



# The Pacific Partnerships for Gender Equality Project, Tonga Baseline Assessment Report

May 2023  
Sarah Gillingham



Supporting women.  
Defeating poverty.

## Table of contents

List of Acronyms	4
<b>Executive Summary</b>	<b>5</b>
1.0 Introduction	1
1.1 Baseline Purpose and Objectives	1
1.2 Context for the ANCP project in Tonga	2
1.3 Overview of the ANCP project in Tonga	3
Table 1: Key interventions for the ANCP Tonga project	4
2.0 Methodology	6
2.1 Approach	6
2.2 Quantitative Data Collection	6
Table 2: ANCP outcome indicators and measurement approach	7
Table 3: Coverage of the ANCP Tonga baseline survey by respondent category and type of community	9
2.3 Qualitative Data Collection	9
2.4 Data Analysis	9
Box 1: Overview of CARE’s Social Norms Analysis Plot (SNAP) methodology	10
2.5 Limitations of the ANCP Baseline Assessment on Tonga	10
3.0 Composition of the ANCP baseline survey sample	12
3.1 Socio-demographic characteristics	12
Table 4: Socio-demographic information for Tonga baseline survey respondents	13
4.0 Analysis for Outcome 1: Increased economic resilience for women and girls with and without disabilities.	14
4.1 Participation in savings and loans groups	14
Figure 1: Mean total savings by respondent categories with error bars showing standard error of the mean.	15
Figure 2: % of respondents reporting <b>active</b> use of different financial service types.	15

4.2 Economic participation and engagement in income generating activities	16
Figure 4: % of adolescent girls (n = 74) reporting engagement in economic activities and % who report being paid in cash for those activities.	16
Figure 5: Mean total monthly earnings by respondent categories with error bars showing standard error of the mean.	17
Table 5: Perceived changes in income earned in 12 months preceding the survey by respondent category with reasons for any reported increase or decrease.	18
4.3 Perceptions of economic capability among women and girls and barriers to women and girls' economic participation	19
Figure 6: Reported levels of confidence for components of economic capability reported by adolescent girls (n = 74).	20
Box 2: Perspectives of adolescent girls regarding barriers to their economic participation.	21
5.0 Analysis and Findings: Addressing barriers and building an enabling environment for women and girls' economic participation.	22
5.1 Women and adolescent girls' participation in <b>household</b> decision-making	22
Figure 7: Levels of participation by adolescent girls in specified domains of household economic decision-making	23
5.2 Women and girls' participation in civil society spaces for community-level decision-making	24
Figure 8: Levels of participation in civil society spaces for community-level decision-making reported by Adolescent girls (n = 74).	25
5.3 Support for gender equitable social norms	25
Table 6: Gender Equitable Men (GEM) scale statements on VAWG disaggregated by category of respondent.	26
Table 7: Gender Equitable Men (GEM) scale statements on the role of women disaggregated by respondent categories.	27
Table 8: Gender Equitable Men (GEM) scale statements on women's participation in decision-making.	28
Box 3: Perspectives of women regarding the situation of a woman refusing to give her husband money she has earned.	29

Table 9: Gender Equitable Men (GEM) scale statements on girls' rights to education and economic participation.	30
Figure 9: Levels of support for gender equitable social norms based on GEM scale composite scores.	31
5.4 Rejection of Intimate Partner Violence	31
Figure 10: % of adolescent girls, adult women and adult men rejecting IPV for different situations and across all situations.	32
6.0 Conclusions	33
Table 10: Baseline assessment of outcome and output indicators for women and girls' increased economic resilience	36
References	39

## Acknowledgments

I would like to express my gratitude to all the staff of CARE Australia and the Talitha Project who worked with me on the Tonga baseline assessment and for their contributions to the data analysis and this report. Many thanks also to the women, men, young women and adolescent girls in the communities of Patangata, Vaini and Ha'apai for giving up their time to talk with the data collection teams. Without their engagement with the process the baseline would not have been possible. The Pacific Partnerships for Gender Equality program is funded by the Australian Government through the Australian NGO Cooperation Program (ANCP).

## Photo Credit / s

Cover page: The Talitha Project obtained with consent

## List of Acronyms

<b>ANCP</b>	Australia NGO Cooperation Program
<b>DFAT</b>	Department of Foreign Affairs and Trade
<b>EOP</b>	End of project
<b>FGD</b>	Focus group discussion
<b>GIVE</b>	Gender Inclusion, Voice and Empowerment (the GIVE model)
<b>IGA</b>	Income generating activity
<b>MELF</b>	Monitoring, Evaluation and Learning Framework
<b>NGO</b>	Non-governmental organisation
<b>PWDSI</b>	People with Disabilities Solomon Islands
<b>SNAP</b>	Social Norms Analysis Plot
<b>VAWG</b>	Violence Against Women and Girls
<b>VSPD</b>	Vanuatu Society for People with Disabilities
<b>VSLA</b>	Village Savings and Loans Association
<b>WEJ</b>	Women's Economic Justice

## Executive Summary

**Overview of the ANCP program:** Women's economic justice is central to gender equality and sustainable development. Across the Pacific, women are fundamental to the subsistence and economies of their communities, however, women's work in the Pacific is often undervalued, low-paid and insecure. CARE Australia's Pacific Partnerships for Gender Equality program is a **five-year intervention (2022 – 2027) designed to strengthen women's economic justice and contribute to a resilient civil society in the Pacific**. The program is funded by the Australian Government through the Australian NGO Cooperation Program (ANCP).

The ANCP program is being delivered based on **collaborative partnerships between CARE Australia, CARE International in Vanuatu and civil society partners in the Solomon Islands, Tonga and Vanuatu**. The implementing partner for the ANCP program in the Tongais the Talitha project. Key activities for the ANCP project in Tonga will include establishment and support for Village Savings and Loans Associations for adolescent girls, and the provision of Family Financial Management workshops to girls who VSLA members and their family members. The project will also engage men and boys, including opinion leaders in community-level dialogue and reflection sessions on gender equality. Training on violence against women and girls by in-country technical experts will be provided to partner project staff and also staff of organisations subcontracted to support the project and will also be offered to key leaders in the target communities.

**Methodology for the baseline assessment:** The program baseline assessment was designed to measure program and project outcome-level indicators referring to women's economic justice and resilience, and the current attitudes of project impact and target groups (including women and girls with and without disabilities, their spouses and male relatives and community leaders) relating to women's economic participation at the start of program implementation. The baseline followed a **mixed methods approach** involving the collection of both quantitative and qualitative data.

In Tonga, survey data was collected for **157 respondents (74 adolescent girls, 58 women and 25 men) from 74 households in three communities using a standardised questionnaire**. The questionnaire was structured in seven sections to collect information on respondent and household characteristics; the economic activities of the respondent including access to savings and loans; participation in household decision-making and attitudes on gender equality and violence against women and girls (VAWG). Qualitative data exploring the enabling factors and barriers to women's economic participation, including the

influence of social norms, was collected by means of sex-segregated focus group discussions held with adolescent girls, women and men in all three communities.

Limitations of the baseline assessment included the following:

- The **timeframe for the design phase of the baseline** meant that there were limited opportunities for the lead consultant to work collaboratively with the team on the development of the survey questionnaire and FGD checklists, and it was not possible to pre-test the data collection tools. Some questions asked during the survey would have benefited from being adjusted and adapted more specifically for the Tonga context.
- **Sampling issues:** The baseline survey sample in Tonga was selected purposively and the fact that survey respondents were not selected as a random population sample means that the analysis and findings presented here cannot be generalised as being representative of the wider population of the communities where the ANCP project in Tonga is being implemented. Although the enumerators managed to reach the sampling target of interviewing 74 girls and their relatives, the gender balance for adult respondents was unequal (58 women and 25 men) due to availability constraints for male respondents, particularly in the fishing community of Patangata.
- **Limited representation of people with disabilities:** The limited numbers of people with disabilities included in the survey sample (which to a large extent reflects the low numbers of people with disabilities present in the communities where the ANCP Tonga project is being implemented) also meant that the dataset was not suitable for any disaggregated analysis representing the particular needs of women with disabilities.

### **Program Outcome 1: Increased economic resilience for women and girls**

Key findings of the baseline assessment relating to adolescent girls' agency in terms of participation in economic activities, access to savings and reported economic capability were:

- Adolescent girls in the ANCP Tonga project pilot communities were economically active across a range of informal sector activities relating to housework, livestock rearing, agriculture and fishing. However, less than one third (31%) of the girls surveyed were found to be economically active in at least one paid IGAs, and only 7% of adolescent girls surveyed reported diversification of IGAs in the sense of reporting participation in more than one paid IGA.
- Adolescent girls with paid IGAs reported on average total monthly earnings of 503 TOP (AUD 315) – slightly less than half the average monthly earnings of 1116 TOP (AUD 700) reported by adult women.
- While 47% of adolescent girls surveyed reported having savings either at home or with some kind of financial institution, only 10% of adolescent girls were identified as active

users of any financial services, including 6% who were active users of a savings club. By contrast 64% of women and 72% of men were identified as active users of any financial services at the time of the survey, with 9% of women and 24% of men reporting active use of savings clubs.

- 26% of adolescent girls with savings (n = 35) reported using their own earning as their source of savings as compared with 74% who reported that they get money for savings from their parents, and 17% who reported getting money for savings from another source.
- In terms of economic capability, the majority of adolescent girls surveyed for the ANCP baseline on Tonga were confident or very confident about having the knowledge and skills (72%), time (69%) and support from their fathers and/or families (70%) to engage in an IGA. However, only 24% of adolescent girls reported confidence that they have access to productive resources, 31% reporting confidence that they have access to financial resources, and 41% reporting confidence that they have access to a market where they get a fair price for their products and services.
- Qualitative data from FGDs highlighted social pressure on girls to stay home and help with chores, fears of being exploited or abused by employers, and limited skills and experience of marketing as key barriers to adolescent girls' economic participation.

### **Program Outcome 2: Addressing barriers and building an enabling environment for women and girls' economic participation**

Key findings of the baseline assessment regarding the domain of **relations** indicate that:

- The majority of adolescent girls are not active participants in household decision-making: only 11% of adolescent girls reported active participation across three or more of the five domains assessed by the survey.
- 40% of 60 adolescent girl respondents reported that they were able to decide for themselves regarding the use of their savings, as compared with 9% of 58 adolescent girl respondents who reported they were able to decide for themselves regarding the use of money they had earned. Only 7% of adolescent girl respondents reported that they were able to decide for themselves regarding the use of their savings and earnings.
- Qualitative data from the FGDs also showed that adolescent girls do not always control the use of their earnings and are expected to listen to and obey their parents in financial decision-making. Girls who do not conform to this social norm risk family and community censure.
- By contrast, 72% of adult women interviewed in the ANCP project communities were identified as being active participants in household economic decision-making based on



their responses across the seven domains of decision-making. In most cases across all adult women reported that decisions were taken jointly with their husband or partner, although it was not clear to what extent they were necessarily able to influence decision-making in the event of any differences of opinion. Responses from women and adolescent girls on the GEM scale statement referring to decision-making suggest that for many households in Tonga, men retain a dominant role in household decision-making.

- The majority of adolescent girls (61%) also reported that they did not actively participate in any of the civil society spaces for decision-making surveyed.

Key findings of the baseline assessment regarding the **structures** that shape adolescent girls' economic participation indicate that 45% of all respondents (39% of adolescent girls, 48% of women and 56% of men surveyed) expressed high levels of support overall for gender equitable attitudes, but that gender inequitable attitudes on some issues are relatively widespread and are likely to present barriers to women and girls' economic justice.

- The survey found widespread support among adolescent girls, women and men for girls' access to education and opportunities for economic engagement, and for women's involvement in community decision-making and politics.
- Although 93% of AG and 95% of women agreed with the statement that "*Women should be able to work outside the home after they have children if they want to*", the majority of adolescent girls and women expressed conservative attitudes regarding the unequal division of household chores and childcare. Most women also strongly or partly agreed with statements indicating acceptance of men's dominance in household decision-making.
- Responses from adolescent girls, women and men to the GEM scale statements on violence against women and girls suggest that most respondents did not agree that domestic violence is acceptable or should be tolerated by women to keep their families together. However, the majority of adult women and men strongly agreed with the view that domestic violence is a private matter which should not be discussed outside the couple.
- Only 23% of adolescent girls surveyed expressed their rejection of violence in all of the five situations assessed in the survey as compared with 38% of women and 64% of men. Community leaders were not more likely to reject violence across all five situations than community members. 50% of adolescent girls thought a husband would be justified in beating his wife if she neglected the children and 49% if she went out without telling him. These findings indicate widespread acceptance among the adolescent girls surveyed of

men's use of violence in situations which reflect social norms relating to women's roles and mobility.

