



**PACIFIC WOMEN**  
SHAPING PACIFIC DEVELOPMENT



# Summative Evaluation of the Women and Children's Crisis Centre Program Against Violence Against Women

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## Abbreviations

<b>DFAT</b>	Australia's Department of Foreign Affairs and Trade
<b>ET</b>	evaluation team
<b>EVAW</b>	ending violence against women
<b>FPA</b>	<i>Family Protection Act 2013</i>
<b>IWDA</b>	International Women's Development Agency
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MET</b>	Ministry of Education and Training
<b>MIA</b>	Ministry of Internal Affairs, Government of Tonga
<b>MOH</b>	Ministry of Health
<b>MoJ</b>	Ministry of Justice
<b><i>Pacific Women</i></b>	Pacific Women Shaping Pacific Development
<b>TNCWC</b>	Tongan National Centre for Women and Children
<b>VAW</b>	violence against women
<b>VfM</b>	value for money
<b>WCCC</b>	Women and Children's Crisis Centre

## Acknowledgements

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

# Table of Contents

Executive summary .....	3
1. Introduction.....	6
2. Background.....	6
2.1 Pacific Women Shaping Pacific Development .....	6
2.2 <i>Pacific Women</i> Tonga Country Plan .....	6
2.3 Women and Children’s Crisis Centre .....	7
3. Background to evaluation.....	7
3.1 Evaluation purpose .....	7
3.2 Key evaluation questions .....	7
3.3 Evaluation approach .....	8
3.4 Evaluation limitations .....	9
4 Findings.....	9
4.1 Relevance .....	9
4.2 Effectiveness.....	13
4.3 Impact.....	17
4.4 Efficiency.....	21
4.5 Sustainability .....	22
4. Recommendations .....	24
Annex 1: Stakeholder consultations WCCC formative evaluation .....	25
Annex 2: Documents reviewed for the WCCC evaluation .....	27
Annex 3: Frameworks underpinning the evaluation.....	29
Annex 4: Value for Money assessment .....	32
Annex 5: Case Study: ‘Home-grown’ approach to ending violence against women .....	38
Annex 6: Standard 6: Independent evaluation reports .....	41

## Executive summary

This report presents the findings of a summative evaluation of the Women and Children's Crisis Centre (WCCC) Program Against Violence Against Women, conducted from April–June 2019. The goal of WCCC program is to eliminate violence against women and children in Tonga using a human rights framework. WCCC's work was funded by Pacific Women Shaping Pacific Development (*Pacific Women*) from July 2016–June 2019.

The evaluation assessed the extent of progress by the project in achieving its outcomes and objectives. It also examined the impact of the project (or progress towards impact) in ending violence against women (EVAW) and children in Tonga, the extent to which the program demonstrated Value for Money (VfM), lessons learned about effective approaches and strategies and the extent to which these have contributed to ongoing benefits.

The evaluation methodology was designed around six key evaluation questions and five areas of inquiry: relevance; effectiveness; impact; sustainability; 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 40 stakeholders in Tonga.

## Relevance

The evaluation found that to a large extent the needs of beneficiaries have been met through the WCCC program, through both its preventative and responsive strategies which are well-regarded across multiple stakeholder groups. Activities provided by WCCC have been suitable for responding to and preventing violence against women and children in Tonga and approaches have been relevant to the local context.

WCCC's 'home-grown feminist, rights-based approach' is complemented by its use of relevant strategies including: well-trained counsellor advocates; a 'one stop shop' model; community outreach; a male advocates program; and its active role in the EVAW referral network.

The evaluation found that WCCC could improve the suitability of its approach through a more intensive community outreach program, closer relationship with disabled persons organisations and more strategic relationships with several key institutions.

## Effectiveness

### Outcome 1: Improved access by women and children to appropriate and effective support services.

To a large extent, WCCC's EVAW Program has improved access to effective support services for women and children shown through increasing numbers of women accessing services. This improved access has been brought about because: WCCC staff have a high level of capacity; WCCC services are survivor-centric; using the counsellor advocate approach; the 'one stop shop' model is effective; WCCC's *Faguna* radio counselling program has increased the number of clients; and extension of services to the outer islands has been effective.

### Outcome 2: Increased understanding and acceptance by community members and key institutions that women and men are equal and that violence against women and children is a crime.

To some extent, there is increased understanding and acceptance that violence against women is a crime though this is not universal and there is more work to be done. Effective strategies have included WCCC's male advocates program, however WCCC community outreach workshops have mixed results and more work is required to strengthen this outreach strategy. It is important to note that the evaluation was not able to complete a community-wide survey to gauge community knowledge and attitudes.

WCCC has a strong partnership and collaboration with key agencies which has proven to be effective. While the *Family Protection Act 2013* is in place, understanding of the practical application of the law could be stronger amongst the institutions and staff within the EVAW referral network. While WCCC engages with various actors within the referral network, its collaboration with other key government and civil society organisations could be improved.

## Impact

The evaluation identified significant change for survivors of violence as a result of WCCC's program. Key aspects of change in women's consciousness is demonstrated by expressions of empowerment, self-worth and freedom from stigma and shame. Survivors of violence supported by WCCC have now also become advocates of EVAW. Changes in access to resources as a result of the program is also demonstrated including access to information, free legal services, child maintenance and safe shelter.

Longer-term changes in social norms, attitudes and behaviours in families and communities were described as not uniformly felt across the whole community. The evaluation found mixed longer-term changes for service providers, with evidence of change for those in the VAW referral network and Tonga Police, but not other key institutions.

## Efficiency

The program was managed in an efficient manner as described by the Australian Department of Foreign Affairs and Trade (DFAT) and *Pacific Women* and also evidenced by organisational practices described by the Director and staff. A few areas where efficiency could be increased were identified including collaboration with other organisations working towards gender transformation. The WCCC program demonstrates VfM across all eight of the DFAT VfM principles as evidenced by an in-depth VfM process and detailed in Annex 4.

## Sustainability

The evaluation found multiple indications of ongoing benefits attributable to WCCC's EVAW program. These are seen at the individual, community and institutional levels and relate to both prevention and response to violence against women. Changes in norms, attitudes and behaviours for individuals, including WCCC staff, women survivors and male advocates will have ongoing benefits. The evaluation also found that *Fanguna* radio was contributing to lasting community-level changes. At the institutional level, ongoing benefits that indicate sustainability were also found, most clearly in terms of an embedded institutional commitment to EVAW within the Tongan Police.

## Recommendations

**Recommendation 1:** DFAT continue to support and fund WCCC's feminist, rights-based approach to ending violence against women and children in Tonga.

**Recommendation 2:** DFAT, *Pacific Women* and WCCC clarify roles and responsibilities pertaining to approvals and management and seek opportunities to leverage *Pacific Women* and DFAT Tonga Post networks and connections to support WCCC pathways to influence change and reach program objectives.

**Recommendation 3:** WCCC strengthen the male advocates program, inclusive of a strategy to expand their influence as advocates for EVAW through increasing the scope of male advocate-led activities and supporting their community and institutional-level outreach.

**Recommendation 4:** WCCC build on and strengthen partnerships with disabled persons organisations in order to ensure access to services and to better meet the unique needs of women with disabilities.

**Recommendation 5:** WCCC build on and strengthen their existing strategic pathways to influence change at individual, community and institutional levels.

**Recommendation 6:** WCCC establish new pathways to influence change, particularly to shift norms, attitudes and behaviours at the community and institutional levels.

**Recommendation 7:** *Pacific Women* encourage locally-led spaces for organisations working on gender equality and EAW in Tonga to come together to discuss opportunities and as a means to strengthen individual and collective practices for EAW in Tonga.

# 1. Introduction

This document presents findings of a summative evaluation of the Women and Children's Crisis Centre (WCCC) Program Against Violence Against Women, funded July 2016–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 this summative evaluation from April–June 2019.

The document is structured into key sections including: background to *Pacific Women*, WCCC and the ending violence against women (EVAW) program; an overview of the evaluation questions, approach and methods; presentation of findings of the evaluation in relation to five key domains of relevance, effectiveness, impact, efficiency and sustainability; and an outline of key recommendations emerging from the evaluation. Annexes include further detail about: stakeholder consultations; a list of documents reviewed for the evaluation; an overview of frameworks used to inform design and analysis for the evaluation; a value for money (VfM) assessment; and a checklist against the DFAT Standard for Independent Evaluation Reports.

## 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 (MIA) 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 women's economic empowerment initiative by Tonga National Centre for Women and Children and core funding provided to WCCC.
- 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.

## 2.3 Women and Children's Crisis Centre

The WCCC Program Against Violence Against Women is an AUD1.05 million, three-year program (July 2016–June 2019) supported by DFAT through *Pacific Women*.

The goal of the WCCC program is to 'eliminate violence against women and children in Tonga' using a human rights framework. The strategic outcomes underlying the WCCC program design logic and theory of change are:

- Women and children are empowered to make decisions and claim their rights.
- Community members and key institutions incorporate human rights and gender equality into their daily roles.
- Young women and men, girls and boys recognise signs of violence against women (VAW) and children and know how to get help and advocate against violence.
- Key decision makers and the wider community are informed about WCCC's work and influenced to change policy, practices and law.
- Effective management and coordination of prevention and response programs by WCCC.
- Provision of psychosocial support to women that have been affected during the Post Cyclone Gita Response.

## 3. Background to evaluation

### 3.1 Evaluation purpose

This summative evaluation was designed to assess the progress and impact of the WCCC Program Against Violence Against Women. The evaluation assessed the extent of progress by the project in achieving its outcomes and objectives. It also examined the impact of the project (or progress towards impact) in EVAW and children in Tonga. The evaluation assessed the extent to which the program demonstrated VfM, lessons learned about effective approaches and strategies and the extent to which these have contributed to ongoing benefits.

### 3.2 Key evaluation questions

The evaluation focused on domains of relevance, effectiveness and efficiency, impact and sustainability and associated key questions, recognising the summative nature of the evaluation.

#### Relevance

1. To what extent did the WCCC program meet the needs of its beneficiaries?
  - 1.1. To what extent have the services and activities provided by WCCC been suitable for responding and preventing violence against women and children in Tonga? Were there contextual factors that helped or hindered progress overall?



## Effectiveness

2. To what extent and in what ways did WCCC progress towards its end of program outcomes?
  - 2.1. Outcome 1: Improved access by women and children to appropriate and effective support services.
  - 2.2. Outcome 2: Increased understanding and acceptance by community members and key institutions that women and men are equal and that violence against women and children is a crime.

