



**External Evaluation for the Project: Implementation of the National Gender-Based
Violence Plan of Action**

Funded by the United Nations Trust Fund to End Violence Against Women

**Implementing agency: Women's Department
Ministry of Human Development, Social Transformation and Poverty Alleviation**

Project Period: November 2012 to October 2015

Country: Belize, Central America

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1. List of acronyms and abbreviations:

- BFLA – Belize Family Life Association
- DVU- Domestic Violence Unit
- GBV – Gender Based Violence
- GBVPOA- Gender Based Violence Plan of Action
- GOB- Government of Belize
- MHDSTPA – Ministry of Human Development Social Transformation and Poverty Alleviation
- MOH- Ministry of Health
- NGBVC- National Gender Based Violence Committee
- NGBVPA- National Gender Based Violence Plan of Action
- NCFC- National Committee for Families and Children
- NWC- National Women’s Commission
- PDC- Professional Development Credits
- UB University of Belize
- WD- Women’s Department

2. Executive summary:

This project was implemented by the Women's Department of the Ministry of Human Development and Social Transformation and funded by the UN Trust Fund to End Violence Against Women. It consisted on the "*Implementation of the National Gender-Based Violence Plan of Action*" (NGBVPA). The overall goal of this project was: *Each woman and girl in Belize achieves a life free from violence through effective implementation of the National Gender-Based Violence Plan of Action.*

Besides the project being coordinated and administered by the Women's Department, the National Gender-Based Violence Committee (NGBVC) played an advisory role to the Department in the implementation of the Plan of Action. The Committee included representatives of relevant public sector Departments and Ministries, statutory bodies, civil society groups and UN Country Offices, UNFPA and UNICEF.

The amount requested from the UN Trust Fund for this specific project was US\$539,350. The contribution of the counterpart was US\$127,115 for a total of US\$666,465.

The overall goal of this evaluation was to support the Women's Department and the Government of Belize in evaluating if the outcomes and outputs of the National Gender-Based Violence Plan of Action were effectively implemented through the UN Trust Fund project.

The evaluation process involved the use of the qualitative approach, interviewing all secondary beneficiaries who were involved in the project, as the main data source. Other data sources included end of year project reports and Gender-Based Violence (GBV) reports. One of the major and most critical limitations of the project evaluation was the lack of a baseline and endline data system, as well as a monitoring and evaluation system for the collection of statistical data.

The main findings of the project highlight that GBV continues to be a critical issue affecting the lives of women and girls in Belize. This means that continuous, high impact, and permanent advocacy and education programs continue to be important in the battle against GBV in Belize. Improvement of the services and support systems to GBV victims/survivors must also be continued in Belize, with special attention on rural areas, youths and Indigenous Peoples. The coordination and networking of agencies, human resources and financial resources are critical to the effective implementation of the GBVPA. All relevant Departments and Ministries must institutionalize the GBVPA into their everyday work for its effective implementation and sustainability. It is only

through coordinated efforts; with a multi-sectorial approach to combat GBV that higher impact outcomes will be achieved. There is an urgent need for strengthening (building capacity) of the NWC so that they are able to lead the follow up on the over all implementation of the GBVPA in Belize.

3. Context of the Project

In Belize, similar to our neighboring countries of both the Caribbean and the Central American regions, violence against women is a phenomenon that is critically affecting the lives of women and young girls. Violence against women has become a daily practice in most of our communities; having a serious, long-term social and economic cost on our societies. Even though in Belize there is currently a lack of research to concretely provide the exact number of women who have been victims of gender-based violence, both the public and civil society sectors who have experience and are working on this issue, have confirmed that GBV is a serious matter affecting women and girls, to the point where it is an endemic. This is in reality a global scenario that has pushed women, women's organizations and other civil society organizations to make a global call for action to end gender-based violence and especially so, to address the root causes of that violence, demanding for better societal conditions that will allow women to live in an environment free from violence.

In an effort to address gender-based violence, Belize has taken steps from legislative reform to the establishment of shelters for women, a Domestic Violence Unit in the Police Department, training of police recruits and high ranking officers, etc. Yet in Belize, as elsewhere, the impact of these changes has been limited. Some of the factors contributing to the low impact of these changes include but are not limited to: poor implementation of law reforms; lack of a proper and functioning data system on GBV that records the incidence and allows for effective measures to be implemented; existence of gaps in the justice system; and support services and measures are still not enough or readily accessible to all women victims and survivors of GBV. In view of this situation, Belize developed a *National Gender-Based Violence Plan of Action* to guide its work on GBV, nationally.

The Plan of Action was developed based on previous work of both government and civil society organizations. Two studies provided critical input into the plan: *A National Assessment of Actions on Ending Violence Against Women* and *Strengthening State Accountability in Policing and*

Prosecuting Sexual Assaults. These two studies were carried out in partnership with UN Women through the project *Strengthening State Accountability and Community Action on Ending Gender-Based Violence in the Caribbean*, which also provided support for the development of the Plan. In addition to the input provided by these two studies, consultation with relevant stakeholders was a critical part of the process of developing the Plan. When the document was ready, it was revised by the Chief Executive Officers of the relevant Ministries, and subsequently passed by Cabinet in June 2010. This achievement made Belize the first country in the Caribbean to develop a National Plan of Action with endorsement at the highest political level.

This Plan of Action sets out a multi-sectorial strategy to strengthen the response to victims/survivors, to implement prevention strategies based on an understanding of the roots of violence against women, and to ensure that it is possible to measure the extent of this violence in Belize. It engages the public sector, including the Police Department, the Judiciary, Ministry of Health, Ministry of Education, Ministry of Human Development and others, in strengthening the response to gender-based violence. It also supports civil society organizations to develop a more focused and effective response, particularly in the development of community-based support and advocacy.

Description of the Project

Every year, The UN Trust Fund, through its work focus which seeks to End Violence against Women, supports innovative projects led by women's organizations, Governments, civil society organizations, etc.; by funding projects that address gender-based violence. In the case of Belize, this Fund financed a project implemented by the Women's Department of the Ministry of Human Development and Social Transformation, which concentrated on the *"Implementation of the National Gender-Based Violence Plan of Action in Belize"*. The project period was implemented from November 2012 to October 2015.

