

Formative Evaluation of the Tonga National
Centre for Women and Children Women's
Economic Empowerment Project

Suggested citation: Winterford, K, Ma'u, K and Leahy, C (2019). Formative Evaluation of the Tonga National Centre for Women and Children Women's Economic Empowerment Project. Pacific Women Shaping Pacific Development Support Unit.

Abbreviations

CSO	civil society organisation
DFAT	Australia's Department of Foreign Affairs and Trade
ET	evaluation team
EVAW	ending violence against women
IWDA	International Women's Development Agency
M&E	monitoring and evaluation
<i>Pacific Women</i>	Pacific Women Shaping Pacific Development
TNCWC	Tongan National Centre for Women and Children
VAW	violence against women
WEE	women's economic empowerment

Acknowledgements

The evaluation team would like to acknowledge all stakeholders in Tonga who generously provided their time for consultations and shared their experiences and insights about the Tonga National Centre for Women and Children Women's Economic Empowerment project. We thank Amali Shaw, *Pacific Women* Support Unit for her tremendous support to the evaluation team.

We present these findings with humility, recognising the tremendous work that is ongoing by Tonga National Centre for Women and Children. We hope that this report provides a contribution to learning about women's economic empowerment and ending violence against women in Tonga.

Table of Contents

Executive summary.....	1
1. Introduction.....	4
2. Background.....	4
2.1. Pacific Women Shaping Pacific Development.....	4
2.2. <i>Pacific Women</i> Tonga Country Plan.....	4
2.3. TNCWC Women's Economic Empowerment Project.....	5
3. Background to evaluation.....	5
3.1. Evaluation purpose.....	5
3.2. TNCWC Key evaluation questions.....	5
3.3. Evaluation approach.....	6
3.4. Evaluation limitations.....	7
4. Findings.....	7
4.1. Relevance.....	7
4.2. Effectiveness.....	12
4.3. Efficiency.....	17
5. Recommendations.....	20
Annex 1: Stakeholder consultations TNCWC formative evaluation.....	22
Annex 2: Documents reviewed for the TNCWC evaluation.....	24
Annex 3: Frameworks underpinning the evaluation.....	26
Annex 4: Case Study: Support for WEE from spouses and families.....	29
Annex 5: Standard 6: Independent evaluation reports.....	32

Executive summary

This report presents the findings of a formative evaluation of the Tonga National Centre for Women and Children (TNCWC) Women's Economic Empowerment (WEE) project, conducted from April–June 2019.

The vision of TNCWC is to develop and promote a peaceful, safe and inclusive community in which the women and children of Tonga can live a healthy and happy life free of all forms of violence. The TNCWC WEE project is a 20-month pilot program (November 2017–June 2019) supported by the Australian Department of Foreign Affairs and Trade (DFAT) through Pacific Women Shaping Pacific Development (*Pacific Women*) program.

The purpose of the formative evaluation was to assess the progress of TNCWC's WEE project against the short-term outcomes in the project's theory of change in its inception and pilot phases and provide recommendations for the remainder of funding support (14 months).

The evaluation methodology was designed around six key evaluation questions and three areas of inquiry: relevance; effectiveness and efficiency. It was primarily qualitative and utilised document review as well as primary data collection in the form of 20 interviews and focus group discussions with 38 stakeholders in Tonga.

Relevance

To some extent the TNCWC WEE project has met needs of its beneficiaries as evidenced by the ongoing benefit to five out of 10 women remaining in the project. WEE project participants are developing business activities to provide small economic resources for themselves and families. Five of the original 10 WEE project participants discontinued their participation which suggests that activities may not have been meeting their needs.

In a broad sense, the idea to carry out an economic empowerment project that targeted women and girls who are survivors of violence is suitable, particularly for the Tongan context. Suitable aspects include provision of childcare which recognises gendered household roles and provision of practical training that is easy to apply.

Aspects identified as not suitable included skills training which was too intensive, focussed on initial skills only and spread across too many different types of practical skills. Moreover, counselling services were not utilised well by WEE participants and spousal and family engagement was limited.

All stakeholders consulted during the evaluation described the suitability of the project to the local context, however the justifications for project suitability demonstrate that the depth of understanding of the underlying causes of violence against women (VAW) is still weak in the sector.

Effectiveness

Outcome 1: Survivors of violence against women and girls access quality, safe and comprehensive services and support.

The project provided multiple avenues for women to access counselling services as part of the activity implementation, however despite the at-risk situations of the WEE project participants, the counselling services were not well utilised. The evaluation team (ET) considers a number of factors may have contributed to low utilisation of counselling services and finds that this is in large part due to counselling being provided on an opt-in basis. Beyond the scope of the WEE project, TNCWC provides safe and confidential counselling, referrals and outreach as evidenced by progress reports and through the evaluation consultations.

Outcome 2: Women and girls have the skills, knowledge and confidence to manage economic resources and opportunities.

The WEE project employed a number of strategies to promote changed attitudes to support women's economic empowerment and, while some changes were evident across family and community groups, changes were not substantial and were not universally experienced for all WEE project participants. The first strategy identified by the ET was familiarisation of the project for local government officials. The second strategy was engagement with spouses of women participants.

A key finding of the evaluation was that spousal support is a contributing factor to positive outcomes for women participating in the WEE Project. The ET found that spousal engagement was too limited to change attitudes and perceptions. This finding was substantiated by both TNCWC staff and WEE participants who recommended strengthening spousal and family engagement in the future.

The positive experience of a few women in the project revealed by the evaluation at this mid point, indicates the potential benefit that could be realised through an effective strategy which both engages women in economic empowerment and engages families and communities to shift attitudes to support WEE.

Outcome 3: Women and girls are supported to access and control economic resources and opportunities.

Given that the WEE project is still in its pilot stage and women are currently accessing mentoring support, it is too early to determine the level of access and control of economic resources they have gained, though the ET has identified progress markers. Some women participants of the WEE project described how they felt positive having their own source of income. This has enabled a sense of control. However, this experience is not across all WEE participants since five out of 10 dropped out of the project. For those remaining project participants, benefit of increased economic resources is not equally experienced.

The ET identified multiple strengths of a 'do no harm' approach across a range of different dimensions but also found that the 'do no harm' approach should be strengthened in the future.

Efficiency

There have been several inefficiencies in the WEE project to date which TNCWC has been transparent about in its project reporting, seeking to learn from these lessons. Inefficiencies include: poor coordination of staff leave and movements; challenges in capacity development of new staff; failure to factor women's annual commitments into the WEE training schedule; and extra time needed to establish effective partnerships with training providers.

There is opportunity for TNCWC to strengthen engagement with other non-governmental organisations in Tonga that are also working towards gender transformation. There is also opportunity to strengthen staff understanding of the link between WEE and ending violence against women (EVAW), promoting a longer-term view of women's empowerment and gender transformative change to address underlying power relations and societal norms.

Recommendations are summarised below and detailed in section 5.

Recommendations

Recommendation 1: DFAT continue to support the WEE project with a focus on women survivors of violence, but with adjustments made to the project as described in subsequent recommendations.

Recommendation 2: *Pacific Women* and DFAT invest in strengthening capacity of both TNCWC and DFAT on the link between EVAW and WEE. Given that this is new area of work in Tonga, there is a need to deepen understanding of the risks and opportunities involved in engaging women who are living with violence or who are survivors of violence in economic empowerment activities.

Recommendation 3: TNCWC make adjustments to current implementation of the WEE Project, inclusive of both strategic and operational changes to strengthen effective outcomes.

Recommendation 4: TNCWC strengthen community outreach, by engaging more closely with key partners.

Recommendation 5: TNCWC strengthen internal capacity and strategy planning on the 'do no harm' approach and the link between ERAW and WEE. Training, reflection and other learning strategies should explore underlying causes of violence, power and control, potential backlash of spouses and other family members toward women's increased access to economic resources.

1. Introduction

This report provides the findings of a formative evaluation of the Tonga National Centre for Women and Children (TNCWC) Women's Economic Empowerment (WEE) project, funded from November 2017 to June 2019 by Pacific Women Shaping Pacific Development (*Pacific Women*). Independent evaluators Dr Keren Winterford and Caitlin Leahy (Institute for Sustainable Futures, University of Technology Sydney) and Katrina Ma'u (independent Tongan consultant) conducted the evaluation from April--June 2019.

The document is structured into key sections including: background to *Pacific Women*, TNCWC and the WEE project; an overview of the evaluation questions, approach and methods; presentation of findings of the evaluation in relation to three key domains of relevance, effectiveness and efficiency; and an outline of key recommendations emerging from the evaluation.

2. Background

2.1. Pacific Women Shaping Pacific Development

Pacific Women was announced by the Australian Government at the Pacific Islands Forum Leaders' meeting in August 2012. It commits up to AUD320 million over 10 years in 14 Pacific Islands Forum member countries. The program aims to improve opportunities for the political, economic and social advancement of Pacific women. *Pacific Women* will support countries to meet the commitments they made in the Pacific Leaders' Gender Equality Declaration in 2012. The outcomes sought by *Pacific Women* are:

- Women, and women's interests, are increasingly and effectively represented and visible through leadership at all levels of decision making.
- Women have expanded economic opportunities to earn an income and accumulate economic assets.
- Violence against women is reduced and survivors of violence have access to support services and to justice.
- Women in the Pacific will have a stronger sense of their own agency, supported by a changing legal and social environment and through increased access to the services they need.

Pacific Women is managed by Australia's Department of Foreign Affairs and Trade (DFAT) and works with a wide range of implementing partners, including the 14 partner governments, multilateral organisations, international and national non-governmental organisations and civil society organisations. The *Pacific Women* Support Unit (Support Unit) provides the program with logistical, technical and administrative support and is in Suva, Fiji, with a sub-office in Port Moresby, Papua New Guinea.

