

















Spotlight Mid-term Assessment Report using ROM review

Type of ROM review **Projects and Programmes**
Project title *Spotlight Initiative Mid Term Assessment*
Project reference *Grenada Spotlight Initiative to End Violence Against Women and Girls*
EU Delegation in charge

| Key information | | | | |
|----------------------------------|---|-----------------|----------|-------------------|
| Domain (instrument) | Region | | | |
| DAC Sector | Human and Social Development: « Gender Equality » | | | |
| Zone Benefitting from the Action | Grenada | | | |
| Type of Project/Programme | Geographic | | | |
| Geographic Implementation | Single-country | | | |
| Contracting Party | SPOTLIGHT INITIATIVE | | | |
| EU contribution | USD 1,650,000.00 | | | |
| Project Implementation Dates | Start Date | January 1, 2020 | End Date | December 31, 2022 |
| ROM expert(s) name(s) | Claudia Nicholson, Clotilde Charlot | | | |
| Field phase | Start Date | November 2021 | End Date | December 2021 |

| Scoring overview: green (good) orange (problems) red (serious deficiencies) | | | | | | |
|---|---|---|---|---|---|---|
| |  |  |  | | | |
| Relevance | 1 | 2 | 3 | 4 | 5 | 6 |
| |  |  |  |  |  |  |
| Effectiveness | 7 | 8 | 9 | | | |
| |  |  |  | | | |
| Efficiency | 10 | 11 | 12 | | | |
| |  |  |  | | | |
| Sustainability | 13 | | | | | |
| |  | | | | | |

| Persons interviewed and surveyed | Interviews/FGD | Survey |
|---|----------------|--------|
| EU Delegation | 2 | n/a |
| RCO | 1 | 1 |
| Partner country government | 5 | 8 |
| UN agencies | 3 | 8 |
| CSO Reference Group | 2 | 1 |
| Implementing partners | 4 | 2 |
| Programme Coordination and Implementation Unit/Country Team | 2 | 3 |
| Final Beneficiaries | 3 FGDs | n/a |
| Other | 0 | 1 |

| Key documents ¹ | Number |
|----------------------------|--------|
| Essential documents | 10 |
| Other documents | 5 |

¹ Please consult Annex 1 for details on essential documents and other documents.

A. PURPOSE, OBJECTIVES, LIMITATIONS AND MITIGATION MEASURES

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

The purpose of this mid-term assessment (MTA) of the Grenada Spotlight Initiative is to assess the performance of the country programme in achieving its objectives and in implementing the new ways of working towards the Sustainable Development Goals (SDGs). The timing of the MTA coincides with the completion of Phase I of the programme

The specific objectives of the MTA are: i) to assess the relevance, effectiveness, efficiency and sustainability of the country programme based on the set of evaluative questions defined under the methodology agreed upon for the evaluation; and ii) to formulate relevant recommendations aimed at improving subsequent implementation of the programme’s interventions.

As per the Terms of Reference, the MTA uses the Results Oriented Monitoring (ROM) methodology of the European Union (EU), which ensures that the results are comparable (across countries) and easy to interpret. However, the questions to be answered for the MTA are different from standard ROM methodology questions and were agreed in advance by the EU and the Spotlight Initiative Secretariat. The 13 questions are grouped by Relevance, Effectiveness, Efficiency and Sustainability, which correspond to the main headings of the report.

In keeping with the ROM methodology, the following criteria are used for grading the questions:

Table 1. Grading reference table for criteria and monitoring questions

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

Context of the Grenada Spotlight Initiative

The Grenada Spotlight Initiative started on January 1, 2020 and was officially launched on March 5, 2020. The official launch ceremony brought together senior government officials, representatives of the European Union, the United Nations and civil society organisations, as well as other members of the public. The launch included an official Signing Ceremony of the Project Agreements by the Prime Minister of Grenada and the EU Ambassador as well as the Resident Coordinator and the Representatives/Resident

Representatives of the four RUNOs followed by a reception and a ceremony that culminated in the illumination of the Parliament Building in Spotlight Initiative colours.

In Grenada, the Spotlight Initiative is expected to last a maximum of three years – January 1, 2020 until December 31, 2022. Geographically, the programme covers the tri-island state of Grenada (including all of its six parishes – St. George, St. John, St. Mark, St. Patrick, St. Andrew and St. David), Carriacou and Petite Martinique. The planned interventions in Grenada are intended to support prevention and protection, strengthen the provision of services to survivors of violence and promote women’s economic empowerment. As done elsewhere, the Grenada programme is implemented around the six pillars/outcomes of the Spotlight Initiative:

- Outcome One – Supporting legislative and policy reform
- Outcome Two – Strengthening the capacity of national institutions
- Outcome Three – Addressing education around prevention and social norms
- Outcome Four – Delivering high quality essential services
- Outcome Five – Collecting and effectively using data relevant to family violence
- Outcome Six – Supporting the women’s movement and other relevant civil society organisations

The programme in Grenada is estimated to directly benefit 33,457 women, girls, men and boys and indirectly benefit 79,502 more.

It is noteworthy that in the last 10 years or so, Grenada has made many strides towards ending violence against women and girls (EVAWG) and a number of laws were enacted and or amended to address this issue. The lead Ministry for the Spotlight Initiative, the Ministry of Social Development Housing and Community Empowerment (MoSDHCE) has long standing involvement in gender issues. The government commitment is also bolstered by several enabling policies and protocols that already exist. Notwithstanding, there are gaps in the existing legislation and policies and in effective implementation. It is within this backdrop that the Spotlight Initiative is unfolding in Grenada.

Four recipient United Nations (UN) organisations, UN Women, the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), and the Pan American Health Organisation/World Health Organisation (PAHO/WHO), along with the associated agency UNFPA are working with the Government of Grenada and civil society organisations (CSOs) to implement the programme. The Spotlight Initiative received a strong commitment from the Government of Grenada, evidenced by the participation of the Prime Minister in the signing ceremony and by the various ministries/Government departments playing a leading role in the various pillars.

The implementation of the Spotlight Initiative in Grenada was hampered by COVID-19 and capacity issues. Shortly after the official launch of the programme in March 2020, COVID-19 was declared a global pandemic and like many other countries, Grenada closed its borders and effectively shut down most public activities. Spotlight Initiative activities were halted for a while and when these resumed, resources and focus were shifted to responding to COVID-19, such as the retrofitting of the lone women’s shelter on the island to minimise transmission of the virus within the facility. This shift in focus also meant that recruitment of key positions such as the Programme Coordinator, the Programme Assistant and the M&E Coordinator were delayed.

The hiring process was also hampered by low numbers of people with the technical capacity in-country and by the fact that few applicants came forward. Eventually, the position of Programme Coordinator was filled in the latter part of 2020, ten months after the programme started, and the M&E position in the third quarter of 2021, more than a year after the programme started. Additionally, UNDP had to change

their technical lead in 2020, and again in February/March 2021, which delayed implementation or affected continuity in some activities.

The operational capacity of CSOs and government to implement the programme, especially during a pandemic environment was and continues to be a challenge. The issue of capacity for the Grenada Spotlight Initiative is often, but not always, one of quantity, not quality, of human resources and in many instances, it is coupled with the lack of essential tools and equipment to operate remotely during emergency lockdowns caused by the pandemic (i.e., computers, internet access, software, etc.). Many civil society organisations in Grenada are run by one or two persons, who are often volunteers. As such, their roles as implementing partners (IPs) can become burdensome, given the bureaucracy of the UN agencies and government departments within which they are expected to operate. A related capacity issue was in establishing a Civil Society National Reference Group (CS-NRG). Initially, few people responded to a call for nominations to the CS-NRG. However, a CS-NRG comprising of nine individuals from a cross-section of CSOs now exists.

Methodological approach used

The MTA involved a combination of quantitative and qualitative data collection methods. This included an online survey, key informant interviews (KIIs), focus group discussions (FGDs), site visits, and document reviews that included narrative reports, financial and monitoring data.

Online survey - A total of 24 stakeholders responded to the online survey. Of this number, 19 are females (79.2 per cent) and five are males (20.8 per cent). Respondents included stakeholders from the Government of Grenada (33.3 per cent), the UN Resident Coordinator Office (4.2 per cent); the Programme Coordination and Implementation Team (12.5 per cent), the Recipient UN organisations (33.3 per cent), implementing partners (4.2 per cent), CSO-RNG (4.2 per cent) and others (4.2 per cent).

Key Informant Interviews (KIIs) - Information was collected through key informant interviews (KII) from:

- three Ministries of the Government of Grenada (GoG)
- four Civil Society Organisations (CSOs) that are implementing partners (IPs)
- three Recipient United Nations Organisations (RUNOs)
- the Programme Coordination and Implementation Unit (PCIU)
- the European Union Delegation (EUD) to Barbados, the Eastern Caribbean States, the OECS and CARICOM/CARIFORUM
- the UN Resident Coordinator Office (RCO)
- the CS-NRG.

A total of 19 key informants from these seven different groupings participated in the KIIs, consisting of 15 women and four men. Multiple respondents participated in the sessions with the EUD, the MoSDHCE and the CS-NRG.

Focus Group Discussions (FGDs) - A total of three focus group discussions took place covering key groups of beneficiaries, including: survivors of domestic violence, adolescent mothers, and women entrepreneurs.

Site Visits - There was a site visit to the Cedars Home for Abused Women and Children, which was combined with a focus group held at the same location.

Document review – A total of 14 programme documents were reviewed. These included the design document, inception report, the 2020 annual report and annexes the COVID-19 Response Plan and the 2021 progress report up to August 31, 2021 (See Annex 1).

While the FGDs were face-to-face, KIIs were conducted virtually, using Google Meet. The interviews were taped for note taking purposes and then transcribed for the analysis.

Analysis – The analysis consists of the triangulation of the online survey results and findings from the document review, interviews and focus group discussions to answer the assessment questions. Consequently, multiple sources of information are used to confirm assertions presented in this report.

Limitations and measures taken:

Respondents to the on-line survey lean heavily towards RUNOs (33.3 per cent) and Government (33.3 per cent) and as such may not be a representative sample of the range of stakeholders. Consequently, the results as presented reflect the perceptions of those who responded to the survey and cannot be generalised to all stakeholders.

While a recent progress report (August 2021) was available to examine the information on the performance of each of the outputs and outcomes qualitatively, the performance data that would allow for a quantitative analysis was not available. As such the MTA was unable to assess question 7 and question 8 presents a qualitative analysis of progress as of August 2021. When official performance monitoring data from the Global Secretariat for 2021 become available, the findings regarding the achievement of results will be updated.

Finally, beneficiaries identified for FGDs were for the most part participating in activities that were still ongoing and were not able to provide meaningful feedback on issues related to the characteristics of the Spotlight Initiative.

B. RELEVANCE

| | |
|--|--|
| <p>1. Does the action align to the principles of the Spotlight Initiative as listed in the Spotlight Initiative Fund TORs?</p> | <input checked="" type="checkbox"/> Very Good – Good <input type="checkbox"/> Problems <input type="checkbox"/> Serious deficiencies |
| <p>Project planning documents show alignment with the Spotlight Initiative principles. Stakeholders’ interviews and project documents indicate that the programme in Grenada was designed in broad consultation with the Government of Grenada, local CSOs, and an integrated technical team from key UN agencies (ILO, UNICEF, UNDP, UNFPA, UN Women, PAHO/WHO), and the EU delegation.</p> <p>First, seasoned local consultants with a history of work on VAWG were convened to conduct a Situational Analysis, which examined gaps in existing data, the capacity of different potential partners, legislation and services for survivors of family violence. During this process they engaged with other key stakeholders, namely, the lead Ministry, Ministry of Social Development, Housing and Community Empowerment and other government partners (e.g., health, justice, policing, and education). They also engaged with representatives of the women’s movement led by the Grenada National Organisation of Women (GNOW), survivors of VAWG, and others involved in EAWG, such as Legal Aid and Counselling Clinic (LACC). The emergent gaps and issues from the Situational Analysis were used to design Grenada’s activities around the Spotlight Initiative’s six Pillars.</p> <p>Though not used in the Situational Analysis because the results were not yet publicly available, the design also drew on the results of the Grenada Women’s Health and Life Experiences Study (WHLES), which was completed in 2018-2019.² This study collected nationally representative data for the first time on the prevalence of violence against women and girls in Grenada. The Grenada WHLES comprised a cross-sectional survey and qualitative research to ascertain the prevalence of VAWG in the country, the nature of that violence and responses to it.</p> <p>A large majority of online survey respondents for the MTA acknowledged the participatory nature of the design process and emphasised the importance of the participation of key groups of stakeholders, aside from the UN agencies and the EU Delegation, namely, civil society organisations and relevant Ministries at the central and decentralised level.</p> <p>When asked about the Grenada programme’s alignment with the Spotlight Initiative principles during the KIIs many stakeholders were not fully aware of all the principles. However, as can be seen in Annex 3 of the report, among the 24 stakeholders who responded to the survey question on whether the Grenada programme was aligned with the Spotlight Initiative principles, the vast majority agreed that the design and the structure of the programme were aligned with the Spotlight Initiative principles.</p> <p>The principle for which agreement was the highest (96 per cent) was “using an evidence-based approach” while the one for which it was the lowest (67 per cent) was “reinforcing women’s movement at the regional and national levels”. This result was corroborated by many key informants who shared their concern about the challenges women’s organisations faced in order to participate in the programme and to access the funding available under the Spotlight Initiative.</p> <p>KII participants expressed reservations with whether the principle of ‘leaving no one behind’ was fully addressed. Some stakeholders believed there was a need for the programme to involve people living with</p> | |

² <https://caribbean.unwomen.org/en/materials/publications/2020/8/grenada-womens-health-and-life-experiences-study-2018-report>

disabilities and to ensure greater participation of the very rural communities and the islands of Carriacou and Petite Martinique.

That being said, it is noteworthy that efforts were made to invite and include individuals from CSOs that do not traditionally focus on VAWG as members of the CS-NRG. Some of these CSOs work primarily on issues related to youth empowerment and faced by those living with disabilities. Other such organisations were invited to participate in the programme as implementing partners (IPs), namely, GrenCHAP (an organisation that works with the local LGBTQ+ community and sex workers); LadyPreneurs (an organisation that works with female entrepreneurs); GRENEA (a youth empowerment focused organisation) and Beaton, Laura, La Femme and Baillies Bacolet–BLLB (a community development organisation).

Key findings:

- The design of the Grenada programme used a participatory process that involved a series of consultations with key stakeholders’ groups namely from the government, the UN community, civil society, guided by experts in the prevention and the response to VAWG with knowledge of and familiarity with the situation in the country.
- For the most part, stakeholders across the board believe that the Grenada programme as designed is well aligned with the Spotlight Initiative Principles. However, many key informants expressed concern that the principle of “leaving no one behind” was not fully incorporated into the programme activities, especially as it pertains to the participation of the small-scale women groups and organisations operating in the rural areas and in the islands of Carriacou and Petite Martinique.
- The online survey also signalled some reservations about the extent to which the programme is reinforcing the women's movement at the regional and national levels. The participation of women organisations, especially smaller, grassroots women organisations has been a challenge for the programme during the first phase of implementation given the restrictions they face to access Spotlight Initiative funding.

Recommendations:

- As they prepare for Phase 2, the technical team should investigate ways to expand access to the programme’s financial resources for smaller, grassroots women organisations that lack the infrastructure and the means needed to comply with the RUNOs requirements.
- A targeted effort needs to be undertaken to expand the reach of the Spotlight Initiative to the rural areas and the islands of Carriacou and Petite Martinique and ensure that women and organisations from these areas can benefit in a more meaningful way from the programme’s activities.

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

Are the Initiative’s deliverables aligned with the UN agencies’ mandate and priorities? Are the right UN agencies involved?

Grenada has a very small UN footprint as the UN agencies that serve the country are not physically present there but are rather based in Barbados with only a few having local representatives in Grenada. Further, these Barbados-based agencies usually also serve Barbados and several islands in the Eastern Caribbean. In making the selection of agencies to participate in the Spotlight Initiative, the RCO had to “balance the efficiency and effectiveness” of the applicable agencies to determine which ones would be best placed to be in charge of implementation of the country programme, based on the specific needs identified at that time. Based on the available information in terms of mandate, expertise and priorities, the RUNOs engaged in the Spotlight Initiative are believed to be relevant.

Four UN agencies are involved in the Spotlight initiative in Grenada – UN Women, UNDP, PAHO/WHO and UNICEF. UNFPA participates as an associated agency in implementing Pillars 3 and 4.