The UN Trust Funded project's overall goal was in line with the goals of the Plan of Action, both emphasizing that *"Each woman and girl in Belize achieves a life free from violence through effective implementation of the National Gender-Based Violence Plan of Action"*.

The UN TRUST Fund project had four overall outcomes, which were to directly contribute to the achievement of the four goals and related objectives of the Plan of Action, as well as its overall implementation, monitoring and evaluation. The specific Project outcomes set out in the UN TRUST Fund were:

- **Outcome 1:** Adult and child survivors of gender-based violence have access to justice, especially effective response from the police and judicial systems.
- **Outcome 2:** Adult and child survivors of gender-based violence have access to quality services and support in both urban and rural areas.
- **Outcome 3:** Women and men's organizations are reaching out to communities so that they have a greater understanding of GBV to be able to address both immediate and underlying causes.
- **Outcome 4:** The extent of gender-based violence in Belize and the effectiveness of strategies to respond to it are measured.

The specific forms and manifestation of violence that the project covered were: 1) Intimate partner violence (violence in the family): a) physical violence, b) sexual violence, c) psychological violence, d) economic violence; 2) Sexual violence by non-partners (rape/sexual assault)-(violence in the community), 3) Sexual violence by non-partners (rape/sexual assault)-(violence in the community); 4) Sexual harassment and violence in public spaces/institutions-(violence in the community): a) violence in schools, b) violence in the workplace, c) violence in public spaces.

As mentioned before, the UN Trust Fund project was implemented, administered and supervised by the Women's Department. The Department has many years of experience in the development and implementation of strategies on gender-based violence. The Department has also developed strong collaboration with UN agencies (UN Women, UNFPA and PAHO) both in Belize and as a participant in sub-regional projects. The National Gender-Based Violence Committee (NGBVC) played an advisory role to the Department in the implementation of the Plan of Action. This Committee includes representatives of relevant public sector Departments and Ministries, statutory bodies, civil society groups and UN Country Offices.

The primary beneficiaries of both the Plan of Action and this project were women and girls in Belize. This included both victims/survivors of violence against women and those who benefit from the public awareness and prevention activities. The Plan of Action has a national scope covering all six districts in Belize. It included activities designed to enhance the national framework for the response to gender-based violence as well as those intended to ensure that all women in both the urban and rural communities across Belize have access to adequate support and advocacy services and prevention strategies. Particular attention was been paid to the inclusion of indigenous women by engaging them in the ongoing development and implementation of strategies, as well as through specific activities included in the plan.

Secondary beneficiaries included those involved in policy and decision making at the national, district and local levels (government officials), in the direct response to victims/survivors by the public sector (police, legal officers, health professionals, social service providers, educational professionals), in providing both services and prevention activities at the national and community levels (NGOs and community based groups), and the general public (including men and boys). This incorporated the need for strategies to include a strong national framework for addressing violence against women (including strong legislation and effective policies to support its effectiveness), for effective response to survivors and for awareness and attitude change at the community level.

The Strategy and Theory of Change (or results chain) of the Project was:

Results Chain

Outcomes	Outputs	Activities
<p>Outcome 1: Adult and child survivors of GBV have access to justice especially effective response from the police and judicial systems.</p>	<p>Output 1.1 A comprehensive internal plan for improving response to GBV is developed and implemented within the Police Department.</p>	<p>1.1.1 Develop a comprehensive internal plan for improving response to GBV in the Belize Police Dept.</p> <p>1.1.2 Review, expand and implement police recruit and in-service training programmes on gender awareness and GBV with particular attention to the effective collection of evidence.</p> <p>1.1.3 Ensure that all officers (including senior officers) have basic training in the new Domestic Violence Act.</p> <p>1.1.4 Establish a system of long-term specialist officers for responding to domestic violence (with a clear career path for those choosing to specialize in this area) and a sexual offenses unit in the Criminal Investigations Branch, staffed with female officers.</p> <p>1.1.5 Conduct a public awareness campaign on the use of the Ombudsman Office for complaints on the response to incidents of gender-based violence.</p>

	Output 1.2: The role of the Office of the Ombudsman in providing oversight and redress in cases of GBV is strengthened.	1.2.1 Conduct a public awareness campaign on the use of the Ombudsman Office for complaints on the response to incidents of GBV. 1.2.2 Conduct a special investigation into the issues raised in the report "Strengthening State Accountability in the Policing and Prosecuting of Sexual Offense".
	Output 1.3: The legal framework for the prosecution of sexual offenses, including abuse of children, is strengthened	1.3.1 Review and revise all laws relating to sexual offenses, including but not limited to creating new offenses that better reflect the range of sexual assaults. 1.3.2 Strengthen protection for under-age survivors of sexual abuse.
Outcome 2: Adult and child survivors of GBV have access to quality services in both rural and urban areas.	Output 2.1 Health care workers and institutions provide services to survivors of GBV in a supportive, respectful and confident manner.	2.1.1 Develop and implement annual in-service training on GBV for health care workers, including developing an understanding of how the issue affects themselves and their patients. 2.1.2 Complete and print a popular version of the Ministry of Health's Complaints Policy. 2.1.3 Review the provision of medical services for victims of sexual offenses and other cases of GBV and make recommendations for improvements in service. 2.1.4 Strengthen a system of doctors permanently resident in Belize who specialize in gathering evidence and giving testimony in cases of sexual abuse.
	Output 2.2 Support and advocacy for survivors of GBV is available in both urban and rural areas.	2.2.1 Support the creation of a civil society network on violence against women, with representation of women from both urban and rural areas, including indigenous women. 2.2.2 Assess the need for community based services for survivors of GBV and develop a model for the development of these services. 2.2.3 Develop and implement a training programme on gender-awareness and the Domestic Violence Act for Alcaldes and village chairmen in Maya villages.
	Output 2.3 Schools play an effective role in the identification of and support to victims of sexual abuse.	2.3.1 Implement in-service training for teachers on legislation and obligations on sexual abuse of children. 2.3.2 Incorporate training in basic counseling skills into teacher training programme. 2.3.3 Review and enhance the Gender Awareness Safe Schools Programme.
Outcome 3: Women's and men's organizations are reaching out to communities so that they have a greater understanding of GBV to be able to address both intermediate and underlying causes.	Output 3.1 Organizations and institutions address the roots of GBV, with special focus on the relationships between violence against women and gender equality.	3.1.1 Hold a symposium on the roots of GBV, including international participation. 3.1.2 Conduct a public awareness campaign on rape and sexual assault, including an analysis of the roots of violence as well as practical information for survivors. 3.1.3 Analyze the impact of the media's treatment of women on attitudes and practices related to GBV. 3.1.4 Develop materials to raise awareness among young people on the roots of GBV. 3.1.5 Appoint and train specialist teachers to attend different schools and teach matters relating to sex and sexuality, violence against women and children, and related matters in the context of the Health and Family Life Education Curriculum.
	Output 3.2 There is at least one men's organization or group in each district addressing issues of masculinity and GBV.	3.2.1 Hold a symposium on masculinity and GBV, including resource people who have developed groups in Central America or the Caribbean
Output 4: the extent of GBV in Belize	Output 4.1 There is a system in place to	4.1.1 Develop and implement an ongoing mechanism to