## 1.0 Introduction

### 1.1 Baseline Purpose and Objectives

Women's economic justice (WEJ) is central to gender equality and sustainable development. Across the Pacific, women are fundamental to the subsistence and economies of their communities, however, women's work in the Pacific is often undervalued, low-paid and insecure<sup>1</sup>. CARE Australia's ANCP program is a five-year intervention (2022 – 2027) funded by the Department of Foreign Affairs and Trade (DFAT) and designed to strengthen women's economic justice and contribute to a resilient civil society in the Pacific.

The program has been designed to deliver four End of Program/ Project (EOP) outcomes focussing on:

- **Increasing economic resilience for women and young women with and without disabilities** (EOP Outcome 1);
- **Strengthening the enabling environment at the community level** for women's participation, decision-making and leadership in economic activities (EOP Outcome 2);
- **Strengthening the capacity, voice and influence of partner organisations**, including community networks, to contribute towards and lead change for promoting WEJ (EOP Outcome 3); and
- **Building an evidence base of emerging good practice in locally led programme approaches** for promoting WEJ and resilient civil society in the Pacific (EOP Outcome 4).

The program is being delivered by means of collaborative partnerships between CA International Programs Department, CARE International in Vanuatu and civil society organisations across the Solomon Islands, Tonga and Vanuatu. Civil society partners include Nasi Tuan in Vanuatu, the Vanuatu Society for People with Disability (VSPD) and Vanuatu Women's Centre, the Talitha Project in Tonga, and Live and Learn Solomon Islands and People with Disabilities Solomon Islands (PWDSI).

The program baseline assessment was designed **to measure program and project outcome-level indicators referring to women's economic justice and resilience**, and the current knowledge, attitudes and practices of project impact and target groups (including women and girls with and without disabilities, their spouses and male relatives and community leaders) relating to women's economic participation at the start of program implementation. As such, the baseline assessment was intended to provide the CARE

---

<sup>1</sup> CARE Australia (2022). *Pacific Partnerships for Gender Equality – ANCP Project Design for Pacific Partnership Unit*. Project design document, 69pp.

program team and implementing partners with the foundation or **starting point for project monitoring and evaluation activities** that will enable future assessments of progress against outcomes for purposes of program accountability and learning.

Community-level baseline assessments for EOP Outcomes 1 and 2 were carried out in Solomon Islands, Tonga and Vanuatu using **a common approach and methodology** to collect **quantitative and qualitative data** for outcome-level indicators identified and defined in the program Monitoring, Evaluation and Learning Framework (MELF)<sup>2</sup>, and for associated contextualised indicators proposed by the ANCP project team in Tonga (see Table 2). The findings of the baseline assessment have been documented in a series of context-specific baseline reports for the three countries where the program is being implemented, as well as **an over-arching program synthesis** of the key findings from the baseline. This report presents the findings of the baseline assessment of the ANCP program in Tonga.

## 1.2 Context for the ANCP project in Tonga

In Tonga, despite near education parity, **43% of women aged 15 years and over were outside the labour force compared to 29% of men**<sup>3</sup>. For women with disabilities, it is even more challenging. The 2018 national disability survey in Tonga found that people with disabilities are far less likely to work compared to people without disabilities, and more likely to work in the informal sector.<sup>4</sup> Furthermore, **women in Tonga spend 50% more time on unpaid care and household work than men**<sup>5</sup>, and **this burden does not necessarily reduce for women with disabilities** with only small differences in the unpaid domestic and carer workload for women with disabilities (36.6%) and with no disabilities (38.7%) in Tonga<sup>6</sup>. Although women have traditionally held high social status within Tongan society, this unequal division of care and household work is strongly rooted in traditional social norms which are consistent with those of other Pacific Island countries, where women's roles are based around the home, family and extended family, while men's roles include providing food, income and security for the home and family, leadership and participation in politics.<sup>7</sup> The

---

<sup>2</sup> Note: Baseline values for the indicators for EOP Outcome 3 referring to strengthened civil society through equitable partnerships with diverse women's voices, leadership, organisations and movements will be assessed internally by CARE and partner organisations as part of the capacity assessments and review of CARE's partnership approach conducted in Year 1 of program implementation.

<sup>3</sup> Tonga Statistics Department (2017). *Tonga 2016 Census of Population and Housing*. Volume 1: Basic Tables and Administrative Data.

<sup>4</sup> Tonga Statistics Department (2018). *Tonga Disability Survey Report 2018*. <https://www.unicef.org/pacificislands/reports/tonga-disability-survey-report-2018>

<sup>5</sup> CARE Australia ANCP Program Framework, FY2022 – 2027

<sup>6</sup> CARE Australia, *Rapid Disability Analysis for Tonga (ANCP)*, 2022

<sup>7</sup> Government of the Kingdom of Tonga, (2019). *Gender equality: Where do we stand?* Report prepared by the Ministry of Internal Affairs, Women's Affairs Division.

domestic workload burden for women has been amplified by the impact of COVID-19 which has increased unpaid work and caring responsibilities.<sup>8</sup>

Customary social norms constrain women's representation, involvement and participation in elections and political bodies in Tonga and decision-making mechanisms within communities remain largely dominated by men<sup>9</sup>. At the national level, since 2017 the Tongan Parliament has included 2 women representatives out of the 17 seats that are openly contested. In the 2016 local government elections, only four of the 80 candidates for 23 district officer positions were women, one of whom gained election, and only 14 women, one of whom was successful, contested the 155 town officer posts compared with 343 men.

**Violence against women and girls (VAWG) in Tonga is also a significant barrier to women's economic participation** due to the physical and emotional consequences of violence for survivors as well as controlling behaviours of men. A 2012 national study found that 40% of women in Tonga have experienced physical and/or sexual violence by a partner in their lifetime, and 68% report that they have experienced violence by someone other than a partner, primarily family members, since they were 15 years old. High levels of controlling behaviours were also recorded with 87% of ever-partnered women reporting her partner insists on knowing where she is at all times and 12% of women reported economic abusive behaviour by an intimate partner.<sup>10</sup> Tongan women and girls with disabilities are two to three times more likely to experience physical and sexual abuse than women with no disabilities and face additional barriers to access support services.<sup>11</sup>

### 1.3 Overview of the ANCP project in Tonga

The ANCP project in Tonga has been co-designed with the Talitha project (Talitha) as the local partner organisation. The Talitha Project is a registered local non-governmental organisation (NGO) founded in 2009, that works closely with the Tongan Ministry of Internal Affairs and Ministry of Education and Training, and that has partnered with CARE since 2018 on gender equality and humanitarian projects. Talitha's work focuses on supporting young women and girls aged 10 -25 years to make informed decisions through informal education and lifeskills<sup>12</sup> and the organisation currently implements projects focused on sexual and reproductive rights, healthy relationships and humanitarian response. **The ANCP project will support the strengthening of Talitha's gender-transformative programming,** and specifically will enable Talitha to incorporate approaches for healthy relationships free from

---

<sup>8</sup> CARE Australia ANCP Program Framework, FY2022 – 2027

<sup>9</sup> Government of the Kingdom of Tonga, (2019). *Gender equality: Where do we stand?* Report prepared by the Ministry of Internal Affairs, Women's Affairs Division.

<sup>10</sup> Ma'a Fafine mo e Famili (2012). *National Study on Domestic Violence against Women in Tonga 2009*. Nuku'alofa, Tonga.

<sup>11</sup> CARE Australia, *COVID-19 and TC Harold Rapid Gender, Disability and Inclusion Analysis*, 28 May 2021.

<sup>12</sup> See the link: <https://www.facebook.com/TalithaProjectTonga/videos/744981136195265>

violence and young women’s leadership in their work with adolescent girls and boys, and to expand the organisation’s economic justice programming with those impact groups.

The ANCP project in Tonga will be implemented based on an integrated approach to WEJ that draws on the expertise and existing work of Talitha and that builds on programmatic learning from the Gender Inclusion, Voice and Empowerment (GIVE) model developed by CARE Vanuatu through the *Leftemep Sista II* project<sup>13</sup>. As such, the project will address key barriers to women’s economic justice at the level of building agency by strengthening skills, access to resources, and participation in economic activities; by changing relations by promoting women and girls’ active participation in household-level financial decision-making and by engaging men and boys; and by transforming structures based on challenging social norms relating to women’s economic participation and gender-based violence. Key interventions for EOP Outcomes 1 and 2 are summarised in Table 1.

**Table 1: Key interventions for the ANCP Tonga project**

Outcome statement	Key Interventions
Outcome 1: Increasing economic resilience for women and girls with and without disabilities.	<ul style="list-style-type: none"> <li>● Adapt and pilot VSLA activities with 45 adolescent girls in 3 groups (Year 1)</li> <li>● Roll-out VSLA activities with 225 adolescent girls in 12 further groups (Years 2 – 5).</li> <li>● Support savings club members with improved IGAs (e.g. production of reusable menstrual health and hygiene products, gardening).</li> <li>● Explore the role of entrepreneurship training, incubator programs and market assessment and market level interventions to support women in micro- and small enterprises (ANCP program-level intervention)</li> </ul>
Outcome 2: Strengthening the enabling environment at the community level for women’s participation, decision-making and leadership in economic activities.	<ul style="list-style-type: none"> <li>● Financial literacy workshops for adolescent girl members of VSLAs</li> <li>● Family Financial Management (FFM) workshops for girls and their family members</li> <li>● Engage men and boys, including opinion leaders, in dialogue and reflection sessions on gender equality</li> <li>● Training on VAWG for partner project staff &amp; community leaders</li> </ul>

Women and girls with and without disabilities will strengthen their economic resilience and financial agency through savings clubs and participation in income generating activities (IGA). The families and communities of these women and girls will be engaged through different forums to shift social norms and promote support for women and girls with and

<sup>13</sup> CARE International in Vanuatu (2022). *Pacific Partnerships for Gender Equality in Vanuatu*. ANCP Project Design document, 68 pp.

without disabilities in their participation, decision-making and leadership in economic activities. CARE and Talitha will work together to mutually strengthen their capacity to support women's economic justice in a way that is effectively tailored for Tonga, and for CARE to strengthen its partnership approaches to support equitable partnerships. Learning on WEJ as well as different models of partnership will be captured and shared to contribute to the evidence base and better outcomes for women and girls. The promotion of gender equality and disability inclusion and VAWG risk mitigation are central to the project design.

## 2.0 Methodology

The baseline assessment for the ANCP program followed a **mixed methods approach** involving the collection of both quantitative and qualitative data for measurement of project indicators at outcome and output levels in all three project contexts (see Table 2 for overview of indicators and focal questions for the baseline assessment).

### 2.1 Approach

The approach for the baseline assessment was designed to enable:

**Data collection to explore levels of economic resilience of the program impact group and structural barriers to women's economic justice.** The baseline used a combination of quantitative and qualitative methods to measure key project outcome indicators for EOPO 1 and 2, including exploring the perspectives of women and girls, their male relatives and community leaders regarding barriers to women's economic participation. Information collected by different methods from different sources was triangulated and cross-checked for consistency and validity during the analysis and write-up of the baseline assessment.

**Use of existing CARE conceptual frameworks and tools to guide data collection and analysis considering gender and power relations as key elements of the baseline assessment.** CARE frameworks and tools used for the design and delivery of the baseline assessment included the CARE Gender Equality Framework (GEF), guidance for the measurement of the CARE International Global Indicators of Change and CARE's Social Norms Analysis Plot (SNAP) framework. As such the ANCP baseline assessment was designed to contribute to the evidence base for the effectiveness of programming by CARE and CARE partners for women's economic justice and resilient civil society in the Pacific.

### 2.2 Quantitative Data Collection

The baseline assessment involved the collection of quantitative data using a survey questionnaire administered to members of the program impact group (adolescent girls with and without disabilities) and their adult female and male relatives at household level.