## Efficiency

3. To what extent did the project operate in an efficient way and demonstrate value for money?

## Impact

4. What has changed for victims/survivors (especially the most vulnerable) of gender-based violence as a result of the program?
5. To what extent did families, communities and service providers demonstrate a change in social norms, attitudes, and behaviours to violence against women and girls? What were the most effective strategies? What has enabled or been a barrier to their engagement?

## Sustainability

6. To what extent is there an indication of ongoing benefits attributable to the project?

## 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 on relevance 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 EAW in the Pacific; and outlines options for priority areas of investment.<sup>1</sup> The second framework explores 'what are we trying to change'. The Gender at Work Framework from Rao and Kelleher (2005) and has been used to consider different dimensions of change or transformation relevant to WCCC's EAW program (see Annex 3 for details on the framework).<sup>2</sup>

## Evaluation methods

Qualitative methods used within this evaluation allowed women to describe their experiences of the WCCC Program Against Violence Against Women program 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

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

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

captured depth and breadth of learning and also allowed triangulation of data to strengthen confidence in the 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.
- VfM assessment (see Annex 4 for a detailed VfM assessment).

## 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 described 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 outreach activities). The scope of the evaluation was set out in the evaluation plan and agreed to by the evaluation reference group.

# 4 Findings

## 4.1 Relevance

To what extent did the WCCC program meet the needs of its beneficiaries?

To a large extent the needs of beneficiaries have been met through the WCCC program. The ET found strong evidence of needs being met through both preventative and responsive strategies employed by WCCC. Evidence that beneficiary needs have been met is explored further in sections on effectiveness (4.2) and impact (4.3), though a summary is provided below. It is important to note that while the program has achieved objectives in line with its design, there still remains enormous needs and challenges to 'eliminate violence against women in Tonga' (stated as the program's goal). WCCC offers an important contribution to achieving gender equality and EAW outcomes in the Pacific.

WCCC has met beneficiary needs through both its preventative and responsive strategies which are well regarded across multiple stakeholder groups including the Tongan Government, particularly those with mandated roles under the *Family Protection Act 2013* (FPA), civil society sector and community representatives.

The radio program, *Fanguna*, was universally appreciated by all stakeholder groups as a highly effective response and prevention strategy. The radio program was described as being accessible to all island groups of Tonga and provided an effective way to raise community awareness about EAW and to reach women in crisis. Hearing about the services of WCCC on the radio was also described as means through which women accessed WCCC's services.

WCCC advocacy efforts were also commended by stakeholders interviewed during the evaluation, though it was recognised by some that there was resistance to WCCC messages from some groups in Tonga and that WCCC messages were not well received by conservative groups in Tonga. This tension is explored more below under section 4.2.

WCCC is meeting the needs of women in crisis and their services are appreciated by women survivors and other stakeholders within the referral network. Evidence of WCCC contribution is shown through increasing numbers of women accessing services from WCCC, testimonies of women survivors and appreciation of services from the broader stakeholder groups. More detailed evidence about the program's achievements are outlined further in sections 4.2 and 4.3.

To what extent have the services and activities provided by WCCC been suitable for responding and preventing violence against women and children in Tonga? Were there contextual factors that helped or hindered progress overall?

To a large extent the services and activities provided by WCCC have been suitable for responding to and preventing VAW and children in Tonga. The program has employed a comprehensive suite of pathways to influence change, inclusive of both prevention and response approaches which are relevant to the local context. Effectiveness and impact of these strategies will be explored in latter sections. The comprehensive nature of the suite of pathways is relevant and as noted below effective. The relevance of these strategies and contextual factors that helped or hindered progress is described below.

### Suitable aspects of WCCC services and activities

**Home-grown feminist, rights-based approach:** During the evaluation, most external stakeholders described the services and activities of WCCC as relevant to the local context. WCCC seeks to influence change through a feminist, women's rights-based approach which is survivor-centric. This approach is contextualised, strengthened by WCCC's position as a local organisation and its in-depth knowledge of the Tongan context. A feminist perspective recognises existing structures and systems which perpetuate women's inequalities and the need to address these as a means to ensure gender equality. It prioritises concern for women's existing inequality and the need to address lack of equity (the quality of being fair and impartial) for women in order to achieve gender equality. WCCC's survivor-centric approach is core to ensuring that women are supported to overcome and address existing inequities. This home-grown approach was also described by WCCC and other stakeholders as valuable to manage the risks associated with employing a feminist, rights-based approach in Tonga.<sup>3</sup>

**Counsellor Advocates:** WCCC clients spoke highly of WCCC counsellor advocates providing 'care' and 'love' as well as practical support such as legal advice, linking clients to lawyers, accompanying clients to meet with police and financial support for legal or court cases. One client stated: 'I just want to say thank you to WCCC for the work they have done to me. I shared my problem with them, they talk nicely to me and feel like I don't have a problem.'

Government stakeholders commended WCCC's ability to link clients with relevant services and advocate for the rights and protection of women, ensuring that service providers provide proper services as mandated under the FPA 2013.

**'One stop shop':** The EVAW Roadmap (2017) supports a 'one stop shop' model and states that linking prosecution, protection and services can enable women to better exercise their rights under the law.<sup>4</sup> WCCC's 'one stop shop' model is no longer operational after in-house police and legal services were removed due to limited resources on the part of government departments. The model operated from 2014 to 2016. As explored in latter parts of this report, the ET recommend that the 'one stop shop' approach is reinstated.

**In-house legal aid in WCCC:** Clients described the importance of having their legal fees waived or subsidised by WCCC, stating that they would not have been able to take their case to court without this support. Within this program, legal aid support was provided only by WCCC, but within the last 12 months a Legal Aid Centre, under the Ministry of Justice (MoJ) has been set up and provides support relevant to the FPA. Some women don't qualify for free legal aid under the recently established Legal Aid Centre and therefore benefit greatly from WCCC support.<sup>5</sup> Legal aid is only provided by the centre where a criminal offence has been committed under the FPA. Recognising the vulnerability of women living with violence, other alternatives to legal support are important. This access is an important means to preventing and mitigating experiences of violence. Access to legal aid support from WCCC means that women can access support both before violence escalates (and is then recognised under the FPA) and also together

<sup>3</sup> See Annex 5: Case Study for further exploration of this 'home-grown approach' to EVAW in Tonga

<sup>4</sup> *Pacific Women Ending Violence Against Women Roadmap 2017-2022*; Synthesis Report March 2017, p.6

<sup>5</sup> The Legal Aid Centre under the Ministry of Justice was not in existence at the time the WCCC EVAW Program was designed.

with the Legal Aid Centre, in response to violence. At the time of the evaluation, legal services provided by WCCC had stopped while recruitment for a new position was under way.

**Community Outreach:** WCCC's weekly counselling radio program *Fanguna* is a key component of its outreach program and was recognised as relevant by donors, WCCC clients and other government and civil society representatives. When stakeholders were asked about the work of WCCC, the ET was often told about the radio program, highlighting the reach, relevance and suitability of the program to the Tongan context. One WCCC client reported that WCCC has been doing a lot of awareness with families but more work remains: 'Because of society I feel like I will be judged for a failed marriage. Also feel like for other women facing similar issues. It may be an extra burden to come to the Centre. Women need to be strong and say no, be positive and move on with our lives.'

**Male advocates:** WCCC's male advocates program is another key outreach strategy which is in line with best practice on EVAW.<sup>6</sup> The male advocates themselves reported on the value and relevance of the program, though this was not widely known about by broader stakeholder groups. The male advocates program is explored more below under section 4.2.

**Strengthening the referral network:** WCCC has sought to bring about improved services and institutional reform for women survivors, most particularly with Tonga Police and the MoJ. WCCC has supported trainings for police officers, nurses, legal aid staff and town or district officers (among others). Influence on service providers is highly-relevant as a means of ensuring an effective referral network and ensuring service providers are providing necessary protection for women. WCCC also has an active role in the referral network relevant to the FPA. Within weekly referral network meetings (with representatives from WCCC, TNCWC, police and Legal Aid) WCCC provides important contributions to strengthening the implementation of this key law.

#### Aspects of the services and activities that require further consideration

The evaluation identified some areas in which WCCC's services and activities require ongoing consideration and effective planning. These are primarily in relation to prevention strategies, though efforts to improve access of services to women with disabilities is also another area that could be strengthened.

**Limited services to people living with disability:** While WCCC has sought to work with disabled persons organisations, there is still an opportunity to strengthen services to women with disabilities. Work to date includes use of Washington Group Questions for new clients. This responsibility has since been handed over to relevant nurses to be included as part of basic health assessments.<sup>7</sup> WCCC could consider use of these questions as part of its assessment protocols. Another area of WCCC engagement with people with disabilities has been through working with The Naunau 'o e 'Alamaite Tonga Association. WCCC and Naunau 'o e 'Alamaite Tonga Association have conducted various training programs together. WCCC also note their intent to prepare a Memorandum of Understanding with Naunau 'o e 'Alamaite Tonga Association regarding referrals September 2018–February 2019.<sup>8</sup> This referral strategy was not in place at the time of the evaluation and could be an area to strengthen in subsequent phases. This referral approach recognises the unique strength and contribution of disabled persons organisations and ensures that disabled persons organisation representatives are on call as needed for women with disabilities' access services.

**Negative reaction to WCCC's feminist, rights-based approach:** The ET acknowledges that while there is push back and resistance from some groups to the values and advocacy messages of WCCC, this not surprising considering WCCC's interest to transform norms, attitudes and behaviours for gender equality. The ET heard that some groups were not receptive to the messages of the WCCC as reported by two

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<sup>6</sup> The *Pacific Women* EVAW Roadmap includes examples of male advocates programs and describes these as important for addressing the root causes of VAW and seeking men's accountability (p.19)

<sup>7</sup> See WCCC, Six-Monthly Pacific Women Progress Report, March – September 2018, p.9

<sup>8</sup> See WCCC, Six-Monthly Pacific Women Progress Report, March – September 2018, p.9

government stakeholders. A civil society stakeholder who was in support of WCCC's work also reported that a strong feminist agenda can be confronting to certain groups in society. WCCC are aware of the sensitivities of the messages they promote and effectively manage risks as explored more in section 4.4 below. This will require ongoing attention to effect change.

**Limited scope of community outreach workshops:** Mixed views were expressed by stakeholders interviewed about community outreach activities, highlighting the potential to strengthen outreach activities in the future. For example, as described by some stakeholders including WCCC, only a small group of community members attend and those who most need to engage often do not attend. Some stakeholders described concern that there is duplication of resources between agencies as WCCC and TNCWC both offer community services. This also manifests in confusion for the stakeholders. As described by one civil society representative: 'I think the communities are workshoped out, the converted are reached and the others still need to be reached'.