and the effectiveness of strategies to respond to it are measures.	measure the incidence, frequency and severity of GBV.	measure the incidence, frequency and severity of 2GBV in Belize.
	Output 4.2 Systems designed to measure reported cases of GBV capture all reported cases of both domestic violence and sexual violence	4.2.1 Review and revise the existing process for gathering the Police Department's GBV statistics countrywide. 4.2.2 Review and revise the MOH's 'Surveillance System on Gender-Based Violence' with particular attention to recommendations made by the 2011 PAHO supported assessment of the system

As mentioned before, the UN Trust Fund project covered all six districts in the country of Belize. The total financial resources allocated were \$0.7 million with \$0.5 million coming from the UN grant and counterpart contribution of \$0.2 million.

4. Purpose of the evaluation:

In the first instance, this evaluation was carried out because The UN Trust Fund to End Violence against Women requires a mandatory final project evaluation as integral part of the conditions for the grant. Second and more importantly, if the country of Belize is serious about ending domestic violence in Belize, an evaluation of this project is extremely critical to ensure to what extent outcomes and related outputs were achieved based on the successful execution of the activities thereunder. If the proper systems are established within the Police Department, the schools, the health facilities, justice system to properly track, report and punish cases of domestic violence, Belize would be well on its way to battling this serious issue affecting its women. With the achievement of the overarching main project goal, which is to increase protection from GBV for women and girls and make them able to access more effective, supportive and preventative services, then the way forward will be to eliminate all forms of GBV.

The UN Trust Fund Portfolio Manager and the UN Women Focal Point are the personnel responsible for approving this evaluation report. This report will then be used by the Women's Department to meet with the main project stakeholders, in collaboration with the NGBV Committee, to set up a monitoring system for constant measuring and reporting on the level of GBV in Belize, and ensure that these services to increase protection of women are maintained even post-project.

5. Evaluation objectives and scope:

The overall goal of the evaluation is to support the Women's Department and the Government of Belize in evaluating the NGBV Action Plan outcomes and implementation processes.

The evaluation period is focused on the project implementation period that runs from November 2012 to October 2015. The main objectives of the evaluation are:

1. To evaluate the entire project in terms of effectiveness, relevance, efficiency, and sustainability, with a strong focus on assessing the results at the outcome level and project goals;
2. To identify key lessons learnt and identify good practices for future projects;
3. To identify key recommendations for future projects.

It is important to note some of the specificities under which this evaluation has been carried out. Ideally, at the beginning of the project implementation phase in November 2012, a Monitoring and Evaluation System and a Base-line data system should have been developed and put in place. The M&E System would have served to carry out periodic revisions of the project and make adjustments where necessary, during the life of the project. However, during the three years of the project, no M&E System was developed and no external evaluation carried out. In that light, this is the only external evaluation that is being carried out for this project. During this evaluation, the lack of an M&E system has precisely been identified as one of the major weakness of this project, as there was no mechanism to assess the performance of the project's functioning until the end; when in reality, there was need for major adjustments during the implementation phase.

Also, the collection of Base-line data on the situation of GBV in Belize (at the inception of the project) should have been done. This would have allowed for a concrete comparison to be done at the end of the project period, with endline data. However, this comparison is impossible as no baseline data was collected at the beginning of the project and no data collection system was put in place, making the collection of endline data also very challenging. Consequently, this evaluation will focus on the completion of activities and their overall relevance, effectiveness, efficiency, sustainability, impact and knowledge regeneration, using qualitative data provided by secondary beneficiaries.

Also, due to time constraints and constant changes in the evaluation plan and evaluation TORs, this evaluation focused on collecting data from secondary beneficiaries only. These included those stakeholders who carried out activities under the project and were directly involved in implementing the GB Plan of Action. These include the Police Department, the Ministry of Health, the

Ministry of Education, Ministry of the Attorney General, the Magistracy, the Civil Society Network, the National Gender-based Violence Committee, Ombudsman Office, and the Statistical Institute of Belize. The targeted primary beneficiaries of the project were indigenous women, women and girls in general; and women and girls who are survivors of violence. For this evaluation, there was no direct data collection with these primary beneficiaries.

6. Evaluation Team:

The Women’s Department hired an independent consultant with social science background to carry out the external evaluation. Initially, the consultant was expected to design an M&E System and develop an M&E implementation plan. However, since the project was already coming to an end when this was considered, this was changed and refocused to carrying out a final external evaluation. The Women’s Department was responsible for developing the TORs to be followed by the consultant. The consultant was responsible for developing the research methodology, following the guidelines used for UN Trust Fund projects, as set out in the TORs. The Women’s Department, in coordination with the consultant, choose the beneficiaries who would participate in the evaluation process. The consultant was responsible for carrying out the evaluation and producing the report.