Table 2. Mandate and Priorities of the RUNOs

| RUNOs | Mandate, Expertise, Priorities and Responsibilities in Grenada’s Spotlight Initiative |
|-----------------|--|
| UN Women | <p><u>Mandate, expertise and priorities</u></p> <ul style="list-style-type: none"> Supports member states’ efforts to promote women’s equal participation in all aspects of life, especially in regards to: governance, access to economic opportunities and benefits; the ability of living a life free of all forms of violence; and the possibility of contributing to and benefitting from sustainable interventions aimed at preventing natural, humanitarian and conflict-induced disasters. <p><u>Role and Responsibilities in Grenada’s Spotlight Initiative Programme</u></p> <ul style="list-style-type: none"> Hosts the PCIU and serves as the programme’s Technical Coherence Lead; Responsible for Pillars 3 and Pillar 6 under which 16 activities have been implemented in 2021 that were primarily aimed at: i) changing gender inequitable norms, attitudes and behaviours and deter harmful practices; and ii) enhancing the capabilities of women’s rights groups, relevant CSOs and groups to effectively advocate for and advocate on GEWE and EVAWG. |
| UNDP | <p><u>Mandate, expertise and priorities</u></p> <ul style="list-style-type: none"> UNDP’s work towards its overarching mandate of promoting sustainable human development focuses on four main areas: poverty reduction, democratic governance, environment and energy, and crisis prevention and recovery. Gender equality and ending all discrimination against women and girls is an integral part of UNDP’s work for a sustainable future. <p><u>Role and Responsibilities in Grenada’s Spotlight Initiative Programme</u></p> <ul style="list-style-type: none"> Responsible for Pillar 2 and Pillar 5 under which a total of 16 activities were planned in 2021 with the aim of: i) supporting the efforts of national and sub-national authorities and institutions to fund and deliver evidence-based programmes that seek to prevent and respond to VAWG and harmful practices; and ii) promoting the collection and the use of quality, disaggregated and |

| | |
|-----------------|---|
| | comparable data on VAWG and harmful practices to inform policy-making and legislative initiatives |
| PAHO/WHO | <p><u>Mandate, expertise and priorities</u></p> <ul style="list-style-type: none"> PAHO works to promote health as a driver of sustainable development in the Americas, with a special focus on fighting diseases, strengthening health systems, and responding to emergencies and disasters. Achieving health equity, with a particular focus on addressing gender and ethnic inequalities in health is at the core of PAHO's priority objective of achieving Universal Health. <p><u>Role and Responsibilities in Grenada's Spotlight Initiative Programme</u></p> <ul style="list-style-type: none"> Responsible for Pillar 4 under which six activities were to be implemented in 2021 with the aim of ensuring that women and girls experiencing violence and harmful practices have easy access to quality essential services that also address their long-term recovery needs from violence. |
| UNICEF | <p><u>Mandate, expertise and priorities</u></p> <ul style="list-style-type: none"> UNICEF's mandate is to protect children's rights and ensure that their basic needs are met in a way that they can reach their full potential. UNICEF also focuses on: i) protecting children, especially the most vulnerable ones against all forms of violence and exploitation; ii) and promoting the equal rights of women and girls as well as their full participation in all walks of life. <p><u>Role and Responsibilities in Grenada's Spotlight Initiative Programme</u></p> <ul style="list-style-type: none"> Responsible for Pillar 1 and for the implementation of eight activities in 2021. Four of these fell under Pillar 1 and sought to support ongoing efforts aimed at drafting new laws, amending existing ones on EVAWG, and at establishing a family court for victims of intimate partner violence, sexual abuse and child abuse. The other four fell under Pillar 3 and aimed at changing gender inequitable norms, attitudes and behaviours and deter harmful practises. |

Reportedly and as demonstrated in Table 2 above, the RUNOs have the technical expertise to deliver on their responsibilities. Table 3 below further examines the division of labour as well as the budget distribution among the four RUNOs and the associated agencies.

Table 3. Agreed Division of Labour for the Spotlight Initiative

| Outcome / Pillar | Lead Agency | Focus of activities | Participating Agencies | Percentage of budget |
|-----------------------------|-------------|---|------------------------|----------------------|
| 1. Laws and Policies | UNICEF | Provide support to develop legislative and policy frameworks and associated plans, based on evidence and in line with international human rights standards, on all forms of violence against women and girls. | UNDP | 4% |
| 2. Institutions | UNDP | Provide technical and capacity building support to government, CSOs, and the private sector to deliver evidence-based programmes that prevent and respond to violence against women and girls. | UN WOMEN | 7% |
| 3. Prevention | UN WOMEN | Transformative/comprehensive prevention strategies/programmes that address harmful gender norms. | UNICEF UNFPA | 23% |
| 4. Services | PAHO/WHO | Assess and assist national government and agencies in providing quality and | UN Women UNFPA | 21% |

| | | | | |
|----------------------------|----------|---|------|-----|
| | | coordinated essential service to female survivors of violence. | | |
| 5. Data | UNDP | Conduct an assessment of data capacity gap; work with the national statistical agency to develop and operationalise a data collection system to collect, analyse and disseminate data to inform evidence-based decision making. | None | 12% |
| 6. Women's Movement | UN WOMEN | Provide technical assistance, capacity strengthening including in leadership and M&E, to the Women's Movement and Civil Society Networks and to support the functioning of the CSO NRG. | UNDP | 9% |

Are programmes implemented in line with the UN System reform?

Each Pillar, except for Pillar 5, involves partnership between at least two RUNOs to achieve a full outcome. According to the PCIU team, there is continuous collaboration and joint implementation among the RUNOs, especially at the Pillar/outcome level and periodic meetings are held between the RUNOs and the PCIU to share updates and discuss cross-pillar and cross-RUNO matters.

In Grenada, Joint Pillar Teams have been set up for each Pillar and the RUNOs have all committed to using this approach. Under the Joint Pillar Team approach, each Team is comprised of the Technical Lead of the responsible RUNO, other RUNOs and the Associated Agency, the local Pillar Lead, selected partners from Government and civil society, and the CS-NRG. This mechanism facilitates inter-sectoral and inter-agency collaboration as well as participatory M&E. However, it was noted that the results so far are limited due to unavailability of leads and partners for more frequent meetings.

Members of the PCIU team further stated that the collaboration between RUNOs and IPs is good but identified the need for some RUNOs to provide greater support to the IPs and the grantees. Additionally, in interviews the RUNOs reported that the challenges they face in collaborating with the IPs are mostly related to insufficient human resources to provide follow up and technical support to the IPs, and working with different internal systems of each agency (e.g., procurement), which sometimes hinders effective coordination. Staff reported feeling ‘stretched thin’ as they have competing priorities having to serve multiple countries and multiple projects at the same time.

“I think the agencies have been very well represented. I think we could always all use more resources. Everybody is stretched.” [Key informant]

“Trying to blend the sum of all procurement processes, of our programming processes and all that, I think that's quite new.” [Key informant]

Joint Work between RCO and RUNOs

Examples of the collaborative effort between the RCO and RUNOs include joint work planning, namely for the programme’s COVID-19 response. This reportedly enabled the team to adjust in a more “flexible and efficient” way to the pandemic.

According to the country’s inception report, “the RCO has developed an effective ‘One UN’ interface, presenting the Spotlight Initiative as a cohesive team during interactions with external partners. This achievement has allowed the Spotlight Initiative team to minimise duplication in programme partnerships and strategically work to strengthen and expand partnerships for the Initiative.”

Interestingly, the PCIU is configured as an extension of the RCO, but placed within UN Women, the RUNO responsible for technical coherence, as explained earlier. The PCIU is not responsible for implementation, but is kept informed by the RUNOs of activities, though reportedly not always in a timely fashion. This is seen as adversely affecting the timing of the monitoring work. The PCIU holds meetings with the RUNOs as needed, individually and as a group.

Since the Technical Leads for the RUNOS are not present in Grenada and have other responsibilities along with those of the Grenada Spotlight Initiative, the time they have available to guide and monitor the implementation of the programme’s activities is very limited. It is therefore felt that the PCIU could have had a more significant and direct role in the implementation and especially, in providing the needed support to partners and grantees. In Grenada, the Programme Coordinator is expected to largely fulfil the technical coherence role as well.

Key findings:

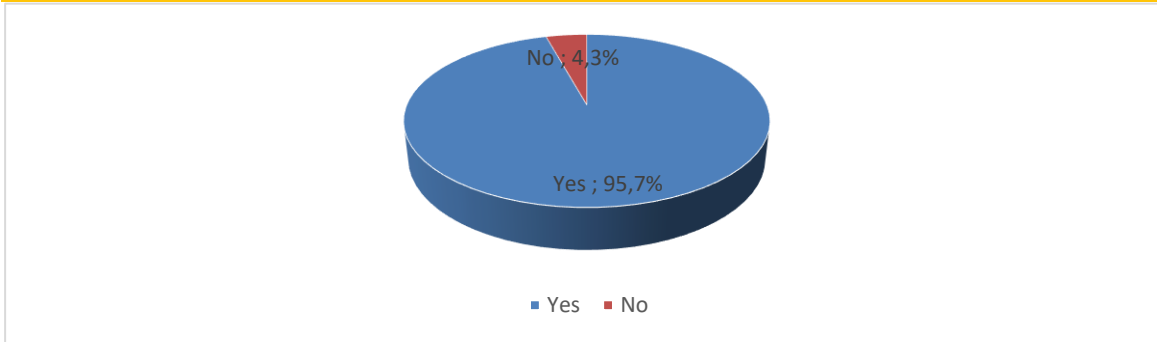
- With the RCO support, the Grenada Spotlight Initiative has put together a framework that has facilitated joint programming and collaboration among the RUNOs, while avoiding duplications across the Pillars in alignment with the “One UN” reform agenda. Nevertheless, there are still some challenges to efficiency, especially in regard to managing the flow of communication and adjusting to the processes and procedures of the different agencies.
- It is widely accepted that the RUNOs have the technical capacity to implement the Spotlight Initiative programme, but there are still issues with insufficient staffing and competing priorities, given the multi-country nature of the agencies serving Grenada, that affect the effectiveness of their work. The delivery of capacity building and technical support to the programme’s implementing partners and grantees was more challenging due to these constraints.

Recommendation:

- Looking ahead, the RCO and the National Steering Committee should reassess the functions of the PCIU and consider the possibility of expanding their role in key aspects of the programme’s implementation, related to the outreach and the support to potential and existing beneficiaries, partners and grantees.

| | |
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| <p>3. Does the action presently respond to the needs of the target groups / end beneficiaries? Are the necessary consultations taking place with key stakeholders?</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 Situational Analysis was used during the design of the Grenada Spotlight Initiative, to determine the needs of the target group. The discussions that were held throughout the process involved a range of stakeholders, including, among others, CSOs, institutions that serve survivors, and also survivors. This suggests that the design relied on a good understanding of the target group needs.</p> <p>The vast majority of the online survey respondents (96 per cent) are in agreement that the relevant stakeholders were consulted for the Spotlight Initiative.</p> | |

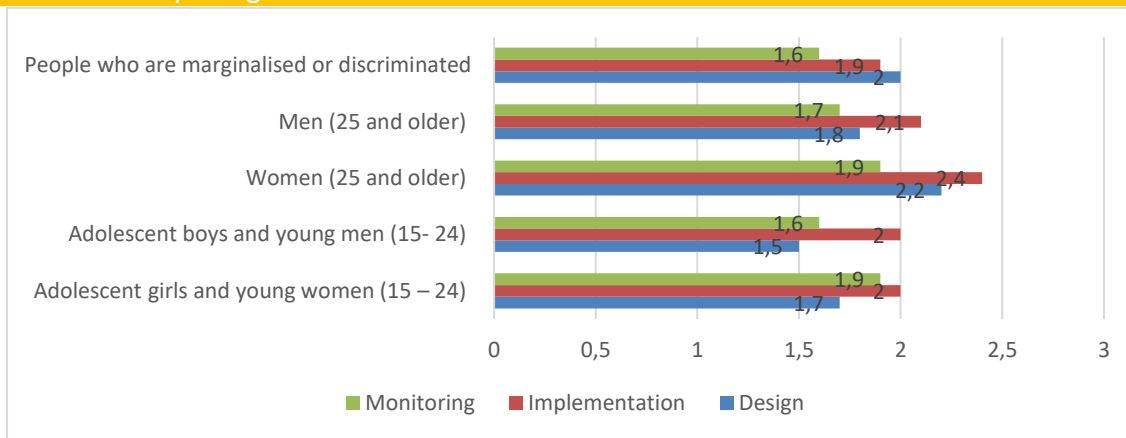
Figure 1. Relevant stakeholders are included in the Spotlight Initiative



When asked about the extent of the involvement of beneficiary groups (1=not at all; 2=somewhat; and 3=to a great extent), the perception of many survey respondents is that most beneficiary groups were ‘somewhat’ involved in design, implementation and monitoring of the Spotlight Initiative programme. Involvement in design scores were between 1.5 and 2.2, involvement in implementation scores between 1.9 and 2.4, and in monitoring, between 1.6 and 1.9.

How broad the design outreach efforts were and whether the participating CSOs were able to grasp a clear understanding of the full scope of the Spotlight Initiative, however, remains unclear. Participants in the focus group discussions with the programme’s beneficiaries were not aware that their project was part of the Spotlight Initiative, but this is not necessarily a surprise. They had no knowledge of the Spotlight Initiative and consequently, they were unable to elaborate on substantial programme characteristics.

Figure 2. Average extent of involvement of beneficiary groups in the Spotlight Initiative

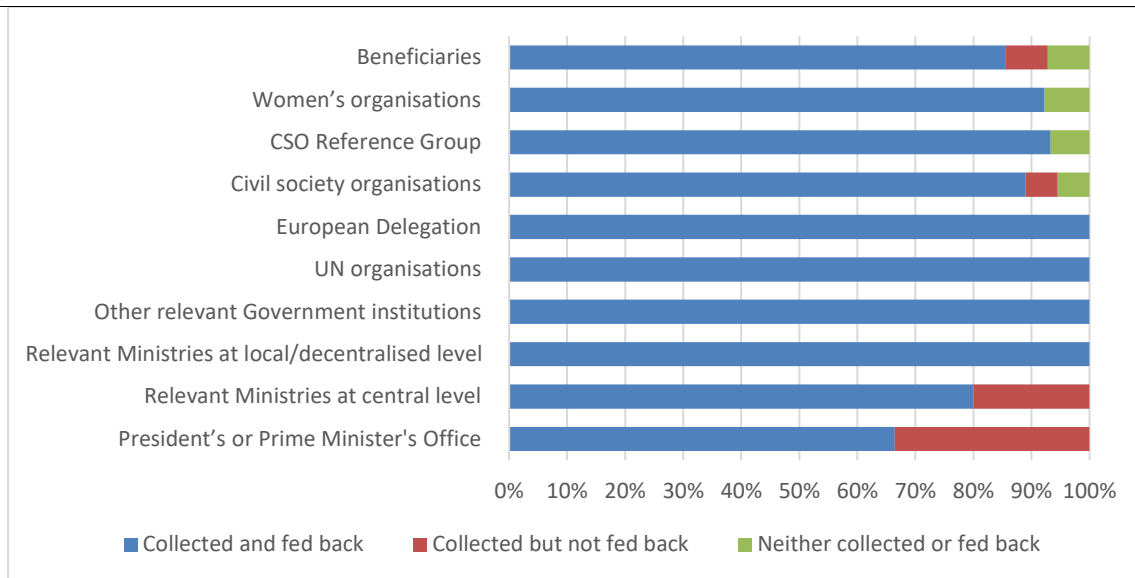


Involvement of Stakeholder groups

While the survey results indicate that user feedback was collected and fed back, interviews with CSOs, government officials, beneficiaries, and the EUD did not show this to be the case. In fact, members of the CS-NRG, the IPs, and the beneficiary groups that participated in the qualitative interviews were not always fully aware of the Spotlight Initiative activities nor felt their concerns were always heard. The EUD also asserted that their suggestions were not always fully taken on board, especially during the design phase.

The online survey respondents felt that beneficiary groups are the least likely to be involved in monitoring activities, and among direct beneficiaries, women 25 years of age and older are most likely to have been or to be involved in all three aspects (design, implementation and monitoring) of the Spotlight Initiative.

Figure 3. User feedback collected and fed back



Key findings:

- Reportedly the Spotlight Initiative engaged in a consultative process that involved a broad range of stakeholders, including, CSOs, institutions serving survivors, and also survivors. While the findings from these consultations informed the design of the Grenada programme and provided the Spotlight Initiative team with a good understanding of the target group needs, there is a feeling that CSOs, even implementing partners and direct beneficiaries are often unaware of the scope or in some cases, even of the existence of the Spotlight Initiative.
- There is some frustration on the part of the EU delegation as they believe that not all their suggestions during the design phase of the programme were fully considered and that important decisions were sometimes made without their input.
- The usefulness of the feedback collection process is not evident to stakeholders who also feel that their involvement in some respects, namely the monitoring of the programme, is less than desirable.

Recommendations:

- There is a need to draw from the lessons of the initial design process (i.e., the consultative process) and build on the good collaboration between key stakeholders that has been achieved during the implementation of the programme to ensure that their inputs are given due consideration in planning for Phase 2.
- As the preparations for Phase 2 get into full gear, there is a need for the Spotlight Initiative in Grenada to consider ways to enhance the visibility of the programme to promote better awareness of its interventions among potential and existing beneficiaries, and broaden its presence among groups and communities that have not yet been reached. (e.g. in rural areas of Carriacou and Petite Martinique).
- Collecting user feedback is a critical part of the monitoring and continuous improvement of any development intervention. However, getting feedback and processing them in a meaningful way can be a very time-consuming task that also requires a particular set of skills and dedicated resources. Assessing the needs associated with an effectively run feedback system should be seen as a priority during the design of Phase 2.

- To facilitate the monitoring of the programme by all stakeholders, an updated monitoring table including each activity, outcome and output and their status, should be shared with all the partners before technical and governance meetings.

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| <p>4. Do all key stakeholders still demonstrate effective commitment (ownership) and deliver accordingly?</p> | <input checked="" type="checkbox"/> Very Good – Good <input type="checkbox"/> Problems <input type="checkbox"/> Serious deficiencies |
| <p>In KILLS the key stakeholders expressed a commitment to the Spotlight initiative, though for some of them, there is to a certain extent a lack of clarity on their roles.</p> <p>Government</p> <p>The strong relationship between the Spotlight Initiative and the Government of Grenada is seen as fundamental for national ownership not just of the Spotlight Initiative, but in general for ending violence against women and girls in Grenada.</p> <p>The Government’s commitment to the Spotlight Initiative is demonstrated through endorsement by the Cabinet of Ministers, the highest level of Government, and participation of the Prime Minister at the launch and signing ceremony. Additionally, there is high-level Government representation in five of the six pillars.</p> <p>The Division of Gender and Family Affairs (DGFA), housed in the MoSDHCE is the main Government partner under the Grenada Spotlight Initiative. They act as the Government lead for Pillars 2, 3 and 4. A Senior government staff from the Attorney General’s Chamber of the Ministry of Legal Affairs is assigned the lead role in Pillar 1 and the Director of the Central Statistical Office of the Ministry of Finance in Pillar 5.</p> <p>Since MoSDHCE is the strategic partner, the Minister co-chairs the National Steering Committee and the Permanent Secretary (the most senior public servant in the ministry) co-chairs the Technical Coherence and Operations Committee.</p> <p>Several other Ministries play a direct role in executing the Grenada Spotlight Initiative: the Ministry of Education is included in prevention activities in Pillar 3; the Ministry of Youth has been partnering on the prevention programmes, especially those targeting out-of-school youth; the Ministry of Health, and the Ministry of National Security and the Royal Grenada Police Force are service delivery partners.</p> <p>In 2020, an Implementation Team was established for each of Pillars 1 to 5, led by the Government Pillar Lead and comprised of key stakeholders from various Ministries and Departments within Grenada.</p> <p>The Government also identified the Inter-Ministerial Council of Gender Focal Points which was established in 2017 (i.e., before the Spotlight Initiative) to serve as the Government Reference Group in the governance and coordination of the programme. The Council was seen by the Government as an innovative mechanism also aimed at facilitating gender mainstreaming and at expanding the focus on ending VAWG across the public sector. Unfortunately, however, the COVID-19 pandemic and the ongoing staffing reorganisation in the Ministries have impeded the work of this group. There are no indications at this time that its work ever got underway.</p> <p><i>“...I think government has created a lot of ownership. And in fact, the government has representatives on the different pillar working groups. ... the ministry is actually directly implementing a number of projects under Pillar 3. And they've been extremely engaged.... They</i></p> | |

have been reporting efficiently, they've been communicating frequently, they have been able to make valuable contributions.” [Key informant]

Civil Society

Four representatives of CSO implementing partners and two members of the CS-NRG were interviewed for the MTA. All of them shared their commitment to the Spotlight Initiative and EVAWG, though some expressed that there was a lack of clarity on their role and how decisions were being made within the programme. They are all passionate about the work they do, the need for EVAWG in Grenada and their contribution to that process through the Spotlight Initiative and their other projects. This is despite facing major capacity issues as they are very small organisations operating mostly with a few volunteers. In this regard, they expressed their concerns as to their ability to meet the RUNOs requirements to access funding. They also expressed some level of dissatisfaction with the sharing of information and decision making.