A government official noted that 'the people we target to be on the training are not there (at the training)'. He also noted that the community are confused about the different types of training delivered by different organisations but discern their participation based on bus fares and provision of lunch, and there was a need to take these realities of working with communities into account

To its credit, WCCC started up the radio program in response to its own recognition that community outreach workshops had limited effectiveness due to limited reach and limited suitability to the Tongan context.

**Influence of service providers for EVAW:** While WCCC has had success working with and influencing Tonga Police and the MoJ to prioritise EVAW initiatives, similar success has not been achieved with other service providers such as the Ministry of Education and Training (MET) and also Ministry of Health (MoH). Activities directly engaging children within school hours were not supported nor deemed relevant by senior ministry staff. There is potential for WCCC to re-strategise its approach with MET and MoH to effect change within these complex organisations.

### Contextual factors that helped or hindered progress overall

The evaluation identified contextual factors that both helped and hindered the progress of WCCC's program. The evaluation identified two contextual factors that helped progress of the program:

- The 2017 FPA provides necessary protection for women, although supporting effective implementation is an ongoing process.
- WCCC's engagement in the Pacific feminist movement is also supporting its EVAW work. The Fiji Women Crisis Centre has been a mentor to WCCC and supported its start-up processes, provided advice on policies and procedures, mentored the leadership (Fiji Women Crisis Centre Coordinator mentored the WCCC Director) and contributed to capacity building of its key staff members. All key WCCC staff were trained under the Regional Training Program. Engagement with the Pacific Women's Network Against Violence Against Women is ongoing.

The evaluation identified five contextual factors that hindered program progress:

- Changes in government personnel hinder progress, as joint understanding and commitments are made, and then need to be re-established when staff are transferred. WCCC has sought to mitigate this risk by engaging with key institutions at multiple levels. For example, WCCC has developed a Memorandum of Understanding with Tonga Police as well as working with multiple senior officers and engaging with front-line police.
- Securing commitments for EVAW from key leaders across all ministries is still not achieved which hinders progress of WCCC's work. While there is a valuable contribution from WCCC in advocating for these commitments, responsibility lies within government to ensure that all government officials enact laws such as FPA. Influencing large government structures is challenging, particularly within sectors where there is not a strong or documented institutional commitment to EVAW.

- Cultural barriers were described by WCCC clients as preventing women from accessing WCCC services: 'From the outside we know WCCC exists, we hear their radio weekly program and also TV program so people know about it. It's because of the culture that they don't approach the centre.' As reported by a government stakeholder, cultural barriers are reinforced by conservative groups within the community, including some churches who are against the change that WCCC is promoting.
- The geographic spread of islands in Tonga makes it expensive to reach outer islands and provide services. For example, male advocates reported their willingness to do male advocacy training in outer islands. However, costs were a barrier. WCCC has addressed this barrier through: its radio program; a free 24-hour helpline; a mobile counselling team; and counsellors operating on Ha'apai and Eua. There are no WCCC services on location on Vava'u.
- While not hindering progress, multiple stakeholders (donors, Tonga Government, civil society) have a misconception of duplication of services provided by WCCC and TNCWC.<sup>9</sup> In the past, there have been calls by donors for the two organisations to 'work together, join up', though the ET consider that this devalues the unique contribution of both centres and the benefit of women having a choice of services in Tonga. There is a need to strengthen awareness about the unique value and contribution of each centre.

## 4.2 Effectiveness

To what extent and in what ways did WCCC progress towards its end of program outcomes?

**Outcome 1: Improved access by women and children to appropriate and effective support services progress towards its end of program outcomes.**

To a large extent, the WCCC EAW program has improved access to effective support services for women and children. Increased access is shown through increasing numbers of women accessing services from WCCC including 976 new clients between June 2016–September 2018. WCCC progress reports state that WCCC had 976 new and 2785 repeat counselling clients and 214 safe house clients as of September 2018. These figures meet or exceed their targets for the grant period.<sup>10</sup> Importantly, women are accessing the services of WCCC through a variety of ways and women are increasingly accessing the services themselves (not just through service provider referrals). As discussed above, the services are appropriate to the Tongan context and across all stakeholder groups interviewed, WCCC was commended for its counselling services.

The evaluation identified a variety of ways that progress has been achieved which are part of a suite of pathways to influence change. As a foundation, WCCC has invested in staff capacity to internalise a human rights-based approach to achieving gender equality. Drawing on this capacity, it has provided a survivor-centric response to VAW and has strengthened support for EAW through prevention activities. Multiple responsive and preventive pathways have provided a comprehensive way to increase access to appropriate and effective services.

**Staff are equipped to provide effective support services:** The evaluation found that WCCC staff have a high level of capacity, which allows them to manage the risks associated with their work and to adjust as needed to provide effective services to women and children. WCCC spent one to three years investing in staff to change their perspectives on gender norms and human rights which means that staff deeply internalise their work. Staff described that WCCC had prioritised their own education and learning as a basis for their effective work. Staff have become advocates in their own lives as well as with the women

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<sup>9</sup> DFAT representatives recognised the misconception of 'duplication of services' of WCCC and TNCWC, but as explored below did not consider the two organisations providing counselling services to be duplication, but rather provided necessary choice for women in Tonga.

<sup>10</sup> See WCCC, Six-Monthly Pacific Women Progress Report, March – September 2018

they support. One staff member reported that: 'We started with self-education and internalising the anti-violence stance. Staff are speaking out in their own communities.'

This investment has proven to be an effective starting point for supporting women and children.

**WCCC services are survivor centric, using the counsellor advocate approach:** Staff described their role as challenging gender stereotypes and ensuring better understanding of gender dynamics, power and control. They are committed to helping women, through counselling, to understand and exercise their human rights. One counsellor stated that: 'they know more about what their options are and we explain to them about all their services, empower them so they can make better informed decisions.'

Counselling often takes two years and is responsive to the particular needs of women survivors. Another counsellor commented that: 'We try to do the best for the survivors. What she wants and we tailor our work to her needs...Example we always say to ourselves, we use a survivor-centre approach.'

The ability to be responsive and to put survivors at the centre of their work is linked to the investment in staff capacity described above.

**'One stop shop' model is effective for women survivors, particularly the access it provides to legal services:** This model was appreciated by WCCC clients who were able to access police support and legal assistance in one place. Government stakeholders also stressed the ease of having different services in one place, which means that detailed cases were compiled before being referred to Court and victims were not forced to travel from place to place. The 'one stop shop' approach was not operational during the time of the evaluation, and as noted below the ET recommend that this approach be reinstated.

**Prevention activities increase women's access to services:** WCCC's *Faguna* radio counselling program has increased the number of clients coming to the centre directly (rather than being referred by government service providers, particularly police). One woman's experience was documented in WCCC progress reports: 'I heard about the WCCC's services on their weekly *Fanguna* radio program and I visited the centre to seek help.'

The radio programme was well known across stakeholder groups and seen as an effective tool to increase women and children's access to services. The radio program also reaches to outer islands which is an important step to provide access to services for women and children in remote communities (most vulnerable).

**Extension of support services to the outer islands:** WCCC staff reported that the service on Ha'apai which opened in March 2019 has 15 clients after a slow start while people learned about it: 'now people are freely coming in to get support.'

The evaluation was not able to seek feedback from clients in outer islands and so relied on reports from WCCC and other stakeholders. Donors suggested that people calling into the hotline showed the effectiveness of this service but that face-to-face contact was still the most effective strategy.

**Outcome 2: Increased understanding and acceptance by community members and key institutions that women and men are equal and that violence against women and children is a crime.**

To some extent there has been progress towards increased understanding and acceptance that VAW is a crime, though this is not universal and there is more work to be done. It is important to note that the evaluation was not able to complete a community-wide survey to gauge community knowledge and attitudes, therefore our findings related to community acceptance are informed by a broad stakeholder consultation. In terms of key institutions, the ET found mixed understanding and acceptance, with some institutions committed to EVAW initiatives and others not fully enacting protections under the FPA.

## Community

There was consensus across those consulted that there is increased understanding of the need for EVAW, though there is still more that needs to be done. WCCC staff reported that: 'People are speaking more about it. People are not silenced anymore about it and they're using the *Family Protection Act*.'

This perspective was reinforced by a male advocate who stressed that: 'Work of the Centre has been effective. Various people are speaking up against violence that is happening. People are now freer to express themselves.'

A donor representative stated that: 'Their programs are creating change, reaching out to the vulnerable people. If you are a woman and being beaten up at home, you would be ashamed. I think it has helped changed that mindset, for women to speak up.'

While recognising change and progress towards meeting the program objectives, some stakeholders consulted also noted that more needs to be done. A civil society stakeholder stressed the need for more to be done: 'It appears there seems to be a lot of outreach and yet we are constantly hearing people don't understand FPA and the police and other agencies.'

A government stakeholder reported that: 'There still a big misconception regarding the legislation. The view that this law is the cause of division in the family, empowering young children to do whatever they want. But the law doesn't stop discipline but the excessive abuse of children.'

The evaluation identified a variety of ways that progress has been achieved towards increased understanding and acceptance by community members that VAW and children is a crime.

**WCCC's male advocates program:** As of 2018, there were eight male advocates who had completed the three phases of WCCC training, representing police, churches, town and district officers, non-governmental organisations, youth and media.<sup>11</sup> These men sometimes take part in panels for the *Fanguna* radio show,<sup>12</sup> write letters to the editor and participate in social media discussions to advocate on key principles of EAW and show their support for gender equality and women's rights.<sup>13</sup> Male advocates interviewed for the evaluation spoke about their role in community education programmes. One man described his appreciation for the program: 'I am blessed to be part of this program, acknowledging cultural practices that are not right.'

Men interviewed during the evaluation called for more male advocates to be recruited and for their work to be resourced in order to reach the outer islands. As the men noted, they are best placed to speak with and advocate to other men. The ET identified the opportunity to strengthen the role of male advocates as a strategy to increase community understanding of EAW and the evaluation recommends increased focus on male advocates in future phases of WCCC programs.

**Community outreach:** WCCC's radio program, *Fanguna* was described by many stakeholders as an effective way to increase understanding and acceptance by community members that women and men are equal and that VAW and children is a crime. A donor representative stated that; 'Then you have their other programme *Fanguna*. A lot of Tongans listen too, so it's a programme Tongans look forward to.' One civil society stakeholder said; 'I know WCCC have their own radio program which is quite popular and we hear cases on the radio.'

