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Spotlight Initiative
To eliminate violence against women and girls

Spotlight Mid-term Assessment Report using ROM review

Type of ROM review   **Projects and Programmes**
Project title   *Spotlight Initiative Zimbabwe*
Project reference
EU Delegation in charge *EUD Zimbabwe*

Key information	
Domain (instrument)	Region
DAC Sector	Human and Social Development: « Gender Equality »
Zone Benefitting from the Action	*Zimbabwe*
Type of Project/Programme	Geographic
Geographic Implementation	Single-country
Contracting Party	SPOTLIGHT INITIATIVE
EU contribution	21,000,000 €
Project Implementation Dates	**Start Date** 1 January 2019 **End Date** 31 December 2022
ROM expert(s) name(s)	Nyasha Madzingira, Dia Timmermans
Field phase	**Start Date** 26 November 2020 **End Date** 18 December 2020

Scoring overview: green (good)   orange (improvements needed)   red (serious improvements needed)

Relevance	1	2	3	4	5	6
	🟢	🟢	🟢	🟢	🟢	🟠

Efficiency	7	8	9	10	11
	🟠	🟢	🟢	🟢	🟢

Effectiveness	12	13	14
	🟢	🟢	🟠

Sustainability	15
	🟢

Persons interviewed and surveyed	Number of Key informants	Number of survey Respondents
EU Delegation	2	NA
Partner country gov	9	5
UN agencies	21	21
CSO reference group	1	2
Implementing partners	6	26
Final Beneficiaries	80 (6 FGD)	NA
Other	2	6

Key documents	Number
Essential docs	12
Other documents	21

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A. PURPOSE, OBJECTIVES, LIMITATIONS AND MITIGATION MEASURES

Purpose and objectives of the Mid-term Assessment (MTA):

The purpose of the MTA is to assess the programme at country level as soon as it reaches the end of phase I[1], to take stock of where the Spotlight Initiative is vis-à-vis its initial programme and to assess the new ways of working to achieve the Sustainable Development Goals. The specific objectives are to assess the relevance, efficiency, effectiveness, and sustainability of the programme, based on the agreed MTA questions, and to formulate relevant recommendations to improve subsequent project implementation.

As per the Terms of References, the MTA uses the EU Results Oriented Monitoring (ROM) methodology as an approach to ensure that the results are comparable (across countries) and easy to interpret. However, the questions to be answered for the MTA are different from standard ROM methodology questions and were agreed in advance by the EU and the Spotlight Initiative Secretariat. The 15 MTA questions are grouped by Relevance, Efficiency, Effectiveness and Sustainability, which form the main headings of the report.

The ROM methodology uses the following criteria for grading the questions:

Table 1. Grading reference table for criteria and monitoring questions	
Qualitative	**Grading reference table for criteria and monitoring questions**
Good/very good	The situation is considered satisfactory, but there may be room for improvement. Recommendations are useful, but not vital to the project or programme.
Problems identified and small improvements needed	There are issues which need to be addressed, otherwise the global performance of the project or programme may be negatively affected. Necessary improvements do not however require a major revision of the intervention logic and implementation arrangements.
Serious problems identified and major adjustments needed	There are deficiencies which are so serious that, if not addressed, they may lead to failure of the project or programme. Major adjustments and revision of the intervention logic and/or implementation arrangements are necessary.

Limitations and measures taken:

● **Fieldwork time was under pressure**: Field visits had limited scope of interventions to be monitored while interviews had to be planned and implemented just before the closing down for the Christmas holidays: Full support was provided by the Zimbabwe Spotlight Coordination Team to get sufficient interviewees in time.

● **Incomplete monitoring data for 2020**: Certified data measuring progress against the indicators and milestones for 2020 were not available during data collection. Qualitative information on activities conducted in 2020 was obtained from document review, key informant interviews and focus group discussion. The M&E Focal person with support from RUNOs and IPs were able to provide information to the end of December 2020, however this information had not yet been quality assured by the Spotlight Secretariat and RUNOs at HQ. The absence of comprehensive and quality assured monitoring data in time for the Mid-term assessment review constitutes a

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[1] The programme has not reached the end of Phase I as it was granted a no cost extension to the end of June 2021. At the time of the MTA, the country is still six months into Phase I. As such, the entire period of Phase I has not been assessed.

limitation for the assessment, which the Spotlight Secretariat should consider in future exercises.

- **Lack of up-to-date financial data**: Official financial reports are available for up to Quarter 3 2020 [30 September 2020]. Certified financial reports for the whole year 2020 will be made available in late May 2021, these reports follow the established inter-agency process for reporting on pooled funds in a Multi-donor Trust Fund and according to the timeline set in the EU agreement special conditions.

- **Small sample size for the MTA**: The evaluation could not cover all the interventions being implemented under Spotlight Initiative across the 6 outcome areas, only three visits to the districts were feasible within the timeframe and budget. The interviews and focus group discussions were limited to a total of 25, which were all conducted within the available timeframe. The sampled stakeholders were all consulted as part of the key informant interviews, focus group discussions and online survey.

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B. RELEVANCE

1.Does the action align to the principles of the Spotlight Initiative as listed in the Spotlight Initiative Fund TORs?	☒ Very Good – Good
	☐ Problems
	☐ Serious deficiencies

The intervention as described in the Zimbabwe Spotlight Initiative Country Programme Document (CPD) responds to the Spotlight Initiative principles of human rights including "leaving no one behind" (LNOB). It is aligned to the Zimbabwe "Transitional Stabilisation Programme" (TSP), in which gender equality is a priority. The programme activities of the CPD are developed on the basis of a comprehensive situational analysis related to the situation of violence against women and girls in Zimbabwe.

During the programme design, provinces and districts with high prevalence of gender-based violence (GBV), poverty, child marriages, HIV and need for sexual and reproductive health and rights (SRHR) services were identified and lessons learned from ongoing programmes were used during the formulation of the CPD. This includes the UNPRPD Project on Advancing the Rights of Women and Girls with Disabilities (2018-2021) that served to inject disability rights and inclusion in the formulation of the Spotlight Initiative. Furthermore, the design relied heavily on the quantitative statistical evidence from the Zimbabwe Demographic and Health Survey (ZDHS 2015/2016) and the Multiple Indicator Cluster Survey (MICS 2014) to map and select provinces and districts for programme implementation. Hotspots were then selected from the districts. Eleven consultative meetings were convened with a broad range of partners throughout this process in 2018. Furthermore, members of the Spotlight Initiative Inter-Agency Technical Team conducted a field visit in November 2018 to four of the five identified Provinces, dubbed 'learning journeys' which provided essential information for the development of the CPD and the Annual Workplan in February 2019. Lastly, a baseline study was conducted from November 2019 to February 2020.

The online survey highlights that a wide range of stakeholders were consulted during the design stage, including people with disabilities, sex workers, young mothers, people living with HIV, survivors of child marriage, adolescent girls and boys, as well as older women. Feedback mechanisms have been put in place and are strong, ensuring feedback is collected and fed back to a wide range of stakeholders. The feedback mechanisms in place at national level include the CSO Reference Group meetings with IPs, the Inter-Ministerial Coordination Meetings with Government, the National Steering Committee and monitoring visits carried out by IPs, RUNOs and the EU. At local level, district level feedback meetings are held quarterly while at community level, the community cadres such as Behaviour Change Facilitators, the Innovators Against GBV and community leaders provide feedback to IPs and RUNOs. Most respondents feel that all relevant groups are included and that the Initiative in the country is inclusive, aiming to leave no one behind.

Key findings:
- The programme is relevant and aligns well to the Spotlight Initiative principles, with the UN System reforms, and to government policies and strategies on addressing GBV against women and girls in Zimbabwe. The RUNOs roles and responsibilities on the implementation of the Spotlight Initiative programme in Zimbabwe are in line with agency mandate.

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2A. Are the Initiative's deliverables aligned with the UN agencies' mandate and priorities? Are the right UN agencies involved? 2B. Are programmes implemented in line with the UN System reform?	☒ Very Good – Good ☐ Problems ☐ Serious deficiencies

The Spotlight Initiative CPD is in line with the Zimbabwe United Nations Development Framework (2015-2021 ZUNDAF), in which milestone 2 is addressing gender inequalities through ending violence against women and girls, women's participation in decision making, and women's economic empowerment, and mainstreaming gender in all other priority areas[2].

The deliverables are aligned with the mandate of the six UN agencies that are working together on the Spotlight Initiative (Spotlight Initiative) in Zimbabwe and the allocation of roles and responsibilities to the respective Recipient UN Organisations (RUNOs)[3] was based on the mandate of the UN agencies and their comparative advantage under the six Outcome areas. (See Annex 3). The RUNOs complement each other in the six Outcome areas. For example, in Outcome 4 on service delivery, UNFPA does most of the service delivery complemented by UNICEF through their work with the courts, justice and forensics and UN Women through awareness raising and strengthening the women organisations' movement (activities reflected under pillar 6). ILO, UNDP, and UNESCO come in with their unique competencies for specific interventions (economic empowerment, disability, and governance). Lastly, the involvement of the 6 RUNOs was agreed upon by the government, Heads of Agencies, and the Operations Steering Committee.

In the spirit of UN Reform, the six RUNOs implementing the Spotlight Initiative in Zimbabwe developed a model of collaboration to ensure that the Country Programme is delivered jointly. The features of this model include: (1) RUNOs jointly develop the Terms of References (TORs) for Spotlight Initiative interventions by sharing them among the agencies for inputs before they are finalized; (2) members of the Spotlight Initiative Inter-Agency Technical Team are invited to participate in each agency's Spotlight Initiative interventions – meetings, conferences, trainings, etc. – as technical experts on issues; (3) RUNOs built on and learnt from the ongoing Joint Programmes in formulating the Spotlight Initiative; and (4) RUNOs develop joint action plans for the synergy of interventions targeted at a particular institution/beneficiary (e.g. the Zimbabwe Republic Police, Independent Human Rights institutions, the Judiciary Services Commission, Parliamentarians, Chiefs, Religious Leaders, among others)[4]. The UN Resident Coordinator (the RCO) plays an important role in leveraging the various expertise of the UN agencies. For example, UNICEF is the Spotlight Initiative M&E focal point, while UNDP focuses on finance. Further, the UN was repositioned to be able to support the country to address the challenge of GBV to realize the SDGs.

Key findings:

- **The right RUNOs are engaged**. The allocation of roles and responsibilities to RUNOs was based on their respective mandates under the six outcome areas, as well as their experience and expertise in the country.

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[2] https://unsdg.un.org/un-in-action/zimbabwe
[3] UNWomen, UNFPA, UNICEF, UNESCO, UNDP and ILO
[4] Spotlight Initiative Zimbabwe annual report 2019

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- **The UN 'new way of working'**- there are positive signs from the joint design and implementation mechanisms used by Spotlight Initiative in Zimbabwe, which led to greater efficiencies.

3. Does the action presently respond to the needs of the target groups / end beneficiaries? Are the necessary consultations taking place with key stakeholders?	☒ Very Good – Good ☐ Problems ☐ Serious deficiencies

The Five-Year National Development Strategy 2021-2025, which builds on the priorities set out in the TSP[5], highlights the need for women and gender mainstreaming realizing that women "still face hurdles in respect of opportunities to ascend to commanding heights in the national economy" (pp 187). Further, the Spotlight Initiative is aligned to the National GBV Strategy (2013-2017)[6], the Domestic Violence Act 14/2006[7], the National Plan of Action Against Rape (launched in 2020), the National Action Plan and Communication Strategy on Ending Child Marriage (2019- 2021)[8] and the National Gender and HIV Implementation Plan (2017-2020)[9] all of which provide guidance on actions against GBV.

Geographical Coverage

The Spotlight Initiative responds to the needs of the target groups and beneficiaries as the identification of districts was based on prevalence of SGBV, poverty, HIV prevalence and access to SRHR services in the areas. The mapping process identified five provinces[10] and 23 districts (two of which are large, impoverished urban settlements – Hopley and Epworth), see Annex 4.

The Development-Humanitarian nexus

The Spotlight Initiative contributes to the development-humanitarian nexus, as the programme also targets provinces and districts affected by drought and cyclone Idai. Further, the programme adapted service delivery to cater for those in remote and hard to reach areas within the multi-hazard context, including COVID-19 and related national lockdowns.

Reaching the poorest women and girls

The CP is reaching women and girls, vulnerable due to GBV, HIV, and poverty.

"Programme was able to reach the poorest of the poor, the lowest of the most vulnerable persons, and ensuring that goal of leaving no one behind really remains alive" (KII, CSO).

However, in the online survey several respondents highlighted that the programme would benefit from a stronger economic empowerment component to allow women and girls to be more dependent from alleged perpetrators.

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[5] Government of Zimbabwe. Transitional Stabilisation Programme Reforms agenda

[6] Government of Zimbabwe. The National GBV Strategy (2013-2017

[7] Government of Zimbabwe. CHAPTER 5:16 DOMESTIC VIOLENCE ACT Act 14/2006

[8] https://www.zimgbvportal.org.zw/download/zimbabwe-national-action-plan-and-communication-strategy-on-ending-child-marriage/

[9] nac.org.zw/wp-content/uploads/2019/01/Zimbabwe-National-Gender-HIV-Implementation-Plan-2017-2020.pdf

[10] Harare, Manicaland, Mashonaland Central, Mashonaland West, and Matabeleland South Provinces

Reaching women and girls with disabilities

Spotlight Initiative is reaching women and girls with disabilities who face challenges in making their voices heard and accessing services.[11] According to the Inter-Censual Demographic Survey (ICDS) 2017, the country's disability[12] prevalence is 9 per cent[13], and it is slightly higher among females (10%) compared to males (8%).[14].

"The programme strategically targeted women and girls with disabilities to ensure that they are capacitated and knowledgeable about their rights and ways and means and how they can face these challenges and how they're able to address them at the national level. We strengthened institutions that work with these vulnerable groups." (KII, RUNO).

"The Programme is assisting us to be independent, teaching and giving us knowledge on where to seek help if we experience sexual and gender-based violence in the community." (FGD, Women and girls with disabilities – Hopley).

"…specific interventions gave great emphasis, for instance, to those with disabilities, making the services accessible, be it through the mobile models, be it through support of the survivors and the caregivers… Gave a great emphasis to the needs of those in remote areas by using mobile service delivery and the engagement of community cadres…" (KII, RUNO).

Reaching women and girls structurally excluded/engaged in risky work

True to the principle of LNOB, the Spotlight Initiative contracted 31 (out of the 55) Civil Society Organisations (CSOs) that focused specifically on groups of women and (young) girls that are referred to as the structurally excluded groups.

"We really appreciate the programme for teaching us because in our industry we face a lot of abuse even if you report to the police, they will do nothing because we are sex workers and the perpetrator goes scot-free but now, we have a solution [referring to a GBV shelter]." (FGD, Key Populations).

"The spotlight initiative adapted to the COVID 19 pandemic, as we now practice social distancing, sanitization and wearing of masks during programs, and even here at the shelter the COVID 19 pandemic restrictions are being applied very well". (FGD, GBV Survivors).

The 55 CSOs that have been selected and contracted by the Spotlight Initiative do not always have the required capacity to implement the activities. Therefore, the capacity of national CSOs and community-based organisations in programming and financial reporting has been strengthened to enable them to deliver. CSOs with limited capacity also work under a Consortium that provides support through capacity development.