**Survey questionnaire:** The survey questionnaire was structured in seven sections to collect information on respondent and household characteristics; the economic activities of the respondent including access to savings and loans; participation in household decision-making and attitudes on gender equality and violence against women and girls (VAWG). Survey questions were designed in accordance with CI guidance for measurement of global indicators of change referring to the rejection of intimate partner violence (CI global indicator 2), gender



Table 2: ANCP outcome indicators and measurement approach

OUTCOMES/ OUTPUTS & ASSESSMENT QUESTIONS	MEASUREMENT APPROACH
<p><b>EOPO 1: Women and girls with and without disabilities have increased economic resilience as a result of engaging in improved income generating activities and/or increased access to savings and loans.</b></p> <ul style="list-style-type: none"> <li>• <i>What IGAs are the impact group involved in?</i></li> <li>• <i>What income do W+G generate from those IGAs?</i></li> <li>• <i>What % of W+G have access to savings and/or loans? From what sources?</i></li> <li>• <i>What % of W+G have experienced any kind of economic shock or stress in previous 12 months?</i></li> <li>• <i>How did W+G cope with that shock/ stress?</i></li> </ul>	<p>1.1 % of women reporting increased measures to deal with economic shocks and stresses. <b>(Baseline &amp; Endline survey)</b> <i>Measures = increased savings, adapted livelihoods, increased knowledge and/or skills to deal with shocks and stresses</i></p> <p>1.2 % of participants reporting project contributed to these improvements (above) <b>(Endline measurement only)</b></p>
<p><b>Output 1.1 Women and girls (with and without disabilities) in target communities are participating in savings and loans groups</b></p>	<p>N people provided with financial services (DFAT indicator for <b>Activity monitoring</b>)</p> <p>N of people who participated in sessions on gender issues and women’s equal rights (DFAT indicator for <b>Activity monitoring</b>)</p>
<p><b>Output 1.2 Women and girls (with and without disabilities) in savings clubs in target communities are engaging in improved IGAs</b></p>	<p>Number of people with increased incomes (DFAT indicator L.02) <b>(Baseline &amp; Endline survey)</b></p> <p>Number of people reached with livelihoods support interventions (DFAT indicator for <b>Activity monitoring</b> and EL)</p>
<p><b>EOPO 2: Barriers to women’s participation, decision-making and leadership are addressed through building an enabling environment for women’s economic participation.</b></p> <ul style="list-style-type: none"> <li>• <i>What are the key barriers to women’s economic participation, decision-making and leadership?</i></li> <li>• <i>How do social norms/ attitudes and beliefs influence women’s economic participation, decision-making and leadership?</i></li> </ul>	<p>2.1 Number of positive shifts in informal structures (social norms, culture, beliefs, etc.) as defined and influenced by movements and/or activists. <b>(Qualitative assessment during baseline FGDs)</b></p> <p>2.2 Women reported reduced barriers to economic participation. <b>(Baseline FGDs, include survey question at endline)</b></p>
<p><b>Output 2.1: Women and girls (with and without disabilities) in savings clubs participate safely and meaningfully in decision-making and leadership at household and community level.</b></p>	<p>Number and % of women who have actively participated in economic decision-making in a) the household and/or b) their workplace/ community. <b>(Baseline &amp; Endline survey)</b></p>
<p><b>Output 2.2: Men and boys from project target groups are engaged in and support actions to promote gender equality at the household and community levels.</b></p>	<p>Number and % of men and boys supported through/ by CARE who report a GEM scale score of at least 24 (or an appropriate threshold value to the context). <b>(Baseline &amp; Endline survey)</b></p> <p>% of people of all genders who reject intimate partner violence. <b>(Baseline &amp; Endline survey)</b></p>
<p><b>Output 2.3: Community opinion leaders and members are challenging social norms that contribute to gender inequalities.</b></p>	<p>Indicators as for Output 2.2 but disaggregated for community and opinion leaders.</p>

equitable attitudes on social norms (CI global indicator 13), women's active participation in economic decision-making (CI global indicator 14), positive shifts in informal structures (social norms, culture and beliefs – CI global indicator 16), and women's increased capability to participate equitably in economic activities (CI global indicator 30)<sup>14</sup>. Response options for all 37 questions of the questionnaire were pre-coded although some questions were asked as open questions.

**Survey data collection:** The questionnaire administered by gender-balanced teams of enumerators in each context using the Kobo Collect software interface on tablets. Where possible, enumerators worked in mixed-sex pairs to ensure that female respondents were interviewed by female enumerators and male respondents were interviewed by male enumerators. Questionnaire interviews lasted 45 minutes to 1 hr on average.

**Sampling for the baseline survey:** In Tonga, survey data was collected from 157 respondents (74 adolescent girls, 58 adult women, 25 adult men) from 72 households across three communities – two on Tongatapu and one on Ha'apai. The sample size for the survey was calculated to ensure a dataset representative at the 95% confidence level and with a 10% margin of error for the total population of those communities. Within each community, **the baseline survey sample was selected purposively by the Talitha project team in consultation with community leaders to ensure representation of adolescent girls who were prospective project participants and non-participants.** In each community the household of the community leader and 1 – 2 households of people with disabilities were purposively selected for inclusion in the sample. Table 3 sets out the composition of the survey sample by community, sex of respondent and disability status.

**Training for enumerators:** Data for the baseline assessment was collected by a team of six members of Talitha project staff. Members of the data collection team were trained in the use of the survey questionnaire and Focus Group Discussion (FGD) checklists over the course of a two-day workshop that was delivered in-country by the Programme Quality Coordinator for CARE in the Pacific, using training materials developed by the lead consultant. The training was designed to ensure a shared understanding by the enumerators of the purpose and thematic focus of the baseline assessment; to build familiarity with the survey questionnaire; and to provide an opportunity for the team to practice using the Kobo version of the questionnaire on the tablets that would be used for the data collection. The training included

---

<sup>14</sup> See [CARE 2030 Global Indicators for measuring change \(careemergencytoolkit.org\)](https://careemergencytoolkit.org)

a discussion of essential principles of survey data collection; an in-depth review and discussion of translation of the survey questionnaire; and a series of role play exercises.

**Table 3: Coverage of the ANCP Tonga baseline survey by respondent category and type of community**

	Adolescent girls 13-17y	Adult women	Adult men	All respondents
Ha'apai	25	15	11	51
Patangata	25	23	5	53
Vaini	24	20	9	53
<b>All communities</b>	<b>74</b>	<b>58</b>	<b>25</b>	<b>157</b>
N. Persons with Disability	0	4	4	8

### 2.3 Qualitative Data Collection

Qualitative data collection for the ANCP baseline assessment involved the use of FGDs carried out to explore enabling factors and barriers to economic participation by women and girls, including influence of social norms. In Tonga, a total of nine FGDs were carried out with sex-segregated groups of adolescent girls, adult women and adult men in each of the three communities. People with disabilities were included in the FGDs held in each community, as the discussions were held in locations that could be readily accessed. The FGDs were facilitated by Talitha project staff involved in delivery of the ANCP project and were documented using a standard reporting template. People with disabilities were encouraged to express their views on all questions asked by the facilitators. The checklists used for the FGDs included a series of questions designed to identify and explore social norms relating to women and girls' economic participation. As such, the FGDs were intended to serve as formative research based on CARE's Social Norms Analysis Plot (SNAP) methodology (see Box 1).

### 2.4 Data Analysis

Descriptive analyses of the quantitative dataset from the baseline survey were carried out in Excel, including some bivariate statistical analysis to test for differences in patterns of response by gender and respondent category. The survey data were analysed to measure the outcome indicators as defined in the program and project monitoring, evaluation and learning framework (MELF). Qualitative data from FGDs were coded in relation to key areas of thematic focus and mapped in relation to project outcome indicators, focal questions, with

the aim of identifying and assessing social norms in terms of the five key elements of the SNAP framework. The findings of the qualitative analyses were triangulated in relation to the findings of the quantitative data analyses as far as possible.

### Box 1: Overview of CARE's Social Norms Analysis Plot (SNAP) methodology

The SNAP methodology developed by CARE based on social norms theory is designed to identify if a social norm exists; how strong or influential certain norms are for specific behaviours; and if or when norms are shifting and weakening. The starting point for the methodology is the definition of a social norm as the unspoken rules within a group about what is typical or approved behaviour. A social norm is made up by one's beliefs about what others do, and by one's beliefs about what others think one should do. The SNAP methodology provides an approach for understanding and measuring social norms in terms of five key elements as follows:

- The **empirical expectation** (what I think others do)
- The **normative expectation** (what I think other people think is appropriate)
- The **sanctions** (the opinion or reaction of others I care about to the behaviour)
- The **sensitivity to sanctions** (the impact of sanctions on the behaviour)
- The **exceptions** (the circumstances under which it would be acceptable to break the norm).

Source: CARE USA (2017). Applying Theory to Practice: CARE's Journey Piloting Social Norms Measures for Gender Programming.

## 2.5 Limitations of the ANCP Baseline Assessment on Tonga

**Timeframe for planning of data collection:** The baseline assessment methodology and data collection tools were developed over a two-week period in early December at a time when the project team was very busy with initial community consultations and were also in the process of making adjustments to the project MELF. The timeframe for the early stages of the baseline meant that there were limited opportunities for the lead consultant to work collaboratively with the team on the development of the survey questionnaire and FGD checklists before the extended Christmas break. As a result, the survey questionnaire could only be reviewed with the Talitha team shortly before the arrival of the CARE Australia Programme Quality Coordinator in-country to support the data collection process, and it was not possible to pre-test and revise the data collection tools ahead of their use for the baseline assessment. Some questions from the survey questionnaire would have benefited from being adjusted and adapted more specifically for the Tonga context. An iterative process of adjustments to the questions asked during FGDs with community members would also have strengthened the quality and coverage of the qualitative dataset.

**Sampling issues:** It is important to understand that the baseline survey sample in Tonga was selected purposively – the fact that survey respondents were not selected as a random population sample means that the analysis and findings presented here cannot be generalised as being representative of the wider population of the communities where the ANCP project in Tonga is being implemented. Although the enumerators managed to reach the sampling target of interviewing 74 girls and their relatives, the gender balance for adult respondents was unequal (58 women and 25 men) due to availability constraints for male respondents, particularly in the fishing community of Patangata. The limited numbers of people with disabilities included in the survey sample (which to a large extent reflects the low numbers of people with disabilities present in the communities where the ANCP Tonga project is being implemented) also meant that the dataset was not suitable for any disaggregated analysis representing the particular needs of women and girls with disabilities.

## 3.0 Composition of the ANCP baseline survey sample

### 3.1 Socio-demographic characteristics

**Position in household:** Most (89%) of the adolescent girls interviewed were a child of the head of household, 9% reported being related to the head of household as a grandchild or sibling, and one girl reported being themselves the head of household. Amongst adult respondents, 22% of adult women reported themselves as the head of household, which is slightly lower than the 26% recorded for the 2021 Tonga population and housing census<sup>15</sup>.

**Education:** The majority (85%) of adolescent girls interviewed for the survey were still at secondary school, although 11% of girls interviewed preferred not to answer the question regarding their level of education and 2% reported lower levels of education. Among adult survey respondents, 64% of adult men surveyed reported having completed secondary school as compared with 40% of adult women surveyed. Adult women surveyed were more likely than adult men to report having an incomplete secondary education or having attended adult literacy classes.

**Marital status:** The majority (64%) of adolescent girls reported their marital status as single, although 30% declined to answer the question, which was clearly a sensitive issue, and two girls (3% of those surveyed) reported being married or partnered. Amongst adult women 72% reported that they were married or co-habiting, 17% were divorced, separated or widowed and 12% were single. All but one of the adult men interviewed (96%) were married or co-habiting.

**Disability status:** None of the adolescent girls surveyed for the ANCP baseline were identified as persons with disability based on the use of the Washington Group questions. 3% of adult women and 16% of adult men surveyed were identified as persons with disability according to those criteria. The limited number of survey respondents identified as persons with disability meant that it was not meaningful to disaggregate the analyses of the baseline survey data set for persons with and without a disability.

**Leadership status:** Only three adolescent girls (4% of the survey sample) reported that they were holders of leadership positions in their communities, one as leader of a sports group and one as a church group leader. Amongst adult respondents, a higher % of men surveyed (36%) reported they were holders of leadership positions at the community level as compared with adult women (12%). Adult men who identified as community leaders held positions as the village chief or secretary, as church stewards or members of the community

---

<sup>15</sup> Tonga Statistics Department (2021). *Tonga 2016 Census of Population and Housing*. Factsheet.

police, as local government officials (Town Officer or Block chair), and as the head teacher of the school (St Joseph's College) on Ha'apai. Adult women who identified as community leaders were in some cases church leaders, while others held positions as the secretary, treasurer or chair of their community development group.

