Spotlight Mid-Term Assessment Report using ROM review

Type of ROM revision	**Projects and programmes**
Project title	*Spotlight Initiative—Haiti*
Project reference	*00119133*
EU Delegation in charge	*Haiti*

Key information				
Domain (instrument)	Region: Caribbean			
DAC sector	Human and Social Development: 'Gender Equality'			
Zone benefiting from the action	Haiti			
Type of project/programme	Geographic			
Geographic implementation	Single country			
Contracting party	INITIATIVE SPOTLIGHT			
EU contribution	**USD** 9,900,000			
Project implementation dates	**Start date**	01 January 2020	**End date**	31 December 2022
ROM expert(s) name(s)	Nahomie Jn Baptiste Millien; Clotilde Charlot			
Field phase	**Start date**	11/2021	**End date**	02/2022

Overview of grades: green (good) orange (problems) red (severe deficiencies)

	1	2	3	4	5	6
Relevance	🟢	🟢	🟢	🟢	🟢	🟢

	7	8	9
Effectiveness	🟠	🟢	🟠

	10	11	12
Efficiency	🟢	🟠	🟢

	13
Sustainability	🟠

Interviewees and respondents	Interviews/FGD	survey
Persons interviewed and surveyed	1	0
EU delegation	3	2
Partner country government	6	4
UN agencies	3	2
CSO reference group	2	7
Implementing partners	3	N/A
Final beneficiaries	5	2

Key documents[1]	Number
Essential documents	13
Other documents	2

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

ABBREVIATIONS

CSO	Civil Society Organisation
CSRG	Civil Society Reference Group
DCC	Departmental Coordination Committee
DIM	Direct Implementation Modality
EU	European Union
EUD	Delegation of the European Union
FGD	Focus Group Discussion
GBV	Gender-Based Violence
GHESKIO	Haitian Group for the Study of Kaposi's Sarcoma and Opportunistic Infections
IBESR	Institute of Social Welfare and Research
IP	Implementing Partner
KII	Key Informant Interview
LGBTQ+	Lesbian, Gay, Bisexual, Transsexual, Queer, and Other
M&E	Monitoring and Evaluation
MAST	Ministry of Social Affairs and Labour
MENFP	Ministry of National Education and Vocational Training
MICT	Ministry of the Interior and Territorial Communities
MJSP	Ministry of Justice and Public Security
MPCE	Ministry of Planning and External Cooperation
MPTF	Multi-Donor Trust Fund
MSPP	Ministry of Public Health and Population
MTA	Mid-Term Assessment
NGO	Non-Governmental Organisation
NIM	National Implementation Modality
OPC	Office for the Protection of Citizens
RC	Resident Coordinator
RCO	Resident Coordinator's Office
ROM	Results Oriented Monitoring
RUNO	United Nations Recipient Agency
SDG	Sustainable Development Goal
TCC	Technical Coordination Committee
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNS	United Nations System
VAWG	Violence Against Women and Girls

A. PURPOSE, OBJECTIVES, CONTEXT, DIFFICULTIES, AND MEASURES ADOPTED

Aim and objectives of the mid-term assessment (MTA)

The purpose of this MTA of the Spotlight Initiative in Haiti is to assess the programme at country level as soon as it reaches the end of Phase 1, to take stock of where the Spotlight Initiative is *vis-à-vis* its initial programme, and to assess the new ways of working to achieve the Sustainable Development Goals (SDGs).

The specific objectives of the MTA are i) to assess the relevance, effectiveness, efficiency, and sustainability of the country programme based on the agreed MTA questions, and ii) to make relevant recommendations aimed at improving the subsequent implementation of Spotlight Initiative interventions in Haiti.

As per the Terms of Reference (ToR), the MTA uses the European Union (EU) Results Oriented Monitoring (ROM) methodology as an approach to ensure that the results are comparable (across countries) and easy to interpret. However, the questions to be answered for the MTA are different from standard ROM methodology questions and were agreed in advance by the EU and the Spotlight Initiative secretariat. The 13 MTA questions are grouped by relevance, effectiveness, efficiency, and sustainability, which form the main headings of the report. The ROM methodology uses the following criteria for grading the questions.

Table 1. Reference table for scoring criteria and monitoring questions

Qualitative	Reference for the qualitative rating of the criteria
Good/Very good	The situation is considered satisfactory, but there may be room for improvement. The recommendations are useful, but not vital to the project or programme.
Problems identified and small improvements needed	There are issues which that 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.
Impossible to determine	The questions in the MTA could not be addressed due to the lack of data on programme performance.

Background to the Spotlight Haiti programme

The Spotlight programme in Haiti began in January 2020. The formal launch of the programme took place on 29 October of the same year and was marked by an official ceremony attended by the Prime Minister, the Minister for the Status and Rights of Women, the Minister of National Education and Vocational Training, the Special Representative of the United Nations Secretary General in Haiti, the Representative of the United Nations High Commissioner for Refugees, the Minister of the Interior and Territorial Communities, the Representative of UN Women and other United Nations (UN) bodies, the Ambassador of the EU in Haiti, and representatives of several civil society organisations (CSOs).

The Spotlight programme in Haiti is expected to run for three years, from 01 January 2020 to 31 December 2022. Geographically, the programme covers four of the country's 10 departments, including South, North-East, Grand'Anse, and West (Port-au-Prince metropolitan area).

The interventions planned in the framework of the country programme aim to protect women and girls (including minors) against domestic violence, particularly violence that may be suffered at the hands of family members or partners. They also seek to ensure holistic care for women and girl survivors of violence. The implementation of the Spotlight programme in Haiti is based on the six pillars of the Spotlight Initiative:

- Pillar 1: Improving the legislative and policy framework;

- Pillar 2: Capacity building of national and local institutions;

- Pillar 3: Promotion of positive social values around the prevention and protection of girls and women from all forms of violence;

- Pillar 4: Support for quality services for victims of violence;

- Pillar 5: Support for data collection on violence against women and girls (VAWG); and

- Pillar 6: Support for the structuring of the women's movement and organisations.

According to the programme document, the Spotlight Initiative in Haiti is expected to reach approximately 1,227,138 direct beneficiaries (women, girls, men, and boys), while the number of indirect beneficiaries is estimated at 3,772,050.

Over the past two decades, the Haitian authorities have undertaken numerous efforts to promote gender equality and defend women's rights. Some progress has been made in terms of reforming the legal framework, in particular with Haiti's Policy for Equality between Women and Men 2014–34 and the Gender Equality Action Plan developed by the Ministry on the Status and Rights of Women. However, thus far the implementation and monitoring of these tools have suffered from a lack of coordination and financial resources. The same is true for the 2017–27 National Plan to Combat Violence Against Women, which confirms that there is still a long way to go.