Even though, the Spotlight Initiative has reached out to women and girls with disabilities, more needs to be done to address issues of stigma and avail user-friendly materials for those with visual or hearing impairments (Braille and sign language). Vulnerable women and girls became more vulnerable during the COVID-19 pandemic bringing to the fore the deficit of responders on the ground. Lastly, though the

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[11] Women and girls with disabilities in Zimbabwe speak about their challenges (unesco.org)

[12] The disabled Persons Act (of Zimbabwe) chapter 17:01. https://www.justice.gov/sites/default/files/eoir/legacy/2013/11/08/disabled_persons_act.

[13] The rate is deemed to be an underestimate by many Organizations of persons with disabilities, as the global prevalence rate is around 15 per cent.

[14] Zimstat. 2017. The Inter-Censal Demographic Survey 2017

programme is delivering and reaching key populations with sexual and reproductive health, a holistic reach is still problematic due to the government of Zimbabwe's position on key populations.[15]

Key findings:

- The Spotlight Initiative, by design, is deliberately reaching the most vulnerable women and girls in the selected districts. However, more needs to be done:

    - as those women and girls, identified as vulnerable became even more vulnerable due to the COVID-19 pandemic;
    - to reach women and girls with disabilities with user friendly services, information and platforms to express their concerns and needs;
    - to strengthen the economic empowerment of women and girls as lack of economic empowerment makes them more dependent on perpetrators;
    - to actively involve men and boys as men champions and role models to help shift negative male masculinities;
    - to reach key populations; and
    - to incorporate chiefs, village heads and their spouses as they handle most GBV cases in rural communities.

Recommendations:

- Strengthen efforts to reach those often left behind and provide user-friendly materials for women and girls with visual or hearing impairments (Outcomes 3 and 4 RUNOs).

4. Do all key stakeholders still demonstrate effective commitment (ownership)?	☒ Very Good – Good
	☐ Problems
	☐ Serious deficiencies

Key stakeholders interviewed as part of the MTA (government, the UN, the EU, and CSOs) continue to demonstrate effective commitment to the Programme. The government, through the Ministry of Women's Affairs, Community, Small and Medium Enterprise Development (MWACSMED), hosts the Programme and the Minister co-chairs the National Steering Committee (the Spotlight Initiative highest governance body) with UN RCO. Other line ministries, such as the Ministry of Health and Child Care, the Ministry of Primary and Secondary Education, and the Ministry of Higher and Tertiary Education, Science, Innovation and Technology Development participate in the Programme working with different RUNOs in accordance with their mandate and interventions. As an example of commitment, the two ministries of education have included a component on GBV in the Guidance and Counselling Life Skills Education programme, which has been extended beyond the learners and teachers to non-teaching staff. Extending this comprehensive sexuality education to non-teaching staff is a recognition of holistic approach required to effectively address GBV among school going children. This commitment is a result of long-standing engagement by UNESCO and UNFPA supporting the education sector to address HIV, early and unintended pregnancy and GBV.

Regarding the financial contribution of the government to the implementation of the Spotlight Initiative, it is important to acknowledge that an agreement exists between the government and the

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[15] Section 73 of the Criminal Law Act 2006 criminalises all sexual acts between men with a maximum penalty of one year imprisonment and the possibility of a fine. https://www.humandignitytrust.org/country-profile/zimbabwe/

UN. No funds are transferred directly to the government due to the volatile economic situation but need to be made through third parties. The government, however, contributes with resources in kind, in particular human resources, which is not visible in the Spotlight Initiative workplan as it is only designed to reflect in-kind contribution from RUNOs.

This was also confirmed in the online survey, where 85 per cent of respondents rated the ownership by country stakeholders as positive, with only four per cent choosing 'to a small extent'. The Inter-Ministerial Coordination Mechanism which brings together the Spotlight Initiative Technical Team and key stakeholders in Government was said to help foster government ownership.

On assessing the level to which CSOs are actively steering implementation, 84 percent of the 56 online respondents rated this 'to a great degree' or 'to a considerable degree'.

The EU has continued to show its commitment to the programme through financial support, participation in programme meetings and joining RUNOs and IPs in monitoring visits.

Key findings:

- The MWACSMED, representing the Government of Zimbabwe, is steering the Spotlight Initiative in Zimbabwe by co-hosting with the UN RCO and co-chairing the Spotlight Initiative National Steering Committee (SNSC). The OPC and the Ministry of Finance are also members of the Steering Committee. The Spotlight Initiative Technical Coordination Unit worked with the MWACSMED to further create an Inter-ministerial Coordination Mechanism in Government, chaired by the Permanent Secretary, that brings all government ministries together. There is active engagement of other government line ministries supporting RUNOs in the different interventions implemented under the Spotlight Initiative at the various levels.

- The financial contribution by the government needs to be reviewed and made visible.

Recommendation

- To start negotiations for the increase of the financial contribution of the government of Zimbabwe during bilateral discussion between government and UN leadership.

5A. Have all relevant circumstances and risks been taken into account to update the intervention logic? **5B. Also in the context of Covid-19?**	☒ Very Good – Good
	☐ Problems
	☐ Serious deficiencies

Risks and mitigation measures

Risks that were identified in the CPD did not hamper programme implementation. The CPD highlighted risks to programme implementation and put in place mitigatory measures that worked for the programme. Contextual risks identified included decrease in democratic space for participatory engagement with Government, and economic downturn. Democratic space for implementation was conducive as there was buy-in from the government in the programme. The economic downturn was unavoidable as the government changed fiscal policies that affected disbursement of funds to IPs. Programmatic risks included restricted access to communities, politicization of service delivery and possibility of communities to view interventions as 'foreign'. Through a consultative process and

evidence-based programming, the Spotlight Initiative received support at central, provincial, district and local level.

The Programme was implemented within the multi-hazard context of the country, including climate change (drought and floods) and crises driven by disease outbreaks such as cholera and COVID-19. See question 9 for a more detailed analysis on how these have influenced the delivery of the programme.

Covid-19 risks and mitigation measures

The risk analysis was reviewed in 2020 in response to the COVID-19 pandemic. Through a consultative process in which both the EU and the National Steering Committee were involved, the Spotlight Initiative was re-programmed three times in 2020 to adapt the programme to the COVID-19 (April, July –September and October 2020 - June 2021). The key outputs in the six outcome areas were modified to include information that integrates COVID-19 into the existing GBV/SGBV/SRHR messages, as well as the procurement and provision of Personal Protective Equipment (PPE) and other equipment in accordance with COVID-19 requirements and regulations. To respond to the increase in the number of GBV cases during COVID-19 lockdown, Mobile One Stop Centres were scaled up to bring services nearer to the beneficiaries and WhatsApp groups were launched through Innovators Against GBV. Finally, an assessment on the situation of women and girls with disabilities with regards to GBV/SGBV during the pandemic was carried out.

Key findings:

- Mitigatory measures taken against contextual, programmatic, and institutional risks identified in the CPD and in the reprogramming for COVID-19 were successful.

Recommendations:

- Continue to identify innovative ways to implement the programme in the light of COVID-19 that still beset the country (Spotlight Initiative Coordination team with support from RUNOs).

- To commission a study to assess the impact of COVID-19 on women and girls in Zimbabwe (Spotlight Initiative technical team).

6. Are the indicators to measure results well defined and relevant to measure the achievement of the objectives?	☐ Very Good – Good
	☒ Problems
	☐ Serious deficiencies

The indicators of the programme were selected from the Spotlight Initiative Results Framework developed by the Spotlight Initiative Secretariat to allow for global aggregation and reporting. Although country programmes have the flexibility to identify a few programme specific indicators to report on at national level, this did not happen in Zimbabwe, as the Spotlight Secretariat discouraged country teams to do so.

The indicators of the Spotlight Initiative are focusing on GBV and harmful practices: SRHR, early marriages, female genital mutilation (FMG) as these are in line with the Spotlight Initiative Theory of Change as well as with the Zimbabwe context. For example, under Outcome 6, Zimbabwe is reporting on Indicators 6.2 and 6.3 from the Framework (Annex 5 for details on the indicators).

Key informants have highlighted that the indicators for the programme are more quantitative than qualitative with a risk of missing some results of technical work and other positive changes in behaviour especially under Outcomes 1, 2, 3 and 6. The use of qualitative indicators can measure systems strengthening for legal and justice systems and institutions strengthening which is more difficult to capture quantitatively. As one key informant said: *"Technical support cannot be measured in numbers"*, (KII, RUNO).

Furthermore, even though data is collected, there are no district level mechanisms for quarterly evaluation of data and use of findings for planning and decision making. A key informant noted that *"the Spotlight Initiative partners are national level institutions that are implementing at district level"*, (KII, Government).

Key findings:

- The indicators are appropriate and relevant to the context and track programme progress adequately. There was, however, a call to include qualitative measures to complement the quantitative indicators especially for interventions under Outcomes 1, 2, 3 and 6.

- The consequence of not analysing data at district level is a delayed response by decision makers to issues that need to be considered in planning for subsequent activities.

Recommendations:

- Spotlight Initiative Coordination Team and RUNOs to identify qualitative indicators that can complement the Programme quantitative indicators to measure systems strengthening for legal and justice systems, institutions, and behaviour change under Outcomes 1, 2, 3 and 6.

- Put in place a formal mechanism for a quarterly review of district data for planning and decision-making. (Spotlight Initiative Coordination and Inter-Agency Technical Teams as well as Government).

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C. EFFICIENCY

7. Are the chosen implementation mechanisms (incl. choice of implementation modalities, entities and contractual arrangements) adequate for achieving the expected results?

☐ Very Good – Good

☒ Problems

☐ Serious deficiencies

The Spotlight Initiative is implemented by six RUNOs and 55 IPs. Oversight is provided by a 15-member National Steering Committee[16] and the Coordination and Inter-Agency Technical Team. There have been delays with the selection of IPs and also in the disbursement of funds to them. This is also due to the new statutory instrument introduced in 2019, which has created difficulty for them receive USD from RUNOs. IPs reported that this has led to delayed implementation of their activities. This is further addressed in MTA question 9.

"Delays were experienced due to the late disbursement of project funds. The project start date says 1 January 2019; the funds were disbursed in the 3rd Quarter of 2019" (IP, Online Survey).

"Funds disbursement modalities to Government institutions are a challenge in expediting implementation. The direct payment modality to service providers results in late payment of service providers thereby causing apathy amongst the service providers" (Government, Online Survey).

Execution of the Budget

The allocation for the implementation of the Spotlight Initiative in Zimbabwe is 21 million USD for Phase I. Of this amount 8,690,464 USD was received in January 2019 as a first cash transfer. The second transfer of $ 12,309,536 was received by RUNOs at their Headquarters on 1 Dec 2020. The analysis of the MTA Zimbabwe budget and expenditure data for RUNOs (UNDP, UNFPA, UNICEF, UNWOMEN, ILO, and UNESCO) at 30 September 2020 shows the following:

The Secretariat follows the established Standard Operating Procedures for fund disbursements as approved by the Operational Steering Committee and contractually agreed upon between the Administrative Agent and the implementing agencies. Replenishments are made collectively to each country programme, not to individual agencies. The threshold for delivery against the previous tranche has been set at 70%. Of the $21,000,000, US$8,648,151 (41 per cent) had been delivered as of 30 September 2020, which represents 99.5 per cent of the cash transferred as of that date. The second cash transfer, from the Spotlight Initiative Secretariat, was only received on 1 of December 2020. The evaluation team was informed that RUNOs have committed to advance resources to their respective country offices if they were low on cash, however, given that the RUNOs in the country complained about lack of resources, the evaluation team is not clear as to whether this has happened. Because of the low delivery rate, Phase I has been extended by a further 6 months hoping the programme will accelerate implementation and deliver the full Phase I budget (USD21 million) by 30 June 2021.

The table below indicates that RUNOs had spent between 30 to 40 per cent of the Phase I budget by 30 September 2020. When adding the commitments, the delivery rate varies between 30 to 59 per cent.

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[16] National Steering Committee members – EU, Embassy of Sweden, Minister (MWACSMED), UNRC, 6 Heads of Agencies (RUNOs), Office of the President and Cabinet, Ministry of Finance and Development. And 3 CSRG members

Table 2. General overview of delivery against budget by RUNOs

Zimbabwe	Budget	RUNOs Expenditure	RUNOs Commitments	Delivery (Exp+ commitments vs budget)
UNDP	2,917,694	728,756	160,845	*30%*
UNFPA	4,388,564	1,324,937	676,892	*46%*
UNICEF	6,956,515	1,475,385	589,117	*30%*
UNWOMEN	5,473,736	1,527,224	1,688,203	*59%*
ILO	632,362	21,062	200,701	*35%*
UNESCO	631,129	255,028	-	*40%*
Total	**21,000,000**	**5,332,392**	**3,315,759**	***41%***

Source: Financial data received from the Spotlight Initiative Secretariat on 15 January 2021.

Although the original budget was designed based on the activities by output and outcome, the expenditure is reported by the headquarter of each RUNO through the MPTF gateway using the UNDG budget lines. Expenditure data by outcome and output area should be available at the country office of the respective RUNOs but is currently not collected or compiled by the Spotlight Initiative. This makes it difficult to assess whether issues of expenditure are affecting the achievement of programme results by outcome.

Staffing levels for Spotlight Initiative and Management Cost

The staffing levels of Programme Staff/Specialists and Operations are insufficient. As an example, for Programme staff in UNICEF, only 3 programme positions (25% for Media Officer (Digital), 50% for SGBV&HP Programme Officer (Legal) and 100% for M&E and Knowledge Management Officer are funded by Spotlight Initiative, even though 10 Programme staff work under the Spotlight Initiative. These staff are supported by Regular Resources but also other donor funding. Of the 24 Spotlight Initiative dedicated programme staff members across the 6 RUNOs and in the RCO, the majority (18) are existing staff-members who got a complementary assignment to work on Spotlight Initiative activities. This is in line with the Spotlight Initiative guidelines, however, these programme staff members perceived the Spotlight Initiative work as extra workload to their initial terms of reference. Regarding the operational management staff required, there is still, after two years of implementation, a serious shortage in operational management staff available for the implementation of the Spotlight Initiative. Their role is to process operational activities such as procurement in support of the Spotlight Initiative Programme staff.

Spotlight Initiative activities are primarily implemented through Implementing Partners and the selection of these IPs, as well as the operational management of the IPs has been complicated as all the activities are managed under the UN rules and procedures of each respective RUNO. In particular, new IPs had to be oriented to the UN rules and procedures in terms of procurement and reporting. This has become an additional burden on the existing workload of the Operational/Administrative and Finance Staff as they have to support the new IPs with financial reporting and monitoring requirements. Only six staff members within this category are charged to the budget-line of programme management costs.

According to the budget, 71 per cent of the programme management costs (which represents 18 per cent of the total budget for Phase 1), was allocated for staff and personnel costs. Each of the RUNOs receives Spotlight Initiative funding for staff and personnel costs. While the complaints about high workload of Spotlight Initiative programme staff are understandable, the evaluation team believes that the resources allocated for staff and personnel are adequate. Hence, instead of increasing the number of human resources, perhaps the RUNOs should review whether they can reorganise the workload of

the Spotlight Initiative programme staff to ensure it is appropriately split across technical staff and operational management staff.