2.2. Pacific Women Tonga Country Plan

Through *Pacific Women*, the Australian Government will spend approximately AUD10 million over 10 years on initiatives supporting women's empowerment in Tonga.

Through the first *Pacific Women* Tonga Country Plan, four activities are being implemented:

- A Gender Adviser was employed to work with DFAT and the Ministry of Internal Affairs to strengthen design and the monitoring and evaluation (M&E) of programs and to provide ongoing technical support.
- An integrated package of support for survivors of violence has been supported with the inclusion of the new WEE initiative by TNCWC and core funding provided to Women and Children's Crisis Centre.
- Research on impact of seasonal migrant worker scheme on women has been contracted to the World Bank as part of their larger evaluation of the Seasonal Worker's program.
- Funding to Government of Tonga for key women's and ending violence against women (EVAW) events.

This report focuses on the formative evaluation of the new WEE initiative by TNCWC.

2.3. TNCWC Women's Economic Empowerment Project

The TNCWC WEE project is a 20-month pilot program (November 2017–June 2019) supported by DFAT through *Pacific Women*. The project has been designed in three phases: inception (phase one: months 1–6); pilot (phase two: months 7–20); and continuation (phase three: months 21–36) will be implemented after the evaluation of the 20-month pilot program.

The vision of TNCWC is to develop and promote a peaceful, safe and inclusive community in which the women and children of Tonga can live a healthy and happy life free of all forms of violence. Phase one of the project was focused mostly on capacity building, recruiting additional staff, building the capacity of existing staff to implement economic empowerment activities and developing or adapting relevant materials. It also included consultations with the communities to plan and raise awareness and identification of women to participate in the economic empowerment project. Phase two of the project has involved piloting all key activities in the Ma'ufanga neighbourhood of Nuku'alofa.

The intermediate outcomes of the TNCWC WEE project include:

- Survivors of violence against women and children access quality, safe and comprehensive services and support.
- Women and girls have the skills, knowledge and confidence to manage economic resources.
- Women and girls are supported to access and control economic resources and opportunities.

3. Background to evaluation

3.1. Evaluation purpose

This formative evaluation was designed to assess the progress of TNCWC's WEE project in its inception and pilot phases (20 months) and provide recommendations for the remainder of funding support (14 months).

3.2. TNCWC Key evaluation questions

The evaluation focused on domains of relevance, effectiveness and efficiency and associated key questions, recognising the formative nature of the mid-term evaluation.

Relevance

- To what extent did the TNCWC WEE project meet the needs of its beneficiaries?

- To what extent have economic empowerment activities been suitable for women and girls who are survivors of violence?
- To what extent was the project design suitable for meeting the needs of women in Tonga, particularly the most vulnerable?
- To what extent was the project suitable for the local context?

Effectiveness

- To what extent and in what ways did the TNCWC WEE project progress towards the intermediate outcomes of the program?
 - Outcome 1: Survivors of violence against women and girls access quality, safe and comprehensive services and support.
 - To what extent did the program ensure that women and girls accessed quality, safe and confidential services and support including counselling, referrals services and community outreach?
 - Outcome 2: Women and girls have the skills, knowledge and confidence to manage economic resources and opportunities.
 - To what extent were family community and/or public and private sector attitudes and perceptions changed to support women's economic empowerment? What were the most effective strategies?
 - Outcome 3: Women and girls are supported to access and control economic resources and opportunities.
 - To what extent did the project ensure that women and girls are supported to access and control economic resources? To what extent has the project taken a 'do no harm' approach? What were the effective strategies?

Efficiency

- To what extent have activities been delivered on time and on budget? Were there any areas of inefficiencies that could have been streamlined?
- To what extent did the project work with other partners and programs who take a gender transformational approach?
- To what extent have the TNCWC staff developed their capacity and understanding of the link between women's economic empowerment and violence against women?

3.3. Evaluation approach

A feminist framework (International Women's Development Agency (IWDA) 2017) and a rights-based approach (see Annex 3 for an overview of these frameworks) informed the evaluation approach.

Data collection and analysis was qualitative. Multi-stakeholder engagement was prioritised to ensure diverse perspectives were captured and informed evaluation findings. The evaluation used comparative analysis to compare experience and perceptions across different stakeholder groups.

Analysis was primarily structured around the evaluation questions outlined in the previous section, and two secondary frameworks were used. One is the *Pacific Women EAW Roadmap 2017* which outlines global best practice and guidance to the Pacific region. The Roadmap: identifies key issues, barriers and gaps in the Pacific; summarises a range of relevant initiatives, lessons and approaches

to addressing EVAW in the Pacific; and outlines options for priority areas of investment.¹ The second framework explores ‘what are we trying to change’. The Gender at Work Framework from Rao and Kelleher (2005) has been used to consider different dimensions of change or transformation relevant to TNCWC’s WEE project (see Annex 3 for details on the framework).²

Evaluation methods

Qualitative methods used within this evaluation allowed women to describe their experiences of the TNCWC WEE project to date and is in line with feminist principles guiding the evaluation (IWDA 2017). Relevant quantitative data was captured and included in analysis. Data was disaggregated wherever possible. A strengths-based approach informed data collection tools and practice in order to highlight the successful elements of the project demonstrated so far, with space also provided for respondents to identify challenges and unintended outcomes which are an important aspect of project learning. Asking the same questions of different stakeholder groups and exploring the project from multiple perspectives strengthened the evaluation findings. This approach to data collection captured depth and breadth of learning and also allowed triangulation of data to strengthen confidence in findings. The following specific tools were used to collect and analyse data:

- document review (see Annex 2 for a list of documents reviewed) using NVivo software
- key informant interviews and small focus group discussions (see Annex 1 for an overview of consultations and participants), analysed using NVivo software.

3.4. Evaluation limitations

The Evaluation Plan identified potential limitations to this evaluation however these were not realised and there are no significant limitations of the evaluation process. Minor limitations are outlined below:

- We were able to hold consultations with all key stakeholders except the Support Unit’s Program Officer (Tonga) who was unavailable during in-country consultations.
- Due to the limited scope of the evaluation, the evaluation team (ET) was not able to consult with community members (who had participated in TNCWC’s outreach activities).
- Informed by the ‘do no harm’ principle, we did not speak to spouses of WEE participants. Since the project activities are still ongoing and the TNCWC WEE staff identified the need to strengthen engagement with spouses, the ET team considered that consultations with spouses may cause harm.

4. Findings

4.1. Relevance

To what extent did the TNCWC Women’s Economic Empowerment project meet the needs of its beneficiaries?

To some extent the TNCWC WEE project has met needs of its beneficiaries as evidenced by the ongoing benefit to five out of 10 women remaining in the project. As noted in the findings below, the evaluation has identified multiple ways in which beneficiary needs have been met and also ways in which the project might be strengthened to better meet needs of beneficiaries in the remaining part of the project.

¹ *Pacific Women Ending Violence Against Women Roadmap 2017-2022*; Synthesis Report March 2017.

² Rao, A & Kelleher, D (2005), ‘Is there life after gender mainstreaming?’, *Gender & Development*, 13(2), p.60.

Three out of five women participants of the WEE project consulted during the evaluation reported that they joined the project to improve their livelihoods and gain new skills. They described how this need had been met by gaining new skills and that their own consciousness, that of their spouses and extended family had been transformed. This is explored more in section 4.2 and in relation to the Gender at Work Framework.³

To some extent WEE project participants are developing business activities to provide small economic resources for themselves and families. It is important to note that the five current WEE project participants are not necessarily experiencing similar benefits at this point in time. This is in line with the unique nature of each woman's life circumstances and starting point in the project and, more importantly, the mid-point nature of this evaluation in the project design.

Five of the original 10 WEE project participants discontinued their participation which suggests that activities may not have been meeting their needs:

- one participant discontinued due to travel requirements
- another did not respond to TNCWC attempts to contact her
- another stopped because her husband did not support her in the program
- another joined the seasonal workers program to Australia.

To what extent have economic empowerment activities been suitable for women and girls who are survivors of violence?

In a broad sense, the idea to carry out an economic empowerment project that targeted women and girls who are survivors of violence is suitable, particularly for the Tongan context. However, the evaluation found that some specific aspects and activities have been more suitable than others. Below we first set out suitable aspects of TNCWC economic empowerment activities, before describing aspects which the evaluation identified as not suitable.

Suitable aspects of economic empowerment activities

Practical training: Training has been focused on 'grass roots' practical training which is easy to apply and women can use and benefit from the skills within their families and communities.

As noted by a trainer 'most of them are not working, stay-at-home mothers and so they are able to earn a living because they are able to make something to help them in the day to day life instead of being dependent on their spouses.'

As noted by Tonga Skills during the evaluation, economic empowerment is not just about earning money but saving money by employing one's own skills. For example, making one's own school uniforms for your children.

Childcare to address gendered roles: Provision of childcare to WEE project participants was designed to help women participate fully in activities. One WEE participant reported that she appreciated the provision of child care by TNCWC (through Flourishing Child Care). She said 'the childcare really helped and it was the best childcare.'

Not suitable aspects of economic empowerment activities

TNCWC WEE staff, WEE project participants and also WEE project mentors identified a range of ways in which the activities have not been or are still not suitable. An important finding for the evaluation was that views were shared and common across these stakeholder groups and that these

³ Rao, A & Kelleher, D (2005), 'Is there life after gender mainstreaming?', Gender & Development, 13(2), p.60

aspects were already known to TNCWC. Several of these aspects have already been described in the TNCWC project monitoring reports and are explored below.

Skills training was too intensive for project participants: The training program (eight consecutive weeks, Monday–Friday with 32 days in total) was described as too intensive by WEE project participants consulted during the evaluation. This learning was also shared by TNCWC staff. TNCWC progress reports described the decision to reduce the training day, originally 8am–4pm, to 10am–3pm (when children finish school). However, the three WEE project participants consulted during the evaluation reported challenges related to this schedule, which are explored in more detail in section 4.2 below.