Four UN recipient agencies (RUNOs) are working with the Haitian government and CSOs to ensure the implementation of the programme: i) UN Women, ii) the United Nations Development Programme (UNDP), iii) the United Nations Children's Fund (UNICEF), and iv) the United Nations Population Fund (UNFPA).

At the government level, several ministries and other public institutions play a leading role in the different pillars of the Spotlight programme in addition to the Ministry on the Status and Rights of Women, including the Ministry of Planning and External Cooperation (MPCE), the Ministry of Justice and Public Security (MJSP), the Ministry of Social Affairs and Labour (MAST), the Ministry of National Education and Vocational Training (MENFP), the Ministry of Public Health and Population (MSPP), the Ministry of the Interior and Territorial Communities (MICT), the Institute of Social Welfare and Research (IBESR), the Protection of Minors Brigade of the Haitian National Police, and the Office for the Protection of Citizens (OPC).

The COVID-19 pandemic, which broke out shortly after the programme's launch, led to a series of containment and social distancing measures that further delayed the effective start-up and smooth running of the programme. In addition to the pandemic, the implementation of the Spotlight programme in Haiti was also affected by a worsening political and electoral crisis with the dissolution of the Haitian parliament and the expiry of the legislature mandate across the country from February 2020. This situation of institutional dysfunction was exacerbated by the assassination of the President of the Republic in July

2021, the earthquake in August 2021 that affected two of the programme's target departments (South and Grand'Anse), and the expansion of gang control over a large part of the Port-au-Prince metropolitan area (specifically gang control of the only road access route to the south of the country).

The multiple adjustments made by the programme in terms of planned actions and resources allocated under the original workplan have nevertheless made it possible to support the response to the pandemic and to ensure the continuity of a certain number of services with partners from civil society and the government. The Annual Report for 2020 shows a level of implementation that officials consider respectable given the constraints. There has also been encouraging progress towards the achievement of the programme's objectives, particularly with regard to Pillars 3, 4, and 6.

Methodological approach

The MTA used a combination of quantitative and qualitative data collection methods, including an online survey, key informant interviews (KIIs), focus group discussions (FGDs), and a literature review of the Spotlight Initiative and the Haiti country programme.

Online survey: A total of **17** programme stakeholder representatives responded to the online survey, including nine women and eight men, who represent key programme stakeholder groups, including government institutions, the Programme Coordination and Implementation Team, RUNOs, implementing or executing partners, and members of the Civil Society Reference Group (CSRG).

KIIs: A total of **21** KIIs were conducted with key informants (11 women and 10 men) from the programme's main stakeholder groups, including:

- three officials from ministries and other government bodies (central);

- two representatives of CSOs and implementing partners (IPs);

- six RUNO executives;

- four members of the Spotlight Programme Coordination Team (the Coordinator, the Technical Coherence and Monitoring and Evaluation (M&E) Officers, and the former Communication Officer);

- the UN Resident Coordinator (RC) in Haiti;

- one representative of the EU delegation (EUD) in Haiti;

- three members of the CSRG; and

- one direct beneficiary of the programme.

A total of 21 key informants, including 11 women and 10 men, participated in these interviews.

FGDs: Only two of the four FGDs originally planned with direct beneficiaries of the programme interventions could be carried out. Participants in these FGDs were located in the west and north-east of the country. Both the KIIs and the FGDs were conducted virtually via Zoom. The interviews were recorded and transcribed for analysis.

Site visits: Site visits were not possible due to the drastic deterioration of the country's security situation, including the increase in kidnappings and the surge in crime in the Port-au-Prince metropolitan area during the data collection period.

Documentation review: The review covered the essential documents of the Spotlight Initiative and the country programme in Haiti, the results of several studies on the VAWG situation in Haiti, the National Plan to Combat Violence Against Women, the National Plan to Promote Gender Equality, and finally a set of start-up and monitoring reports of the country programme.

Analysis: The information gathered from the different data collection methods (individual interviews, FGDs, a literature review, and online survey) was triangulated to present a synthesis of the results and to develop conclusions and recommendations in response to each of the questions that make up the report.

Difficulties, limitations, and measures adopted

MTA timeline: The MTA of the Spotlight country programme in Haiti started at the end of October 2021. As planned, the total duration of the exercise was limited to a period of 20 non-consecutive days. The active data collection phase, which had been in preparation since early November, had to be postponed several times due to difficulties in mobilising key informants for interviews. The formal meeting to launch the exercise with a presentation of the methodology and timetable of the Mapping Exercise could only take place at the end of November.

Constraints to data collection: Once launched, data collection was hampered by other difficulties, including i) the paralysis of transport across the country due to a severe shortage of petrol, which also led to long power cuts and limited access to the internet; ii) interruptions relating to the end-of-year celebrations; and iii) the deterioration of the security situation, with the resurgence of kidnapping cases.

KIIs, FGDs, and site visits: In response to the constraints described above, the decision was made to postpone the travel and trips initially planned to the departments targeted by the programme. Specifically, it was agreed to conduct KIIs and FGDs with direct programme beneficiaries virtually. This decision affected the FGDs, as organising interactive virtual meetings proved to be a logistical and technological challenge for many of the IPs. As noted earlier, site visits, both in the Port-au-Prince metropolitan area and in the other departments targeted by the programme, were all eliminated.

In addition, only two IPs responded to the request to participate in the remote interviews. Although their comments were triangulated with the responses obtained from the IPs in the online survey, it is still a very limited sample, and this is highlighted throughout the report.

Response rate to the online survey: The relatively low participation rate in the online survey can also, to some extent, be attributed to power and internet cuts that occurred throughout the period. This situation also explains the low representation of IPs among the survey respondents. The small number of responses to the online survey did not allow for a quantitative dimension to be incorporated into the analysis, which, would have allowed more detailed and definitive conclusions to be drawn.

In the end, the circumstances surrounding data collection were particularly detrimental to the participation of direct beneficiaries and, to a lesser extent, of civil society IPs in both the individual and group interviews and the online survey.

Data from the M&E system: Certified data measuring progress against the results framework indicators and milestones for 2020 and 2021 were obtained from the Spotlight Initiative secretariat in April 2022. However, some discrepancies were observed between these data and the data obtained through interviews and the programme document review.

Financial data: The financial analysis presented in the report is based exclusively on data provided by the headquarters of the RUNOs to the UNDP Multi-Donor Trust Fund (MPTF) Office portal and dates back to 30 September 2021.