**Table 4: Socio-demographic information for Tonga baseline survey respondents**

	Adolescent girls (n = 74)	Adult women (n = 58)	Adult men (n = 25)	All (n = 157)
<b>Position in household</b>				
HH head	1% (1)	22% (13)	<b>92% (23)</b>	24% (38)
Spouse/ partner of HH head	0	<b>66% (38)</b>	0	24% (38)
Child of HH head	<b>89% (66)</b>	5% (3)	0	43% (68)
Other relation	9% (7)	5% (3)	8% (2)	8% (12)
<b>Education</b>				
Attended adult literacy classes	1% (1)	9% (5)	4% (1)	4% (7)
Completed primary school	1% (1)	2% (1)	4% (1)	2% (3)
Some secondary school/ Still at secondary school (for AG)	<b>85% (63)</b>	<b>50% (29)</b>	28% (7)	63% (99)
Completed secondary school	1% (1)	40% (23)	<b>64% (16)</b>	25% (40)
Prefer not to say	11% (8)	0	0	5% (8)
<b>Marital status</b>				
Single	65% (48)	12% (7)	4% (1)	36% (56)
Married or co-habiting	1% (1)	<b>71% (41)</b>	<b>96% (24)</b>	42% (66)
Partnered but partner stays elsewhere	1% (1)	0	0	1% (1)
Divorced, separated or widowed	0	17% (10)	0	6% (10)
Prefer not to say	30% (22)	0	0	14% (22)
<b>Persons with disability</b>				
No reported disability	<b>100% (74)</b>	<b>93% (54)</b>	<b>84% (21)</b>	149
Person with reported disability	0	3% (4)	16% (4)	8
<b>Leadership status</b>				
No leadership position	<b>96% (71)</b>	<b>88% (51)</b>	<b>64% (16)</b>	88% (138)
Holds leadership position	4% (3)	12% (7)	36% (9)	12% (19)

## 4.0 Analysis for Outcome 1: Increased economic resilience for women and girls with and without disabilities.

This section of the report presents findings from the analysis of the ANCP Tonga baseline dataset that relate to project outcome 1 referring to increased economic resilience for women and girls with and without disabilities. The discussion presents an analysis of quantitative survey data collected for the baseline, which focuses primarily on the ANCP Tonga project impact group – adolescent girls aged 13 to 17 years old – while also including comparative data on patterns of economic participation reported by the adult women and men who are the parents or caregivers of adolescent girls in the three communities participating in project activities during Year 1 of ACNP program implementation on Tonga.

### 4.1 Participation in savings and loans groups

**Access to savings and loans:** The baseline survey questionnaire included a series of questions exploring respondents' use of financial services and access to savings and loans. 47% of adolescent girls surveyed reported having savings either at home or with some kind of financial institution, as compared with 55% of adult women and 60% of adult men. The reported values of savings held by adolescent girls ranged from 2 to 500 Tongan pa'anga (TOP) with an average of 64 TOP (equivalent to AUD 40<sup>16</sup>). By contrast, adult women reported values of savings which ranged from 70 to 3,000 TOP with an average of 550 TOP (AUD \$345) and adult men reported savings from 11 to 3,000 TOP with a mean of 621 (AUD \$390). The data show that adolescent girls hold very limited amounts of savings while the mean total amounts of savings held by adult women and men do not differ significantly.

None of the adolescent girls interviewed had ever taken a loan from any source, as compared with 57% of adult women and 28% of adult men.

**Use of financial services: Only 6% of adolescent girls reported ever having used a savings club** while 6% reported ever having used a bank and **10% of adolescent girls reported ever having used any kind of financial service.** All adolescent girls who reported ever having used any kind of financial service were active users of the services in question at the time of the survey, where active use of financial services was defined as a respondent reporting use of the service in question within 3 months prior to the survey. By contrast, 83% of adult women and 80% of adult men reported ever having used any kind of financial service, while **64% of women and 72% of men were active users of any financial service at the time of the survey.** As shown in Figure 2, adolescent girls are less likely than adult

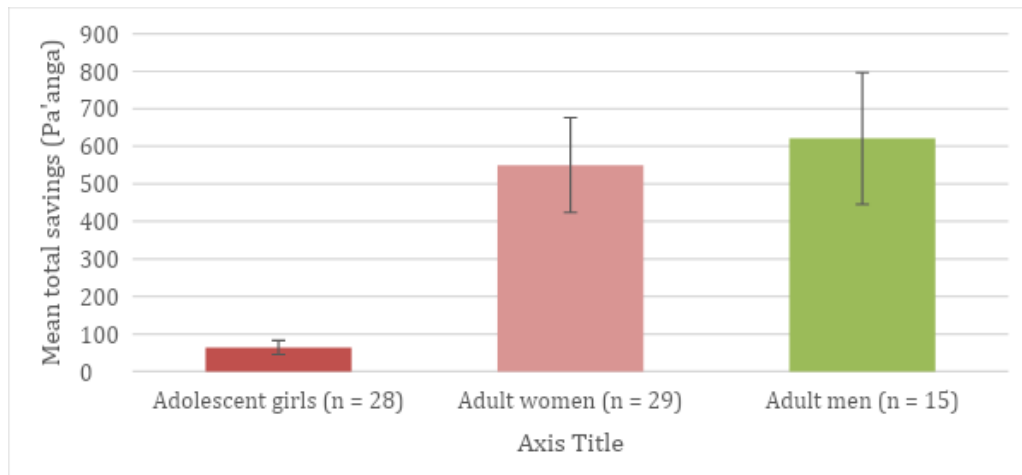
---

<sup>16</sup> Calculated at exchange rate of 1 TOP = 0.632 AUD.



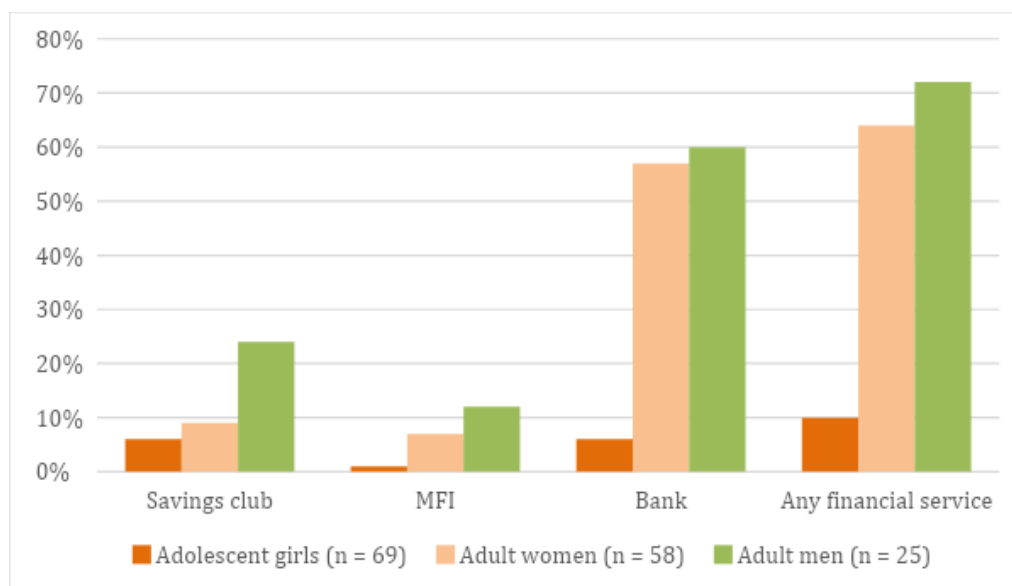
women and adult men to use an MFI, a bank or any financial service, and are also less likely to be members of savings clubs.

Figure 1: Mean total savings by respondent categories with error bars showing standard error of the mean.



**Source of savings:** Among adolescent girls (n = 35) who reported having savings, 74% reported that they get money for savings from their parents and 17% reported getting money for savings from another source such as a grandparent, sibling, friend or from leftover shopping money, while only 26% reported that they used their own earnings as their source of savings. This means that **only 13% of all adolescent girls surveyed are currently able to save from their own earnings.**

Figure 2: % of respondents reporting active use of different financial service types.

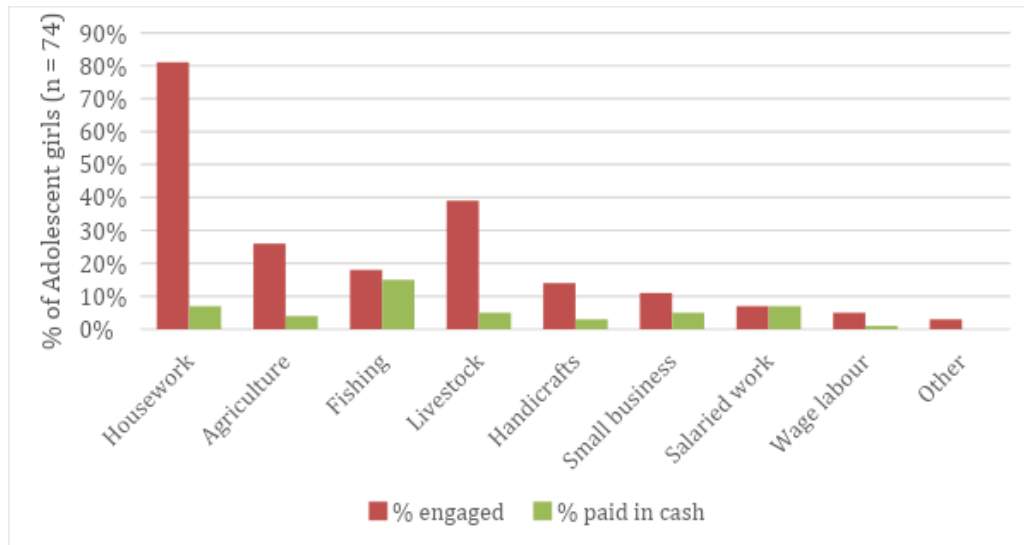


#### 4.2 Economic participation and engagement in income generating activities

**Engagement in economic activities:** Patterns of economic participation and engagement in IGAs were assessed by questions asked about the respondent’s main occupation, whether the respondent was engaged in a series of economic activities, whether s/he received payment in cash for those activities and what were the typical monthly earnings from any activities paid in cash. The majority of adolescent girls reported being students or doing housework as their main occupation. Figure 4 shows the % of adolescent girls reporting engagement in a range of economic activities and the % reporting payment in cash for those activities. The data shows that **adolescent girls are mostly involved in housework, livestock rearing, agriculture and fishing** but that – with the exception of fishing and salaried work – **fewer adolescent girls earn cash income from the economic activities they are engaged in.**

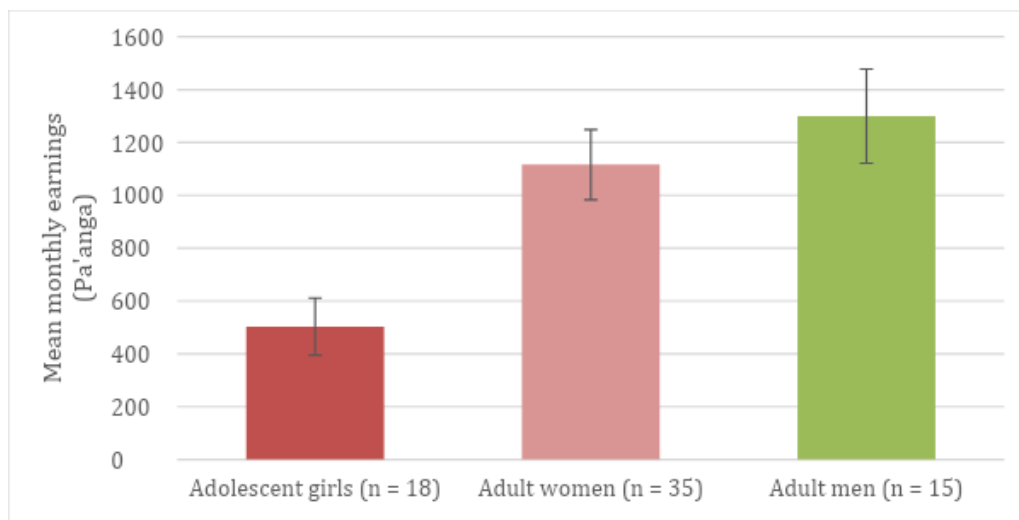
Across the survey sample as a whole adolescent girls reported engaging in 2.03 economic activities on average (SD 1.38) but only 0.47 economic activities involving payment in cash (SD 1.04). **Only 31% of adolescent girls reported participation in any IGAs paid in cash, while only 7% of the sample reported participation in more than one paid IGA.** By contrast, 78% of adult women and 67% of adult men reported participation in one or more IGAs paid in cash, with 48% of adult women and 23% of adult men reporting participating in more than one paid IGA, i.e. diversification of IGAs. The key finding here is that the majority of adolescent girls surveyed are not currently participating in any paid IGAs and the proportion of adolescent girls reporting diversification of IGAs is even lower.

Figure 4: % of adolescent girls (n = 74) reporting engagement in economic activities and % who report being paid in cash for those activities.



**Typical monthly earnings:** Adolescent girls engaging in paid IGAs reported on average total monthly earnings of 503 TOP (AUD 315) – slightly less than half the average monthly earnings of 1116 TOP (AUD 700) reported by adult women (see Figure 5). Adult women in turn reported slightly lower mean monthly earnings than adult men (1300 TOP equivalent to AUD 816) although the high level of variation in income estimate meant that difference is not statistically significant. The key finding from this analysis is that adolescent girls who are engaged in paid IGAs are earning quite substantive amounts of income.

Figure 5: Mean total monthly earnings by respondent categories with error bars showing standard error of the mean.



