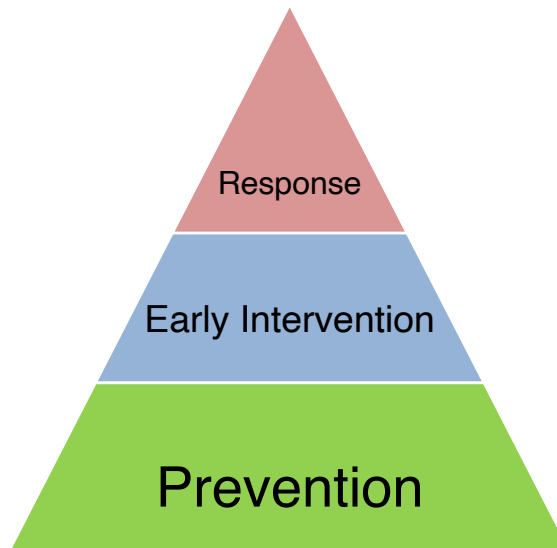
**FIGURE 1 FAMILY SAFETY STRATEGIC FRAMEWORK**

Figure 1 also illustrates clearly the amount of time and bulk of work of this policy work in each of the areas. The most being in Prevention, then Early Intervention and lastly Response to family violence. These areas are explained in more detail below.

### **Strategy 1 Prevention**

Preventing violence and abuse from happening in the first place makes a significant difference to its overall prevalence. Enhancing the capacities of our women, children, youth and people with disabilities for greater protection can be achieved through the promotion of PREVENTION as an enabling platform to combat violence. Initiating conversations at all levels by challenging attitudes and traditions that manifests and encourages violent and abusive behavior as well as acknowledging and modelling positive practices that are proved protective is a necessary step forward.

There is a serious need to challenge the deep-rooted socio-cultural & religious norms, attitudes and behaviors that discriminate against and limit the voices of the vulnerable across all sectors of the community in relation to violence, abuse and exploitation. The evidence shows that in general the communities in Samoa do not believe that there is a problem, are misinformed of the causes and scale of abuse, exploitation and violence.

This policy and action plan will seek to prevent violence and abuse through three steps of: 1-Dispelling the collective and individual myths that violence in the family and community is normal acceptable and validated within faaSamoa, 2-Teaching transformative practices (based on concepts of faaSamoa) giving them the skills to deal with and move away from the violent behaviour, and 3-Altering the environment (physical and psychological) to reduce opportunities for violence and violations to occur.

### **Strategy 2 Early Intervention**

The early intervention is achieved through enabling communities and community leaders to work together with the multi-sectoral agencies to provide quality services to those who need it the most. This includes the range of services to meet people's basic needs (children, young persons, PWDs, elderly, men, and women and Persons with diverse gender identify!) to respond and provide the services required for recovery, healing and restoration of the individual, family and community. These services must be readily available, easily accessible and well resourced to meet needs of all

people including the most vulnerable. It is of significant importance that the response systems are tailored and responsive towards the different needs of survivors as well as those seeking assistance or referred for help.

Cross-cutting collaboration across all Ministries who have within their mandates the resources to provide mix basic services as part of the overall prevention and response interagency system to ensure that women and girls who experience violence have access to high quality services which meet their needs for health, safety, psychosocial support and legal redress, while respecting their dignity, their choices and their rights.

These services are in areas of education (mainstream and life skills for out of school), nutrition and basic health services, employment & entrepreneurship skills, effective law enforcement that promotes safety and referral, alternative care services, family support services and so forth will form the range of social services available and tailored towards Samoan context specific.

At the same time this policy intends to facilitate the practical collaboration with the limited number of Non Government Organizations working in this field including families and their communities/villages. The policy recognizes the family as the first line of protection and therefore it is imperative for family members to be knowledgeable and competent to perform their role. The village community, and the church community, and Members of Parliament, should also be encouraged to commit in performing basic village protection functions such as village monitoring of vulnerable groups, community led activities and oversight of violence situations within, care and protection for all children and identified vulnerable groups.