Key finding

- Staffing levels for operational management are not sufficient. Programme management costs are capped at 18% of the total budget for Phase 1 and 71 per cent of programme management costs are allocated to staff and personnel, which seems appropriate. However, as the programme is complex and engages many new IPs, perhaps more resources should be allocated to operational management instead of technical support.

- Lack of financial data by outcome makes it difficult to assess cost effectiveness of the programme.

Recommendations:

- Spotlight Initiative Coordination and Inter-Agency Technical teams to explore how to harmonize the operational and financial management procedures and to improve timeliness in disbursement of funds to Implementing Partners.

- RUNOs to discuss staffing for the Spotlight Initiative together and to find solutions to the heavy workload of programme and operational staff and review how tasks and responsibilities could be reallocated.

- Spotlight Initiative Coordination team should aim to obtain financial data by outcome and output from the different RUNOs and monitor expenditure rates by outcome.

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8. Do partner government and other partners in the country effectively steer the action? (Please consider Government, CSO and EU Delegation)	☒ Very Good – Good
	☐ Problems
	☐ Serious deficiencies

The Ministry of Women's Affairs, Community, Small and Medium Enterprise Development (MWACSMED) representing the Government of Zimbabwe, is together with the UN RCO, co-hosting the Spotlight Initiative and co-chairing the National Steering Committee (NSC). The Office of the President and Cabinet (OPC) and the Ministry of Finance are also members of the Steering Committee. The Spotlight Initiative Technical Coordination Unit worked with the MWACSMED to further create an Inter-ministerial Coordination Mechanism in Government, chaired by the Permanent Secretary, that brings all government ministries together. The Spotlight Initiative Technical Team meets and coordinates with technical staff within government. One example of the facilitating role of MWACSMED is that they facilitated the better collaboration amongst relevant Government ministries involved in forensic evidence collection and analysis, namely the Ministry of Home Affairs and Cultural Heritage and the Zimbabwe Republic Police.

The focal persons for the Spotlight Initiative in the MWACSMED have been facilitating the work at the provincial, district- and local level. The Ministry participated in the Learning Visits in 2018 to assess the design of the programme before implementation, supported the Spotlight Initiative Baseline Study 2019/2020, and is currently working on the high-level political compact, a strategic intervention against GBV. During the COVID-19 pandemic, MWACSMED facilitated the work of the IP's by providing clearance letters so that they could continue to reach out to the most vulnerable.

"The MWACSMED, as the lead, really advocated for active engagement and for exchange of information and collection of inputs to whatever document was coming to the steering committee". KII, RUNO.

"As a Ministry we provide an officer to accompany a team into the field. That way we are a part of the programme. They do not go down to the ward without an officer from the ministry. If an officer is not available, we have a community development coordinator on standby to assist.' KII, Government.

Besides the MWACSMED, there is active engagement of other government line ministries supporting RUNOs in the different interventions implemented under the Spotlight Initiative at the various levels: Health and Child Care; Public Service, Labour and Social Welfare; Justice, Legal and Parliamentary Affairs; Home Affairs and Cultural Heritage; Finance and Economic Development; Education (Primary and Secondary Education; Higher and Tertiary Education, Science, Innovation and Technology Development); Local Government, Public Works and National Housing; Office of the President and Cabinet; the Parliamentary Thematic Committees, Zimbabwe Republic Police; Judicial Service Commission; National Prosecution Authority; and other umbrella bodies.

CSOs are represented in the management of the Spotlight Initiative through the 16-member CSO Reference Group (CSRG). Its members join the group in their individual capacity. Representatives of the CSRG participate in the Steering Committee, Technical Team meetings and the Inter-ministerial Technical Committee.

The private sector is involved in addressing GBV in the workplace and raising awareness on how GBV affects productivity. Business leaders are engaged mainly through the Employers Confederation of Zimbabwe (EMCOZ) and Trade Union bodies to sensitize business and lobby for policies and programmes that facilitate for workplace free from sexual harassment and other forms of violence and harassment. However, more still needs to be done to bring more companies on board.

The EU Delegation in Zimbabwe has been very much involved since the start of the Spotlight Initiative, from programme design, development of the Annual Work Plan, learning visits in 2018 to implementation and monitoring of the Programme. The EU Ambassador and delegation staff-members participate in relevant meetings but both the EU and the RUNO's would like to see the EU play a more vocal, visible role beyond the meetings as exhibited in the following quotes:

"The EU very much has been a partner… not just a funder and has also opened the door for Spotlight to be presented to all Heads of Missions, EU missions in Zimbabwe." KI, RUNO.

"the EU participates in the Steering Committee…the Ambassador participates; They were involved in the national consultation in the provinces and are constantly in touch with the Technical Team" KI, RUNO.

Key findings:

- The EU Delegation in Zimbabwe has been very much involved in the Spotlight Initiative at the highest level since the start of the Spotlight Initiative, from programme design, development of the Annual Work Plan, learning visits in 2018 to implementation and monitoring of the Programme

- The CSRG is active and participates in the Steering Committee and Technical Team meetings.

9A. If there are delays, how important are they and what are the consequences? What are the reasons for these delays and to what extent have appropriate corrective measures been implemented? To what extent has the planning been revised accordingly? BEFORE COVID **9B. What are the consequences of COVID 19? To what extent have appropriate corrective measures been implemented? To what extent has the planning been revised accordingly? AFTER COVID**	X Very Good – Good ☐ Problems ☐ Serious deficiencies

Delays before COVID-19?

The Spotlight Initiative experienced delays in implementation before and after the onset of the COVID-19 pandemic. The delays before the COVID-19 pandemic were due to a lack of an inception phase, delayed disbursement of funds, time consuming process of selection of IPs as well as the limited capacity of some CSOs to manage projects under UN rules and regulations. Another delay emanated from the introduction of a statutory instrument by the government in 2019, which completely changed the currency regime from multiple currencies to Zimbabwe dollars only. For a programme like the Spotlight Initiative, the UN and other development partners had to take time to engage with the Reserve Bank of Zimbabwe, the Ministry of Finance and Development, and the banking sector to understand the ramifications on the disbursement of funds to partners (in what currency; changes in bank accounts; transfer modalities, etc).[17]

Due to the volatile economic situation, RUNOs cannot give direct cash transfers to Government, and all payments are made using the Direct Implementation Modality or payment is done through a third party (such as Crown Agents) which considerably hampers the speed on how funds are disbursed; IPs continue to have problems to receive and access USD in their Nostro Accounts, leading to several weeks of delay in programme implementation.

It is Important to observe that apart from the UN internal procedures, each agency has its own rules and procedures on how to expend programme funds for accountability and transparency. For example, in order to avoid engaging the 'usual organizations' and engage new partners, it took UN Agencies a considerable amount of time to engage implementing partners as they strategically decided to use a three-stage process in the selection of partners[18]; firstly consultative meetings in all five Spotlight Initiative provinces with a total of 313 representatives from civil society (CSO) groups including community-based organizations, the Civil Society Reference Group (CSRG); followed by the issuing of a call for Expression of Interest and finally an invitation to shortlisted organizations to submit proposals.

While the RUNOs have developed a way to work together during Phase 1, an Inception Phase would have been beneficial so that RUNOs could concentrate on how to organise their work and procedures before starting with implementation. As there was no Inception Phase, a lot of it was learning by doing, and this has taken up valuable time. Secondly, this would have allowed for setting up new activities such as the Mobile One Stop Centre and the interventions for key populations.

Guided by the Spotlight Initiative principles as well as observations during the implementation of activities, capacity strengthening of CSOs was organised so that they would be better able to work under UN agency rules, understand the government laws and policies as well as the working modalities under the different pillars.

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[17] 2019 Zimbabwe Annual Narrative Spotlight Report

[18] This was due also to the fact that the rules and procedures for the selection of IPs go through processes at the CO level, which must then be checked and verified by the RUNO's RO to ensure transparency and accountability to the agency's rules and procedures

And finally, Zimbabwe was one of the countries in Southern Africa heavily affected by **Cyclone Idai**, which hit the country in mid-March 2019 in parts of Manicaland Province. The Spotlight Initiative Inter-Agency Technical Team began to focus on how to position the humanitarian-development-GBV nexus approaches in the delivery of interventions in the most affected districts in the province.[19]

Delays because of COVID-19

The COVID-19 pandemic and the subsequent lockdowns and travel restrictions put in place since March 2020 to contain the spread of the virus, considerable slowed down in implementation of some interventions especially in Outcomes 1, 2 and 5, affecting the strengthening of key institutions, adoption of key legislation (Harmonized Marriages Bill) to end child marriages for example, and strengthening the collection of vital GBV/SGBV administrative data at a time when there was an increase in GBV cases observed. Other interventions progressed well with support from government counterparts. After the sector was identified as essential services, IPs were offered clearance letters to continue with their activities. Since then, GBV services have been accelerated e.g., a shuttle service to reach women and girls has been running since May 2020, complementing the mobile One-Stop Centre. However, the scope of this service is indeed limited compared to the magnitude of the problem and geographical coverage.

"The pandemic increased vulnerability of women and girls, especially those living with disability, deepening the crisis. It became a pandemic within a pandemic" (KII, RUNO).

The COVID-19 experiences highlighted gaps in the GBV service response and infrastructure in terms of distance, access, and human resources capacities within government GBV services institutions like Victim Friendly Units, and availability of responders, among others.

The Spotlight Initiative Programme was reprogrammed three times using the modality of flexible programming because of the COVID-19 pandemic, lockdown, and travel restrictions. The Spotlight Initiative programme strengthened the hotlines, created new hotlines, including one for key populations. IPs and related organizations were supported with PPE and IFC supplies to continue to operate. The Victim Friendly System (VFS) working with Spotlight Initiative procured PPE and distributed it to all the 22 courts (facemasks and sanitary gloves for use by the magistrate and those who handle exhibits, bars of soap, and disinfectants).

The Spotlight Initiative Programme prioritized and upscaled the Mobile One Stop Centers to move services closer to beneficiaries. Additionally, organizations migrated from physical meetings to virtual ones (Zoom, WhatsApp, Skype) in accordance with lockdown requirements. However, online meetings were not easy to carry out, especially with government, provincial and district stakeholders as they were ill equipped in terms of smart phones, data, and laptops.

"…how do we as magistrates, sometimes we don't have phones, how can we deliver and hold court virtually?" (KII, Government).

"People say do virtual, but in a context like Zimbabwe, how do you use virtual when women and girls have different forms of disability? Some disabilities are not technology friendly. We have not adapted the technology for disabilities." (KII, RUNO).

Since schools were closed, Spotlight Initiative developed messages with information on GBV and on COVID-19 that were disseminated through community radio programmes for learners at home. Other platforms were adopted for dissemination of information that included the Regional programme on CSE

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[19] https://reliefweb.int/report/zimbabwe/zimbabwe-humanitarian-response-plan-2020-revised-july-2020-update-covid-19-response

that made use of the platform of the LetsTalk! EUP campaign to channel COVID-19 prevention messages to young people and their families using the existing social media channels under the tagline #LetsTalkatHome. A WhatsApp chatbot was developed to share academic resources and health information with students writing exams where subject notes, past exam papers, marking schemes and health information were shared, a WhatsApp platform for women and girls with disabilities was created, as well as a WhatsApp group to provide survivors of violence with a safe space for seeking information and connect with others. Taking advantage of technological advancement opened a window for innovation. For example, most workplaces also had to stop operations, the ones who remained open were operating with skeletal staff. Other activities, such as policy development proceeded with some companies, engaging with smaller groups of workers doing online drafting and consultations.

Key findings:

- The observed delays before the COVID-19 pandemic were among others due to a lack of an inception phase and staggered process for selecting and contracting IPs. Not only are the UN internal procedures slow but each agency has its own rules and procedures on how to expend programme funds for accountability and transparency. The statutory instrument in 2019, which changed the currency regime, has led to late disbursement of funds to IPs.

- The COVID-19 pandemic and the subsequent lockdowns and travel restrictions considerable slowed down in implementation of some interventions. The programme has, however, adequately responded to move mobile services closer to beneficiaries, disseminate GBV and COVID-19 prevention measures, develop new platforms for dissemination of information and to provide a safe online space for survivors of violence.

Recommendations:

- Continue to identify innovative ways to implement the programme in the light of COVID-19 that still beset the country (RUNOs and IPs).

10A. How effectively is the Initiative managed? **10B. How effectively is the Programme managed? Are the management arrangements for the Initiative at national level adequate and appropriate?** **10C. How effectively is the Programme managed? Are the National Steering Committees functioning efficiently and in line with Spotlight Initiative principles?**	☒ Very Good – Good ☐ Problems ☐ Serious deficiencies

National Steering Committee

The Spotlight Initiative National Steering Committee (SNSC) has been functional since its formation in 2019. The RCO and the Minister of WACSMED are the co-chairs of the SNSC, providing programme oversight at the highest level. UN Women, one of the six RUNOs, is the Technical Lead of the Spotlight Initiative CP in Zimbabwe.

The SNSC met twice in 2019 and quarterly in 2020. The committee approved the Annual Work Plan, projects, and budgets. It interfaced well with the Coordination and Inter-Agency Technical teams, and RUNOs received updates after the SNSC meetings. More than two thirds (77.5%) of survey respondents appreciated the functioning of the SNSC as good or excellent. Areas for improvement include early preparations for meetings, and RUNOs should internally brief their HOAs prior to the SNSC meetings based on the Agenda and information they receive from the Coordination Unit and which has been discussed at the Spotlight Initiative Technical Team level.

Civil Society Reference Group

CSOs are represented in the management of the Spotlight Initiative through the 16-member CSO Reference Group (CSRG). Its members join the group in their individual capacity. Members are representatives of youth- as well as SRHR activists, advocates and leaders of marginalized groups, disabilities' rights groups, labour/trade unions, men and boys' organizations, women in academia, legal and justice, Faith Based Organisations, women in the private sector, and the Women's Rights Fund in Africa, all with expertise on Ending Violence Against Women and Girls (EVAWG). The CSRG developed its own Annual Work Plan focused on information, communications, and visibility. In November of 2020, the CSRG held a workshop with IPs, to assess Spotlight Initiative programme progress. The CSRG has a budget with payments made through the Direct Payment System. Eighty-four (84) per cent of respondents to the online survey appreciated the role of the CSRG as good to very good.

"CSRG unique platform – involved in decision making as well and the whole process moving from design to implementation. COSs are part of the delivery mechanism…" (KI, RUNO).

"The CSRG plays a very active and participatory role…" (KI, RUNO).

"The CSRG participates in the Steering Committee. However, they could participate more and raise issues in the Steering Committee" (KI, Bilateral donor).

Technical Coordination Unit (TCU)

The Spotlight Initiative Technical Coordination Unit is responsible for the programmatic coordination and coherence during the design and the implementation of the Spotlight Initiative, with emphasis on securing the overarching coordination across the six Outcome areas. The Unit is the cornerstone for the implementation of the Spotlight Initiative Annual Workplan as they are assuring the link between coordination, implementation and oversight. The TCU is functional and ensures technical coherence of the programme.

"In Zimbabwe the Coordination Unit is under UN WOMEN and they are responsible for the technical coherence of the programme" (Online Survey[20]).