B. RELEVANCE

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

Designing the Spotlight country programme in Haiti

The document review and KIIs indicate that efforts were made during the design phase to ensure the alignment of the country programme with the guiding principles of the Spotlight Initiative. Stakeholders[2] interviewed agree that the consultation process that informed the formulation of the programme was participatory and transparent. Initiated in 2019, these consultations considered the specific needs of several of the groups concerned by VAWG, including state institutions (central and decentralised), CSOs, the private sector, UN agencies, the EUD, and other international organisations operating in Haiti.

The participation of CSOs in the formulation of the programme was formalised through the establishment, at the initiative of the UN agencies, of an 'interim CSRG' composed of representatives of more than a dozen groups operating throughout the country and committed to the fight against VAWG and other intersecting forms of violence and discrimination.[3] It is important to note that these groups, which are considered to represent the most vulnerable, are also the ones targeted by the programme's interventions.

The situational analysis underpinning the design of the programme also drew on the results of the most recent Mortality, Morbidity and Service Utilization Survey (EMMUS-VI 2016–2017),[4] which provided some, although limited, data on VAWG prevalence at the country level, as well as the Common Country Assessment conducted by the government and UN agencies in preparation for the Sustainable Development Framework 2017–21 (among other sources).

Most respondents to the MTA online survey acknowledged that an inclusive approach was used to guide the development of the programme and emphasised the importance of the participation of key stakeholder groups in addition to UN agencies, namely CSOs, relevant ministries (central and local), and women's groups and organisations.

Another important point to note is that, according to some of the key informants interviewed, despite the breadth of the consultation process and the important qualitative data it yielded, the design of the Spotlight Initiative country programme suffered from a lack of reliable quantitative data to capture the scale of the phenomenon of domestic violence in Haiti, and the elements distinguishing it from gender-based violence (GBV) in more general terms.

Alignment of the country programme with the Spotlight Initiative principles

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[2] The stakeholders of the Spotlight programme in Haiti are all the people and organisations that are either involved in the conduct of its activities or impacted by the problem of VAWG and the solutions to address it. As specified in the MTA methodology, these key actors are internal and external to the implementation and include the UN RC, the EUD, members of the Programme Coordination Team, RUNOs, ministerial partners and/or government institutions at central and local levels, members of the CSRG, IPs from civil society and grassroots groups, and direct beneficiaries.

[3] Representatives from the women's movement, the rights of people living with disabilities, workers/trade unions, men/boys involved in the fight against VAWG, community-based organisations, people living with HIV, LBGTQ+, among others.

[4] Institut Haïtien de l'Enfance (IHE) and ICF (2018) 'Mortality, Morbidity and Service Utilization Survey—EMMUS-VI 2016', IHE and ICF, Pétion-Ville, Haiti, and Rockville, MD.

The review of existing documents, KIIs, and the online survey confirm that, in general, the country programme interventions are in line with the principles of the Spotlight Initiative.

More specifically, the responses to the online survey unanimously recognised the alignment of the country programme with three of the guiding principles of the Spotlight Initiative: i) gender sensitivity in the design and implementation of interventions; ii) a gender-transformative approach; and iii) the strengthening of the women's movement at the regional and national level. Along the same lines, some of the key informants also highlighted the increasingly visible commitment of men, especially young men, to gender equality and VAWG.

Efforts to engage CSOs from diverse backgrounds, as evidenced by partnerships with one of the entities that works directly with several groups in vulnerable situations, were also recognised by key informants as evidence of the programme's commitment to 'leaving no one behind', while taking into account the specific needs of those exposed to discrimination and GBV. Partnerships with the National Coalition of Associations of People with Disabilities, the Haitian Group for the Study of Kaposi's Sarcoma and Opportunistic Infections (GHESKIO), and institutions that work with people with disabilities; with lesbian, gay, bisexual, transsexual, queer, and other (LGBTQ+) women; and with HIV-positive and/or HIV-vulnerable women and adolescent girls were the most frequently cited examples of this effort.

The least favourable responses from participants in the online survey concerned the programme's compliance with the principles of i) promoting an integrated approach linked to relevant indicators regarding the SDGs; ii) applying a survivor-centred and rehabilitative approach; and iii) the need to base interventions on reliable data (available evidence).

The concerns regarding the application of the principle of evidence-based programme interventions were expressed in the online survey by some key informants, who pointed out the country's weaknesses in producing and using reliable statistical data disaggregated by sex that could enable better targeting of interventions.

In general, stakeholders acknowledged the efforts made in the design of the programme to ensure compliance with the main principles of the Spotlight Initiative. However, there were some reservations about their application at the level of programme implementation. These reservations did take into account the deterioration of the political and security situation in the country, which (in addition to the challenges associated with the COVID-19 pandemic) hinders the ability of partners to adequately respond to the basic needs of communities and vulnerable groups. The institutional crisis that has been raging in the country since February 2020, and which has led to collapse of parliament and the dismissal of local elected officials, makes the situation at the level of programme implementation even more complicated.

Main findings

- In the opinion of key stakeholders, the formulation of the Spotlight country programme in Haiti benefited from a participatory and transparent consultation process that took into account the specific needs and priorities of several groups affected by VAWG and other intersecting forms of discrimination and violence.

- Overall, stakeholders agreed that the Spotlight country programme in Haiti has been designed in accordance with the main principles of the Spotlight Initiative. However, compliance with or application of these principles at the implementation level is hampered by the challenges associated with the deteriorating political and security situation in the country.

- According to some of the key informants, the design of the programme suffered to some extent from the lack of reliable quantitative data, and of more specific data to measure the prevalence

of domestic violence and to distinguish the characteristics of this specific form of violence from GBV more generally.

Recommendations

- For Phase 2, implementers should reconsider how they can continue to apply the principles of the Spotlight Initiative, in particular those of inclusion and full participation of the most vulnerable, in the light of the new political and security context.

- RUNOs should continue and accelerate, to the fullest extent possible, ongoing initiatives (especially under Pillar 5) to build the capacity of state and civil society partners to collect and manage reliable data on VAWG and domestic violence to enable better targeting of future interventions.

2A. Are the initiative's deliverables aligned with the UN agencies' mandate, priorities, and expertise? Are the right UN agencies involved? **2B. Are programmes implemented in line with the United Nations System (UNS) reform?**	☒ Very good–good ☐ Problems ☐ Serious deficiencies

Alignment with the mandate and priorities of UN agencies

The UNS maintains a robust presence in Haiti and operates with a staff of more than 1,100 across 19 agencies, funds, and programmes, as well as the UN Integrated Office in Haiti. Under the leadership of the UN RC, and with technical coherence support of UN Women, the Spotlight programme is implemented by four UN agencies: UNFPA, UNICEF, UN Women, and UNDP.