RUNOs

The RUNOs involved with the Spotlight Initiative in Grenada try their best to work together to deliver the programme's activities and to comply with the One-UN approach, as much as possible, given the differences in their operating systems (e.g., procurement) and the focus of their work. Not having a physical presence on the island and not being able to rely on dedicated programme staff for Grenada sometimes can be challenging. Nonetheless, most of the RUNOs seem to have managed to adapt to those circumstances.

“But for Grenada, you know, I am implementing in Grenada, but I don't have my own programme associate for Grenada, and then I'm also implementing in other countries.” [Key informant]

All the representatives of RUNOs that were interviewed appeared to be committed to continue delivering the Spotlight Initiative activities. One RUNO representative did express the view that the Spotlight Initiative targets are overly ambitious for a 3-year program.

EU Delegation

The EU Delegation (EUD) continues to provide support to the Spotlight Initiative activities in Grenada. The EUD was consulted and provided their inputs on the programme's COVID-19 response plan. The EUD is a member of the National Steering Committee (NSC), and they participate in the Committee's meetings. The EU Representative recently visited the country and participated in the *16 Days of Activism*, which was led by the Spotlight Initiative Programme. According to the Delegation, the country team is capable, and the programme is progressing well.

The EUD expressed concerns with the fact that during the programme's planning and design phase there were decisions that were made without considering their suggestions as much as they would have liked. In this regard they mentioned the decisions regarding training and campaign modalities as opposed to establishing shelters for survivors which would more directly impact survivors.

“...a lot of the suggestions that were made for the Grenada programme from this delegation were not necessarily taken on board or as strongly on board as we would have wanted. And yes, they did take the inputs from the EU delegations, but the majority of the inputs and the majority, I'd say the overwhelming majority of the preparation was U.N. agencies, which they somehow compiled together into the programme.” [Key informant]

Key findings:

- The Government of Grenada remains committed to implementing the Spotlight Initiative. Despite the pandemic-related and organisational constraints that many of the Ministries faced during the past two years, they have managed to proactively engage with the other partners involved in the different pillars. However, the government’s reference group in the form of the Inter-Ministerial Gender Focal Points, an important component for sustainability of the Spotlight Initiative, has not yet gotten underway.
- The RUNOs have shown a continued commitment to the Spotlight Initiative programme. They have demonstrated the ability to adapt to the specific circumstances of working in Grenada without a physical presence on the island and without the appropriate level of staffing.
- The CS-NRG members are committed to the Spotlight Initiative, though they would welcome improved communication regarding programme activities and further clarity on their role and on the ways in which they can better contribute to the program.
- The EUD expressed their general satisfaction with the focus of the implementation and the achievements thus far while acknowledging the time constraints, despite concerns about some initial design features and some decisions that were made early on, without taking their views into consideration.

Recommendations:

- The Government should focus on activating and supporting the Inter-Ministerial Council of Gender Focal Points which could play a fundamental role in ensuring the sustainability of the interventions currently piloted and executed under the Spotlight Initiative, while expanding national ownership of the efforts to end VAWG.
- In preparing for Phase 2, there is a need to revisit the role of the CS-NRG and devise ways to harness the willingness of its members to contribute more effectively to the implementation of the programme. The Spotlight Initiative team should also come up with a plan and guidelines to ensure more fluid communication and interactions with all stakeholders on the programme’s activities.
- In preparing for Phase 2, the views of all the partners, including the EUD, should be taken into consideration unless not possible and duly justified.

5. Is the programme Theory of Change well developed? Are the indicators to measure results well defined and relevant to measure the achievement of the objectives?

Very Good – Good

Problems

Serious deficiencies

The Theory of Change

The Theories of Change (ToC) presented in the Country Programme Document (CPD) for each of the six outcomes or Pillars are well articulated and in alignment with the proposed activities, and the logic chain for the Grenada Spotlight Initiative seems plausible. However, many of the key informants interviewed for the MTA were not able to provide substantive information about the ToC or the programme’s results framework; some were aware of their existence, while many were not.

The 2020 Annual Report outlines that the Spotlight Initiative has launched the Community of Learning for the programme that focuses on, among other issues, developing awareness and a shared understanding

of the foundations of the ToC among partners and ensuring that their work continues to be guided by the ToC and by the programme's results framework.

Measuring results

One of the main concerns with respect to the results framework that surfaced in the interviews has to do with the overly ambitious targets that were set for the programme. For the most part, the global indicators were accepted as proposed by the Spotlight Initiative Secretariat. As was expressed by a key informant:

“One of my challenges with Spotlight [Initiative] is that initially, the programme was for two years but the indicators at the outcome level are almost like for a five-year or a 10-year programme, and that sometimes challenges us. And we know that as UN agencies, we can only be responsible for various inputs every day. We can't be necessarily tasked with some of these specific outcomes....” [Key informant]

It is in fact also well known in the region that very few programmes are completed in their allotted time or spend all available funds. The challenges of implementing development interventions “effectively and on time” in Caribbean countries, especially in small island developing states (SIDS) like Grenada, have been well documented by many of the leading donors and multilateral development banks (MDBs) present in the region.³ Obsolete and bureaucratic systems of government personnel management and procedural complications are among the most common complaints. A key informant translated the frustrations of development practitioners in Grenada as follows:

“...things as simple as just getting a meeting done, getting them to sign off on, can take months. And those delays are not built into your targets. You could never meet the targets when you're supposed to.” [Key informant]

Adding the disruptions caused by the COVID-19 pandemic to this background compounds the challenges making it more urgent to revisit the results matrix and adjust the targets accordingly. It is understood that this process may be ongoing, as the Spotlight Initiative team prepares for the coming reporting period. As outlined by another key informant:

“I don't think the indicators, as they are, are realistic for anyone because first of all, you lost a whole year without doing anything because of COVID. We didn't do anything in 2020. And then now we're asked to put in mechanisms on ending violence against women. This is not realistic. Also, in a two-year project in general, I have profound experience with policy environments, I definitely think the programme needs a Phase 2 if you want to see these results materialise.” [Key informant]

The M&E matrix is also not well defined for adequately tracking progress and implementation at various milestones (e.g., end of each programme year). Baseline values have not been entered and some milestones are set at zero. Milestones, qualitative or quantitative, are indicators of progress towards a target. Milestones being set at zero is problematic as programme monitoring will not be able to accurately track progress. Logically, a baseline of zero with a milestone of zero at the end of year one is presupposing nothing is going to happen during year one of implementation, when in fact this is not the case as some minimal level of activity did take place.

³Ram, J., et al, Implementation: Delivering Results to Transform Caribbean Society. Caribbean Development Bank (2017)

Key findings:

- The Theories of Change presented in the CPD for the six pillars of the Grenada programme are well articulated and in alignment with the proposed activities. The Spotlight Initiative team has undertaken a series of activities aimed at developing a shared understanding of the ToC among the programme’s partners.
- The results framework used the Spotlight Initiative’s global indicators for the most part. Several concerns were expressed about the overly ambitious targets that were set for the expected results given the programme’s duration and the challenges facing the implementation of any such intervention in Grenada.

Recommendations:

- Prior to Phase 2, the country team and the RUNOs should review the targets initially set for the outputs and outcomes, discuss the proposed amendments with relevant stakeholders (e.g. CS NRG, EUD and GoG) and adjust where necessary. At the same time, they should assess whether there are any other relevant output or outcome indicators that the Grenada programme should consider tracking and that could be added to the results matrix.

6A. BEFORE COVID-19: Have all relevant circumstances and risks been taken into account to update the intervention logic? 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?

6B. AFTER COVID-19: 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?

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

Before COVID-19

Of the several contextual, programmatic, institutional, and fiduciary risk factors identified in the CPD, four have emerged with substantial consequences for the programme’s implementation, leading to a questioning of the mitigation measures outlined in the risk assessment matrix.

According to interviews, the contingencies defined in the CPD for the contextual risk related to the impacts of national hazards and extreme weather events could have been better defined or planned out to allow for quicker response as explained in the quote below.

“...there could have been more contingencies for humanitarian, natural or climate crises built into the design of the programme, which might have allowed us to more quickly kind of adapt to suit the modalities we have to work under...” [Key informant]

The programmatic risk of not being ready for a January 2020 start was also identified as high (likely to happen and with major impact). The corresponding mitigation measures to be implemented by the RUNOs (staging of implementation, with consideration to training needs and prefunding) do not seem to have been effective or sufficiently thought through since apart from the COVID-19 situation, the programme got off to a slow start.

The capacity of the CSOs in Grenada was also identified in two separate risks: (a) capacity of CSOs involved in multiple programmes, activities, and/or communities as a programmatic risk; and (b) absorptive capacity as a fiduciary risk.

CSOs in Grenada often face capacity issues as they are frequently run by one, sometimes two staff persons assisted by less than a handful of volunteers, who have other full-time jobs. The capacity deficit of CSOs in Grenada in terms of human and financial resources and project management skills was identified as a risk from the forefront and continues to be evident throughout the implementation of the Spotlight Initiative and was repeatedly mentioned by informants interviewed for the MTA.

One stark example of how capacity issues continue to affect CSOs is that of the most prominent women's organisation in the country that has for its entire existence worked on gender issues, but was unable, mainly due to capacity issues, to apply for funding under the Spotlight Initiative in 2020. Thus, it appears that the mitigating factors identified in the programme documents for remedying the expected CSO capacity constraints were not effectively executed from the start or were insufficient in scope. In fact, at the time of the MTA, the document reviews and the interviews indicate that the range of activities built into the Spotlight Initiative (Pillar 6) seeking to strengthen the capabilities of the participating CSOs, have also been slow to fully get off the ground.

Outside of COVID-19, burdensome administrative processes and staff turnover have resulted in the slow pace of implementation.

After COVID-19

The COVID-19 pandemic required a change of focus and thus modifications were required to the work plan and budget. In Grenada, the adjustment in 2020 included pivoting to remote implementation where possible. This reduced the capacity to get things done, since CSOs and the Government were not properly equipped to carry out work remotely, since at the time many people in Grenada lacked the tools for remote access (e.g., regular internet, home computers, required software and familiarity in using them). The lead Ministry (MoSDHCE) and some CSOs were eventually provided with computer and software by the Spotlight Initiative to enable some functioning during this time.

Face-to-face activities, such as those planned with Parliamentarians to increase their knowledge and awareness of EVAWG (Pillar 1), activities that targeted in-school children and youth, and the ones aimed at boosting the capacity of the national gender machinery to deliver essential services, were redesigned for a virtual implementation and/or put on hold as the focus became one of immediate needs.

One such immediate need was the retrofitting of the lone home in the country for abused women and children so that public health measures could be implemented (under Pillar 4). The retrofitting focused on improving sanitation, improving ventilation, and creating an isolation space for residents exhibiting COVID-19 symptoms. The home was also provided with Personal Protective Equipment (PPE). In general, the home was made more habitable and for the enjoyment and use of its residence and staff.

Another change made in 2020 due to COVID-19 was the prioritising of the small grant modality under Pillar 6 "to mitigate the potential impact of increased family violence due to the COVID-19 context."

Unlike many countries, Grenada only experienced its first COVID-19 wave and community spread starting in August 2021. This resulted in some service providers having to again pause delivery. For example, entrepreneurial training by LadyPreneurs was halted, staff was reassigned in the health and policing sectors to meet the demands of COVID-19, and school-based activities were delayed as schools returned to virtual classrooms.

To address the needs brought on by the first wave, a review was done of the programme's original risk management strategies which was updated with the addition of a new risk, "Novel Coronavirus (COVID-19) Pandemic causes extended shut down and shift in priorities."

Eight mitigating measures were identified in response and articulated in the COVID-19 Response Plan as follows: 1) reviewing ongoing activities to determine which should be paused, reformed or rescheduled and assess which ones can be implemented by virtual/online modalities without significantly altering their effectiveness; 2) considering online, radio, television and social media options for activities targeting the public and large groups; 3) using the COVID-proof plans developed at the beginning of the pandemic to enable the use of the media instead of community activities; 4) ensuring that partners, grantees, CS-NRG and team members to apply the necessary COVID-19 regulations and protocols, while maintaining their services and activities as best as possible; 5) producing branded re-usable masks for distribution to selected target groups; 6) assessing the with the relevant entities the possibility of facilitating a radio series providing psychological support to the Grenadian public to assist them to cope with the COVID crisis; 7) engaging specific groups severely affected by the COVID about the issues they are faced with and discussing strategies to mitigate their impacts; 8) engaging RUNOS to allocate funding and urgently procure items to meet the needs for PPEs by providers of essential services.

As the pandemic is showing signs of abating, there is hope for a much-needed return to normal which would require that these contingencies be revisited and adapted to the new post-COVID-19 circumstances.

Key findings:

- The risk assessment matrix developed for the Grenada programme at the time of its design identified several risks (contextual, programmatic, institutional and fiduciary) of which at least three were ranked as high and likely to have significant consequences. However, the measures proposed to mitigate them were seen by some stakeholders as either not totally appropriate or not properly implemented.
- The concerns identified pre-COVID-19 were mostly related to the institutional or absorptive capacities of the implementing partners (i.e. CSOs and the government), the usual slow pace of execution, and meeting the staffing needs of the programme.
- The crisis and the disruptions associated with the COVID-19 pandemic have adversely affected the implementation of Phase 1 of the Grenada programme, leading the Spotlight Initiative team to adjust many activities while postponing or halting others. Despite modifications to the work plan and the programme's budget to respond to the crisis, implementation suffered from delays and from the lack of proper equipment to operate virtually.

Recommendations:

- Drawing on the lessons of Phase 1, additional mitigation measures as well as different and more "out-of-the-box" approaches should be explored to address those more persistent risks associated with the lack of capacity of the CSOs and in particular of the small, grassroots women organisations, and the burdensome administrative processes at the root of the slow pace of implementation.
- Prior to Phase 2, there is a need to review the mitigating measures proposed in the updated risk assessment matrix considering their limited effectiveness in preventing or reducing the impacts of some of the risks that were duly identified by the programme.

C. EFFECTIVENESS

7. To what extent has progress towards output targets been achieved? Is the quality of the outputs satisfactory?

☒ Very Good – Good

☐ Problems

☐ Serious deficiencies

Achievement of results against the approved workplan

According to the global performance monitoring data provided to the MTA by the Spotlight Initiative Secretariat, the Spotlight Initiative in Grenada monitors and reports on 13 outcome indicators and 34 output indicators. Progress in achieving the set targets is not fully in line with the approved work plan due to the delays discussed in the sections above, particularly due to the COVID-19 pandemic, which resulted in the postponing and halting of several activities. This question focuses on a quantitative review of progress against output targets. Qualitative information on progress of activities for each outcome were collected in interviews and are presented in response to question 8.

We have analysed progress against the results framework for 2020 (Year 1) and 2021 (Year 2) - obtained from the SMART platform through the Spotlight Initiative Secretariat. The analysis reveals a relatively low achievement rate for Outcome 1, 3 and 4 in 2020, while the results for Outcomes 5 and 6 were very satisfactory (at least 80% achieved). In 2021, results were acceptable with more than 50% of the milestones achieved for Outcomes 1, 2, 4, 5 and 6, while the milestones achieved for Outcome 3 remained low at less than 30%.

Graphs 4 and 5 below summarise for each result the percentage of outcome and output indicators that were fully achieved (green), ongoing (more than 50% achieved, yellow) and not achieved (less than 50% achieved, orange) and those for which no data was available or not applicable (NA) because there was no milestone for the year (grey colour). The overview of the achievements is available in annex 5.