Lost focus through multiple skills training: Training included sewing, screen printing, cooking and jewellery, with one–two weeks dedicated to each skill. This means that the women were not able to gain in-depth learning in one skill but were rather stretched to learn across these different areas. WEE project participants reported they preferred to develop one skill in detail according to their interests.

As noted by one WEE project participant: ‘The program is too little to prepare us to make the business, two weeks only on sewing. The program is aiming to help us with the business. The learning time is too little. Only the sewing took two weeks, the rest of the other skills was less than a week. Participants should just take the course that interest them. Learning too many things. It’s better just to focus on what interests us instead of learning everything.’

One WEE project progress report stated that training was designed after consultation with women about their needs and business plans, however, all women were then trained in the same eight skills.⁴ The ET also notes that skills were primarily focused on domestic orientated activities, thereby potentially reinforcing gender norms which limit the range of women’s economic empowerment and further more, women’s empowerment.

Initial skills development only: While the ‘grass roots’ practical nature of the training as described above is suitable, some WEE project participants expressed appetite for ‘next-level’ training. At this point in time no clear strategy for further development and support to women is described by TNCWC. Training providers and mentors interviewed during the evaluation also described the training as providing initial skills only and recognised the need and opportunity to further develop the skills of the women, especially to the point of having successful businesses. This issue is discussed further in the Effectiveness section.

Available counselling services not utilised by WEE project participants: Counselling services were made available through every stage of the economic empowerment activities but were not utilised by women to the extent that TNCWC intended. This is explored further below in the section on Effectiveness. It is clear that as an ‘opt-in’ service for the WEE participants, the counselling was not able to provide support to women as intended.

Limited spousal and family engagement: Engagement of spouses and other family members was limited within the economic empowerment activities and there is a need to strengthen this component of the project, as described by both TNCWC staff and WEE project participants. This is particularly relevant as spousal support was identified as a contributing factor to women’s successful engagement and to ensuring benefits of the WEE project were realised.

During the evaluation, a mentor was asked what helps women to succeed in their endeavours, the response was noted: ‘It’s mainly their husbands, some are supportive and some are not. We notice the differences from the active person and some are not so active. It all depends on the backgrounds of the families. The weaknesses is within the family and also it’s the things those families are going through.’

⁴ TNCWC 2018, *WEE Report 2018 Final; July 2018 – December 2018*, p.6.

WEE project reports state that TNCWC visited spouses and partners before the training activities began to help them to 'understand and value the activities these women will be undertaking.' A support group meeting was also planned for spouses and partners to take place in February 2019. This, as well as provision of childcare, was designed to ensure that spouses and partners; 'did not feel the pressure of having to look after the children while the woman is participating'. There were also plans to have regular meetings with spouses and partners as women started to establish their business. However TNCWC and WEE project participants reported that only two meetings with spouses took place following the completion of the training program. Not all spouses attended these meetings which also limited the effectiveness the activities. The issue of spousal engagement is discussed further below in the section 4.2.

To what extent was the project design suitable for meeting the needs of women in Tonga, particularly the most vulnerable?

There are many elements of the project design that are suitable for meeting the needs of women in Tonga, particularly the most vulnerable. Key aspects include:

- focusing on the needs of women for economic empowerment especially for vulnerable, marginalised women in Tonga as described by multiple stakeholders consulted in the evaluation and noted above.
- focusing on 'do no harm' practices to minimise risk for survivors. For example, the narrative proposal describes the project's strong focus on women's status, decision making power and control over resources, safety planning and regular risk analysis, direct access to comprehensive services and referrals and confidential tracking of incidents of violence to make sure the program is not increasing violence.
- appreciation of at-risk situations of survivors of violence and need for comprehensive approach inclusive of training activities and counselling. A detailed scoping mission was conducted to inform the design of the TNCWC WEE project which found that women in Tonga cited potential risks of violence created by increased income, particularly if their income were to match or exceed that of their husband. This demonstrates use of an evidence base to design the project.
- including both EVAW response and prevention activities, described in the *Pacific Women EVAW Roadmap* as best practice. TNCWC's counselling services are responsive, whereas community outreach activities are preventative. Economic empowerment activities are both responsive and preventative. WEE potentially provides women with a pathway out of violent situations, and is also an avenue for reduction and prevention of violence against women (VAW), as outlined in the EVAW Roadmap.⁵
- recognition the importance of including other vulnerable groups, the project design stating that; 'While this is a small pilot project, it should lay the groundwork for truly inclusive programming, including of vulnerable groups such as women and girls with disabilities, widows, single mothers, and women and girls in risky occupations such as sex work.'⁶ Access for people with disabilities was also part of the selection of venues for training and other WEE activities.
- the project design sought to consider the complex and context-specific interactions between WEE and VAW and potential for backlash when women claim their rights as described in the *Pacific Women EVAW Roadmap 2017*. The Roadmap documents global evidence that over the long term, economic empowerment will strengthen women's bargaining power in the household, increase their ability to leave an abusive relationship and reduce economic stress that can trigger

⁵ *Pacific Women Ending Violence Against Women Roadmap 2017-2022*; Synthesis Report March 2017, p.13.

⁶ TNCWC (n.d.), *Women's Economic Empowerment; Project Proposal Narrative*, p.21

conflict.⁷ But approaches that aim to challenge gender stereotypes and social norms around women earning income need to be part of interventions.⁸

As identified below, the implementation of the project has varied from the design and has impacted both effectiveness and efficiency outcomes for the project.

To what extent was the project suitable for the local context?

The project is suitable to the local context and was designed after effort to consult local stakeholders and draw on local research and data, which localised TNCWC's approach. TNCWC has a strong ethos to ensure quality services and care for all women who engage with their services. This provides an important foundation to ensure a 'do no harm' approach which is critical to this WEE project.

Stakeholders consulted during this evaluation across all groups (government, civil society, donors) described a real need for WEE activities in Tonga which suggests that the focus of the WEE project was suitable. Most described this in terms of the need for women to become independent but some also described this as a need to ease the stress of poverty and also as a means for skill development.

For example, a DFAT representative noted: 'I think it fits, women becoming more independent. The WEE project is good and perfect for Tonga.'

A civil society representative noted: 'There are lots of problems at home because of poverty. The husband is at work, the wife is at home but if they do get some money and budget well I am sure it will ease the stress and lessen the violence at home.'

A comment made by a TNCWC staff member also echoed broad stakeholder views: 'The biggest need is the capability to be independent. In a way it's educating them to stand on their own.'

The importance of skill development for WEE was also described by a Women's Affairs Division representative who noted: 'There is no social welfare in Tonga so support for individuals' upskilling is valuable.'

One WEE participant stated: 'I am grateful for the opportunity. The reason why I joined this program, was because I heard it's an economic empowerment program. I know that it can help me in my livelihood and also to look at avenues to find means to be able to make money. Just to know more about other skills.'

All stakeholders consulted during the evaluation described the suitability of the project to the local context however the justifications for project suitability demonstrate that the depth of understanding of the underlying causes of VAW is still weak in the sector. This finding was relevant to Tongan Government representatives, some civil society representatives and also donors including DFAT representatives. As described above, justification of suitability most often described was related to women's economic independence, reducing poverty and easing stress and violence in the home.

It was only one individual during consultations with Tonga Police who clearly articulated deeper issues of power and control which are the underlying causes of violence. This was demonstrated by her statement: 'Often drugs and alcohol are viewed as the reason for violence against women, yet it is deeper issues of power and control that cause violence against women.'

Recognising the underlying causes of violence against women provides both a real opportunity to contribute to significant change, but also surfaces the real challenges and risks of EAW programs which don't address the underlying causes of violence and in fact increase potential backlash and harm towards women. As described in the next section and also presented as a recommendation, the

⁷ Ellsberg et. al. as referenced in *Pacific Women Ending Violence Against Women Roadmap 2017-2022*; Synthesis Report March 2017, p.9

⁸ Taylor et. al. as referenced in *Pacific Women Ending Violence Against Women Roadmap 2017-2022*; Synthesis Report March 2017, p.13.

ET consider there is a need to strengthen strategic focus on addressing underlying causes of violence and 'do no harm', through stronger capacity development with TNCWC staff and more consistent risk assessments conducted with individual women within the WEE project.

4.2. Effectiveness

This section reports on the extent to which TNCWC progressed towards the intermediate outcomes of the WEE project and the ways in which that progress was made. There are three intermediate outcomes which the evaluation focused on.

Outcome 1: Survivors of violence against women and girls access quality, safe and comprehensive services and support.

To what extent did the project ensure that women and girls accessed quality, safe and confidential services and support including counselling, referrals services and community outreach?

The project provided multiple avenues for women to access counselling services as part of the activity implementation. However, despite the at-risk situations of the WEE project participants, the counselling services were not well utilised. TNCWC described in its monitoring reports that utilisation of counselling has not been as high as expected; 'These women share their problems during the training, however they are reluctant or refused to seek out counselling and other support'.⁹ TNCWC provided a number of avenues to offer counselling to WEE participants. Counsellors were present during: training sessions (and sign-up sheets were made available); (current) mentoring sessions; and (current) weekly group meeting with WEE participants.

While the TNCWC did acknowledge the limited uptake of counselling by WEE project participants, some women did access the services, which they described as beneficial. One woman who had previously accessed counselling, continued to seek counselling for marital problems and another stated that she shared problems with counsellors during the project. As noted by one WEE project participant; 'My husband was telling me that I need to stay home and look after the children. First I came for counselling, then also came with my husband for further counselling. We were having marital issues during the program. The counselling helped and also it helped my husband.'

