

## Spotlight Initiative Mid-term Assessment Report using ROM review

Type of ROM review

Project title

Project reference
















EU Delegation in charge

### Projects and Programmes

Accelerating the Prevention and Response to SGBV and Early Marriage for Adolescent Girls and Young Women (ages 10 - 24) in Mozambique

EUD Mozambique

Key information				
<b>Domain (instrument)</b>	Region			
<b>DAC Sector</b>	Human and Social Development: « Gender Equality »			
<b>Zone Benefitting from the Action</b>	Mozambique			
<b>Type of Project/Programme</b>	Geographic			
<b>Geographic Implementation</b>	Single-country			
<b>Contracting Party</b>	SPOTLIGHT INITIATIVE			
<b>EU contribution</b>	20,000,000 €			
<b>Project Implementation Dates</b>	<b>Start Date</b>	1 January 2019	<b>End Date</b>	31 December 2022
	<b>ROM expert(s) name(s)</b> Sandra Manuel, Dia Timmermans			
<b>Field phase</b>	<b>Start Date</b>	2 December 2020	<b>End Date</b>	18 December 2020

Scoring overview: <span style="background-color: #008000; color: white; padding: 2px;">green (good)</span> <span style="background-color: #FF8C00; color: white; padding: 2px;">orange (improvements needed)</span> <span style="background-color: #FF0000; color: white; padding: 2px;">red (serious improvements needed)</span>						
	1	2	3	4	5	6
<b>Relevance</b>						
<b>Efficiency</b>	7	8	9	10	11	
						
<b>Effectiveness</b>	12	13	14			
						
<b>Sustainability</b>	15					
						

Persons interviewed and surveyed	Interviews/FGD	Survey
EU Delegation	2	NA
Partner country government	17	7
UN agencies	13	14
CSO reference group	5	15
Implementing partners	30	23
Final Beneficiaries	43	NA
Other Spotlight Initiative Team	2	6

Key documents	Number
Essential documents	14
Other documents	17

## 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 it reaches the end of phase I, 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 (SDGs). 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 Reference, 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 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
<b>Good/very good</b>	The situation is considered satisfactory, but there may be room for improvement. Recommendations are useful, but not vital to the project or programme.
<b>Problems identified and small improvements needed</b>	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.
<b>Serious problems identified and major adjustments needed</b>	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.

The fieldwork sample for this assessment covered two out of the three provinces where Spotlight Initiative is being implemented in Mozambique (Gaza and Nampula). We have performed virtual interviews of selected key informants from Manica to grasp their experience.

The programme in Mozambique has been implemented in a difficult context which has impacted on its implementation. In 2019, Mozambique first suffered significant impact from the Cyclone Idai (March 2019) which slowed down programming but also reallocated funding to the emergency response. Further, the preparation of the presidential elections (October 2019) also led to a slower pace in governmental institutions' functioning. The outcomes of the elections were contested by the main opposition party which resulted in delays in post-election government nominations and actions. After the elections, the approval and implementation of activities were seriously delayed (for example, the 2020 annual work plan was only approved in August 2020). The newly elected Government created new actors to the governmental structure (for example State Secretariats) at provincial levels which has led to unclarity as to which government actor should be overseeing the Spotlight Initiative at provincial level. The impacts of these contextual changes are discussed more in details in the report.

#### **Limitations and measures taken:**

- **Unavailability of key informants for interviews:** We were unable to interview members of the Civil Society Reference Group (CSRG), government stakeholders in Gaza province and the UN Resident Coordinator (RC) due to their unavailability for various reasons including the consequences of COVID and the rotativity work approach by the time that the evaluation was implemented. These stakeholders did however participate in the online survey and their input was therefore taken into account in the evaluation.
- **Lack of 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 absence of comprehensive and quality assured monitoring data in time for the Mid-term assessment review constitutes a limitation for the assessment, which the Spotlight Secretariat should consider in future exercises.
- **Lack of up-to-date financial data:** Official financial reports were 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.

## B. RELEVANCE

<p><b>1. Does the action align to the principles of the Spotlight Initiative as listed in the Spotlight Initiative Fund TORs?</b></p>	<p><input checked="" type="checkbox"/> Very Good – Good</p> <p><input type="checkbox"/> Problems</p> <p><input type="checkbox"/> Serious deficiencies</p>
<p>The actions of the Spotlight Initiative in Mozambique have a specific focus on addressing and changing the context of social practices and institutional and governmental systems - that may be permissive for Violence Against Women and Girls (VAWG). In doing so, interventions are focused on at-risk target groups by promoting both judicial, medical, psychological support, as well as protection (such as in the shelter for women victims of GBV) and in some cases, economic empowerment to women and girls' survivors of Gender-Based Violence (GBV). The stakeholders – Government, United Nations Country Team (UNCT), the European Union (EU) Delegation, Civil Society Organizations (CSOs) and Community Based Organizations – coordinate and participate in the planning and implementation of the diverse activities in the three provinces: Gaza, Manica and Nampula. In Mozambique, the Spotlight Initiative is a National Programme taking into account the engagement of all national counterparts, Government Institutions, CSOs and Women’s Movement and support is provided by the UN. Spotlight Initiative was developed to support the implementation of SDG 5 and 16. This approach permits the integration of the Spotlight Initiative in the national planning process, thus addressing national priorities. Moreover, such an approach promotes sustainability of the actions, since Spotlight Initiative as a government programme is institutionalized and will continue after the 4-year Initiative, thus aligning to Spotlight Initiative principle 15.</p> <p>The interventions are anchored on existing initiatives (from both government and civil society partners) to promote gender equality and eliminate VAWG and harmful practices (HP). The Spotlight Initiative programme includes capacity building and strengthening of government institutions, CSOs at the national, provincial and district levels (focusing on women's organizations) to equip them to better respond to the challenges above. Still, at the design level, the essential recognition that creating an enabling environment conducive to gender equality implies revision and development of legislation based on international human rights standards that would protect girls and women as well as that all different groups at the community level participate. Therefore, actions comprise the inclusion of male engagement activities but also community, cultural<sup>1</sup>, religious and traditional leaders.</p> <p>Regarding the principle of 'leaving no one behind', specific target groups have been included: people with disabilities, adolescents and young people, poor and vulnerable women and girls, victims of forced unions and sexual abuse as well as lesbian, gay, bisexual, transgender, and intersex persons (LGTBI), even if only for a lesser extent. Eighty-four (84) percent of respondents from the online survey believed that no group was left behind and more than 80 per cent also believes that the programme adheres well to this principle. However, disaggregation of disability is not yet standardized. To respond to this challenge, UNFPA Mozambique translated international guidelines to Portuguese, to include people with disabilities and handed it to MGCAS, for dissemination. However, information from the interviews</p>	

<sup>1</sup> An example of cultural leaders are *Matronas*, older women responsible to guide the rites of passage from girlhood to womanhood in Northern Mozambique.

– in particular with Implementing Partners (IP) provide a slightly different picture. They underline that many vulnerable groups were included in the programme design, however, not all of these have been reached as yet. Some examples of groups that may need more attention in phase 2 include HIV positive women and girls; people with albinism; migrant women and girls and sex workers. In Gaza one Implementing Partner (IP) is currently not yet developing activities with men and boys and mentioned that:

*"One group that we feel that is "left behind" are the girls' partners<sup>2</sup>. They should get the same type of information we provide to the girls with the risk of creating even more conflicts. We should design specific activities for that group"* [interview with IP in Chongoene, Gaza].

The online survey also confirms that the programme adheres to the Spotlight Initiative principles, with more than 80 per cent of respondents confirming that Spotlight Initiative interventions follow the principles of 'do no harm' (86%), are gender responsive (84%), are gender transformative (93%), promote a human-rights based approach (86%), promote an enabling environment conducive to gender equality (86%), prioritises confidentiality, safety, respect and non-discrimination (89%), apply a survivor-centred approach (89%), seek to empower women and girls and strengthen their capacity (100%) and are implemented under a comprehensive approach to tackle VAWG (100%). This can also be illustrated by the following quotes:

*"There is an increase in women and girls denouncing and contacting activists to denounce cases of violence"* [interview with RUNO]

*"Due to our awareness campaigns, we have in some community groups of women that knock the door of houses when there are events of violence against women to take the case to the police (...) We had a case in which the wife of a man who she suspected of raping a girl in the neighbourhood approached the girl's family to question and suggest that they contact us to follow up with the case"* [interview with IP in Nampula city]

#### **Key findings:**

- The programme in Mozambique is aligned with the Spotlight Initiative principles and national priorities on the promotion of gender equality.
- The Spotlight Initiative programme in the country is taking into account the engagement of all national counterparts and support is provided by the UN.
- The "leaving no one behind" principle is being applied. However, there is awareness that some groups, such as HIV positive women and girls, people with albinism, migrant women and girls and sex workers could be reached more.

#### **Recommendations:**

- Prior to Phase 2, Spotlight Initiative Coordination Team to review whether activities are sufficiently focusing on HIV positive women and girls, people with albinism, migrant women, and girls and if necessary, expand activities for these groups as well as LGTBI persons and sex workers in all Spotlight Initiative provinces.

<sup>2</sup> The key informant was referring to the partners of girls who are at risk of violence.

<p><b>2A. Are the Initiative’s deliverables aligned with the UN agencies’ mandate<sup>3</sup> and priorities? Are the right UN agencies involved?</b></p> <p><b>2B. Are programmes implemented in line with the UN System reform?</b></p>	<input type="checkbox"/> Very Good – Good
	<input checked="" type="checkbox"/> Problems
	<input type="checkbox"/> Serious deficiencies

**Alignment with UN agencies’ mandate and priorities**

The choice of (core) UN Agencies is consistent with the Theory of Change which aims to enhance a holistic approach to address the root causes of Violence against Women and Girls (VAWG) in the country. Four UN agencies were identified as Recipient UN Organisations (RUNOs) and leading on different pillars of the programme as per the table below. The percentages in brackets indicate the proportion of the budget that each RUNO manages for implementing activities under the specific outcomes.

**Table 2. Division of labour among the RUNOs per outcome**

Outcomes	Lead agency	Implementing agency
Outcome 1: Legislative and policy frameworks	UNDP (55%)	UNFPA (20%), UNICEF (16%), UN Women (9%)
Outcome 2: Strengthening institutions	UNDP (42%)	UNFPA (40%), UN Women (13%), UNICEF (5%)
Outcome 3: Prevention of SGBV/HP	UN Women (45%)	UNICEF (34%), UNDP (11%), UNFPA (10%)
Outcome 4: Quality and essential services	UNFPA (55%)	UNICEF (19%), UN Women (15%), UNDP (11%)
Outcome 5: data availability and capacities	UNFPA (86%)	UNDP (8%), UN Women (6%)
Outcome 6: Women’s movement	UN Women (81%)	UNFPA (16%), UNDP (3%)

UNDP, UN Women and UNFPA collaborate on all outcome areas, whereas UNICEF contributes to Outcomes 1, 2, 3 and 4 and assumes a leading role in communication. The allocation of responsibilities has been done based on the comparative advantage of the RUNOs in terms of mandate, experience, and expertise. In line with this UNDP focuses on human rights, strengthening gender responsive strategies with support to the Judicial system, Parliament, security and police forces. UNFPA focuses on youth and addresses SRHR issues including Harmful Traditional Practices, UNICEF focuses on legal reforms and justice for children, harmful practices, adolescents with focus on girls, communication and visibility, and education while UN Women focuses on women more generally. According to the programme document, the lead agencies would also engage with other UN actors, such as the IOM, UNESCO, WHO and UNAIDS for implementation but so far, no evidence is available of this engagement. The respective mandates, experience and expertise of the involved agencies in the country are relevant

<sup>3</sup> Mandate is understood as the combination of experience, expertise and capacity the RUNO has in the country.

and enable Spotlight Initiative to provide a comprehensive response to the problems related to GBV and HP in Mozambique.

### **Implementation according to UN system reform**

Under the Spotlight Initiative structure, it is the Resident Coordinator that heads the initiative at country level, in concerted effort with agencies. Joint work by UN agencies has been planned and implemented with the support of the Spotlight Initiative programme coordination team (SPCT). The CPD outlines that the SPCT is chaired by a UN Women representative (who oversees the technical coherence). There was consensus that the agency is well positioned to perform this role, given their focus on gender and GBV in the country. This was confirmed by the online survey where 14/19 respondents who responded to the question believed UN Women is the best choice given their technical expertise and presence in two of the three Spotlight Initiative provinces. The SPCT is further made up of the programme coordinator and M&E specialist from the RCO, four RUNO senior staff as focal points, one technical representative of the EUD and a communication specialist from UNICEF.

To implement the programme as “one UN”, the RUNOs implement activities in multiple pillars, but for each pillar there is a lead RUNO appointed (see table 2 above). There are also provincial leads with UN Women coordinating the activities in Gaza and Manica and UNFPA in Nampula. The RUNO members of the SPCT are accountable to both their respective UN agency and to the RC through the SPCT chair. They are responsible for coordinating the SLI work within their organisations and for leveraging capacity to support the Spotlight Initiative programme. While this setup is aligned with the Spotlight Initiative overall guidance, UN agency staff who are (part-time) working as focal point for the Spotlight Initiative believe that this dual accountability, with on the one hand reporting to their head of agency and on the other hand to the RCO, is time consuming and is an additional burden on an already heavy workload.

The CPD did not stipulate any further operational mechanisms to promote the “delivering as one” but indicated that existing bilateral agreements between RUNOs and IPs would not be changed, and the UN stakeholders also acknowledge that existing operational rules and procedures are not easily changed. These different operational models, however, do sometimes lead to confusion by the implementing partners as it is not always clear if they are working with a specific agency or under a joint initiative. Several implementing partners have mentioned that agencies do not give up their identity easily and sometimes push their visibility instead of that of the Spotlight Initiative, which is not in line with the Spotlight Initiative communication and visibility guidelines.

Some government stakeholders also highlighted preferences and challenges of the different UN agencies’ working approaches. The MTA was able to confirm that some RUNOs work with activity plans and budgets which allows for funds to be released according to the agreed workplan, whereas others use a Direct Implementation Modality which means that funds are executed at the level of the RUNO and not transferred to implementation partners, this is often the case for procurement of equipment and vehicles, for example. The direct implementation modality may result in delays as the system is meant to ensure qualitative execution and delays may be caused due to failure to submit all required documents. While these different implementation modalities seem appropriate, it may be necessary to clarify the reason for which these different implementation modalities are used by the RUNOs under the same Initiative, to avoid confusion with implementing partners.