Figure 4. Progress against 2020 milestones

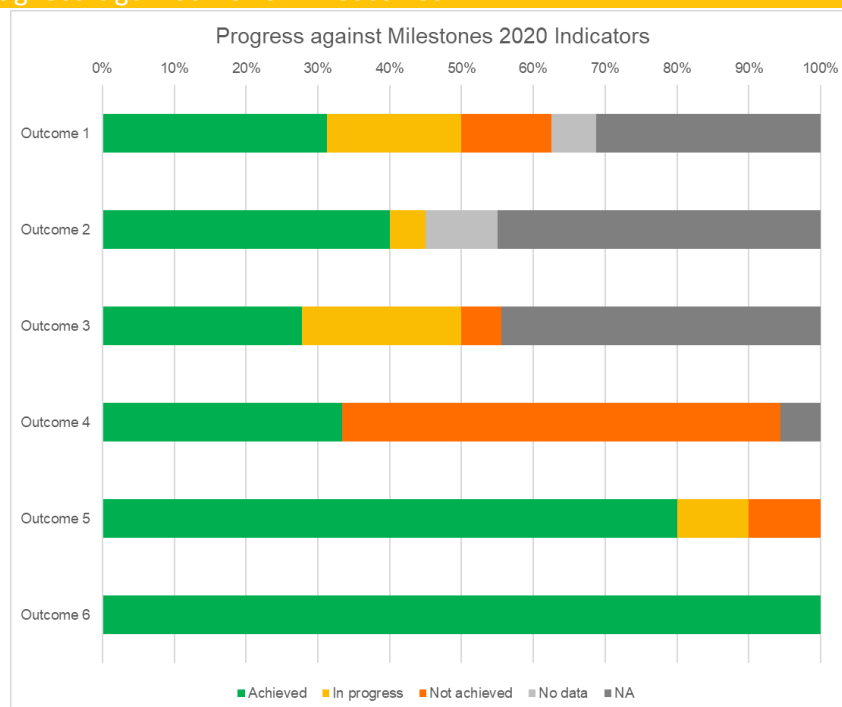
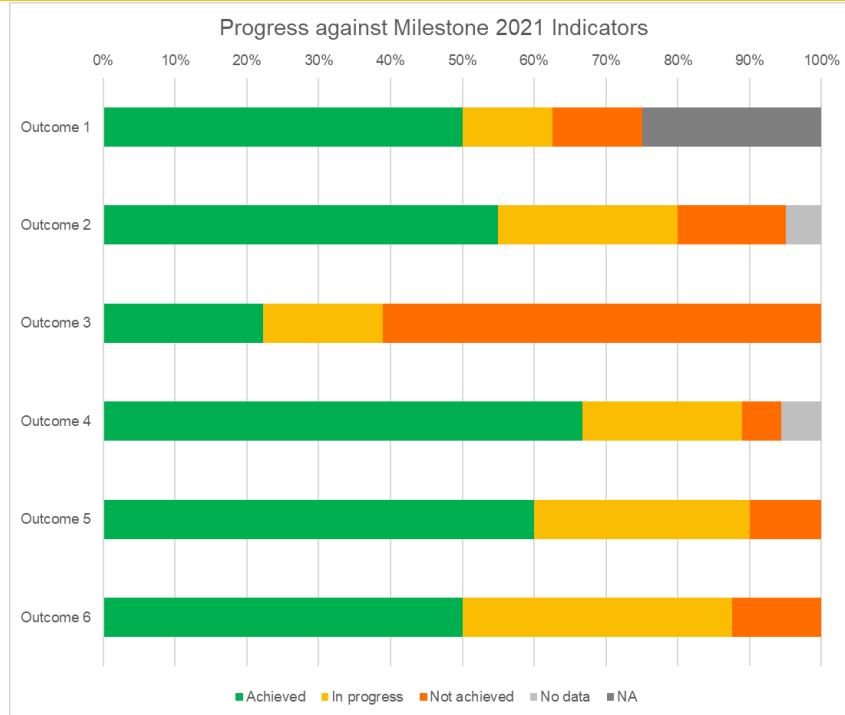


Figure 5. Progress against 2021 milestones



Is the quality of outputs satisfactory?

In KIIs, many stakeholders were unable to speak about progress towards the pillars to any extent. In fact, implementing partners and others were only knowledgeable about their specific project. And in at least a couple interviews stakeholders shared that they were not knowledgeable about any of the pillars, or which pillar their project was associated with.

Key findings:

- The Spotlight Initiative CP has made good progress against the indicators especially on outcomes 5 and 6 in 2020 and 1, 2, 4, 5 and 6 in 2021.
- The qualitative data collected through the KIIs and the FGDs indicated a general sense of quality and satisfaction with the programme’s outputs.

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| <p>8. Are the outputs still likely to lead to the expected outcomes? To what extent has progress towards the outcome targets been achieved?</p> | <input type="checkbox"/> Very Good – Good |
| | <input checked="" type="checkbox"/> Problems |
| | <input type="checkbox"/> Serious deficiencies |

Progress against the approved work plan by outcome area

As described in the previous section, the M&E data did not allow for the assessment of current progress towards outcomes in quantitative terms. Table 1 below presents the key achievements under each outcome thus far and the challenges that impeded progress.

Table 4. Key achievements and obstacles per Pillar

| Outcome | Key achievements in Phase I | Issues arising / obstacles to address in Phase II |
|------------------|---|--|
| Outcome 1 | <p><u>Legislative and policy frameworks</u> The following progress was made in Phase 1:</p> <ul style="list-style-type: none"> • A draft Sexual Offenders Registry Bill was developed for consultation. • Policy on the Rights of victims and survivors was drafted. • Final draft “Comparative Legal Gap Analysis of Laws in Grenada Relevant to Combatting and Ending Violence against Women and Girls” was circulated among stakeholders for feedback and awaiting comments. • A desk review was conducted, and a Policy on the Rights of Victims and Survivors was drafted. • The MoSDHCE is preparing the accountability mechanism for the Policy. | <p>The proposed time frame for completing the targets under Pillar 1 are unrealistic given the lengthy processes necessary for legislative and policy reform, the human capacity available and the usual slow pace of getting things done.</p> <p>COVID-19 further impeded the pace at which activities could be completed. The team had to pivot to remote activities, but first had to procure computers, software, and internet access in order to do so; all of which took time to do.</p> <p>In Phase 2, the outputs and activities under Outcome 1 should be examined and more realistic targets in line with the capacity of the partners and the programme timeline should be agreed upon.</p> |
| Outcome 2 | <p><u>Institutional strengthening</u> There is no evidence that the outcome targets were achieved under Outcome 2 – i.e., there has been no change from baseline on the outcome indicators. However, preliminary activities have commenced under some of the outputs that contribute to this outcome:</p> <ul style="list-style-type: none"> • key institutions and target groups were identified, and a series of bi-lateral consultations and meetings were held with senior officials. • High-level Training on “Gender Analysis and Mainstreaming for Development Professionals” commenced with 25 government officials and CSO members. | <p>Given the deficit in institutional capacity coupled with the slow pace of getting the activities under this outcome going, it is recommended that under Phase 2 Outcome 2 activities be given priority and accelerated in order to build the sustainability of the Spotlight Initiative in Grenada.</p> |
| Outcome 3 | <p><u>Education on prevention and social norms</u> Achievements under Pillar 3 are as follows:</p> <ul style="list-style-type: none"> • Facilitator workshops and re-training of 21 facilitators for the prevention programme called Foundations were completed. • Child Friendly Schools Initiative workshops for teachers and principals on Positive Behaviour Management (PBM) took place. • 35 (32 females, 3 males) graduated from the Parenting Programme. • A vehicle to support mobile campaigns was purchased and wrapped in messages against VAWG and contact information for getting help. • Facilitator workshops and re-training of facilitators for the Man-to-Man programme (a prevention and conflict management programme) were completed. | <p>Good progress was made under Outcome 3, but many of the planned in-person activities under Outcome 3, such as some school initiatives, training and workshops were put on hold or significantly delayed due to COVID-19 restrictions. In other cases, the slow pace of getting things done, due to lengthy processes and capacity issues contributed to the challenges faced in meeting the planned targets.</p> <p>During Phase 2, many of the delayed services would be able to take place since schools are already gradually re-opening in Grenada. The</p> |

| | | |
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| | <ul style="list-style-type: none"> • 14 boys and young men graduated from the Man Box programme. • 90 persons engaged through radio series ‘Violence Has No Place in The Home’ • 10 facilitators and 30 children were engaged in the Protecting Body and Minds training programme hosted by implementing partner, Beaton Laura La Femme, and Baillies Bacolet Community Development Organisation. • 27 teachers and other personnel from pre-primary schools gained knowledge on gender socialisation in early childhood and developed skills to analyse stories and activities by sex. • 116 people regularly attended community programmes to promote gender-equitable norms, attitudes and behaviours, including in relation to women and girls’ sexuality and reproduction, within the last year. • 20,000 people reached by campaigns challenging harmful social norms and gender stereotyping, within 2020/21 (e.g., during 16 Days of Activism, 2020) • 2 campaigns challenging harmful social norms and gender stereotyping, including of women and girls facing intersecting and multiple forms of discrimination, were conducted – Parenting (2020) and 16 Days of Activism (2020). • 38 key informal decision makers and decision makers in relevant institutions, (24 of them are women) provided with strengthened awareness of and capacities to advocate for implementation of legislation and policies on ending VAWG and for gender-equitable norms, attitudes and behaviours and women and girls’ rights within the last year. | <p>responsible RUNOs should start preparing for these activities so that they can get started without delays in Phase 2.</p> |
| <p>Outcome 4</p> | <p><u>Delivery of high-quality essential services</u></p> <ul style="list-style-type: none"> • 100 clients to GBV have been receiving Psychosocial support (Sweetwater Foundation) - 2021 • 15 women in training (skills training, job seeking, financial management) by Grenada Ladypreneurs – Our Women Succeed (GLOWS) in 2021 • 28 women receiving Legal Advice and representation and support, and 6 women received Legal Representation through Legal Aid and Counselling Clinic (LACC) • 62 women received Psychosocial Support. • National guidelines or protocols have been drafted, developed and/or strengthened in line with the guidance and tools for essential services: <ul style="list-style-type: none"> ○ Procedural Protocol for Victims referred to Cedars Home ○ COVID-19 Response for GBV Responders ○ Guidance for Infection Control and Prevention of COVID-19 in Shelters ○ Draft national Standard Operating Procedures for Responding to GBV, which defines guidelines for working with children, the elderly, people with disabilities, etc. | <p>Good progress was made in Outcome 4, however as with the other Outcomes completion was affected by COVID-19 and capacity issues.</p> <p>RUNOs should continue and accelerate progress in Phase 2 in order to make up for lost time.</p> |

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| | <ul style="list-style-type: none"> ○ Draft Protocol Medical Legal Evidence collection ● 50 + service providers (Health, Social, Gender-Based Violence Unit (GBVU), Desk of the Elderly, Child Protection Authority (CPA), Council of The Disabled, and others) have increased knowledge and capacities to deliver quality and coordinated essential services to women and girls’ survivors of violence within the last year ● Crisis Management training – over 40 participants (2020) ● Case Management – over 60 participants (2021) ● 8 Staff members of Cedars Home have increased capacities to deliver quality services because of the retrofitting of Cedars Home ● 6 women’s rights organisations have increased knowledge and capacities to deliver quality and coordinated essential services to women and girls’ survivors of violence, within the last year ● 6 CSOs implementing grants to support provision of information and services: Sweetwater Foundation, GLOWS, LACC, Grenada Planned Parenthood Association, GrenCHAP and GRENEED ● 60 women increased access to quality psychosocial services ● 15 women received support in developing and implementing a medium- and long-term plan towards economic independence. ● 30 women received information and support regarding the investigative and justice processes ● 5000 girls and 10,000 women have access to essential services | |
| <p>Outcome 5</p> | <p><u>Collect and effectively use data</u> An Assessment was conducted to identify gaps, challenges and opportunities for improvement and making decisions.</p> <p>Some of the identified hardware and statistical analysis software (SPSS) procured for the Central Statistical Office.</p> <p>4-day training in collaboration with the Central Statistical Office in Grenada to improve stakeholders’ capacities to gather, analyse and communicate data on VAWG.</p> <ul style="list-style-type: none"> ○ 20 official government personnel (12 women) ○ 2 women’s rights advocates ○ 2 CSOs. | <p>While analytical software (SPSS) and some hardware has already been procured for the Central Statistical Office, the server and set up of the system to track administrative data on incidences of family violence has not yet been completed. Some of this delay is due to competing priorities of a very small statistical office and reorganisation of budgets to address the immediate need and response to COVID-19.</p> <p>Given the capacity of the Central Statistical Office and the current all-consuming demands and priorities of the Grenada Census, it is unclear how the outstanding activities under Pillar 4 can be completed at this time without additional human resources dedicated to the coordination and implementation of the remaining activities.</p> |
| <p>Outcome 6</p> | <p><u>Supporting the women’s movement and CSOs</u></p> | <p>Progress on Outcome 6 was impeded by the capacity of CSOs in Grenada discussed in detail in question 6 –</p> |

| | | |
|--|--|---|
| | <ul style="list-style-type: none"> • 5 CSO representatives supported with grants to enrol in a Gender for Development Professionals course at the University of the West Indies (UWI). • 6 women’s rights groups and relevant CSOs representing groups facing multiple and intersecting forms of discrimination/marginalisation that have strengthened capacities and support to design, implement, monitor and evaluate their own programmes on ending VAWG, within the last year. <ul style="list-style-type: none"> ○ GRENED – 90 persons received information about the prevalence and response to family violence during the COVID-19 Pandemic ○ BLLB – 10 facilitators and 30 children engaged ○ GrenCHAP ○ GNOW ○ Sweetwater Foundation | <p>i.e., their structure, staffing levels, and so on. As with Pillar 2, the capacity development in Pillar 6 has been slow to get started, though it’s critical to the sustainability of the Spotlight Initiative in Grenada.</p> <p>In Phase 2, the RUNOs with responsibility for Pillar 6 should accelerate the activities under this pillar.</p> |
|--|--|---|

Source: August 2021 Progress Report

Due to the many factors discussed in the previous sections, namely, among others, the delays in getting the activities off the grounds (see context), the onset of the COVID-19 pandemic (question 6), the capacity deficit of potential and existing CSOs (question 3), the Grenada programme has made limited progress toward achieving its expected outputs and outcomes.

The information obtained for the MTA through the desk review of the programme’s documents and the qualitative interviews with key informants and direct beneficiaries did not bring sufficient information to compensate for the limitations of the M&E data (only 2020 data provided for analysis) and to properly gauge whether the outputs will still be achieved, and even less, whether they will lead to the expected outcomes

Key findings:

- There is limited indication that progress has been made by the Grenada programme on achieving expected outcome targets due to the many factors discussed in the previous sections, namely the delays in getting the activities off the ground, the onset of the COVID-19 pandemic, the capacity deficit of potential and existing CSOs. That stated some preliminary progress has been made on outputs.
- The information obtained for the MTA through the desk review of the programme’s documents and the qualitative interviews with key informants and direct beneficiaries did not bring sufficient information to compensate for the M&E data used to assess whether the outputs will still be achieved, and even less, whether they will lead to the expected outcomes.
- Aside from the disruptions caused by the COVID-19 pandemic, the timeframe proposed for achieving the targets set under some of the Pillars are considered unrealistic given the known constraints that tend to slow the pace at which such activities are usually implemented.

Recommendations:

- In the immediate future, the Spotlight Initiative team should reassess the activities planned under each Pillar and determine whether or not the timeframe and the targets set for their completion should be maintained or modified, in light of their performance. The results should be communicated in a timely manner to all partners.

- Ahead of Phase 2, the M&E function of the Grenada programme needs to be strengthened (with adequate financial resources and skills mix) to lead the review of the programme’s results framework and adjust the data collection process accordingly.

9A. Is the absorption capacity of the Government, implementing partners or RUNOs an obstacle/bottleneck to ensuring that implementation is going according to plan?
9B. 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

Budget execution

The financial data up to September 30, 2021, shows 39 per cent of the budget for Phase I had been spent or committed, as opposed to the expected 70 per cent at the time of the mid-term assessment. The RUNOs have spent between approximately a third to two-fifths of their budget – UNICEF 31 per cent, PAHO 37 per cent, UNDP 40 per cent and UN Women 42 per cent. Coupled with the rate of progress reported in section 8, this suggests that the pace of activities were slow pre- and during the COVID-19 pandemic in which many planned activities such as face-to-face training were unable to be implemented.

While the table below shows overspending on General Operating and other Direct Costs by over twice the budgeted amount, according to the country team, this appears to be an error in reporting.⁴ Notably, most of the remaining categories used less than a quarter of their budget, except for contractual services where 66 per cent of the budget was spent by September 30, 2021.

Interestingly, several KIs are of the viewpoint that there are “too many consultants on the project” (Key informant KII), despite overall spending in that category being less than budgeted.⁵

Table 5. Expenditure by budget line by 30 September 2021

| BUDGET CATEGORIES | GRENADA | | |
|---|-----------------------------|-------------------|-------------------------|
| | Spotlight Initiative Budget | RUNOs Expenditure | % expenditure vs budget |
| 1. Staff and other personnel | 207,061 | 4,979 | 2% |
| 2. Supplies, Commodities, Materials | 111,138 | 27,209 | 24% |
| 3. Equipment, Vehicles, and Furniture (including Depreciation) | 55,000 | 5,005 | 9% |
| 4. Contractual services | 351,332 | 230,637 | 66% |
| 5.Travel | 49,320 | - | 0% |

⁴ The country team also does not agree in particular with line item 1 - Staff and other personnel as according to their records much more was spent on staffing. Similarly, line item 3 - Equipment, Vehicles, and Furniture (including Depreciation) was expected to be a much higher amount, especially since a vehicle was purchased during this period that cost much more than \$5000.

⁵ While overall spending on consultants was less than budgeted, according to available financial reports, three of the four RUNOs did exceed their budgeted amount for this category of expenditure.