### **Strategy 3 Response System**

All family members should be safe and feel safe in their home. and community/ village. The response system strategic area is how we respond to incidences of violence and abuse in the family. It builds on the other two strategies of PREVENTION and EARLY INTERVENTION. It encompasses all responses to the incident of violence and abuse, both immediate response and later response.

The Interagency Essential Services Guide (attached as appendix) outlines the steps for responding to incidences of violence and abuse and is to be followed by all essential services in Samoa both Government, NGO and FBO. This is essential so that survivors of family violence are treated immediately with their specific needs to their health and well-being and at all times with respect and given the opportunity to decide on their course of action.

The legal and regulatory system through the development and implementation of specialized laws and systems for children, young persons, and adults in conflict with the law will be a required response to ensuring prevention and response in terms of behavior management programs made programs to suit the needs of the offender or those who commit the crime. Law enforcement at both the formal (police, school, courts, prisons, youth detention centers ) and non formal institutions (village, church & family setting) will be a major area of support to ensure adequate reintegration programs that target long term solutions are implemented. Building the capacity of Government, non government and community support workers to provide rehabilitation services for perpetrators & offenders as part of the restorative justice and being accountable for their violence and abuse. There is a current gap in Samoa for targeted services towards perpetrators/offenders of violence. This will be a challenge due to the specialist training in rehabilitation required for the wide range of violence and abuse documented in all the recent studies.

## Policy Implementation

This policy will be implemented through a multi-stakeholder approach to ensure its vision and goal is achieved. This section outlines the mechanisms used to implement, monitor, review and monitor the policy.

**Vision:** Families to live in their communities that are free of violence.

**Mission:** To address violence in the family front on, especially against women and children, through empowering communities and their leaders to work together to create innovative and targeted ways to eliminate violence.

**Purpose:** The purpose of this policy is outlined below, and will be included in the monitoring and evaluation of this policy to ensure the policy is fit for purpose and achieving its goals and expected outcomes.

1. To provide a policy framework to guide the work on prevention of Family Violence in Samoa.
2. To empower communities to lead the prevention, response and awareness against family violence
3. To define and develop an effective coordinated multi-sectoral interagency response system that will provide holistic support and quality service to the survivors of violence.

## Governance Arrangements

The Community Development Sector Steering Committee ( CDSSC) will be the governance body of this policy. The Ministry of Women, Community and Social Development roles and responsibilities within this strategy centers on being an enabler through:

- Policy reform
- High level advocacy, public awareness
- Research
- Knowledge creation & Capacity Building
- Information sharing
- Technical assistance
- Building Partnerships and Networking (the coordinating role of a National Ending Violence Taskforce in coordinating the start of the interagency referral system at the national level will be crucial at the starting point)
- Monitoring and Evaluation

This policy is for a timeframe of 10 years, 2021-2031 with the facility for review every 3 years to ensure the policy and implementation plan remains flexible and can respond to the needs of the relevant individuals and groups in Samoa.

## Partnerships

Elimination of family violence in Samoa involves a multiple number of agencies, both government and non-governmental. A national multi-sector approach is implemented by each agency playing an important role for creating and promoting safe families and strong communities.



MWCSD will support the Policy and shall be responsible for the implementation of this Policy. The Policy shall be operationalised through a rolling ten-year Action Plan that will be reviewed annually and updated where appropriate.