The 'opt-in strategy' for counselling services means access to quality, safe and confidential services and support was not guaranteed for the WEE project participants. A WEE progress report stated that: 'The WEE staff can only advise these women before and after every class, that if they have any problem or need someone to talk to they can fill up their information and a counsellor can contact them.'¹⁰

The offering of counselling services and that these were not taken up by women was also described during consultations by TNCWC staff: 'We don't force them, it comes back to their choices.'

The ET considers a number of factors may have contributed to low utilisation of counselling services. Women described that they were so busy during the WEE training program (and now with the mentoring) due to managing ongoing domestic responsibilities in addition to WEE project activities. This may mean they have lack of time available, which is a barrier to accessing counselling. Another issue may be reluctance to share their issues. As noted by TNCWC staff, it takes time for women to share their stories.

Beyond the scope of the WEE project, TNCWC provides safe and confidential counselling, referrals and outreach as evidenced by progress reports and through the evaluation consultations. There were 160 clients who were either referred from the Domestic Violence Unit, Health Department or who were direct walk in clients of the centre from July-December 2018.¹¹ TNCWC also has one mobile

⁹ TNCWC 2018, *WEE Report 2018 Final; July 2018 – December 2018*, p.22

¹⁰ TNCWC 2018, *WEE Report 2018 Final; July 2018 – December 2018*, p.22

¹¹ TNCWC 2018, *WEE Report 2018 Final; July 2018 – December 2018*, p.26

counselling unit that travels to clients who are unable to make it into the centre in person due to disabilities. A government stakeholder also described the value of TNCWC's support services, particularly TNCWC accompanying women to court to provide moral support which helped women victims and contributed to decisions on sentencing of perpetrators. One government stakeholder reported that: 'I was impressed with some of their counsellors, talking about handling very different clients, and talking us through how to deal with difficult partners and the risks associated with it when we will run this male perpetrator program.'

As described in section 5 below, the ET recommends that counselling services are better integrated in forthcoming phases of the WEE project in order to strengthen EAW objectives of the program.

Outcome 2: Women and girls have the skills, knowledge and confidence to manage economic resources and opportunities.

To what extent were family community and/or public and private sector attitudes and perceptions changed to support women's economic empowerment? What were the most effective strategies?

The WEE project employed a number of strategies to promote changed attitudes to support WEE, and while some changes were evident across family and community groups, changes were not substantial and were not universally experienced for all WEE project participants. Changes can be understood in relation to the Gender at Work framework in terms of bringing about individual shifts in attitudes of men and women as well as systemic shift in societal norms.¹²

The first strategy identified by the ET was familiarisation of the project for local government officials. For example, the relevant town officer for the area was invited to sit in on a WEE training session. Involvement in the project has provided an important understanding of the complexity of WEE and EAW.

The opportunity to strengthen engagement of local government in WEE activities and also in the broader objective of EAW was recommended by both civil society organisations and government representatives across multiple departments including Local Government Department of the Ministry of Internal Affairs consulted during the ET. As noted by one government representative, there is a need to better strengthen communication and coordination between government and civil society and there is an opportunity to use government resources for EAW activities. Another government representative noted the benefit of working with town officers as a means to raise awareness about EAW and to promote male champions for EAW since men most often take on the roles of town officers.

The evaluation did not find that broader community, public and private sector attitudes were changed as a result of the WEE project. However, it is important to note that data collection did not include a broad community-based survey. As recorded in progress reports, TNCWC conducted a number of community outreach workshops on EAW in Mataika in Vava'u Island as well as a number of 'Gatekeepers Consultations' which included WEE as a component. The first WEE progress report noted that TNCWC were developing community curricula for the Tongan context including Engaging Men Through Accountable Practice (EMAP) and Economic and Social Empowerment (EASE).¹³ The

¹² Rao, A & Kelleher, D (2005), 'Is there life after gender mainstreaming?', *Gender & Development*, 13(2), p.60.

¹³ EMAP and EASE are both programs developed by International Rescue Committee for preventing VAW in emergency and conflict-affected contexts. EMAP involves four weeks of training for trainers then delivery of eight sessions for women and 16 sessions for men. Guiding principles include focussing on the goal (safety of women and girls); including women's voices before, during and after programming; support change, and challenge harm; develop mechanisms and strategies for ensuring women's safety; understand gendered nature of conflict; develop male allies; seek gender transformation, beginning with program staff. EASE includes three main activities; Village Savings and Loans Associations for women; business skills training for women and discussion groups involving local leaders, EASE women members and their spouses. See [http://www.fsnnetwork.org/sites/default/files/IRC-EMAP-Introductory-Guide-High-Res%20\(1\).pdf](http://www.fsnnetwork.org/sites/default/files/IRC-EMAP-Introductory-Guide-High-Res%20(1).pdf) and https://www.fsnnetwork.org/sites/default/files/001_EAE_Implementation-Guide_English%20%281%29.pdf

report noted that this would be reported on in the next progress report,¹⁴ however these activities were not reported on in the next one. TNCWC has an opportunity to increase its community engagement towards changing attitudes and perceptions through such modules, adapted to the Tongan context.

The second strategy identified by the ET to change family, community perceptions to support WEE was engagement with spouses and families of women participants. This was carried out by TNCWC prior to training activities commencing and then following the completion of the training. While the invitation for all spouses to attend was made, not all spouses attended, which as noted by TNCWC staff, was a limiting factor to WEE project effectiveness.

A key finding of the evaluation was that spousal support is a contributing factor to positive outcomes for women participating in the WEE project. The ET found that spousal engagement was too limited to change attitudes and perceptions and this finding was substantiated by both TNCWC staff and WEE participants who recommended strengthening spousal and family engagement in forthcoming phases. The importance of spousal support is demonstrated by the drop out of women in the project due to lack of spousal support, and is challenging to shift within limited engagements in short time frames. One WEE project participant during the evaluation consultations noted: 'Even then after the session with males, he still didn't understand. My husband was telling me that I need to stay home and look after the children.'

Another noted: 'It is my husband. The first thing is the time, taking me away from home. My responsibility is to be at home, to cook and to clean – they think it's a waste of time. They don't think anything good will come out of it. Also experience problems with my marriage when I was in the program. Despite the support and the struggle, I endured the pain to get this opportunity.'

While the activities within the strategy of spousal engagement were limited, the ET has identified changed attitudes of families of WEE participants, for two out of the three women interviewed, now that the training is completed and the benefit of the project is starting to be realised. For example, one woman described how her husband and parent in-laws now support her: 'My parents in-law are now looking after the children. They see a lot of customers coming at home. And they don't want me to be doing other things. They want me to just focus on the customers. Also my home responsibility, they look after the kids, cooking and washing. It's a big change and help to me. They didn't do that before, but now they see I am able to feed them. For my husband, before we used to fight when I work in the night doing sewing. He doesn't like me to turn on the light when he's sleeping. Now he sits with me and watches a movie or makes me a cup of tea as I am sewing. There is less fighting now. We don't even fight anymore related to sewing or my work.'

The positive experience of a few women in the project at this mid point, indicates the potential benefit that could be realised through an effective strategy which both engages women in economic empowerment and engages families and communities in order to shift attitudes to support WEE. In relation to the Gender at Work Framework, such a strategy would bring about change in terms of giving women greater access to resources while also aiming to shift consciousness of women and men in order to ensure that economic empowerment is transformative. An example from the Pacific of the type of engagement of spouses and families that may strengthen TNCWC's strategy is the Family Teams approach which was developed for use in the agriculture sector in Papua New Guinea. The program helps families to: look at the work done by women, men and youth; work towards a more equitable and effective distribution of agricultural and household work; assist smallholder families to plan and make decisions together; encourage women to have access to their own income; and promote the wider benefits of women having a voice within the family and community.¹⁵

¹⁴ TNCWC 2018, *WEE Six-Monthly Project Report*, July 2018, p.5

¹⁵ Pamphilon, B & Mikhailovich, K (2016) *Building gender equity through a Family Teams approach*, ACIAR, Canberra.

The importance of engaging families and communities to support WEE was a key topic expressed by multiple stakeholders during the evaluation. The need to engage with spouses to ensure effective outcomes for WEE and women's empowerment was described by a government stakeholder: 'During the training, one of the women shared that the women earned more money than the husband. Before it was only the husband going to work. After the training, and wife started earning money, the husband tried to control the money. The training seems to be encouraging violence. Maybe they should also invite the Salvation Army to work with the family or male spouses for counselling.'

This same insight and the value of the Salvation Army's counselling was also cited by other stakeholders during consultations.

A key theme emerging from stakeholder consultations was the importance of church advocacy to EAW and the importance of organisations such as TNCWC to engage with church leaders as champions of EAW. Stakeholders made numerous comments about the importance of churches, for example, one government official noted: 'People we target to be on the training are not there. Thinking maybe we should do the training involving the church. Everyone here in Tonga, people go to church. Focus on the church. Free Wesleyan church to invite community members, the Catholic church to invite the catholic members. Use the church leaders to organise the church, people would listen to the church leader.'

Another government official echoed the importance and opportunity of churches to be EAW champions, noting: 'The Tonga model is that we live as extended families, its already established. My understanding is we need to work through this establishment. For example, the churches are well established in Tonga. How do you ride on that? How can you speak the same language with the church groups and communities?'

While TNCWC has at its core a faith-based approach to EAW, the evaluation did not find strong indication that they are engaging with churches in a strategic way to influence support from churches for EAW and WEE.

Outcome 3: Women and girls are supported to access and control economic resources and opportunities.

To what extent did the project ensure that women and girls are supported to access and control economic resources? To what extent has the project taken a 'do no harm' approach? What were the effective strategies?

Access and control of economic resources and opportunities for participants is not yet strongly evident for participants of the WEE project. Only five out of the 10 women initially recruited remain in the project. For those women remaining in the project, activities are ongoing (women are currently accessing mentoring support), therefore it is too early to determine the level of access and control of economic resources which might be achieved. The ET identified progress markers which indicate future achievement.