Stakeholders interviewed in the context of the MTA mostly confirm the appropriateness of the choice of agencies involved in the implementation of the programme and the roles assigned to them according to the six pillars as described in the programme document.

The positioning of the agencies in relation to the different pillars has been done in accordance with the criteria established by the Spotlight Initiative and takes into account their area of expertise, technical skills, breadth of experience, and familiarity with the key actors operating in the field in these specific areas. Table 2 provides an overview of the areas of expertise and responsibilities of each RUNO under the six pillars of the programme.

Three of the selected agencies: UN Women, UNICEF and UNFPA are present in several geographical areas of the country, in addition to the capital. UN Women is present throughout the entire country.

Table 2. Expertise and priorities of RUNOs

RUNOs	Expertise, priorities, and responsibilities in the Spotlight programme in Haiti
UN Women	Expertise and priorities • Supports Member States' efforts to promote women's equal participation in all aspects of life, including governance; access to economic opportunities and benefits; the ability to live a life free of violence; and the ability to contribute to, and benefit from, sustainable interventions to prevent natural, humanitarian, and conflict-induced disasters. Role and responsibilities within the Spotlight programme in Haiti • Ensures the technical coherence/coordination of the programme and co-chairs the National Technical Coordination Committee (TCC). • Responsible (Lead Agency) for Pillars 3 and 6, under which 24 activities were planned during Phase 1 of the programme, mainly aimed at i) preventing VAWG and ii) supporting the women's movement.

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	• Supports UNDP's efforts as a co-lead agency under Pillar 1.
UNDP	**Expertise and priorities** • UNDP's overall mission to promote sustainable human development focuses on poverty reduction, democratic governance, environment, crisis prevention, and recovery. Gender equality, women's empowerment, and the elimination of discrimination and GBV against women and girls is a guiding principle of UNDP's work and corresponds to the 6th Distinctive Solution that the organisation is working to implement to help countries achieve the SDGs. **Role and responsibilities within the Spotlight programme in Haiti** • Lead Agency for Pillars 1 and 2, under which 19 activities were planned during Phase 1 of the programme, mainly aimed at i) reforming legislative frameworks and policies at national and local levels and ii) improving the institutional response to VAWG. • Supports UNFPA's efforts as a co-lead agency under Pillar 5.
UNFPA	**Expertise and priorities** • UNFPA works to promote universal access to quality integrated sexual and reproductive health services, with an emphasis on comprehensive sexuality education and youth empowerment. Preventing and responding to GBV, eliminating harmful practices, and engaging men and boys in promoting gender equality are central to UNFPA's goal of realising sexual and reproductive health rights as part of a gender-transformative approach. **Role and responsibilities within the Spotlight programme in Haiti** • Lead agency for Pillars 4 and 5, and responsible for 21 activities aimed at i) providing quality essential services to survivors of violence and ii) supporting the systematisation of data collection on VAWG and domestic violence. • Works closely with UN Women and UNICEF as co-lead agencies to carry out Pillar 3 activities.
UNICEF	**Expertise and priorities** • UNICEF's mission is to protect the rights of children and ensure their basic needs are met so that they can reach their full potential. UNICEF also focuses on i) protecting children, especially the most vulnerable, from all forms of violence and exploitation and ii) promoting the equal rights and participation of women and girls in all spheres of life. **Role and responsibilities within the Spotlight programme in Haiti** • Supports the implementation of UN Women's Pillar 3 interventions as the co-lead agency and is responsible for the implementation of 15 activities to prevent VAWG. • Works closely with UNFPA as a co-lead agency to carry out Pillar 4 activities aimed at providing quality essential services to survivors of violence.

Table 3 illustrates in more detail the distribution of responsibilities and the budget for the programme among the four RUNOs, in their capacity as 'lead agencies' and/or 'co-lead agencies' of the six pillars. The initial budget allocation has been modified because of re-planning in the light of the COVID-19 pandemic. The percentages below represent the budget allocations following the approval of the revised budget in July 2020.

Table 3. Agreed division of responsibilities within the Spotlight Initiative

Direct effects/ pillars	Lead agency	Priority intervention areas	Co-lead agency	Percentage of the budget[5]

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[5] The percentages presented in this table correspond to the amounts originally assigned to the different pillars. However, these amounts have been adjusted in the context of the revision of the workplan in July 2020 in response to the COVID-19 pandemic and the revision carried out by COPIL in March 2021.

1. Legislative and policy environment	UNDP	Support to i) assessment of legislative gaps in VAWG (Penal Code, Civil Code, etc.); ii) drafting of new laws and/or strengthening of existing laws; iii) promotion of local action plans integrating VAWG in the family environment in 26 communes; iv) promotion of sectoral plans integrating VAWG in the family environment with the relevant ministries; and v) capacity building and investigation of OPC on human rights and VAWG.	UN Women	**12%**
2. Capacity of national and local institutions	UNDP	Support for i) strengthening sectoral and decentralised institutions to plan, finance, and implement VAWG prevention and response programmes; ii) the National Concertation (a public–civil society mechanism); and iii) capacity building of the National Risk and Disaster Management System and the integration of VAWG prevention and response measures into risk reduction plans.	UN Women	**14%**
3. Social norms and values of prevention	UN Women	Support for i) sex education programmes in line with international standards, both in and out of school; ii) training modules for adolescents on positive social norms against violence; and iii) community platforms to develop community dialogues, information, and advocacy campaigns around gender-equitable norms, attitudes, and behaviours.	UNICEF and UNFPA	**26%**
4. Care services for survivors	UNFPA	Support to i) relevant authorities and organisations to ensure a more coordinated provision of quality essential services, including health, psychosocial support, shelter, legal assistance, economic support, and sexual and reproductive health services to women and girl survivors of violence (and their families where appropriate).	UNICEF	**32%**
5. Availability of statistical data	UNFPA	Support to i) the Ministry on the Status and Rights of Women gender mainstreaming department in finalising the GBV database; ii) the capacity building of VAWG data producers and collectors; iii) the study of the impact of natural disasters on VAWG; and iv) the integration of additional VAWG variables in the EMMUS (the Sixth Haiti Mortality, Morbidity and Service Utilization Survey 2016–2017).	UNDP	**8%**
6. Structuring the women's movement	UN Women	Support to i) women's organisations in organisational development, leadership, and management to strengthen their role against VAWG and help them build a strong gender equality movement; ii) the development of strategic alliances with other CSOs to broaden the reach and influence of the women's movement on eliminating VAWG and promoting gender equality; and iii) building the capacity of CSOs to use government accountability mechanisms.	None	**9%**

Compliance with UN reform

Accountability for the Spotlight Initiative in Haiti rests with the RC in line with the 'Delivering as One' principle, which calls for close coordination of all programmes and interventions within the framework

of UN reform. The RC provides leadership and strategic coordination of the Spotlight Initiative in Haiti with the support of the Programme Coordination Team consisting of a Coordinator, a Technical Coherence Officer, a Communication Officer, and an M&E Officer. Following the established management configuration in Haiti, UN Women provides the lead and technical coherence for the programme. While the Programme Coordination Team operates primarily out of the RCO, the Technical Coherence Officer is based at UN Women headquarters.