Given its cross cutting effects on different spheres of society, so too should be the responses to address violence in Samoa. A description of all the spheres and their corresponding responsibilities to citizens is given below:

### **1. Social Services (Government and NGOs)**

- Ensure safety and protection for women and children is at the heart of all services
- Deliver services which are responsive to the needs of victims of violence
- Ensure that interventions are culturally appropriate
- Provide GBV training for all staff
- 'develop programmes and services that encourages perpetrators to take responsibility for their violence
- Undertake family violence screening, risk assessment and safety planning in all services
- Work collaboratively with other partners
- Create a violence free environment

### **2. Overarching Sphere – GOVERNMENT**

- Show leadership on the issue of violence and gender dimensions involved
- Enact laws and policies which criminalise violence and allow for perpetrators to be held accountable and supported to change
- Fund and support violence prevention initiatives and gender specific violent acts
- Maintain a gender and cultural analysis in all laws relating to GBV
- Ensure that strategies fit together to contribute to stopping GBV
- Monitor and evaluate the status of GBV prevention initiatives by other agencies The Health System
- Use safe and effective methods for identifying gender based violence
- Provide referral, education and support services to victims of violence
- Implement reporting protocols and document cases of family violence
- Devote time to training of health personnel on gender based violence
- Create a violence free environment

### **3. The Law & Justice System**

- Regularly disclose relevant statistics of family violence cases
- Utilize methods of intervention which do not rely on victims involvement
- Devote time to training of law and justice sector personnel on gender based violence
- Vigorously enforce perpetrators compliance with court orders
- Protect women children's safety in relation to the care of children
- Adopt a pro –arrest policy
- Facilitate an enabling environment for accessible and enforceable protection orders
- Create a violence free environment

#### 4. The Education System

- Support teachers and counsellors to recognize and respond to family violence in students' lives
- Teach violence prevention, peaceful ethical relationships, conflict resolution and communication skills at all levels, and model these skills throughout the school
- Engage students, parents and the school community in violence prevention initiatives
- Create a violence free environment
- Address bullying and dating violence in schools

#### 5. The Church/Faith Based

- Speak out against gender based violence from the pulpit
- Routinely assess for domestic violence in premarital and pastoral counseling
- Refer to gender based violence agencies
- Create a violence free environment and display information about where to go to for help
- Oppose the use of biblical or theological justifications for using violence
- Reject patriarchal dominance as a preferred social pattern

#### 6. The Media

- Contribute to promoting non-violence as normative
- Provide balanced reporting that considers the victims perspective and makes use of GBV experts comments
- Seek out information about the dynamics of GBV so as not to perpetuate myths and misunderstandings
- Do not blame the victim or make excuses for the perpetrator e.g. 'love gone wrong' or 'he just snapped'
- Report GBV as the serious social and criminal problem that it is

#### 7. The Workplace

- Make the work place violence free and display GBV prevention messages
- Have information for victims and perpetrators available in bathrooms, staff rooms, etc
- Intervene against perpetrators and stalkers in the workplace
- Ensure there is security to protect victims of violence
- Develop ways to support victims at work e.g. flexible work-times, call-screening, time-off, referrals to counseling, confidentiality
- Provide GBV training to staff and managers

#### 8. The Community/Districts/Villages

- Mobilize community representatives to advocate for the prevention of violence including GBV and act as frontline personnel to cater to victims of violence
- Display violence prevention messages in highly visible spaces
- Incorporate social protection measures in village plans
- Impose heavy penalties for perpetrators in village laws
- Report all GBV cases to relevant authorities even if the issue was addressed at village level

#### 9. Family, Friends and Neighbors

- Get to know your neighbors – ask if they are ok
- Offer practical help to parents who are stressed and not coping
- Listen to victims of violence without judging or blaming
- Get together with others to create a violence free village
- Write to your local newspaper about the need to speak out against GBV
- Ensure the people close to you know what help is available

## Monitoring & Evaluation Framework

The Monitoring and Evaluation (M&E) framework of this family safety policy is linked closely to the 10-year action plan. M&E activities are subject to the government of Samoa and contributing development partners' relevant policies and guidelines on M&E.

Improvement in implementation and in the development of follow-up or subsequent action plans (beyond this current action plan) require the sharing of information on the progress of implementation and lessons learned with relevant partners, stakeholders and the community.