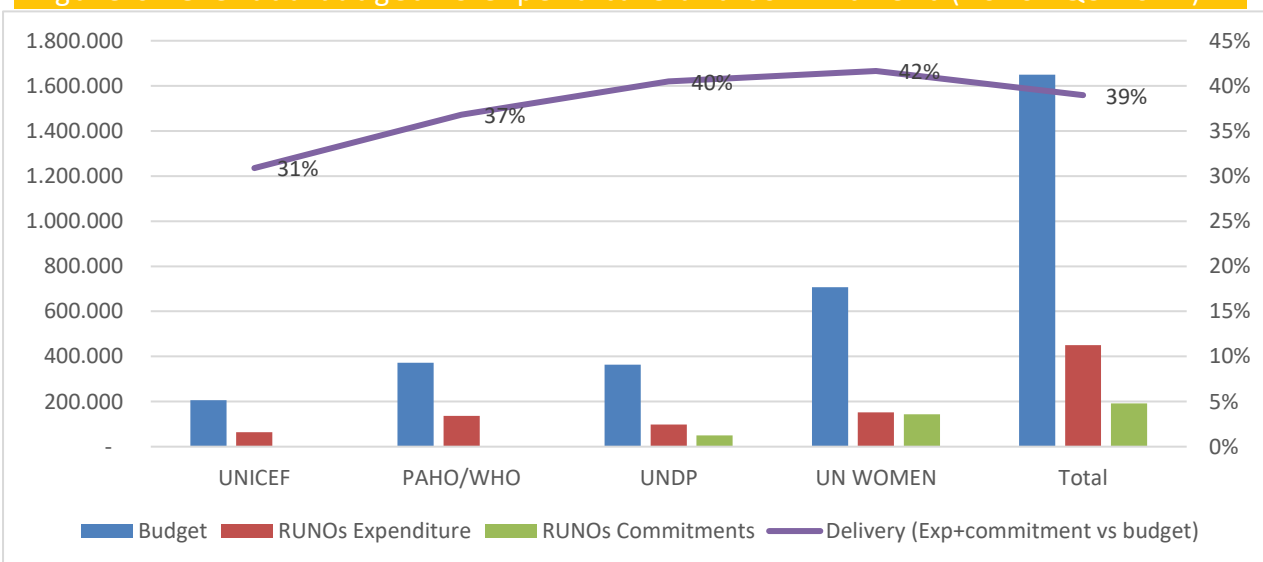
| | | | |
|--|------------------|----------------|------------|
| 6. Transfers and Grants to Counterparts | 751,073 | 114,847 | 15% |
| 7. General Operating and other Direct Costs | 17,132 | 38,315 | 224% |
| Total Direct Costs | 1,542,056 | 420,993 | 27% |
| 8. Indirect Support Costs (7%) | 107,944 | 29,469 | 27% |
| TOTAL CP Budget / Expenditure | | 450,462 | 27% |
| RUNOs Commitments | 1,650,000 | 192,281 | 12% |
| TOTAL CP Budget / Delivery | | 642,743 | 39% |

Source: MPTF Gateway on the Spotlight Initiative, provided by the Spotlight Initiative Secretariat

Absorption capacity and other obstacles limiting successful implementation of programme

The graph below provides an alternative view of the absorption capacity by RUNOs. The proportion of the budget that was spent or committed ranges from 31 per cent (by UNICEF) to 42 per cent (by UN Women).⁶

Figure 6. Grenada budget VS expenditure and commitment (2020- Q3 2021)



Source: MPTF Gateway on the Spotlight Initiative, provided by the Spotlight Initiative Secretariat, analysis by hera

RUNOs

As shown above, at the end of quarter 3, 2021 only between 31 to 42 per cent of the budget was used or committed by the RUNOs. The RUNOs have the technical and institutional capacity and commitment to execute the Programme as planned, however, their human resource capacity is limited.

“ The RUNOs have the technical and institutional capacity and commitment to execute the Programme. However, their human resource capacity is limited. In all RUNOs, the Technical Lead is the main or sometimes sole driver on the project for their Agency, and administrative support was stretched. None of the RUNOS was able to provide staff solely dedicated to the Grenada Programme, therefore, all the Technical Leads are assigned to various other programmes and

⁶ It should be noted that UNICEF uses a different system to account for commitments compared to the other RUNOs, excluding for example salary commitments, which explains why the over execution figure is lower.

countries that their Agencies operate in. Despite their best efforts, there are limits to the extent to which they can lead the execution of the programme, even more so as they are based outside of Grenada.” [Key informant]

For all RUNOs, the Technical Lead is the main or sometimes sole driver of the project for their Agency, and administrative support was stretched. None of the RUNOS was able to provide staff solely dedicated to the Grenada Programme, therefore, all the Technical Leads are assigned to various other programmes and countries that their Agencies operate in. Despite their best efforts, there are limits to the extent to which they can lead the execution of the programme, even more so as they are based outside of Grenada.

To help mitigate some of this deficit in implementation, in September 2021 an Acceleration Plan was developed that examined the challenges to implementation and proposed actions for achieving results. This is to be implemented alongside the COVID-19 Response Plan also from September 2021.

CSOs

As discussed in question 6 above, absorption capacity of the CSOs was identified as a potential risk and did emerge during implementation. This concern was raised frequently during interviews, including by CSOs. So far some have had problems with the duration of their grants, which have led to significant delays in their projects. Given their organisational structure they find it difficult to meet the requirements of RUNOs and are therefore considered risky. One RUNO described as follows:

“...when we are doing grants to civil society organisations, it has a lot of hand-holding... even from the point of receiving the applications, we would have had to review, give feedback to the organisations on how they could improve the applications, meet with them, go through that process, have them re-submit, know that we have a long internal clearance process at times. ...so it takes a lot of time, I think, to do the Pillar 6 grant work because you do have to spend a lot of time with the organisations.” [Key informant]

Government

Government partners in Grenada have also experienced challenges to meet the standards for entering into partnerships with the RUNOs, and in some cases managing the grants in a timely manner. The capacity of the Government to implement is also affected by capacity gaps. In particular, the knowledge and skills within the relevant government departments to drive the process within the principles of leave no one behind and with a human rights perspective is deficient.

Key findings:

- As of September 2021, all RUNOS were lagging behind with overall financial expenditure and commitments at 39 per cent. While overall this is true, there appears to be errors in the reported individual expenditure by budget line.
- CSOs and Government have difficulty meeting the standards for entering into partnerships with the RUNOS, and in some cases managing the grants in a timely manner.
- While the RUNOs have the technical and institutional capacity and commitment to execute the Programme as planned. However, their human resource capacity is limited, with none having staff dedicated solely to the Grenada Spotlight Initiative.

Recommendations:

- Before the end of Phase 1, the RCO (and RUNOs) should investigate and verify the financial reports, making sure the reported expenditure amounts are correct and properly categorised.

- In Phase 2, the capacity strengthening of CSOs and institutions (Pillars 6 and 2) should receive renewed priority by the responsible RUNOs so that CSOs and government are better equipped to prepare grant applications and manage those grants according to the RUNOs standards.

D. EFFICIENCY

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

Very Good – Good

Problems

Serious deficiencies

Chosen implementation mechanism

Implementation of the Spotlight Initiative is a collaborative effort between four RUNOs, one associated agency, Government Ministries and CSOs. In addition to working under the “one UN” reform, in order to strengthen collaboration and synergies within the Pillars, Joint Pillar Teams were formed.

The RUNOs are working under the “One UN” format, but with some challenges, given their different internal processes, such as procurement, which are slow and often not flexible or very responsive to urgent changes. The effect is that implementation is still a somewhat disjointed approach. As one key informant opined, more could be done under the “one UN” format,

“...they could definitely leverage a lot more, the benefits of each agency to find a lot more common ground and joint solutions to issues as opposed to just looking at each as their own set of activities and budget and limiting themselves to, OK, we've done this.” [Key informant]

KIIs reported that the use of Joint Pillar Teams further improved the collaboration between the partners more so than working as separate Pillar teams.

The implementation modality of working through government Ministries and CSOs has faced some challenges. As already discussed in section A, in general, the pace of getting things done in government ministries is slow plus they are also faced with capacity gaps in staffing. Many of the CSOs had difficulty in meeting the criteria to access UN funding due to their capacity issues discussed before. Because of this the small-grant funding process was utilised, particularly for Pillar 6, as the process is not as onerous on the CSOs. Unlike the regular requirements for an implementing or a responsible partner, in the case of a small-grant modality, a risk capacity assessment is not required and is therefore more geared towards grassroots organisations such as those operating in Grenada under the Spotlight Initiative. Even so, a lot of handholding was required in order to access funding through this process. Subsequently, small grants were provided to three CSOs: (1) the Beaton, Laura, La Femme and Ballies Bacolet (BLLB) Community Development Organisation, supporting the rights of children in those communities; (2) the Grenada Education and Development Programme (GRENED), which focuses on social development of families and local communities for national sustainability; and (3) GrenCHAP, with a mandate to empower marginalised populations such as LGBTQ+ community and sex workers.

Programme Management Cost

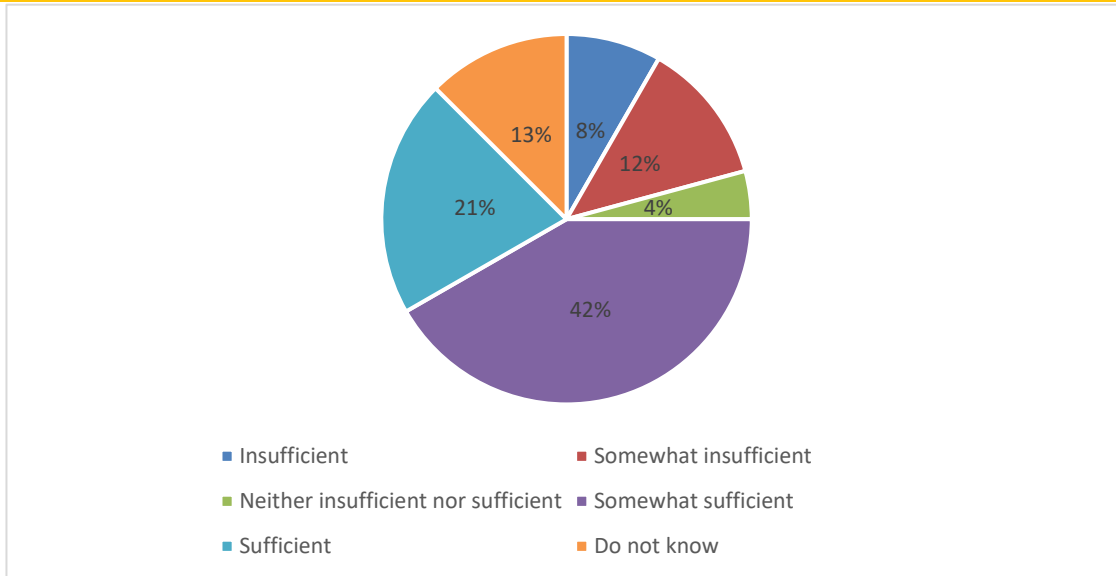
The programme management cost is set at a maximum of 18 per cent of the overall budget for the Spotlight Initiative at the global level. According to the project documents 17 per cent of Grenada’s budget is allocated to management cost, which covers the following: staff and personnel; supplies, commodities and materials; equipment, vehicles, and furniture; contractual services; travel; and general operating and other direct costs. Key informants who commented on the management costs all agreed that the ceiling of 18 per cent management costs was not sufficient.

“...when you have a programme of five million dollars, 18 per cent gives you an absolute value that enables you to hire people, but when you talk about 1.6 million dollars 18 per cent is

ridiculously low. And the problem starts when you start extending the project duration.” [Key informant]

Survey respondents also agreed that the budget was not quite enough to achieve the expected results – 21 per cent of respondents said the budget was sufficient to implement the programme, while 42 per cent said it was “somewhat sufficient.”

Figure 7. Financial resources budgeted sufficient to implement the programme



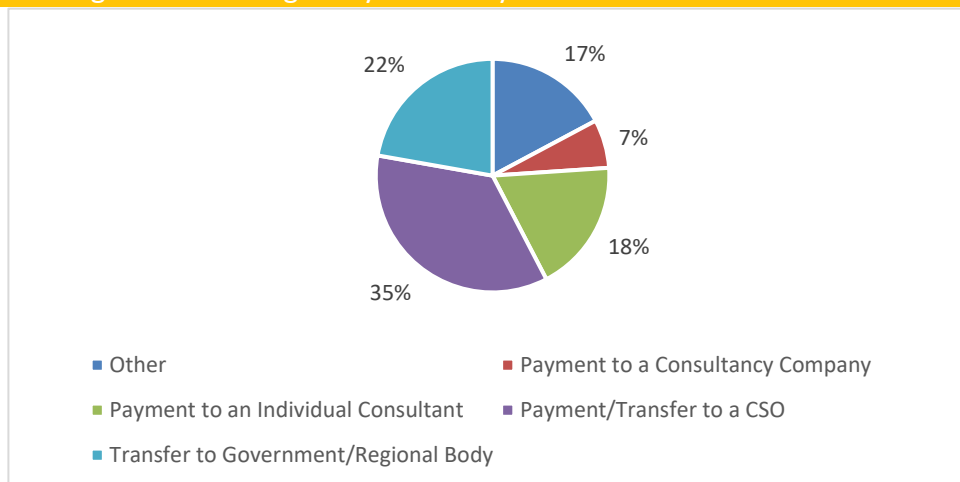
Source: Online survey conducted by hera

Budget by delivery mechanism

One issue that was raised repeatedly during KIIs was the use of consultants by the RUNOs in the implementation of the Spotlight Initiative activities. Many KIIs felt that too many consultants were being used by the project. Because of the lack of sufficient and or adequate human resources capacity within the CSOs and government that was discussed earlier, it does mean that quite often consultants are required for implementation of programme activities. This includes consultants recruited by CSOs and government for implementation of activities under their grants. That stated, there seems to be a strong belief among CSOs that the project uses too many consultants and that the funds spent on consultants can be better spent on activities that directly benefit beneficiaries.

A review of the programme budget by delivery mechanism sheds some light on this issue. As shown in the chart below, 18 per cent of the budget is payment to individual consultants and 7 per cent to consulting firms. In terms of expenditure on consultants, as mentioned in question 9, overall, the total spent on contractual services was lower than budgeted, however three of the four RUNOs did overspend on such services.

Figure 8. Programme budget by delivery mechanism



Source: Spotlight Initiative Grenada budget

Key findings:

- The implementation of the Spotlight Initiative as “one UN” is hindered by the different internal systems of each agency.
- The implementation modality of working through CSOs and government to implement the Spotlight Initiative activities has faced challenges because of varying capacity limitations and the inability of CSOs to meet the requirement for funding from UN agencies.
- In the opinion of key informants, the current ceiling of 18 per cent management fee is insufficient for effective implementation, especially given the relatively small size of Grenada’s Spotlight Initiative budget.

Recommendations:

- For phase 2, RUNOs should explore the possibility to use a larger scale CSO “second-tier” or intermediary organisation that would meet the RUNOs requirements for funding and then allow them to redistribute said funds to smaller organisations.
- The Secretariat should conduct a thorough financial analysis to determine the optimal level of management fees and increase the current rate if it can be established that it is indeed insufficient and hampers progress in achieving the outcomes.

| | |
|--|---|
| <p>11A. How effectively is the Initiative managed? 11B. How effectively is the Programme managed? Are the governance and management mechanisms for the Initiative at national level adequate and functioning as planned? Do partner government and other partners (please consider CSO and EU Delegation) in the country effectively participate in these mechanisms?</p> | <p><input checked="" type="checkbox"/> Very Good – Good</p> <p><input type="checkbox"/> Problems</p> <p><input type="checkbox"/> Serious deficiencies</p> |
|--|---|

Support from the Global Secretariat

Based on interviews collected, the Spotlight Initiative Secretariat provides useful guidance to the country team. For example, templates and supporting notes were provided for many aspects of the programme during design and implementation, which was helpful with streamlining required programme reports the team is required to submit from time to time. The Secretariat provided valuable support during the programme design stage in developing the country programme documents, the budgets and similar documents, by making available to the team an operations compendium. Similarly, during the implementation phase, they have provided the needed guidance for the annual reporting, mid-year updates and promoting the use of the Theory of Change. This is combined with briefings and learning workshops on different themes. For instance, a briefing was held on how to complete the annual report templates and a learning workshop was held on Participatory Monitoring and Evaluation and working with men and boys. Quarterly meetings are also held with the group of Programme Coordinators in the region to talk about emerging issues and provide support for dealing with them.

The PCIU reported that overall, the relationship with the Global secretariat is very good. They engage quite frequently. And while one-on-one meetings have been held, exchanges have mostly been by email. This, however, has not affected the Secretariat’s responsiveness, which is considered very good. For example, email correspondence is usually quickly directed to the Secretariat team member most knowledgeable about the information being sought and a response is usually quickly forthcoming.

Survey respondents had a positive perception of this relationship. Among survey respondents who had an opinion on the relationship between the country programme team and the Spotlight Initiative Secretariat, the most common response is that the relationship is good.

Yet, there are challenges. Three that were mentioned are: 1) the capacity building model 2) clarity on technical coherence and 3) the programme budget.

There is dissatisfaction with the guidance on capacity building. The prevailing 1- or 2-day classroom (virtual or in-person) workshop model used for capacity building, is not conducive to building capacity that would trigger results, but at most only marginally increases the knowledge on a subject matter. Suggested for consideration is a capacity model that allows the CSOs and government institutions to learn by doing and document as they learn. It is felt that the suggested model is more sustainable and would better serve Grenada, but may mean diverting some of the funds from consultants that run the workshops directly to the CSOs so that they can afford to learn and grow and build strong organisations while implementing the Spotlight Initiative. Concerning is the fact that in the two years since the Spotlight Initiative started, the capacity building components of the programme (Pillars 2 and 6) are yet to get off the ground in a meaningful way. Additionally, with regards to capacity, it was reported that the Secretariat’s guidance note on capacity building is lacking in depth, a document that would be particularly useful for Grenada where the starting capacity is very low.

The lack of clear standards on technical coherence was raised as a challenge. While there are some notes provided on technical coherence by the Secretariat in the operations manual, it’s felt that it’s lacking in clarity on what the role entails, and in particular how RUNOs interpret that role. Moreover, the Programme

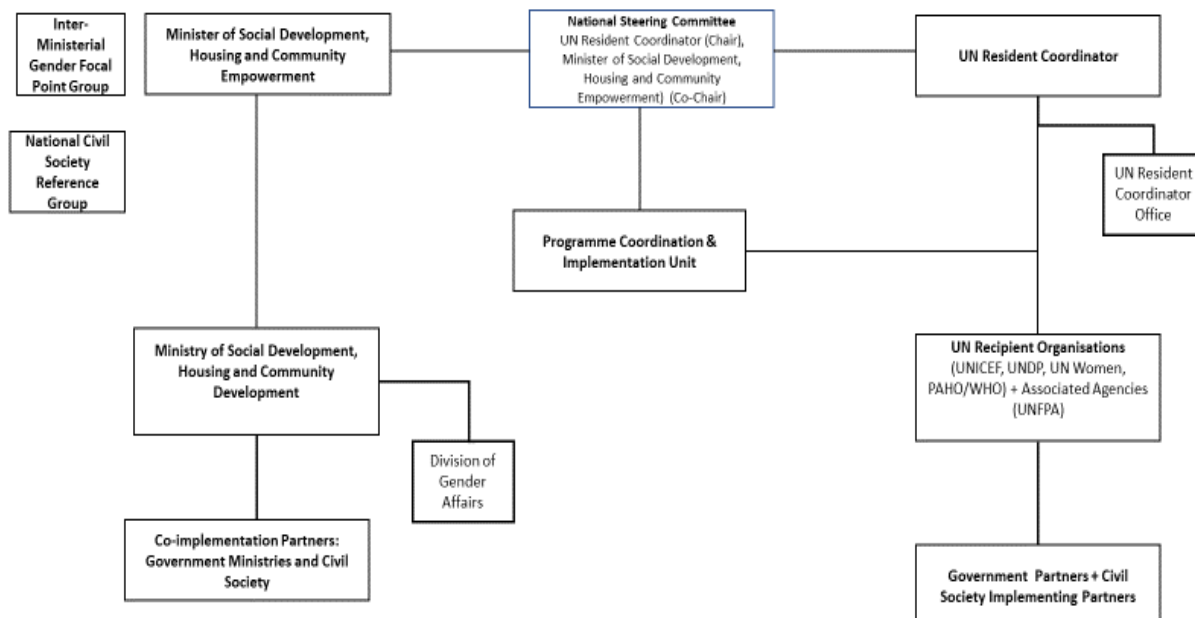
Coordinator is responsible for both technical coherence and coordination, the former currently very demanding, but without clear guidelines.