The baseline survey data on amounts of typical monthly earnings must however be interpreted with caution given the potential sensitivity of the question and the challenges associated with the accurate measurement of income earned across a range of different economic activities based on recall data alone. For example, earnings from activities such as agriculture or fishing often vary markedly on a seasonal basis. The income data presented here must be seen as reflecting approximate estimates of respondent income levels, rather than accurate measurements of actual monthly earnings. The data presented here on reported typical monthly earnings also does not include money obtained through remittances, which is an important source of income for many respondents and their households in Tonga.

**Perceived changes in income:** Survey respondents were also asked whether there had been any change in their income earned over the 12 months preceding the survey. Although there was a high rate of non-response to this question among adolescent girls (35% of 54 respondents), 15% of adolescent girls (n = 8) reported an increase in their income, 20% (n = 11) a reduction and 30% (n = 16) indicated that their income remained the same (see Table 5). Amongst adolescent girls who reported increased income (n = 8), the most frequently reported reasons for that positive change were increased support from family or using new skills.

Table 5: Perceived changes in income earned in 12 months preceding the survey by respondent category with reasons for any reported increase or decrease.

Perceived change in income earned over 12 months prior to survey	Adolescent girls (n = 54)	Adult women (n = 52)	Adult men (n = 23)	All (n = 129)
Increased income	15% (8)	13% (7)	13% (3)	14% (18)
Decreased income	20% (11)	27% (14)	43% (10)	27% (35)
No change in income	30% (16)	60% (31)	43% (10)	44% (57)
Prefer not to answer	35% (19)	0	0	15% (19)
Reasons for <b>increase</b> in income	Adolescent girls (n = 8)	Adult women (n = 7)	Adult men (n = 3)	All (n = 18)
Increased support from family	4	2	0	6
Improved quality of product	2	3	1	6
Increased/ expanded production	2	3	0	5
Using new skills or knowledge	3	0	1	4
Improved access to market	1	0	2	3
Started new IGA	1	0	0	1
Prefer not to answer	1	1	0	2
Reasons for <b>decrease</b> in income	Adolescent girls (n = 11)	Adult women (n = 14)	Adult men (n = 10)	All (n = 35)
Environmental factors	3	5	8	16
Difficulties with market access	2	4	0	6
No savings or capital to invest	3	3	0	6
Not enough time for IGA	3	3	0	6
Poor quality of product/ service	1	4	0	5
Other reasons (e.g. lack of knowledge/ skills, lack of family)	6	3	0	9

support, health shock etc.)				
-----------------------------	--	--	--	--

### 4.3 Perceptions of economic capability among women and girls and barriers to women and girls' economic participation

The goal-level indicators identified for the Tonga project by the Talitha team during their review of the ANCP program MEL framework in December 2022 include two indicators referring to aspects of women and girls' economic capability. These indicators were measured using data from a survey question designed to assess the extent to which respondents felt confident (or not) that they have:

- **Knowledge and skills** needed to plan and profitably engage in an IGA.
- **Time** needed to profitably engage in an IGA.
- **Access to financial resources** needed to profitably engage in an IGA.
- **Access to and control over the productive resources** (e.g. land, tools, materials and inputs) needed to profitably engage in an IGA.
- **Access to a market or markets** to get a fair price for their products or services.
- **Support from their father/ family or husband/ partner** to engage in an IGA.

These six aspects or components of economic capability reflect what are commonly experienced as key barriers to women and girls' engagement in economic activities.

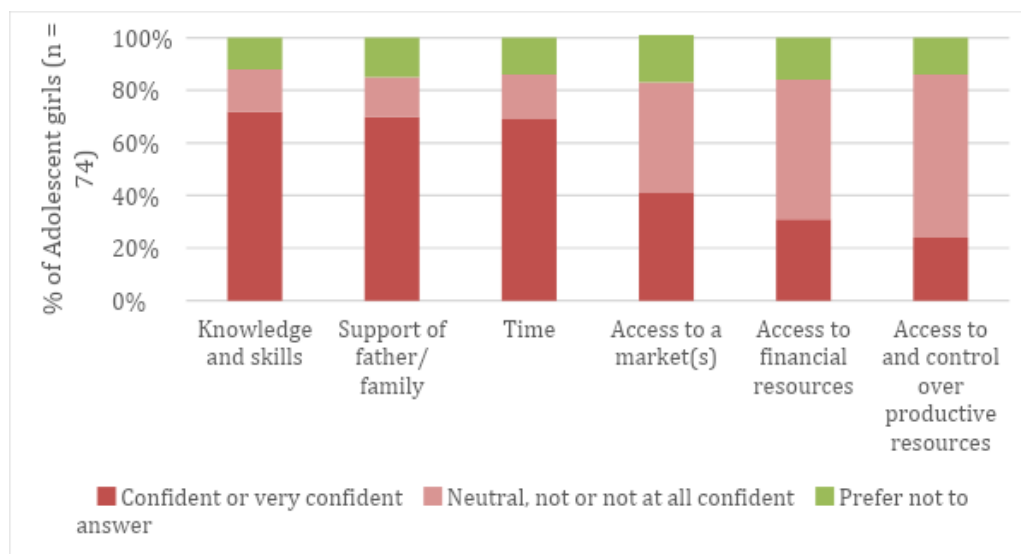
The pattern of response to this question showed that **the majority of adolescent girls surveyed for the ANCP baseline on Tonga were confident or very confident about having the knowledge and skills (72%), time (69%) and support from their fathers and/or families (70%) to engage in an IGA** (see Figure 6). The proportions of adolescent girls expressing confidence for these aspects of economic capability are strikingly high. The finding that most adolescent girls feel they have support from their fathers and families is consistent with the pattern of response from adult men to the GEM scale statement that *"I would like my daughter to be able to work outside the home so that she can support herself if necessary"* (see Section 5.3 for further discussion).

Regarding the finding that most adolescent girls are confident about their knowledge and skills, it should be noted that the survey question for that component was worded broadly and did not unpack any specific areas of knowledge and skills that could help girls engage effectively in economic activities. It could be useful for the future monitoring and evaluation of the economic capability indicator to create a more tailored version of this sub-question to assess the development of specific financial management skills by adolescent girls (e.g. knowing how to prepare a business plan, keeping accounts, understanding how interest on savings and loans work etc) as a result of their participation in project activities.

Markedly lower proportions of adolescent girls expressed confidence regarding the other components of economic capability assessed by the survey, **with 24% of adolescent girls reporting confidence that they have access to productive resources, 31% reporting confidence that they have access to financial resources, and 41% reporting confidence that they have access to a market where they get a fair price for their products and services.** These aspects of economic capability are clearly what adolescent girls see as the main barriers to their profitable economic participation.

By contrast, responses from adult women to the question relating to economic capability showed that the majority of adult women are confident about having the knowledge and skills (86%), time (78%), access to financial resources (55%), access to markets (79%) and support from their husband/ partner (83%) to profitably engage in an IGA. However, only 41% of adult women were confident that they have access to and control over the productive resources needed to profitably engage in an IGA. The pattern of response from adult men to the question on economic capability was very similar overall to that from adult women, with slightly more men reporting confidence regarding their access to financial resources.

**Figure 6: Reported levels of confidence for components of economic capability reported by adolescent girls (n = 74).**



Adolescent girl participants of FGDs in the ANCP target communities highlighted importance of family support, access to resources – including savings – and building skills and knowledge as important enabling factors for their economic participation. They also identified a range of challenges or barriers to their economic participation, which included social pressure on girls to stay home and help with chores, fears of being exploited or abused by

employers, and limited skills and experience of marketing (see Box 2). Adolescent girls in the communities of Vaini and Ha'apai also mentioned concerns about security for girls working outside the home and the risks of relatives taking advantage, while adolescent girls in Patangata and Vaini highlighted gendered differences in opportunities for economic participation for girls and boys.

### Box 2: Perspectives of adolescent girls regarding barriers to their economic participation.

*“Many young girls feel like they are solely responsible for assisting in home chores rather than going out to look for jobs –they are encouraged just to study hard or to assist younger siblings with homework”.*

**Adolescent girl FGD participant, Vaini.**

*“Girls should stay at home and not go to work outside the home to earn money. They should leave it to the boys to work which is better because they [boys] can return home later in the day”.* **Adolescent girl FGD participant, Patangata.**

*“Girls who work can be mentally or physically abused by older people due to lack of knowledge or skills and because of discriminatory attitudes regarding their background, age or academic qualifications. Relatives will take advantage and ask for money and not pay it back. Girls who work risk being cheated on by friends and family”.* **Adolescent girl FGD participants, Ha'apai.**

*“There is a vast difference for boys and girls. Young girls are obliged to do what they are being told by their parents. At times they feel micro-managed and they cannot really show or fulfil their potential. Whilst as for boys, they get to do whatever they do”.* **Adolescent girl FGD participant, Vaini.**



## 5.0 Analysis and Findings: Addressing barriers and building an enabling environment for women and girls' economic participation.

This section of the report presents the analysis findings of the ANCP Tonga baseline assessment for the project outcome referring to barriers to women's participation, decision-making and leadership being addressed through building an enabling environment for women's economic participation. Survey data are analysed to measure women and adolescent girls' participation in household economic decision-making and their participation in civil society spaces for decision-making at the community level. Data from FGDs is analysed to identify the barriers to economic participation and decision-making that women and adolescent girls perceive and experience.

Survey data on the attitudes of adolescent girls and their parents or caregivers (both adult women and adult men) across a range of gender equality issues are then analysed to measure levels of support for gender equality and the informal structures (social norms) that shape women and adolescent girls' economic participation and decision-making. The analysis of attitudinal data as measured by the GEM scale is disaggregated for the project target groups of men and community leaders, which groups are recognised as key reference groups for the enforcement of social norms.

### 5.1 Women and adolescent girls' participation in household decision-making

Women and adolescent girls' participation in economic decision-making at the household level was assessed by a survey question that measured the respondent's self-reported level of participation across five domains for adolescent girls and seven domains for adult women and adult men. The domains assessed referred to decision-making on:

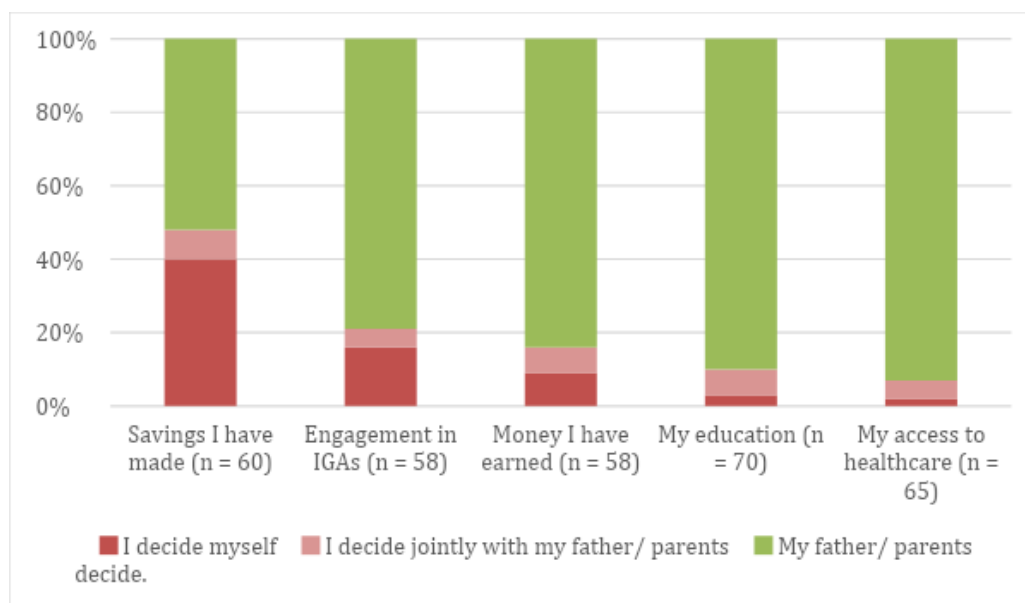
- a) Spending money earned by the respondent her/himself.
- b) Spending savings made by the respondent.
- c) Access to healthcare (for adolescent girls and adult women).
- d) Education of the adolescent girl respondent or education of the children of the household (for adult women and adult men).
- e) Engagement in IGAs (for adolescent girls only).
- f) Spending on major household purchase such as land, livestock, tools or agricultural inputs (for adult women and adult men).
- g) The adult woman or wife's visits to her relatives.

Pre-coded response options for the question reflecting different levels of participation were: "I can decide by/ for myself"; "I decide jointly with my husband/ partner or parents (for adolescent girls)"; or "My husband/ partner or parents decide for me." **Adolescent girls were**

categorised as active participants in household decision-making if they reported being either jointly or solely responsible for decision-making on at least three out of five domains assessed. Adult women were categorised as actively participating in household decision-making if they reported being either jointly or solely responsible for decision-making on five or more of the seven domains assessed.