**Key findings:**

- The selection of the four RUNOs is appropriate given their current experience, expertise and capacity in the country. Three RUNOs collaborate across all six pillars, while UNICEF only implements across four outcome areas.
- The RCO is responsible for oversight and coordination, while UN Women is the technical lead. This arrangement is considered adequate. The CPD stipulates that RUNO focal points will have a dual accountability to the RCO and their head of agency. While this is appropriate, UN agency staff who are (part-time) working as focal point for the Spotlight Initiative believe that this dual accountability, with on the one hand reporting to their head of agency and on the other hand to the RCO, is time consuming and is an additional burden on an already heavy workload.
- The UN actors are “delivering the programme together” in terms of joint planning, implementation and monitoring across the pillars. However, RUNOs have decided to continue to use their internal rules and procedures, which may at time cause confusion among implementing partners who prefer implementation modalities whereby funds are transferred based on an activity workplan.

**Recommendations:**

- RCO and Spotlight Initiative Coordination Team to strengthen the focus on “Delivering as One UN” by more clearly outlining what they can do to “Deliver as One” and also to identify key performance indicators to monitor progress against the commitments made to “Deliver as One”. The Malawi Spotlight Initiative Core Team could share their “Delivering as One Accountability Framework” as an example.
- RUNOs to review the job descriptions and workload of the Spotlight Initiative focal points and reduce the number of tasks if feasible.
- Spotlight Initiative coordination team and RUNOs to clarify to implementation partners why different implementation modalities and ways of disbursing funds exist within the same Initiative, so as to avoid confusion and preferences among the implementation partners.

<p><b>3. Does the action presently respond to the needs of the target groups / end beneficiaries? Are the necessary consultations taking place with key stakeholders?</b></p>	<p><input checked="" type="checkbox"/> Very Good – Good</p> <p><input type="checkbox"/> Problems</p> <p><input type="checkbox"/> Serious deficiencies</p>
<p>Spotlight Initiative was designed to strengthen existing initiatives to address VAWG and harmful practices in the country. The consultation exercise that happened in 2018, before the beginning of the implementation phase, allowed for an in-depth understanding of the dynamics of Mozambique's approach, including grasping the various strategies in place. The selection of the three provinces where the Spotlight Initiative would be implemented was based on a consultation with government and CSOs and through analysis of GBV statistics.</p>	



Beneficiaries have been consulted and have provided feedback during monitoring visits and training sessions: for example, 1) in Nampula, *chapas das manas* (girls' buses) was introduced as a strategy to reach more people. In this activity, activists enter informal public transport (locally called *chapas*) to disseminate messages and raise awareness about GBV. 2) Local organizations' platforms work with traditional, community and religious leaders primarily to tap on their influence to promote rights based socio-cultural norms and practices and to link them with the police to ease and accelerate reporting and follow up of GBV cases. This approach increased reporting to 555 cases in Gaza in 2020 (against 462 in 2019)<sup>4</sup>. In all three provinces women and girls are the ones who most often denounce, which may signal a break of silence from GBV survivors:

*“My husband used to beat me a lot. I heard about Ophenta with a neighbour and came here to expose my case. The activist went with me to the Integrated Assistance Centre (CAI). At CAI I received advice and information to take to my husband. It is the first point of entry, you only have to come here and all the services you need are here, from medical support to psychological support, as well as follow up with the police or judiciary.” [FGD with beneficiaries, survivors of violence in Nampula].*

The Spotlight Initiative has contributed to the improvement and acceleration of the approval and revision of crucial laws and policy tools for the elimination of VAWG, as per the table below:

**Table 3. Spotlight Initiative contribution to the improvement and acceleration of crucial laws and policy tools**

Approved Laws	i) Law n 19/2019: Prevention and Combat of Early Marriage
	ii) Law n.26/2019 on Alternative Measures of Prison (que aprova a Execução de Penas)
	iii) Law n. 23/ 2019. Approves the Succession Bill (Lei das Sucessões que revogou o Livro V do Código Civil).
	iv) Law n. 22/ 2019 on the Family Law (Lei da Família que revoga a Lei n.10/ 2004 de 25 de Agosto)
	v) Law n. 24/ 2019 Revision of Penal Code (Lei de Revisão do Código Penal e revoga o artigo 2 do Decreto Lei n. 182/ 74 de 2 de Maio e o Código Penal aprovado pela Lei n.35/2014 de 31 de Dezembro)
	vi) Law n.25/ 2019 Revision of the Penal Code Process (Lei de Revisão do Código do Processo Penal)
Regulations awaiting final endorsement	i) Religious Freedom Law
	ii) Code of Conduct
	iii) Regulation of the Law of Religious Freedom

Now that the laws are approved, the challenges are their appropriate and universal implementation to respond to the needs of target groups effectively. Most of these laws are not yet known to the communities and the laws need to be translated into easy-to-understand tools. Another example of a challenge is the consultation at the subnational level. Consultation both at design as well as at implementation stages is vital for Spotlight Initiative in Mozambique. The consultation with stakeholders at the central level has been rich and widely inclusive. However, the trickle-down to subnational levels is a challenge: the further one reaches the district level, the fewer stakeholders are

<sup>4</sup> Laura Lambo & Shirley Eng. Visita da Monitoria Províncias de Gaza, Manica e Nampula. July 2020

consulted or knowledgeable. This is due to more limited capacity of human resources and infrastructure of government at district level as well as normal delays in information flows from central to provincial and from provincial to district level. Also, the consultations with CSOs were strong at the central level, but the information that reaches local CSOs at local level focuses more on implementation and not necessarily on joint planning and sharing of information.

**Key findings:**

- There were extended consultations at the design level and at implementation feedback from activities and monitoring visits which retro-feeds implementation.
- Spotlight Initiative has contributed and acceleration of important legal transformation regarding VAWG and HP
- Consultations were widely inclusive at central level but less so at provincial and district level

**Recommendations:**

- Continue to increase technical support for government stakeholders, especially at provincial and district level.
- Laws and policies that were developed need to be translated into easy-to-use tools and disseminated and popularised at the community level.

<p><b>4. Do all key stakeholders still demonstrate effective commitment (ownership)?</b></p>	<p><input checked="" type="checkbox"/> Very Good – Good</p> <p><input type="checkbox"/> Problems</p> <p><input type="checkbox"/> Serious deficiencies</p>
<p>Spotlight Initiative in Mozambique is characterized by high levels of engagement of the various stakeholders. Key stakeholders interviewed continue to demonstrate effective commitment to the Programme. The Minister of Gender, Children and Social Action co-chairs the Spotlight Initiative Programme Steering Committee (SPSC) together with the RC. Various ministries (Health, Interior, Justice, Constitutional and Religious Affairs, Education and Human Development and Youth &amp; Sports) have been participating in the Spotlight Initiative since the design stage. As an example, the government suggested changing one of the initially selected Spotlight Initiative provinces to respond better to the country's national priorities. Thus, while initially Maputo was the envisioned province in the Southern region, Gaza was the final selection due to the strong patriarchal culture, statistics of GBV and absence of activities in remote areas. Manica was included due to the limited investment on gender equality in that province. Other line ministries participate in the Programme working with different RUNOs in accordance with their mandate and interventions.</p> <p>However, issues of capacity related to coordination and communication affect the level of ownership of the government. For example, ownership and capacity are higher at the central level compared to the provincial and district levels. This has an impact on the implementation of the programme, which is mostly done at the provincial and district level. Respondents to the online survey and KII believe that the</p>	

local governments should be more involved at the planning stage of the activities to ensure better ownership of the Initiative and should receive clearer guidance from the central level government.

*“There is a need to involve local governments in planning activities and reporting, share budgets, especially the Spotlight Initiative Provincial Coordinator, as he reports to local government; there should be joint monitoring, decentralisation of funds.”* [Online survey comment]

*“local government do not receive enough guidance and support from central level (ministries)”* [Online survey comment]

CSOs and community-based organisations demonstrate a high level of commitment with a high sense of delivery. From the organization’s management to activists there is devotion to the cause and sense of justice. For example, in the cases witnessed in Nampula and Gaza, there is personal commitment to follow up cases of violence in order to achieve justice.

*“Civil society organizations have been committed to the implementation of the Spotlight Initiative and have contributed to detecting a large number of violations of the human rights of women and girls”.* [Online survey comment]

This was also confirmed in the document review and interviews with CSO implementing partners.

The EUD has been involved from the very start of programme design and very committed to the programme throughout implementation and monitoring. Representatives of the RUNOs are generally satisfied with the commitment and involvement of the EUD in the programme.

**Key findings:**

- There is commitment from all government partners, with the Government requesting more operational responsibilities.
- CSOs and community-based organisations demonstrate a high level of commitment with a high sense of delivery. The EUD has also been committed and strongly involved since the design of the programme.

**Recommendations**

- RUNOs at provincial level to consider establishing provincial coordination mechanisms involving the local government and CSO IPs working together in the province to jointly plan, implement and monitor activities, in close collaboration with the RUNO technical pillar leads.

<p><b>5A. Have all relevant circumstances and risks been taken into account to update the intervention logic?</b></p> <p><b>5B. Also, in the context of Covid-19?</b></p>	<p><input checked="" type="checkbox"/> Very Good – Good</p> <p><input type="checkbox"/> Problems</p> <p><input type="checkbox"/> Serious deficiencies</p>
<p><b>Risk and mitigation measures</b></p> <p>The Programme Document contains a Programme Risk Management Matrix, outlining potential contextual, programmatic, institutional, and fiduciary risks. The risks captured overall country</p>	

problems/issues (such as peace, economic crisis, and social norms); the programmatic risks (like slow funds flow, lack of capacity to implement or lack of data), institutional risks (limited capacity of MGCAS) and fiduciary threats (financial crisis, economic crisis and emergencies which may absorb funds and technical expertise) and outline appropriate mitigating measures. For example, to address the limited capacities to apply knowledge by national partners, the Spotlight Initiative has strengthened government coordination mechanisms and CSO by ensuring direct participating in the Spotlight Initiative programme, it has coached partners to meet quality standards and undertaken regular monitoring visits. As a result of the Idai cyclone, the programme was indeed confronted with an emergency which has required them to redirect funds towards the emergency response (see question 9).

The elections were not mentioned in the first risk matrix but were included in the updated risk matrix in the 2019 annual report, which shows that this risk matrix is a living document and that the programme employs a robust risk management strategy.

One impact on the programme which had not been included in the risk matrix was the effect of the decentralization package which had been agreed by the government and RENAMO, following a long period of negotiation. The agreement included a constitutional amendment and the subsequent production of legislation aimed at the introduction of Decentralized Provincial Governance Bodies. This package was approved before the October 2019 elections, but did not clearly stipulate how the duties between the decentralised provincial governance bodies and state provincial services (previous administration of the governor) would be divided. This lack of clarity has brought challenges for the administration at provincial level, which is still being sorted out by the Mozambique government. For the Spotlight Initiative it has been unclear which of the two bodies is responsible for Spotlight Initiative oversight at provincial level, which makes it difficult to further strengthen local ownership. Furthermore, people who were appointed Spotlight Initiative focal points at the governor administration were relocated to the decentralised provincial governance bodies leaving, for example, the governor administration with no personnel acquainted with the Spotlight Initiative.

*“The change of Government Members and officials of the various State institutions after the general elections, dictated some delays; the ongoing decentralization process had an accentuated weight on the processes already underway of implementation and delivery of equipment” [Online survey comment]*

### **Covid-19 risks and mitigation measures**

COVID-19 forced an adaptation of the initial planning and risk assessment. There were meetings to evaluate and adapt activities to guarantee safety for IPs and communities, which resulted in a Reprogramming in the context of COVID-19 document. Some examples of the changes are: 1) the integration of awareness messages related to COVID-19 and the possible impact of confinement measures to increased VAWG; 2) the use of mobile clinics as well as community radios for awareness and community dialogue; 3) a virtual training of service providers; 4) economic initiatives (such as mask production and home-made production of soap) for women and girls to get an income and 5) provision of hygiene and SRH kits and 6) Engagement with parliament was also affected as parliamentarians could not go to the field for monitoring the implementation of legislation but they continued to develop and analyse and approve the legislation for COVID-19 emergency .

To reduce the COVID-19 contamination risk, activities that included field visits as well as activities at schools were postponed. An innovation was the introduction of virtual monitoring by the coordination team. The use of social media was introduced by an IP in Chicualacuala. The IP continued sensitizing their target groups using WhatsApp and the feedback from the WhatsApp group members was positive.

This innovation was reported in one of the monitoring visits reports and the Spotlight Initiative team started documenting it as a promising practice.

COVID-19 seems to be creating a scenario for improved collaboration between CSOs and Government entities. In the first half of 2020, the collaboration between the police, health and social protection sector with CSOs has improved considerably, resulting in joint initiatives such as awareness-raising and sharing of resources to mobilize people in Nampula, Manica and Gaza.

**Key findings:**

- Relevant risks and mitigation measures were included in the CPD and updated risk matrix. However, the effect of the decentralization package has not been anticipated and the creation of decentralised provincial governance bodies has led to confusion as to which entity is responsible to provide oversight of the Spotlight Initiative at provincial level.
- COVID-19 has negatively impacted implementation causing delays and constraints achieving planned deliverables. The measures taken to pivot activities and resources as a result of the COVID-19 pandemic were also appropriate.
- The COVID-19 pandemic has also created a scenario for improved collaboration between CSOs and Government entities. In the first half of 2020, the collaboration between the police, health and social protection sector with CSOs has improved considerably, resulting in joint initiatives such as awareness-raising and sharing of resources to mobilize people in Nampula, Manica and Gaza.

**Recommendations:**

- Spotlight Initiative Coordination Team to document good practices and innovations in implementation used as a result of the COVID-19 pandemic and review how these can be used or further improved in Phase 2.

<p><b>6. Are the indicators to measure results well defined and relevant to measure the achievement of the objectives?</b></p>	<input checked="" type="checkbox"/> Very Good – Good <input type="checkbox"/> Problems <input type="checkbox"/> Serious deficiencies
<p>The link between the Theory of Change (TOC), Objectives, Activities and Indicators is evident and coherent. In 2018, during the design of the MOZ Spotlight Initiative programme, consultations with the government and CSO were organized to select priority indicators, which were revised and adapted to the national context. Problems that were observed during the process of selection of indicators included: lack of availability and disaggregation of data in the country. Furthermore, implementers' ability to understand and use the indicators has been a major problem. Not all stakeholders, especially at provincial and district level were familiar with monitoring and the use of indicators. There are many indicators, and there is a persistent need to identify who is responsible for what.</p> <p>Emerging problems are rooted in the fact that the national data collection system is structured differently from the Spotlight Initiative M&amp;E system. Some indicators cannot be tracked through the existing government M&amp;E system. For example, the percentage of the national budget allocated to</p>	

SGBV is not yet possible to report on because, as per a report by the Ministry and Economy and Finance, government institutions are yet to use the system in place to register activities and allocations to enable tracking. Also, the country only has national plans that address VAWG, and the Spotlight Initiative can therefore not report against subnational plans as these do not exist. Furthermore, the proportion of GBV cases that are reported to the police and brought to court, and the proportion of cases reported to the police that resulted in convictions of perpetrators, are not yet collected by the justice sector, however, UNDP is addressing this by providing training, establishing gender units within the justice administration and sensitising government officials on the importance of these data.