The first progress marker for future achievement is that three of the women participants indicated during the evaluation that they are making some money and saving money as a result of their new skills. This is reinforced with monitoring data from Tonga Skills on three women. However this is an early assessment and does not indicate that this access and control is sustainable. Access to economic resources, if understood in relation to the Gender at Work Framework, is an important aspect of women's empowerment. Without accompanying changes in consciousness both individually for women and men and systemically, change is not likely to be transformative.

As noted earlier, the five women remaining in the project are at different levels of economic empowerment. The ET identified that not all women have equal access to economic benefit. The mentors interviewed during the evaluation indicated a range of outcomes and benefits experienced by women participants. It was reported by mentors that one woman was high performing, three are in the

middle and one woman is not progressing as well. Within the next phase, the project should consider how to support women to ensure equal benefit, recognising that they are not necessarily starting from the same place. All three women interviewed during the evaluation expressed that they were making small amounts of money by selling items, with one woman in particular opening up a small tailoring workshop which has brought in many customers from her community.

The second progress marker is some degree of changes in women's consciousness. Women during the evaluation described how they felt positive having their own source of income and that this has provided a sense of control. The women noted:

- 'Seeing the result of your work is very empowering. I am happy. It's a testimony that I am able to help out.'
- 'I feel like I have some power. I can stand on my own two feet. Despite things that happened to me, I have a sense of independence.'
- 'I echo the same things as the other two. Independence is so important to me instead of relying on other people.'

As noted above, the positive experience and benefit for these few women indicates the potential benefit that an effective strategy of WEE could have in the future.

Focus on changing women's consciousness is an area to strengthen in future phases of the project. With the focus on WEE, the project also needs to intentionally work on women's empowerment to strengthen economic empowerment outcomes. Changes to women's consciousness is a key aspect of the Gender at Work framework and benefit of working across all four quadrants. A women's leadership component may be a valuable addition to the project to intentionally support changes to women's consciousness.

The third progress marker relating to women's support and access and control economic resources has already been mentioned above; changes in spousal and family support for women's economic activities. This support is evident as women completed their training and have started to demonstrate the value of their new skills and economic activities within their homes. This finding highlights the potential for future outcomes but also highlights the need for TNCWC to engage with spouses and families earlier to ensure women have increased access and control of resources.

'Do no harm' approach

While efforts have been made to strengthen and employ a 'do no harm' approach, the ET found there is a need for TNCWC to further develop this approach. Capacity development activities have been conducted. For example, IWDA conducted training for TNCWC on 'do no harm' and EVAW in 2018, however considering the changes to the WEE project staff, further staff development is required. Strengths and weakness of the 'do no harm' approach are provided below.

Appreciation of need for 'do no harm' approach: TNCWC have a good appreciation of the need for a 'do no harm' approach as evidenced during evaluation interviews and as stated in the WEE design document and progress reports. The WEE project has appreciated the potential for backlash against women who gain economic independence and, while efforts have been made to address this issue, TNCWC recognises the need to strengthen spousal and family engagement in the future to reduce negative backlash in the process of WEE.

Safety and protection of vulnerable women: TNCWC took confidentiality of the WEE project participants very seriously when engaging with training providers. Training and meetings have been conducted in survivor-only groups to ensure protection and confidentiality. Venues for workshops and consultations are selected to ensure safety and security of participants and include churches and community halls. As noted by a representative of Tonga Skills: 'TNCWC were particular with being protective about their participants.'

Access to counselling services: TNCWC ensured counsellors were present at every activity and TNCWC emphasised the availability of counselling services as part of a 'do no harm' approach. Furthermore, this also recognised the specific and unique skills involved in counselling, rather than transferring this role onto trainers or mentors who are not experienced in counselling for survivors of violence.

Training tailored to vulnerable women: Trainers and mentors were briefed clearly that women were clients of TNCWC and there was a need to ensure safety and protection for women. Mentors also described working at the pace preferred by women and demonstrating flexibility with timing and location of mentoring.

Recognition of gendered roles and responsibilities or the burden of participation: TNCWC ensured availability of childcare services for women during the time that skills training was provided, recognising the need to relieve women of their parental duties in order for them to take part in the training. The childcare was appreciated by women interviewed and as described in the TNCWC progress reports.¹⁶ The childcare service was flexible enough to include school-aged children during school break. While providing childcare does not challenge norms of women's roles in child rearing, the service provided recognises the practical barriers to women's participation and addresses these, noting that there are a number of steps required towards changing gendered roles as part of gender transformational change.

Limited recognition of gendered roles and responsibilities or the burden of participation: Although childcare was offered as part of the WEE project, there was limited recognition of existing roles and responsibilities of women in their households and families. This means training was a burden for women and in some cases led to tension and conflict in their homes. One WEE project participant stated: 'This affects our chores at home, then we also have home work. It's too much for the mothers.'

As noted by two out of three women interviewed during the evaluation, tension was created in families during the training weeks due to burden of domestic roles and training activities.

Limited spousal and family engagement: As already described above, the importance of spousal support for WEE was highlighted during the evaluation and the need to strengthen this aspect was described by both TNCWC and WEE project participants.

Limited monitoring and mitigation of risk to women: The evaluation did not find evidence of TNCWC's confidential tracking of incidents of violence to make sure the project is not increasing violence, which relates to broader issues about the need to strengthen M&E capacity. This is explored below in relation to efficiency. Assessment and monitoring of risk to women is an essential component of a 'do no harm' approach. Evidence of safety planning and regular risk analysis was also hard to find and the ET consider this to be an area to strengthen to adequately support and care for women in the WEE project.

4.3. Efficiency

To what extent have activities been delivered on time and on budget? Were there any areas of inefficiencies that could have been streamlined?

During the evaluation both DFAT representatives and TNCWC staff expressed recognition that there have been inefficiencies in the WEE project to date. TNCWC has been transparent in reporting on these within its progress reporting and has sought to learn from these lessons. Progress reports describe operational issues such as poor coordination of staff leave and movements delayed the selection of WEE participants, but this was rectified with the use of a monthly calendar.¹⁷ Another example was factoring childcare into the budget which was difficult due to the changing number of

¹⁶ TNCWC 2018, *WEE Report 2018 Final; July 2018 – December 2018*, p.21

¹⁷ TNCWC 2018, *WEE Six-Monthly Project Report*, July 2018, p.14

children requiring childcare (less children required care than initially planned). However, this allowed the flexibility to offer care for school children during their school holidays. Training was initially planned to take place from 6 August–28 September 2018 as stated in the first WEE project progress report. However, trainings were still taking place in November and December which did not take into account women's busy role as mothers during end of school term activity. This was not anticipated by TNCWC staff and led to a significant drop in attendance of WEE participants. Partnership issues led to delays in the pilot. Miscommunication with the Tonga Skills training provider regarding paperwork and participant confidentiality led to the delays in providing WEE training, causing the drop in attendance outlined above. Miscommunication with the Ministry of Agriculture, Fisheries and Forestry means that cooking facilities and training ended up being provided at TNCWC.

Limited staff capacity has been a contributing factor to inefficiencies, both in terms of few staff to manage the project and lack of technical capacity in WEE activities linked to EVAW outcomes. One WEE report noted that program activities and M&E activities are too much for a WEE supervisor and WEE project officer alone and suggested the need for more staff, including an M&E officer and a WEE Technical Adviser (TA).¹⁸ DFAT reported that they had provided additional support with templates and training for M&E which they thought had been effective however M&E is still an ongoing issue for the organisation, especially recognising staff turnover during the most recent period of the project. For example, at the time of the evaluation, the WEE project officer had recently been replaced.

The *Organisational Strengthening Review: Tonga National Centre for Women and Children 2015* was reviewed by the ET and some issues noted within this report are assessed as still impacting inefficiencies for TNCWC. This is due in part to staff turnover in the WEE project and, as described by the staff themselves, being new to working in EVAW programming. The 2015 review report noted: 'Staff are inconsistent in their understanding of human rights and its relation to EVAW, including gender equality and international conventions such as CEDAW (the Convention on the Elimination of all Forms of Discrimination Against Women).'¹⁹

The ET identified a similar finding. The review report also highlights issues related to human resourcing and strategic planning which was also identified during the evaluation as a continuing issue for the organisation with recent staff turnover. It will be important for the WEE Project that recent staff recruitments are effectively supported and orientated to provide key contributions to EVAW activities. A recommendation of the organisational strengthening review noted; 'Based on the recommendations of the *Pacific Women Women's Economic Empowerment Roadmap*, an Economic Empowerment Advisor to work with TNCWC to develop a women's economic empowerment program.'²⁰ While early support was offered, as noted above, this has not been substantial enough to support effective project implementation.

To what extent did the project work with other partners and programs who take a gender transformational approach?

The ET identified only limited evidence that TNCWC works with other partners and programs who take a gender transformational approach. TNCWC lists its partners for the WEE project in its reporting: DFAT Team; the Support Unit in Fiji; Tonga Skills; Ministry of Agriculture, Fisheries and Forestry; ANZ Bank; Tonga Family Health; Tonga Police Domestic Violence Unit (DVU); and local churches. The objective of most of the partnerships listed was to provide specific elements of training and other support for WEE participants. It is fair to say that the combination of these different inputs from a variety of partners could result in gender transformation. However, this is not specifically

¹⁸ TNCWC 2018, *WEE Report 2018 Final; July 2018 – December 2018*, p.24

¹⁹ Brown, H (2015), *Organisational Strengthening Review: Tonga National Centre for Women and Children (TNCWC)*, pp.5-6.

²⁰ Brown, H (2015), *Organisational Strengthening Review: Tonga National Centre for Women and Children (TNCWC)*, p.23

described in TNCWC progress reporting nor was this described to the ET during stakeholder consultations.