WCCC's community workshops were described as less effective and in future phases, the ET recommend strengthened programming for community outreach through workshops. Stakeholder consultations identified a number of avenues for strengthening community outreach workshops such as coordination with the Local Government Department of the MIA, in order to utilise government resources such as boats to reach outer islands and also to utilise existing government community-development planning processes to introduce EAW messages. Linked to this, another avenue for strengthening the community outreach activities is better linkages and coordination with town officers who could be equipped to the champions of the EAW in their constituencies.

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<sup>11</sup> WCCC, *Six-Monthly Pacific Women Progress Report*, September 2017 – February 2018, Table 2.1.

<sup>12</sup> WCCC, *Six-Monthly Cardno Emerging Markets (Australia) Pty Ltd Progress Report*, March - August 2017, p.2

<sup>13</sup> WCCC, *Six-Monthly Cardno Emerging Markets (Australia) Pty Ltd Progress Report*, July 2016 - February 2017, p.2



## Key institutions

The evaluation identified increased understanding and acceptance by key institutions that women and men are equal and that VAW and children is a crime, though more work is still required to ensure that this is uniform across all institutions at all levels and that the FPA and legal provisions for protection are upheld.

While the FPA is in place, understanding of the practical application of the law are not fully understood by institutions and their staff within the referral network and also other key institutions such as education and health. A government stakeholder explained that: 'The law came into force in 2014 but more work needs to be done – the interpretation and application of it... last year we thought it was right application of the law but there have been a lot of challenges dealing with inconsistent decisions by the Supreme Court.'

It was noted that ongoing education on the provisions under the FPA are required to providers of counselling services and also other agencies within the network.

The evaluation identified significant increased understanding and commitments to EVAW within Tonga Police, who have a clear strategy to further strengthen understandings within the whole police force in the long term. WCCC described changed police practice from encouraging reconciliation between spouses to facilitating more formal justice avenues for women. This demonstrates a change in norms that previously undermined women's rights and re-victimised women survivors, to providing women with options to exercise their rights.

The evaluation identified a variety of ways WCCC achieved progress of increased understanding and commitment by the Tonga Police force.

**'One stop shop' model:** WCCC attributed change in the Tonga Police force in part to daily discussions and collaboration with police stationed at WCCC as part of the 'one stop shop' model (2014–2016), which proved to be an effective strategy. WCCC stated that: 'Every time they would have police stationed [at WCCC], we would work with them every day and did in-house training. Police would then be going out to implement new changes through internal trainings.'

The decision to set up a Gender Equality Taskforce in the Tonga Police is a significant change that demonstrates a commitment on the part of the police to take EVAW seriously.

**Regional police training:** Another effective strategy that Tonga Police reported on was the regional training that WCCC Director co-led (supported under the Families Free of Violence Project) which was attended by two senior police officers.<sup>14</sup> WCCC reported that: 'Now police are saying positive things and believe in the training.'

Police interviewed described what they had learned through this training and were positive about this too. A senior police officer stated: 'There was two of us in the first phase and there were other reps from other countries...all police officers. Taught us about gender advocacy and talked about gender and culture and unpacking it and how it links to gender equality. In Tonga there's the perspective that women's role is in the private sphere so that can often influence others and their understanding of gender roles. It was a great training.'

It was clear to the evaluation team that this training had resulted in a much deeper and more nuanced understanding of the root causes of gender-based violence.

**Long-term partnership and collaboration:** WCCC has partnered and collaborated with Tonga Police through multiple avenues, in a referral network and through other forums and training sessions as well as through its 'one stop shop' model. In interviews, WCCC described progress made through a variety of long-term strategies informed by the foundation of the Memorandum of Understanding. The 'one stop shop' model and training sessions transformed the practice of police from a situation where police were supporting reconciliation between victims and perpetrators, delaying investigations and not preparing

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<sup>14</sup> WCCC Progress Report March – Sept 2018

prosecutors well for court cases to one where police were much more able to protect and support women survivors.

The evaluation identified increased understanding and acceptance by the MoJ that women and men are equal and that VAW and children is a crime. WCCC reported seeing changes in court processes in the last 12 months. The work of WCCC has also been valued by the MoJ. Courts have requested WCCC counsellor advocates supply safety assessments to the courts and courts appreciate the centre's support and representation of women within the court. The MoJ is also trying to build on WCCC's work with male advocates in order to engage a men's technical advisor to work with male perpetrators as a means of addressing VAW.

Multiple connections to influence change. The WCCC's work through the FPA Advisory Group, weekly referral network meeting (particularly with Legal Aid Centre, police and TNCWC) and engagement with the MoJ through the courts means that WCCC has multiple and varied connections to influence. WCCC staff and MoJ staff were also together on a study tour supported by Families Free of Violence Project which has strengthened personal and organisational commitments to EAW.

WCCC seeks to leverage its on-the-ground experience to influence stakeholders' practice and implementation of the FPA. Its monitoring data is used to advocate for changes to how the FPA is interpreted by the courts. At present, it is advocating for amendment to the FPA in relation to spousal rape informed by its own monitoring data.

While significant achievement has been made in some key institutions, there is still work to be done for others. WCCC has attempted to engage with the MoH. However, due to the size and absence of leadership commitment to EAW and no clear entry points, this has been challenging with limited success. Similarly, efforts to engage with the MET have not been successful and there are opportunities to re-strategise approaches to engage with these large agencies. The ET identified that, within MoH, there are currently no clear provisions in terms of service protocols for staff to respond to women and children in line with the FPA. Similarly, within the MET, the ET were told of situations where issues related to children protection or family violence were dealt with 'within the school' rather than reported to police. Responsibilities of service providers to protect women and children in line with protections of the FPA are not uniformly appreciated. Working with existing Government of Tonga gender focal points within each ministry might be an avenue to explore.

The ET identified that there is an opportunity for WCCC to strengthen its engagement with other organisations focused on gender equality and EAW as a means of influencing key institutions. One civil society stakeholder described the limited contact their organisation had with WCCC despite noting several opportunities to collaborate. The FPA Advisory Council could be one platform of strengthening coordination. One civil society stakeholder stressed the importance of the FPA Advisory Council and its sub-committees and explained that the potential to effect change of key institutions through this forum was currently limited; 'Attendance in those meetings changes...always sending a representative to that meeting...sometimes that person is not vocal...so it's different people coming to those meetings and there's no consistency.' Continued investment, strengthened engagement and collaborative effort of WCCC with other organisations in the FPA Advisory Council might be stronger to influence those key institutions that currently do not have strong commitment to EAW.

## 4.3 Impact

### What has changed for victims or survivors (especially the most vulnerable) of gender-based violence as a result of the program?

As described in the *Pacific Women Monitoring and Evaluation Learning Framework*, impact refers to longer term change (beyond the program objectives).<sup>15</sup>

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<sup>15</sup> Pacific Women Support Unit (2017), *Monitoring, Evaluation and Learning Framework*, DFAT / Pacific Women Shaping Pacific Development

The evaluation identified significant longer-term change for survivors of violence as a result of WCCC's program. Changes can be understood in relation to individual changes set out in Rao and Kelleher's (2005) Gender at Work framework,<sup>16</sup> including positive changes in women's consciousness and access to resources. These were described by the WCCC clients interviewed for the evaluation and also reported in WCCC progress reports.

### Women's consciousness

Key aspects of change in women's consciousness is demonstrated by expressions of empowerment, self-worth and freedom from stigma and shame. One woman stated: 'I feel safe and happy now and I can make my own decisions and the best decision I made was to leave this violent relationship for good and move on my life.'<sup>17</sup>

Another woman described feeling valued and respected: 'The counselling has really helped me. And they have loved me so much. They talk so nice to me.'

Two women interviewed during the evaluation spoke about feeling free of stigma and shame enabled through the support of WCCC and emphasised that WCCC provides a unique service in Tonga. They also shared that they are unable to share their issues with family or other institutions such as their church. One said: 'I couldn't share it with anyone, my reputation was at stake. I was able to disclose everything to the counsellors and lawyers.'

Another said: 'There's no other place that I can share my problems even with the church, especially when I will be labelled as a failed marriage.'

Another aspect of change in women's consciousness is that survivors of violence supported by WCCC have now become advocates of EAW. Women interviewed during the evaluation told how they shared their positive experience with other women and encouraged other women to seek help from WCCC. One woman explained: 'After my experience with WCCC, I was able to share my experiences with other women.'

Another said: 'I am now also advising other women with similar issues to come to WCCC.'

### Access to resources

Changes in access to resources as a result of the program is also demonstrated, particularly evident in women accessing free legal services and child maintenance support. WCCC's EAW program prioritises women's rights and ensures that women access legal protections set out within the FPA. Women were also able to access free legal services which importantly reduces women's burden as they seek legal protections from violence. As described by one woman: 'I enquired about a lawyer before and I couldn't afford it, cost 16 thousand. But WCCC helped me with legal assistance for free and I only had to pay for court fees. WCCC found me a lawyer to represent me in court.'

Access to resources is a complement to changes in women's consciousness as described by one woman: 'I thought that I was the problem and that I needed to change my own behaviour...I opted for legal assistance and since then I have never felt so free in my life. I have custody of all my children and my husband has to pay fortnightly child maintenance.'<sup>18</sup>

Other forms of increased access to resources demonstrated through this evaluation are access to safe shelter and also access to information. The safe house provided a place of refuge for women. One woman stated: 'When I come in here, they help me and love me so we moved and stayed at the safe house.' She then made the decision to leave her husband and stay with her brother.

WCCC's accompaniment also changes women's experience in accessing services: 'The partnership with police, the counsellor accompanied the police to handle my case.'

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<sup>16</sup> Rao, A. & Kelleher, D. (2005), 'Is there life after gender mainstreaming?', *Gender & Development*, 13(2), p.60.

<sup>17</sup> WCCC, *Six-Monthly Cardno Emerging Markets (Australia) Pty Ltd Progress Report*, July 2016 - February 2017.

<sup>18</sup> WCCC, *Six-Monthly Cardno Emerging Markets (Australia) Pty Ltd Progress Report*, July 2016 - February 2017.

WCCC also provides women with access to information which encourages women to become independent. One woman also described that WCCC ‘also provides training to women, single mothers to be strong and make your own decisions.’

Providing access to information for women to make their own informed choices was described as a key component of the WCCC approach to EVAW. As described by a staff member: ‘When women seek help, we tell them what their options are and explain to them all the services that are available, once they are empowered, they can then make informed decisions.’