7. Evaluation Criteria and Questions:

The evaluation questions used were those set out in the TORs. These sought to answer the following questions based on effectiveness, relevance, efficiency and knowledge generation; based on information provided by the secondary beneficiaries:

Evaluation Criteria	Evaluation Questions
<p>Effectiveness-the extent to which the NGBV Action Plan is achieving its operational objectives, in terms of outputs, results and longer-term outcomes.</p>	<ol style="list-style-type: none"> 1) To what extent were the intended project goal, outcomes and outputs achieved and how? 2) To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached? 3) To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in relation to the specific forms of violence addressed by this project? Why? What are the key changes in the lives of those women and/or girls? Please describe those changes.

	<p>4) What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How?</p> <p>5) Were there any shortcomings due to a failure to take account of cross-cutting or over-arching issues such as gender, environment and poverty during implementation?</p> <p>Questions regarding policy level</p> <p>6) To what extent was the project successful in advocating for legal or policy change? If it was not successful, explain why.</p> <p>7) In case the project was successful in setting up new policies and/or laws, is the legal or policy change likely to be institutionalized and sustained?</p>
<p>Relevance- the extent to which the objectives and implementing measures of the NGBV Plan is relevant to the identified needs of the intended beneficiaries, or to the achievement of key policy objectives.</p>	<p>1) To what extent was the project strategy and activities implemented relevant in responding to the needs of women and girls?</p> <p>2) To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of women and girls?</p> <p>3) Was the selection of key stakeholders and target groups adequate?</p> <p>4) Was the stakeholder participation in the design and in the management/implementation of the project, the level of local ownership implementation capacity adequate?</p>
<p>Efficiency-the relationship between inputs or the costs incurred by actions and identifiable outcomes and how economically the various provisions have been converted into outputs and results. Linked to this is the question how well-managed is the NGBV in a wider sense</p>	<p>1) How efficiently and timely has this project been implemented and managed in accordance with the Project Document?</p> <p>2) What were the main factors that contributed to good or poor efficiency and timeliness during project execution?</p>
<p>Sustainability- the extent to which positive changes attributable to the implementation of a given policy and associated legislation may be expected to last beyond the period of their implementation.</p>	<p>1) How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?</p>
<p>Knowledge Generation-What can be learnt from the intervention for the future in addressing the issue at hand</p>	<p>1) What are the key lessons learnt that can be shared with other practitioners on Ending Violence against Women and Girls?</p> <p>2) Are there any promising practices? If yes, what are they and how can these promising practices be replicated in other projects that have similar interventions?</p>
<p>Impact-The long term effect of the activity on the social fabric of the</p>	<p>1) What do professional/secondary stakeholders see as the intended effects/ consequences over the long term resulting from the project?</p> <p>2) What do the professional/secondary stakeholders see as the unintended</p>

community and wellbeing of individuals and families	consequences (positive or negative) over the long term resulting from the project?
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8. Evaluation Methodology

As set out in the TORs, the template below is being used to describe the methodology.

Sub-sections	Inputs by the evaluator(s)
Description of evaluation design	This evaluation was done following the qualitative research approach method, mainly using in-depth interviews to gather data from secondary beneficiaries of the project. This approach was considered the most appropriate, taking into account that this specific project did not have a record of base-line data; plus the secondary beneficiaries who already form part of a national system working on GBV in Belize and who have knowledge and experience of this issue, were at the frontline of implementing the project.
Data sources	<p>The data sources included:</p> <p>1.) Documents reviewed:</p> <ul style="list-style-type: none"> ◆ Lewis, Debra. National Gender-based Violence Plan of Action 2010-2013. August 2010. ◆ Lewis, Debra. An assessment of Implementation of Activities under the National Gender-Based Violence Plan of Action. 2013. ◆ Moore, Antoinette. Strengthening State Accountability in Policing and Prosecuting Sexual Assaults. 2009. ◆ Original proposal of the UNTF. Women’s Department. ◆ TOR National Gender-based Violence Committee (NGBVC). Women’s Department. ◆ TOR for External Evaluation f UNTF Project. Women’s Department. ◆ United Nations Trust Fund to End Violence Against Women. Guidelines for Endline Data Collection and Final External Project Evaluations (for Cycle 16th Grantees). ◆ Annual reports from Women’s Department on the implementation of the UNTF. 2013-2014 and 2014- 2015. <p>2.) Secondary beneficiaries: information from written reports and from the in-depth interviews carried out with them.</p>
Description of data collection methods and analysis (value scales or coding used for qualitative analysis; level of participation of stakeholders through evaluation process, etc.)	<p>Data sources were:</p> <ol style="list-style-type: none"> 1. Reports on completion of project activities. 2. In-depth interview with the secondary beneficiaries. <p>Data collection method:</p> <ol style="list-style-type: none"> 1. Each of the annual reports from WD on completion of project activities was revised (2013, 2014, and 2015). 2. Each secondary beneficiary was interviewed on the execution of the project activities. 3. An excel table was designed to collect data on the completion of

	<p>activities based on the outcomes and outputs. It also included lessons learned, good practices and recommendations for future projects.</p> <p>4. Indicators were developed for each project activity, as relates to the expected project outcomes and outputs. For details on these indicators please refer to annex 1- Excel table with all the corresponding data per activity.</p>
Description of sampling	All secondary beneficiaries who were involved in the UN Trust Fund project were interviewed, resulting in national coverage of data collection. See Annex 2 for details on secondary beneficiaries interviewed.
Description of ethical considerations in the evaluation	<ul style="list-style-type: none"> • All interviews were confidential and this was told to the interviewees at the beginning of the interview. • No names of specific interviewee cited in the report. • Where necessary to exemplify, alias names are used.
Limitations of the evaluation methodology used	<p>Due to constant changes of the evaluation plan, the evaluation TORs and time constraints, the evaluation was carried out with secondary beneficiaries only. It would have been best to also collect data from primary beneficiaries, but the conditions for this to happen were not present. Also, WD stayed at the margin of the evaluation, with regards to involvement; and there was no overseeing by the NGBVC as stated in the evaluation original plan.</p> <p>The lack of baseline data and an M&E System made the evaluation process very challenging, especially to follow the UN evaluation template, because this project does not have many of the components required for an evaluation process by UN guidelines, precisely because of the lack of statistical data. There was also no collection of endline data by the project-coordinating agency; which did not allow use comparison of statistical data through the use of statistical evaluation models.</p> <p>Based on the above context and specificities, this evaluation will focus on qualitative data from secondary beneficiaries only and will provide a general appreciation of the project results.</p>

9. Findings and Analysis

As set out in the TORs for this evaluation process and the UN guidelines, the following template is being used per evaluation criteria in order to provide direct answer to the questions, key findings and analysis of the project. For this specific project, only qualitative evidence will be provided, because as explained before, this project was lacking systematic baseline and endline data, which would have been collected through an M&E System.