Guidance from Secretariat

The Secretariat provided adequate technical guidance in terms of the design and development of the Spotlight Initiative as well as on GBV and LNOB, on the financial management and the role of civil society. Also sharing information between Spotlight Initiative countries was facilitated. The information is easily accessible on the UN COSI Extranet.

However, information from RUNOs indicates that more can be done to improve communication and guidance from the Spotlight Initiative Secretariat. There was a disconnect between guidance and action. For example, the communication related to disbursement and conditions for release of 2nd tranche was not sufficiently communicated and caused confusion at country level.

*"Guidance not coming or very delayed… one-way communication… questions not answered, if answered not comprehensive" (*KII, RUNO).

"Overall, it is an open relationship, colleagues in New York are open to assist, but it feels like there are a lot of processes up there also that get fragmented. And when it gets to the country, then it's a bit tricky for those who are on the ground following up and working towards the requirements." (KII, RUNO).

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[20] Online Survey Response to Q21 Which entity is responsible for Technical Coherence of the Programme - comments

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Key findings:

- The management arrangements for the Initiative in Zimbabwe are appropriate. The Zimbabwe **SNSC** is functional. Meetings took place and members participated. The CSRG is active and participates in the Steering Committee, Technical Team meetings and the Inter-ministerial Technical Committee.

- The support of the Spotlight Initiative Secretariat has been appropriate, however more precise and responsive communication would be appreciated.

Recommendations:

- Improve internal communication between UN agencies' Spotlight Initiative Focal Persons within RUNOs and their Head of Agencies (HoAs) to prepare for National Steering Committee meetings.

11. Are the chosen implementation and coordination mechanisms (a "new way of working", in line with UN Reform) contributing to greater efficiency?	☒ Very Good – Good
	☐ Problems
	☐ Serious deficiencies

The six RUNOs implementing the Spotlight Initiative in Zimbabwe have put in place mechanisms to "Deliver as One" through an agreed model of collaboration that was developed to ensure joint implementation and oversight. This new way of working avoids overlaps among RUNOs, rationalizes resources and improves programme efficiency. Under this model (i) RUNOs jointly developed the Terms of References (TORs) for Spotlight Initiative interventions by sharing them among the agencies for inputs before they are finalized; (ii) members of the Spotlight Initiative Inter-Agency Technical Team participated in each agency's Spotlight Initiative interventions – meetings, conferences, trainings, etc. – as technical experts on issues; (iii) RUNOs developed joint action plans for the synergy of interventions targeted at a particular institution/beneficiary; (iv) RUNOs share and leverage on their respective networks, in particular for underrepresented populations such as persons with disabilities; and (v) RUNOs worked together to deliver in a holistic manner across the Outcome Areas in Spotlight Initiative-identified districts.

Respondents to the online survey were generally very positive when asked about how satisfied they are with the implementation of the Spotlight Initiative according to UN reform principles: 95 per cent agreed that the UN teams work well together to implement the programme in an integrated way and that the closer collaboration among UN organizations leads to greater efficiency.

According to the representatives of UN agencies participating in the online survey, the collaboration among the different stakeholders was perceived adequate. More specifically, the collaboration between the RCO and RUNOs was considered positive (either good or excellent) by 78 per cent of respondents, 82 per cent for the Spotlight Initiative technical coordination unit and RUNOs, 57 per cent for the RCO and CSO Reference Group, 79 per cent for Technical Coordinator and the RUNOs and 93 per cent for the RUNOs and the implementing partners

This is observed in actual outputs, such as the age of consent paper (Outcome 1), research studies such as the implementation barriers, policy and programmes gap analysis, and forensics assessment that received input from all RUNOs (Outcome 2).

Moving forward, more can be done in terms of layering of interventions for instance on Comprehensive Sexuality Education to ensure that a holistic approach is taken to reach learners, teaching staff and non-teaching staff. This is achievable through strengthening coordination in the provision of services to identified schools between the RUNOs focusing on this area.

Key findings:

- The six RUNOs implementing the Spotlight Initiative in Zimbabwe have put in place mechanisms to "Deliver as One" through an agreed model of collaboration that was developed to ensure joint implementation and oversight. This new way of working avoids overlaps among RUNOs, rationalizes resources and improves programme efficiency. Respondents to the online survey were generally very positive about this new way of working.

Additional questions: Is the Programme generating additional resources? How are other initiatives coordinated with the Spotlight Initiative?

Spotlight Initiative has not yet generated complementary funding, but more important is the observation that the Government of Zimbabwe already has a programme in place to eliminate GBV: the VFS was set up in 1992, which is an indication of the government's commitment to combatting VAWG. Furthermore, the government provides the human resources, allocates buildings, and logistical resources for the activities of the Spotlight Initiative in Zimbabwe.

"Spotlight is actually coming up to complement what the government is already doing. It may not be enough, may not be adequate, but at least the government has the will power and a realization that we need to support the activities targeted against violence of women and children". (KII, Government)

The reduced Spotlight Initiative investment in prevention was on the understanding that the SAFE programme: *Stopping Abuse and Female Exploitation* was coming on board and was focused on the prevention of violence by changing harmful attitudes towards women and girls.

Spotlight Initiative has linkages and synergies with the focus of UNPRPD, which also focuses on gender, SRHR, access to Justice, and fighting stigma and discrimination.

Because of the work on CSE in the Spotlight Initiative, UNESCO is in advanced negotiations with the Swiss Agency for Development and Cooperation funding to deepen programs in higher and tertiary education institutions to ensure that young people in those institutions enjoy improved sexual and reproductive health, through sustained declines in new HIV infections, early and unintended pregnancy, and gender-based violence.

Key findings:

- The Government of Zimbabwe has been working on GBV for many years. However, there is not a specific budget-line dedicated to EVAWG in the government annual budget.

Recommendations:

- To lobby for a budget for EVAWG within the government's annual budget (CSRG with UN and EU).

D. EFFECTIVENESS

<table>
<tr>
<td>12. Is the progress of each output conforming to workplan approved by OSC? Is the quality of outputs satisfactory? Are the outputs still likely to lead to the expected outcomes?</td>
<td>☒ Very Good – Good

☐ Problems

☐ Serious deficiencies</td>
</tr>
</table>

Monitoring and evaluation data were available for year 1 (2019) and for year 2 (2020)[21] and used to assess progress against the overall programme targets. The figure below demonstrates this progress whereby the proportion of indicators are displayed either as 'achieved', 'in progress' (sufficient progress is noted), 'insufficient progress'[22], 'no data available' or 'not applicable' (when no targets were available to assess progress). The detailed analysis is available in Annex 5.

Figure 1. Combined Year 1 and Year 2 Progress against Target indicators
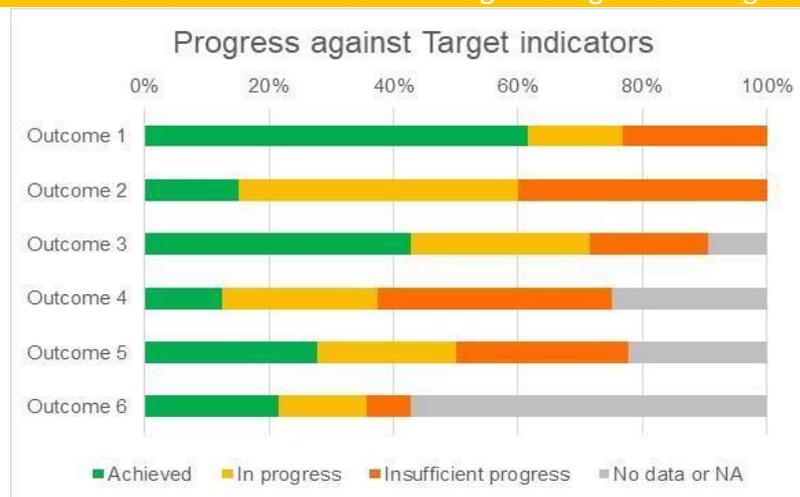
Outcome 1: Laws and Policies

Significant progress has been made towards achieving Outcome 1 targets **(62% achieved; 14% in progress; Overall 78%)**. Of the five outputs, two were achieved, one is in progress and two have insufficient progress. Output Indicator 1.2.1 on development of action plans and Indicator 1.2.2 on strengthening capacity of government officials were achieved. Output Indicator 1.1.2 focusing on human rights institutions and part of Output Indicator 1.1.5 on parliamentarians whose capacity was strengthened, are in progress. Insufficient progress is noted on Output 1.1.1 and 1.1.5 on the number of new laws and policies developed. This is because the process to enact laws and the adoption of new policies takes longer. Even though several Bills have been debated, they still have to go through parliamentary processes for the approval and enactment into law. The outputs are still likely to lead to the expected outcomes.

Outcome 2: Strengthening Institutions

About **18%** of the target for Outcome 2 has been achieved, **42% is in progress; Overall 60%.** Of the nine Output indicators under Outcome 2, one has been achieved, five are in progress and three have insufficient progress. This outcome focuses on the strengthening of the capacity of staff members from

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[21] Data for 2019 were provided by the Spotlight Secretariat, whereas data for 2020 were provided by the Spotlight team in the country but were not yet validated or quality assured.

[22] Progress was deemed insufficient if less than 25% of the target had been achieved.

seven government ministries, Office of the President and Cabinet, Auditor General, four Commissions (Public Service, Judicial Service, Gender and Human Rights), the National Prosecuting Authority, and the Legal Aid Directorate, as well as CSOs. The Outputs are satisfactory and still likely to lead to the expected Outcomes.

Outcome 3: Prevention

Outcome 3 has **achieved 42%** towards target and **28% is in progress**, giving an **overall rate of 70%.** Of the ten Output Indicators under Outcome 3, four Output indicators have been achieved, three are in progress; three have insufficient progress, one of which has no data. Under this outcome guidance and training materials were reviewed, adapted, or revised by the UN agencies and training programmes were implemented for teachers, learners and non-teaching staff. The Outputs are satisfactory and still likely to lead to the expected Outcomes.

Outcome 4: Delivery of Quality, Essential Services

Progress for Outcome 4 is at **15% achieved and 23% in progress** giving an **overall rate of 38**%. The five Output Indicators under Outcome 4, Indicator 4.1.3 and part of indicator 4.1.5 are in progress, while the remainder have insufficient progress or have no data. [23] The indicators where insufficient progress (less than 50% of the milestone) was achieved against the set milestones for either 2019 and 2020, included number of government service providers, youth organisations with increased knowledge and capacity to deliver quality, coordinated services, as well as number of women, survivors of violence, and their families with increased knowledge and access to essential quality services or support initiatives.

Outcome 5: Data Generation

Outcome 5 has achieved about **30%, 20% is in progress (overall 50%).** Of the six Output indicators under this Outcome, one is achieved, one is in progress, three registered insufficient progress, and one has no data. The Spotlight Initiative interventions in Outcome 5 began in 2020, due to a delay in engagement of an international consultant to support some activities. Notwithstanding, the Outputs are satisfactory and still likely to lead to the expected Outcomes.

Outcome 6: Women's Movement

Achievement towards target for Outcome 6 is **at 22%, 16% in progress (overall 38%).** Out of the six Output indicators under Outcome 6, two were achieved, Indicator 6.2.1 and part of Indicator 6.1.3 are in progress, and the remainder had either not established milestones for 2019 or 2020 or no data were available to report on progress.[24] The indicators with no data were in particular related to Youth CSOs. While the progress against the indicators is limited, the programme has laid the foundation for building of social movements (see Table 3 below). The evaluation team therefore believes that the programme will be able to catch up on progress against the outputs and outcomes. However, it will be important to continue strengthening and collaboration among the CSOs and the CSO consortia.

While progress against milestones and targets is generally progressing, the programme has achieved important results in each of the outcomes, which are presented in the Table 3 below:

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[23] Data were not complete at the time of the data collection for the MTA. Indications are that data are now available for the missing indicators after the launching of the short surveys to CSOs as per guidance in the MN for the reporting.
[24] Ibid

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Table 3. Key achievements in Phase 1 and priorities for Phase 2

Pillars	Key achievements in Phase 1	Obstacles to address in Phase 2
Outcome 1: Laws and Policies	• Several bills and policy documents have been finalized with support from Spotlight Initiative: the partnership with the Ministry of Justice, Legal and Parliamentary Affairs was strengthened; the age of criminal responsibility raised from 7 to 12 years; expansion of definition of rape to include boys; alignment of marriage laws to Section 78 of the Constitution on Marriage Rights which stipulates 18 years as the minimum age of marriage for both sexes and prohibits forced marriages; improved online safety provisions in line with international good practice. • Organisations have taken part in the national consultations on the first ever National Disability Policy and Bill in 2020 (the Policy has since been adopted as of 11 February 2021). A unique and cost-effective method was the convening of Disability Public hearings at local level. • The Programme supported the MWACSMED to develop strategies and action plans; Research studies and assessments were conducted to enhance the evidence base on the gaps in legislative and institutional frameworks addressing VAWG and promoting gender equality. • Capacity development of different population subgroups at national, district and local level, including Parliamentarians and women and girls with disability. • An advocacy paper was developed and submitted to the Ministry of Public Service, Labour and Social Welfare with key recommendations made by women and girls with disabilities during the provincial consultative meetings to ensure that the inputs were absorbed into the Bill and the Policy.	• The process to enact laws and the adoption of new policies takes a long time. • Spotlight Initiative to advocate for the approval and enactment of the Bills and policy documents in Phase 2.
Outcome 2: Strengthening Institutions	• The development and operationalization of a High-Level Political Compact for an effective response by Government for the elimination of all forms of VAWG and HPs, and for the promotion of SRHR at the national and subnational levels. The main aim of the Compact is to promote continued political commitment and engagement of leaders at the highest level in a comprehensive response to VAWG. • Technical and financial support was provided to develop Strategies and/or Action Plans of which the support to the National Disability Board produced its first Strategy and Action Plan since its establishment as well as a costed Strategic Plan 2020-2022. • The Spotlight Initiative supported the production of the JSC 5-year strategy, and the	• Continue to strengthen Parliamentarians to hold relevant stakeholders accountable to fund and implement multi- sectoral programmes to address VAWG • Continue to strengthen government officials to have knowledge, capacities and tools on gender-responsive budgeting to end VAWG