Lastly, regarding the budget, the challenge reported is that the Grenada Spotlight Initiative is the smallest of all the Spotlight Initiative programmes and thus has the smallest budget, but many of the demands and the requirements of the programme costs the same as that of larger programmes with more funding - that is there are elements that cost the same regardless of the size of the target population. There is concern that the required staff component needed to get results cannot be hired with the smaller budget, thus putting the Grenada programme at a disadvantage.

Governance mechanism

The Spotlight Initiative management and coordination structures appear to be functioning well in Grenada, though they got off to a slow start. According to the CPD, the chart below provides an overview of the governance structure of the Spotlight Initiative in Grenada. As depicted below, the National Steering Committee is the highest decision-making body and has the responsibility “to provide strategic guidance, fiduciary and management oversight and coordination.”

Figure 9. Spotlight Initiative Governance Structure



Source: Spotlight Initiative Grenada Country Programme Document

NSC

The NSC is co-chaired by the RCO and the Minister of Social Development, Housing and Community Empowerment, the lead implementing ministry. Members of the NSC include representatives from the EUD, GoG, CS-NRG, and each of four RUNOs. Other stakeholders such as representatives from academia, research institutions, local communities and the private sector may be invited to participate in planning, deliberation and monitoring roles of the Committee, if necessary.

According to programme documents, the main task of the NSC is to guide and oversee the implementation of the Spotlight Initiative Country Programme by fulfilling the following roles and responsibilities:

- Ensure proper communication and coordination on the Spotlight Initiative at the country level, and support a participatory implementation of the country programme.

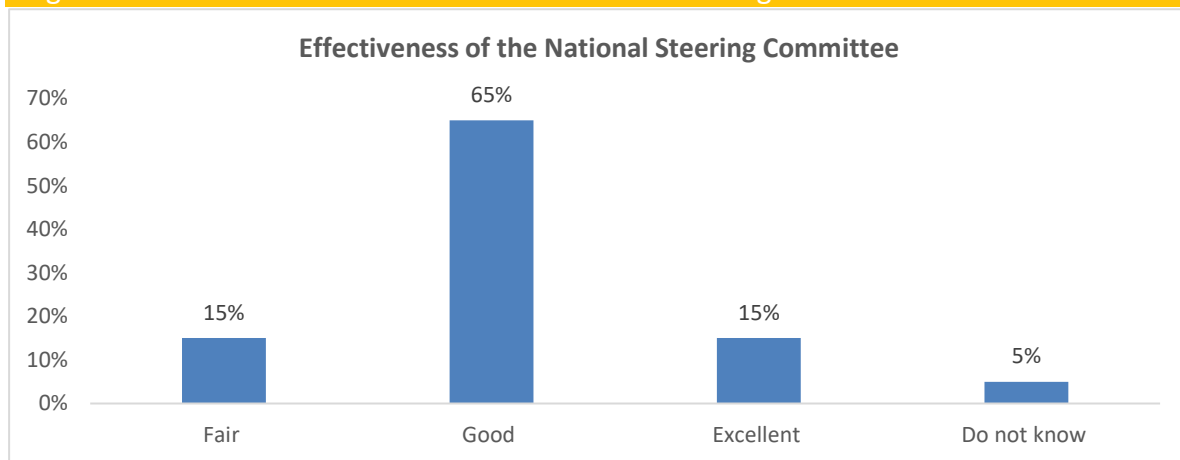
- Approve programme annual work plans, review output level results, adjust implementation set-up.
- Review and approve periodic and annual joint programme narrative reports submitted by the RUNOs.
- Approve any programmatic or budgetary programme revisions
- Review risk management strategies and ensure the programme is proactively managing and mitigating risks.
- Manage stakeholder relationships at the country level.

It is noteworthy that the first NSC meeting occurred in November 2020, eleven months after the start date and eight months after the official launch; a clear indication of the slow pace at which the programme began. And while meetings are supposed to be held quarterly, only three meetings were held so far, at the time of data collection for this assessment.

Looking at the roles and responsibilities of the NSC, communications is one area that was highlighted by several KIs needing improvement. Gaps in communication is evident by the lack of knowledge of Spotlight Initiative activities by the partners and beneficiaries beyond their own projects. Many stakeholders stressed that there is a gap in the sharing of information about Spotlight Initiative activities and a lack of knowledge among the wider population about the Spotlight Initiative in Grenada.

Perception on the effectiveness of the NSC is further gleaned from respondents to the survey. The majority of survey respondents perceived the committee to be operating effectively - 'good' (65 per cent) or 'excellent' (15 per cent).

Figure 10. Effectiveness of the National Steering Committee



Source: Online survey results

Management of the Programme

PCIU

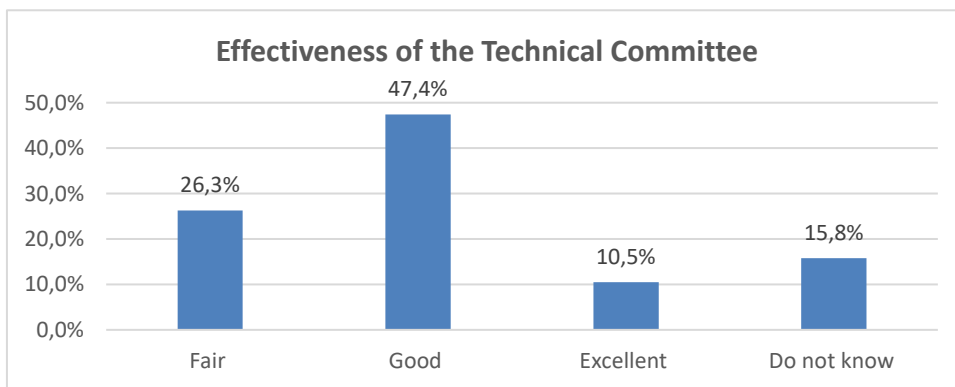
The PCIU coordinates partnerships among the various agencies with technical guidance from UN Women in its capacity as lead technical coherence agency, and under the overall supervision and guidance of the RCO. The PCIU was established in the last quarter of 2020 and includes the Programme Coordinator, who fulfils the roles of both technical coherence and coordination, a Monitoring and Evaluation and Knowledge Management Consultant, a Communications Specialist and a Programme Associate. They currently operate remotely due to the pandemic. Their main role is to coordinate the execution of the programme and play a key role in ensuring coherence between outcomes, coordination among the agencies

responsible for implementing several activities, and monitoring the Initiative. The PCIU also coordinates communication and monitoring & evaluation efforts concerning the Initiative. Since its formation, their work has been focused on establishing and/or strengthening the governance mechanisms, understanding and building on the cohesion among the Agencies, Pillars and main Partners, as well as beginning to establish relationships with implementing partners and with external partners, such as the Spotlight Initiative Secretariat and the Communities of Learning. They also assist the RUNOs and Associate Agency in identifying challenges and developing a plan of action.

TCOC

The governance structure also includes the Technical Coherence and Operations Committee (TCOC). Members of the TCOC include the Pillar Leads, representatives from the CS-NRG, the Associate Agency, and the EUD (as of 2021). The TCO meetings are supposed to be held monthly, in order to closely monitor progress. Two meetings were held in 2020 with the emphasis on fast-tracking delivery of the Spotlight Initiative.

Figure 11. Effectiveness of the Technical Committee



Source: Online survey results

CS-NRG

Through the mechanism of the CS-NRG, representation from civil society was sought in the design and execution of programme activities. There are nine individuals on the CS-NRG. The CS-NRG is represented on the NSC and TCOC and reportedly offers invaluable insights on programme implementation, governance, coordination, and accountability. However, CS-NRG has expressed some frustration with the lack of clarity as to their role on the Spotlight Initiative.

“... we have made strides, there's still a lot to go because initially I was a bit confused as to what the role of this strategy was in the overall picture of the Spotlight Initiative. And I guess as we attended and participated in meetings it became clearer. I still think that there's a lot more that we can be involved with because many times as a member of the CS-NRG, I tend to hear about projects and programmes after the fact. And then it always leads me to the question, shouldn't we be a part of the discussions.” [Key informant]

Key findings:

- The Grenada Spotlight Initiative received valuable support from the Global Secretariat during the design and implementation phase. Survey respondents also view the collaboration between the Global Secretariat and the national Spotlight Initiative team in a positive light.

- There is a lack of clear guidance on capacity building. Further to this, the prevailing 1- or 2-day classroom (virtual or in-person) workshop model is not seen as conducive to building capacity that would trigger results.
- There is a lack of clear standards on technical coherence and in particular how RUNOs interpret that role.
- The Programme Coordinator’s dual roles of Technical Coherence and Coordination for the PCIU is affecting the time dedicated to the coordination of the Spotlight Initiative in Grenada.
- The coordination between the governing structures is believed to be adequate, however, there are shortcomings in the ability to keep up with a calendar of meetings and allow key management partners to maintain a consistent line of communication about the program’s activities.

Recommendations:

- In phase 2, the RUNOs, RCO, and the Secretariat should consider accelerating the capacity building components of the programme by giving those activities priority and consider approaches, other than 1-and 2-day workshops, to capacity building that are more effective and sustainable.
- In Phase 2, consideration should be given to having having a dedicated person for Technical Coherence, thus enabling the Program Coordinator to focus more on the coordinating responsibility
- In Phase 2, the PCIU and the RC should establish and maintain a consistent line of communications between the various programme partners (GoG, CSOs, RUNOs, EUD) about programme activities and events.
- As similarly recommended in question 4, in Phase 2, The CS-NRG needs to be provided with clearer guidance so members better understand their role and be supported in playing a more active role in terms of providing technical guidance for the programme.

| | |
|---|--|
| <p>12. Are the chosen implementation and coordination mechanisms (a “new way of working”, in line with UN Reform) contributing to efficiency?</p> | <input checked="" type="checkbox"/> Very Good – Good |
| | <input type="checkbox"/> Problems |
| | <input type="checkbox"/> Serious deficiencies |
| <p>According to the 2020 Annual Report, the SDG-Programme Team (SDG-PT) is the main strategic programmatic coordination structure of the United Nations Sub-Regional Team for the Eastern Caribbean. The RCO is the chair of the SDG-PT, and within the context of the Spotlight Initiative, the RCO provides leadership for the “One UN” system of management. The PCIU coordinates the mechanisms for governance and implementation of the Spotlight Initiative in Grenada. It functions under the general supervision and guidance of the RCO. The PCIU supports all RUNOs in the implementation of the programme, coordinates the execution of the programme and plays a key role in ensuring technical coherence between the outcomes and among the RUNOs. The PCIU also coordinates communications, monitoring and evaluation efforts of the programme. These coordination structures are critical to the smooth operations and effective delivery for the Spotlight Initiative in Grenada.</p> <p>Under the “One UN” reform, RUNOs are working closer together at the technical level on the Grenada Spotlight Initiative. For example, PAHO and UNFPA collaboration involved UNFPA providing technical support and PAHO providing funding and administrative support for the same activity. In another example,</p> | |

PAHO and UNICEF used the same consultants to develop Standard Operating Procedure (SOP) documents and draft policies as well as relied on the same evidence and victims' voices to avoid duplication and consultation burn-out among service providers and beneficiaries. And in yet another example, UNICEF and UNFPA worked closely together to plan, problem solve and implement activities to build capacity of teachers for piloting better implementation of the Health and Family Life Education curriculum in Grenada.

Along with their partners in Grenada, with whom they are working together under the Joint Pillar Teams, this coordinated holistic approach is resulting in *"coordinated approaches, complementary strategies and activities, and increased knowledge sharing"* (2020 Annual Report) among varying professionals, which is said to be creating an inclusive coordinating mechanism.

Another example of this coordinated effort are the meetings of the 4 RUNOS and the PCIU which are held periodically to share updates and discuss cross-pillar and cross-RUNO matters. Yet another example is the joint work planning for the programme's COVID-19 response under the leadership of the RCO. "This interagency collaboration enabled the team to respond more flexibly and efficiently to the outbreak of the pandemic." (2020 Annual Report)

Finally, the RCO has developed an effective "one UN" interface, presenting the Spotlight Initiative as a cohesive team during interactions with external partners. This achievement has allowed the Spotlight Initiative team to minimise duplication in programme partnerships and strategically work to strengthen and expand partnerships for the Initiative.

However, pursuing a new way of working within and among the RUNOs has had its challenges. KIs reported that the collaborations are hampered by different processes within each agency. One way this was revealed is through the report by KIs of different consultancies for different RUNOs who appear to be working on similar assignments or gathering similar data. While the collaborations mentioned above suggest less of this should be happening, over and over, KIs mentioned consultant fatigue as a concern and weary of being asked to provide similar information by back-to-back consultants.

Further to this, survey respondents noted the following challenges faced with the "one UN" reform under the Spotlight Initiative:

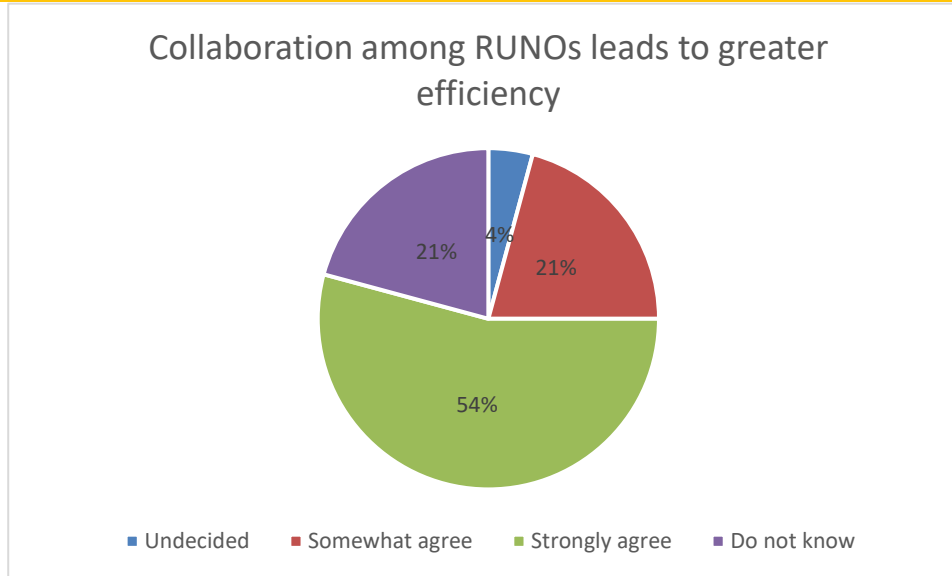
"Different agencies, differing procurement processes, but we have tried to limit any undue pressure on partners." [Key informant]

"Working as one whilst satisfactory, however recognising the mandate each has for deliver on leaving no one behind can become complicated" [Key informant]

"RUNOs are overwhelmed with the amount of activities that need to be delivered in short timelines. Thus, this affects the time dedicated to coherence and coordination." [Key informant]

In terms of efficiency of this new way of working, the survey results show there is a perception of efficiency among survey respondent – 54 per cent of respondents "strongly agree" and another 21 per cent "somewhat agree" with the statement that the collaboration among RUNOs has led to greater efficiency. Interestingly, no respondents selected the response "strongly disagree" or "somewhat disagree."

Figure 12. Efficiency of collaboration among RUNOs



Key findings:

- RUNOs have begun working together resulting in “coordinated approaches, complementary strategies and activities, and increased knowledge sharing” and the majority of survey respondents is of the opinion that the “one UN” has led to greater efficiency.
- While the data collected from KIs and project documents demonstrate that RUNOs are adapting to the “one UN” reform and collaborative efforts are being made, nonetheless there are still independent and divergent internal processes within each agency, such as procurement, that create challenges with these efforts.

Recommendations:

- RUNOs should better coordinate and streamline consultancy assignments, to the extent possible, to find synergies and avoid the perception of duplication of effort by consultants as reported by CSOs and Implementing partners.

E. SUSTAINABILITY

13. 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

The Spotlight Initiative in Grenada does not have a separate sustainability plan, though elements that promote sustainability are included in the programme’s design and implementation. The programme is expected to build the capacity of government institutions (Pillar 2), Women’s Rights Organisations (WROs) and CSOs, including grassroot Organisation that have been working on EAWG in Grenada (Pillar 6).

Government Institutions

With respect to Government, one of the mechanisms that was expected to be used to build sustainability is the involvement of the gender focal points. The Inter-Ministerial Council of Gender Focal Points serves as the Government of Grenada Reference Group for the Spotlight Initiative, to facilitate and monitor coordination of the whole-of-government approach and support coordination of technical aspects of the Spotlight Initiative in Grenada. Gender Focal Points are based within all Government Ministries and Statutory Bodies and they have a mandate to advocate for and facilitate gender mainstreaming in the whole-of-government. While these pre-dated the Spotlight Initiative they set the stage for the sustainability of its interventions and outcomes. The expectation is that if they are involved in the project’s implementation the capacity will be built within the government and the work can continue after the consultants have left and the Spotlight Initiative is no longer there.

Another avenue for sustainability building as envisioned by the Grenada Spotlight Initiative is having staff directly involved in the preparation of SOPs and other draft documents and campaign material (Pillars 3 and 4). Some of the tools developed in Pillar 4 and the prevention messages developed in Pillar 3 were drafted by staff members involved in the implementation teams.

The project is also depending on high-level government buy-in as a sustainability strategy. Given that the programme enjoys high-level engagement from government, including the Prime Minister (as described in section A), it is believed that this would ensure a sense of national ownership of the Spotlight Initiative. This, coupled with the integration of activities within the ministries through the gender focal points and Cabinet-approved policies and procedures is seen as laying the groundwork for sustainability vis-a-vis the government. The belief is that having Cabinet-approved policies and or protocols around the expected Spotlight Initiative outputs will ensure implementation of these targets beyond the project end date across the ministries by a cadre of people with project experience.