Evaluation Criteria	EFFECTIVENESS:
Evaluation Questions	<ol style="list-style-type: none"> 1.To what extent were the intended project goal, outcomes and outputs achieved and how? 2.To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached? 3.To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in relation to the specific forms of violence addressed by this project? Why? What are the key changes in the lives of those women and/or girls? Please describe those changes. 4.What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How? 5.Were there any shortcomings due to a failure to take account of cross-cutting or over-arching issues such as gender, environment and poverty during implementation?
Response to the evaluation question with analysis of key findings by the evaluation team	<ul style="list-style-type: none"> • This project advanced the work in Belize toward the goal of the project “Women’s and girl’s protection from gender-based violence is increased and they are able to access more effective supportive and preventative services through the effective implementation of the National Gender Based Plan of Action 2012-2015.” The major achievements were in the areas of improving the ability of service providers to provide sensitive services. This is demonstrated in the creation of training modules in the areas of teacher training police training and instituting a module within the teacher training program at the University of Belize and a module for specialist teachers through the Quality Assurance Division of the Ministry of Education. • Other project activities complemented current national activities and provided necessary information to inform these activities. The report on the child protection provided information to a national movement to improve protective measures for children through the judiciary system. This report highlighted the importance of policy and procedures of stakeholder agencies be written through a child protection lens.

	<ul style="list-style-type: none"> • The project also highlighted the need for a coordinating body to advocate support and monitor the protection of women and their access to effective protective and supportive services through the implementation of the National Gender Based Plan of Action. This coordinating body has been identified as the National Women’s Commission. The result of this project has informed the development of a subsequent National Gender Based Plan of Action 2016 – 2020. • This project has contributed to the provision of an enabling environment toward the achievement of the outcomes and goals of the project. • The project was reduced to two years from three years. Due to this delay the project was able to provide the training and implementation of support services. Time did not allow for the implementation of information and to monitor the change in service due to the project. There was a high correlation between the activities of the project and the objectives of the agencies so the likelihood of the implementation of the project activity is high, as well as benefits to the target population is also high. The structure created under the National Women’s Commission will also ensure the implementation of the plan. As part of the monitoring of the plan will be focus groups with target population at periodic intervals. • This project strengthen the enabling environment of protection and support services for the target population • The activities in the project matched positively with the agencies and this contributed to the success of the project. Some of the activities under the project are dependent on other processes. The delays of those processes will negatively affect the progress of the activities under this project. The suggestion to change the focus of the tool for gathering data from victim information to an incident report. So the documentation of murders will require analysis and reporting if domestic violence was a factor in the murder. Similarly is the training of police officers the module has been developed the next step is to include the module in the in-service curriculum trainings for the police which is in the process development. The task will be for this to be an agenda item on the National Gender based Violence Committee to ensure that it is implemented. • The sustainability of these trainings vary by sector. A direct benefit of this project is the implementation of the basic counselling module at the teacher training level of the university. This means that all teachers passing through the university will benefit from this module. Similarly the consultancy on forensic evidence correlated with existing plans within the Ministry of Health. This speaks to the relevancy of the activity. The Police training academy relies heavily on facilitators from partner agencies. The project provided a training manual for the Police Department to guide the
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	<p>facilitation of these trainings. This will ensure that the training is consistent.</p> <ul style="list-style-type: none"> • One factor that contributed to the achievement of the goal outcomes and outputs was the importance the relevant target agencies placed on gender based violence. This was highlighted in their participation in events. • The project also noted that other critical factors in the environment may influence the impact of the activities. The priority on citizen security may focus on the suppression of gang activity, reduction of gun violence, narco trafficking will refocus already scarce resources; and impact the rate of advancement of other initiatives.
Qualitative evidence gathered by the evaluation team to support the response and analysis above.	Reports from consultants' reports.
Conclusions	<ul style="list-style-type: none"> • Lack of baseline and endline data is a key challenge to measuring project effectiveness using quantitative data. • Gender Based Violence has to be seen in light of whatever is the priority that agencies are dealing with. • A system to ensure that GBV is kept on the forefront despite what is the new agenda.

Evaluation Criteria	RELEVANCE:
Evaluation Questions	<ol style="list-style-type: none"> 1.To what extent was the project strategy and activities implemented relevant in responding to the needs of women and girls? 2.To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of women and girls? 3.Was the selection of key stakeholders and target groups adequate? Was the stakeholder participation in the design and in the management/implementation of the project, the level of local ownership implementation capacity adequate?
Response to the evaluation question with analysis of key findings by the evaluation team	<ul style="list-style-type: none"> • The project activities and strategies were extremely relevant to responding to the needs of women and girls. Participants expressed interest but there were concerns in the area of continuity and sustainability. The use of paper forms, the availability of forms, the emphasis placed on the completion of the forms, were all mentioned as obstacles to reporting. Respondents reported the need to have the questions integrated into their current tool rather than filling out many forms. • The activity relating to masculinities and the formation of men's groups and/or organizations did not achieve its required results and

	<p>more investigation will be needed into strategies to engage men.</p> <ul style="list-style-type: none"> • The success of this project was due heavily to the participation of key stakeholders and target groups in the design management and implementation of the project. They were engaged throughout the entire process and identified the need to continue as a group which is one input that led to the restructuring of the National Gender Based Violence Committee its roles and function and its' identified home as the National Women's Commission where its impact would be greater. • GBV continues to affect the lives of women and girls in Belize. Working with GBV victims/survivors has to continue to be dealt with from a multi-sectorial approach, so that relevant parties can contribute to facilitating the quality services that GBV victims/survivors need. The project goals, outcomes and outputs continue to be relevant to the needs of women and girls in Belize, mainly because these beneficiaries need constant support services that deal with mitigating GBV.
Qualitative evidence gathered by the evaluation team to support the response and analysis above	<ul style="list-style-type: none"> • Police department did not implement the POA developed for their internal functions on GBV due to time constraints. • Participants at both Police and MOH trainings stated their interest in the training and concern that they were not aware of written protocols and the surveillance tool being used. They suggested that training in gender based violence become a part of their Professional Development Criteria. • Low implementation of the Complaints Mechanism and no follow up to evaluate if it is being used. • No follow up mechanism to ensure that results of trainings are implemented.
Conclusions	<ul style="list-style-type: none"> • Strategic planning, networking and collaboration with various key agencies and institutions are essential for the provision of better services to victims/survivors of GBV. • High stakeholder involvement is necessary for higher levels of project ownership and commitment.