	Prosecution Policies focused on SGBV, SRHR and HP crimes for the National Prosecuting Authority for use by all prosecutors. Handbook on effective handling of SGBV/HP cases by Prosecutors and specific guidelines was developed. • Supported the Zimbabwe Government to successfully present the country's 6th CEDAW Report to CEDAW Committee in Geneva • Costed Implementation Plan for the National Action Plan on Ending Child Marriages developed • Legal Aid Directorate, with sensitization and technical support from Spotlight Initiative, started in January 2020 to record/classify all GBV cases handled • Investigations Guidelines on the Handling of SGBV Cases for the Zimbabwe Republic Police developed	
Outcome 3: Prevention	• Multi-layered multimedia behaviour activities were adopted in 2020 as part of the COVID-19 response, which leveraged radio and social media to disseminate integrated messages. The flagship radio program, called the 'Let's Talk GBV' has been running every Saturday morning, every week with critical topics on GBV, and also have some interventions at community level more specific for key populations. • Theatre for Development by Vuka was running in 12 districts. A hotline for key populations was introduced to improve service provision, Faith based organizations reached out to 33.4% of the Apostolic Sect; and 1.7 million women and girls were reached using co-creation, toll free, and digital platforms. • The programme engagement with business leaders mainly through the Employers Confederation of Zimbabwe (EMCOZ) and Trade Union bodies to sensitize business and lobby for policies and programmes that facilitate for workplace free from sexual harassment and other forms of violence and harassment. Currently 7 companies have come on board to develop Model Workplace Programmes, these are in the banking and finance, manufacturing, agriculture, hospitality and mining sectors, with Gender Champions identified at executive levels.	• Strengthen support to young women and girls, young men and boys to participate in in- and out-of school programmes that promote gender-equitable norms, attitudes and behaviours and exercise of rights, including reproductive rights • Strengthen the holistic approach to reach learners, teaching staff and non-teaching staff under CSE. • Consider complementing the prevention activities with an economic empowerment component for women and girls.
Outcome 4: Delivery of Quality, Essential Services	• The Programme set up of One Stop Centers and three Shelters. These were delayed, due to procurement processes, identification of the suppliers, and the COVID-19 pandemic. One of the One stop Centers was launched during the 2020 16 days of activism while one of the three shelters was operational at the time of the MTA fieldwork.	• Prioritise work with government service providers to deliver quality and coordinated essential services to GBV survivors • Prioritise functioning of the One Stop Centres and Shelters

	• The Spotlight Initiative also adopted One stop Centers and shelters, originally funded by other programmes that were coming to an end. Two faith based temporary shelters were established to provide very short-term assistance to critical cases before they are referred to the actual shelters (a Survivor Assistance Support System). • The first Mobile One-Stop Center was launched in December 2019 and continued operating in 2020 under the COVID-19 pandemic and lockdown, combining a few days of outreach and actual service provision through mobile teams. There was a noticeable increase in demand for mobile services versus static clinics.	• Continue with innovative methods to reach girls and women with GBV services
Outcome 5: Data Generation	• Comprehensive GBV IMS Assessment for the development of a national GBV IMS completed. • GBV/SGBV integrated into the ZIMVAC livelihoods assessment; three Spotlight Initiative RUNOs (represented on the ZIMVAC technical team	• Prioritise the establishment of the national GBV IMS • Strengthen capacity of government personnel to collect and analyse GBV data
Outcome 6: Women's Movements	• The Programme laid the foundation for the building of social movements on GBV, SGBV and HPs by the end of 2019, with the creation of CSO consortia for Movement Building in all five Spotlight Initiative Provinces. • In 2020, through social media and increased use and engagement of community-based organizations working at grassroots level, various social movements were operating in communities either advocating for an end to SGBV, raising awareness of SGBV and organizing themselves to demand accountability for service delivery from SRHR service providers. • The Innovators Against GBV (IAGs) were recruited, trained and deployed to work in communities as from 2020. • Spotlight Initiative supported CSO to participate in the country's process for presenting the 6th CEDAW State Party Report.	• Prioritise capacity building of and coordination among the CSOs and CSO consortia, in particular for CSO led by Youth.

Key findings:

● Four Outcomes – 1 (Laws and Policies); 2 (Institutions); 3 (Prevention) and 5 (Data Generation) out of the six Spotlight Initiative Outcomes are on track towards achievement of set targets.

● All Outcomes, except for Outcome 1 and 2, are incomplete with noticeable data gaps for both 2019 and 2020, to the detriment of the assessment on effectiveness of program implementation.

● Social media platforms were effective showing new ways of implementation and reaching new groups of people.

Recommendations:

● See recommendations in Table 3.

13. Is the absorption capacity of the Government, implementing partners or RUNOs an obstacle/bottleneck to ensuring that implementation is going according to plan?	☒ Very Good – Good
	☐ Problems
	☐ Serious deficiencies

Government

The Government of Zimbabwe has political will and human resources to implement the Spotlight Initiative. The challenge has been high staff turnover, especially at provincial and local levels. Also, the government does not have adequate financial resources (for IT equipment, transport, coordination) and still relies on development partners for both financial and technical assistance. Although support is provided for fuel for Mobile One Stop Centers, the support does not cater for vehicle wear and tear

"Room for government to do more with the platforms and avenues that they have" (KII, Bilateral)

"The fact that funds cannot be allocated to Government is a setback to systems building.[25] This is a Zimbabwe specific situation." (KII, RUNO).

The fiscal environment in Zimbabwe, as discussed earlier, has been changing over the years affecting the absorption capacity of Government. Spotlight Initiative has to go through third parties given the donor requirement, implementation is slow, and absorption capacity is affected – especially during COVID-19 where for example courts are closed and cases postponed.

RUNOs

The RUNOs have the technical capacity and experience to oversee the implementation of the Spotlight Initiative. For example, UNFPA is the GBV specialist while UNICEF fronts child protection. The technical staff in place is basically the team that developed the programme. Programme Specialists are the focal persons for the RUNOs. A capacity gap, as discussed under efficiency (Q7), is related to the number of operational staff currently involved in the programme to hasten Spotlight Initiative related operational processes.

Implementing partners

In general, civil society in Zimbabwe is strong but the capacity of CSOs varies. While some Spotlight Initiative IPs are working independently, others, community-based organisations for example, needed capacity building. One of the Spotlight Initiative key objectives is to build the capacity of those CSOs that normally would not have had the chance to participate in programme implementations strengthened their capacity in programme planning, monitoring and financial reporting to enable (and empower) them to deliver. This capacity building and monitoring was done by consortia that were established under Spotlight Initiative and were able to provide continued support to the CSO of their respective umbrella.

Key findings:

- The government does not have adequate financial resources to play its role sufficiently.
- The RUNOs involved in the Spotlight Initiative in Zimbabwe have the technical capacity to oversee the implementation, however, the number of operational staff currently involved in the programme is insufficient.

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[25] SI support to government is through Direct Implementation Modality, funds are not send directly to government.

- The CSOs have varying degrees of capacity and the Spotlight Initiative is working to address capacity issues.

Recommendations:

- To lobby during the ZIM annual budget negotiations for a budget for the implementation of the national SGBV activities (MWACSMED, supported by EU and UN).

14A. Has the Initiative's implementation and results achievement gone according to workplan approved by NSC? **14B. Are there any obstacles/bottlenecks/outstanding issues on the partners' or government side that are limiting the successful implementation and results achievement of the Initiative?**	☐ Very Good – Good ☒ Problems ☐ Serious deficiencies

The implementation of the Spotlight Initiative workplan has been delayed. On the one hand, the Spotlight Initiative design did not contemplate an inception phase to properly prepare for the implementation, to make staff available for the Spotlight Initiative activities and to train implementing partners, in particular on grassroots level, to understand the UN procedures. There were, on the other hand, several more country specific issues that have affected the implementation of the workplan, which are considered below.

Coordination among IPs

The RUNOs work with various IPs across different pillars. In the interviews and online survey there were reports of perceived competition among IPs, as well as insufficient coordination which may lead to duplication of services. These claims could not be corroborated by the evaluation, however, experiences from other countries have highlighted that a formal coordination mechanism at district level is a useful mechanism to coordinate efforts and avoid duplication, especially if this mechanism meets on a regular basis with all the IPs to plan activities and monitor progress.

Limited Resources for Government

Financial resources: the government budget is not sufficient to finance the field visits (and transport) of staff working on the Spotlight Initiative as well as for the operational management of the VFUs (e.g., to attend to SGBV cases not for full representation of survivors at courts, especially in the rural areas).

Human Resources: Key informant interviewees indicated that some rape cases are not receiving urgent attention within the stipulated 72 hours due to *lack of specialist doctors* for GBV affidavits and examination of GBV survivors. Another challenge faced by the government is *staff turnover*.

Government had certain expectations that the Spotlight Initiative cannot deliver i.e. provision of vehicles, computers, etc. On the other hand, due to the dire economic environment, government employees expect to be paid for work that is part of their responsibilities. Poor management of such expectations can affect programme implementation.

Limited capacity to handle SGBV cases

At community level, leaders (chiefs and village heads) have trained in SGBV (knowledge and skills) to raise awareness on GBV in their respective communities. These leaders also play a role in the traditional courts. However, as only a relatively small number of police officers have been trained, there still is

limited capacity to handle SGBV cases.[26] This points to the need to create synergies between the access to justice pillar and traditional courts, which are first port of call especially in rural settings.

Key findings:

- The Spotlight Initiative programme design did not include an inception phase, which would have been beneficial to design processes, contract staff and IPs and plan for activities.
- There is a perceived lack of coordination among IPs contracted for different pillars in the districts. While this perception could not be corroborated, it would be beneficial to have a formal coordination mechanism at district level.
- The government has limited financial and human resources to effectively contribute to monitoring of the programme. Some government official also had different expectations on what they would receive from the programme.
- There is not yet sufficient capacity build among police officers to adequately address all SGBV cases which are being referred through the traditional courts.

Recommendations:

- RCO, Spotlight Initiative Coordination team and RUNOs to consider establishing a formal coordination mechanism at district level to help coordinate work among IPs and harmonize rules and regulations.
- RUNOs and IPs to strengthen the link between activities contributing to increasing access to justice (under pillar 1, 2 and 4) and the traditional courts and to develop training of trainers modules for the police so that the number of police officers capable of handling SGBV cases will be multiplied.

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[26] If one officer of the police station is trained and this officer is not on duty, the SGBV case might not be handled appropriately.

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E. SUSTAINABILITY

15. Is sufficient capacity being built so that local actors (particularly CSOs, the women's movement and groups representing women and girls that face intersecting forms of discrimination) will be able to manage the process by the end of the Initiative without continued dependence on international expertise?	☒Very Good – Good
	☐Problems
	☐ Serious deficiencies

Government ownership and leadership

The Government of Zimbabwe is committed to the cause of eliminating GBV and harmful practices against women and girls and is leading the implementation of the Spotlight Initiative through the important role of the MWACSMED.

"They are leading these activities and it's important that from the perspective of leading, if you are leading, passion grows, interest grows. And we do believe that this is, again, part of this strategy". (KII – RUNO).

Secondly, the Parliament of Zimbabwe and its respective committees were sensitized on GBV issues, HPs, gender responsive budgeting, and how they can use their oversight role to mainstream these issues in Parliament.

Government Institutions and structures

The implementation of the Spotlight Initiative is through government ministries and structures at all levels. The government has supported the programme with human resources dedicated to the Spotlight Initiative, especially for the legal reform work and has established coordination platforms. The capacity of institutions such as the Gender Commission and the Disability Board was strengthened by the programme through training, putting systems in place. These institutions will continue working with their constituencies on EVAWG.

Community systems and response to GBV

The programme is implemented through community structures, a sustainability mechanism in terms of ownership of the programme by the community members and by the beneficiaries.

*"Sustainability is grounded in the community, in the people, in the institutions". (*KII, RUNO).

*"All of these elements really are examples of sustainability because we don't just come with a pocket of funding and just put up something, but we really look at the community putting it together". (*KII, RUNO).

The Spotlight Initiative programme has empowered communities to own the initiative and to respond to issues of GBV through GBV Champions; HeforShe Committees; Peace Huts; Men's Fora, support groups, and community cadres. These are the people expected to continue driving the campaigns beyond the Spotlight Initiative programme. The Spotlight Initiative partners engage community leaders (chiefs and village heads), strengthen their capacity (knowledge and skills) and awareness on GBV. These leaders will continue to lobby for the fight against GBV and HPs. Another mechanism that is favouring sustainability is the use of community-based organisations as implementation partners within their communities.

"But the idea is also looking at other community cadres and workforces, which are integrated already in government structures like the workers, the ward coordinators. These are all paid through government structures. So that's where the sustainability is. They will still be operational. And the

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idea would be to really harmonize their community engagement manuals and tools for effectiveness". *(*KII, RUNO).

Capacity building for sustainability

Capacity building was done at all levels: national, district, community. At the community level, the programme has empowered communities and GBV survivors with knowledge and skills, economic empowerment through loans secured from the Women Micro-finance Bank, and income generating activities. These women and girls will continue their activities independently after the end of the programme. At national and district level, trained staff in government, IPs, community-based organisations will continue working with communities. Further, an application for the accreditation of a new programme, the Macro Economic course with the University of Zimbabwe to build the capacity of graduates, is a good base for sustainability. The introduction of research Innovators Against GBV (IAGs) with the University of Zimbabwe has sown a seed of research in GBV in academia[27].

Public-Private Partnerships

The Spotlight Initiative is engaging the corporate sector and raising awareness on their responsibility to their workforce on GBV related issues. Greater financial investment by Government and the Private Sector in initiatives in the public and private sector can contribute to Zimbabwe's achievement of the SDGs. Another avenue for sustainability is the arrangement by local authorities to tax vendors using the Safe Market and using the proceeds for the maintenance of the market.

Sustainability and Exit Plan

The Spotlight Initiative does not have a sustainability plan nor an exit strategy yet, although it has mentioned sustainability in the CPD. Discussions with the Technical Team and Spotlight Initiative Secretariat indicates that this is at activity for Phase II of implementation. The 2019 Annual Work Plan (AWP) includes a "Pre-Mortem Strategy" that assessed the programme from a position of failure, and analyses all aspects that can make the programme fail, including within the U.N. It has risks and mitigation measures that are well beyond the results matrix and some of them delve into the political external environment that could be beyond implementers' control. The unpublished Pre mortem Strategy was developed in 2018 and is on file with the Spotlight Initiative Secretariat in New York and with the local EU Delegation.

The government is committed to take full ownership of the EVAWG and HPs interventions. Discussions have been initiated on how to achieve a high-level political compact with the Zimbabwean government on the eradication of GBV as the main sustainability insurance to leverage better policy against GBV and HPs. However, some key informants noted that more needs to be done to strengthen the capacity of the government at provincial and local level as well as of the communities to take over the initiatives.

*"The government, of course, is not yet there and is very much still reliant on donor support. So, for instance, if you look at the shelters, the One stop Centres, the idea is that those that are supported by programs will gradually be taken over by full support from government and it is going to take a few more years for us to get there." (*KII, RUNO).

Key findings:

● High-level political compact is important to ensure sustainability but has not yet been finalized.

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[27] IAG information sheet annex 7

- The programme has in-built sustainability mechanisms that include government leadership, institutions and structures, community systems and structures, capacity building, corporate social responsibility, and the social compact under development.
- The Programme has identified and shared promising good practices.
- The Government of Zimbabwe has been working on GBV for many years. However, there is not a specific budget-line dedicated to the fight against VAWG in the government annual budget.

Recommendations:

- Government with support from the Spotlight Initiative to finalize the HLPC as soon as possible.
- Spotlight Initiative team with participation of all key stakeholders to develop a national GBV programme sustainability strategy (including an Spotlight Initiative exit strategy).
- CSRG with support from UN and EUD to lobby the government for a budget for EVAWG within government annual budget (CSRG with UN and EU).

Additional questions: Is the programme identifying and disseminating good practices in the country, between countries?

Yes, the Spotlight Initiative is investing considerably in the documentation of good practices and these are published in newsletters. A selection of good practices can be found in ANNEX 7.

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F. KEY FINDINGS AND RECOMMENDATIONS

1. PROGRAMME DESIGN:

- MTA Q1: Does the action align to the principles of the Spotlight Initiative as listed in the Spotlight Initiative Fund TORs?

- MTA Q3: Does the action presently respond to the needs of the target groups / end beneficiaries? Are the necessary consultations taking place with key stakeholders?