Unfortunately, the gender focal points are not yet fully engaged due to staffing changes in several of the ministries (in some cases new focal points need to be identified) and expected policies are still in draft format. It therefore remains unclear as to whether government buy-in and the experience of the staff under Pillars 3 and 4 are enough to sustain the results of the Spotlight Initiative once the programme ends.

Women Rights Organisations (WROs) and CSOs

Developing the capacity of the women’s movement is seen as critical for the sustainability of the Spotlight Initiative. This is because in Grenada women’s rights advocates are the ones that lead the charge on advocacy and accountability for EAWG. As such, the Spotlight Initiative in Grenada is expecting the women’s movement to play a leading role in mobilising the support of other CSOs and the wider society

for making advances in these areas. In terms of building sustainability by building the capacity of CSOs and WROs, as discussed in MTA question 8, several challenges have been encountered. Some CSOs and WROs have not yet been engaged under the programme, and many of those that have been engaged have received small grants to be used towards scaling up existing programmes. Furthermore, the organisation at the core of the women's movement is experiencing systemic, administrative and operational challenges. It therefore does not appear feasible that sustainability of the Spotlight Initiative can be achieved through this strategy unless a robust effort is made during Phase 2 to prioritise and implement capacity building activities under Pillar 6.

Key findings:

- There is no separate Spotlight Initiative sustainability plan in Grenada.
- Sustainability is expected to be attained through capacity building efforts and the processes used to implement the programme. However, the progress in Pillar 6, which is expected to build the capacity of CSOs and the Women's movement and Pillar 2 focused on institutional capacity is still limited.

Recommendations:

- The RUNOs and Technical Committee (with participation of the implementing partners and government) should develop a sustainability plan and exit strategy as part of Phase 2, specifying the exact actions required within that timeframe and who is responsible for executing each element of the plan.
- The Government, with encouragement from the Spotlight Initiative team, should identify the gender focal points from each ministry and ensure that their already defined roles in the project, becomes a reality in Phase 2.
- RUNOs responsible for Pillars 2 and 6 activities should review and prioritise these to ensure some level of sustainable capacity building takes place institutionally and within CSOs during Phase 2.

F. KEY FINDINGS AND RECOMMENDATIONS

1. PROGRAMME DESIGN

Key findings:

- The design of the Grenada programme used a participatory process that involved a series of consultations with key stakeholders' groups namely from the government, the UN community, civil society, guided by experts in the prevention and the response to VAWG with knowledge of and familiarity with the situation in the country.
- For the most part, stakeholders across the board believe that the Grenada programme as designed is well aligned with the Spotlight Initiative Principles. However, many key informants expressed concern that the principle of "leaving no one behind" was not fully incorporated into the programme activities, especially as it pertains to the participation of the small-scale women groups and organisations operating in the rural areas and in the islands of Carriacou and Petite Martinique.
- The online survey also signalled some reservations about the extent to which the programme is reinforcing the women's movement at the regional and national levels. The participation of women organisations, especially smaller, grassroots women organisations has been a challenge for the programme during the first phase of implementation given the restrictions they face to access the Spotlight Initiative funding.
- The risk assessment matrix developed for the Grenada programme at the time of its design identified several risks (contextual, programmatic, institutional and fiduciary) of which at least three were ranked as high and likely to have significant consequences. However, the measures proposed to mitigate them were seen by some stakeholders as either not totally appropriate or not properly implemented.
- The concerns identified pre-COVID-19 were mostly related to the institutional or absorptive capacities of the implementing partners (i.e. CSOs and the government), the usual slow pace of execution, and meeting the staffing needs of the programme.
- The crisis and the disruptions associated with the COVID-19 pandemic have adversely affected the implementation of Phase 1 of the Grenada programme, leading the Spotlight Initiative team to adjust many activities while postponing or halting others. Despite modifications to the work plan and the programme's budget to respond to the crisis, implementation suffered from delays and from the lack of proper equipment to operate virtually.

Recommendations:

- As they prepare for Phase 2, the technical team should investigate ways to expand access to the programme's financial resources for smaller, grassroots women organisations that lack the infrastructure and the means needed to comply with the RUNOs requirements.
- A targeted effort needs to be undertaken to expand the reach of the Spotlight Initiative to the rural areas and the islands of Carriacou and Petite Martinique and ensure that women and organisations from these areas can benefit in a more meaningful way from the programme's activities.
- There is a need to draw from the lessons of the initial design process (i.e., the consultative process) and build on the good collaboration between key stakeholders that has been achieved during the

implementation of the programme to ensure that their inputs are given due consideration in planning for Phase 2.

- As the preparations for Phase 2 get into full gear, there is a need for the Spotlight Initiative in Grenada to consider ways to enhance the visibility of the programme to promote better awareness of its interventions among potential and existing beneficiaries, and broaden its presence among groups and communities that have not yet been reached. (e.g. in rural areas of Carriacou and Petite Martinique).
- Collecting user feedback is a critical part of the monitoring and continuous improvement of any development intervention. However, getting feedback and processing them in a meaningful way can be a very time-consuming task that also requires a particular set of skills and dedicated resources. Assessing the needs associated with an effectively run feedback system should be seen as a priority during the design of Phase 2.
- To facilitate the monitoring of the programme by all stakeholders, an updated monitoring table including each activity, outcome and output and their status, should be shared with all the partners before technical and governance meetings.
- Prior to Phase 2, the country team and the RUNOs should review the targets initially set for the outputs and outcomes, discuss the proposed amendments with relevant stakeholders (e.g. CS NRG, EUD and GoG) and adjust where necessary. At the same time, they should assess whether there are any other relevant output or outcome indicators that the Grenada programme should consider tracking and that could be added to the results matrix.
- Drawing on the lessons of Phase 1, additional mitigation measures as well as different and more “out-of-the-box” approaches should be explored to address those more persistent risks associated with the lack of capacity of the CSOs and in particular of the small, grassroots women organisations, and the burdensome administrative processes at the root of the slow pace of implementation.
- Prior to Phase 2, there is a need to review the mitigating measures proposed in the updated risk assessment matrix considering their limited effectiveness in preventing or reducing the impacts of some of the risks that were duly identified by the programme.

2. GOVERNANCE-

Main findings:

- The Government of Grenada remains committed to implementing the Spotlight Initiative. Despite the pandemic-related and organisational constraints that many of the Ministries faced during the past two years, they have managed to proactively engage with the other partners involved in the different pillars.
- The RUNOs have shown a continued commitment to the Spotlight Initiative programme in Grenada. They have demonstrated the ability to adapt to the specific circumstances of working in Grenada without a physical presence on the island and without the appropriate level of staffing.
- The CS-NRG members are committed to the Spotlight Initiative, though they would welcome improved communication regarding programme activities and further clarity on their role and on the ways in which they can better contribute to the program.

- The EUD expressed their general satisfaction with the focus of the implementation and achievements thus far while acknowledging the time constraints, despite concerns about some initial design features and some decisions that were made early on, without taking their views into consideration.
- The Grenada Spotlight Initiative received valuable support from the Global Secretariat during the design and implementation phase. Survey respondents also view the collaboration between the Global Secretariat and the national Spotlight Initiative team in a positive light.
- There is a lack of clear guidance on capacity building. Further to this, the prevailing 1- or 2-day classroom (virtual or in-person) workshop model is not seen as conducive to building capacity that would trigger results.
- There is a lack of clear standards on technical coherence and in particular how RUNOs interpret that role.
- The Programme Coordinator's dual roles of Technical Coherence and Coordination for the PCIU is affecting the time dedicated to the coordination of the Spotlight Initiative in Grenada.
- The coordination between the governing structures is believed to be adequate, however, there are shortcomings in the ability to keep up with a calendar of meetings and allow key management partners to maintain a consistent line of communication about the program's activities.

Recommendations:

- The Government should focus on activating and supporting the Inter-Ministerial Council of Gender Focal Points which could play a fundamental role in ensuring the sustainability of the interventions currently piloted and executed under the Spotlight Initiative, while expanding national ownership of the efforts to end VAWG.
- In preparing for Phase 2, there is a need to revisit the role of the CS-NRG and devise ways to harness the willingness of its members to contribute more effectively to the implementation of the programme. The Spotlight Initiative team should also come up with a plan and guidelines to ensure more fluid communication and interactions with all stakeholders on the programme's activities.
- In preparing for Phase 2, the views of all the partners, including the EUD, should be taken into consideration unless not possible and duly justified.
- In Phase 2, the PCIU and the RC should establish and maintain a consistent line of communications between the various programme partners about programme activities and events.
- In phase 2, the RUNOs, RCO, and the Secretariat should consider accelerating the capacity building components of the programme by giving those activities priority and consider approaches, other than 1-and 2-day workshops, to capacity building that are more effective and sustainable.
- In Phase 2, consideration should be given to having having a dedicated person for Technical Coherence, thus enabling the Programme Coordinator to focus more on the coordinating responsibility
- In Phase 2, the PCIU and the RC should establish and maintain a consistent line of communications between the various programme partners (GoG, CSOs, RUNOs, EUD) about programme activities and events.

- As similarly recommended in question 4, in Phase 2, The CS-NRG needs to be provided with clearer guidance so members better understand their role and be supported in playing a more active role in terms of providing technical guidance for the programme.

3. PROGRAMME MANAGEMENT

Main findings:

- With the RCO support, the Grenada Spotlight Initiative has put together a framework that has facilitated joint programming and collaboration among the RUNOs, while avoiding duplications across the Pillars in alignment with the “One UN” reform agenda. Nevertheless, there are still some challenges to efficiency, especially in regard to managing the flow of communication and adjusting to the processes and procedures of the different agencies.
- It is widely accepted that the RUNOs have the technical capacity to implement the Spotlight Initiative programme, but there are still issues with insufficient staffing and competing priorities, given the multi-country nature of the agencies serving Grenada, that affect the effectiveness of their work. The delivery of capacity building and technical support to the programme’s implementing partners and grantees was more challenging due to these constraints.
- The implementation of the Spotlight Initiative as “one UN” is hindered by the different internal systems of each agency.
- The implementation modality of working through CSOs and government to implement the Spotlight Initiative activities has faced challenges because of varying capacity limitations and the inability of CSOs to meet the requirement for funding from UN agencies.
- In the opinion of key informants, the current ceiling of 18 per cent management fee is insufficient for effective implementation, especially given the relatively small size of the Grenada’s Spotlight Initiative budget.
- RUNOs have begun working together resulting in “coordinated approaches, complementary strategies and activities, and increased knowledge sharing” and the majority of survey respondents is of the opinion that the “one UN” has led to greater efficiency.
- While the data collected from KIs and project documents demonstrate that RUNOs are adapting to the “one UN” reform and collaborative efforts are being made, nonetheless there are still independent and divergent internal processes within each agency, such as procurement, that create challenges with these efforts.
-

Recommendations:

- Looking ahead, the RCO and the National Steering Committee should reassess the functions of the PCIU and consider the possibility of expanding their role in key aspects of the programme’s implementation, related to the outreach and the support to potential and existing beneficiaries, partners and grantees.
- For phase 2, RUNOs should explore the possibility to use a larger scale CSO “second-tier” or intermediary organisation that would meet the RUNOs requirements for funding and then allow them to redistribute said funds to smaller organisations.

- The Secretariat should conduct a thorough financial analysis to determine the optimal level of management fees and increase the current rate if it can be established that it is indeed insufficient and hampers progress in achieving the outcomes.
- RUNOs should better coordinate and streamline consultancy assignments, to the extent possible, to find synergies and avoid the perception of duplication of effort by consultants as reported by CSOs and Implementing partners.

4. PROGRAMME IMPLEMENTATION AND RESULTS

Main findings:

- The MTA had insufficient M&E data to assess the programme's progress towards achievement of targets at this time.
- Due to the many factors discussed in the previous sections, namely, among others, the delays in getting the activities off the ground, the onset of the COVID-19 pandemic, the capacity deficit of potential and existing CSOs, there is indication that the Grenada programme has made limited progress towards achieving its expected outcome targets, although some preliminary progress has been made on outputs.
- The information obtained for the MTA through the desk review of the programme's documents and the qualitative interviews with key informants and direct beneficiaries did not bring sufficient information to compensate for the M&E data used to assess whether the outputs will still be achieved, and even less, whether they will lead to the expected outcomes.
- Aside from the disruptions caused by the COVID-19 pandemic, the timeframe proposed for achieving the targets set under some of the Pillars are considered unrealistic given the known constraints that tend to slow the pace at which such activities are usually implemented.
- As of September 2021, all RUNOS were lagging behind with overall financial expenditure and commitments at 39 per cent. While overall this is true, there appears to be errors in the reported individual expenditure by budget line.
- CSOs and Government have difficulty meeting the standards for entering into partnerships with the RUNOS, and in some cases managing the grants in a timely manner.
- While the RUNOs have the technical and institutional capacity and commitment to execute the Programme as planned. However, their human resource capacity is limited, with none having staff dedicated solely to the Grenada Spotlight Initiative.
- There is no separate Spotlight Initiative sustainability plan in Grenada.
- Sustainability is expected to be attained through capacity building efforts and the processes used to implement the programme. However, the progress in Pillar 6, which is expected to build the capacity of CSOs and the Women's movement and Pillar 2 focused on institutional capacity is still limited.

Recommendations:

- Ahead of Phase 2, the PCIU should update the monitoring data and the M&E matrix and quantitatively assess the programme's progress.

- In the immediate future, the Spotlight Initiative team should reassess the activities planned under each Pillar and determine whether or not the timeframe and the targets set for their completion should be maintained or modified, in light of their performance. The results should be communicated in a timely manner to all partners.
- Ahead of Phase 2, the M&E function of the Grenada programme needs to be strengthened (with adequate financial resources and skills mix) to lead the review of the programme's results framework and adjust the data collection process accordingly.
- Before the end of Phase 1, the RCO (and RUNOs) should investigate and verify the financial reports, making sure the reported expenditure amounts are correct and properly categorised.
- In Phase 2, the capacity strengthening of CSOs and institutions (Pillars 6 and 2) should receive renewed priority by the responsible RUNOs so that CSOs and government are better equipped to prepare grant applications and manage those grants according to the RUNOs standards. The RUNOs and Technical Committee (with participation of the implementing partners and government) should develop a sustainability plan and exit strategy as part of Phase 2, specifying the exact actions required within that timeframe and who is responsible for executing each element of the plan.
- The Government, with encouragement from the Spotlight Initiative team, should identify the gender focal points from each ministry and ensure that their already defined roles in the project, becomes a reality in Phase 2.
- RUNOs responsible for Pillars 2 and 6 activities should review and prioritise these to ensure some level of sustainable capacity building takes place institutionally and within CSOs during Phase 2.

G. ANNEXES

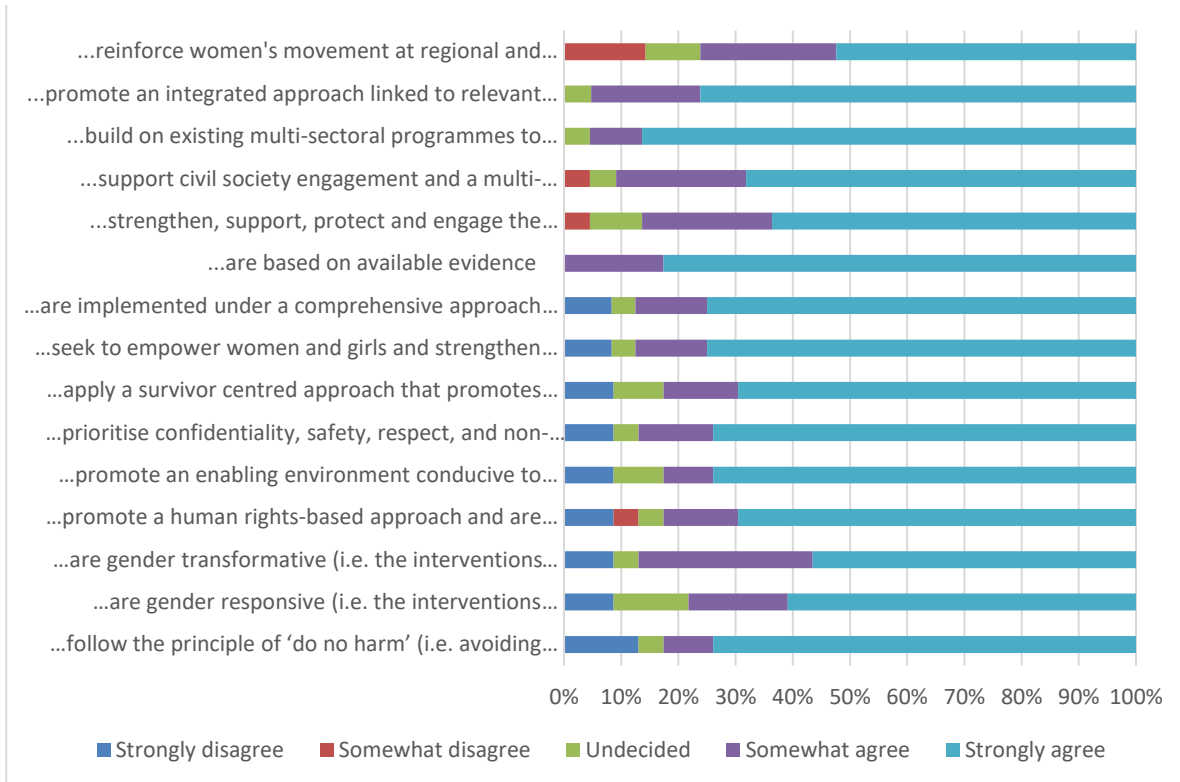
ANNEX 1: SOURCES OF INFORMATION

| Spotlight Initiative programme documents (essential documents) | Availability |
|--|--------------|
| Country Programming document as approved by OSC | Yes |
| Country Budget as approved by the OSC (may also include revised budget) | Yes |
| Spotlight Initiative Country Programme Snapshot | Yes |
| Inception report | Yes |
| Annual report (2020) | Yes |
| 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 MPTF Gateway | Yes |
| Knowledge management work plan | No |
| National CSO Reference Group work plan | No |
| CSO Reference Group Bios | Yes |
| Communication work plan | No |
| Stories directly from the Calendar | No |
| Other documents | |
| Grenada 2021 Mid-year Report (2 pager) | |
| Acceleration Plan Final 20 September 2021 | |
| Grenada Spotlight Initiative Progress Report 31 August 2021 | |
| COVID-19 Response Plan Final 20 September 2021 | |
| Ram, J., et al, IMPLEMENTATION: DELIVERING RESULTS TO TRANSFORM CARIBBEAN SOCIETY. Caribbean Development Bank (2017) | |