Some TNCWC partners do take a gender transformative approach. For example, Tonga Skills takes an empowerment approach. Tonga Skills described the need to ensure training schedule was in line with participants needs and that they have flexibility to tailor a training program especially to women's needs but this approach was not employed for the WEE project. The ET observed that training set up by TNCWC for the WEE project participants did not always recognise or respond to particular needs of women survivors. Another example is TNCWC engagement with IWDA to conduct training on a 'do no harm' approach and EVAW. *Pacific Women* also provided training and support which shows some collaboration with organisations taking a gender transformational approach.

The ET identified an opportunity for TNCWC to strengthen engagement with other non-governmental organisations in Tonga that are also working towards gender transformation in a general sense rather than seeking out partnerships to provide specific inputs such as training. At present, while there is interest to engage with other civil society organisations working on gender equality and more particularly EVAW, there is little coordination or collaboration. Mutual exchange and sharing lessons learned would be beneficial in terms of strengthening approaches to EVAW and WEE.

To what extent have the TNCWC staff developed their capacity and understanding of the link between women's economic empowerment and violence against women?

To some extent TNCWC staff have developed their capacity and understanding of the link between WEE and VAW, but challenges were identified by the ET that limited the establishment of contextualised technical knowledge of EVAW and WEE.

The first WEE project monitoring report described the slow progress with staff capacity development on EVAW concepts and WEE approach, particularly for new staff. Therefore, training was planned to address this.²¹ However, the final progress report for 2018 noted issues accessing the staff capacity development that was planned for, including support from a technical adviser for WEE.²² This technical adviser was not available after the initial phase of the project, which posed a considerable challenge for TNCWC and means that staff were not as supported as they could have been in a new and complex area of work. Furthermore, the two WEE project positions have been filled by new staff members within the period of the pilot project, which means early learnings were not fully capitalised and the project has needed to focus on staff orientation as well as implementation. Taking an EVAW approach through WEE is a new type of program for TNCWC staff, especially newly recruited staff who have started part-way through the project. The ET identified a need to strengthen depth of understanding of WEE and EVAW.

The evaluation found that TNCWC staff had some knowledge of the link between WEE and EVAW, though this is an area to strengthen in the future. The link was mostly expressed in terms of women's capacity to earn income and become independent, with some mentioning the need to be recognised and valued in families. Staff understanding of a longer-term view of women's empowerment and gender transformative change in terms of changing underlying power relations and addressing societal norms was not expressed. This is an area that could be strengthened in the future.

Staff expressions of what they have learned from working with WEE project participants suggested that there is a need to strengthen the focus on WEE, in line with existing strong capacities for counselling and protecting women survivors. For example, staff described their work in relation to a counselling approach (safe space, making women feel comfortable, building trust, having patience) with little description of strategic focus on the development of women's businesses. This is also reflected in a lack of long-term strategic focus for WEE beyond the initial skills development and

²¹ TNCWC 2018, *WEE Six-Monthly Project Report*, July 2018, p.14

²² TNCWC 2018, *WEE Report 2018 Final; July 2018 – December 2018*, p.23

mentoring. The evaluation highlighted the need for a longer-term strategy which takes into account ongoing support for past WEE project graduates to further support WEE and business development, as well as a means to increase the opportunity for more women to participate in initial skills training. It is important for TNCWC to consider its role as training providers, especially in relation to parallel streams of further skills and business development, parallel to strengthened activities for next round of WEE participants. Rather than being training providers, directly engaging trainers and mentors, TNCWC could act as a broker to identify opportunities and pathways for each individual's ambition drawing on other service providers in Tonga. A leadership program for women will be an important aspect of both phases of WEE, in line with the Gender at Work Framework focus on women's and men's consciousness. Similarly, as noted above, how to engage spouses and families more strategically in WEE activities is another area for strengthening.

As already noted above, and described in section 5 below, staff development and operational strengthening will need to be key features of forthcoming phases of the WEE project in order to realise the full potential of the WEE project. It will be important to strengthen the strategic link of EAW and WEE and strengthen the broader organisational practices of TNCWC. Future modifications should be informed by a strength-based approach building from lessons learned in the pilot phase and, importantly, led by TNCWC.

5. Recommendations

These recommendations are intended to inform and guide the next phase of TNCWC's WEE project to strengthen relevance, effectiveness and efficiency.

Recommendation 1:

DFAT continue to support the WEE project with a focus on women survivors of violence but with adjustments made to the project as described in subsequent recommendations.

Recommendation 2:

Pacific Women and DFAT invest in strengthening capacity of both TNCWC and DFAT on the link between EAW and WEE. Given that this is new area of work in Tonga, there is a need to deepen understanding of the risks and opportunities involved in engaging women who are living with violence or who are survivors of violence in economic empowerment activities.

Recommendation 3:

TNCWC make adjustments to current implementation of the WEE Project, inclusive of both strategic and operational changes to strengthen effective outcomes:

- better integrate counselling into the training package for WEE so that counselling is no longer an opt-in component but an integrated part of the WEE project package for participants.
- develop a clear plan and pathway for supporting the current WEE participants with further skills and business development, parallel to strengthened activities for next round of WEE participants. This may include TNCWC offering training or TNCWC acting as a broker to a range of other service providers that WEE participants may access.
- target training activities to better suit participant needs. For example, timing and duration of the training which matches women's availability and training focus in line with women's interests and skills-training providers who match women's needs.
- strengthen women's empowerment focus within the WEE project, recognising the importance of changes to women's consciousness for effective and sustainable WEE outcomes.

- strengthen opportunities for women survivors participation in WEE project through spousal and family engagement, particularly in relation to transforming spousal norms and attitudes to support women's empowerment and WEE.
- develop a clear strategy and plan for addressing underlying causes of violence and 'do no harm' approach including through staff capacity development and more comprehensive strategic planning.
- strengthen monitoring and risk assessment of individual WEE project participants to ensure that women are not experiencing backlash as a result of participating in the project and, in the case that risk is experienced, institute mitigation strategies.

Recommendation 4:

TNCWC strengthen community outreach by engaging more closely with key partners. For example:

- Churches could be encouraged to speak out about EAW and help to organise community trainings, rather than simply providing a venue for WEE activities.
- A strengthened working relationship with Women's Affairs Division could allow TNCWC to utilise government resources and support for WEE project participants as they graduate from the project and seek future WEE opportunities.
- Town officers could be equipped to be local champions of EAW and WEE.

Recommendation 5:

TNCWC strengthen internal capacity and strategy planning on the 'do no harm' approach and the link between EAW and WEE. Training, reflection and other learning strategies should explore underlying causes of violence, power and control, potential backlash of spouses and other family members toward women's increased access to economic resources.

Annex 1: Stakeholder consultations TNCWC formative evaluation

Six days of consultations in Nuku'alofa, Tonga (30 April–7 May 2019) included:

- Consultations with 34 individuals (30 women, four men).
- 24 different key informant interviews and focus group discussions.

Stakeholder group	Stakeholders	Gender	Method of data collection
TNCWC staff	1 x Coordinator	Female	Interview
	1 x WEE Coordinator	Female	Focus group discussion
	1 x WEE Officer	Female	
	1 x Admin / data entry	Female	
	1 x Administration Supervisor	Female	
Clients and beneficiaries	3 x WEE project participants	Female	Focus group discussion
	4 x women survivors (clients of TNCWC)	Female	Interview
Trainers and mentors	1 x Skills Supply Support Coordinator - Tonga Skills	Female	Focus group discussion
	1 x M&E Manager - Tonga Skills	Female	
	1 x Programme Manager - Tonga Skills	Female	
	2 x WEE trainer/mentor	Female Male	Focus group discussion
Government Stakeholders	1 x Deputy Secretary/Head of Women's Affairs Division - Ministry of Internal Affairs	Female	Interview
	1 X Women's Affairs Division staff member	Female	
	1 x Deputy Police Commissioner - Ministry of Police	Female	Focus group discussion
	1 x Training School - Ministry of Police		
	1 x Ministry of Police - Ministry of Police	Female Female	
	1 x Director - Legal Aid	Female	Interview
1 x Acting CEO - Ministry of Justice	Female Female	Focus group discussion	

	1 x Deputy Secretary - Ministry of Justice		
	1 x Medical Superintendent - Ministry of Health	Male	Interview
	1 x Acting Deputy Secretary for Local Government - Ministry of Internal Affairs	Male	Interview
	1 x Town Officer - Ma'ufanga District	Male	Interview
	1 x Nuku'alofa Urban, Development Sector	Female	Interview
Civil society stakeholders	1 x Director - Civil Society Forum	Female	Interview
	1 x Naunau 'o e 'Alamaite Tonga Association Incorporated President 1 x Naunau 'o e 'Alamaite Tonga Association Incorporated Office Manager	Female Female	Focus group discussion
	1 x Director - Ma'a Fafine moe Famili	Female	Interview
	1 x Program Coordinator - Families Free of Violence (FFOV) 1 x Project Officer - Families Free of Violence, FFOV	Female Female	Focus group discussion
	1 x United Nations Population Fund (UNFPA) Focal Point	Female	Interview
Donors	1 x Programme Manager - Australian High Commission 1 x Senior Programme Manager - Australian High Commission 1 x Deputy High Commissioner - Australian High Commission	Female Female Female	Interview Focus group discussion

Annex 2: Documents reviewed for the TNCWC evaluation

TNCWC documents

- TNCWC 2018, *WEE Six Monthly Project Report*, July 2018
- TNCWC 2018, *WEE Report 2018 Final; July 2018–December 2018*
- TNCWC (n.d.), *Women's Economic Empowerment; Project Proposal Narrative*
- Brown, H. (2015), *Organisational Strengthening Review: Tonga National Centre for Women and Children (TNCWC)*.