  MTA Q5: Have all relevant circumstances and risks been taken into account?

- MTA Q6: Are the indicators to measure results well defined and relevant to measure the achievement of the objectives?

- Add Relevance: Is the programme adapted to the present institutional, human and financial capacities of the partner government

- Add Relevance: Are there any complementarity issues with other ongoing/planned action(s) (including Capacity Development) managed by donors that need to be addressed? Are other programmes and donor funds aimed at similar objectives coordinated with Spotlight? Is government coordinating the different inputs?

Main findings:

1. The programme is relevant and aligns well to the Spotlight Initiative principles, with the UN System reforms, and to government policies and strategies on addressing GBV against women and girls in Zimbabwe. The RUNOs roles and responsibilities on the implementation of the Spotlight Initiative programme in Zimbabwe are in line with agency mandate.

2. The Spotlight Initiative, by design, is deliberately reaching the most vulnerable women and girls in the selected districts. The Inclusion of women and girls with disability is visible in the Programme. However, more needs to be done:

   o as those women and girls, identified as vulnerable became even more vulnerable due to the COVID-19 pandemic;
   o to reach women and girls with disabilities with user friendly services, information and platforms to express their concerns and needs;
   o to strengthen the economic empowerment of women and girls as lack of economic empowerment makes them more dependent on alleged perpetrators;
   o to actively involve men and boys as men champions and role models to help shift negative male masculinities;
   o to reach key populations; and
   o to incorporate chiefs, village heads and their spouses as they handle most GBV cases in rural communities.

3. Mitigatory measures taken against contextual, programmatic and institutional risks identified in the CPD and in the reprogramming for COVID-19 were successful.

4. The indicators are appropriate and relevant to the context and track programme progress adequately. There was, however, a call to include qualitative measures to complement the quantitative indicators especially for interventions under Outcomes 1, 2, 3 and 6.

5. There is no district level mechanism for quarterly evaluation of data and use of findings for planning and decision making

Recommendations:

a) RUNOs to strengthen efforts to reach those often left behind and provide user-friendly materials for women and girls with visual or hearing impairments (key finding 2)

b) Technical Team to commission a study to assess the impact of COVID-19 on women and girls in Zimbabwe (key finding 3)

c) Spotlight Initiative Technical Team with support from RUNOs and IPs to continue identifying innovative ways to implement the programme in the light of COVID-19 that still beset the country (key finding 3).

d) Spotlight Initiative Technical Team and RUNOs to identify qualitative indicators that can complement the Programme quantitative indicators to measure systems strengthening for legal and justice systems, institutions, and behaviour change under Outcomes 1, 2, 3 and 6 (key Finding 4)

e) Spotlight Initiative Technical Team, Government and RUNOs to put in place a formal mechanism for a quarterly review of district data for planning and decision-making (key finding 5).

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2. GOVERNANCE:

- MTA Q4: Do all key stakeholders still demonstrate effective commitment (ownership)?
- MTA Q8: Do partner government and other partners (CSO and EUD) in the country effectively steer the action?
- MTA Q10: Are the National Steering Committees functioning efficiently and in line with Spotlight principles?

Main findings:

1. The MWACSMED, representing the Government of Zimbabwe is steering the Spotlight Initiative in Zimbabwe by co-hosting with the UN RCO and co-chairing the Spotlight National Steering Committee (SNSC). The OPC and the Ministry of Finance are also members of the Steering Committee. The Spotlight Initiative Technical Coordination Unit worked with the MWACSMED to further create an Inter-ministerial Coordination Mechanism in Government, chaired by the Permanent Secretary, that brings all government ministries together. There is active engagement of other government line ministries supporting RUNOs in the different interventions implemented under the Spotlight Initiative at the various levels.

2. The financial contribution by the government needs to be acknowledged and made visible.

3. The EU Delegation in Zimbabwe has been very much involved in the Spotlight Initiative at the highest level since the start of the Spotlight Initiative, from programme design, development of the Annual Work Plan, learning visits in 2018 to implementation and monitoring of the Programme.

4. The Zimbabwe **SNSC** is functional. However, functionality could be improved by sharing early notices and preparations for meetings, coordination of the RUNOs before meetings, and for technical teams to brief Heads of Agencies before the meetings.

5. The **CSRG** is active and participates in the Steering Committee and Technical Team meetings.

Recommendations:

a) RCO, EU and Government to start negotiations for the increase of the financial contribution of the government of Zimbabwe during bilateral discussions (key finding 1 and 2).

b) UN agencies' Spotlight Initiative Focal Persons within RUNOs should improve internal communications with their Heads of Agencies to prepare for National Steering Committee meetings.

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3. PROGRAMME MANAGEMENT:

- MTA Q2: Are the Initiative's deliverables aligned with the UN agencies' mandate and priorities? Are the right UN agencies involved? Are programmes implemented in line with the UN System reform?

- MTA Q7: Are the chosen implementation mechanisms (incl. choice of implementation modalities, entities and contractual arrangements) adequate for achieving the expected results?

- MTA Q10: How effectively is the Initiative managed? How effectively is the Programme managed? Are the management arrangements for the Initiative at national level adequate and appropriate? [*are staffing levels appropriate?*]

- MTA Q11: Are the chosen implementation and coordination mechanisms (a "new way of working", in line with UN Reform) contributing to greater efficiency?

- *Add Efficiency: Are the resources budgeted for (as well as the resources made available) sufficient for the planned actions (no over or underfunding?) [are the 18% allocated for programme management sufficient]? Is the programme generating additional resources? If so, how much (in % of total budget)*

Main findings:

1. **The right RUNOs are engaged**. The allocation of roles and responsibilities to RUNOs was based on their respective mandates under the six outcome areas, as well as their experience and expertise in the country.

2. **The UN 'new way of working'**- there are positive signs from the joint design and implementation mechanisms used by Spotlight Initiative in Zimbabwe lead to greater efficiencies. Spotlight Initiative in Zimbabwe has put in place mechanisms to "Deliver as One" through an agreed model of collaboration that was developed and implemented. Respondents to the online survey were generally very positive about this new way of working.

3. **Programme efficiency –** Staffing levels for operational management are not sufficient. Programme management costs are capped at 18% of the total budget for Phase 1 and 71 per cent of programme management costs are allocated to staff and personnel, which seems appropriate. However, as the programme is complex and engages many new IPs, perhaps more resources should be allocated to operational management instead of technical support. Lack of financial data by outcome makes it difficult to assess cost effectiveness of the programme.

4. **Implementation –** The observed delays before the COVID-19 pandemic were among others due to a lack of an inception phase and staggered process for selecting and contracting IPs. Not only are the UN internal procedures slow but each agency has its own rules and procedures on how to expend programme funds for accountability and transparency. The statutory

instrument in 2019, which changed the currency regime, has led to late disbursement of funds to IPs.

5. **The Spotlight Initiative Secretariat** has provided adequate technical guidance during design and development of the Spotlight Initiative. However, there is a need to improve the communication in terms of timeliness and clarity.

Recommendations:

a) RUNOs to discuss staffing for the Spotlight Initiative together and to find solutions to the heavy workload of programme and operational staff and review how tasks and responsibilities could be reallocated (key finding 2).

b) Spotlight Initiative Coordination team should aim to obtain financial data by outcome and output from the different RUNOs and monitor expenditure rates by outcome (key finding 2).

c) Spotlight Initiative Coordination Team and RUNOs to harmonize the operational and financial management procedures and to improve timeliness in disbursement of funds to Implementing Partners (key finding 3).

d) Spotlight Initiative Secretariat to respond timely to issues and to improve on clarity of messages and communication to the country (key finding 4).

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4. **PROGRAMME IMPLEMENTATION AND RESULTS**:

- MTA Q12: Is the progress of each output conforming to workplan approved by OSC? Is the quality of outputs satisfactory? Are the outputs still likely to lead to the expected outcomes?

- MTA Q5/9: If there are delays, how important are they and what are the consequences? What are the reasons for these delays and to what extent have appropriate corrective measures been implemented? To what extent has the planning been revised accordingly?

- MTA Q5/9: What are the consequences of COVID 19? To what extent have appropriate corrective measures been implemented? To what extent has the planning been revised accordingly?

- MTA Q13: Is the absorption capacity of the Government, CSO and RUNOs an obstacle/bottleneck to ensuring that implementation is going according to plan?

- MTA Q14: Has the Initiative's implementation and results achievement gone according to workplan approved by OSC? Are there any obstacles/bottlenecks/outstanding issues on the partners' or government side that are limiting the implementation and results achievement of the Initiative?

- MTA Q15: Is sufficient capacity being built so that local actors will be able to manage the process by the end of the Initiative without continued dependence on international expertise?

Main findings:

1. The implementation was delayed, as there was no inception phase to plan for the activities, however four Outcomes – 1 (Laws and Policies); 2 (Institutions); 3 (Prevention) and 5 (Data Generation) are on track towards achievement of set targets. More efforts are needed on Outcome 4 and 6.

2. While COVID-19 has caused delays in particular in Outcomes 1, 3 and 5, affecting provision of services to GBV survivors at a time when there was an increase in GBV cases observed,

social media platforms demonstrated effective new ways of implementation and to reach new groups of people.

3. There is a perceived lack of coordination among IPs contracted for different pillars in the districts. While this perception could not be corroborated, it would be beneficial to have a formal coordination mechanism at district level to avoid perceptions of duplication.

4. The government does not have adequate financial and human resources to play its role sufficiently. There are also noticeable gaps in the capacity to respond to GBV cases.

Recommendations:

a) RUNOs and IPs to strengthen the coordination in the provision of services (Outcome 3 and 4) and to strengthen the holistic approach to reach learners, teaching staff and non-teaching staff under CSE. More specific recommendations were provided in Table 3 in the report (key finding 1).

b) Coordination Team and RUNOs to review whether progress against Outcomes 4 and 6 is being met based on recent data that became available and to prioritise activities under these Outcomes to ensure targets in the next two years are met (key finding 1).

c) RCO, Coordination team and RUNOs to consider establishing a formal coordination mechanism at district level to help coordinate work among IPs and harmonize rules and regulations (key finding 3).

d) RUNOs and IPs to strengthen the link between the activities contributing to increase access to justice and the traditional courts and to develop training of trainers modules for the police so that the number of police officers capable of handling SGBV-cases will be multiplied (key finding 3).

e) MWACSMED, supported by EU and UN to lobby during the ZIM annual budget negotiations for a budget for the implementation of the national SGBV activities (key finding 4)

5. SUSTAINABILITY:
15. Is sufficient capacity being built so that local actors (particularly CSOs, the women's movement and groups representing women and girls that face intersecting forms of discrimination) will be able to manage the process by the end of the Initiative without continued dependence on international expertise?

Main findings:

1. High-level political compact is important to ensure a sustainability plan but has not yet been finalized.

2. The programme has in-built sustainability mechanisms that include government leadership, institutions and structures, community systems and structures, capacity building, corporate social responsibility, and the social compact under development.

3. The Programme has identified and shared promising good practices.

4. The Government of Zimbabwe has been working on GBV for many years. However, there is not a specific budget-line dedicated to the fight against VAWG in the government annual budget.

Recommendation:

a) Government with support from the Spotlight Initiative and the EU to finalize the HLPC as soon as possible (key finding 1).

b) Spotlight Initiative to support the government in developing a national GBV programme sustainability strategy (including an Spotlight Initiative exit strategy). It is also important to describe the government commitments towards funding for interventions to eliminate GBV and to ensure ownership of the programme.

c) CSRG with UN and EU to lobby for a budget for EVAWG within government annual budget.

G. ANNEXES

ANNEX 1. SOURCES OF INFORMATION

Annex 1 Sources of Information: List all documents analysed	
Spotlight programme documents	**Availability**
Country Programming document as approved by OSC	Yes
Country Budget as approved by the OSC (may also include revised budget)	Yes
Spotlight Country Programme Snapshot	Yes
Inception report	Yes
Annual report/s	Yes
Annex A Country Report (included in the Annual Report)	Yes
Spotlight Initiative financial information on the MPTF Gateway	Yes
Knowledge management workplan	Yes
National CSO Reference Group workplan	Yes
CSO Reference Group Bios	Yes
Communication workplan	Yes
Stories directly from the Calendar	Yes
Other documents	
The Transitional Stabilisation Programme 2018	
Zimstat. 2017. The Inter-Censal Demographic Survey 2017	
Spotlight Initiative Outcomes and Outputs Progress Summaries Consolidated	
Government of Zimbabwe. The National GBV Strategy (2013-2017	
Government of Zimbabwe. CHAPTER 5:16 DOMESTIC VIOLENCE ACT Act 14/2006	
Zimbabwe Demographic and Health Survey, 2015	
2019 Early Results	
2020 Quarter 1 and 2 Reports	
Zimbabwe Revised Budget/AWP for Phase I	
Acceleration Plan for 2021	
Spotlight COVID-19 M and E Plan	
Spotlight COVID-19 Risk Matrix	
Spotlight CP COVID-19 Re-programming Plans (April/June 2020 and July/September 2020)	
Zimbabwe Spotlight Initiative Communications and Visibility workplan	
Spotlight Initiative Bi-weekly Briefs	
Media Stories links	
Short videos on IAGs work in Spotlight Provinces	
Financing Options for Sexual and Gender Based Violence in Zimbabwe: Policy Brief Summary	
Macro-economic costs of Gender Based Violence in Zimbabwe	
HIGH-LEVEL POLITICAL COMPACT ON GBV FOR ZIMBABWE	
GENDER EQUALITY: WHY IT MATTERS	

ANNEX 2. LIST OF PERSONS INTERVIEWED

Sources of Information: List of persons interviewed			
Stakeholder group	**Institution / organisation**	**Name**	**Position**
RC	RC	Maria Ribeiro	RC
RUNO	UNWomen	Delphine Serumaga	UN Women and Spolight Technical Lead
RUNO	UN Women	Molline Marume	EVAW Specialist
	UN Women	Simbarashe Moyo	IAGS Coordinator
	UN Women	Ratidzai Nyazenga	Prog Assistant
	UN Women	Tinotenda Muchena	M&E Analyst
RUNO	UNICEF	Sabine K. Witting	Child Justice and Legal Reform Officer
	UNICEF	Jolanda Westering	Chief of Child Protection
	UNICEF	Titus Moetsabi	C4D Specialist
	UNICEF	Natasha Ryan	Justice for Children Programme Specialist
RUNO	UNFPA	Verena Bruno	Technical Specialist GBV
	UNFPA	Piason Mlambo	Programme Specialist Population and Development
RUNO	UNESCO	Lucas Halimani	National Programme Officer
	UNESCO	Patricia Machawira	Team Lead Education for Health and Wellbeing
	UNESCO	Dickson Kasote	Consultant
RUNO	UNDP	Tafadzwa Muvingi	Governance Team Lead
	UNDP	Doreen Nyamukapa	Programme Analyst
	UNDP	Timothy Kambarami	Governance Assistant
RUNO	ILO	CHIMEDZA, Ida	Spotlight Programme Coordinator
EU	EU	Linda Kalenga	Programme Manager/Spotlight
	EU	Patrick Lambrechts	Head of Governance and Social Sector
	Dutch Embassy	Fortune Gwaze	Policy Officer Human Rights and Political Affairs
Technical Team	UN Women	Pat Made	Spotlight Technical Coordinator
Government	Ministry of Women Affairs, Community, SMEs Development	Mr. Stephen Nyaruwata	Director Women Affairs and Gender
	Ministry of Women Affairs, Community, SMEs Development	Magdalene Chavunduka	GBV Technical Support Officer
	Ministry of Women Affairs, Community, SMEs Development	Lorraine Mbodza	Principal Administrative Officer - Gender