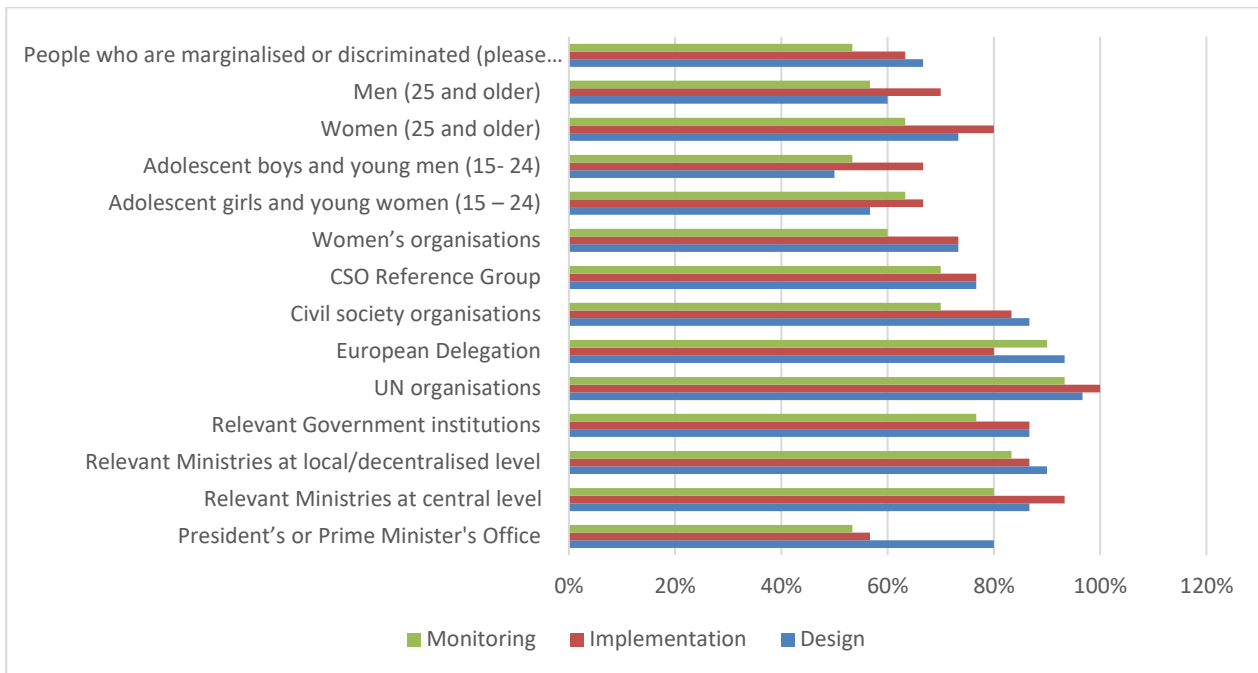
ANNEX 2: LIST OF PERSONS INTERVIEWED

| Stakeholder group | Institution / organisation | Position |
|----------------------------|--|---|
| European Delegation | Delegation of the European Union to Barbados, the Eastern Caribbean States, the OECS and CARICOM/CARIFORUM | Programme Manager |
| European Delegation | Delegation of the European Union to Barbados, the Eastern Caribbean States, the OECS and CARICOM/CARIFORUM | Team Leader, Regional Co-operation & Trade Support, European |
| Resident UN Coordinator, | RCO | Resident Coordinator |
| RUNO | UNICEF Office for the Eastern Caribbean Area | Child Protection Specialist |
| RUNO | UNDP Barbados and the Eastern Caribbean | Gender Specialist & Spotlight Coordinator – UNDP Barbados & Eastern Caribbean Office |
| RUNO | UN Women Multi-Country Office – Caribbean | Planning and Coordination Specialist |
| Spotlight Team | Programme Coordination and Implementation Unit | Programme Coordinator |
| Spotlight Team | Programme Coordination and Implementation Unit | Programme Associate |
| Government representative | Ministry of Social Development and Housing and Community Empowerment | Acting Permanent Secretary |
| Government representative | Ministry of Social Development and Housing and Community Empowerment | Senior Programme Officer, Division of Gender and Family Affairs (Acting) |
| Government representative | Ministry of Social Development and Housing and Community Empowerment | Coordinator (National Committee for the Prevention of Child Sexual Abuse), Chairperson, Inter-ministerial Council of Gender Focal Points Government Lead for Pillars 2 & 3/ Senior Programme Officer, Division of Gender and Family Affairs (former role) |
| Government representative | Ministry of Carriacou and Petite Martinique Affairs | Coordinator Gender Affairs |
| Government representative | Central Statistical Office | Director |
| CSO NRG | Caribbean Association for Youth Development | Founder/Executive Director |
| CSO NRG | Grenada National Association of Women | Past President |
| CSO – Implementing partner | Legal Aid and Counselling Clinic | Director |
| CSO – Implementing partner | The Beaton, Laura, LaFemme, Bailles Bacolet Community Development Organisation | President |
| CSO – Implementing partner | Grenada Education and Development Programme (GREDED) | Executive Director |
| CSO | Grenada National Organisation of Women | President |
| End beneficiaries | FGD with LadyPreneurs trainees | |
| End beneficiaries | FGD with residents of Cedars Home for women and their children | |
| End beneficiaries | FGD with participants of the Pregnant Adolescent Mothers programme | |

ANNEX 3: ONLINE SURVEY RESPONSES REGARDING THE ALIGNMENT OF THE PROGRAMME TO THE PRINCIPLES OF THE INITIATIVE



ANNEX 4: STAKEHOLDER PARTICIPATION IN DESIGN, IMPLEMENTATION AND MONITORING



ANNEX 5: DETAILED TABLE ANALYSIS M&E DATA

| Indicat or level | Indicator # | Disaggregation | Progress 2020 | Progress 2021 |
|--|---|--------------------------------|---------------|---------------|
| OUTCOME 1: Legislative and policy frameworks, based on evidence and in line with international human rights standards, on all forms of violence against women and girls and harmful practices are in place and translated into plans. | | | | |
| Outcome | Indicator 1.1 Laws and policies on VAWG/HP in place 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. | Legal at marriage | Achieved | Achieved |
| | | Parental authority at marriage | NA | NA |
| | | Parental authority in divorce | NA | NA |
| | | Inheritance rights of widows | NA | NA |
| | | Inheritance rights of daughter | NA | NA |
| | | Laws on domestic violence | Achieved | Achieved |
| | | Laws on rape | Not achieved | Achieved |
| | | Laws on sexual harassment | Achieved | Achieved |
| Outcome | Indicator 1.2 National/and/or sub-national evidence-based, costed and funded action plans and M&E frameworks on VAWG/HP are in place that respond to the rights of all women and girls and are developed in a participatory manner. [Disaggregate: National] | National | Not achieved | Achieved |
| Output | Indicator 1.1.1 Number of draft new and/or strengthened laws and/or policies on ending VAWG and/or gender equality and non-discrimination developed that respond to the rights of women and girls facing intersecting and multiple forms of discrimination and are in line with international HR standards, within the last year. | None | Achieved | In progress |
| Output | Indicator 1.1.3 Number 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. | | NA | In progress |
| 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. [Disaggregate: Total] | Parliamentarians | In progress | Not achieved |
| | | Women parliamentarians | Achieved | Not achieved |
| | | HR staff | In progress | Achieved |
| | | Women HR staff | In progress | Achieved |
| 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 | No data | Achieved |
| OUTCOME 2: National and sub-national systems and institutions plan, fund and deliver evidence-based programmes that prevent and respond to violence against women and girls and harmful practices, including in other sectors | | | | |
| Outcome | Indicator 2.1 Existence of a functioning regional, national and/or sub-national coordination and oversight mechanisms at the highest levels for addressing VAWG/HP that include representation from marginalized groups. [National] | National | Achieved | Achieved |
| Outcome | Indicator 2.3 Extent to which VAWG/HP is integrated in 5 other sectors (health, social services, education, justice, security, culture) development plans that are evidence-based and in line with globally agreed standards. | Health | Achieved | Achieved |
| | | Education | Achieved | In progress |
| | | Justice | In progress | Achieved |
| | | Security | Achieved | Achieved |
| | | Social Services | Achieved | Achieved |
| | | Culture | No data | Achieved |

| Indicator or level | Indicator # | Disaggregation | Progress 2020 | Progress 2021 |
|---|---|---------------------|---------------|---------------|
| Output | Indicator 2.1.2 Internal and external accountability mechanisms within relevant government institutions in place to monitor GEWE and VAW/HP. | None | Achieved | Achieved |
| Output | Indicator 2.1.5 Percentage of targeted national and sub-national training institutions for public servants that have integrated gender equality and VAWG in their curriculum, as per international standards. | None | Achieved | Not achieved |
| Output | Indicator 2.1.6 Number of key government officials trained on human rights and gender-equitable norms, attitudes and behaviours towards women and girls, including for those groups facing intersecting and multiple forms of discrimination, within the last year. | Women | NA | In progress |
| | | Total | NA | In progress |
| Output | Indicator 2.1.7 Number of key government officials with strengthened capacities to develop and deliver programmes that prevent and respond to VAWG, within the last year. | Women | NA | Achieved |
| | | Total | NA | In progress |
| Output | Indicator 2.1.8 Number of key government officials with strengthened capacities to integrate efforts to combat VAWG into the development plans of other sectors, within the last year. | Women | NA | Achieved |
| | | Total | NA | Achieved |
| Output | Indicator 2.1.9 Number of women's rights advocates with strengthened capacities to support the integration of ending VAWG into the development plans of other sectors. | None | NA | Achieved |
| Output | Indicator 2.2.1 Multi-stakeholder VAWG coordination mechanisms are 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 | No data | No data |
| Output | Indicator 2.2.2 Proportion of national and sub-national multi-stakeholder coordination mechanisms in place that include representatives of groups facing multiple and intersecting forms of discrimination. | None | Achieved | In progress |
| 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. | Women | NA | Not achieved |
| | | Total | NA | Not achieved |
| OUTCOME 3: Gender equitable social norms, attitudes and behaviors change at community and individual levels to prevent violence against women and girls and harmful practices. | | | | |
| Outcome | Indicator 3.1 Percentage of people who think it is justifiable for a man to (subject) beat his wife/intimate partner. [Total Men and Women] | Wife Beating/IPV | Not achieved | In progress |
| Output | Indicator 3.3 Existence of with at least 3 evidence-based, transformative/comprehensive prevention strategies/programmes that address the rights of those marginalized and are developed in a participatory manner. | None | In progress | Achieved |
| Output | Indicator 3.1.2 Number of young women and girls, young men and boys who participate in either/both in- and out-of school programmes that promote gender-equitable norms, attitudes and behaviours and exercise of rights, including reproductive rights, within the last year. [Girls and Boys in-school] | Total in school | Achieved | Not achieved |
| | | Girls in-school | Achieved | Not achieved |
| | | Boys in-school | NA | Not achieved |
| | | Total out-of-school | NA | Achieved |
| | | Girls out-of-school | NA | Not achieved |
| | | Boys out-of-school | NA | Achieved |
| Output | Indicator 3.2.1 Number of women, men, girls and boys who regularly attend community programmes to promote gender-equitable norms, attitudes and behaviours, including in relation to women's and girls' sexuality and reproduction, within the last year. [Total] | Total | NA | In progress |
| Output | Indicator 3.2.2 Number of people reached by campaigns challenging harmful social norms and gender stereotyping, within the last year. [Total] | Total | Achieved | Achieved |

| Indicat or level | Indicator # | Disaggregation | Progress 2020 | Progress 2021 |
|---|--|---|---------------|---------------|
| Output | Indicator 3.2.3 Number of men and boys who regularly attend gender transformative programmes addressing violent masculinities and men's violence towards women and girls in community centres, schools and other relevant spaces, within the last year. | Total | Achieved | Not achieved |
| | | Boys | NA | In progress |
| | | Men | Achieved | Not 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 | In progress | Not achieved |
| Output | Indicator 3.3.2 Number of relevant non-state institutions that have developed and/or strengthened strategies/policies on ending VAWG and promoting gender-equitable norms, attitudes and behaviours and women and girls' rights, including those groups facing multiple and intersecting forms of discrimination, in line with international HR standards, within the last year. | EVAWG Policies | NA | Not achieved |
| | | EVAWG Policies | NA | Not achieved |
| Output | Indicator 3.3.5 Number of key informal decision makers and decision makers in relevant institutions with strengthened awareness of and capacities to advocate for implementation of legislation and policies on ending VAWG and for gender-equitable norms, attitudes and behaviours and women and girls' rights, within the last year. | Women | In progress | Not achieved |
| | | Total | In progress | Not achieved |
| 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 | | | | |
| Outco me | Indicator 4.1 Number of women and girls, including those facing intersecting and multiple forms of discrimination, who report experiencing physical or sexual violence and seek help, by sector. [Total Women and Girls] | Girls | Not achieved | Achieved |
| | | Women | Not achieved | Achieved |
| Outco me | Indicator 4.2 a) number of VAWG cases reported to the police; b) number of cases reported to the police that are brought to court; and c) number of cases reported to the police that resulted in convictions of perpetrators. | Reported | Not achieved | In progress |
| Output | Indicator 4.1.3 Existence of national guidelines or protocols that have been developed and/or strengthened in line with the guidance and tools for essential services. | Developed | Not achieved | Achieved |
| | | Strengthened | Not achieved | Achieved |
| Output | Indicator 4.1.4 Number of government service providers who have increased knowledge and capacities to deliver quality and coordinated essential services to women and girl survivors of violence, within the last year. [Total] | Women | Achieved | Achieved |
| | | Total | Not achieved | Achieved |
| Output | Indicator 4.1.5 Number of women's rights organisations who have increased knowledge and capacities to deliver quality, coordinated essential services to women and girls' survivors of violence, within the last year. | LNOB | Achieved | Achieved |
| | | Grassroots | NA | Not achieved |
| | | Women's rights organisations | Achieved | In progress |
| Output | Indicator 4.1.9 Existence of national guidelines or protocols for essential services that have been developed and/or strengthened that specifically address the needs of women and girls facing multiple and intersecting forms of discrimination. | Developed | Achieved | Achieved |
| | | Strengthened | Achieved | 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 ACCESS to a) to quality essential services and b) accompaniment/support initiatives, including longer-term recovery services, within the last 12 months [Total Girls and Women with Knowledge (a)] | Girls with Access (a) to ES | Not achieved | Achieved |
| | | Women with Access (a) to ES | Not achieved | In progress |
| | | Girls with Access (b) Longer term Recovery Services | Not achieved | In progress |
| | | Women with Access (b) Longer term Recovery Services | Not achieved | Achieved |
| Output | | Designed | Achieved | Achieved |

| Indicat or level | Indicator # | Disaggregation | Progress 2020 | Progress 2021 |
|--|--|--------------------|---------------|---------------|
| | Indicator 4.2.3 Existence of strategies for increasing the knowledge and access to services for women and girls, including groups facing multiple and intersecting forms of discrimination. | Designed incl LNOB | Not achieved | No data |
| OUTCOME 5: Quality, disaggregated and globally comparable data on different forms of violence against women and harmful practices, collected, analysed and used in line with international standards to inform laws, policies and programmes. | | | | |
| Outcome | Indicator 5.1 Existence of globally comparable data on the prevalence (and incidence, where appropriate) of VAWG/HP, collected over time. [Prevalence] | Prevalence | Achieved | Achieved |
| | | Incidence | Achieved | Achieved |
| Outcome | Indicator 5.2 Existence of publicly available data, reported on a regular basis, on various forms of VAWG/HP (at least on intimate partner violence, non-partner sexual violence, family violence, harmful practices when relevant, and trafficking and femicide) at country level. [IPV] | IPV | Achieved | Achieved |
| | | Family violence | Achieved | Achieved |
| | | Femicide | Achieved | Achieved |
| Output | Indicator 5.1.2 A system to collect administrative data on VAWG/HP, is in place and in line with international standards, across different sectors | None | Not achieved | In progress |
| 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 | In progress |
| Output | Indicator 5.2.3 Number of government personnel, including service providers, from different sectors with strengthened capacities on analysis and dissemination of prevalence and/or incidence data on VAWG, within the last year | Women | In progress | Achieved |
| | | Total | Achieved | In progress |
| Output | Indicator 5.2.4 Number of women's rights advocates with strengthened capacities on analysis and dissemination of prevalence and/or incidence data on VAWG, within the last year | None | Achieved | Not achieved |
| OUTCOME 6 - Women's rights groups and civil society organizations, including those representing youth and groups facing intersecting forms of discrimination, more effectively influence and advance progress on GEWE and EVAWG | | | | |
| Outcome | Indicator 6.1 Number of women's rights organisations, autonomous social movements and relevant CSOs, including those representing youth and groups facing multiple and intersecting forms of discrimination/marginalization, increase their coordinated efforts to jointly advocate on ending VAWG | Total | Achieved | Not achieved |
| Outcome | Indicator 6.2 Extent to which there is an increased use of social accountability mechanisms by civil society in order to monitor and engage efforts to end VAWG | Total | Achieved | Achieved |
| Outcome | Indicator 6.3 Number of women's rights organisations, autonomous social movements and CSOs, including those representing youth and groups facing multiple and intersecting forms of discrimination/marginalization, report having greater influence and agency to work on ending VAWG. [Total] | None | Achieved | In progress |
| Output | Indicator 6.1.3 Number of CSOs representing youth and other groups facing multiple and intersecting forms of discrimination that are integrated with coalitions and networks of women's rights groups and civil society working on ending VAWG, within the last year. | Youth | Achieved | In progress |
| | | LNOB | Achieved | Achieved |
| Output | Indicator 6.1.4 Number of women's rights groups, networks and relevant CSOs with strengthened capacities to network, partner and jointly advocate for progress on ending VAWG at local, national, regional and global levels, within the last year | None | Achieved | 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 | In progress |
| 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 | Achieved |