Pacific Women Shaping Pacific Development

- Pacific Women Shaping Pacific Development, *Trip Report; Monitoring Visit, Tonga*, 4 July 2018 (including annexes).
- Pacific Women Shaping Pacific Development, *Design Document*, 2014
- Pacific Women Shaping Pacific Development (2017), *Ending Violence Against Women Roadmap; Synthesis Report, Informing the Pacific Women Shaping Pacific Development Roadmap 2017–2022*, March 2017.
- Pacific Women Shaping Pacific Development, *Final Country Plan Tonga*, 2013
- Aide Memoire Mid-Term Review of the Tonga Country Plan 19-23 October, 2015, Country Plan Summary – Tonga, June 2018
- Pacific Women Shaping Pacific Development, *Tonga Country Plan Monitoring, Evaluation and Learning Framework*, December 2018.
- Pacific Women Support Unit (2017), **Error! No text of specified style in document.**, DFAT / Pacific Women Shaping Pacific Development
- Cardno (2018) *Pacific Women Value for Money Assessment Guide [draft]*, Pacific Women Shaping Pacific Development, Cardno Emerging Markets
- Australia's Department of Foreign Affairs and Trade (2017), *Review of Counselling Services in the Pacific Final Report*, Pacific Women Shaping Pacific Development.

External

- Tonga Skills, Tracer Survey Results, Participant Profile Information and Trainee's post-training feedback.
- Tonga Family Protection Act (2013)
- Ministry of Internal Affairs, Women's Affairs Division, Government of the Kingdom of Tonga (2019), *National Women's Empowerment and Gender Equality Tonga Policy and Strategic Plan Of Action 2019–2025*, The Pacific Community.
- Ministry of Internal Affairs, Women's Affairs Division, Government of the Kingdom of Tonga (2019), *Gender Mainstreaming Handbook*, The Pacific Community.
- Spratt, J M (2013), *A Deeper Silence; The Unheard Experiences of Women with Disabilities – Sexual and Reproductive Health and Violence against Women in Kiribati, Solomon Islands and Tonga*, Suva, Fiji, United Nations Population Fund Pacific Sub-Regional Office, March 2013.

- Eves (2018), *Do No Harm Research, Understanding the Relationship between Women's Economic Empowerment and Violence Against Women in Melanesia*, Research Summary Report, Department of Pacific Affairs, ANU, Canberra, May 2018.
- Eves, R (2017), Women's Economic Empowerment and Escaping Violent Relationships, *In Brief*, Department of Pacific Affairs, ANU, Canberra.
- Jansen et. al. (2012), National Study on Domestic Violence against Women in Tonga 2009; NOFO 'A KAINGA, Ma`a Fafine mo e Famili, Tonga.

Annex 3: Frameworks underpinning the evaluation

Evaluation Principles

The evaluation was guided by the key principles outlined in the *Pacific Women Tonga Country Plan Monitoring and Evaluation Learning Framework* as well as ISF-UTS' own principles to carry out effective evaluation:²³

- strengths-based approach: Acknowledge and value existing assets, resources, competencies and practices of multiple stakeholder groups relevant to individual projects and county programming.
- depth of inquiry: Engage with multiple stakeholders to triangulate evaluation findings and gain rich picture learnings to inform evaluation, review and update of the *Pacific Women Country Plan*.
- do no harm: Put ethical and safety considerations above all else, particularly when monitoring and evaluating violence against women programs. Never ask women about their experiences of violence.²⁴ Do no harm principles in relation to WEE will also be considered particularly for the TNCWC WEE Project.
- flexibility: Ensure ongoing consultation with partners and adaptation of reflection and reporting processes to suit the Tongan context.
- encourage multiple voices: Provide opportunities for the influence of Tongan women on M&E processes and ensure that the M&E process are inclusive of Tongan women's diversity. Balance statistical data with qualitative participatory data collection to enable women to express themselves directly.
- capacity development: Progressively build local expertise in gender-aware M&E, strengthening and supporting community based organisations to improve their M&E systems through the practice of the ET with both organisations during the evaluation and provision of evaluation findings and recommendations.
- use of findings: Support the use of M&E findings for accountability, learning, program improvement and evidence-informed planning, policy and program development.
- adaptive: Acknowledge the complex and complicated nature of the Tongan context and the need to understand the interactions between various contextual variables and their relationship to the achievement of outcomes.
- collaborative: Carry out sharing and learning with implementing partners.

Feminist practice

The Feminist Research Framework (IWDA 2017) provides a critical reference point for the evaluation. Key elements of the framework include:

- feminist: Research (evaluation) that builds feminist knowledge of women's lives.
- accountable: Accountability for how our research (evaluation) is conducted.
- collaborative: Collaboration must be ethical.
- transformative: Recommendations transform the root causes of gender inequality.

²³ Pacific Women Shaping Pacific Development Tonga Country Plan Monitoring, Evaluation and Learning Framework, December 2018 p.5

²⁴ Eves and Lundy (2018) Do no harm research: Solomon islands

Human Rights-Based Approach

A human rights-based approach is about using international human rights standards to ensure that people's human rights are put at the very centre of policies and practice as well as managing any type of activity. A human rights based approach empowers people to know and claim their rights. It increases the ability of organisations, public bodies and businesses to fulfil their human rights obligations. It also creates solid accountability so people can seek remedies when their rights are violated. Key elements of the framework that will be integrated through this evaluation will include:

- participation: An inclusive approach should be taken to ensure the right people are involved in the evaluation.
- accountability: There should be monitoring of how people's rights are being affected, as well as remedies when things go wrong, this looks at governance mechanisms in place to ensure accountability for any projects.
- non-discrimination and equality: All forms of discrimination must be prohibited, prevented and eliminated. People who face the biggest barriers to realising their rights should be prioritised.
- empowerment: The evaluation should consider how both non-governmental organisations work to raise awareness about human rights and be engaged in developing policy and practices.
- legality or linkages: Approaches should be grounded in the legal rights that are set out in domestic and international laws.

The rights-based approach aligns with the feminist framework and goals of *Pacific Women*. While often not explicit in the evaluation questions and consultation guides, it will be used as a framework to support data analysis and sense making, and inform response and findings to the key evaluation questions.

The evaluation aimed to capture the diversity of women's experience, explore the gendered manifestations of power, and interrogate the operation of gender norms.²⁵ This was achieved through a variety of ways:

- care taken to ensure that a diversity of experiences or voices are represented in the evaluation reports.
- consider positions of power, relevance to and influence on progress towards the immediate and intermediate outcomes of the program.
- explore gender norms and relevance to descriptions of program achievements.

Pacific Women Ending Violence Against Women Roadmap 2017-2022

The EVAW Roadmap has provided an important framework for the evaluation.

The framework:

- outlines global best practice and guidance of relevance to the Pacific region.
- identifies key issues, barriers and gaps in the Pacific.
- summarises a range of relevant initiatives, lessons and approaches to addressing EVAW in the Pacific.
- outlines options for priority areas of investment.²⁶

²⁵ IWDA (2017), 'Feminist Research Framework', November 2017, p.13

²⁶ *Pacific Women Ending Violence Against Women Roadmap 2017-2022*; Synthesis Report March 2017, p.1

The Roadmap has been used in the evaluation in the following ways:

- to define key terms and concepts in the evaluation questions
- to ground the analysis in frameworks of best practice
- to develop relevant and targeted recommendations.

Gender at Work Framework

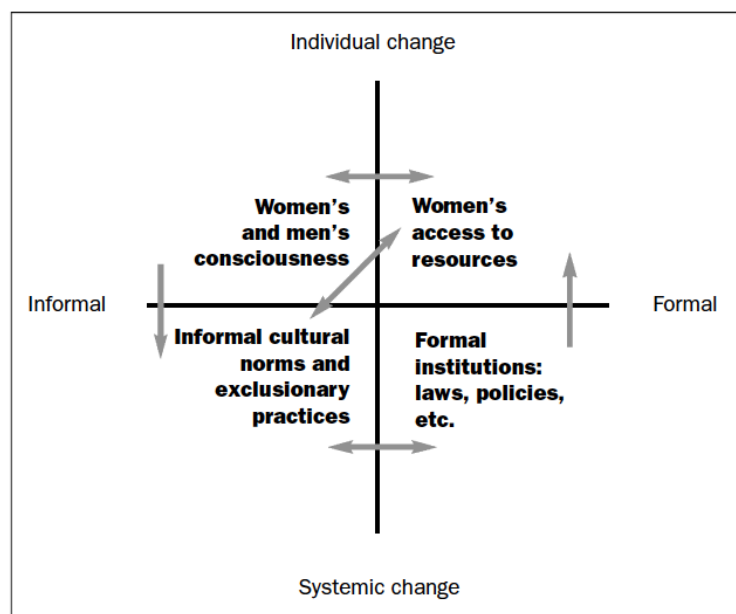
Another framework to be used for analysis which explores 'what are we trying to change' from Rao and Kelleher (2005) is helpful to consider different dimensions of change or transformation,²⁷ especially relevant for the TNCWC's WEE. The evaluation findings make comment on change outcomes within these different change spaces.

Pillar 1: Democratisation (formal or individual spaces).

Pillar 2: Policy, Institutional and Structural Reform (formal or systemic change spaces).

Pillar 3: Movement Building (informal spaces).

Pillar 4: Partnership and Organisational Strengthening (informal and formal or systemic change spaces).



Source: Rao and Kelleher 2005

²⁷ Rao, A & Kelleher, D (2005), 'Is there life after gender mainstreaming?', Gender & Development, 13(2), p.60.

Annex 4: Case Study:

Support for WEE from spouses and families

This case study explores the role of family and community attitudes to support women's economic empowerment (WEE) and more broadly women's empowerment. This relates to one of intermediate outcomes for Tongan National Centre for Women and Children's (TNCWC) WEE project: Women and girls are supported to access and control economic resources and opportunities.