The pattern of response from adolescent girls for the questions on participation in household economic decision-making is presented in Figure 7. The data show that – with the exception to some extent of the domain of decision-making referring to use of savings – the great majority of adolescent girls do not participate in household decision-making relating to their own needs and interests. **Only 11% of adolescent girls surveyed were found to have actively participated in decision-making for three or more of the five domains assessed. Only 9% of adolescent girls (n = 54 respondents) reported that they were able to decide for themselves regarding the use of their own earnings and savings.**

Figure 7: Levels of participation by adolescent girls in specified domains of household economic decision-making



By comparison, 72% of adult women were identified as being active participants in household economic decision-making based on their responses across the seven domains of decision-making. In most cases across all adult women reported that decisions were taken jointly with their husband or partner, although it was not clear to what extent they were necessarily able to influence decision-making in the event of any differences of opinion. The findings that 50% of adolescent girls and 47% of adult women strongly agreed with the

Gender Equitable Men (GEM) scale statement that *“The husband should decide to buy the major household items”*, and that 62% of adolescent girls and 31% of adult women strongly agreed with the statement that *“A man should have the final word about decisions in his home”* (see discussion in section 5.3) suggest that for many households in Tonga, men retain a dominant role in household decision-making. This interpretation of the data is consistent with the survey finding that only 22% of adult women reported being able to decide for themselves over the use of their own earnings and savings.

Qualitative data from the FGDs also indicated that adolescent girls often do not control the use of their earnings and are expected to listen to and obey their parents in financial decision-making. Girls who do not conform to this social norm risk family and community censure as explained by an adolescent girl from Vaini who commented that if a girl refused to give her earnings to her parents *“the community will think that she is a rebellious child as she has refused to let her parents influence her decision-making”*<sup>17</sup>. A possible exception to this norm was also identified from the FGD with adolescent girls in Vaini who commented that *“when parents ask for money to purchase smokes or drinks of anything which the girl will feel could be harmful either to them or another member of the household, then she [the girl] will refuse to let her parents use her income or savings”*<sup>18</sup>.

## 5.2 Women and girls’ participation in civil society spaces for community-level decision-making

The baseline survey included a question asked as a Likert scale to assess to what extent the respondent agreed or did not agree with the statement that *“I attend and regularly speak up in [a/ b or c meeting type] in my community”*. The question was asked for five types of civil society space for community-level decision-making which were: Women’s or Youth group meetings, Church meetings, Village Assembly meetings, Savings Club meetings or Other meetings.

As shown in Figure 8, **adolescent girls were most likely to report active participation (i.e. they agreed or strongly agreed with the statement) in Women’s or Youth group meetings (26% of respondents, n = 74) or Church meetings (23%)**. However, for all five kinds of civil society decision-making space the majority of adolescent girls reported either that they did not attend or that they did not actively participate in meetings (i.e. they were neutral, disagreed or strongly disagreed with the statement). Overall, **61% of adolescent**

---

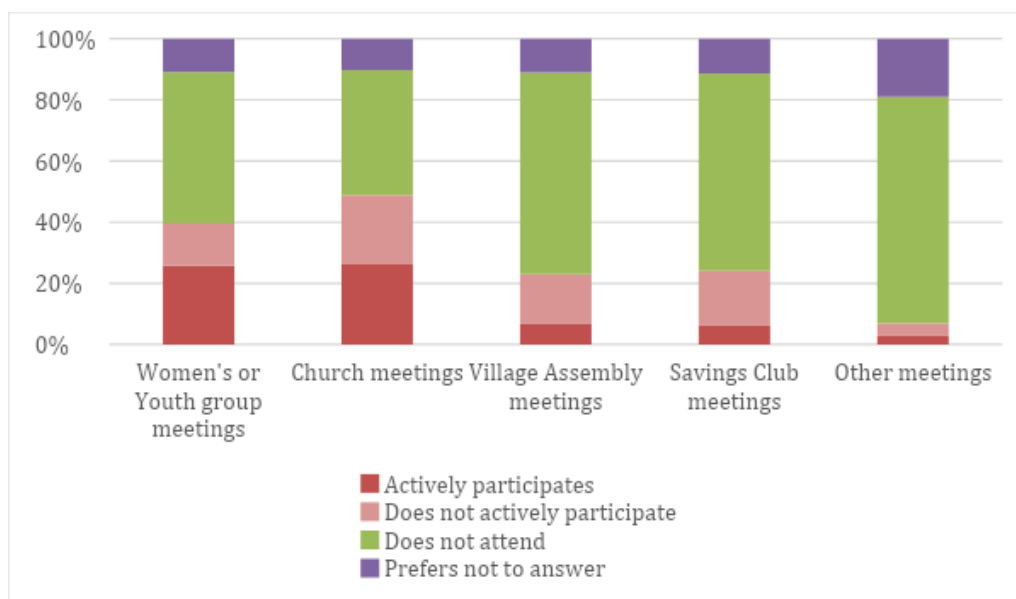
<sup>17</sup> Adolescent girl participant from FGD in Vaini community.

<sup>18</sup> *Ibid.*

girls reported they did not actively participate in any of the civil society spaces surveyed.

By contrast, only 31% of adult women and 16% of adult men reported that they did not actively participate in any of the civil society spaces surveyed. Adult women were most likely to report active participation in Church meetings (66%), Women’s group meetings (41%) or Village Assembly meetings (40%) and 59% of adult women reported active participation in two or more civil society spaces. Adult men were most likely to report active participation in Village Assembly meetings (80%), Church meetings (76%) and Men’s group meetings (72%) and 80% of adult men reported active participation in two or more civil society spaces. Overall, the baseline survey data show that the extent of participation in civil society spaces for decision-making varies markedly by age and sex with adult men being most likely to and adolescent girls being least likely to participate actively in those spaces.

Figure 8: Levels of participation in civil society spaces for community-level decision-making reported by Adolescent girls (n = 74).



### 5.3 Support for gender equitable social norms

Social norms are the informal structures comprising the attitudes and expectations that people have of each other, which influence collective behaviour and as a result shape gender and power relations<sup>19</sup>. The baseline survey used a set of 14 statements from the Gender-Equitable Men (GEM) scale to measure attitudes on gender norms for intimate

<sup>19</sup> See CI guidance for indicator 13 - % of people supported through/ by CARE who report gender equitable attitudes towards social norms (GEM Scale).

relationships and social expectations for women and men. The set of statements included twelve gender inequitable statements and two gender equitable statements. Respondents were asked to say whether they strongly agreed, somewhat agreed or did not agree to statements exploring attitudes to gender based violence, women’s roles, household decision-making and the rights of girls to education and engaging in IGAs. Responses to each statement were scored in accordance with CARE International guidance on the measurement of the indicator<sup>20</sup> and a composite score was calculated as the basis for categorising respondents as reporting low, moderate or high levels of support for gender equality.

**Attitudes on VAWG:** Table 6 presents the data on responses to the GEM scale statements exploring the acceptability of domestic violence. The majority of respondents across all respondent categories did not agree with the statements that *“There are times when a woman deserves to be beaten”* or that *“A woman should tolerate violence to keep her family together”*, with slightly higher proportions of adult men (who are the most common perpetrators of VAWG) expressing gender equitable attitudes on those statements than adolescent girls or adult women. However, only a minority of respondents (45% or less) across all respondent categories disagreed with the statement that *“A man using violence against his wife is a private matter that shouldn’t be discussed outside the couple”*. The pattern of response on this statement suggests the widespread persistence of gender inequitable attitudes regarding the rights of women and girls who experience violence to claim their rights to justice and support.

**Table 6: Gender Equitable Men (GEM) scale statements on VAWG disaggregated by category of respondent.**

How far do you agree with the statement:	Adolescent girls (n = 74)	Adult women (n = 58)	Adult men (n = 25)	Response pattern
There are times when a woman deserves to be beaten.				
<b>Do not agree</b>	<b>69% (51)</b>	<b>76% (44)</b>	<b>88% (22)</b>	Gender equitable (All)
<b>Somewhat/partly agree</b>	5% (4)	7% (4)	4% (1)	
<b>Strongly agree</b>	24% (18)	17% (10)	8% (2)	
<b>Prefer not to answer</b>	1% (1)	0	0	
A woman should tolerate violence to keep her family together.				
<b>Do not agree</b>	<b>57% (42)</b>	<b>55% (32)</b>	<b>68% (17)</b>	Gender

<sup>20</sup> *Ibid.*

<b>Somewhat/partly agree</b>	5% (4)	12% (7)	8% (2)	<b>equitable</b> (All)
<b>Strongly agree</b>	38% (28)	31% (18)	24% (6)	
<b>Prefer not to answer</b>	0	2% (1)	0	
A man using violence against his wife is a private matter that shouldn't be discussed outside the couple.				
<b>Do not agree</b>	<b>45% (33)</b>	41% (24)	42% (10)	<b>Gender inequitable</b> (All)
<b>Somewhat/partly agree</b>	11% (8)	7% (4)	0	
<b>Strongly agree</b>	41% (30)	<b>52% (30)</b>	<b>58% (14)</b>	
<b>Prefer not to answer</b>	4% (3)	0	0	

**Attitudes on the role and responsibilities of women:** Table 7 presents the data on responses to the GEM scale statements exploring the role of women in terms of responsibilities for housework and childcare, having children and working outside the home. It was widely recognised across all respondent categories that women should be able to work outside the home after having children and that a women's status was not solely dependent on her having children. However, the majority of respondents across all categories strongly agreed with the gender inequitable statement that "A woman's role is taking care of her home and family" with notably higher proportions of adolescent girls and adult women than adult men accepting the statement. The majority of adolescent girls and adult women also agreed with the gender inequitable statement that "Changing diapers, giving children a bath and feeding children is a mother's responsibility" whereas 68% of adult men disagreed on that statement. These findings suggest that conservative attitudes underlying and maintaining the unequal division of household chores and childcare responsibilities are widely held and particularly widespread among female respondents.

**Table 7: Gender Equitable Men (GEM) scale statements on the role of women disaggregated by respondent categories.**

How far do you agree with the statement:	Adolescent girls (n = 74)	Adult women (n = 58)	Adult men (n = 25)	Response pattern
Changing diapers, giving children a bath and feeding children is a mother's responsibility.				
<b>Do not agree</b>	26% (19)	12% (7)	<b>68% (17)</b>	<b>Mixed</b> Gender equitable (Adult men)
<b>Somewhat/partly agree</b>	8% (6)	7% (4)	8% (2)	
<b>Strongly agree</b>	<b>65% (48)</b>	<b>81% (47)</b>	24% (6)	
<b>Prefer not to answer</b>	1% (1)	0	0	
A woman's role is taking care of her home and family.				

<b>Do not agree</b>	9% (7)	5% (3)	32% (8)	<b>Gender inequitable (All)</b>
<b>Somewhat/partly agree</b>	7% (5)	10% (6)	0	
<b>Strongly agree</b>	<b>84% (62)</b>	<b>84% (49)</b>	<b>68% (17)</b>	
<b>Prefer not to answer</b>	0	0	0	
Only when a woman has a child is she a real woman.				
<b>Do not agree</b>	<b>65% (48)</b>	<b>60% (35)</b>	<b>72% (18)</b>	<b>Gender equitable (All)</b>
<b>Somewhat/partly agree</b>	3% (2)	9% (5)	4% (1)	
<b>Strongly agree</b>	27% (20)	29% (17)	20% (5)	
<b>Prefer not to answer</b>	5% (4)	2% (1)	4% (1)	
Women should be able to work outside the home after they have children if they want to.				
<b>Do not agree</b>	3% (2)	2% (1)	0	<b>Gender equitable (All)</b>
<b>Somewhat/partly agree</b>	4% (3)	4% (2)	0	
<b>Strongly agree</b>	<b>93% (69)</b>	<b>95% (54)</b>	<b>100% (25)</b>	
<b>Prefer not to answer</b>	0	0	0	

**Attitudes regarding women’s participation in decision-making:** Table 8 presents the data on responses to the GEM scale statements exploring women’s participation in decision-making at the household and community levels. This data shows that adolescent girls and adult women consistently expressed views supportive of male dominance in household and community decision-making. By contrast, the majority of adult men disagreed with statements that *“The husband should decide to buy the major household items”* and that *“A man should have the final say about decisions in his home”* and *“Women should leave community decision-making and politics to men”*. These patterns of response suggest that men are to some extent supportive of women’s participation in decision-making at both household and community levels. However, the majority of all respondents – female and male - agreed with the statement that *“A woman should obey her husband in all things”*, which finding suggests that there persists a widespread belief in the overall subordinate position of women in Tongan society.