Evaluation Criteria	EFFICIENCY
Evaluation Questions	<ol style="list-style-type: none"> 1. How efficiently and timely has this project been implemented and managed in accordance with the Project Document? 2. What were the main factors that contributed to good or poor efficiency and timeliness during project execution?
Response to the evaluation question with analysis of key findings by the evaluation team	<ul style="list-style-type: none"> • This was a 3-year project, of which only 2 years were implemented. Some activities were not implemented due to project late start up. • There was a change in coordinator which also delayed the project.

	<ul style="list-style-type: none"> • The sourcing for competent consultant/consultant firms to implement the activities was a major issue and was the cause of much of the delays in implementation. In particular the timely sourcing of a consultant to conduct the monitoring and evaluation component of the program. The inability to source consultants with the requisite skills in gender based violence issues and monitoring and evaluation is indicative of the general low technical capacity in these areas in the country. • The budget constraint was another concern. While the overall budget per activity was adequate the sub-items were challenging. • Due to the abovementioned factors only two of the three years could be completed. • Priority was given to those activities identified by the partner agencies as priority. • One activity was already completed by another project.
Qualitative evidence gathered by the evaluation team to support the response and analysis above	<ul style="list-style-type: none"> - Lateness in implementation of year 1 activities. - Change in project staff and Director at the Women's Department - Lateness in finalizing project implementation. - Lack of a monitoring and evaluation system. - Lack of baseline and endline data. - Inability to implement all project activities.
Conclusions	<p>The project was impacted by several events. The director that was critical in the development of the project resigned from the department just about the time when the project was starting. The project also lost its initial project coordinator seven months into the project. There was a difficulty in the identification of a new project coordinator. A new director came on one year into the project. All the above mentioned factors had an impact on the delivery of the project.</p> <p>The limited pool of qualified consultants also affected project implementation to the point where the consultant for the monitoring and evaluation component was never recruited.</p>

Evaluation Criteria	SUSTAINABILITY
Evaluation Questions	1. How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?
Response to the evaluation question with analysis of key findings by the evaluation team	<ul style="list-style-type: none"> • To maintain the momentum gained through this project, the National Gender Based Violence Committee was restructured in its mandate, objectives and its composition. • Related GOB Ministries, Departments and Civil Society organizations will be required to adopt the work plan as part of their strategic plan and work plan. This will strengthen beneficiary ownership resulting in strong commitment and implementation.

	<p>This national body will also have local counterpart body that will implement activities and be able to highlight the challenges to implementation. There will also a local organization that will be the referral agent for the complaints mechanism and will receive complaints from the victim advocate. Persons affected will have two channel of complaint the Ombudsman Office and the local non-governmental organization.</p> <ul style="list-style-type: none"> • However, it is important to note that some of the Civil society organizations (E.g. Youth Enhancement Services) have adopted the GBVPOA as part of their working tools and continue working especially in the area of advocacy and education awareness at the public level and with children in primary and secondary schools. This is an important component of their own work, thus this area of the GBVPOA will continue to be implemented by civil society organizations. • Other non-governmental agencies are facing the drying up of funding. This plan and structure offers them an opportunity to negotiate with the government and other funding agencies to implement activities that they have competitive advantage. This could include the training and capacity building components as well as the public information areas. • An area of concern is the capacity building of officers expected to execute this project particularly teachers, police and health workers. There is a need for the offering these courses as part or incorporated into Professional Development Credit that can go toward licensure. The concern is that personnel health and police see their primary purpose as providing general health care or adherence to the law. This does not include the sensitivity to social issues as it effects vulnerable groups and will need to see their role through the lens of human rights and social justice.
<p>Qualitative evidence gathered by the evaluation team to support the response and analysis above</p>	<ul style="list-style-type: none"> • Most interviewees highlighted that the majority of the training sessions held are not an integral part of their work as a ministry. One of the major recommendations was that these trainings should be incorporated into the Professional Development Credits or licensure requirements.
<p>Conclusions</p>	<ul style="list-style-type: none"> • The sustainability of this project is high. Particularly with the reengineering of the Committee and the development of a new plan. • The Committee being a sub-committee of the National Women’s Commission also increases its sustainability as they both have similar goals and objectives. • The National Women’s Commission due to its mandate can offer the plan the attention and focus it critically needs. Partner agencies want to do more but there was a gap in the coordination monitoring and advocacy as it relates to domestic violence and

	<p>gender based violence.</p> <ul style="list-style-type: none"> • The current practice of training police officers, community health workers and teachers in mandatory reporting regulations and their role as it relates to providing services to survivors of gender based violence is not sustainable. This project provided the resources for the development of the modules but the issue of sustained in-service training and protocol development needs to be addressed.
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Evaluation Criteria	KNOWLEDGE GENERATION
Evaluation Question 5	<ol style="list-style-type: none"> 1. What are the key lessons learnt that can be shared with other practitioners on Ending Violence against Women and Girls? 2. Are there any promising practices? If yes, what are they and how can these promising practices be replicated in other projects that have similar interventions?
Response to the evaluation question with analysis of key findings by the evaluation team	<p>The most important lessons learnt as identified by the project stakeholders are as follows:</p> <ul style="list-style-type: none"> • Most stakeholders reported that advocacy is a crucial part of creating awareness and public education on GVB in Belize and therefore, advocacy must be continuous, permanent and carried out in different forms; always keeping a national focus. • Also, stakeholders identified an urgent need for the development and establishment of one national system for the collection of GBV data in Belize. This system must be flexible and coordinated for the various related departments (Police, Health, Human Development, Civil Society organizations, etc.), to be able to input data into it, otherwise, several departments collect pieces of incomplete data that is not accessible or usable. • Another lesson learnt is that there is the urgent need for standardizing the concepts in that data system. For example, Police doesn't make reports of femicide; they register such data as murder, making this issue invisible in Belize. Also, there is a difference between what MOH reports as domestic violence and what Police Department considers GBV. • A special focus must be placed on youths through permanent education and awareness programs. According to the stakeholders who carried out activities with youths, these were some of the most responsive direct beneficiaries where the creation of awareness was visible. Youths became very interested and had a high participation level in most of the activities carried out with them. Interviewees acknowledged that, through their years of experience on education and awareness programs with youths, these have shown some of the best attitudinal changes results in Belize. • The use of communication technology and social media is an effective way to reach out to the general public, especially to the