M&E will be included in the Government of Samoa national mechanism for monitoring and reporting, each sector and ministry will report on their own indicators and outcome statements. Ministry of Women, Community and Social Development will play a lead role in their role in regulating and monitoring the service programmes. The working Group provide the coordination and technical support to the MWCSO in the performance of this role. Such support is needed for the production of reliable data and information for M&E, such as for the preparation of required reports documenting implementation progress of the national action plan.

**Annual work plan and budget:** the annual work plan and budget will serve as the primary reference documents for the purpose of monitoring the achievement of results. The MWCSO with support of the CDSSC and Working Group are tasked with the responsibility of ensuring implementation of the Family Safety action plan in accordance with these documents. Alignment of the annual work plan and budget for this family safety action plan to the MWCSO and all concerned implementing organisations' policy, planning and budgetary processes is important.

**Six monthly and annual reporting:** Sixth monthly and annual reporting need preparation by the MWCSO with the assistance of the Working Group and submitted to the CDSSC at its meetings. The reports should include updated information and narrative summary of results achieved against the family safety action plan, as well as lessons learnt and way forward.

**Annual reviews:** Based on the reports mentioned above, annual reviews should be conducted in the fourth quarter of the year or shortly after, to assess progress made against the family safety action plan and to review the annual plan for the following year. In the last year of the action plan, this review will also be a final assessment. This review is driven by the CDSSC and Working Group and should involve all key stakeholders for feedback. The review must focus on the extent to which progress is being made towards the outputs and activity result areas of the family safety action plan, and in alignment with the long-term outcome and indicators. Any changes to the result and resourcing framework of the family safety action plan based on required and available resources as well as revisions made based on lessons learnt should also be considered at these annual review meetings.

**Mid-term and completion reviews/evaluation:** Ongoing improvements and maintaining momentum in the implementation of the family safety action plan require regular independent evaluation to assess progress and to map the way forward. Family safety issues are complex problems to prevent and address given the difficulty in changing beliefs and attitudinal factors in Samoa's society. As such, with implementing efforts, we will never get it right in the first place, and therefore ongoing reflections through reviews and evaluations are critical for feedback and ongoing improvements.

## ✦ Implementation Plan

**Vision:** Families to live in their communities that are free of violence.

**Mission:** To address violence in the family front on, especially against women and children, through empowering communities and their leaders to work together to create innovative and targeted ways to eliminate violence.

**PURPOSE:**

1. To provide a policy framework to guide the work on prevention of Family Violence in Samoa.
2. To empower communities to lead the prevention, response and awareness against family violence
3. To define and develop an effective coordinated multi-sectoral interagency response system that will provide holistic support and quality service to the survivors of violence.

### OUTCOME AREA 1: REDUCED VIOLENCE AGAINST WOMEN AND CHILDREN, PERSONS WITH DISABILITIES, ELDERLY ABUSE AS WELL AS OTHER VULNERABLE POPULATIONS.

Objective (s)	Activity	Indicator	Outcome(s)	Responsible
1.To provide a policy framework (policy and plan of action) to guide the work on prevention of Family Violence in Samoa.	i) Develop Policy, Strategy and Plan of Action specific to address Family Violence.	Policy, Strategy and Plan of Action for Family & Community Safety is prepared and drafted.	Policy, Strategy and Plan of Action for Family & Community Safety is completed.	MWCSD