As Technical Lead, UN Women played a key role in the preparation of the programme document, the joint workplan and budget, the communication plan, the M&E plan, the ToR of the Steering Committee, the TCC, the Departmental Coordination Committees (DCCs), and the Reference Group, as well as the necessary adjustments to the programme in response to the pandemic.

The RC has decision-making power on all aspects of the programme and co-chairs the Steering Committee, the main governance body of the Spotlight Initiative. On a day-to-day basis, it ensures coordination between the RUNOs involved in the implementation of the programme.

Internally, and still in the spirit of the UN reform, four mechanisms have been put in place to ensure better synchronisation of the interventions undertaken by the RUNOs according to the six pillars of the programme: i) the programme management group chaired by the RC and made up of the heads of the four RUNOs; ii) the technical group of project managers and technical focal points from the agencies; iii) the communication group, which brings together the communication specialists from each of the agencies; and iv) the M&E group, which brings together the M&E focal points.

The latest Annual Reports highlight the importance of these mechanisms in enabling agencies to better calibrate their efforts, to arrive at a clearer definition of their roles, and above all to avoid duplication while ensuring the coherence and complementarity of the interventions implemented at the level of the pillars and the targeted geographical areas.

The leadership exercised by the RC throughout the conceptualisation and implementation stages of the programme in a context marked by a distinct deterioration in the country's political and security climate is widely recognised by various stakeholders. The urgent revision of the programme's original workplan in early 2020 to address emerging needs relating to the COVID-19 pandemic in Haiti is, according to key informants, evidence of the effectiveness of the joint working and technical coherence mechanisms adopted for the implementation of the programme.

Many of the RUNO key informants interviewed for the MTA felt that the coordination mechanisms put in place for the programme helped emphasise the importance of joint action. This pooling of efforts also facilitates a better understanding of each agency's respective procedures, the constraints that some of them face, and the factors that explain the pace at which they evolve. '*This collaborative effort allows us to have a broader view of what is happening in a particular area, to harmonise our practices, and above all to avoid duplication, which has always been a concern for the agencies of the UN system.*' [RUNO]

While recognising the benefits of this new approach to working together, members of the Programme Coordination Team admit that challenges still exist, as agencies have long-established procedures and practices (particularly in terms of procurement and human resources management) that are still not harmonised. The idea of a joint procurement and selection plan for programme partners is highlighted in the programme Inception Report as a possible solution to some of these challenges.

In addition to these deficiencies, the RUNO Head of Agencies interviewed also point out that insufficient human resources assigned to the programme and budgetary disparities between agencies affect their

performance in monitoring and providing technical support to the IPs. *'Each agency has its own pace. For some agencies the procedures may be simpler, while for others they are more complicated.'* [RUNO]

It is worth noting that, while the respondents to the online survey describe the collaboration between the Spotlight Coordination Team and the RUNOs in very positive terms (good and very good) (14 out of 17 respondents), only nine respondents perceive the collaboration among the RUNOs in the same terms.

Technical coherence

The technical coherence function has so far, according to the programme's Annual Reports, promoted the harmonisation and complementarity of actions implemented across the six pillars and the different intervention areas.

A division of roles between the coordination and technical coherence functions of the programme was carried out to avoid duplication and to encourage better use of resources. The technical coherence work of the programme focused mainly on strengthening the joint actions undertaken by the RUNOs, supporting the M&E functions, and communication when these functions were not yet fulfilled. Two of the main responsibilities related to this function are providing technical guidance to the RUNO focal points for the harmonisation of quality control criteria for the deliverables and the methodology underlying the planned interventions at the level of the different pillars. As explained by the UN Women specialist in charge of this function, much of her work also involves identifying and eliminating duplication, coordinating the different task forces, and ensuring the preparation of technical inputs for the RCO when needed.

Despite this effort to define and clarify the coordination (RC/RCO) and technical coherence (UN Women) functions of the programme, some confusion persists among several stakeholders.

The responses and comments made by respondents to the online survey in this respect revealed that many programme stakeholders are not aware of this function, despite its importance. Of the 17 survey participants, only six responded to this question and of this small group, only four correctly identified UN Women as the agency responsible for this programme function. This perception, according to the same UN Women official referred to above,is explained by the fact that technical coherence as defined in the Spotlight Initiative country programme in Haiti remains an internal rather than an external function. At some levels, communications with external partners and even with RUNOs are the responsibility of the RCO, which makes technical coherence work less visible.

Main findings

- The implementation of the Spotlight country programme in Haiti reflects the spirit of the UN reform, which prioritises the synchronisation of agency efforts and the search for synergy between the various stakeholders.

- Despite improvements in the synchronisation of interventions and the role of the agencies involved in the implementation of the programme, there are still challenges relating to the harmonisation of some of their procedures and practices, as the agencies are still obliged to use their own operational procedures.

- The leadership of the RC has been widely acknowledged for starting up and running the country programme under particularly difficult circumstances. The leading role played by UN Women in both the design of the programme and the response to the pandemic is also noteworthy.

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- The choice of RUNOs and the distribution of roles between them at the level of the different pillars is aligned with the criteria of the Spotlight Initiative and takes into account their expertise, institutional capacity, and experience on the ground.

- Despite its importance, the technical coherence function that UN Women provides in the implementation of the Spotlight Initiative in Haiti is primarily an internal rather than an external function and its role is not well known or appreciated by some of the country programme actors.

Recommendations

- The measures envisaged to address the challenges to the synchronisation of RUNO interventions should be implemented as soon as possible, particularly those relating to the need to harmonise procurement and human resources management procedures and practices, such as the use of common services and the UNS roster of experts and skills. It may not be possible to harmonise all procurement procedures, as most are defined at global level by RUNOs at headquarters. However, small changes at the country level in terms of information sharing, such as the roster of experts or planned activities with IPs, could improve the efficiency of operations at local level.

- The technical coherence role played by UN Women could be more clearly recognised in the governance structure of the Spotlight Initiative in the country, and its role could be better defined through ToR shared with Spotlight Initiative stakeholders.