### To what extent did families, communities and service providers demonstrate a change in social norms, attitudes, and behaviours to violence against women and girls? What were the most effective strategies? What has enabled or been a barrier to their engagement?

The evaluation found some longer-term change occurring across families and communities in norms, attitudes and behaviours, though the most significant change was found among service providers within the referral network. In relation to the Gender at Work framework,<sup>19</sup> these impacts demonstrate that WCCC was able to contribute to change at both individual level (described above) and a systemic level, in terms of informal norms and practices, formal institutions, laws and policies. The effective strategies used by WCCC are described in section 4.2 but referenced here in relation to changes taking place.

#### Families and communities

Longer-term changes in social norms, attitudes and behaviours in families and communities was described by multiple stakeholders interviewed during this evaluation, though these changes were described as not uniformly felt across the whole community. Evidence about changes occurring in families and communities was mostly heard indirectly through stakeholders and WCCC reports in the absence of a whole-of-country survey. At the family level, clients described some changes taking place in themselves which are outlined in the previous section.

Male advocates described changes they had experienced at the individual level and also described their roles in advocating for change within their families and broader networks. They described ‘big change’ in their personal lives, their mindsets and perspectives and that the program has helped them to become better fathers and better men in their communities and workplaces. One man described his own transformation as: ‘First time it’s like walking in fire, then at the end everything makes sense.’

Another man described growing up with a ‘traditional’ mindset but now empowerment to understand rights which he described as equal treatment, sharing of resources, power sharing and making decisions with spouses and children. Another described taking his newly gained awareness to his workplace: ‘In the workplace, I practice the values I believe in and challenging mind sets of other men in the workplace.’

The strategy used by WCCC that proved to be effective in bringing about this change in male advocates was that training on women’s human rights and gender equality was comprehensive and carried out in three stages. This long-term approach was key. In terms of barriers, the numbers of male advocates reduced over the course of the program to eight men who completed all three phases and remain active which might suggest that the intensity of the training may be a barrier for some men or that further follow up and engagement is required to encourage men’s active participation.<sup>20</sup>

#### Service providers

The evaluation found longer-term change in relation to changed social norms, attitudes, and behaviours to VAW and girls for some service providers, though this is not common across all government agencies

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<sup>19</sup> Rao, A. & Kelleher, D. (2005), ‘Is there life after gender mainstreaming?’, *Gender & Development*, 13(2), p.60.

<sup>20</sup> 35 male advocates were originally engaged in training, with 21 committing to taking part in all three stages of the training program – as reported in WCCC, *Six-Monthly Cardno Emerging Markets (Australia) Pty Ltd Progress Report*, March – August 2017 p.3. There were eight men engaged by February 2018 as reported in WCCC, *Six-Monthly Pacific Women Progress Report*, September 2017 – February 2018, Table 2.1.

and service providers. Changes for service providers are most evident in for key institutions within the FPA referral network, however within other relevant organisations such as MoH or MET this is less clear.

As noted above under effectiveness, long-term partnership and engagement has been an effective strategy to influencing service providers norms, attitudes, and behaviours. Importantly, WCCC has also created multiple linkages within key institutions to influence change. For example, with Tonga Police, WCCC has sought to work at CEO level and with senior management as well as front-line staff. WCCC has also been responsive to changing institutional priorities and has adjusted its strategy in order to still maintain relevance and impact.

### Enablers to families, communities and service provider engagement

The FPA which came into force in 2014 is a key enabler of positive changes in attitudes and behaviours to VAW and girls among key service providers. The FPA is an example of a systemic change in formal rules, in reference to the Gender at Work framework.<sup>21</sup> WCCC, through the referral network and the FPA Advisory Council has been advocating strongly for the proper implementation of the Act. A government stakeholder commented on the strength of the referral network: 'There is a better referral network now, we are referring cases now.' However, the same stakeholder also stated that the process for referring cases is informal and needs to be better managed with a clear protocol.

There was also acknowledgement that implementation and application of a new law will not happen quickly. One government stakeholder described that implementation of the FPA is still in its early stages, stating: 'The law is quite clear but will take some time to have generational change, that domestic violence should not be tolerated. But more people know their rights to file a complaint so they are trusting the system. It will still take time.'

Another government stakeholder held the view that application of the law is improving but is still weak: 'There is still a need to do more awareness. Just last year we thought it was right application of the law but there have been a lot of challenges dealing with inconsistent decision by the Supreme Court. I think the practitioners now know a little more about the law...I feel we are doing bit better now and things are improving.'

### Barriers to families, communities and service provider engagement

As already noted above, a key theme emerging from stakeholder consultations during the evaluation was the role of churches in influencing norms, attitudes and behaviours to VAW and girls and particularly resistance from some conservative churches to women's rights. A government official described 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?' WCCC has a long history of engagement with churches in Tonga, for example with the Methodist Church and as described in section five this work should be continued in the future.

Lack of coordination and a streamlined process within the referral network was described by multiple stakeholders across government and civil society as a barrier to effecting longer-term impact. One government stakeholder mentioned inconsistent referral forms as a barrier, stating: 'WCCC, TNCWC and the Domestic Violence Unit have different templates. Trying to standardise the form. I know the Ministry of Justice has the form that is in line with the FPA.'

Another government stakeholder agreed that forms could be improved, stating: 'The form is good, but we still have to go through a consultation to get the information we need, maybe we are victimising the clients again in terms of retelling their story. What we need is one standard form to capture all the required information and if needed this can be followed up with a phone call.'

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<sup>21</sup> Rao, A. & Kelleher, D. (2005), 'Is there life after gender mainstreaming?', *Gender & Development*, 13(2), p.60.

Another barrier to longer-term engagement is perceptions of competition between different civil society organisations and government agencies working to support gender equality and EAW. As described by one government stakeholder: ‘Sometimes I see or feel that we are competing and it defeats the purpose of what we are doing and it undermines the bigger goal of EAW. We’re all trying to show good work to the donors that we forget the real issues.’

## 4.4 Efficiency

To what extent did the project operate in an efficient way and demonstrate value for money?

The program has been managed in an efficient manner as described by DFAT and *Pacific Women* and also evidenced by organisational practices described by the Director and staff of WCCC. Practices have included staff meetings to reflect on work practices and ways to improve activities. For example, staff assessed the progress of activities and as needed revised the approach or decided to stop the activities and re-prioritise. This was the case in relation to the youth engagement strategy which has been redefined and a youth radio program that had been piloted but is no longer going ahead until sufficient resources are available to support it. A WCCC staff member commented: ‘When trialling that program, it was broadcasted live, we don’t want the panellist to say something that will harm the audience, we had to re-look at the program and just hit pause.’

Monitoring data on client numbers and their access to the range of WCCC services were collected regularly and included in six-monthly progress reports. Data was disaggregated by sex and age where appropriate. Data on activities conducted by WCCC were also collected and showed that activities were delivered on time and targets were either met or overachieved. A few exceptions were identified including the setup of a quarterly online magazine which was delayed and waiting for a volunteer to assist, the in-school Stay Safe program for which the strategy was changed (this has been described in section 4.1 on relevance) and training for the WCCC ‘Eua focal point which was delayed due to the need to pilot the ‘Eua branch.’<sup>22</sup> The ‘one stop shop’ model was also discontinued for reasons outlined in section 4.2 above.

A few areas where efficiency could be strengthened were identified by the ET. One area is collaboration with other agencies working towards gender equality (described in previous sections 4.2 and 4.3). WCCC could benefit from stronger engagement with other civil society organisations in order to strengthen EAW efforts. One civil society stakeholder commented on the lack of collaboration but also that the need to focus on day to day activities is a barrier to this. A second area identified by the ET that could strengthen efficiency is a better approach to staff delegation and delegating authority within the organisation to support a more streamlined engagement with external partners. A third area relates to the relationship between WCCC, DFAT and *Pacific Women* which has at times led to miscommunication and confusion regarding roles and responsibilities. From WCCC’s perspective, DFAT and *Pacific Women* have not communicated clearly about report templates and authority for sign off of reports. While this issue has not adversely affected the efficiency of WCCC’s work, stronger connection between WCCC and DFAT Tonga Post has the potential for WCCC to leverage existing DFAT relationships and networks as a means of supporting WCCC to meet its own objectives.

The WCCC program demonstrates VfM across all eight of the DFAT VfM principles. A VfM self-assessment was conducted with five WCCC staff show a high rating overall (1 low to 10 high rating). See Figure 1 and also Annex 4 which provides a more detailed VfM assessment of WCCC.

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<sup>22</sup> See WCCC, Six-Monthly Pacific Women Progress Report, March – September 2018.

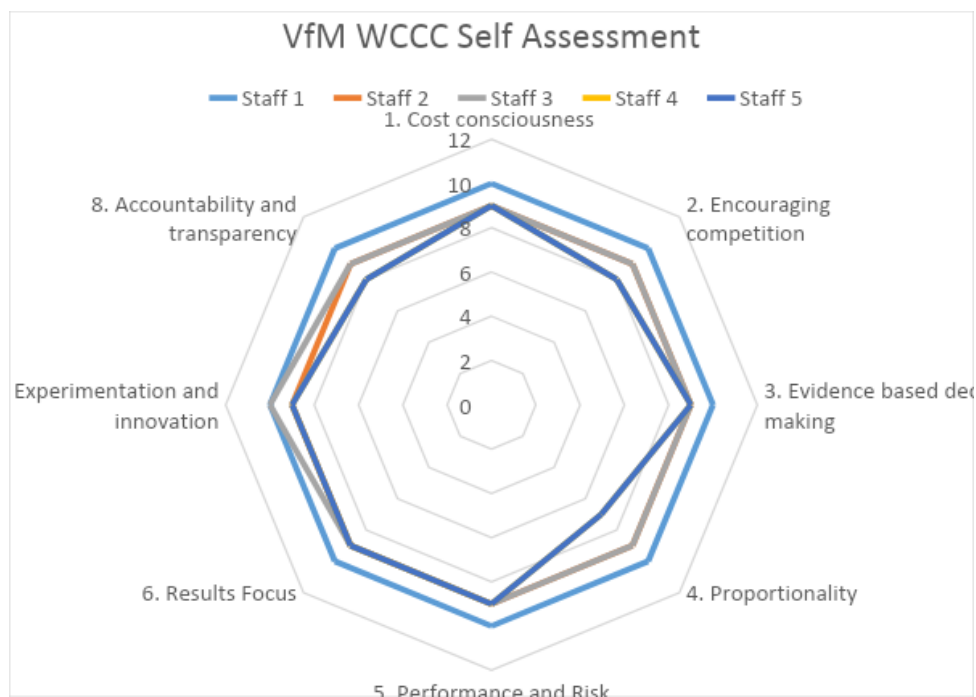


Figure 1: WCCC VfM Self-Assessment

During the self-assessment session, the WCCC staff identified numerous examples to explain their scores, which demonstrate VfM. Based on this as well as substantiating evidence from other relevant stakeholders, it was clear to the ET that several key factors provide the foundation of WCCC's ability to demonstrate value for money.