1.2 To develop a national prevention campaign on ending violence.	i.a) Prevention Campaign developed and actioned using all forms of communication mediums (multimedia etc) to address all forms of gender based violence ie: <ul style="list-style-type: none"> <li>intimate partner violence</li> <li>sexual violence against girls 12 – 16 yrs,</li> <li>violence against women, girls and children, PWDs, elderly people.</li> <li>domestic violence</li> </ul>	Extent of materials produced and disseminated Number of Positive parenting programs facilitated on a national level. Number of parents attending these programs and willing to practice within their homes (gained from pre-test and post-test evaluation of programs) Number of adults aware of impacts of violence on SV/ SRH. Number of parents aware of negative impacts of violence on Childs development.	Scope of coverage and increase awareness on GBV	MWCSD and partners
	vi) Implement programs with village councils to incorporate social protection measures into village plans and penalties.	Number of villages who demonstrate their commitment by conducting their own programs	Village plans of participating communities developed and endorsed.	MWCSD and partners
<b>PRIORITY AREA 2: COMMUNITIES TO LEAD THE RESPONSE, PREVENTION AND AWARENESS AGAINST FAMILY VIOLENCE.</b>				
Objective (s)	Activity	Indicator	Outcome(s)	Responsible
2.1 To develop prevention programs directed at the village level to increase awareness of Family Violence and to change mindsets about family violence.	i) Develop a Basic Family Safety Program to encourage positive behavior change. ii.a) Facilitate an enabling environment free from violence through the dissemination and display of IEC materials in open spaces.	Number of awareness/ media campaigns of zero tolerance for family violence.	Increased media coverage on violence cases.	MWCSD/ SWSD



<p>2.2 To conduct training for community leaders as a first responders/frontline workers for family violence within their own communities.</p>	<p>ii.b) Develop and disseminate fact sheets on Samoa Family Safety Survey findings 2017 on MWCSD website, newspaper and other means of dissemination.</p> <p>iii.c) Engage with Peer Educators/Young people to promote awareness on ending violence through conduct of training sessions &amp; dissemination of IECs and mentoring use of life-skills etc.</p> <p>iv) Incorporate programs with village councils to incorporate social protection measures into village plans and penalties.</p>	<p>IEC Plan of Action developed and implemented.</p> <p>Estimated coverage/outreach (% people receiving messages) for family violence awareness.</p> <p>Number of awareness/media campaigns of zero tolerance for Family Violence.</p> <p>Number of perpetrators reported by village representatives to the Justice system.</p> <p>Estimated coverage/outreach (% people receiving messages) for GBV awareness.</p> <p>Number of villages who have submitted village plans and by laws for reviews.</p>	<p>Positive practices identified from MSCs disseminated to the public.</p> <p>Enhanced interagency response to reported cases.</p> <p>Proportion of adults who know family violence is a crime.</p>	<p>MWCSD/ SWSD</p>
<p>2.3 Village leaders to identify appropriate individuals as first response within the community.</p> <p>2.4 To support Village councils develop village by-laws to execute and enforce harsh penalties for perpetrators of family violence.</p> <p>2.5 Monitoring and Evaluation</p>	<p>v) Implement an Ending Violence Day/16 Days of Activism as a national commemorative day for all churches in Samoa on the theme “family safety” centering on LOVE.</p> <p>vii) Provide updates to the National Ending Violence Committee on progress</p>		<p>Violence committee meetings</p>	

2.6 To establish an effective M&E mechanism in place to monitor the impacts of programs being conducted.	viii) Establish Violence Committee  viii.a) Prepare reports on all programs conducted.  vix.b) Refer cases identified during programs to relevant organizations.	Progress of all activities tabled to the Violence Committee.  Number of Most Significant Change initiatives.  Number of resolutions carried out and reported back to the committee on actions taken.  Number of cases identified during programs or brought to attention referred to the most appropriate service provider.	All program reports readily available upon request.  Violence Committee meeting minutes readily available upon request.	
	x) Conduct regular Impact assessments of different GBV approaches supported under Community Sector Plan to determine best practice approach.	Independent Reviews conducted	Review findings to inform some aspect of community approach to addressing gender based violence	MWCSO/ SWSD
<b>PRIORITY AREA 3: A COORDINATED AND EFFICIENT INTERAGENCY RESPONSE FRAMEWORK THAT IS SURVIVOR CENTERED AND SIMPLE FOR WORKERS AND SURVIVORS TO NAVIGATE</b>				
3. To develop a clear framework of the relevant services essential to support the survivors of violence by strengthening strategic partnerships with Interagency Taskforce, civil society, NGOs, private sector, other government ministries and development partners.	i) Develop inclusive rights-based Standard Operating Procedures/ protocol/guide (SOPs) for all response agencies; standards in dealing with survivors at family & community level.  iii) Ensure available counseling services for survivors and facilitate training support for counselors and those providing first aid psychosocial support.	SOP developed and implemented  Framework of Essential services is developed.  Number of clients being referred to counselors for relevant intervention.  Number of DV Hotline Callers scoring above 20 on danger scale.	SOP implemented and practiced at all levels  Framework is being used by workers and survivors of violence.  Proportion of survivors accessing services.	Key agencies (MOP, MJCA, MWCSO, MOH, AG )  Partners, Community sector, church sector