Collection of administrative data concerning VAWG in Mozambique is still a challenge. The most recent DHS is from 2012 and the 2019 DHS has been postponed to 2021 and may be affected by the evolution of the pandemic in the country. However, disaggregated data on type of violence (physical, psychological, social, sexual, etc) are collected by age and gender by the provincial departments for assistance of families and minors' victims of violence, which is compiled by the Ministry of Interior into an annual report. This data is complemented with data from the Centres for Integrated Care (CAI), the Justice Administration and Health Centres but this is a complex and time-consuming process.

Under pillar 5, the Spotlight Initiative supported the Ministry of Interior to pilot a digital platform, *InfoViolência*, for the registration, management, and control of GBV cases. The system was piloted in two municipalities 2019 and the pilot was further rolled out in 2020. The aim is to allow referral of survivors to other institutions participating in the GBV response, such as the health centres, justice administration and CAI. It will also contribute, in the longer term, to the availability of disaggregated data on different forms of VAWG.

#### **Key findings:**

- The indicators to measure results are adequate. However, challenges remain as some of the information required by the indicators is not (yet) collected by the country.
- Under Pillar 5, the Spotlight Initiative is supporting the multi-sector efforts of bringing together data on GBV by piloting the digital platform *InfoViolência* which helps to register, manage and control GBV cases and aims to help with the referral of survivors to other relevant institutions. At the same time, the platform will contribute to making quality and disaggregated data available on different forms of GBV.

#### **Recommendations:**

- In Phase 2, continue to advocate with government institutions to ensure that data related to Spotlight Initiative indicators can be captured as part of the government data framework. This includes follow up with Ministry of Economy and Finance on the analysis of state budget's percentage allocated to VAWG.
- Continue to strengthen technical support and capacity building to courts and police to provide disaggregated data on GBV and VAWG through the *InfoViolência* platform.

## C. EFFICIENCY

<p><b>7. Are the chosen implementation mechanisms (incl. choice of implementation modalities, entities and contractual arrangements) adequate for achieving the expected results?</b></p>	<input type="checkbox"/> Very Good – Good
	<input checked="" type="checkbox"/> Problems
	<input type="checkbox"/> Serious deficiencies

### General implementation mechanisms

The 6 pillars of the Spotlight Initiative in Mozambique are implemented by the selected RUNOs as per the table provided in question 1. Each RUNO receives a budget to work with selected stakeholders from the Government and CSO implementing partners based on the Spotlight Initiative annual work plan for the respective pillar. This implementation pattern is functional as it allows for a direct interaction between RUNOs and stakeholders on a direct basis (for training, monitoring including possible revisions and adaptation of activities). Harmonized implementation still is a challenge as all UN agencies have their own functional systems and procedures and have different internal organizational perspectives, rules and procedures, and decentralization levels. As a result, some activities have been delayed.

### Human resources

Moreover, some RUNOs do not have sufficient human resources to implement the complementary Spotlight Initiative related activities. For example, the Justice Administration System, working with UNDP congregates, five different institutions. Activities of such institutions do not happen simultaneously due to the Direct Implementation Modality of UNDP, which means that effective disbursement of funds is carried out at the country office level and no funds are transferred directly to the implementation partners. As there is only one person overseeing this sector, this sometimes leads to delays in implementation, also because there are often documents missing to process the disbursement of funds. When one institution fails to submit a document, this may affect the approval of the activity and disbursement of funds, affecting the group of institutions working on the activity.

The allocation of human resources needs to be covered by the Programme Management Costs (PMC) which are limited to 18 per cent of the total budget for Phase 1. According to the original budget, the staff time allocated for the programme management (as per budget line staff and personnel) represented 58 per cent of the programme management costs, however the staff allocation varies across the RUNOs. UNDP has budgeted for the equivalent of 3.62 full-time positions (FTE) of which 2 FTEs are allocated to the Spotlight Initiative programme coordinator and the M&E specialist and 1.62 FTE for the management of UNDP activities spread across three positions. UNFPA and UNICEF, on the other hand, have budgeted for 4.18 and 2.8 FTE spread across 11 and 12 positions, respectively. UNICEF contributes to 0.7 FTE from its own budget, while UNFPA contributes funds for 0.5 FTE. UN Women contributes funds for 0.3 FTE under the staff and personnel budget line but has contracted 7 FTEs as part of the contractual services budget line. Of the total 10.35 FTE staff positions budgeted for, 7.63 FTEs are working in the three provinces, these include both technical staff and administrative staff, including drivers.

The Spotlight Initiative coordination team, based at the RCO and overseeing the general implementation, has a minimal number of human resources: a Monitoring and Evaluation analyst, the Spotlight Initiative coordinator (who has left in November 2020) and an administrative assistant who combines multiple

roles.

Most RUNOs have allocated staff in the provinces working on Spotlight Initiative. These UN staff members are currently embedded in the provincial government services for easier planning and coordination. As per Spotlight Initiative guidance, staff time is often shared with other programmes to ensure linkages. For example, in Nampula, both UNFPA and UNICEF staff work on other programmes such as *Rapariga Biz* and Global Programme to End Child Marriage. In provinces where RUNOs have not allocated staff as part of Spotlight Initiative there are, reportedly, more difficulties with the implementation of the programme. Furthermore, interviews and online survey comments indicate that staff members working on the Spotlight Initiative are overburdened (see question 13).

### Budget vs expenditure

This evaluation is based on the analysis of financial data available (up to 30 September 2020). Expenditure is reported by each RUNO's headquarter through the MPTF gateway and expenditure is reported against the UNDG budget lines. The data were obtained from the Spotlight Secretariat in January 2021. The country has delivered 43 per cent of the budget allocated during 18 months of implementation (see table 4 below). This includes both expenditure (35%) and commitments (8%). It was expected the country would have spent 100 per cent of the Phase 1 budget by December 2020. No further financial data were available, so it is not possible to assess whether the country will be able to spend the full Phase 1 budget by June 2021, which is the new end date for Phase 1.

The available expenditure data highlight that the budget lines of staff and personnel, supplies, commodities, and materials as well as equipment and vehicles vary between 41 and 50 per cent and are therefore on track and above the expenditure rate of 35 per cent. The budget lines of contractual services, transfers to counterparts, and travel, however, vary between 21 and 29 per cent, below the average expenditure rate. General operating and other direct costs, on the other hand, largely surpass the agreed budget with 219 per cent. This is due to a large overspend by UNDP<sup>5</sup>. The delivery rates across the RUNOs vary from 32 percent (UNICEF) to 54 per cent (UNDP). The reasons and impact of these differences are addressed under MTA Q10.

**Table 4. GENERAL OVERVIEW OF DELIVERY AGAINST BUDGET BY RUNOS**

Mozambique	Budget	RUNOs Expenditure	RUNOs Commitments	Delivery (Exp+commitment vs budget)
UNICEF	3,812,322	1,105,982	110,204	32%
UNWOMEN	6,038,708	1,837,288	686,390	42%
UNFPA	6,232,153	2,149,385	665,068	45%
UNDP	3,916,817	1,970,873	137,123	54%
<b>Total</b>	<b>20,000,000</b>	<b>7,063,528</b>	<b>1,598,784</b>	<b>43%</b>

<sup>5</sup> The evaluation team understood that this was due to the Government's request for vehicles which had not been planned originally, however, this could not be confirmed as no response was received before the final report was due.



**Table 5. EXPENDITURE BY UNDG BUDGET LINES (USD)**

UNDG Budget lines	Spotlight Budget	RUNOs Expenditure	% expenditure vs budget
1. Staff and other personnel	1,977,955	820,791	41%
2. Supplies, Commodities, Materials	371,691	180,614	49%
3. Equipment, Vehicles, and Furniture (including Depreciation)	1,690,900	848,087	50%
4. Contractual services	5,172,453	1,089,694	21%
5. Travel	1,274,902	325,998	26%
6. Transfers and Grants to Counterparts	7,672,376	2,187,649	29%
7. General Operating and other Direct Costs	531,311	1,162,982	219%
<b>Total Direct Costs</b>	<b>18,691,589</b>	<b>6,615,815</b>	<b>35%</b>
8. Indirect Support Costs (7%)	1,308,411	447,714	34%
<b>TOTAL CP Budget / Expenditure</b>		<b>7,063,528</b>	<b>35%</b>
RUNOs Commitments	<b>20,000,000</b>	<b>1,598,784</b>	<b>8%</b>
<b>TOTAL CP Budget / Delivery</b>		<b>8,662,312</b>	<b>43%</b>

According to the agreed workplan and budget, 58 per cent of the programme management costs was allocated for staff and personnel, while 34 per cent was allocated to contractual services. Until September 2020, 41 per cent of the staff and personnel budget line was spent and this was only 21 per cent for the contractual services budget line (which also includes programmatic expenditure). The remaining programme management budget will be used to cover salaries and other operational expenditures through the extension of Phase 1 to the end of June 2021. Available resources are prioritised to provinces and outcome areas where there are more delays (see question 12).

### Key findings

- The chosen implementation mechanisms are working and contributing to improved coordination, however, RUNOs continue to use their internal rules and procedures, as was agreed upon during the programme design.
- The delivery rate (including expenditure and commitments) was 43 per cent at the end of September 2020 (after 18 months of implementation). Efforts are needed to achieve complete expenditure by June 2021, as the newly agreed Phase 1 end-date.
- While a significant proportion of programme management costs (58%) are allocated to personnel and salaries, there are large differences across the RUNOs in terms of full-time equivalent staff budgeted for. Most RUNOs have allocated staff to support implementation of activities in the provinces, however, in provinces where not all RUNOs have staff available, such as for example Gaza province, the implementation may suffer delays.

**Recommendations:**

- RCO and Spotlight Initiative Coordination Team to strengthen the focus on “Delivering as One UN” by discussing the topic at SPCT meetings and to identify processes where they can strengthen collaboration such as through joint call for proposals, developing joint reporting templates and, if possible, even joint procurement. RUNOs need to prioritise human resource allocation in provinces and pillars where implementation is delayed. This resource allocation should remain within the 18 per cent ceiling of programme management costs.

<p><b>8. Do partner government and other partners in the country effectively steer the action? (Please consider Government, CSO and EU Delegation)</b></p>	<input checked="" type="checkbox"/> Very Good – Good <input type="checkbox"/> Problems <input type="checkbox"/> Serious deficiencies
<p>The Mozambican Government structure has different levels of implementation: national, provincial, and district. At the national level, the Minister of Gender, Children and Social Action co-chairs the SPSC together with the RC and oversees implementation more generally. The government’s role is to facilitate processes and ease implementation. Generally, key informants and survey respondents believe that the government has been steering the programme, in particular in terms of its strategic direction, however, in terms of implementation it faces. The challenges due to limited availability of human resources and infrastructure, in particular at the provincial and district level. For example, justice institutions are generally located in urban areas or in district main localities which leads to survivors having to walk long distances to reach justice institutions.</p> <p>However, despite these challenges, government informants at central level have expressed the desire to get more operational responsibilities. Some stakeholders from the Government shared the concern that the Initiative should be fully coordinated by the Government and not, as it happens now, that the implementation is coordinated at the UN (RC) offices.</p> <p><i>"The programme must be coordinated by the government of Mozambique to guarantee 100% appropriation by the government"</i> [interview with government stakeholder at a central level].</p> <p>Given the concerns expressed by local government officials, CSOs and RUNOs regarding the capacity to oversee the implementation of the Spotlight Initiative at provincial level, the evaluation team believes that the current set up with the government co-leading the Spotlight Initiative and the UN helping to coordinate the activities is appropriate.</p> <p>The EU Delegation was involved at the design stage and is a member of the SPSC. They have participated in a monitoring visit but that stopped when COVID-19 started to affect the activities' implementation. The gender advisor from the EU Delegation has been present during the implementation and monitors the programme closely through requesting and following up of available reports. Its role has also been effective to help resolve unforeseen circumstances as happened with the re-planning due to COVID-19. Some informants called for EU’s intervention at specific points:</p>	

*“The EU Delegation could put on the Spotlight Initiative agenda important topics related to SGBV in conflict zones, such as for example, the impact of the military situation in Cabo Delgado on Nampula”.*

[interview with Spotlight Initiative coordination team member]

In regard to this point, as the EU through ECHO is supporting Mozambique, in Nampula, in the context of the humanitarian response, the EU could facilitate a closer collaboration with the to harmonize the SGBV interventions in Nampula province as part of a joint ECHO-Spotlight Initiative humanitarian peace nexus approach in Northern Mozambique, which is becoming more and more pertinent given the large number of internally displaced people fleeing from serious human rights abuses including sexual violence<sup>6</sup>. This point is directly associated with the discussion on the geographical expansion of Spotlight Initiative — seen by government stakeholders as relevant due to the country's dimension and the prevalence of VAWG.

CSOs have a crucial role in boosting activities that promote change at the community level. Thus far, regarding practical transformation at the individual and community level, CSO actions' impact is felt. There is both quantitative and qualitative evidence. The Spotlight Initiative 2019 annual report indicates that 321,374 people were sensitized on GBV (target was 2000); 135,613 women and girls accessed GBV- and SRH health services (target was 130,000). Conversations and Focus Group Discussions (FGD) during this MTA fieldwork in Nampula and Gaza testify that significant changes at the community level have taken place:

- Through GBV training by IPs, *Matronas* in Nampula now have divided initiation rituals for girls in two stages: at early adolescence (10-12) a session to inform girls about body hygiene and body change due to puberty; and later, when the young women (have reached 18 or older) are ready to begin their sexual and marital lives, they receive sexual education including on how to start a family;
- Community and religious leaders are trained to understand the laws on GBV and liaise with the police and justice system. In return, they promote awareness at their communities and become important figures in referring cases of GBV to the appropriate services;
- Through community radios, CSOs present and discuss silenced social topics related to GBV and gender inequality. These topics then become available to different social and age groups. At *chapa das manas*, activists from CSOs bring back such issues through group conversations/discussions with passengers in bus rides.