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

Involvement of key stakeholders at the design level

Five consultation workshops were organised as part of the programme design with representatives of CSOs, ministries involved in the fight against VAWG, the private sector, non-governmental organisations (NGOs), and RUNOs. Two of these meetings were held in West Department and the Port-au-Prince metropolitan area, and the other three in the departments of Grand'Anse, North-East, and South. As outlined in the previous sections, these workshops allowed stakeholders to express their needs and expectations of the programme and to give their views on the interventions that should be considered at the level of the different pillars.

The formulation of the programme also benefited from some in-depth qualitative studies carried out on the predominant forms of violence and the most vulnerable groups across the country, including the THRIVE study carried out by UNICEF in 2018 after Hurricane Matthew in southern Haiti. The study by UNICEF and a group of development partners on child domestic labour in Haiti has also been accessed.[6]

In addition to the situational analysis, a pillar analysis approach was used to identify potential challenges and measures to address them according to target groups and considering lessons learned from previous programmes. Key informants and participants in the online survey agreed that the consultation process

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[6] UNICEF and Partners (2014) 'Child Domestic Labour and Placement in Haiti in 2014: Analytical Report'.

during the design phase was participatory and inclusive, and that suggestions from many of the relevant stakeholders had been taken into account. According to an informant from the Ministry on the Status and Rights of Women, the ministry's recommendations were retained, particularly those concerning the strengthening of the departmental coordination of the Office for the Fight Against Violence Against Women, and of the Studies and Programming Unit of the ministry.

Involvement of key stakeholders[7] at the implementation level

Regarding the implementation phase of the programme, positions differed and responses were more mixed. Respondents to the online survey, for example, indicated that most stakeholders were largely involved in the implementation of the programme, with the exception of central-level ministries and the Prime Minister's Office, which is expected. CSOs, adolescent and young women, women, and RUNOs are key actors in the implementation of the programme. Marginalised people, men and government institutions have lower but still positive participation. Only the President's Office is not widely involved in the implementation, but this was also expected. During interviews, some stakeholders indicated that participation in the implementation of activities had suffered due to the disruption caused by the COVID-19 pandemic and the limited access of many actors (both government and CSOs) to the equipment and technology needed to participate in meetings and other online activities.

Figure 1. Involvement of key stakeholders in the implementation[8]
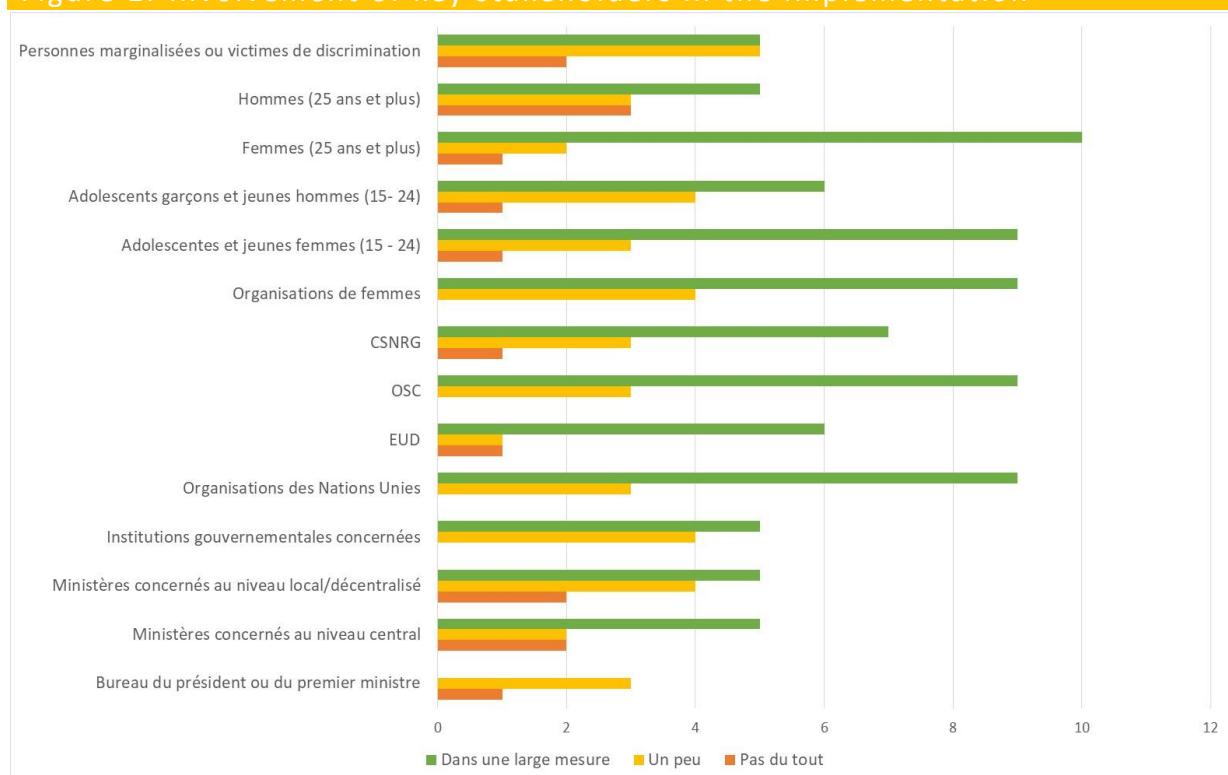
Collection of feedback from beneficiaries

The programme document and implementation progress reports do not elaborate too much on the feedback mechanisms considered to close the feedback loop. The RUNOs indicated that the project documents signed with the IPs included references to obtaining feedback from beneficiaries and sharing this information with the RUNOs as appropriate. In the section of the document on programme M&E, there is a reference to regular field visits to monitor the implementation of agency-funded activities.

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[7] See Footnote 2.
[8] The x-axis shows the number of respondents who answered.

Similarly, in the presentation of communication activities, there are plans in place to use 'digital platforms' to collect feedback systematically from the target audience in order to make ongoing corrections as necessary throughout the implementation of the project.[9] UNICEF, for example, uses the U-Report platform to obtain this type of feedback. These references do not shed light on how this function is intended to work and who is responsible for it.

In practice, the security situation in the country has been an obstacle to the smooth running of these field visits according to one of the IPs. Some of the agencies were able to organise visits in 2021 and are planning consultation and validation exercises with organisations that provide care for women and girls on the ground in the future: '*We have planned for early 2022 to have workshops with people with disabilities and other groups of people who face multiple forms of cross-sectoral violence to get their feedback and recommendations to formulate proposals for improving the national policy on risk and disaster management.*' [RUNO]

The direct beneficiaries participating in the FGDs expressed their satisfaction with the financial support and guidance they received from the projects they were involved in. These participants, who are also survivors of VAWG proudly shared their experience of becoming change agents. However, they were unaware of the Spotlight Initiative and that the projects they were involved in were part of the Spotlight Initiative programme.