3.2 To improve capacity of all frontline workers who respond to cases of violence.	iv) Conduct counseling & case management training for MWCSO staff and Community Development Sector stakeholders in case management in dealing with survivors ensuring quality multi-sectoral response.	Number of cases being brought to CPO attention.  Number of training counselors on Family Violence Number of cases being reported to law and justice sector personnel on victim's behalf by village representatives and other community based workers.		
3.3 To strengthen coordination of response system .	v) Quarterly meetings for Interagency task-force for Ending Violence.  vi) Training programs conducted for health workers, social workers and law and justice personnel.	Number of Family Violence cases reported through doctor and health workers.  Number of protection orders being enforced by the law and justice sector.  Number of perpetrators reported by village representatives to the Justice system	Increased capacity of personnel to respond to cases.  Enhanced response capability of sector partners.	
	vii) Enhance the capacity of village representatives as frontline personnel to cater to victims of violence as part of first aid psycho social support. viii) Establish Village Family Safety Committee inclusive of women, youth, elderly and church minister representatives.	Number of villages with incorporated protection measures for children, women, youth the elderly, PWD within village plans and by laws.  Number of villages who have established a Village Family Safety Committee.	Village plans of participating communities developed and endorsed.  Village Family Safety Committees are operational in villages.	Community based partners
3.4 To improve data collection and centralisation	x) Develop services registry xi) Develop official registry of qualified counselors.	Qualified counselors and services registry operational.  Relevant statistics on interpersonal violence disclosed to partners on a consistent basis.	Registry in place and utilized.	MOH

	xii) Sex disaggregated database established and utilized to capture information pertaining to victim(s) and perpetrator(s)	Quarterly reports disseminated or available upon request. Prevalence and impact survey conducted	Reliable information system in place to assist in M&E and strategic intervention(s).	MWCSD
<b>PRIORITY AREA 4: RELEVANT LAWS IN PLACE TO PUNISH PERPETRATORS OF FAMILY VIOLENCE, AND THAT THESE LAWS ARE ENFORCED BY ALL KEY AGENCIES. APPROPRIATE REHABILITATION SERVICES ARE PROVIDED FOR SURVIVORS AND PERPETRATORS OF VIOLENCE</b>				
4. To ensure current legislations holding perpetrators of violence accountable for their actions are enforced.	i) Child Care & Protection Bill to be supported.	Child Bill available for discussion  Laws are enforced.	Perpetrators held accountable for their actions	AG, MWCSD
4.3 To enhance collaboration with existing support services and ensure there are differentiated services RESPONSIVE to meet the direct needs of survivors and perpetrators.	ii) Bolster support to existing rehabilitation programs (e.g. Oloamanu Youth Rehabilitation Centre, Samoa Prisons and Corrections Ola Toefuataina Program, SVSG, Samoa Returnee Charitable Trust, etc) iii) Support income generating opportunities/ small business/ employment opportunities through the implementation of the Tuailavaola policy & strategy for; survivors of violence	Number of victims referred to relevant organization and access to services. Number of perpetrators referred to ADC rehabilitation programs. Number of DV cases prosecuted by the AGs office under the Family Safety Act.  Number of victims obtaining employment or supported through income generating opportunities. Number of perpetrators obtaining employment. Number of DV convictions. Number of Protection orders issued by the court.	Victims are provided with the appropriate support to ensure normalcy.  Perpetrators are successfully reintegrated back into society as upstanding citizens.	MOP, MJCA, Ministry prisons & corrections
	(iii) Provide technical assistance to service providers through a reintegration and rehabilitation strategy.	Strategy developed and endorsed.		Law and justice sector