	<p>youths. GBV education should be channeled through these in a constant and permanent way.</p> <ul style="list-style-type: none"> • With regards to trainings, the building of partnerships, especially those with different specialties is important: For example, in this project, building partnerships between WD, and Child Development Foundation was key to making the national training programs to teachers a success, since each agency had their specialty. Resources and expertise were garnered together and used to develop a holistic training curriculum. The collaboration of the WDs around the country was exceptional and very critical for the trainings to be successful. • This project created awareness and built knowledge in one new specific area, that of indigenous women and indigenous traditional leaders (the Alcaldes): The lack of awareness that exists in indigenous Maya communities and the leadership is very high. The trainings carried out with them served as introductory courses to GBV. There is a need to identify the role of the indigenous community leaders in the GBV strategy and a specific strategy and work plan must be designed when working with Indigenous communities. For example, the Alcaldes need to have something similar to the Domestic Violence Protocol that Police use to arrest people. Also, because Toledo is an Indigenous Peoples area, information should be provided in the language of the people and a specific communication strategy should be developed specific to the cultural context. More permanent and continuous training must be considered for the Alcaldes since there is a lack of information and knowledge on GBV in their communities.
Conclusions	<ul style="list-style-type: none"> • GBV education must be sustained in highly vulnerable sectors of the Belize population, such as indigenous communities. • Advocacy, education, awareness continue to be necessary in the struggle against GBV. • The youth sector is highly vulnerable when it comes to GBV. More work needs to be done with them. • The National Gender Based Violence Committee needs to consider a more permanent and holistic approach to advocacy, because many of the education, training and awareness building activities were a “one time deal” with no continuity, monitoring or evaluation.

Evaluation Criteria	IMPACT
Evaluation Question 6	1. What do professional/secondary stakeholders see as the intended effects/ consequences over the long term resulting from the project

	2. What do the professional/secondary stakeholders see as the unintended consequences (positive or negative) over the long term resulting from the project?
Response to the evaluation question with analysis of key findings by the evaluation team	<p>Secondary beneficiaries consider that one of the main long-term effects of the project is creation of awareness on GBV.</p> <p>Other long-term changes include:</p> <ul style="list-style-type: none"> • Attitudinal changes • Public sensitivity to the effects of GBV • An increase in reporting and attention to GBV cases
Qualitative evidence gathered by the evaluation team to support the response and analysis above.	<ul style="list-style-type: none"> • Secondary beneficiaries expressed appreciation for the opportunity to participate in the project. This demonstrates a strong buy-in at this level. • Their top concern was for a strong supportive enabling environment to offer support and services to women survivors of sexual violence and domestic violence. • They even commented on the supportive environment that is available for children. • The reengineering of the National Gender Based Violence Committee its composition role and function and creation of functional local arms is the first step in this direction. • Placing the National Gender Based Violence Committee as a sub-committee of the National Women's Commission gives it the opportunity to be national in focus and strengthens the monitoring component of the National Women's Commission.
Conclusions	<ul style="list-style-type: none"> • The data and information emanating from this project fed into the BA1 project that also addresses violence against women. Specifically the information from this project fed into the development of subsequent National Gender Based Plan of Action 2016 – 2020. The National Gender Based Violence Committee has been reinstated and is now a sub-committee of the National Women's Commission. This new structure allows it to address the issues through a national and independent lens.

10. Conclusions and Recommendations

Conclusions

Evaluation Criteria	Conclusions
Overall	<ul style="list-style-type: none"> •
Effectiveness	<ul style="list-style-type: none"> • Lack of baseline and endline data is a key challenge to measuring project effectiveness using quantitative data. • Gender Based Violence has to be seen in light of whatever is the priority that agencies are dealing with. • A system to ensure that GBV is kept on the forefront despite what is the new

	agenda.
Relevance	<ul style="list-style-type: none"> • Strategic planning, networking and collaboration with various key agencies and institutions are essential for the provision of better services to victims/survivors of GBV. • High stakeholder involvement is necessary for higher levels of project ownership and commitment.
Efficiency	<ul style="list-style-type: none"> • The project was impacted by several events. The director that was critical in the development of the project resigned from the department just about the time when the project was starting. The project also lost its initial project coordinator seven months into the project. There was a delay in the identification of a new project coordinator. A new director came on one year into the project. All the above mentioned factors had an impact on the delivery of the project. • The limited pool of qualified consultants also affected project implementation to the point where the consultant for the monitoring and evaluation component was never recruited.
Sustainability	<ul style="list-style-type: none"> • The sustainability of this project is high. Particularly with the reengineering of the Committee and the development of a new plan. • The Committee being a sub-committee of the National Women’s Commission also increases its sustainability as they both have similar goals and objectives. • The National Women’s Commission due to its mandate can offer the plan the attention and focus it critically needs. Partner agencies want to do more but there was a gap in the coordination monitoring and advocacy as it relates to domestic violence and gender based violence. • The current practice of training police officers, community health workers and teachers in mandatory reporting regulations and their role as it relates to providing services to survivors of gender based violence is not sustainable. This project provided the resources for the development of the modules but the issue of sustained in-service training and protocol development needs to be addressed
Impact	<ul style="list-style-type: none"> • The data and information emanating from this project fed into the BA1 project that also addresses violence against women. Specifically the information from this project fed into the development of subsequent National Gender Based Plan of Action 2016 – 2020. The National Gender Based Violence Committee has been reinstated and is now a sub-committee of the National Women’s Commission. This new structure allows it to address the issues through a national and independent lens.
Knowledge Generation	<ul style="list-style-type: none"> • GBV education continues to be lacking in highly vulnerable sectors of the Belize population, such as indigenous communities. • Advocacy, education, awareness continue to be necessary in the struggle against GBV. These programs must be long-term, continues and diverse. • The youth sector is highly vulnerable when it comes to GBV. More work