One is performance management (working to strengthen staff performance) with a strong focus on staff training and development particularly to enable staff to internalise a human rights-based approach and challenge gender stereotypes.

Another factor is collective approach to sharing and learning, with regular discussion with staff about progress to meeting targets, client numbers and higher-level issues that arise. A staff member noted: 'We get together often checking in on urgent matters. We run on the basis as a collective, everyone has a voice and share their thoughts.'

Finally, WCCC is able to demonstrate risk appetite and risk management. For example, WCCC employed a strong risk management strategy of limiting external engagement only to few experienced senior staff. WCCC explained: 'And this is why we say, only few people can speak about the organisation and we are prepared to respond to it without fear. Our senior staff know the psyche of Tongan people and know how to respond to them.'

## 4.5 Sustainability

To what extent is there an indication of ongoing benefits attributable to the project?

The evaluation found multiple indications of ongoing benefits attributable to WCCC's EVAW program. These are seen at the individual, community and institutional levels and relate to both prevention and response to VAW.

### Individual

Changes in norms, attitudes and behaviours for individuals, including WCCC staff, women survivors and male advocates will have ongoing benefits. The specific types of changes are outlined above under section 4.3.

For WCCC staff, it was clear that they had become strong advocates for EAW and for the feminist, rights-based approach that they had been trained in through their work with WCCC. They have become change agents as demonstrated through their WCCC activities and through their personal networks and community roles. They described having conversations with their family members and speaking out against school violence as well as violence more broadly in their communities. This describes the 'ripple effect' to influence change beyond the direct sphere of project activities and project implementation.

For women survivors, similar shifts in attitudes and behaviours are evident, as described in section 4.3 on Impact. Through their engagement with WCCC, women survivors have become empowered to make informed decisions for themselves and have chosen not to live in harmful environments. Importantly, women are more active in seeking services and getting support stemming from their understanding that VAW is a crime. This is a clear indication of the ongoing benefit of the program to women who have accessed WCCC services. Survivors are also referring other women to WCCC, expanding the reach of the program.

For male advocates, personal change was been profound, involving deep shifts in attitudes about male roles in Tonga. The change for male advocates is directly attributable to their experience in WCCC-supported training activities. As described by the men themselves, this new way of thinking 'has become part of their life' and now they 'seek to challenge the mindset of others'. The male advocates spoke of their advocacy efforts to influence change within their own families, communities and workplaces. This demonstrates again the extended reach of the program and ongoing benefits attributable to the program.

### Community

Through stakeholder consultations the evaluation assessed that WCCC's program has contributed to strengthened community-level understanding and appreciation of VAW, most particularly through the radio program, *Fanguna*. The radio program was mentioned by most stakeholders as an effective contribution of WCCC to raising awareness about VAW at the community level. As noted by another civil society organisation: 'Community awareness is increasing and there is no way to go back'. While community awareness is increasing, stakeholders did concede there is still an ongoing need to strengthen community level commitment for EAW.

A limitation of the evaluation was that there was limited scope to engage directly in community-level consultations however, through stakeholder consultations, the evaluation has revealed contribution of the program to community-level changes. Evidence is substantiated across all stakeholder groups: Tongan government representatives; civil society organisations; donors; and women survivors.

### Institutional

At the institutional level, ongoing benefits that indicate sustainability were also found, most clearly within the Tongan Police. Commitment to EAW has been embedded within the Ministry of Police in a number of ways and WCCC has been involved in these to varying extents. The establishment of the Gender Equality Taskforce shows that EAW is embedded institutionally. While WCCC was not directly responsible for this, the ongoing collaboration with police laid the necessary groundwork for such a commitment to be made. This ground work included: in-depth meetings with the former Police Commissioner; developing an Memorandum of Understanding with the Ministry of Police; having a police person stationed at WCCC as part of WCCC's 'one stop shop' approach and the daily sharing and learning this allowed (from 2014–2016); WCCC co-leading regional trainings on gender equality which had a deep impact on two senior police officers; and training modules developed by WCCC and rolled out to new police recruits in partnership with Families Free of Violence Project.

A key demonstration of the contribution of WCCC and ongoing benefit is that the new police recruit training program includes a gender and human rights module. The institutional commitment as well as the individual changes within senior police officers that were revealed by the evaluation suggest ongoing benefits will be realised through Tonga Police, as they continue to strengthen their practices to protect women and work to reduce VAW.



WCCC offers ongoing benefits not only in Tonga, but also more broadly through its relationships and shared commitments in the Pacific feminist movement. Linkages in particular with Fiji Women Crisis Centre have enabled south to south collaboration and contribution to a culturally appropriate and locally-led movement for gender equality. The achievements of collaboration and support realised through the program will continue to be enabled through strong personal relationships and shared commitments.

## 4. Recommendations

The following recommendations are intended to support the next phases of WCCC's EAW program, informed by WCCC's reported aspirations for the future and stakeholder input revealed through the evaluation.

**Recommendation 1:** DFAT continue to support and fund WCCC's feminist, rights-based approach to EAW and children in Tonga.

**Recommendation 2:** DFAT, Support Unit and WCCC clarify roles and responsibilities pertaining to approvals and management and seek opportunities to leverage *Pacific Women*, Support Unit and Tonga DFAT networks and connections to support WCCC pathways to influence change and reach program objectives.

**Recommendation 3:** WCCC strengthen the male advocates program, inclusive of a strategy to expand their influence as advocates for EAW through increasing the scope of male advocate-led activities and supporting their community and institutional-level outreach.

**Recommendation 4:** WCCC build on and strengthen partnerships with disabled persons organisations in order to ensure access to services and to better meet the unique needs of women with disabilities.

**Recommendation 5:** WCCC build on and strengthen their existing strategic pathways to influence change at individual, community and institutional levels. For example:

- strengthen engagement with government agencies with key roles in the referral network relevant to the FPA and also those responsible for the protection of women and children (MET, MoH).
- continue to contribute to the FPA Advisory Council and sub-committees through targeted staff contributions in order to strategically improve the referral pathway and protocols and to ensure access to quality services for women survivors
- coordinate referral pathway for outer island counselling services with key stakeholders (Department of Local Government, Women's Affairs Division, TNCWC)
- reinstate the 'one stop shop' approach in line with regional best practice and through continued engagement with key service providers
- strengthen engagement with churches as a means to influence the community in support of EAW.

**Recommendation 6:** WCCC establish new pathways to influence change, particularly to shift norms, attitudes and behaviours at the community and institutional levels. For example:

- support a youth-led approach to outreach and advocacy to EAW, coordinating with relevant government agencies to promote sustainability including MET, relevant to the Convention on the Rights of Children and the Youth Division of MIA.
- with leadership of Women's Affairs Division, coordinate with Local Government as a means to utilise government resources and promote role of Local Government in community outreach on EAW.

**Recommendation 7:** *Pacific Women* encourage locally-led spaces for organisations working on gender equality and EAW in Tonga to come together to discuss opportunities and as a means to strengthen individual and collective practices for EAW in Tonga.

# Annex 1: Stakeholder consultations WCCC formative evaluation

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

- Consultations with 40 individuals (32 women, eight men).
- 19 different key informant interviews and focus group discussions.

Stakeholder group	Stakeholders	Gender	Method of data collection
<b>WCCC staff</b>	1 x Director	Female	Interview
	10 x staff	Female	Focus group discussion
<b>Clients and beneficiaries</b>	2 x women survivors	Female	Focus group discussion
<b>Male advocates</b>	5 x male advocates	Male	Focus group discussion
<b>Government Stakeholders</b>	1 x Deputy Secretary or Head of Women's division - Ministry of Internal Affairs	Female	Interview
	1 X Women's Affairs Divison staff member	Female	
	1 x Deputy Police Commissioner - Ministry of Police	Female	Focus group discussion
	1 x Training School - Ministry of Police	Female	
	1 x Ministry of Police - Ministry of Police	Female	
	1 x Director - Legal Aid	Female	Interview
	1 x Acting CEO - Ministry of Justice	Female	Focus group discussion
	1 x Deputy Secretary - Ministry of Justice	Female	
	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	
<b>Civil society stakeholders</b>	1 x Director – Civil Society Forum	Female	Interview
	1 x Naunau 'o e 'Alamaite Tonga Association President	Female	Focus group discussion
	1 x Naunau 'o e 'Alamaite Tonga Association Office Manager	Female	
	1 x Director - Ma'a Fafine moe Famili	Female	Interview
	1 x Program Coordinator - Families Free of Violence	Female	Focus group discussion

	1 x Project Officer - Families Free of Violence	Female	
	1 x United National Population Fund (UNFPA) Focal Point	Female	Interview
<b>Donors</b>	1 x Programme Manager – Australian High Commission	Female	Interview
	1 x Senior Programme Manager – Australian High Commission	Female	Focus group discussion
	1 x Deputy High Commissioner – Australian High Commission	Female	

# Annex 2: Documents reviewed for the WCCC evaluation

## WCCC documents

- WCCC Frist Summary Narrative Report (July 2016–February 2017 and Annexes).
- WCCC Six Monthly Narrative Report (March–August 2017 and Annexes).
- WCCC Six Monthly Progress Report (September 2017–February 2018 and M&E Data).
- WCCC Six Monthly Progress Report (March–September 2018).
- WCCC Program Design Document 2014–2016 and Annexes.

## Pacific Women

- 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), *Monitoring, Evaluation and Learning Framework*, 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 *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:<sup>23</sup>

- 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.<sup>24</sup> 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.

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

<sup>24</sup> 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.<sup>25</sup> 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.<sup>26</sup>

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.