## Appendices

### Acknowledgements

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- \* National Ending Violence Taskforce
- \* MCJA
- \* Ministry of Police
- \* Public Service Commission
- \* Samoa Bureau Statistics
- \* Office of the Ombudsman and NHRI
- \* Samoa Victim Support Group
- \* Nuanua o le Alofa
- \* National Council of Churches
- \* Samoa Umbrella for Non-Governmental Organizations
- \* Village Representatives
- \* Government of Australia – Department of Foreign Affairs & Trade
- \* UN Women
- \* United Nation Development Programme

Faafetai tele lava



## Acronyms and Terms

	<b>Explanation</b>		<b>Explanation</b>
ADB	Asia Development Bank	MPMC	Ministry of Prime Minister & Cabinet
AG	Attorney General	MWTI	Ministry of Works, Transport & Infrastructure
APTC	Australia Pacific Technical College	MWCS D	Ministry of Women, Community & Social Development
CBOs	Community Based Organizations	NCC	National Council of Churches
CoC	Chamber of Commerce	NGOs	Non Government Organisations
CEDAW	Convention on the Elimination of Discrimination Against Women	NHRI	National Human Rights Institute
CRC	Convention on the Rights of the Child	NOLA	Nuanua o le Alofa
CRPD	Convention on the Rights of People with Disabilities	NUS	National University of Samoa
CS	Community Sector		
CSP	Community Sector Plan	OCLA	Office of the Clerk of the Legislative Assembly
CSSP	Civil Society Support Program	OEC	Office of the Electoral Commissioner
DP	Development Partners	OECD	Office of Economic Cooperation and Development
DPOs	Disability Persons Organizations	PSC	Public Service Commission
FBOs	Faith-based Organizations	PWD	People with disability
GESI	Gender Equity and Social Inclusion	SBS	Samoa Bureau of Statistics
GMT	Gender Mainstreaming and Transformation	SBH	Samoa Business Hub
IPPWS	Increasing Political Participation of Women in Samoa	ROS	Rogers of Samoa
NGOs	Non-Government Organizations	SDS	Strategy for the Development of Samoa
MAF	Ministry of Agriculture and Fisheries	SFA	Samoa Faafafine Association
MCIL	Ministry of Commerce, Industry and Labour	SIDS	Small Island Developing States
MCIT	Ministry of Communication and Information Technology	SLRC	Samoa Law Reform Commission
MESC	Ministry of Education, Sports and Culture	Diverse gender identity	Sexual orientation, gender identity and expression
MFAT	Ministry of Foreign Affairs and Trade	SWA	Samoa Water Authority

MFRC	Ministry for Revenue and Customs	TOR	Terms of Reference
MOF	Ministry of Finance	TSM	Temporary Special Measures
MJCA	Ministry of Justice & Courts Administration	WaSH	Water, Sanitation and Hygiene
MNRE	Ministry of Natural Resources and Environment	WILS	Women in Leadership Samoa
MPE	Ministry of Public Enterprises	MPCS	Ministry of Police and Correctional Services