The IPs also took the opportunity of these FGDs to highlight what they considered to be the programme's deficiencies in terms of communication and the collection of feedback from beneficiaries: 'There has *been no systematic collection of satisfaction from direct and indirect beneficiaries. While it is true that we have been able to estimate a certain level of acceptance of our interventions among our direct and indirect beneficiaries.* […] *It is not possible for us to translate this acceptance in terms of satisfaction, but there are certainly concrete and practical effects of our interventions for direct and indirect beneficiaries that can be observed on the ground.*' [IP]

Main findings

- Stakeholders felt that the consultations and processes that informed the formulation of the programme enabled those responsible to develop a good understanding of the problems and needs of the main target groups. The interventions proposed under the different pillars reflect the suggestions and recommendations that emerged from this process.

- While the programme has several instruments and even a protocol for collecting feedback from participants and beneficiaries of its interventions, it is not clear that they are used optimally.
- The perception among some stakeholder groups is that restrictions relating to the COVID-19 pandemic have led to a decrease in the commitment and participation of grassroots groups at the local level in the implementation and monitoring of the programme.

Recommendations

- The Programme Coordination Unit and the RUNOs should review the different approaches to feedback collection so far envisaged and develop, in consultation with the IPs and CSOs, the most appropriate means to ensure their effective and consistent application by all actors involved.

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[9] Programme document, Spotlight Haiti programme, Family VAWW, p. 108.

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

Stakeholders interviewed for the MTA continue to demonstrate their commitment and support for the programme.

Government

The Spotlight Initiative in Haiti places special emphasis on the involvement of state partners in the implementation of the programme and the need to ensure greater ownership of VAWG issues by public authorities.

The government's commitment to the Spotlight Initiative is demonstrated by the participation of the Prime Minister in the programme's launch and signing ceremony, the role of the Minister of Planning and External Cooperation in co-chairing the Steering Committee (the highest body of the programme's governance structure), and the presence of several of the most important ministries in the Steering Committee, including the Ministry on the Status and Rights of Women, MAST, the Haitian MSPP, MJSP, MENFP, and MICT.

In addition, several ministry and state institutions are also participating as IPs, such as the Ministry on the Status and Rights of Women, the Protection of Minors Brigade of the Haitian National Police, the Directorate of Civil Protection, IBESR, and OPC. However, due to the socio-political situation in Haiti and with constant changes in ministry staff, the ownership exercise has taken time to be—for example, since the beginning of the programme there have been three ministers in the Ministry on the Status and Rights of Women (RUNO, Coordination Spotlight, the Ministry on the Status and Rights of Women).

As a key informant from the RUNOs says: *'The involvement of the government is unavoidable. The government is involved as a partner, but also as a regulator in all programmes, including the Spotlight programme.'* [RUNO]

According to some of the ministry officials interviewed, government collaboration and ministry involvement during the start-up phase of the programme was rather timid. Restrictions due to the COVID-19 pandemic and insecurity made it difficult for the Programme Coordination Team to interact with the ministry focal points. The meetings required to implement joint activities, as well as the meetings of the governance committees, were particularly affected by this situation. However, encouraging progress has been made during the second year of the programme, especially with regard to the working relationship with the Ministry on the Status and Rights of Women. These positive developments are attributed to the efforts of the Programme Coordination Team to ensure that the Ministry on the Status and Rights of Women is able to exercise its leadership role in the technical coordination of the programme, according to the 2021 Annual Report.

Government (local authorities)

The dismissal of local elected officials by presidential decree at the beginning of 2020 left an institutional vacuum at the town hall level. The programme was therefore obliged to work with the departmental delegates still in office in the targeted departments. These delegates are represented on the DCC set up by the programme in the targeted departments to ensure coordination of implementation on the ground. In each department, the committee is chaired by the departmental delegate who is the representative of the central government in the locality (RUNO).

To date, only two DCCs have been established, in the departments of South and Grand'Anse. Local authorities have been targeted by training and advocacy activities over the past two years.

Civil society

a) IPs or executing partners

The programme considers that, despite the difficult political and security climate, the role of IPs has been crucial in preparing and starting the implementation of the programme and the selected projects. These projects, for the most part, enjoy the support of the communities, especially the beneficiaries, insofar as they respond to their needs.

To date, 33 CSOs are directly involved in the implementation of the programme through partnership agreements with the RUNOs. Three of these organisations are considered sub-recipient field partners and are receiving Spotlight funds as part of a consortium. More than half of these partner organisations are national in scope, and more than two-thirds are women's organisations or women's rights organisations.

Most of the selected IPs have been operational in the country for more than 10 years and have long-standing experience in GBV and the protection of women and girls. Their commitment is demonstrated by their presence in the field and the high level of motivation of the staff convinced by the cause. According to some of the informants interviewed,[10] the partners are involved on a daily basis and have the capacity to better integrate the planned activities since they also have a better knowledge of the realities in the field. One IP put it this way:

'The partners on the ground have information and a vision that is more realistic and less globalising. This is a good way to approach projects. It is well understood that a plan is needed in the framework of the Spotlight programme. It's an international initiative; but the principle of bringing the project up from the grassroots, from local organisations, helps a lot in making interventions more relevant.' [IP]

b) CSRG

The functioning of the CSRG, conceived as an important link in the governance structure of the programme, also encountered difficulties during the implementation and monitoring phase of the programme. According to information gathered from KIIs and programme activity reports, an interim CSRG had been set up pending the formation of the permanent reference group. This interim group, which was very active during the design and formulation phase of the programme, included representatives from a wide range of organisations involved in combating VAWG and intersecting forms of discrimination and violence, in line with the principle of 'leaving no one behind'. Towards the end of 2020, a call for applications was launched for the formation of the CSRG. This process was successful after almost a year, and led to the formation of a permanent CSRG of 11 members.

The members of the CSRG are drawn from the same sectors as the interim reference group. Funds not used during the first year of implementation by UN Women have recently been reallocated and will be made available to the reference group to carry out its functions during Phase 2 of the programme.

RUNOs

The commitment of the RUNOs and the technical support they provide to the IPs are seen as key factors in the progress made so far in the implementation of the programme. The RUNOs have played a key role in ensuring the participation of a wide range of civil society actors in the consultation process that has guided the formulation of the programme. The increased consultation between agencies, together

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[10] We note that only a very small proportion of IPs agreed to participate in the interviews.

with the technical support of the Programme Coordination Team, has contributed to the increased technical coherence of the projects, according to some of the key informants.