The case study highlights the importance of spousal support for WEE and related to this, the importance of a long-term focus on transformational change. The case study is informed by learning from the formative evaluation of the TNCWC WEE project.

Why family and community attitudes are so important

Studies show that WEE programming can put women at greater risk of violence. Eves (2018) points to the common assumption that improving women's access to income-generating activities increases their bargaining power in the household and therefore leads to general empowerment. Some believe this can reduce the risk of intimate partner violence without considering that WEE activities can have significant unintended consequences that may actually increase the risk of intimate partner violence.²⁸

The *Pacific Women Ending Violence Against Women Roadmap* (2017) documents global evidence that over the long term, economic empowerment will strengthen women's bargaining power in the household, increase their ability to leave an abusive relationship, and reduce economic stress that can trigger conflict.²⁹ But the roadmap also stresses that approaches that aim to challenge gender stereotypes and social norms around women earning income need to be part of interventions.³⁰ Encouraging positive family and community attitudes towards women's increased economic independence and access and control over financial resources is one avenue towards addressing unintended negative consequences of WEE programming.

There was recognition among stakeholders consulted for the TNCWC evaluation that careful engagement of spouses and families is an important component of WEE interventions. One civil society stakeholder who does not have a lot of involvement with TNCWC stressed the risks involved in WEE interventions in terms of violence against women and the need to carefully approach spousal or familial engagement. This demonstrates awareness of this issue in Tonga.

'I don't know if they are engaging the men. In my past programs we just focus on the women, women and women. In the gender transformation program I attended, I saw the importance of bringing in men and their experience and views. And that transformation leadership really helped men to evaluate themselves. That's why I hope, they are approaching the husbands of these women. How is the money used at home? If I look back at my culture, men will take the money and poor wife... majority of women will just have to listen to their husbands.' (Civil society representative)

TNCWC engagement of spouses and families

The WEE project design recognised the need to address potential backlash from family and community towards women taking part in the project. A detailed scoping mission was conducted to

²⁸ Eves (2018), *Do No Harm Research, Understanding the Relationship between Women's Economic Empowerment and Violence Against Women in Melanesia*, Research Summary Report, Department of Pacific Affairs, ANU, Canberra, May 2018, p.1

²⁹ Ellsberg et. al. as referenced in *Pacific Women Ending Violence Against Women Roadmap 2017-2022*; Synthesis Report March 2017, p.9

³⁰ Taylor et. al. as referenced in *Pacific Women Ending Violence Against Women Roadmap 2017-2022*; Synthesis Report March 2017, p.13.

inform this design which found, for example, that women in Tonga cited potential risks of violence created by increased income, particularly if their income were to match or exceed that of their husband. The WEE project employed a number of strategies in recognition of this as outlined in the project theory of change. One was to engage spouses in a tailored discussion series to encourage communication, negotiation and joint decision making leading to spouses' increased communication skills and understanding of the importance of joint decision making.

The evaluation team found that spousal engagement was too limited to change attitudes and perceptions of spouses and families. This finding was substantiated by both TNCWC staff and WEE participants who recommended strengthening spousal and family engagement in forthcoming phases of the project. This is particularly relevant as spousal support was identified as a contributing factor to women's successful engagement, and benefits realised through the WEE project. Lack of spousal support also led to at least one woman dropping out of the WEE program.

During the evaluation a mentor was asked what helps women to succeed in their endeavours: 'It's mainly their husbands, some are supportive and some are not. We notice the differences from the active person and some are not so active. It all depends on the backgrounds of the families. The weaknesses, is within the family and also it's the things those families are going through.'

One WEE participant during the evaluation consultations noted: 'Even then after the session with males, he still didn't understand. My husband was telling me that I need to stay home and look after the children.'

Another noted: 'It's my husband. The first thing is the time, taking me away from home. My responsibility is to be at home, to cook and to clean. They think it's a waste of time. They don't think anything good will come out of it. Also experience problems with my marriage when I was in the program. Despite the support and the struggle, I endured the pain to get this opportunity.'

Issues in practical implementation

Engaging constructively with spouses and families in order to transform consciousness is a long term and complex endeavour, particularly in situations where violence against women is occurring as was the case for the cohort of WEE pilot project participants. The WEE project did not manage to engage spouses to the extent planned and the engagement was not as effective as it could have been.

WEE project reports state that TNCWC visited spouses or partners before the training activities began to help them to 'understand and value the activities these women will be undertaking'. A support group meeting was also planned for spouses or partners to take place in February 2019. This, as well as provision of childcare, was designed to ensure that spouses or partners 'did not feel the pressure of having to look after the children while the woman is participating'. There were also plans to have regular meetings with spouses or partners as women started to establish their business. However TNCWC and WEE project participants reported that only two meetings with spouses took place following the completion of the training program. Not all spouses attended these meetings which also limited the effectiveness the activities.

The lack of spousal support had two main impacts on the intervention:

- Spouses and families were not initially supportive of women attending training because it took them away from other family or domestic roles. Although this barrier was anticipated by TNCWC, the approach they took was to get permission from the women's spouse or family members. This approach can actually reinforce the positions of power and control that spouses may be in. However, it does recognise and respond to the reality in many households and is therefore a valid first step, as long as staff are aware of the subsequent steps required to challenge gendered roles and relationships. Moreover, the evaluation found that training was too intensive for women and could have been planned better to alleviate stress.

- Spouses and families can take control of women's increased earnings. As one government stakeholder who attended training reported: 'During the training, one of the women shared that the women earned more money than the husband. Before it was only the husband going to work. After the training, and wife started earning money, the husband tried to control the money. The training seems to be encouraging violence.'

How can spousal and family attitudes better support WEE and WE?

Two women in the WEE project reported that there had been change in attitudes of their spouses and families which illustrates the potential that could be realised through a more effective engagement strategy. These women reported that they had more support from their spouses and families once the WEE training was complete and the benefit of the project was starting to be realised.

One woman described how her husband and parents in law now support her: 'My parents in law are now looking after the children. They see a lot of customers coming at home. And they don't want me to be doing other things. They want me to just focus on the customers. Also my home responsibility, they look after the kids, cooking and washing. It's a big change and help to me. They didn't do that before, but now they see I am able to feed them. For my husband, before we use to fight when I work in the night doing sewing. He doesn't like me to turn on the light when his sleeping. Now he sits with me and watches a movie or makes me a cup of tea as I am sewing. There is less fighting now. We don't even fight anymore related to sewing or my work.'

The positive experience of a few women in the project at this mid-point indicates the potential benefit that could be realised through an effective strategy which both engages women in economic empowerment and engages families and communities in order to shift attitudes to support WEE. In relation to the Gender at Work framework,³¹ such a strategy would bring about change in terms of giving women greater access to resources while also aiming to shift consciousness of women and men in order to ensure that economic empowerment is transformative.

Lessons learned

There are a number of lessons emerging from this case study:

- recognise the high-risk nature of this endeavour and develop a deep understanding of the ways in which WEE and EAW programming can cause harm. The evaluation did not find sufficient evidence of this deep understanding among TNCWC staff. Without this thorough and contextually-based understanding of the link between WEE and EAW, staff will not be able to execute a complex strategy to engage spouses and families constructively.
- plan a strategy in stages which recognises the support needed from spouses and families at different points in the WEE project cycle. For example, support for women to take time away from their domestic or family duties to take part in training, which is distinct from the support needed for women as their earning capacity increases.
- plan a variety of strategies for spousal or family engagement, particularly for men, which may include fostering male advocates to better communicate with men or working through churches to bring weight to messages about the need for supportive attitudes towards WEE.
- consider short-term and long-term efforts. Transformational change should be guiding perspective but recognise there is a need for a stepping-stone approach.

³¹ Rao, A & Kelleher, D (2005), 'Is there life after gender mainstreaming?', Gender & Development, 13(2), p.60.

Annex 5: Standard 6: Independent evaluation reports

No.	Element	Reference in Evaluation Plan
Introductions		
6.1	A background to the evaluation summarises: the total value of the initiative; the number of years of the initiative; the stage of initiative implementation; key outcomes of the initiative; and the key issues identified in the terms of reference.	Section 3
6.2	A brief summary of the methods employed is provided.	Section 3.3
6.3	Key limitations of the methods are described and any relevant guidance provided to enable appropriate interpretation of the findings.	Section 3.4
6.4	The executive summary provides all the necessary information to enable primary users to make good quality decisions.	Executive Summary
Findings and Analysis		
6.5	The evaluation report clearly addresses all questions in the Terms of Reference.	Section 4
6.6	The relative importance of the issues communicated is clear to the reader.	Section 4
6.7	There is a good balance between operational and strategic issues.	Section 4
6.8	The report clearly explains the extent to which the evidence supports the conclusions and judgments made.	Section 4
6.9	Alternative points of view are presented and considered where appropriate.	Section 4
6.10	Complicated and complex aspects of issues are adequately explored and not oversimplified.	Section 4
6.11	The role of context and emergent risks to initiative performance are analysed.	Section 4
6.12	The text uses appropriate methods/language to convince the reader of the findings and conclusions.	Section 4
6.13	There is an adequate exploration of the factors that have influenced the issues identified and conclusions drawn.	Section 4
6.14	The implications of key findings are fully explored.	Section 4
6.15	The overall position of the author is clear and their professional judgments are unambiguous.	Section 4
Conclusions and Recommendations		
6.16	The conclusions and recommendations logically flow from the presentation of findings and any associated analyses.	Section 5
6.17	Individuals have been allocated responsibility for responding to recommendations.	Section 5
6.18	Where there are significant cost implications of recommendations, these have been estimated (financial, human and materials costs).	N/A
6.19	The recommendations are feasible.	Section 5