## Definitions

<b>Discrimination against women</b>	Is defined by the CEDAW as any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field. (CEDAW)
<b>Empowerment</b>	Is the process of enhancing the capacity of individuals or groups to make choices and to transform those choices into desired actions and outcomes. Central to this process are actions which both build individual and collective assets, and improve the efficiency and fairness of the organizational and institutional context which govern the use of these assets.
<b>Equity</b>	Refers to the concept of fairness and involves access to equal opportunities and the development of basic capacities. To ensure equity, it is necessary to recognize that some groups have been disadvantaged and even though the rules do not specifically discriminate some people, they could, in fact, induce some forms of discrimination when social inequalities are overlooked. Therefore equity could necessitate special measures to compensate for the disadvantages. Equity is an essential element to equality.
<b>Gender</b>	Refers to the socially constructed roles held by women and men in a specific society, including their responsibilities, behaviours and attitudes towards each other. Even if they sometimes look 'natural', these roles are learned, can be different from one society to another, and change over time.
<b>Gender analysis</b>	Is a process, including methods and tools, to identify gender inequalities and the causes of those inequalities. It aims to plan efficient development programmes that are addressing both men's and women's needs and to reduce existing gender and other social inequalities. A gender analysis is not limited to analyzing women's roles and needs only, but men's as well. It focuses on the causes of gender inequalities embedded in social relations and institutions. Thus a gender analysis also studies social organizations and institutions in order to identify what needs to be changed in order to ensure equity, equality and social inclusion.
<b>Gender Equality</b>	Gender equality refers to the <b>equal rights (aia tutusa), responsibilities (matāfaioi) and opportunities (avanoa) of women and men and girls and boys</b> . Equality does not mean that women and men will become the same, but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development. (OSAGI 2001)
<b>Gender mainstreaming</b>	Is "...the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality." (ECOSOC Agreed Conclusions, 1997/2)

<b>Gender based violence (GBV)</b>	Gender based violence is any act of violence that is directed against a woman because she is a woman or that affects women disproportionately. Gender based violence involves the <b>use and abuse of power</b> and <b>control</b> over another person. Types of GBV includes: initiate partner violence, Sexual violence against girls, violence against women, girls and children, domestic violence.
<b>Intimate Partner Violence</b>	Is the physical, sexual, economic or emotional abuse by a current or former spouse or partner constitutes intimate partner violence. It can occur within heterosexual or homosexual relationships and does not require sexual relations. Garcia-Moreno et al. (2005) defines intimate partner violence as any “behavior in an intimate relationship that causes physical, sexual or psychological harm, including physical aggression, sexual coercion, psychological abuse and controlling behaviors”.
<b>Physical Violence:</b>	Is the intentional use of physical force with the potential for causing death injury or harm. Physical violence includes but is not limited to: scratching
<b>Sexual Violence</b>	Is any act in which one person in a power relationship uses force, coercion or psychological intimidation to force another to carry out a sexual act against his or her will or participate in unwanted sexual relations from which the offender obtains gratification. Abusive sexual contact occurs in a variety of situations, including within marriages, on dates, at work, in school and in families (such as incest). Other manifestations include undesired touching, the oral, anal or vaginal penetration of a penis or objects and obligatory exposure to pornographic material).
<b>Disabilities</b>	Disability results from the association between a person with physical, mental and intellectual aspects and the environmental and attitudinal barriers she/he may face in villages and the wider society.
<b>Violence</b>	The World Health Organization defines ‘violence’ as the “intentional use of physical force of power, threatened or actual, against oneself, another person, or against a group or community, which either results in or has a high likelihood of resulting in injury, death, psychological harm, mal development or deprivation.
<b>Violence- interpersonal violence</b>	Is violence that occurs between family members, intimate partners, friends, acquaintances, and strangers and includes child maltreatment, youth violence, intimate partner violence, sexual violence and elder abuse
<b>Economic Abuse</b>	The definition for Economic Abuse is when the husband prevents his wife from getting or keeping a job, making her ask for money, giving her an allowance, taking her money, not letting her know about or have access to family income.

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## **Interagency Essential Service Guide**

See separate document.

**MINISTRY OF WOMEN, COMMUNITY AND SOCIAL DEVELOPMENT**

**SAMOA NATIONAL POLICY ON**

**FAMILY SAFETY: ELIMINATION OF FAMILY VIOLENCE**

*Aiga Saogalemu: Samoa Manuia Safer Family: Samoa Manuia*

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