**Table 8: Gender Equitable Men (GEM) scale statements on women’s participation in decision-making.**

How far do you agree with the statement:	Adolescent girls (n = 74)	Adult women (n = 58)	Adult men (n = 25)	Response pattern
The husband should decide to buy the major household items.				

<b>Do not agree</b>	35% (26)	31% (18)	<b>56% (14)</b>	<b>Mixed</b> Gender inequitable (AG, AW) Equitable (AM)
<b>Somewhat/partly agree</b>	9% (7)	22% (13)	8% (2)	
<b>Strongly agree</b>	<b>50% (37)</b>	<b>47% (27)</b>	36% (9)	
<b>Prefer not to answer</b>	5% (4)	0	0	
A woman should obey her husband in all things.				
<b>Do not agree</b>	31% (23)	14% (8)	20% (5)	<b>Gender inequitable</b> (All)
<b>Somewhat/partly agree</b>	11% (8)	16% (9)	20% (5)	
<b>Strongly agree</b>	<b>55% (41)</b>	<b>71% (41)</b>	<b>60% (15)</b>	
<b>Prefer not to answer</b>	3% (2)	0	0	
A man should have the final say about decisions in his home.				
<b>Do not agree</b>	27% (20)	<b>62% (36)</b>	<b>56% (14)</b>	<b>Mixed</b> Gender inequitable (AG) Equitable (AM +AW)
<b>Somewhat/partly agree</b>	8% (6)	7% (4)	4% (1)	
<b>Strongly agree</b>	<b>62% (46)</b>	31% (18)	36% (9)	
<b>Prefer not to answer</b>	3% (2)	0	4% (1)	
Women should leave community decision-making and politics to men.				
<b>Do not agree</b>	45% (33)	45% (33)	<b>68% (17)</b>	<b>Mixed</b> Gender inequitable (AG, AW) Equitable (AM)
<b>Somewhat/partly agree</b>	7% (5)	7% (5)	0	
<b>Strongly agree</b>	43% (32)	43% (32)	32% (6)	
<b>Prefer not to answer</b>	5% (4)	5% (4)	0	

FGDs with adult women in the ANCP target communities found a widespread expectation that couples should discuss the use of a woman's earnings alongside expectations that differences in opinion between the woman and man could lead to arguments and violence. This was identified by women from the remote Ha'apai community as a factor discouraging women and girls from engaging in IGAs. However, women FGD participants in the communities of Patangata and Vaini on the main island of Tongatapu commented that women's influence on household decision-making has increased and that in some households men are less dominant than they used to be.

### Box 3: Perspectives of women regarding the situation of a woman refusing to give her husband money she has earned.

*"It is common for women to earn their own income and contribute to the household finances. However, this can lead to conflicts if both partners do not have clear communication about how the woman's money should be used. Some families may have traditional views on finances, where the husband is the sole breadwinner and makes all financial decisions. In contrast, other families may have a more modern approach, where both partners contribute and make joint financial decisions. In our various families, disputes often arise when it comes to holding on to one's own money. There are differing viewpoints; some believe that a wife is selfish if she doesn't share her earnings or give them to her husband for the family's*



*needs, while others may support the wife's decision to keep her money". Women FGD participants, Patangata community.*

*"It used to be men who dominated in the majority of decision-making. But with the current situation, women now are rising up to be aware that they too can earn, manage and save money as men do". Woman FGD participant, Vaini community.*

**Attitudes on rights of girls to education and economic participation:** Table 9 presents the data on responses to the GEM scale statements exploring attitudes relating to girls' education and engagement in economic activities. The majority of respondents in all categories disagreed with the statements that *"It is important that boys have more education than girls"* and agreed that girls should be able to work outside the home. These patterns of response suggest there is widespread acceptance that girls have a right to education and economic participation. However, patterns of response to the statement that *"Girls should be sent to school only if they are not needed to help at home"* were more mixed. It was surprising that 57% of adolescent girls strongly agreed with this statement, which appears to be contradictory to their own interests. 45% of adult women also strongly agreed with the statement, while a further 7% somewhat or partly agreed. By contrast, 56% of adult men expressed gender equitable views by disagreeing with the statement. These mixed patterns of response can perhaps be seen as consistent with the conservative expectations that women are primarily responsible for childcare and housework expressed by adolescent girls and adult women in response to GEM scale statements around domestic chores.

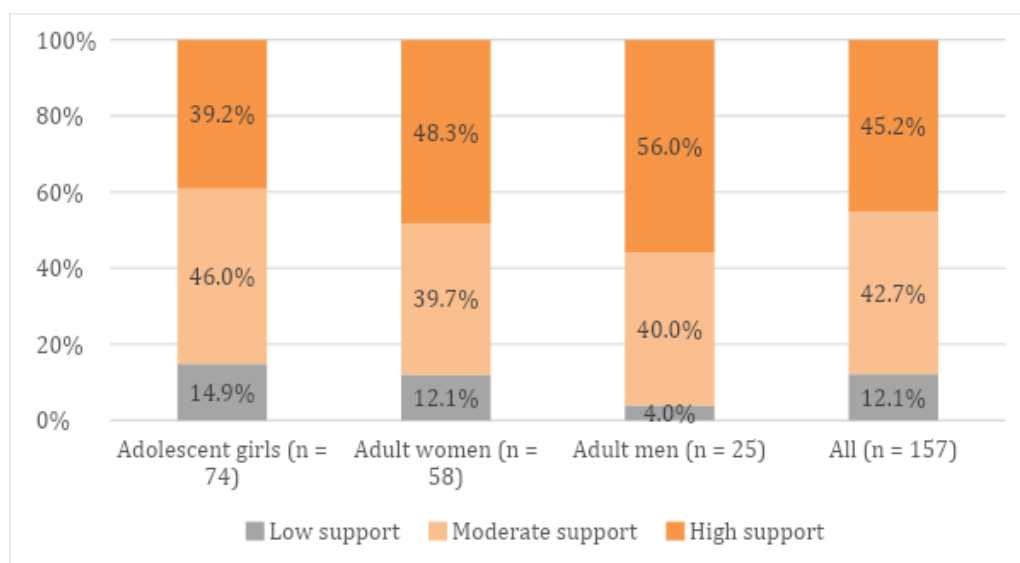
**Table 9: Gender Equitable Men (GEM) scale statements on girls' rights to education and economic participation.**

How far do you agree with the statement:	Adolescent girls (n = 74)	Adult women (n = 58)	Adult men (n = 25)	Response pattern
<i>It is important that boys have more education than girls.</i>				
<b>Do not agree</b>	<b>82% (61)</b>	<b>88% (51)</b>	<b>96% (24)</b>	<b>Gender equitable (All)</b>
<b>Somewhat/partly agree</b>	4% (3)	2% (1)	0	
<b>Strongly agree</b>	12% (9)	10% (6)	4% (1)	
<b>Prefer not to answer</b>	1% (1)	0	0	
<i>Girls should be sent to school only if they are not needed to help at home.</i>				
<b>Do not agree</b>	36% (27)	<b>48% (28)</b>	<b>56% (14)</b>	<b>Mixed</b> Gender equitable (AM) Inequitable (AG, AW)
<b>Somewhat/partly agree</b>	4% (3)	7% (4)	4% (1)	
<b>Strongly agree</b>	<b>57% (42)</b>	45% (26)	40% (10)	
<b>Prefer not to answer</b>	3% (2)	0	0	

I would like my daughter to be able to work outside the home so that she can support herself if necessary.				
<b>Do not agree</b>	7% (5)	14% (8)	8% (2)	<b>Gender equitable (All)</b>
<b>Somewhat/partly agree</b>	11% (8)	7% (4)	4% (1)	
<b>Strongly agree</b>	<b>81% (59)</b>	<b>79% (46)</b>	<b>88% (22)</b>	
<b>Prefer not to answer</b>	1% (1)	0	0	

**Overall levels of support for gender equitable social norms:** Analysis of the composite scores for responses across the set of 14 GEM scale statements shows that 45% of all respondents surveyed expressed high levels of support, 43% of all respondents expressed moderate levels of support, and 12% of all respondents expressed low levels of support for gender equitable attitudes. There were however marked differences between respondent categories in the % of respondents expressing support for gender equitable attitudes (See Figure 9). A larger proportion of the adult men surveyed expressed high levels of support than adult women or adolescent girls. Adolescent girls were less likely to express high levels of support for gender equitable attitudes and adolescent girls and adult women were more likely to express low support for gender equitable attitudes as compared with adult men. These findings highlight the need to facilitate reflection and dialogue with project participants and the wider community on issues of gender equality as a key element of gender-transformative programming, and in particular highlight the importance of challenging social norms relating to women and girls' roles and status which define and maintain the unequal division of household work and decision-making.

Figure 9: Levels of support for gender equitable social norms based on GEM scale composite scores.



#### 5.4 Rejection of Intimate Partner Violence

Violence against women and girls is recognised as a significant barrier to women’s economic participation, decision-making and leadership. Societal attitudes regarding VAWG reflect social norms relating to women’s status and the extent to which they are able to claim their economic, social and political rights in their households and communities. The ANCP Tonga project’s baseline assessment included measurement of the CARE International global indicator of change regarding the acceptability of intimate partner violence – the *% of people of all genders who reject intimate partner violence*<sup>21</sup>. Measurement of this indicator is based on the standard DHS question: “In your opinion, is a husband justified in hitting or beating his wife in the following situations:

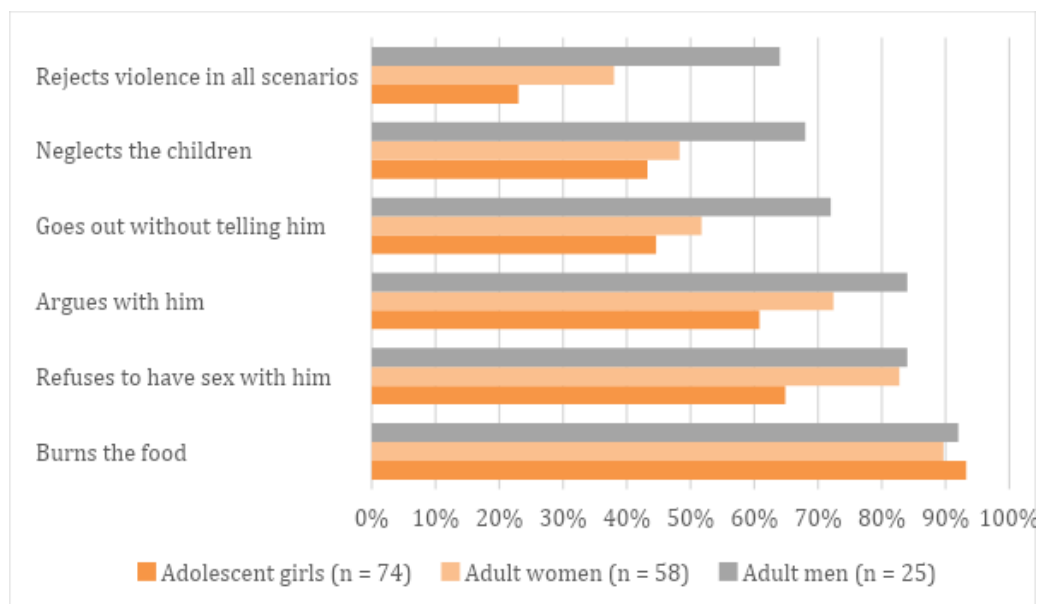
- a) If she goes out without telling him?
- b) If she refuses to have sex with him?
- c) If she argues with him?
- d) If she neglects the children?
- e) If she burns the food?”

Figure 10 presents the % of adolescent girls, adult women and adult men answering no (i.e. rejecting IPV) in each of those situations as well as the % of each respondent category rejecting violence in all five situations. The survey data show that adolescent girls were most likely to reject violence for the situations of the wife burning the food (93%), refusing to have

<sup>21</sup> See CARE International guidance for indicator 2 - % of people of all genders who reject intimate partner violence

sex with her husband (65%) and arguing with her husband (61%). However, **50% of adolescent girls surveyed thought a husband would be justified in hitting/ beating wife if she neglected the children and 49% if she went out without telling him.**

Figure 10: % of adolescent girls, adult women and adult men rejecting IPV for different situations and across all situations.



The majority of adult women also rejected violence for the situations of the wife burning the food (90%), refusing to have sex with her husband (83%) and arguing with her husband (72%), but only 52% of adult women rejected violence in the situation of the wife going out without telling her husband, and 48% rejected violence in the situation of a wife neglecting her children. These patterns of response suggest widespread acceptance among adolescent girls and women of social norms relating to women’s roles and mobility and male violence as a mechanism for female control and enforcement of those norms. In striking contrast, the majority of adult men surveyed rejected violence in each of the five situations, with notably higher proportions of adult men than adult women or adolescent girls rejecting violence in the situation of a wife going out without telling her husband (72%) or neglecting the children (68%).