	<p>needs to be done with them.</p> <ul style="list-style-type: none"> The National Gender Based Violence Committee needs to consider a more permanent and holistic approach to advocacy, because many of the education, training and awareness building activities were a “one time deal” with no continuity, monitoring or evaluation.
Others (if any)	

1. Key recommendations

Evaluation Criteria	Recommendations	Relevant Stakeholders (Recommendation made to whom)	Suggested timeline (if relevant)
Overall	<ul style="list-style-type: none"> Deliberate efforts made to keep gender based violence on the national agenda. 	MHDSTPA NWC WIN Belize	
Effectiveness	<ul style="list-style-type: none"> Develop a strategy for the continuous training of service providers and have this training linked to professional development credits or licensure. 	NWC NGBVC UB UWI	
Relevance	<ul style="list-style-type: none"> The incorporation of the NGBVC within the NWC. 	MHDSTPA	
Efficiency			
Sustainability	<ul style="list-style-type: none"> The recommendations of the activity items be incorporated into the work of the National Gender Based Violence Committee. 	NWC	
	<ul style="list-style-type: none"> Develop memorandums or other vehicles to train service providers. 	NWC NGBVC	
Impact	<ul style="list-style-type: none"> Policies and papers that have national impact should include a gender component that addresses the inclusion of gender issues. 	MHDSTPA	

	<ul style="list-style-type: none"> • Interagency data collection. The use of one tool where different sectors complete separate sections so the client is not re-victimized and asked the same questions repeatedly. 	MHDSTPA	
	<ul style="list-style-type: none"> • Strengthen ties with agencies that address related issues to address the links ie National AIDS Commission, ATIPPS. 	NGBVC	
Knowledge Generation	<ul style="list-style-type: none"> • Collaborate with the Youth Department and agencies that work with young people to integrate gender based violence. 	NWC NGBVC	
	<ul style="list-style-type: none"> • Identify strategies to examine masculinities and gender roles and its relationship to gender based violence. 	MHDSTPA	
Others (if any)			

11. Annexes

1) Evaluation Matrix: this is an excel table containing information on completion of project activities, indicators used during the evaluation, key lessons learnt and recommendations.—Excel Sheet sent as separate file

2) Results Monitoring Plan—There was no collection of baseline nor endline data.

A. Statement of Project Goal, Outcomes and Outputs	B. Indicators for measuring progress towards achieving the project goal, outcomes and outputs	C. Data collection methods	D. Baseline Data Please provide actual baseline data per indicator	E. Timeline of baseline data collection For each indicator listed in column B, when was BASELINE data collected? Please specify month/year.	F. Endline Data Please provide actual endline data per indicator	G. Timeline of endline data collection For each indicator listed in column B, when was endline data collected? Please specify month/year.
Project Goal:	1:					
	2:					
	3:					
Outcome 1:	1:					
	2:					
	3:					
Outcome 2:	1:					
	2:					
	3:					
Outcome 3:	1:					
	2:					
	3:					
Output 1.1	1:					
	2:					
	3:					
Output 1.2	1:					
	2:					
	3:					
Output 2.1	1:					
	2:					

	3:					
Output 2.2	1:					
	2:					
	3:					
Output 3.1	1:					
	2:					
	3:					
Output 3.2	1:					
	2:					
	3:					

3) Beneficiary Data Sheet

Beneficiary group	The number of beneficiaries reached	
	At the project goal level	At the outcome level
Female domestic workers		
Female migrant workers		
Female political activists/human rights defenders		
Female sex workers		
Female refugees/internally displaced/asylum seekers		
Indigenous women/from ethnic groups		
Lesbian, bisexual, transgender		
Women and girls in general		10,000
Women/girls with disabilities		
Women/girls living with HIV and AIDS		
Women/girls survivors of violence		
Women prisoners		
Others (specify)	10200	
Primary Beneficiary Total	10200	10000
Civil society organizations (including NGOs)	Number of institutions reached	23
	Number of individuals reached	NA
Community-based groups/members	Number of groups reached	98
	Number of individuals reached	NA
Educational professionals (i.e. teachers, educators)	679	454
Faith-based organizations	Number of institutions reached	10

	Number of individuals reached	NA	
General public/community at large		316,486	
Government officials (i.e. decision makers, policy implementers)		25	
Health professionals		327	
Journalists/Media		5	
Legal officers (i.e. lawyers, prosecutors, judges)		15	
Men and/or boys		150	
Parliamentarians		NA	
Private sector employers		NA	
Social/welfare workers		79	
Uniformed personnel (i.e. police, military, peace-keeping officers)		1002	735
Others (specify)		150	
Secondary Beneficiary Total		319049	1189

4) Key stakeholders interviewed:

Stakeholder	Affiliation/Relevance to the Evaluation	Contact
1. Civil Society Network	Network created as a part of Project on violence against women with representation of women from both urban and rural areas, including indigenous women. Charged with assessing the need for community-based services for survivors of gender-based violence and to develop a model for the development of those services among other things (see results and resources framework)	1. WIN Belize: 227-1069 2. YOUTH Enhancement Services: 225-2315
2. Department of Human Services in MHDSTPA	In collaboration with the Magistracy Involved in strengthening the protection of underage victim/survivors of sexual abuse among other things (see results and resources framework)	Director: 227-7451
3. Ministry of the Attorney General	In collaboration with the Women's Department to review and revise all laws related to sexual offenses among other things (see results and resources framework).	822-2504
4. Magistracy	In collaboration with the Department of Human Services involved in strengthening the protection of underage victim/survivors of sexual abuse among	227-2522