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<sup>25</sup> IWDA (2017), 'Feminist Research Framework', November 2017, p.13

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

## Gender at Work Framework

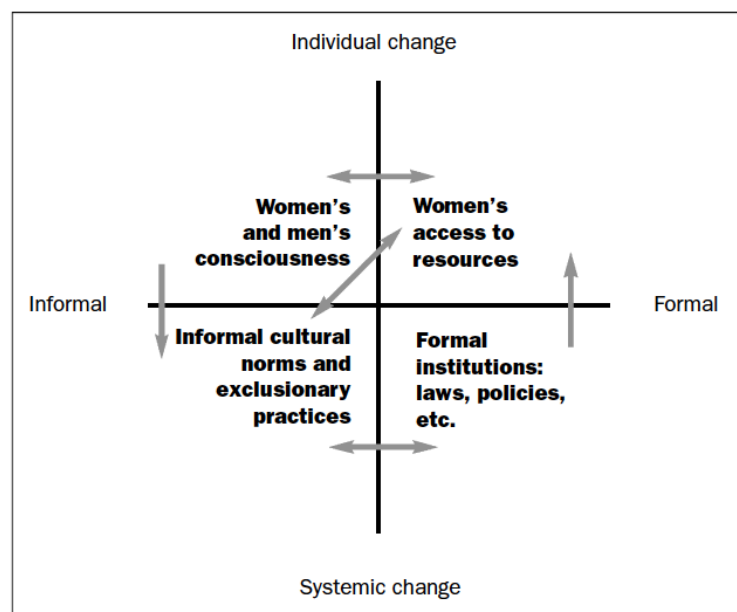
Another framework to be used for analysis which explores 'what are we trying to change' from Rao and Kelleher (2005) is helpful to consider different dimensions of change or transformation,<sup>27</sup> especially relevant for the TNCWC's WEE. The evaluation findings make comment on change outcomes within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

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



## Annex 4: Value for Money assessment

This annex sets out a value for money (VfM) assessment of the WCCC program conducted as part of the summative evaluation and describes both the process used to carry out the assessment and the results. This detailed annex is prepared not only to respond to key evaluation question 3 of this evaluation, but also to inform practice of VfM assessment within the *Pacific Women* program.

### VfM assessment

The ET designed and facilitated a VfM self-assessment process for WCCC. The assessment process was informed by the *Pacific Women Value for Money Assessment Guide, Draft, 2017*. We designed a self-assessment tool to apply at activity level, since the *Pacific Women* VfM rubric sets out an assessment at the program level of *Pacific Women*. The self-assessment tool employed DFAT's eight VfM principles through a spider chart.

The ET facilitated a two-hour meeting focusing on individual self-assessment and exploration of reasons behind individual scoring. Five staff members attended the meeting and we covered the topics:

- why value for money
- brief description of the eight DFAT VfM principles
- brief clarification of principles
- individual self-assessment using spider chart
- reflection and inquiry, 'why you scored as you did?'
- reflections on describing VfM
- WCCC reflection on the process
- next steps.

Importantly the ET sought to contextualise the VfM principles to WCCC and their work in Tonga. We provided a brief overview of the principles and invited the staff to individually think about each one, apply these to their own roles and work areas within WCCC and to consider an assessment of the principles in relation to their own work practices.

WCCC staff were asked to reflect on the process and they noted the value of interpreting the principles within their own context. It was valuable to consider the work of WCCC in reference to the principles. The open process of reflecting and learning together was also valued. Staff noted that they would prefer to have principles explained in Tongan language and for people to express themselves in Tongan.

### VfM findings

The VfM assessment is informed by the three data sources:

- the self-assessment by WCCC
- augmented by stakeholder perspectives, especially DFAT representatives
- evaluative judgement of the ET informed by the review of program documentation and stakeholder consultations.

It is important to note that many of the VfM principles are aligned to the Development Assistance Committee (DAC) evaluation criteria and findings are also described in the body of the report in response to the key evaluation questions.

Results of the WCCC self-assessment are presented in Figure 1 which maps the five individual's self-assessments. The rating is 0=low, 10=high. The figure shows that scores were overall high with only a few areas rated lower at seven or eight.

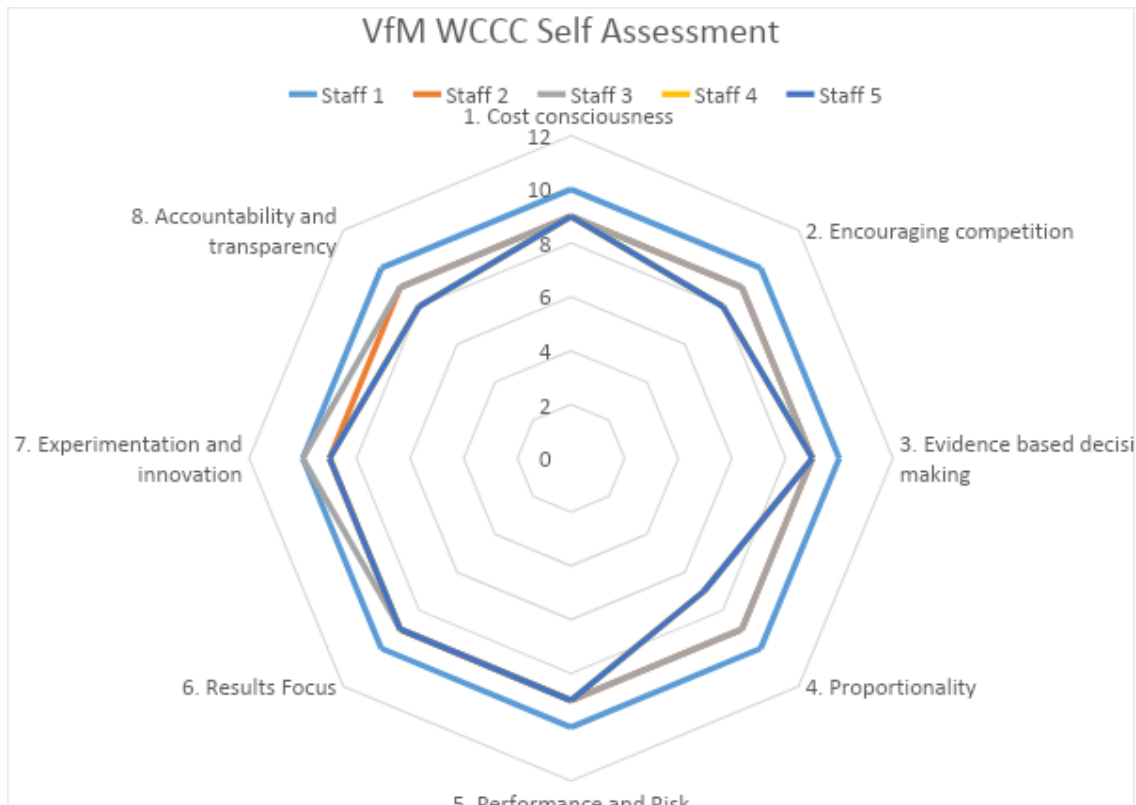


Figure 1: VfM WCCC Self-Assessment

The WCCC staff shared their rationale for scoring patterns and interestingly similar examples and reasons were offered by different individuals. This reveals shared perspectives and understandings of the WCCC program. While similar views were expressed, some examples highlighted the unique perspectives informed by particular roles, for example; finance, staff management and external engagement.

It is important to note that the high rating by WCCC staff was echoed by DFAT representatives consulted during the evaluation.

### Insights into VfM assessment

The process for VfM assessment highlighted the value of a self-assessment and more particularly a process that enabled individual perspectives to be shared and informed by their own unique perspectives on the program and also organisational management. Valuable for individuals to do the self-assessment to get multiple perspectives and also learn based on different aspects of the program and also different parts of the organisation or project management. It is important that the VfM principles are contextualised and interpreted within the local context.

## Evaluation VfM assessment

Evidence in relation to each of the 8 principles is provided below as well as ET assessment of the principles applying the *Pacific Women* criteria for VfM (as defined in the *Pacific Women* VfM rubric)

<p><b>High Level (A)</b></p> <p><b>Very strong performance without gaps or weaknesses</b></p>	<p><b>Adequate (B)</b></p> <p><b>Acceptable performance with no significant gaps or weaknesses</b></p>	<p><b>Poor (C)</b></p> <p><b>Performance is unacceptably weak with significant gaps</b></p>
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	Principle	Overall rating	Evidence
Economy	1. Cost consciousness		<ul style="list-style-type: none"> <li>- Implementation of activities, with reduced budget 'Even though we reduced the budget we didn't reduce the activities' (WCCC)</li> <li>- Oversight of activity planning to ensure the most efficient and effective approach is used. For example, deciding location of a workshop to ensure cost efficiencies and that intended participants can attend.</li> </ul>
	2. Encouraging competition		<ul style="list-style-type: none"> <li>- The ET identified two dimensions to competition for WCCC, both positive and negative:</li> <li>- 1. Staff management, learning and reflection processes to consider approach to deliver best services. As noted by multiple staff members, there is a consideration and competition of ideas or issues within the organisation to achieve best results for EAW. 'I get a sense from the staff that they are always trying to be the best, and to be 10 steps ahead.' And also; 'Competing with the issues, how we can tackle the issues. How we deliver our services in a quality way to help the survivors – help them with their issues. That's how I interpret this principle.'</li> <li>Another staff member noted; 'Encouraging competition – we try to do the best for the survivors. What she wants and we tailor our work to her needs...Example we always say to ourselves, we use a survivor centre approach.' The descriptions of the WCCC staff is in line with the principle to encourage a culture of contestability</li> </ul>

			<p>and the competition of ideas and alternative solutions when making investment decisions.</p> <ul style="list-style-type: none"> <li>- 2. Negative perspectives of competition between WCCC and TNCWC by some external stakeholders including civil society, government and donor representatives. The competition was also described by some negatively in terms of unnecessary competing for limited resources. This view of competition was not shared by WCCC as noted by one staff member: 'I feel that others are interpreting it incorrectly. Its challenging for us, pinpointed or targeted to be competing with the other centre.' It is important to note that DFAT representatives did not hold the view that the two organisations were competing for limited funds but that there is scope for two different types of services to be offered in Tonga.</li> <li>- Misconceptions of competition is an area that the ET considers needs to be addressed in the future. As noted by a WCCC staff member there is a need for open honest dialogue and to have donors understand the role of two organisations that they are not in competition, and also to communicate to the public. It is important to relieve current misconceptions about competition between the two organisations.</li> </ul>
Efficiency	3. Evidence-based decision making		<ul style="list-style-type: none"> <li>- A strong practice of evidence-based decision making is described by WCCC. They have multiple processes for sharing and learning which supports evidence-based decision making and ensures that multiple perspectives inform decisions.</li> <li>- Because of this evidence-based decision making, especially through a collective process there is appetite to trial new things, to shift direction, to ensure that the strategy is strong and operational planning is in place. For example, a youth radio program was trialled and it was decided to 'shelve it early until it could be well resourced and effectively implemented. As noted by a WCC staff member: 'We do things based on evidence. We try and pilot, if it's not working then we put it on hold.'</li> </ul>
	4. Proportionality		<ul style="list-style-type: none"> <li>- Though still rated highly by the WCCC staff, they described room for improvement such that the team can carry out quality tasks. For example, writing in English as a second language, necessary for donor reporting. There is also a need to temper competing demands and strategise staff input. For example, plans to produce quarterly newsletters was not realised. Lack of partner resources and support has also minimised the potential of the 'one stop shop' approach.</li> </ul>