In terms of the overall indicator for rejection of IPV, **23% of adolescent girls rejected violence across all five situations as compared with 38% of adult women and 64% of adult men.** 47% of community leaders (n = 19) rejected violence across all five situations but **community leaders were not significantly more or less likely than community members to reject violence.** These overall findings suggest that **adolescent girls in the**

**ANCP project impact group currently have limited awareness of their right to a life free from violence**, thereby highlighting the importance for this group of the Talitha's proposed focus on incorporating approaches for healthy relationships free from violence and young women's leadership in their work with adolescent girls and boys through the ANCP project. They also highlight the importance of the project's focus on engaging community leaders in dialogue and reflection on social norms relating to gender equality and VAWG.

## 6.0 Conclusions

Table 10 presents the baseline values for the ANCP Tonga project indicators at outcome and output levels measured by the baseline assessment. It must be noted that the various output level indicators identified by the Talitha team to measure the engagement of men and boys in actions to promote gender equality will be measured through the ongoing monitoring of project activities and the values of these indicators at baseline were therefore assumed as zero.

Key findings of the baseline assessment in terms of the domain of **agency** are as follows:

- Adolescent girls in the ANCP Tonga project pilot communities were economically active across a range of informal sector activities relating to housework, livestock rearing, agriculture and fishing. However, less than one third (31%) of the girls surveyed were found to be economically active in at least one paid IGAs, and only 7% of adolescent girls surveyed reported diversification of IGAs in the sense of reporting participation in more than one paid IGA.
- Adolescent girls with paid IGAs reported on average total monthly earnings of 503 TOP (AUD 315) – slightly less than half the average monthly earnings of 1116 TOP (AUD 700) reported by adult women.
- While 47% of adolescent girls surveyed reported having savings either at home or with some kind of financial institution, only 10% of adolescent girls were identified as active users of any financial services, including 6% who were active users of a savings club. By contrast 64% of women and 72% of men were identified as active users of any financial services at the time of the survey, with 9% of women and 24% of men reporting active use of savings clubs.
- 26% of adolescent girls with savings (n = 35) reported using their own earning as their source of savings as compared with 74% who reported that they get money for savings from their parents, and 17% who reported getting money for savings from another source.

- In terms of economic capability, the majority of adolescent girls surveyed for the ANCP baseline on Tonga were confident or very confident about having the knowledge and skills (72%), time (69%) and support from their fathers and/or families (70%) to engage in an IGA. However, only 24% of adolescent girls reported confidence that they have access to productive resources, 31% reporting confidence that they have access to financial resources, and 41% reporting confidence that they have access to a market where they get a fair price for their products and services.
- Qualitative data from FGDs highlighted social pressure on girls to stay home and help with chores, fears of being exploited or abused by employers, and limited skills and experience of marketing as key barriers to adolescent girls' economic participation.

Key findings of the baseline assessment regarding the domain of **relations** indicate that the majority of adolescent girls are not active participants in household decision-making relating to their needs and interests.

- Only 11% of adolescent girls reported active participation in household decision-making across three or more of the five domains assessed by the survey.
- 40% of 60 adolescent girl respondents reported that they were able to decide for themselves regarding the use of their savings, as compared with 9% of 58 adolescent girl respondents who reported they were able to decide for themselves regarding the use of money they had earned. Only 9% of adolescent girl respondents (n = 54) reported that they were able to decide for themselves regarding the use of their savings and earnings.
- Qualitative data from the FGDs also showed that adolescent girls do not always control the use of their earnings and are expected to listen to and obey their parents in financial decision-making. Girls who do not conform to this social norm risk family and community censure.
- By contrast, 72% of adult women interviewed in the ANCP project communities were identified as being active participants in household economic decision-making based on their responses across the seven domains of decision-making. In most cases across all adult women reported that decisions were taken jointly with their husband or partner, although it was not clear to what extent they were necessarily able to influence decision-making in the event of any differences of opinion. Responses from women and adolescent girls on the GEM scale statement referring to decision-making suggest that for many households in Tonga, men retain a dominant role in household decision-making.
- The majority of adolescent girls (61%) also reported that they did not actively participate in any of the civil society spaces for decision-making surveyed.

Key findings of the baseline assessment regarding the **structures** that shape adolescent girls' economic participation indicate that 45% of all respondents (39% of adolescent girls, 48% of women and 56% of men surveyed) expressed high levels of support overall for gender equitable attitudes, but that gender inequitable attitudes on some issues are relatively widespread, especially among adolescent girls and women and are likely to present barriers to women and girls' economic justice.

- The survey found widespread support among adolescent girls, women and men for girls' access to education and opportunities for economic engagement, and for women's involvement in community decision-making and politics.
- Although 93% of AG and 95% of women agreed with the statement that *"Women should be able to work outside the home after they have children if they want to"*, the majority of adolescent girls and women expressed conservative attitudes regarding the unequal division of household chores and childcare.
- The majority of women also either strongly or partly agreed with statements indicating acceptance of men's dominance in household decision-making.
- Responses from adolescent girls, women and men to the GEM scale statements on violence against women and girls suggest that most respondents did not agree that domestic violence is acceptable or should be tolerated by women to keep their families together. However, the majority of adult women and men strongly agreed with the view that domestic violence is a private matter which should not be discussed outside the couple.
- Overall, only 23% of adolescent girls surveyed expressed their rejection of violence in all of the five situations assessed in the survey as compared with 38% of women and 64% of men. Community leaders were not more likely to reject violence across all five situations than community members. 50% of adolescent girls thought a husband would be justified in beating his wife if she neglected the children and 49% if she went out without telling him.
- These findings indicate widespread acceptance among the adolescent girls surveyed of men's use of violence in situations which reflect social norms relating to women's roles and mobility.

**Table 10: Baseline assessment of outcome and output indicators for women and girls' increased economic resilience**

Result statement	Tonga Project Indicator	Baseline Value
<b>ANCP Goal: To</b>	% and # of adolescent girls report that they know	72%

strengthen women's economic justice and contribute to a resilient civil society in the Pacific.	how to manage their finances. <i>Measure: Adolescent girls reporting that they are confident or very confident they have the knowledge and skills to plan and profitably engage in an IGA.</i>	(n = 53)
	% and # of adolescent girls reporting that the male family members they live with are in support of their financial/entrepreneurial ventures. <i>Measure: Adolescent girls reporting that they are confident or very confident they have support from their fathers and family to engage in an IGA.</i>	70% (n = 52)
	# and % of adolescent girls are able to set their own priorities for their budget <i>Measure: Adolescent girls reporting they can decide for themselves re use of earnings <u>and</u> savings.</i> <i>Measure: Adolescent girls reporting they can decide for themselves re use of <u>savings</u>.</i> <i>Measure: Adolescent girls reporting they can decide for themselves re use of <u>earnings</u>.</i>	9% (n = 5 of 54) 40% (n = 24 of 60) 9% (n = 5 of 58)
<b>Outcome 1:</b> Women and girls with and without disabilities have increased economic resilience as a result of engaging in improved income generating activities and/or increased access to savings and loans.	% and # of adolescent girls who are able to save money without the help of their parents (personal saving)	13% (n = 9 of 69)
	% and # of adolescent girls reporting diversification of income generating activities available to the participants. <i>Measure: Adolescent girls reporting &gt; 1 IGA paid in cash.</i>	7% (n = 5)
<b>Output 1.1</b> Women and girls (with and without disabilities) in target communities are participating in savings and loans groups.	% of targeted adolescent girls staying in the savings and loans group until the end of the year. <i>Note: Baseline value shows % adolescent girls who reported as active users of savings clubs before the establishment of project VSLAs.</i>	6% (n = 4 of 69)
<b>Output 1.2</b> Women and girls (with and without disabilities) in savings clubs in target communities are engaging in improved income generating activities.	% of adolescent girls that participate in <u>any</u> means of making money (IGA paid in cash)	31% (n = 23)
	% of adolescent girls reporting that they have control over how they spend and save their money. Numbers of people with increased incomes (as a result of the project-led activities) (DFAT Indicator) <i>Measure: Adolescent girls reporting increased incomes in past year.</i>	7% (n = 5) 15% (n = 8 of 54)



<p>EOP Outcome 2: Barriers to women's participation, decision-making and leadership are addressed through building an enabling environment for women's economic participation.</p>	<p>2.1 # and % of adolescent girls and women who have actively participated in economic decision-making in the <b>household</b>. <i>Measure: % reporting they decide jointly or can decide for themselves in at least 3/5 domains of decision-making (AG), or 4/6 domains (AW).</i></p> <p>2.1 # and % of adolescent girls and women who have actively participated in economic decision-making in their <b>community</b>.</p> <p>2.2 # of participant adolescent girls who can identify barriers they currently face to economic participation, decision-making and leadership. <b>(FGDs)</b></p> <p>2.3 % of adolescent girls and women reporting decrease in or resolution to barriers they face to economic participation as a result of participating in project activities. <b>(Endline assessment only)</b></p>	<p>AG: 11% (7) AW: 72% (42)</p> <p>AG: 40% (29) AW: 69% (40)</p>
<p>Output 2.1: Women and girls (with and without disabilities) in savings clubs participate safely and meaningfully in decision-making and leadership at household and community level.</p>	<p>2.1.1 Number and % of women and girls who have actively participated in economic decision-making in a) the household and/or b) their workplace/ community.</p>	<p>See values reported above</p>
<p>Output 2.2: Men and boys from project target groups are engaged in and support actions to promote gender equality at the household and community levels.</p>	<p># of positive shifts in informal structures (social norms, cultural, beliefs etc) as defined and influenced by movements and/or activists supported by CARE.</p> <p><i>Measure 1: % of male respondents (AG, Adult women, Adult men) reporting high support for gender equitable social norms based on GEM scale statements.</i></p> <p><i>Measure 2: % of respondents (AG, Adult women, Adult men) rejecting violence.</i></p>	<p>AG: 39% (29) AW: 48% (28) AM: 56% (14)</p> <p>AG: 23% (17) AW: 38% (22) AM: 64% (16)</p>
	<p># of male champions within the community who invest in or help their partner's economic ventures, whether it be in terms of financial, physical or moral support. <i>(Activity monitoring)</i></p> <p># of male champions identified <i>(Activity monitoring)</i></p> <p># of male champions trained through project-led activities <i>(Activity monitoring)</i></p> <p># of males who continue to lead and support target</p>	<p>0</p> <p>0</p> <p>0</p>

	community groups ( <i>Activity monitoring</i> )	0
Output 2.3: Community opinion leaders are challenging social norms that contribute to gender inequalities.	% of community leaders reporting high support for gender equitable social norms based on GEM scale statements.	58% (11 of 19)
	% of community leaders rejecting violence.	47% (9 of 19)

## References

CARE Australia (2022). *Pacific Partnerships for Gender Equality – ANCP Project Design for Pacific Partnership Unit*. Project design document, 69pp.

CARE Australia (2022). ANCP Program Framework, FY2022 – 2027

CARE Australia (2022), *Rapid Disability Analysis for Tonga (ANCP)*.

CARE Australia (2021), *COVID-19 and TC Harold Rapid Gender, Disability and Inclusion Analysis*.

CARE International in Vanuatu (2022). *Pacific Partnerships for Gender Equality in Vanuatu*. ANCP Project Design document, 68 pp.

[CARE 2030 Global Indicators for measuring change \(careemergencytoolkit.org\)](https://careemergencytoolkit.org)

CARE International guidance for indicator 2 - % of people of all genders who reject intimate partner violence

CARE International guidance for indicator 13 - % of people supported through/ by CARE who report gender equitable attitudes towards social norms (GEM Scale).

CARE USA (2017). *Applying Theory to Practice: CARE's Journey Piloting Social Norms Measures for Gender Programming*.

Government of the Kingdom of Tonga, (2019). *Gender equality: Where do we stand?* Report prepared by the Ministry of Internal Affairs, Women's Affairs Division.

Ma`a Fafine mo e Famili (2012). *National Study on Domestic Violence against Women in Tonga 2009*. Nuku'alofa, Tonga.

Tonga Statistics Department (2017). *Tonga 2016 Census of Population and Housing*. Volume 1: Basic Tables and Administrative Data.

Tonga Statistics Department (2018). *Tonga Disability Survey Report 2018*.

<https://www.unicef.org/pacificislands/reports/tonga-disability-survey-report-2018>

Acknowledgments

I would like to thank the members of (organisation name) for their kind cooperation and for their contribution to this report.

Photo Credits

John Hewat@CARE / obtained with consent

Supporting women.  
Defeating poverty.



[care.org.au](http://care.org.au)