The CSO Reference Group (CSRG) has a crucial, pivotal role in contributing to the Spotlight Initiative programme design, providing advice on Spotlight Initiative programming, partnering in advocacy and communication activities as well as monitoring the programme. Members of the CSRG have been participating in the SPSC meetings and were in most cases introduced to the provincial government staff. They have participated in a few monitoring visits. The challenges at the beginning were due to administrative problems as the CSRG is not a legally existing entity and therefore, the UN has to manage their expenses. These constraints seem to have been solved. A (draft) workplan has recently been developed to focus on M&E, knowledge exchange and an annual (shadow) report. Financial support is now required so that the workplan can be implemented. Finally, it is important that the government is officially recognizing the role of the CSRG as part of the Spotlight Initiative.

<sup>6</sup> <https://www.unhcr.org/news/stories/2021/3/6054d54d4/fear-loss-stalk-mozambicans-fleeing-insurgent-violence.html>

**Key findings:**

- The role and responsibilities of the CSRG have been defined and a workplan is available. However, no funding for the implementation of the workplan is available, which led to very limited actions and activities by the members of the CSRG.
- There is the sense that EU could steer the discussion on the inclusion of a humanitarian peace nexus approach in Northern Mozambique to harmonize SGBV interventions in Nampula province

**Recommendations:**

- SPSC to approve the CSRG workplan and allocate funding for the implementation of the plan.
- SPSC EUD to discuss with EU HQ the development of the joint approach between the ECHO and Spotlight Initiative investments to harmonize SGBV interventions in Nampula province, in particular in response to internally displaced people fleeing from the violent insurgency in Cabo Delgado.

<p><b>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</b></p> <p><b>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</b></p>	<p><input checked="" type="checkbox"/> Very Good – Good</p> <p><input type="checkbox"/> Problems</p> <p><input type="checkbox"/> Serious deficiencies</p>
--	---

**Delays before COVID-19?**

The Spotlight Initiative in Mozambique was launched in March 2019 however the implementation only started in June 2019 due to late approvals. Members of the Spotlight Initiative coordination team were only hired in September 2019. However, it is important to acknowledge the work of existing Spotlight Initiative Focal Points and Senior Staff. They have managed the programme since its formulation, the launch and start of implementation. The UN Agencies contribution to the Spotlight Initiative has helped to fill such gap.

A critical factor that influenced the delay in implementing activities was the UN's involvement in the humanitarian activities due to the impact of cyclones Idai and Kenneth in March and April 2019, respectively. The Spotlight Initiative provinces of Manica and Nampula were significantly impacted by Idai and Kenneth and in particular four districts. The implementation capacities of the government, CSOs and RUNOs in these provinces were affected by the need to respond to the emergency. In the aftermath, violence against women and girls increased due to increased insecurity in displacement camps, lack of access to water and sanitation and increased levels of poverty. Following these events and guidance from the Spotlight Secretariat, funds were reallocated to support the response to increased violence in these provinces.

Moreover, staff turn-over at both the EU Delegation and the RC Office at the beginning of the Spotlight Initiative had as consequence that there were periods when UN Women staff performed the coordination roles until the coordinator was recruited and continued to play this role whenever needed. The human resources issues, especially at the UN, contributed to delays in the implementation of activities (see question 7).

Also, the slow cycle of communication at the governmental level from national to sub-national level harmed the implementation of activities. In 2019, Mozambique had presidential elections, which led to a slower pace in governmental institutions' functioning throughout the year. Changes of government nominations post-elections in October 2019 compromised institutional memory and action due to the absence of an official government. After the elections, the approval and implementation of activities were seriously delayed. In addition, the new Government introduced Decentralized Provincial Governance Bodies in early 2020. This new structure was part of a decentralization package approved before the October 2019 elections, but was only implemented after the new Government came in place. Confusion about what role and function this new governance body would play at provincial level next to the state provincial services (previous administration of the governor) has brought challenges for the management and oversight of several programmes at provincial level. The confusion about roles is still being sorted out by the Mozambique government. For the Spotlight Initiative it has meant that there is no one single government body at provincial level responsible the initiative and it is still difficult for the RUNOs and Spotlight Initiative to understand with which body they should work.

*“The situation is even more complex because we now have the Directorate of Gender and then a representative, a head of social issues within the provincial state secretariat. And the functions also are not very clear there, although we are providing technical support at provincial level, we have some issues of trying to understand how we can best navigate the new architecture of the government” [KII RUNO]*

Even with all these challenges, activities were undertaken, and as per the reports for 2019, results were achieved in each one of the six outcomes. Results were successful because 1) annual target goals for 2019 were purposefully set low to account for the country’s challenges; 2) implementation focused on training to have all stakeholders involved familiarized with the initiative; 3) initiative invested in enhancing underway activities, some of them were conquered under the first year of Spotlight Initiative implementation (example: the GBV related laws).

### **Delays because of COVID-19**

COVID-19's controlling measures impacted Spotlight Initiative implementation, which is now at about 50 per cent rather than the planned 80 per cent of implementation of activities for the second year (2020). The main changes that happened to the plan were: no meetings to develop planned activities; interruption or reduction of activities; no travelling, including at community level following the "stay at home" government preventive directives; IPs activities were only back into action since September 2020 (after stopping in late March 2020). The situation created due to COVID-19 brought difficulties to disbursements and the need to provide internet access and digital literacy courses for the continuation of part of activities.

The revised planning after COVID-19 included a new strategy for the implementation of activities under community awareness (Outcome 3 – social norms):

- Awareness and community debates using cars with megaphones rather than community meetings;
- Capacity development training with the reduced number of participants happening 2 to 3 times a day;
- Use of community radios to disseminate awareness information;
- Provision of cell phones and cell phone credit to One-stop Centres (CAI) to reach GBV survivors;
- Provision of internet modems and digital literacy training to IPs and government partners to promote virtual work.

Under COVID-19 the Spotlight Initiative programme becomes even more relevant as the pandemic brings new challenges to women and girls, specifically in regard to domestic violence, resulting from confinement and increased tensions in the household. While there is no data on increased cases of VAWG in the country, reports from other countries indicate an increase of 30 per cent. In response, UN Women proposed for protection authorities to set up a multi-sectoral mechanism to monitor GBV in the context of COVID-19. This integrated assistance mechanism combines services provided by the Ministry of Health, Ministry of Gender, Children and Social Action, Ministry of Interior and Ministry of Justice as well as CSO and UN technical support<sup>7</sup>. Additionally, RUNOs worked together to support the Ministry of Health and Ministry of Gender to develop messages on GBV and Covid-19.

<sup>7</sup> <https://africa.unwomen.org/en/news-and-events/stories/2020/05/un-women-in-mozambique-and-protection-authorities-monitor-gender-based-violence-amid-covid-19>

The primary corrective measure under COVID-19 was communicated by the Spotlight Secretariat, allowing an extension for the Phase I with 75 per cent to be spent by March 2021 and 100 per cent by June 2021.

**Key findings:**

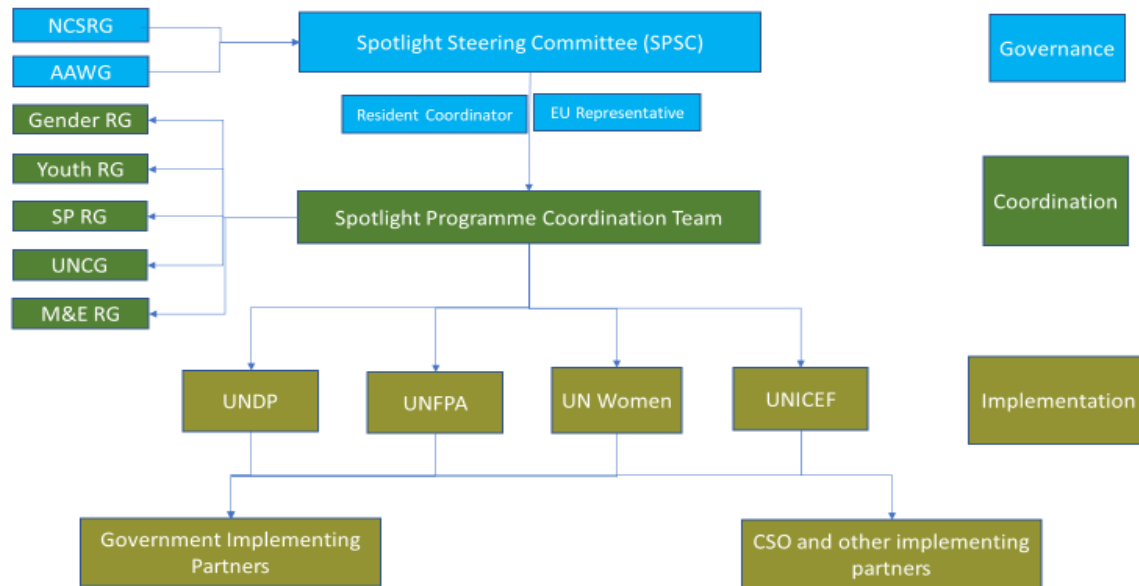
- Even though the programme start-up was delayed, and the country faced natural emergencies and general elections, the first year presented satisfactory progress. Annual targets have been set low taking into consideration risks identified in risk matrix (see question 5).
- COVID-19 and new governmental structure at provincial and district levels have negatively impacted implementation causing delays and constraints in implementation of activities. However, it has also contributed to improved collaboration between CSO and government entities with improved collaboration between the police, health, and social protection sector in the first half of 2020 through the Multi-sectoral coordination mechanism.

**Recommendations:**

- Spotlight Initiative Coordination Team and RUNOs to continue to implement and identify innovative ways to carry out programme activities and monitoring in the light of COVID-19 that still besiege the country.

<p><b>10A. How effectively is the Initiative managed?</b></p> <p><b>10B. How effectively is the Programme managed? Are the management arrangements for the Initiative at national level adequate and appropriate?</b></p> <p><b>10C. How effectively is the Programme managed? Are the National Steering Committees functioning efficiently and in line with Spotlight principles?</b></p>	<p><input type="checkbox"/> Very Good – Good</p> <p><input checked="" type="checkbox"/> Problems</p> <p><input type="checkbox"/> Serious deficiencies</p>
<p><b>The planned management arrangements</b></p> <p>The country programme document outlines the governance and management framework for the Initiative in the country, displayed in figure 1. The overall oversight rests with the Resident Coordinator who entrusts programmatic and technical coordination to the Spotlight Initiative Coordination Team. This coordination team is made up of one programme coordinator, an M&amp;E analyst, a communication specialist, four senior staff from each of the RUNOs and a technical representative of the EUD. This body is responsible for the technical coordination and coherence, formulation, and execution of workplans, reporting and liaison with provincial coordinators. The Spotlight Initiative Programme Steering Committee (SPSC) ensures strategic and fiduciary accountability. The SPSC receives input from the Civil Society Reference Group and Adhoc Advisory Working Group. The Ministry of Gender, Children and Social Action is the technical lead from the Government side.</p>	

Figure 1. Spotlight Initiative Governance Framework



### Spotlight Initiative Programme Steering Committee (SPSC)

The SPSC involves higher ranking individuals to guarantee a practical fulfilment of Spotlight Initiative implementation. It is co-chaired by RCO and the Ministry of Gender – even though the latter is not included in the governance framework figure above. The SPSC meets once a year and minutes of the meeting have been drafted and shared. Sometimes the technical staff needs quick decisions to implement changes in implementation. These decisions need to be approved by the co-chairs of the SPSC, who might not be available due to the other commitments and take too long to provide feedback. Additionally, the structure of the SPSC is large (20 members of government, 20 from the UN, two from the EU (one from the EUD and one EU Member State) and three from the CSO RG) and there are difficulties to agree in calendar and meetings. However, most respondents to the online survey who were familiar with the steering committee believe their work has been excellent (6%), good (43%), satisfactory (38%); only 14 per cent believed it was weak or very weak. The general appreciation in the comments to the online survey is that the first meeting of the SPSC was good, however, it has been difficult to organise the second meeting because the structure is too heavy and most of the members do not understand their role sufficiently. According to the CPD and governance framework below, the steering committee receives input from the Civil Society Reference Group (NCSRG) and Adhoc Advisory Working Group (AAWG). The latter, was supposed to be made up of a broader group of stakeholders, including from academic institutions, CSO, private sector, associate UN agencies and EU member state representatives and would be convened by the SPSC to share results and seek advice on key issues and challenges encountered by the programme. So far, the AAWG has not yet been established or convened. SPSC

### Spotlight Initiative Programme Coordination Team (SPCT)

UN Women assumes the technical coherence and is responsible for supporting the Spotlight Initiative programme coordination team (SPCT). The coordination team, with support of the RCO, has made efforts to coordinate the planning and implementation of activities. Discussions were held between the RUNO's as well as during SPSC meetings to strengthen coordination with the aim to improve harmonized implementation. The online survey results indicate that the respondents are satisfied with the active role played by the RC (60% fully in agreement, 30% partially in agreement) and that the SPCT contribute



to better coordination and collaboration among the participating stakeholders (85% fully in agreement and 15% partially in agreement). The SPCT also helps to prepare for the SPSC meetings and addresses any technical issues that arise.

However, in practice, as pressure to implement activities is high, each RUNO tends to work within its own structure and obtaining information or feedback from the RUNOs is challenging. The comments to the online survey also highlight that several respondents believe that ‘delivering as one’ is still a challenge.

*“I understand that there is a huge challenge when it comes to delivering as one. RUNOs sometimes do not inform the coordination unit or other RUNOs about the work they are doing on a timely basis. It is sometimes difficult for all members of the coordination team to have deeper knowledge about what each Agency is doing. Technical team meetings are the only platforms where team interact on a monthly basis and have the obligation to share information about the status of implementation.”*

[Online survey comment]

Especially at the sub-national level, coordination is difficult as not all the RUNOs are represented in the field and there are many IPs involved. Twenty IPs receive funds from Spotlight Initiative for implementation of the activities under six outputs, but they often also work with their own local partners in the districts. Coordination between RUNO’s and IPs will need further attention to avoid duplication of activities and confusion at the community level:

*“We had some negative examples in which one organization did awareness raising in a certain community and in the same day another Spotlight partner went to the same community to talk about a similar topic”* [KII, donor]

*“Sub-national coordination is difficult, not all RUNOs represented in the field and local government do not receive enough guidance and support from central level (ministries)”* [Online survey comment]

### **Management by the government**

The Ministry of Gender, Children and Social Action (MGCAS) is the Government's lead institution. The change of senior management in the MGCAS as a result of the election was one of the factors for delays in the programme implementation as the Spotlight Initiative needed to be introduced again. However, the newly elected Minister of Gender had requested the incorporation of Spotlight Initiative in the Government PES (Economic and Social Plan) for its real appropriation by the Government and guaranteed sustainability.

The complexity of managing the GBV Multisectoral mechanism (MISAU, MINT, MJCR) by MGCAS is one of key challenges that Spotlight Initiative encountered both at national and local level. MGCAS never went to the extent of establishing gender units and focal points at most of the Justice institutions. The MGCAS management of the multisectoral mechanism is reported to be weak and needs better accountability systems.