Government	Ministry of Public Service, Labour and Social Welfare	Dr Christine Peta	Director Disability Affairs
Government	Judicial Services Commissions	Mr F Mutema	National Coordinator Victim Friendly Unit
Government	Ministry of Justice, Legal and Parliamentary Affairs	Tapiwa Chiwenga	Deputy Director
Local Authority	Epworth Local Board	Engineer Wiridzai	Engineer
Government	Ministry of Public Service, Labour and Social Welfare	Christine Gundiro	Social Development Officer (Karoi)
	Ministry of Women Affairs, Community, SMEs Development	Mrs M Kagoro	District Development Officer (Karoi)
Government	Ministry of Women Affairs, Community, SMEs Development	Mr Thando Mhlanga	District Development Officer (Umzingwane)
CSO	CSO Reference Group	Prof. Chipo Hungwe	CSRG Member
IAGs	CSO	Talent Chibvingodza	IAGs Provincial Coordinator
	CSO	Sandra Gutayi	IAGs Provincial Coordinator
	CSO	Zanorashe Blessing Muchena	IAGs Provincial Coordinator
	CSO	Rangarirai Hliziyo	IAGs Provincial Coordinator
	CSO	Rufaro Chakanetsa	IAGs Provincial Coordinator

- 2% Spotlight Team
- 4% Other - Write In (Required)
- 4% Formerly working for IP
- 4% Resident Coordinator Office (RCO)
- 9% Government department
- 32% Recipient UN organisation (RUNO)
- 46% Implementing Partner (IP)
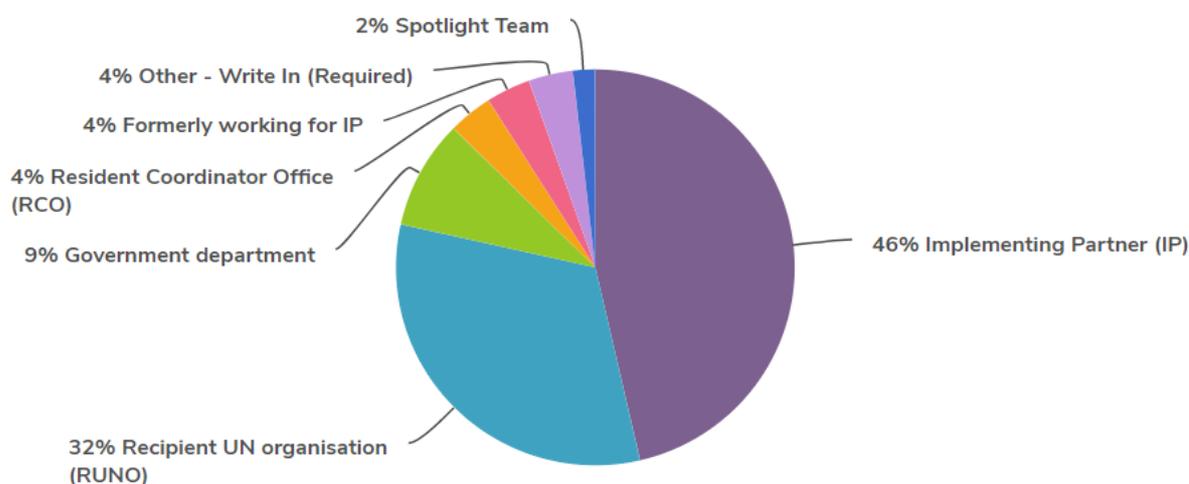
ANNEX 2B. FOCUS GROUP DISCUSSIONS

Beneficiaries	Location	Age range	Sex	Total
Male Champions	Karoi – Mashonaland West	18 – 65 years	Male	18
GBV Survivors – sheltered	Umzingwane – Matabeleland South	8 – 59 years	1 Male 17 Females	18
GBV Survivors – Community	Umzingwane – Matabeleland South	10 – 65 years	Female	9
Economic Empowerment – GBV Survivors	Hopley - Harare	16 – 55 years	Female	11
Women and girls with disability	Hopley - Harare	15 -32 years	Female	12
Key populations – Young women selling sex	Hopley - Harare	17 – 23 years	Female	12

ANNEX 3. RUNO'S MANDATE AND SPOTLIGHT INITIATIVE PILLAR OF FOCUS (RELEVANCE 2A/2B)

RUNO	MANDATE	OUTCOME/PILLAR					
		1	2	3	4	5	6
UN Women	Champions SDG 5 and coordinates the UN's efforts in gender mainstreaming and delivery on commitments to GEWE in Zimbabwe.	X	X	X	-	X	X
UNICEF	Harnesses global, regional and national expertise and experience in supporting analyses of gaps in the laws that are identified through its programming and legal drafting in line with international, regional and constitutional standards. Support the legislative alignment agenda focusing on key pieces of legislation affecting women and girls, to advance their legal protection. Co-leads the global campaign to end child marriages. Ensuring access to quality and timely child protection services; social norms change in communities; safeguarding women and girls with disabilities.	X	X	X	X	X	-
UNFPA	Lead UN agency for SRHR specifically to end new HIV infections; to end preventable maternal deaths; to end the unmet need for family planning; and to end GBV and all HPs including child marriage. Global GBV Sub Cluster lead agency (Humanitarian)	-	-	X	X	X	X
UNDP	Strong development mandate, with particular focus on governance, human rights protection and democracy	X	X	X	X	-	X
UNESCO	Specialised agency for education, entrusted to lead and coordinate the Education 2030 Agenda, which is part of a global movement to eradicate poverty, to fight inequalities, and to protect our planet through 17 SDGs by 2030. UNESCO Regional Office Southern Africa (ROSA) leads on SDG4 coordination, supporting the Government of Zimbabwe to deliver on its commitment to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.	X	X	X	-	-	-
ILO	Works to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity.	-	-	X	X	-	X

ANNEX 4. SUMMARY OF NUMBER OF DISTRICTS COVERED BY THE PROGRAMME

	Harare	Mashona West (5)	Mashona Central (6)	Manica-land (5)	Matabel South (5)	Total (23)
Spotlight Initiative Outcome	No. of districts covered					
Outcome 1: Laws and Policies	2	5	4	3	2	16
Outcome 2: Strengthening Institutions	2	5	0	5	3	15
Outcome 3: Prevention	2	5	6	5	4	22
Outcome 4: Delivery of Quality, Essential Services	2	5	6	5	5	23
Outcome 5: Data generation	2	5	4	5	5	21
Outcome 6: Women's Movement	2	5	4	5	3	19

ANNEX 5. DETAILED TABLE INDICATORS PER OUTCOME WITH MILESTONES AND TARGETS

Indicator level	Indicator #	Disaggregation	Year 1 Milestone	Year 2 Milestone[28]
OUTCOME 1: Legislative and policy frameworks, based on evidence and in line with international human rights standards, on all forms of violence against women and girls and harmful practices are in place and translated into plans.				
Outcome	**Indicator 1.1 Proportion of target countries with laws and policies on VAWG/HP that adequately respond to the rights of all women and girls, including exercise/access to SRHR, and are in line with international HR standards and treaty bodies' recommendations**	None	**Achieved**	**Achieved**
Outcome	**Indicator 1.2 National/and/or sub-national evidence-based, costed and funded action plans and M&E frameworks on VAWG/HP that respond to the rights of all women and girls and are developed in a participatory manner are in place**	National	**Achieved**	**Achieved**
		Sub-National	**Achieved**	**Achieved**
Output	Indicator 1.1.1 Number of new and/or strengthened laws and/or policies on ending VAWG and/or gender equality and non-discrimination developed that respond to the rights of women and girls facing intersecting and multiple forms of discrimination and are in line with international HR standards	New laws/policies	No data	Not achieved
		Strengthened laws/policies	No data	Not achieved
Output	Indicator 1.1.2 Number of inquiries conducted by human rights institutions on VAWG and/or gender equality and non- discrimination in the country within the last 2 years	None	No data	Achieved
Output	Indicator 1.1.5 Number of Parliamentarians and staff of human rights institutions with strengthened capacities to advocate for, draft new and/or strengthen existing legislation and/or policies on ending VAWG and/or gender equality and non-discrimination and implement the same, within the last year	Parliamentarians	Achieved	Not achieved
		Human Right staff	Not achieved	In progress
Output	Indicator 1.2.1 Number of evidence-based national and/or sub-national action plans on ending VAWG developed that respond to the rights of all women and girls, have M&E frameworks and proposed budgets within the last year	National	Achieved	Achieved
		Sub-National	Achieved	No data
Output		Men	Not achieved	Achieved

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[28] The 2020 data was provided by the SI team in Zimbabwe in January 2021. This is provisional data and not the final validated data, so there may be discrepancies with the 2020 annual report.

Indicator level	Indicator #	Disaggregation	Year 1 Milestone	Year 2 Milestone[28]
	Indicator 1.2.2 Number of key government officials with strengthened capacities to draft and costed action plans on ending VAWG and accompanying M&E frameworks, within the last year.	Women	NA	Achieved
		Total	NA	Achieved
OUTCOME 2: National and sub-national systems and institutions plan, fund and deliver evidence-based programmes that prevent and respond to violence against women and girls and harmful practices, including in other sectors				
Outcome	**Indicator 2.1 Functioning national and/or sub-national coordination and oversight mechanisms are in place at the highest level for addressing VAWG/HP that includes representation from marginalized groups**	National	**Achieved**	**Achieved**
		Sub-National	**Achieved**	**Achieved**
Outcome	**Indicator 2.2 Percentage of national budget being allocated to the prevention and elimination of all forms of VAWG/HP**	None	**Achieved**	**Achieved**
Outcome	**Indicator 2.3 Is VAWG/HP integrated into 6 other sectors development plans, in line with globally agreed standards? "Other Sectors": health, social services, education, justice, security, culture.**	None	**Achieved**	**Achieved**
Output	Indicator 2.1.1 Number of government institutions, at the national or sub-national levels, that develop strategies, plans and/or programmes to prevent and respond to VAWG, including for those groups of women and girls facing intersecting and multiple forms of discrimination	National	No data	**Achieved**
		Sub-National	No data	**Achieved**
Output	Indicator 2.1.3 Number of strategies, new plans and programmes of other relevant sectors (health, social services, education, justice, security, culture) that integrate efforts to combat VAWG developed in line with international HR standards, within the last year.	None	Achieved	Achieved
Output	Indicator 2.1.5 Percentage of targeted national and sub- national training institutions for public servants that have integrated gender equality and VAWG in their curriculum, as per international standards	None	Achieved	Achieved
Output	Indicator 2.1.7 Number of key government officials with strengthened capacities to develop and deliver programmes that prevent and respond to VAWG, within the last year.	Men	Achieved	No data
		Women	Achieved	No data
		Total	Achieved	In progress

Indicator level	Indicator #	Disaggregation	Year 1 Milestone	Year 2 Milestone[28]
Output	Indicator 2.2.1 Proportion of supported multi- stakeholder VAWG coordination mechanisms established at the highest level and/or strengthened, and are composed of relevant stakeholders, with a clear mandate and governance structure and with annual work plans, within the last year.	None	Achieved	Achieved
Output	Indicator 2.2.4 Number of meetings of national and/or sub-national multi-stakeholder coordination mechanisms, within the last year	None	Achieved	Achieved
Output	Indicator 2.3.1 Proportion of current dedicated and multi-sectoral programmes developed that include proposed allocations of funds to end VAWG, within the last year.	None	No data	In progress
Output	Indicator 2.3.2 Percentage of Parliamentarians with strengthened knowledge and capacities to hold relevant stakeholders accountable to fund and implement multi- sectoral programmes to address VAWG, within the last year.	Men	In progress	No data
		Women	Achieved	No data
		Total	In progress	No data
Output	Indicator 2.3.3 Number of key government officials with greater knowledge, capacities and tools on gender- responsive budgeting to end VAWG, within the last year	Men	Not achieved	Not achieved
		Women	No data	In progress
		Total	No data	Not achieved
OUTCOME 3: Gender equitable social norms, attitudes and behaviors change at community and individual levels to prevent violence against women and girls and harmful practices.				
Outcome	**Indicator 3.1 Percentage of people who think it is justifiable for a man to (subject) beat his wife/intimate partner (to violence), by sex and age**	**Wife beating/IPV**	**Achieved**	**No data**
Outcome	**Indicator 3.2.b) Percentage of people who think it is justifiable to subject a woman or girl child marriage**	**Child marriage**	**Achieved**	**Achieved**
Output	Indicator 3.1.1 Draft new and/or strengthened Comprehensive Sexuality Education in line with international standards	None	Achieved	Achieved
Output	Indicator 3.1.2 Number of young women and girls, young men and boys who participate in either/both in- and out-of school programmes that promote gender-equitable norms, attitudes and behaviours and exercise of rights, including reproductive rights, within the last year.	Girls and Boys	Not achieved	Not achieved
		Girls	Not achieved	Not achieved
		Boys	Not achieved	Not achieved

Indicator level	Indicator #	Disaggregation	Year 1 Milestone	Year 2 Milestone[28]
Output	Indicator 3.1.3 Number of national and/or sub-national programmes developed for inclusion in educational curricula to promote gender-equitable norms, attitudes and behaviours, including targeting young women and girls, young men and boys facing multiple and intersecting forms of discrimination, within the last year	National	Achieved	Achieved
		Sub-National	Achieved	Achieved
Output	Indicator 3.2.1 Number of women, men, girls and boys who regularly attend community programmes to promote gender- equitable norms, attitudes and behaviours, including in relation to women's and girls' sexuality and reproduction, within the last year	Men	No data	Achieved
		Women	No data	Achieved
		Girls	No data	No data
		Boys	No data	No data
		Total	No data	Achieved
Output	Indicator 3.2.4 Number of communities with advocacy platforms established and/or strengthened to promote gender-equitable norms, attitudes and behaviours, including in relation to women and girls' sexuality and reproduction	None	NA	Achieved
Output	Indicator 3.2.5 Number of campaigns challenging harmful social norms and gender stereotyping, including of women and girls facing intersecting and multiple forms of discrimination, developed and disseminated during the past year.	Total	Achieved	Achieved
Output	Indicator 3.2.6 Number of networks of men and boys developed and/or strengthened to advocate against VAWG and stand for promoting gender equitable values and behaviours during the past year	None	NA	Achieved
Output	Indicator 3.3.1 Number of news outlets that develop standards on ethical and gender-sensitive reporting, within the last year	None	No data	Achieved
Output	Indicator 3.3.2 Number of relevant non-state institutions that have developed and/or strengthened strategies/policies on ending VAWG and promoting gender-equitable norms, attitudes and behaviours and women and girls' rights, including those groups facing multiple and intersecting forms of discrimination, in line with international HR standards, within the last year.	None	No data	Not achieved
Output	Indicator 3.3.5 Number of key informal decision-makers and decision-makers in relevant institutions that have strengthened awareness of and capacities to advocate for the implementation of legislation	Men	Achieved	Not achieved
		Women	Achieved	Achieved