Effectiveness	5. Performance and Risk Management		<ul style="list-style-type: none"> <li>- The ET consider that performance and risk management is a strength of WCCC which then means they are able have a strong appetite for risk (see below principle 7). The WCCC have clear strategies to manage risk, and multiple examples were provided including:</li> <li>- 1. The example of the youth radio program was provided by another staff member as an example of managing risk. 'When trialling that program, it was broadcasted live, we don't want the panellist to say something that will harm the audience, we had to relook at the program and just hit pause.'</li> <li>- 2. Another example provided was external engagement (recognising the risks involved) the WCCC employed a strong risk management strategy of limiting external engagement only to few experienced senior staff. 'And this is why we say, only few people can speak about the organisation and we are prepared to respond to it without fear. Our senior staff know the psyche of Tongan people and know how to respond to them.'</li> <li>- 3. Recognising how the WCCC approach is sensitive in the local context and being prepared for it. 'We always talk about risks. We are aware of the community politics, who are the big players in that area. We have dummy sessions and throw out all the hard questions and test how we respond to it.'</li> <li>- 4. Another example of risk management was the WCCC deciding not to implement a regional program in Tonga, since the program design or approach wasn't deemed to be appropriate to the local context. 'The donor was quite upset, but we said no, it was too risky in the Tongan context.'</li> </ul>
	6. Results Focus		<ul style="list-style-type: none"> <li>- The WCCC has a strong focus on results as demonstrated through focus on achievements, targets indicators. There is regular discussion with staff about progress to meeting targets and also client numbers. Annual auditing is also a clear focus of the financial management of WCCC.</li> </ul>
	7. Experimentation and innovation		<ul style="list-style-type: none"> <li>- This principle is a core feature of WCCC practice, as described by a senior staff member; 'I really believe in this principle. Always like to experiment new ideas, pilot it and conduct evaluation – check is it working or going against the principles we stand for?'</li> <li>- The practice of experimentation and innovation is enabled by strong staff capacity and collective practices for review and reflection. A number of examples were provided during the evaluation which demonstrate the practice of experimentation</li> </ul>

			<p>and innovation and importantly the do no harm approach for EVAW in Tonga. For example, WCCC trialled 'a case management approach' often used in the Australian context and with concern that the approach was causing more harm to clients and feedback from counsellors that it increased their workload, the counsellor advocate approach was reinstated.</p> <ul style="list-style-type: none"> <li>- As noted by one staff member, 'We are always experimenting, trialling things if it works in the organisational context. Though we have shortfalls, we are always trialling things to see if it works or not.'</li> </ul>
Ethics	8. Accountability and transparency		<ul style="list-style-type: none"> <li>- Two aspects of accountability were highlighted during the evaluation: <ul style="list-style-type: none"> <li>1. Internal accountability within WCCC is strong, supported by collective learning and reflection sessions. The staff described how they met to evaluate all their activities. There are daily debrief meetings and also reflections on past activities, for example trainings. As noted by one staff member, 'During training, we debrief back with team, evaluate out weaknesses and we look at our evaluation reports. Our team would then sit with the broader team to discuss. Motivate each other.'</li> </ul> </li> <li>- Another staff member noted in terms of accountability within the organisation, '<i>We get together often checking in on urgent matters. We run on the basis as a collective, everyone has a voice and share their thoughts.</i>'</li> <li>- From DFAT Post perspective WCCC provides monitoring reports, however there is a little communication between WCCC and DFAT Post and the evaluation revealed a misunderstanding of roles and responsibilities between Pacific Women and DFAT Post which was only just clarified by WCCC. They had understood that Pacific Women, rather than DFAT Post signed off and approved all reporting etc.</li> </ul>

## Annex 5: Case Study: ‘Home-grown’ approach to ending violence against women

This case study explores the Women and Children’s Crisis Centre (WCCC) approach to ending violence against women (EVAW) in Tonga. The case study illustrates a strategic approach to EVAW, described as ‘home-grown, feminist, rights-based’ during the summative evaluation of the Program Against Violence Against Women conducted from April–June 2019.

The elements of the approach are outlined below and demonstrate the value of strong staff capacity as a foundation for effective risk management, an appetite for risk and innovative practices to influence change for gender equality. This approach demonstrates a transformative approach to EVAW which focuses on ‘change at multiple and mutually reinforcing levels: the individual; relational; and structural levels.’<sup>28</sup>

### Strong organisational foundation

The WCCC approach is underpinned by strong staff capacity and using the Gender at Work framework demonstrates women’s consciousness (staff capacity) of gender issues in Tonga.<sup>29</sup> Building staff capacity has been an intentional strategy of the WCCC Director, to break down stereotypes and shift the women’s mindsets on gender and human rights in Tonga. This has been a multi-year endeavour and has resulted in individual changes for WCCC staff. When asked what the most significant change of the program has been, WCCC described change in their own consciousness:

‘It all started with the changing of personal mind sets of the staff and we are a living testimony of how mind sets have shifted over the years.’

Staff are able to articulate and communicate their approach described as a survivor centric, feminist, women’s rights approach. Importantly WCCC are able to operationalise this approach within the Tongan context, not only in their capacity as WCCC staff. They are also advocates of EVAW within their own families and communities:

‘The program has changed me as an individual, in practices and behaviour. I have changed internally as an advocate, and I also influence change with friends and family. Some of my family are now acknowledging that domestic violence is real, we are challenging mindsets.’

WCCC enables staff development through intentional collective learning and reflection spaces. Staff meet for daily debriefs which provide an opportunity to share experiences and learn about the feminist, human rights-based approach in practice. Through these debriefings staff are able to continuously refine and improve their practice informed by past lessons. There are also periodic ‘speak out’ sessions which enable staff to reflect and learn together about their team work and engagement with external stakeholders.

### Strategic approach to gender equality and EVAW in Tonga

The WCCC approach to EVAW aims for transformative change and recognises the potential for resistance or push back and mitigates against risks. Importantly WCCC does not shy away from criticism but stays committed to its core principles and values informed by a feminist, human rights and survivor-centric approach. This results in a strategic approach which is fit for purpose.

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<sup>28</sup> *Pacific Women* (2017), Ending Violence Against Women Roadmap, p.3

<sup>29</sup> Rao, A. & Kelleher, D. (2005), ‘Is there life after gender mainstreaming?’, *Gender & Development*, 13(2), p.60.



It is important to note that despite efforts to ensure a localised approach, this approach is still not deemed relevant or appropriate by all stakeholders, as revealed in the summative evaluation. Conservative churches and other conservative sectors in the community were described as not receptive to the messages of WCCC. This is important to acknowledge. It is also important to acknowledge that WCCC is commended by others for its strong advocacy approach. Efforts to seek gender transformational change are often met with resistance.<sup>30</sup> Recognising this, WCCC takes efforts to mitigate push back by being open and transparent about its approach and relevance to the Tongan context. Messages are intentionally framed to suit specific audience groups to shift perspectives and institutional frameworks for gender equality.

### Appetite for risk and risk mitigation

WCCC has a strong appreciation of risk and employs strong risk assessment which informs both strategy and activity implementation. The evaluation identified multiple examples which demonstrate effective risk mitigation:

- WCCC describes that only senior staff are mandated to engage with external stakeholders, such as through radio programs or through community outreach. This is in reaction to the need to communicate the WCCC approach sensitively.
- WCCC purposively engages with stakeholders that may be resistant to the WCCC approach to EAW. This is in reaction to the need to transform multiple actors across different spheres in society.
- WCCC has established processes to collectively share and learn together which surfaces risks and effective mitigation strategies. This approach supports staff development and the strengthening of a localised approach.

### Trial and learning for innovative practice

WCCC is prepared to trial and experiment approaches to EAW, informed by its principled approach and strong staff capacity. The innovative practice is enabled by its grounding in the feminist, women's rights and survivor centric approach. This approach is also grounded and assessed by the staff themselves relevant to the Tongan context. Through staff reflection processes innovation is carried out in an intentional and conscious way, knowing that not all approaches are going to fit within the Tongan context.

There are numerous examples where WCCC demonstrates innovative practice informed by learning and experimentation:

- The radio program *Fanguna*, resulted from reflections on their community outreach workshops and the appreciation that this strategy for community outreach can only reach a finite number, and often those in most need to access information are not able to attend the workshops.
- A youth focused radio program was trialled but then stopped since the WCCC staff recognised the need for more investment in the youth presenters: 'When trialling that program, it was broadcasted live, we don't want the panellist to say something that will harm the audience, we

<sup>30</sup> Batliwala, Srilatha & Pittman, Alexandra. "Capturing Change in Women's Realities: A Critical Overview of Current Monitoring & Evaluation Frameworks and Approaches", The Association for Women's Rights in Development (AWID). December 2010, p.12



had to relook at the program and just hit pause.’ This initiative has also been re-scoped to ensure that youth are part of the planning stage to ensure their ownership and leadership in line with a human rights-based approach.

### Lessons learned

WCCC offers valuable lessons about approaches to EAW in the Pacific through its home-grown model which is informed by a feminist, women’s rights-based and survivor-centric approach. The work of WCCC illustrates a theory of change which is informed by strong staff capacity that is supported through ongoing and regular debriefing and collective learning processes. It is through this ongoing practice that the approach becomes realised and grounded in the local context. Regular debriefing and learning processes also mean that risk management becomes embedded with the organisational practice. Constant recognition of risk and risk management strategies is at the forefront of all activity planning. It is through these practices that experimentation and innovation is possible. WCCC has a strong appetite for risk, knowing that they are focused on a change agenda, which is associated with risk. The figure below sets out the building blocks for the home-grown approach to EAW.



## Annex 6: Standard 6: Independent evaluation reports

No.	Element	Reference in Evaluation Plan
<b>Introductions</b>		
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
<b>Findings and Analysis</b>		
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
<b>Conclusions and Recommendations</b>		
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