### **CSO Reference Group**

As mentioned in question 8, The CSO Reference Group (CSRG) has a crucial, pivotal role in contributing to the Spotlight Initiative programme design, providing advice on Spotlight Initiative programming, partnering in advocacy and communication activities as well as monitoring the programme. Members of the CSRG have been participating in the SPSC meetings and have participated in a few monitoring visits. The CSRG has developed a workplan to focus on M&E, knowledge exchange and an annual (shadow) report. It is, however, important that the government officially recognises the role of the CSRG as part of the Spotlight Initiative.

### Relationship with the Spotlight Initiative Secretariat

The Spotlight Initiative Secretariat at HQ has been available to support the country team, and there is good feedback through guidance and responding to questions raised. However, several key informants from the Coordination Team and RCO also mentioned that the members of the Spotlight Initiative Secretariat were not always available or not accessible. This was mostly the case at the start of the Spotlight Initiative as well as recently in regard to the preparation of Phase 2 and for this MTA:

*“A few times (June-July 2020) there were no replies in regard to phase 2 and even this MTA. I have requested a phone call but got no reply. I got informal information from the Africa programme WhatsApp group”* [interview with Spotlight Initiative Team member].

While the Spotlight Initiative Secretariat may be faced with situations where there is no available/immediate answer to a question or request from the Spotlight Initiative country coordination team, it is important to communicate and inform the team, so as to avoid the sense of no guidance as expressed above.

### Key findings:

- The SPSC is functional but was only convened twice thus far. The group is large which makes it difficult to schedule meetings. Respondents to the online survey were generally satisfied with the performance of the SPSC but also highlighted that it is not an efficient structure.
- The RC and Spotlight Initiative coordination team have played an active role in coordination of the different stakeholders, however, coordination between the RUNOs and in particular at provincial and district level remains a challenge.
- MGCAS coordinates the complex GBV multisectoral coordination mechanism, however also with challenges. RUNOs, under the Spotlight Initiative, have to adapt to such government structure
- The role and responsibilities of the CSRG have been defined and a workplan is available. The government has not officially recognized the role of the CSRG as part of the Spotlight Initiative.
- The liaison with the Spotlight Initiative Secretariat is positive with some incidents of delayed communication

### Recommendations:

- SPSC to review whether it can appoint a more operational steering committee or subcommittee of the SPCS which can be convened at more frequent intervals to support the Spotlight Initiative Coordination Team as and when necessary.
- Government to officially recognise the role of the CSRG as part of the Spotlight Initiative.
- RUNOs to provide adequate technical support to the MGCAS to strengthen their role as coordinator of the GBV multisectoral mechanism.
- RUNOs as pillar leads to organise regular planning and evaluation meetings with stakeholders at provincial level and ensure dissemination of information to stakeholders and Spotlight Initiative Coordination Team. Spotlight Initiative Coordination team to identify ways to obtain information from RUNOs in a timelier manner. RUNOs at provincial level to consider establishing provincial coordination mechanisms involving the local government and CSO IPs working together in the province to jointly plan, implement and monitor activities, in close collaboration with the RUNO technical pillar leads.

- Spotlight Initiative Secretariat to answer-back timely to issues and to improve on clarity of messages and communication to the Spotlight Initiative country team

<p><b>11. Are the chosen implementation and coordination mechanisms (a “new way of working”, in line with UN Reform) contributing to greater efficiency?</b></p>	<div style="background-color: #27ae60; color: white; padding: 5px; text-align: center;"> <input type="checkbox"/> Very Good – Good         </div> <div style="background-color: #f39c12; color: white; padding: 5px; text-align: center; margin-top: 5px;"> <input checked="" type="checkbox"/> Problems         </div> <div style="background-color: #c0392b; color: white; padding: 5px; text-align: center; margin-top: 5px;"> <input type="checkbox"/> Serious deficiencies         </div>
--	--

As mentioned in question 2 and 10, the new way of working under the UN Reform still faces challenges. While there is evidence of coordination and also good practices such as UN agencies in the provinces sharing buildings, which improves contact and coordination, or IPs collaborating on specific activities, the general observation from the interviews and online survey is that the RUNOs have their own specific identities and thematic portfolios, and that there is still competition amongst RUNOs for funding allocation, activities, and visibility. Also, the participating RUNOs use different work approaches, planning and reporting of activities and financial management while working with the same CSOs or government institutions.

The UN representatives, however, generally believe that collaboration has improved, and that the new way of working is contributing to improved efficiency. In the online survey, when asked about whether closer collaboration among the RUNOs is leading to greater efficiencies, 50 per cent of the UN representatives agreed this was the case, with 25 per cent agreeing partially. The remaining 25 per cent was either not in agreement or undecided. In the comments to the online survey, the respondents from UN agencies, however, expressed mostly concerns, as follows:

*“Each agency implements on its own. It's not easy to get information”* (Online survey comment)

*“The UN agencies need to be more united and focus on results instead of their own prominence”* (Online survey comment)

The EUD also expressed concerns about the coordination among the UN agencies, but also with the CSOs and government partners.

*“our main challenge is coordination, having all the stakeholders in the programme. It is a huge challenge in terms of coordination, coordination amongst the RCO and UN. It is a challenge coordination within the U.N. agencies. It has been a huge challenge for them and us to coordinate and communicate, but also amongst civil society organisation, and within government entities.”* [KII, EUD]

Following these concerns of lack of coordination, which were also shared by the Government, the Ministry of Gender has asked the head of UN agencies and the RC to develop a strategy on coordination. These terms of references were developed in the second half of 2020 together with the Government. The document spells out what the formal mechanisms are for coordination, who should coordinate and communicate with who and at what intervals. The development of such a document is important and highlights that coordination is not straightforward, but that all the stakeholders are committed to improve the collaboration and coordination and this is likely to contribute to improved efficiency.

### Key findings:

- The new way of working under the UN Reform still faces challenges. While there are examples of good practices and improved coordination, and UN representatives in the online survey indicated that the new way of working is leading to improved efficiency, other key informants and respondents to the online survey believe that more still needs to be done to coordinate, communicate and collaborate at all levels.
- A strategy on coordination has been developed by the UN, RCO and Government. It is important that this strategy is implemented and monitored.

### Recommendations:

- RCO, Spotlight Initiative Coordination Team, RUNOs and Government to implement the coordination strategy.
- RCO and Spotlight Initiative Coordination Team to strengthen the focus on “Delivering as One UN” by discussing the topic at SPCT meetings and to identify processes where they can strengthen collaboration such as through joint call for proposals, developing joint reporting templates and, if possible, even joint procurement.
- To further improve coordination and communication, it is also recommended to learn from other Spotlight Initiative countries to see how to obtain information from their counterparts timely and regularly.
- RUNOs at provincial level to consider establishing provincial coordination mechanisms involving the local government and CSO IPs working together in the province to jointly plan, implement and monitor activities, in close collaboration with the RUNO technical pillar leads.

## D. EFFECTIVENESS

**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?**

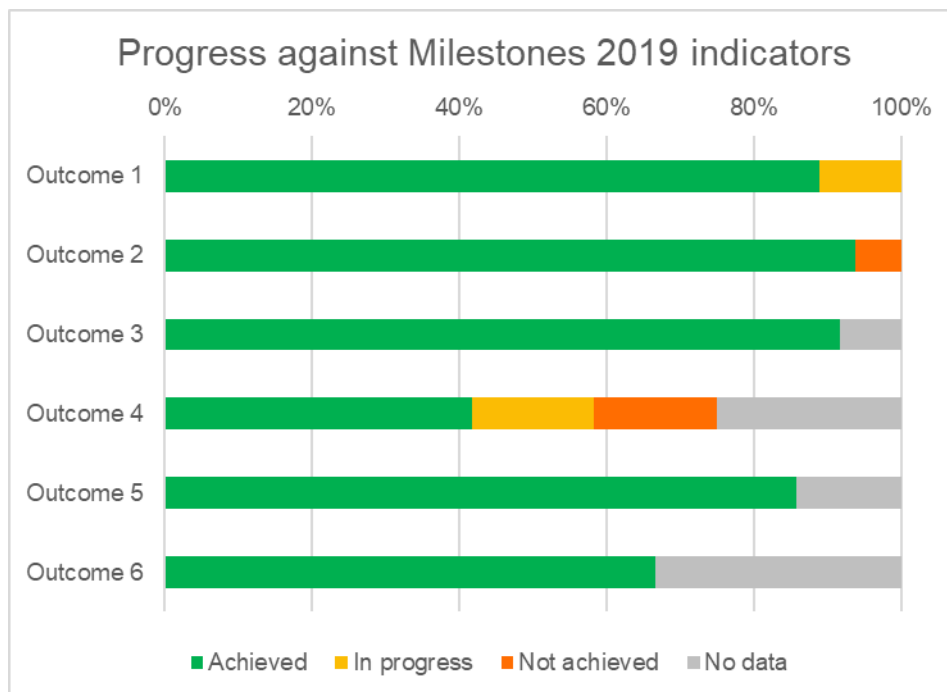
Very Good – Good

Problems

Serious deficiencies

The progress against milestones analysis only covers the results from 2019 since monitoring data from 2020 were not available during the evaluation<sup>8</sup>. As per the diagram, in general, there has been satisfactory progress regarding achieving the planned outputs per outcome.

Figure 2. Progress against Milestones 2019 indicators



Outcomes 1, 2, 3, 5 and 6 registered good progress against the 2019 milestones. Outcome 4 was less successful in achieving the set targets, however important achievements were still made in these outcomes. Some examples of results obtained are presented in the table below:

Table 6. Key achievements in Phase 1

Pillars	Key achievements in Phase I	Issues arising / obstacles to address in Phase II
Outcome 1	<ul style="list-style-type: none"> <li>Through the contribution of SLI to the improvement and acceleration of approval of four laws and policy documents after years of civil society's advocacy in the country:</li> </ul>	Good progress has been made in approving new legislation. In Phase 2 efforts should be put into strengthening government capacity to enforce these laws as well as

<sup>8</sup> The evaluation team was informed that this data became available in late February, but this was too late to be considered for the analysis, as data collection and analysis was completed in early February.

	<ol style="list-style-type: none"> <li>1. Law on the prevention of early marriage (July 2019);</li> <li>2. Revised family law (December 2019);</li> <li>3. Revised inheritance law (December 2019);</li> <li>4. Revised penal code (December 2019).</li> </ol> <ul style="list-style-type: none"> <li>● All output and outcome indicators achieved the milestones for 2019, except for the number of male government officials with strengthened capacities to draft and cost action plans on EVAWG.</li> <li>● In 2020, the policy on Multi-sectoral Mechanism for Prevention, Reporting, Referral and Response to Violence against Children at Schools, including Assistance to Victims was approved (October 2020).</li> <li>● In 2020, through community sensitization (radio programmes and messages, flyer's distribution, megaphones and one-to-one sessions) about 300,000 people improved knowledge on key GBV legislation.</li> </ul>	<p>educating communities about their existence and consequences.</p>
<p>Outcome 2</p>	<ul style="list-style-type: none"> <li>● Training of government staff (446 public servants trained on GBV and the multisectoral response to GBV (55% women and 45% men)),</li> <li>● Formulation of action plans, its monitoring and also to the revitalization of existing multisectoral mechanisms.</li> <li>● There was also training in gender sensitive budgeting as a way to influence budget allocations to EVAWG in the country, which also contributes to long-term sustainability.</li> <li>● All output and outcome indicators for outcome 2 were achieved, except for the percentage of targeted national and sub-national training institutions for public servants that have integrated gender equality and VAWG in their curriculum.</li> <li>● In 2020, the Ministry of Finance carried out a Rapid Participatory Diagnosis on the status of gender-sensitive planning and budgeting. The recommendations are being used in gender budgeting training across sectors.</li> </ul>	<p>In Phase 2, the capacity of the MCGAS should be strengthened to lead on the multi-sectoral mechanisms for assistance to GBV survivors.</p>
<p>Outcome 3</p>	<ul style="list-style-type: none"> <li>● Awareness to GBV reached 321,334 people against 2,000 previously targeted. During fieldwork, the impact of activities under this outcome to community dynamics was noticeable. Awareness campaigns have, for example, influenced a change in girls' rites of passage. Currently, in Mogovolas, initiation rites are performed in two stages. First, at around the girls' first menarche, where they are only taught about self-hygiene. After becoming 18 years of age, the second stage of initiation rites happens. There, girls are taught about family responsibilities and sexual life.</li> <li>● Community leaders, have changed from guardians of traditional values to change agents (training and disseminating information at community level) regarding</li> </ul>	<ul style="list-style-type: none"> <li>● In Phase 2 continue to work on changing behaviours through engagement with community leaders, but also boys and men</li> <li>● Also consider engaging the media and private sector to advocate for the implementation of legislation and policies on ending VAWG and promote gender equitable norms</li> </ul>