Indicator level	Indicator #	Disaggregation	Year 1 Milestone	Year 2 Milestone[28]
	and policies on ending VAWG and for gender-equitable norms, attitudes and behaviours and women and girls' rights	Total	Achieved	In progress
OUTCOME 4: Women and girls who experience violence and harmful practices use available, accessible and quality essential services including for long term recovery from violence				
Outcome	**Indicator 4.1 Number of women including those facing intersecting and multiple forms of discrimination experiencing physical or sexual violence who seek help**	**Girls**	Achieved	Achieved
		Women	Achieved	Achieved
Outcome	**Indicator 4.2 a) Number of VAWG cases reported to the police, b) the proportions of cases reported to the police that are brought to court, c) proportions of cases reported to the police that resulted in convictions of perpetrators, all during a specific time period (e.g., past 12 months)**	**Number of VAWG cases reported**	NA	NA
		Cases reported brought to court	No data	No data
		Cases reported resulting in convictions	No data	No data
Outcome	**Indicator 4.3 The proportion of countries which have a VAWG dedicated management information system (MIS) at the national level which can measure the number of women/girl victims/survivors of violence that have received quality, essential, multi-sectoral services.**	**None**	NA	NA
Output	Indicator 4.1.3 Proportion of countries that have developed and/or strengthened national guidelines or protocols in line with the guidance and tools for essential services for women and girls subject to violence.	None	In progress	Achieved
Output	Indicator 4.1.4 Number of government service providers who have increased knowledge and capacities to deliver quality and coordinated essential services to women and girl survivors of violence, within the last year	Men	Not achieved	Not achieved
		Women	Not achieved	Not achieved
		Total	Not achieved	Not achieved
Output		LNOB	NA	In progress

Indicator level	Indicator #	Disaggregation	Year 1 Milestone	Year 2 Milestone[28]
	Indicator 4.1.5 Number of women's rights organisations who have increased knowledge and capacities to deliver quality and coordinated essential services to women and girls' survivors of violence, within the last year	LNOB/Grassroots	NA	Achieved
		Youth	NA	Not achieved
Output	Indicator 4.1.8 Number of local networks established among authorities and communities to prevent and respond to VAWG that include adequate representation of women and girls facing multiple and intersecting forms of discrimination, within the last year	None	NA	NA
Output	Indicator 4.2.1 Number of women and girl survivors of violence that have increased a) knowledge of and b) access to quality essential services, within the last 12 months	Girls	No data	No data
		Women	Not achieved	Not achieved
Output	Indicator 4.2.2 Number of women and girl survivors/victims and their families, including groups facing multiple and intersecting forms or discrimination, that have increased a) knowledge of and b) access to accompaniment/support initiatives, including longer-term recovery services, within the last 12 months	Girls	No data	No data
		Women	Not achieved	Not achieved
OUTCOME 5: Quality, disaggregated and globally comparable data on different forms of violence against women and harmful practices, collected, analysed and used in line with international standards to inform laws, policies and programmes.				
Outcome	Indicator 5.1 Globally comparable data on the prevalence (and incidence, where appropriate) of VAWG/HP collected over time	Incidence	Achieved	Achieved
		Prevalence	NA	NA
Outcome	Indicator 5.2 Publicly available data, reported on a regular basis, on various forms of VAWG/HP (at least on intimate partner violence, non-partner sexual violence, harmful practices when relevant, and trafficking and femicide at the country level	Child Marriage	Achieved	Achieved
		Family Violence	NA	NA
		Femicide	NA	NA
		FGM	No data	No data
		IPV	Achieved	Achieved
		Trafficking	NA	NA

Indicator level	Indicator #	Disaggregation	Year 1 Milestone	Year 2 Milestone[28]
Outcome	**Indicator 5.3 National statistics related to VAWG/HP incidence and prevalence are disaggregated by income, sex, age, ethnicity, disability, and geographic location and other characteristics relevant in national contexts**	**None**	**Achieved**	**Achieved**
Output	Indicator 5.1.3 Number of National Statistical Officers who have enhanced capacities to produce data on the prevalence of VAWG/HP, and incidence where appropriate, within the last year	Men	Not achieved	In progress
		Women	Not achieved	In progress
		Total	Not achieved	In progress
Output	Indicator 5.1.4 Number Government Personnel from different sectors, including service providers, with enhanced capacities to COLLECT prevalence and/or incidence data, including qualitative data, on VAWG in line with international and regional standards	Men	NA	No data
		Women	NA	No data
		Total	NA	No data
Output	Indicator 5.1.5 Number of women´s rights advocates with strengthened capacities to collect prevalence and/or incidence data, and qualitative data, on VAWG	None	No data	Not achieved
Output	Indicator 5.2.1 Number of knowledge products developed and disseminated to the relevant stakeholders to inform evidence-based decision making, within the past 12 months	None	No data	Achieved
Output	Indicator 5.2.3 Number of government personnel, including service providers, from different sectors with strengthened capacities on analysis and dissemination of prevalence and/or incidence data on VAWG, within the last year	Men	No data	No data
		Women	No data	No data
		Total	No data	No data
Output	Indicator 5.2.4 Number of women's rights advocates with strengthened capacities on analysis and dissemination of prevalence and/or incidence data on VAWG, within the last year	None	No data	Not achieved
OUTCOME 6 - Women's rights groups and civil society organizations, including those representing youth and groups facing intersecting forms of discrimination, more effectively influence and advance progress on GEWE and EVAWG				
Outcome	**Indicator 6.1 Number of women's rights organizations, autonomous social movements and civil society organizations, including those representing youth and groups facing intersecting forms of discrimination/marginalization that have increased their coordinated efforts to jointly advocate for EVAWG**	**None**	**Achieved**	**Achieved**
		Youth CSO	**No data**	**No data**
		LNOB CSO	**No data**	**No data**

Indicator level	Indicator #	Disaggregation	Year 1 Milestone	Year 2 Milestone[28]
Outcome	**Indicator 6.2 Was there an increased use of social accountability mechanisms by civil society in order to monitor and engage in EVAWG efforts**	**None**	**Not achieved**	**No data**
Outcome	**Indicator 6.3 Proportion of women's rights organizations, autonomous social movements and civil society organizations, including those representing youth and groups facing intersecting forms of discrimination/marginalization, report having greater influence and agency to work on EVAWG within the last 2 years**	**None**	**Not achieved**	**No data**
		Youth CSO	**No data**	**No data**
		LNOB CSO	**No data**	**No data**
Output	Indicator 6.1.2 Number of official dialogues about ending VAWG with relevant government authorities that include the full participation of women's rights groups and relevant CSOs, including representatives of groups facing multiple and intersecting forms of discrimination, within the last year.	None	Not achieved	Achieved
Output	Indicator 6.1.3 Number of CSOs representing youth and other groups facing multiple and intersecting forms of discrimination that are integrated with coalitions and networks of women's rights groups and civil society working on ending VAWG, within the last year.	LNOB	Achieved	No data
		Youth	No data	No data
Output	Indicator 6.1.4 Number of women's rights groups, networks and relevant CSOs with strengthened capacities to network, partner and jointly advocate for progress on ending VAWG at local, national, regional and global levels, within the last year	None	Not achieved	No data
Output	Indicator 6.2.1 Number of supported women's right groups and relevant CSOs using the appropriate accountability mechanisms for advocacy around ending VAWG, within the last year	None	Not achieved	Achieved
Output	Indicator 6.3.1 Number of women's rights groups and relevant CSOs representing groups facing multiple and intersecting forms of discrimination/marginalization that have strengthened capacities and support to design, implement, monitor and evaluate their own programmes on ending VAWG, within the last year.	None	NA	Achieved
Output	Indicator 6.3.2 number of women's rights groups and relevant CSOs that use knowledge products developed by the participating UN agencies in the design of their own programmes on ending VAWG	None	No data	No data

Figure 1. Progress against Milestones 2019
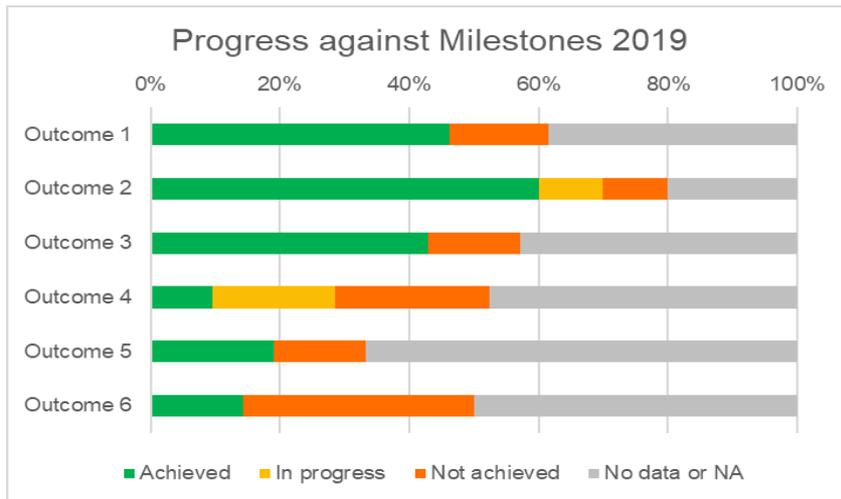
Figure 2. Progress against Milestones 2020

Figure 3. Progress against Target indicators

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right to health & development

Spotlight
Initiative
To eliminate violence
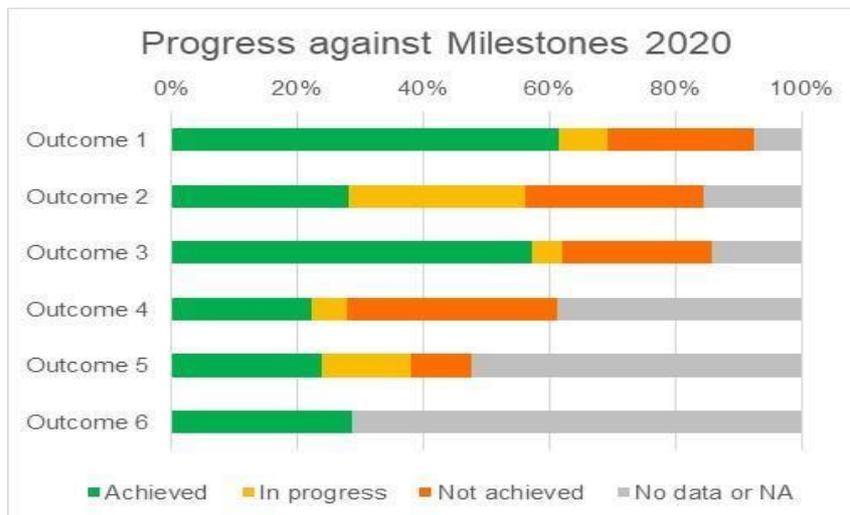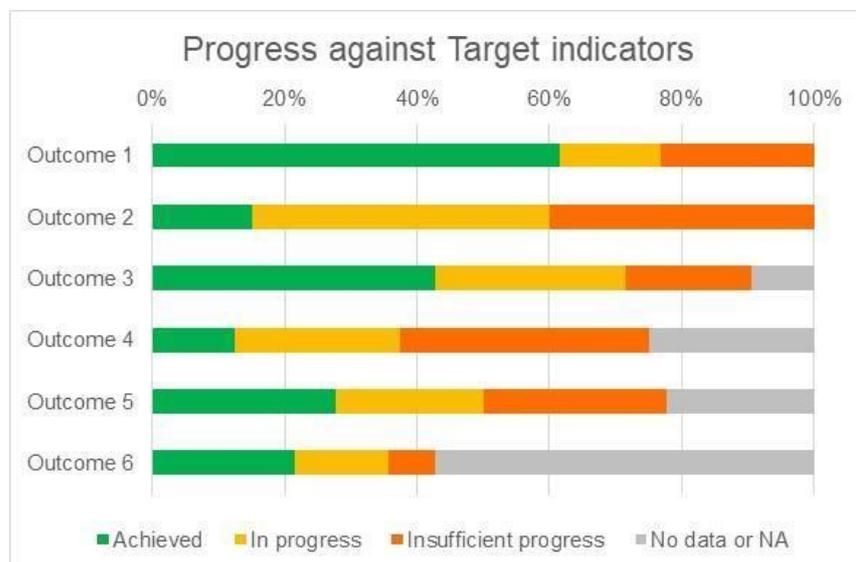against women and girls

ANNEX 6. EXAMPLES OF SPOTLIGHT INITIATIVE GOOD PRACTICES

The Innovators Against Gender Based Violence (IAGs) programme has been identified as one of the promising practices. Initiated in December 2019, the IAGs are graduate students who are tasked with bringing new innovations to addressing GBV in the localities where they are deployed. They provide programme, administrative, M&E, knowledge management and communications, partnership strengthening within consortiums, and advocacy support to the community groups. IAGs refer cases, offer psychosocial support to women and girls and ensure that they receive the comprehensive package of GBV services.

In 2020 the IAGs initiated campaigns to address SGBV in the five Spotlight Initiative provinces: '*Peace begins at Home*"; *#HeForShe Global Movement; 'Catch them Young; and the Taking a Stand'; 'She Matters Campaign"*; and *'Taking a Stand Campaign'*. In adapting to COVID-19 restrictions, the IAGs established different information sharing platforms through WhatsApp and other social media channels to reach out to communities with SGBV information and get commitments online. The IAGs attached to the University of Zimbabwe developed 18 journal papers.

The **Mobile One-Stop Centers (OSC)** model for the provision of multi-sectoral GBV services in remote and hard to reach areas is a promising good practice. GBV service availability and accessibility remains a notable concern in Zimbabwe because multi-sectoral services are primarily available at provincial and district level. The introduction of a mobile OSC model enhanced service access among the most vulnerable GBV survivors in remote and hard to reach areas. In the swiftly changing Zimbabwean environment characterized by climate change related (drought and floods) hardship, compounded by economic hardship, and the COVID-19 pandemic, the provision of mobile GBV services has started to demonstrate some promising results towards enhanced and timely access to GBV services.

The **Safe Market** project seeks to address the key drivers of SGBV in public spaces by strengthening the capacity of local authorities, to provide safety for women through gender responsive policies and infrastructure. Market places have a reputation for being unsafe for women as they have poor infrastructure as well as gender blind governance systems and policies. Failure to address the safety concerns of women has hindered their access to resources and life changing opportunities and limits their participation in the development of the country. Tackling GBV whilst addressing the practical needs of women is important and as a result Soft skill have to be accompanied by the hard and practical skills

Participation of Women and Girls with disability in legal processes: UNICEF in partnership with the MoPSLSW held consultations on the Persons with Disability Bill and National Disability Policy nationwide in 2019 and 2020. The overall objective of the training was to strengthen the capacity of Disabled Persons Organizations (DPOs) on meaningful engagement in legislative formulation process. Participants appreciated the training since they learnt that they could influence the law-making processes at various stages and through different ways which include written submissions in the form of positions papers and physically attending the consultations.

Lessons learnt include: (i) The need to have adequate representation of persons with disability in Parliament, where laws are made; (ii) The need to publicise dates for consultations at the Executive level and Parliament so that PWDs can attend public consultations; (iii) The need to give adequate time for consultations so that PWDs can meaningfully participate; and (iv) The need to make venues for consultations user friendly for persons with disabilities