	<p>gender inequality, including VAWG and HP such as early marriage.</p> <ul style="list-style-type: none"> <li>• All milestones for 2019 were achieved for this outcome area.</li> <li>• In 2020, 20 Safe Groups (2 per district) were established to empower women and girls and engage men and boys on gender and SGBV issues.</li> <li>• Monthly community dialogues were led by community leaders in districts to reflect on social norms and on their role in preventing harmful practices.</li> <li>• Under COVID-19 Spotlight Initiative activities included the distribution of masks and prevention messages to 300 vulnerable families</li> </ul>	
<p>Outcome 4</p>	<ul style="list-style-type: none"> <li>• Spotlight Initiative activities at the community level have created awareness and information about what constitutes violence, where and how to denounce GBV cases. As a result, in 2019, 135 316 women and girls used GBV and SRH services, surpassing the set target of 130 000. The services used included health facilities, police, and the justice systems. Most interviewed beneficiaries expressed feeling supported and confident reaching such services accompanied by activists from CSO or community leaders.</li> <li>• The indicators that were not achieved are the number of women and girls’ survivors and their families that have increased knowledge and access to support initiatives.</li> <li>• In the first half of 2020, interventions focused on improving survivors’ access to GBV services and ensuring the continuity and adaptation of these services in the new context of the pandemic. In such period, 50 cases of violence were reported by community leaders, 9 girls rescued from child marriages, and survivors of violence received essential services</li> </ul>	<p>There have been reports of service providers revictimizing victims who seek assistance, which deters victims from reporting GBV. In Phase 2, specific attention should be paid to value clarification sessions with service providers.</p> <p>Due to the lack of shelters and the victims’ lack of financial autonomy, they are forced live with their aggressors. This leads to victims not reporting violence. In Phase 2, the programme should work with the government to strengthen the capacity of existing shelters, as well as facilitate the rehabilitation and reintegration of survivors of violence through life skills trainings and opportunities to improve the financial autonomy of survivors.</p>
<p>Outcome 5</p>	<ul style="list-style-type: none"> <li>• The approval and testing of the InfoViolência software designed to collect and manage data on violence. The InfoViolência was designed to allow to refer survivors to other institutions that provide essential services to support victims, namely: health units (MISAU), Ministry Public and Courts (MJCR) and Integrated Service Centers (MGCAS).</li> <li>• In 2019, indicators which did not perform well under this outcome were the number of statistical officers who have enhanced capacities at output level. Furthermore, data were not available for a number of indicators.</li> <li>• In 2020, a reduction in the number of cases reported was observed in the first quarter of 2020, as a result of the COVID-19 pandemic.</li> <li>• In 2021, the InfoViolência system was piloted in Maputo Province in the beginning of the year and a COVID-adapted training plan was agreed with the Ministry of Interior to ensure</li> </ul>	<p>Continue the piloting and roll out of the InfoViolência digital platform and document good practices and bottlenecks.</p> <p>Facilitate linkages between the InfoViolencia platform and the administrative data generated by other government entities such as the INS</p>

	the piloting in the 3 provinces by the end of the year.	
<ul style="list-style-type: none"> <li>Outcome 6</li> </ul>	<ul style="list-style-type: none"> <li>A CSO's consortium has been created, which is composed of seven organizations, including community-based organisations to apply for Spotlight Initiative funds.</li> <li>The creation of three provincial - and 20 district CSO platforms on GBV. Both the CSO's consortium and platforms allow the creation of synergies within the civil society organizations, involved in the project in the three provinces.</li> <li>The expansion of movement building at the community level through increase in knowledge of over 160 people comprising community associations members, community leaders and matronas on sexual and reproductive rights.</li> <li>In 2019, all the output indicators were achieved.</li> <li>In 2020, CSOs and CBOs were mapped, including women-led organizations operating in Nampula, Manica and Gaza, to strengthen the women's movement at national level.</li> <li>CSOs and CBOs members of the Consortium Against Violence were trained in Results Based Management</li> </ul>	Continue to strengthen the capacity of local CSOs in terms of financial and operational capacity, resource mobilisation and advocacy

**Key findings:**

- In 2019, progress against the set milestones was good, in particular for outcome areas 1, 2, 3, 5 and 6. Not all the milestones set for outcome area 4 were achieved, however, important progress was still obtained under these outcome areas. Targets for 2019 were set generally low to account for anticipated risks in the country context.
- Monitoring data were not available for 2020 at the time of data collection and progress could therefore not be assessed along the same lines, however, qualitative information from the interim report and interviews highlights that important progress was made to achieve the 2020 milestones.

**Recommendations:**

- Review the M&E data for 2020 to identify if any of the outcome areas has encountered significant delays as a result of the COVID-19 pandemic.
- Issues to be addressed in Phase 2 for each outcome area are presented in Table 6



<p><b>13. Is the absorption capacity of the Government, implementing partners or RUNOs an obstacle/bottleneck to ensuring that implementation is going according to plan?</b></p>	<p><input type="checkbox"/> Very Good – Good</p> <p><input checked="" type="checkbox"/> Problems</p> <p><input type="checkbox"/> Serious deficiencies</p>
<p><b>Government</b></p> <p>The Government staff's qualification at the central level is often better compared to provincial and district level. However, even at the central level, some ministries and directorates' staff are performing better than others. A specific example is when some government institutions are not at all able to provide timely, well-prepared documents and updates on the progress of the implementation.</p> <p>At this moment, the Government's absorption capacity is impacted by changes in the new government architecture which not only leads to confusion as to who is responsible for what at in terms of the administration at the provincial level, but it has also led to changes in personnel, which means that new focal points need to be informed about Spotlight Initiative (see also question 5). In the case of Nampula, for example, the focal point for the Spotlight Initiative at the state provincial services moved to the new decentralised provincial governance body. Moreover, there is a need for a renewed introduction of the Spotlight Initiative at all government structures so that the new government partners understand the role of the Spotlight Initiative and even more critical the role of the respective government representatives and staff related to the reduction of VAWG in Mozambique as part of staff members who received training, are no longer working on VAWG in the government structures.</p> <p>The general context of the country also plays a role as an obstacle to implementation:</p> <ul style="list-style-type: none"> <li>• The Government has limited human- and material resources to provide services to communities in remote areas (for example justice institutions are located in the cities but not in rural areas, specifically at district level which reduces possibilities of reporting and following GBV complaints). The Spotlight Initiative has included training and capacity development of government staff in various areas to guarantee strengthened capacity to respond to VAWG. The Spotlight Initiative has also provided vehicles to facilitate easy access to remote areas.</li> <li>• Slowness in managing the judicial processes leads to withdrawal and silence from survivors<sup>9</sup>. UNDP is working directly with the Justice Administration System to create awareness about gender issues and sensitivity to respond to VAWG</li> <li>• Long distances and rough roads to reach specific target communities in Manica and Gaza. A community-based organisation in Chicualacuala district is, for example, using Whatsapp to continue to reach out to their communities.</li> <li>• Key informants from both the IPs and RUNOs interviewed have pointed to a fragile connection between the police and the justice system to report cases of sexual violence.</li> </ul>	

<sup>9</sup> Three out of the four survivors interviewed in Nampula city have informed that they have given up waiting for the justice system to resolve their cases as they have been waiting for justice for more than a year.

These statements could however not be corroborated by the evaluation and efforts are made by the Spotlight Initiative to strengthen the referral of cases between the police and the justice system.

- Due to lack of resources, some government institutions request payment of expenses (for fuel, for example) to follow up complaints. Again, these statements could not be corroborated by the evaluation.

### **RUNOs**

In general, RUNOs have the capacity to implement the activities of Spotlight Initiative. However, some RUNOs have not anticipated the amount of work necessary for Spotlight Initiative's implementation, which has led to overstretching of their staff.

*"the coordination and RUNO teams need to be better staffed. While it's good practice to have synergies with other programmes, for many RUNOs, Spotlight just tops up some funds for other activities they are doing. So, it is hard even for the agency to get a handle of what their Spotlight activities are doing, what results they reached, etc."* [survey comment]

This situation has been corrected and UNDP for example has started hiring local personnel to cover the HR needs under Spotlight Initiative.

### **Implementing Partners (IPs)**

Established and experienced IPs, both at national and provincial level have strong administrative, management and operational structures. Their role at the Spotlight Initiative has been important in training CSOs and community-based organisations.

The Spotlight Initiative aims to involve partners who represent groups that are left behind or facing intersecting forms of violence. These groups or community-based organisations are available at district level and have been contracted as downstream partners to CSOs to help with the implementation. However, these organisations often lack good financial management skills and understanding of the UN procedures, which has contributed to delays in the justification of expenses within the Consortiums. This in turn has led to delays in disbursement of funds for the whole CSO Consortium and therefore also delays in the implementation of activities. To address these challenges, UN agencies have had to provide training in project and financial management for these community-based organisations to speed up the expense justification and liquidation process.

### **Key findings:**

- The government faces absorption capacity in particular at the provincial level due to more limited human resources but also the recent changes as part of the decentralisation package which has established a decentralised provincial government body next to the existing state provincial services.
- RUNO's need to review if the current human resource allocation is sufficient to implement and coordinate the activities, in particular also at provincial level. If not, it is recommended they either review the workload of their existing staff and shift non-Spotlight Initiative related tasks to other staff; or they assess if more staff can be recruited as part of the current budget allocations.
- CSO's had different (project- and financial) capacity at the start of the Spotlight Initiative, especially the community-based organisations that were recruited in line with the overall Spotlight Initiative guidance.

**Recommendations:**

- Government to clarify roles and expectations of the new governance structure at provincial and district level and how this relates to the Spotlight Initiative.
- RUNOs to discuss jointly the human resources requirement and look jointly for intensified implementation, especially at provincial and district level through for example the establishment of provincial coordination mechanism.
- RUNOs to continue financing refresher trainings on project and financial management for CBO's
- National CSOs to implement project- and financial management training for community-based organisations and invest in supervision of these organizations

**14A. Has the Initiative's implementation and results achievement gone according to workplan approved by OSC?**

**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

**Implementation according to the approved workplan**

The implementation of the Spotlight Initiative has been partially impacted by the following external factors: the cyclones Idai and Kenneth in March and April 2019, the general elections and COVID 19. Due to both cyclones, the RUNOs have been busy with emergency activities, and staff were not immediately available to start implementation after the Spotlight Initiative launch in March 2019. The Spotlight Initiative Secretariat has suggested that Spotlight Initiative funds could be pivoted to be used to respond to GBV prevention and in response to GBV arising in the aftermath of the Cyclones.

The preparations for the general elections in the country created a slower pace on governmental institutions' functioning. Post-elections were characterized by the absence of leadership as institutions waited for the new government programme and newly appointed leaders in ministries and other government institutions who were not familiar with the Spotlight Initiative programme.

Under COVID-19, there has been a slow-down in the implementation of activities due to the governmental measures imposed to prevent infection. This led for example to a reduction in travelling, community gatherings and school activities. The Spotlight Initiative programme workplan in Mozambique was redesigned to facilitate reprogramming under COVID-19. Some of the problems emerging during the COVID-9 restrictions include:

- Avoidance in collecting participant's signatures in the different activities by IPs which compromises the production of evidence of training and counting beneficiaries. Photos have been used as evidence;
- Difficulties finding large enough spaces to sit a large number of participants following COVID-19 preventive measures;
- Absence of transport for activists to reach remote communities where cases of early marriage are frequent.

Internally, delays in hiring the Spotlight Initiative coordination team in Mozambique also pushed for a late start of activities in the first year of implementation. The Monitoring and Evaluation analyst was hired in October 2019 and the Spotlight Initiative coordinator in November 2019. However, it is worth noting that, while awaiting the hiring of the coordinator, activities have been implemented with the support of the Spotlight Initiative Coordination Team, RUNOs Head of Agencies and the Ministry of Gender, Children and Social Action. Some activities include: the launch of the Spotlight Initiative in Gaza and in Nampula, several capacity building programmes and awareness raising activities on EVAWG/GBV.

### **Other obstacles and bottlenecks**

The bottlenecks related to human resources for **the UN agencies**, are due to the reduced number of staff available for the implementation of the Spotlight Initiative. Compared to other countries, the structure in Mozambique does not have a staff member from the RCO at the provincial level, where Spotlight Initiative is being implemented. Full-time Spotlight Initiative coordination positions at provincial level were not budgeted due to restrictions on PMC costs. The alternative was to make use of the available UN Women and UNFPA staff members at the provincial level, who are the provincial leads respectively in Gaza and Manica (UN Women) and Nampula (UNFPA). However, as no full-time positions were recruited, the tasks of coordinating the Spotlight Initiative interventions were added to their package of activities. However, in practice, it appeared that it was difficult to combine the two functions and priority was given to the agency specific tasks. At the level of the Spotlight Initiative Team, only two team members (Coordinator and M&E) were hired whereby the coordinator was also doing administrative work before the hiring of an administrative assistant in September 2020.

Some RUNOs are overstretched. For example, UNDP has only one staff member to coordinate the Spotlight Initiative activities within the large justice sector even if they have budgeted USD 897,370.72 for staff and personnel. The explanation given was that, at design stage it was envisioned that trained justice staff will be key actors in managing the implementation of Spotlight Initiative activities thus, UNDP did not anticipate much work. As activities started the justice personnel were unavailable. To overcome this situation UNDP has, in 2020, hired three additional staff to work at Spotlight Initiative.

**The Government** faces challenges in terms of quantity of human resources available for the implementation of the Spotlight Initiative programme, especially at the provincial and district level, which has impacted the programme's implementation. The Spotlight Initiative coordination team had suggested to government to assign one full-time staff member at central level as a dedicated Spotlight Initiative government focal point. Additionally, the centralized culture and excessive administration in the Government systems contribute to slowness in implementation.

**Implementing partners** face challenges accessing remote areas. There are problems with the availability of transport and budget. This factor may negatively impact the Spotlight Initiative principle of leaving no one behind as people from remote areas may not be included. Additionally, problems related to justification of expenses have led to delays in disbursements of funds and therefore also the implementation of activities by the CSO Consortium (see also question 13).

### **Budget**

Seventy-one (71%) of the budget for 2020 was received in Mozambique by May 2020 and the expectation was to have 100 per cent expenditure by December 2020. This was, however, not realistic given the delays encountered at the start of the programme but also because many activities had to be reprogrammed as a result of the COVID-19 pandemic. Based on the data available to the evaluation team, by the end of September 2020 43 per cent of the budget for phase I had been delivered, including expenditure and commitments.

During the MTA concerns were raised by several RUNO key informants that there was a strong pressure to spend funds quickly to avoid that funds would be reallocated to other countries. They questioned whether this pressure is appropriate when the programme aims to change behaviours and social norms, which usually requires time and patience. However, the Spotlight Initiative and RUNOs have also jointly developed and agreed upon an acceleration plan in which activities and subsequent expenditure were planned for. The pressure to spend funds should therefore be seen within the framework of the acceleration plan and with the aim to achieve the outputs and outcomes of Phase 1 by June 2021.

### **External factors**

The violence by extremists happening in Cabo Delgado is impacting Nampula, one of the Spotlight Initiative provinces. Some stakeholders are pushing to properly evaluate such an impact and to jointly with the UN emergency response agencies evaluate the situation and harmonize the Spotlight Initiative interventions with the actions of the emergency response as a way to account for it. The CSO Coalizão is already responding to it with specific activities with displaced girls in Nampula city. Resources may not be enough given COVID-19 and extremist violence with all its consequences.

### **Key findings:**

- The implementation of the initiative has followed the workplan agreed by the OSC, however, changing circumstances such as cyclones Idai and Kenneth as well as COVID-19 have required the Spotlight Initiative Mozambique to pivot plans and resources to address challenges caused by these events. The responses were developed quickly and adequately.
- Other bottlenecks impacting the implementation of the workplan include challenges at the level of some RUNOs who have more limited human resource capacity compared to others, as well as limited human resource capacity of government at provincial level and lack of good financial management of community-based organisations at district level.

### **Recommendations:**

- RUNOs to strengthen the role of government in the work with CSOs through promotion of dialogue, sharing of information and reports as well as participation in the implementation of activities. This can be done through the organisation of joint training sessions between government institutions and CSO to create a space for debate and transformation.
- Government to allocate a full-time Government staff member dedicated to the oversight of the government implementation of the Spotlight Initiative activities, if possible, also at provincial level
- RUNOs and government to continue to strengthen the police and justice institutions at the lower levels to effectively respond to community demand on GBV as per Outcome 2.

## 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

Spotlight Initiative in Mozambique does not have a written sustainability plan in place yet. However, sustainability has been considered from the beginning. On the one hand, Spotlight Initiative in Mozambique has been anchored to existing initiatives (for example *Geração Biz* and *Rapariga Biz*) and the role of Spotlight Initiative is to expand these. On the other hand, Spotlight Initiative is a government programme with the UN's support, based on and included in the country's national planning.

Sustainability will also be achieved through Spotlight Initiative's investment in strengthening and developing the capacity of government staff, CSOs and community-based organisations, both regarding VAWG as well as technical and administrative capacity. Moreover, Spotlight Initiative does not pay salaries to public servants. Therefore, it is assumed that after the end of the programme, the government staff will continue to work on VAWG. This is a way to promote sustainability.

The work by MEF to further develop the planning and budgeting subsystem and capacity building to enable registry of SGBV/HP related actions and allocated resources by all sectors is part of efforts towards sustainability. Another example is the developed *InfoViolência* Platform that has been located at the Ministry of Interior to capture and record GBV statistics of GBV and contribute to referral of GBV survivors to relevant services.

The promotion and inclusion of GBV, VAWG and harmful practices to the portfolio of community-based organisations at district level promotes continuity of Spotlight Initiative related actions even after the end of the programme. Training and capacity building of different stakeholders, especially at the central and provincial level, is also an investment in sustainability. However, there still is a need for more training and refresher courses, particularly at the district level.

In order to strengthen the sustainability of the Spotlight Initiative, it is important to develop a sustainability plan. To ensure the plan is realistic and actionable, it is important that all participating stakeholders have a clear and shared vision.

### Key findings:

- Sustainability is guaranteed by anchoring the programme in existing initiatives in the country, making it a government programme, contributing to changes in legislation, strengthening the capacity of government officials in EAWG and government institutions in gender sensitive budgeting, as well as to the multi-sectoral mechanism to assist GBV survivors and expanding the Spotlight Initiative capacity and portfolio of CSOs and community-based organisations.

### Recommendations:

- Discuss and define a clear and shared vision on the future of Spotlight Initiative by developing a sustainability plan in a participatory way. The RCO and Government should take the lead in

the development of such a plan, with support of the Spotlight Initiative team. It is important that the plan reviews the financial feasibility and identifies possible sources of funding.

**Additional question:** Have good practices been identified?

The Spotlight Initiative programme in Mozambique fosters IPs to identify and document good and promising practices. These good and promising practices are shared through the Spotlight Initiative country reports but not yet disseminated to other countries. Some examples of good practices include:

- Transformation of community leaders into change agents
- *Fala minha irmã (Say it My Sister)*: a safe space conversation circle for women under COVID-19. Started with IP ASCHA in Gaza
- Intergeneration debates among parents and students
- The use of WhatsApp social network to carry on with community awareness against GBV under COVID, initiated by the IP KUTENGA in Gaza

## 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 in Mozambique is aligned with Spotlight Initiative principles and national priorities on the promotion of gender equality. Regarding the principle of 'leaving no one behind', specific target groups have been included in the design of the programme. However, there is awareness that some groups such as HIV positive women and girls, people with albinism, migrant women and girls and sex workers could be reached more.
2. The programme responds to the needs of most of the identified target groups. There were extensive consultations at the design level and at implementation feedback from activities and monitoring visits which retro-feeds implementation. Consultations were widely inclusive at central level but less so at provincial and district level.
3. Relevant risks and mitigation measures were included in the CPD and updated risk matrix. However, the effect of the decentralization package has not been anticipated and the creation of decentralised provincial governance bodies has led to confusion as to which entity is responsible to provide oversight of the Spotlight Initiative at provincial level. The measures taken to pivot activities and resources as a result of the COVID-19 pandemic were also appropriate. The COVID-19 pandemic has also created a scenario for improved collaboration between CSOs and Government entities. In the first half of 2020, the collaboration between the police, health and social protection sector with CSOs has improved considerably, resulting in joint initiatives such as awareness-raising and sharing of resources to mobilize people in Nampula, Manica and Gaza.
4. The indicators selected to measure results are adequate. However, challenges remain as some the information required for the indicators is not (yet) collected by the country. Under Pillar 5, the Spotlight Initiative is supporting the multi-sector efforts of bringing together data on GBV by piloting the digital platform *InfoViolência* which helps to register, manage and control GBV cases and aims to help with the referral of survivors to other relevant institutions. At the same time, the platform will contribute to making quality and disaggregated data available on different forms of GBV.

### Recommendations:

- a) Prior to Phase 2, Spotlight Initiative Coordination Team to review whether activities are sufficiently focusing on HIV positive women and girls, people with albinism, migrant women and



girls and if necessary, expand activities for these groups as well as LGBTI persons and sex workers in all Spotlight Initiative provinces. (Key finding 1)

- b) During Phase 2, RUNOs to work closely with government staff at provincial level to ensure good understanding of the Spotlight Initiative and strengthen their capacity to meaningfully engage with the programme at provincial and district level. (Key finding 2)
- c) Spotlight Initiative Coordination Team to document good practices and innovations in implementation used as a result of the COVID-19 pandemic and review how these can be used or further improved in Phase 2
- d) For Phase 2, Spotlight Initiative Coordination Team and RUNOs to continue advocating with government institutions to ensure that data related to Spotlight Initiative indicators can be captured as part of the government data framework. This includes follow up with the Ministry of Economy and Finance on the analysis of state budget's percentage allocated to VAWG and to continue strengthen technical support and capacity building to courts and police to provide disaggregated data on GBV and VAWG through the *InfoViolência* platform. (Key finding 4)

## 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. There is commitment from all government partners, however ownership of the programme is affected by limited capacity to coordinate and provide oversight at the provincial level. Local level government officials should be more engaged during the planning of activities in their respective provinces.
2. The EU has been committed and actively involved from the start of the programme, both in terms of strategic guidance, implementation and monitoring. Given their investment through ECHO to respond to the violent insurgence in Northern Mozambique, it would be useful if they could facilitate the harmonisation of Spotlight Initiative and ECHO GBV interventions, particularly in Nampula.
3. The SPSC is operational and has met twice thus far. The group is large which makes it difficult to schedule meetings. It has a key role to play in encouraging strategic oversight and coordination of the Initiative. Any technical issues arising are addressed by the Spotlight Initiative programme coordination team (SPCT) who also prepares for the SPSC meetings and proposes alternative course of action to be ratified by the SPSC.
4. MGCAS coordinates the complex GBV multisectoral coordination mechanism, however also with challenges. RUNOs, under the Spotlight Initiative, have to adapt to such government structure.
5. The role and responsibilities of the CSRG have been defined and a workplan is available. However, no funding for the implementation of the workplan is available, which led to very limited actions and activities by the members of the CSRG.

**Recommendations:**

- a) Prior to Phase 2, Government to allocate a full-time Government staff member dedicated to the oversight of the government implementation of the Spotlight Initiative activities.
- b) During Phase EUD to discuss with EU HQ the development of the joint approach between the ECHO and Spotlight Initiative investments to harmonize SGBV interventions in Nampula province, in particular in response to internally displaced people fleeing from the violent insurgence in Cabo Delgado.
- c) Prior to Phase 2, SPSC to review whether it can appoint a more operational steering committee or subcommittee of the SPSC which could be convened at more frequent intervals to support the SPCT as and when necessary.
- d) During Phase 2, RUNOs to provide technical support to the MGCAS to improve the management of the complex GBV multi-sectoral coordination mechanism.
- e) Prior to Phase 2, SPSC to approve the CSRG workplan and provide funding for the implementation of the plan.
- f) Government to officially recognize the role of the CSRG as part of the Spotlight Initiative as soon as possible.

**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 selection of the four RUNOs is appropriate given their current experience, expertise and capacity in the country. Three RUNOs collaborate across all six pillars, while UNICEF implements across four outcome areas.
2. The RCO is responsible for oversight and coordination, while UN Women is the technical lead. This arrangement is considered adequate. The CPD stipulates that RUNO focal points will have a dual accountability to the RCO and their head of agency. While this is appropriate, UN agency staff who are (part-time) working as focal point for the Spotlight Initiative believe that this dual accountability, with on the one hand reporting to their head of agency and on the other hand to the RCO, is time consuming and is an additional burden on an already heavy workload.
3. Coordination between the RUNOs and in particular at provincial and district level remains a challenge.

4. The UN actors are “delivering the programme together” in terms of joint planning, implementation and monitoring across the pillars. However, RUNOs have decided to continue to use their internal rules and procedures, which may at time cause confusion among implementing partners who are contracted by different RUNOs and prefer implementation modalities whereby funds are transferred based on an activity workplan.
5. The delivery rate (including expenditure and commitments) was 43 per cent at the end of September 2020 (after 18 months of implementation). Efforts are needed to achieve complete expenditure by June 2021, as the newly agreed Phase 1 end-date. The Spotlight Initiative coordination team does not have up to date financial expenditure data by outcome or output which limits their oversight.
6. While a significant proportion of programme management costs (58%) are allocated to personnel and salaries, there are large differences across the RUNOs in terms of full-time equivalent staff budgeted for. Most RUNOs have allocated staff to support implementation of activities in the provinces, however, in provinces where not all RUNOs have staff available, such as for example Gaza province, the implementation may suffer delays.
7. The new way of working under the UN Reform still faces challenges. While there are examples of good practices and improved coordination, and UN representatives in the online survey indicated that the new way of working is leading to improved efficiency, other key informants and respondents to the online survey believe that more still needs to be done to coordinate, communicate and collaborate at all levels. A strategy on coordination has been developed by the UN, RCO and Government. It is important that this strategy is implemented and monitored.

**Recommendations:**

- a) During Phase 2, RCO and Spotlight Initiative Coordination Team to strengthen the focus on “Delivering as One UN” by more clearly outlining what they can do to “Deliver as One” and also to identify key performance indicators to monitor progress against the commitments made to “Deliver as One”. The Malawi Spotlight Initiative Core Team could share their “Delivering as One Accountability Framework” as an example.
- a) RUNOs at provincial level to consider establishing provincial coordination mechanisms involving the local government and CSO IPs working together in the province to jointly plan, implement and monitor activities, in close collaboration with the RUNO technical pillar leads.
- b) During Phase 2, Spotlight Initiative Coordination Team and RUNOs to clarify to implementation partners why different implementation modalities and ways of disbursing funds exist within the same Initiative, so as to avoid confusion and preferences among the implementation partners.
- c) Prior to Phase 2, RUNOs and Spotlight Initiative Coordination Team to discuss staffing for the Spotlight Initiative and to find solutions to the multitude of tasks for professional staff. RUNOs also need to prioritise human resource allocation in provinces and pillars where implementation is delayed. This resource allocation should remain within the 18 per cent ceiling of programme management costs
- d) During Phase 2, RCO, Spotlight Initiative Coordination Team, RUNOs and Government to implement the coordination strategy.

- e) For the remainder of the Programme, the RCO with support of the programme coordinator and finance assistance to collect expenditure data from the RUNOs in country at a more detailed level including expenditure per outcome to ensure oversight against the workplan and budget.

#### 4. PROGRAMME IMPLEMENTATION AND RESULTS:

- 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 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 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. Even though the programme start-up was delayed, and the country faced natural emergencies and general elections, the first year of implementation presented good progress against the set milestones. COVID-19 and new governmental structure at provincial and district levels have negatively impacted implementation causing delays and constraints in implementation of activities. The pandemic, however, also brought new opportunities for implementation and coordination, such as the GBV Multi-sectoral coordination mechanism.
2. In 2019, progress against the set milestones was good, in particular for outcome areas 1, 2, 3 and 6. Not all milestones set for outcome areas 4 and 5 were achieved, however, important progress was still made under these outcome areas. Targets for 2019 were set generally low to account for anticipated risks in the country context. Monitoring data were not available for 2020 at the time of data collection and progress could therefore not be assessed along the same lines, however, qualitative information from the interim report and interviews highlights that important progress was made to achieve the 2020 milestones
3. The government faces absorption capacity in particular at the provincial level due to more limited human resources but also the recent changes as part of the decentralisation package which has established a decentralised provincial government body next to the existing state provincial services. RUNO's needed to review if the current human resource allocation is sufficient to implement and coordinate the activities, in particular also at provincial level. If not, it is recommended they either review the workload of their existing staff and shift non-Spotlight Initiative related tasks to other staff; or they assess if more staff can be recruited as part of the current budget allocations. CSO's had different (project- and financial) capacity at the start of the Spotlight Initiative, especially the community-based organisations that were recruited in line with the overall Spotlight Initiative guidance.
4. The implementation of the initiative has followed the workplan agreed by the OSC, however, changing circumstances such as cyclones Idai and Kenneth as well as COVID-19 have required the Spotlight Initiative Mozambique to pivot plans and resources to address challenges caused by

these events. The responses were developed quickly and adequately. Other bottlenecks impacting the implementation of the workplan include challenges at the level of some RUNOs who have more limited human resource capacity compared to others, as well as limited human resource capacity of government at provincial level and lack of good financial management capacity of community-based organisations at the district level.

5. Sustainability is guaranteed by anchoring the programme in existing initiatives in the country, making it a government programme, contributing to changes in legislation, strengthening the capacity of government officials in EAWG and government institutions in gender sensitive budgeting, as well as to the multi-sectoral mechanism to assist GBV survivors and expanding the Spotlight Initiative capacity and portfolio of CSOs and community-based organisations.

**Recommendations:**

- a) Spotlight Initiative Coordination Team to continue to identify innovative ways to carry out programme activities and monitoring in the light of COVID-19 that still besieges the country.
- b) Prior to Phase 2, Spotlight Initiative Coordination Team to review the M&E data for 2020 to identify if any of the outcome areas has encountered significant delays as a result of the COVID-19 pandemic. Issues to be addressed in Phase 2 for each outcome area are presented in Table 6.
- c) Prior to Phase 2, Government to clarify roles and expectations of the new governance structure at provincial and district level and how this relates to the Spotlight Initiative.
- d) Prior to Phase 2, RUNOs to discuss the human resources requirement and look jointly for intensified implementation, especially at district level, through for example the establishment of provincial coordination mechanisms.
- e) During Phase 2, RUNOs to continue to finance refresher training on project and financial management for community-based organisations and CSOs to implement project- and financial management training for community-based organisations and invest in supervision of these organizations
- f) During Phase 2, RUNOs to strengthen the role of government in the work with CSOs through promotion of dialogue, sharing of information and reports as well as participation in the implementation of activities. This can be done through the organisation of joint training sessions between government institutions and CSO to create a space for debate and transformation.
- g) For Phase 2, Government to allocate a full-time Government staff member dedicated to the oversight of the government implementation of Spotlight Initiative activities, if possible, also at provincial level. At the start of Phase 2, Spotlight Initiative Coordination Team and SPSC to discuss and define a clear and shared vision on the future of Spotlight Initiative by developing a sustainability plan in a participatory way. The RCO and Government should take the lead in the development of such a plan, with support of the Spotlight Initiative team. It is important that the plan reviews the financial feasibility and identifies possible sources of funding.

## G. ANNEXES

### ANNEX 1. SOURCES OF INFORMATION

<b>Sources of Information: List all documents analysed</b>	
<b>Spotlight programme documents</b>	<b>Availability</b>
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 workplan 2020 with approval letter from Minister	Yes
Annual report/s	For 2018 and 2019
Annex A Country Report (included in the Annual Report)	Yes
Ad hoc (2nd Tranche) report (may also include provisional narrative report – 2 pager)	Yes
Spotlight Initiative financial information on the <a href="#">MPTF Gateway</a>	Yes
Proposal Knowledge management workplan 2020	Yes
National CSO Reference Group workplan 2020	Yes
CSO Reference Group Bios	Yes
Communication and visibility plan 2020	Yes
Life Stories	Yes
<b>Other documents</b>	
Monitoring Visit Report – Manica – December 2019	
Monitoring Visit Report – Manica - January 2020	
Visita de Monitoria – Gaza – February 2020	
Visita de Monitoria à Província de Manica – March 2020	
Relatório da Visita de Monitoria Manica, Gaza e Nampula – July 2020	
Minutes for the Spotlight Initiative Technical Meeting – Encontro de Concertação Final – October 2019	
Minutes for the Spotlight Initiative Technical Meeting – October 2019	
Minutes for the Spotlight Initiative Technical Meeting – November 2019	
Minutes for the Spotlight Initiative Technical Meeting – July 2020	
PowerPoint: Inicitativa Spotlight em Moçambique – Resultados, Plano Annual de Trabalho e Assuntos Estratégicos – July 2020	
Plano Anual de Trabalho 2020	

Minutes of the Annual Meeting of the Spotlight Initiative National Steering Committee – July 2020
Powerpoint : Encontro dos Parceiros de Implementação da Província de Nampula – February 2020
Mid-Year Narrative Progress Report – January/June 2019
Mid-year Narrative Progress Report – Mozambique – July/December 2018
Mozambique Country Programme Update (1 January - 30 June 2020)

## ANNEX 2. LIST OF PERSONS INTERVIEWED

Sources of Information: List of persons interviewed			
Stakeholder group	Institution / organisation	Name	Position
EU	European Delegation	Sualé, Tima	Gender Advisor
		Diaz, Alicia Martin	Team leader and Head of Governance sector
Spotlight Initiative Coordination Team	RCO	Lambo, Laura	M&E and Knowledge Management Analyst
Spotlight Initiative Coordination Team	RCO	Eng, Shirley	Previous Spotlight Initiative coordinator
RUNO	UN Women	Kayisire, Marie Laetitia	UN Women lead representative
		Vieira, Ondina da Barca	Programme Specialist
		Bernardo, Fernanda	Programme Officer - Spotlight Initiative
RUNO	UN Women in Gaza	Intipa Júnior, Constantino	Spotlight Coordinator - Gaza Province
RUNO	UNFPA	Vaz, Nádia	Assistant Representative
		Cardia, Valeria	Programme Officer - Spotlight Initiative
		Mausse, Domingas	Programme Officer Gaza Province
		Martins, Sara	Programme Officer Manica Province
		Galvão, Luisa	Consultant
		Manjate, Roberto	Programme Officer Nampula Province
RUNO	UNDP	Roquette, Francisco	Lead. Deputy Representative Programme
		Rodolfo, Habiba	Head of Governance and Social Cohesion Unit.
		Nhavoto, Salmina M.	Programme Analyst
Government	Ministry of Gender, Children and Social Action	Buque, Sansão	Gender Deputy National Director
Government	National Commission for Human Rights	Joaquim, Sandra	Research and M&E
	Centre for Juridical and Judiciary Training	Chaisse, Margarida	Researcher



	National Directorate for Human Rights and Citizenship	Cossa, Nelda	Focal point for Cross-cutting issues
	Supreme Court	Hassanate, Zuraída	Gender Focal Point
	National Directorate for Human Rights and Citizenship	Nhate, Graça	Deputy National Director for Human Rights
Government	Ministry of Interior	Raimundo, Delfino	GBV Focal Point at central level
		Jussá, Cristina	ACIPOL Gender Coordinator
		Ibraimo, Odete	Head of Department of Atendimento à Família e ao Menor
		Sumburane, João	Administrative manager
		Cumbe, Justina	Head of department of Planning and Studies
Government	Nampula Provincial Directorate of Gender	Ibramoji, Ancha Achirafi	Gender Department
	Nampula Provincial Directorate of Health	António, Paulina	Social action staff
	Nampula Provincial Directorate of Gender	Cardosa, José Cussape	Social action staff
Government	One-Stop center (CAI) in Nampula city	Omar, Carmen	CAI coordinator
		Cabral, Irene Augusto	Legal Assistant (IPAJ)
		Ferreira, Ilda António	Police official
IP	ASCHA	Nazareth, Berta	Spotlight Initiative Provincial manager in Gaza
	WLSA	Ou-chim, Joana	Coordinator of the Spotlight Initiative project
	Kutenga	Cossa, Anibal	Spotlight Initiative official in Chicualacuala
	Ophenta	Loforte, Olga	Coordinator of the Spotlight Initiative project
	Kutenga	Macuácuá, Reginaldo	Programme oficial in Chicualacuala
	ASCHA	Macuácuá, Dalila	General coordinator (Gaza)
	Kutenga	Rafael, Deolinda	SRHR Coordinator
	AREPACHO	Gimo, Diolene	Manager of Spotlight Initiative programme in Chongoene
	LEMUSICA	Mulima, Achia Camal	Spotlight Initiative official in Chimoio, Manica
	WLSA	Maria José Arthur	Spotlight Initiative Focal Point
	Fórum Mulher	Maira Domingos	Spotlight Initiative Focal Point

IP	Gender Links	Alice Banze	Executive Director
		Cesar Neves	Programme manager
		Raúl Manhisse	Administrative and finance manager
IP	Coalizão Nampula city	Pascoal, Aliarina	Supervisor SMS Biz
		Fernando, Laura	Focal Point Nampula district for Rapariga Biz
		Conceição, Maria	Focal Point Nampula district for Rapariga Biz
		Jeiambe, Margarida	Oficial of Rapariga Biz Programme
IP	Coalizão Nampula city (FGD)	Marcelino, Jorgina	Mentor Rapariga Biz in Murrupine
		Zeca, Lizete	Mentor Rapariga Biz in Muala
		Basílio, Teresa	Mentor Rapariga Biz in Namuteculia
		Omar, Júlia	Mentor Rapariga Biz in Namuteculia
		Jamal, Sheila	Mentor Rapariga Biz in Muaivire
IP	FORCOM	Lara Vanessa	Gender and Community assistant
IP	Ophenta	Loforte, Olga	Coordinator
IP	AREPACHO	Boa, Dorca Francisco Langa	Executive Coordinator
IP	ASCHA	Mafumo, Neila	Communication Officer
IP	ASCHA	Langa, Euridice	Activist
IP	ACAMO	Ubisse, Sara Carlos	Provincial Secretary
IP	ACAMO	Mahelene, Felisberto Gustavo	Leader of Professional Provincial Cluster
Beneficiaries	FGD in Mogovolas (Nampula province)	FGD with 4 matrons	Matrons
Beneficiaries	FGD in Mogovolas (Nampula province)	FGD with 4 community leaders	Community leaders
Beneficiaries	FGD in Nampula city	FGD with 4 GBV survivors' users of CAI (One Stop Center)	Survivors of violence
Beneficiaries	FGD in Inhamissa, Gaza province	FGD with 7 ASCHA Activists	Activists
Beneficiaries	FGD in Bungane (Chongoene), Gaza province	FGD with 13 AREPACHO Local Community members	Community members

Beneficiaries	FGD in Chongoene- sede, Gaza province	FGD with 11 AREPACHO trained Local Leaders	Local leaders
---------------	--	---	---------------

### ANNEX 3. MTA M&E ANALYSIS: MOZAMBIQUE

Monitoring and evaluation data were available from the Reporting against the results framework for 2019 (Year 1) – obtained from Jotform through the Spotlight Secretariat and triangulated against the Annex A report of the 2019 Annual Report.

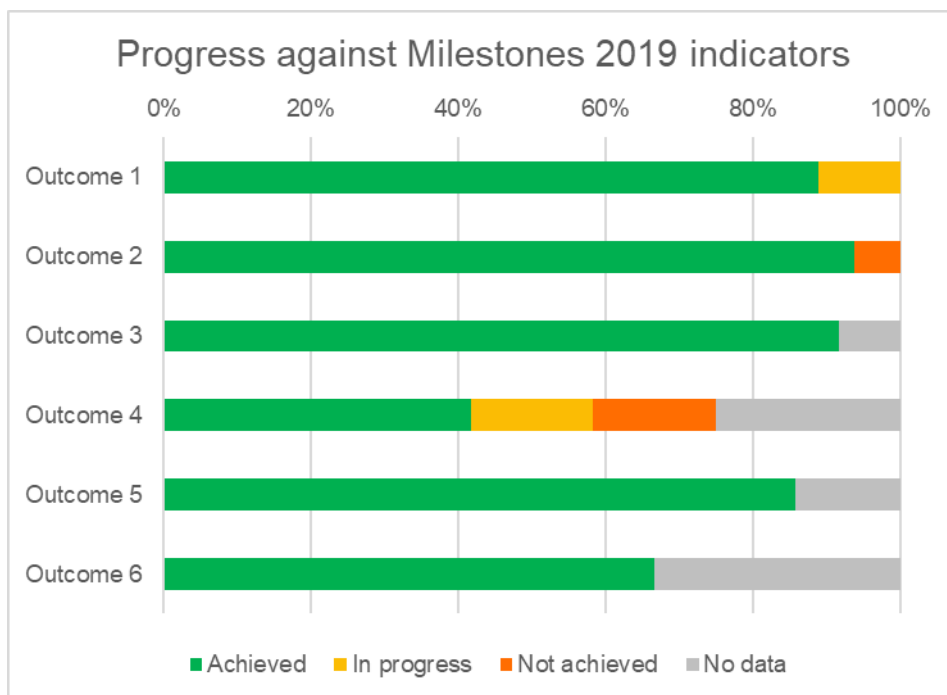
This report provides an overview of the M&E data for 2019 only as the data for 2020 were not available yet at the time of the data collection. It aims to summarise the information available for the six outcomes using a more visual overview. The results were obtained as follows:

- a. Progress against each indicator was calculated with the data reported for Year 1 against Milestone Year 1 and the final programme Target.
- b. Qualitative indicators were translated to a quantitative perception of ‘Achieved’, ‘In progress’ or ‘Not achieved’. The quantitative indicators also received the same label as per the table below:

<b>Achieved</b>	<b>Milestone or target achieved or surpassed</b>
<b>In progress</b>	<b>Milestone &gt;50% or Target &gt;25%</b>
<b>Not achieved</b>	<b>Milestone &lt;50%</b>
<b>No data</b>	<b>No data reported for indicator</b>

The results of the analysis are presented in two different ways:

- a. Table with the indicators per outcome, highlighting the progress for year 1 against the Year 1 Milestone
- b. Graph summarising the progress against milestones for year 1 indicators, in which we provide a visual overview of the indicators achieved, in progress, not achieved or no data per Outcome



**Table 1. Detailed table Indicators with milestones and targets**

Level	Indicator #	Disaggregation	Year Milestone
<b>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.</b>			
Outcome	<b>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</b>	None	<b>Achieved</b>
Output	Indicator 1.1.3 Proportion of draft laws and/or policies on ending VAWG and/or gender equality and non-discrimination which have received significant inputs from women's rights advocates within the last year	None	<b>Achieved</b>
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	Men	<b>Achieved</b>
		Women	<b>Achieved</b>
		Total	<b>Achieved</b>
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	<b>Achieved</b>
Output	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.	Men	<b>In progress</b>
		Women	<b>Achieved</b>
		Total	<b>Achieved</b>
<b>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</b>			
Outcome	<b>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</b>	National	<b>Achieved</b>
		Sub-National	<b>Achieved</b>

Outcome	<b>Indicator 2.2 Percentage of national budget being allocated to the prevention and elimination of all forms of VAWG/HP</b>	None	<b>Achieved</b>
Outcome	<b>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.</b>	Health	Achieved
		Education	Achieved
		Justice	Achieved
		Social services	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	Achieved
		Sub-National	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
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	Not achieved
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
Output	Indicator 2.2.4 Number of meetings of national and/or sub-national multi-stakeholder coordination mechanisms, within the last year	None	Achieved
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	Achieved
		Women	Achieved
		Total	Achieved
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	Achieved
		Women	Achieved

		Total	Achieved
<b>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.</b>			
Outcome	<b>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</b>	Wife beating/IPV	<b>Achieved</b>
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,1within the last year.	Girls and Boys	Achieved
		Girls	Achieved
		Boys	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	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
Output	Indicator 3.3.4 Number of journalists that have strengthened capacity to sensitively report on VAWG and GEWE more broadly	Men	Achieved
		Women	Achieved
		Total	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 and policies on ending VAWG and for gender-equitable norms, attitudes and behaviours and women and girls' rights	Men	Achieved
		Women	Achieved
		Total	Achieved
<b>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</b>			

Outcome	<b>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)</b>	None	Achieved
Output	Indicator 4.1.2 Number of women and girls with access to programmes developed to integrate VAWG response into SRH, education and migration services	Girls	Achieved
		Women	No data
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	In progress
		Women	Achieved
		Total	Achieved
Output	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	No data
		Youth	No data
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	In progress
		Women	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	Not achieved
		Women	Not achieved
<b>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.</b>			
Outcome	<b>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)</b>	<b>Child Marriage</b>	Achieved
		<b>Family Violence</b>	Achieved
		<b>Femicide</b>	Achieved
		<b>FGM</b>	No data
		<b>IPV</b>	Achieved



		Trafficking	No data
Output	Indicator 5.1.2 System to collect administrative data on VAWG/HP, in line with international standards, across different sectors	None	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	Achieved
		Women	Achieved
		Total	Achieved
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	Achieved
		Women	Achieved
		Total	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	Achieved
<b>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</b>			
Outcome	<b>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</b>	LNOB	No data
		Youth	No data
Output	Indicator 6.1.1 Number of jointly agreed recommendations on ending VAWG produced as a result of multi-stakeholder dialogues that include representatives of groups facing multiple and intersecting forms of discrimination, within the last year	None	Achieved
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	Achieved
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	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	Achieved
--------	--	------	----------