Internally, the RC and the heads of the RUNOs have established internal coordination and management mechanisms to strengthen joint work to ensure the coherence of interventions and the achievement of expected results. The RUNOs are very active in the various technical coordination bodies. For example, the Agency Focal Point Group, composed of the technical officers or focal points of the RUNOs, provides a framework for information exchange and discussion on strategies and programme progress, which ensures greater coherence in interventions. The group meets once a month under the leadership of the Programme Coordination Team. In addition, coherence task forces are established when there is duplication of activities between two or more agencies or where there could possibly be synergy. These task forces are *ad hoc* and last for the duration of a specific activity to develop a concept note and roadmap, and a distribution of responsibilities is agreed with the agencies.

EUD

The partnership between the EUD in Haiti and the Spotlight Initiative Coordination Team is fluid and productive, according to the key informants and documents consulted. The EU's support for the programme has been strong from the start. The EU is part of the two main governance structures of the country programme, the Steering Committee, and the TCC.

So far, the Spotlight Initiative has had three different focal points from the EU. The first was involved in the design of the programme and remained until July 2021. The second followed the programme from the Dominican Republic due to the security situation, and the third started in October 2021. The Evaluation Team was only able to interview the last focal point.

According to the interviews with the different stakeholders, the EU focal points have regularly participated in the monitoring meetings of the Programme Team, the technical coherence, and in the meetings with the focal points for the revision of the workplan and budget because of the COVID-19 pandemic. These meetings allowed for a discussion of the results of the programme and an exchange regarding future activities in relation to the challenges and constraints that the programme faces.

For example, collaboration on communication has enabled the two teams jointly to develop awareness-raising tools for the 25 November 2020 VAWG poster campaign. EU participation in the TCC and Steering Committee meetings in early 2021 facilitated the adoption of the revised 2020–21 Workplan to take into account new priorities.

Main findings

- Key stakeholders continue to provide support and demonstrate their commitment to the programme. The commitment and support of RUNOs and CSOs has been crucial to the start of programme activities in the midst of the pandemic.

- The central government's involvement in steering the programme has suffered from political instability and multiple changes in the ministerial cabinet over the past two years. Efforts are being made by the programme coordination to revitalise the partnership with state counterparts.

- After a period of trial and error and confusion, the CSRG has a workplan, budget, and office, suggesting that this important body in the governance of the programme will be able to carry out its functions effectively during Phase 2.

Recommendations

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- The Coordination Team and RUNOs need to find ways to maintain CSO mobilisation during Phase 2, while accelerating the entry into operation of the permanent CSRG. It is recommended that a planning and feedback session be held with the IPs to identify what can be done differently to make the interventions more relevant to the local context.

- The Coordination Team should continue to strengthen its relationship with the Ministry on the Status and Rights of Women and ensure that it is able to exercise its leadership role in the technical coordination of the programme. At the same time, it should strengthen the capacity of the DCCs to support and oversee local implementation.

5. Is the programme Theory of Change (ToC) well developed? Are the indicators to measure results well defined and relevant to measure the achievement of the objectives in line with the ToC?	☒ Very good–good
	☐ Problems
	☐ Serious deficiencies

The ToC of the Spotlight programme in Haiti

The programme document for the Spotlight Initiative in Haiti presents a ToC for each of the six programme pillars, but does not include a ToC for the country programme as a whole. The document argues that the ToCs underpinning the pillars have been tested for consistency and effectiveness. However, it does not specify to what extent the consultations that took place during the programme design phase allowed the stakeholders involved to contribute to the development and validation of the ToC.

Most of the key informants interviewed for the MTA considered that the ToCs of the different pillars of the programme are in line with the priorities established in the 2017–27 National Plan to Combat Violence Against Women. The activities proposed at the pillar level also correspond to the main areas of intervention of the national plan. In the opinion of one of the key informants, '*The essential element of the added value of the Spotlight Initiative is the focus on the cross-cutting axes of strengthening the legislative and policy framework, strengthening institutions, and promoting the leadership of the women's movement.*'

While stakeholders generally agreed that the ToCs of the programme were clearly articulated and relevant, several stakeholders felt that the social transformations targeted are too ambitious given the realities of the country.

The programme document stresses that M&E will allow the relevance of the ToC to be assessed in the light of lessons learned and good practices identified during implementation, to be adjusted if necessary.[11] However, the latest Annual Reports (2020 and 2021) do not mention actions undertaken for these purposes. The workplan and budget have been revised twice so far, once in light of the COVID-19 pandemic and again in March 2021 to revise Pillars 1 and 2 due to the political stalemate. These revisions were necessary because of the external context of the country and were based on the lessons learned so far for each of the pillars. In any case, these changes were not used to update either the ToC of the programme or the pillars.

The results framework of the Spotlight programme in Haiti

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[11] Spotlight Initiative (2019) 'Spotlight Initiative in Haiti to Eliminate Violence Against Women and Girls. Country Programme Document', Haiti, November, p. 77.

The monitoring of the Spotlight programme in Haiti is structured around the objectives of its six pillars and is carried out using 13 outcome indicators and 29 output or product indicators. The proposed indicators have been selected from the overall results framework of the Spotlight Initiative to promote greater cohesion and facilitate comparisons across countries and geographical regions.

According to the Inception Report of the programme, an in-depth study was commissioned in 2020 to establish the baseline values of the indicators of the results matrix and to carry out a survey of the prevalence of domestic violence and of knowledge, attitude and practices in 51 municipalities of the target departments. A second consultation was held in mid-2021 to develop a proposal for field indicators to complement the standard indicators. Informants from the Programme Coordination Team stated that the consultation also aimed to '*adapt the results framework to the realities of the country, with regard to the interventions implemented, while keeping the standard indicators of the Spotlight Initiative*'. This work made it possible to identify process indicators that were easier for field actors to fill in. However, the programme is monitored according to the standard indicators of the Spotlight Initiative.

The programme M&E group, comprised of the M&E focal points of the RUNOs responsible for implementing the programme's M&E plans is not yet functional. According to the informants from the Programme Coordination Team, the recruitment of an M&E Officer during the second half of 2021 made it possible to put mechanisms in place for collecting quantitative data to feed the indicators. In the opinion of these same informants, the M&E system is now in a better position to attempt to highlight the contribution of each of the agencies in relation to the various indicators with greater precision.

In addition, the programme has taken steps with government and civil society partners to operationalise participatory M&E of some of its interventions through the collection of qualitative data during field visits. These data should make it possible to assess the performance of the interventions and the progress made towards achieving the objectives of the various pillars.

Main findings

- The ToC presented in the country programme document for the six pillars of the country programme are clearly articulated and in line with the priorities set out by the government in the *2017–27 National Plan to Combat Violence Against Women.* The activities proposed under the Spotlight country programme pillars also correspond to the main areas of intervention of the *national plan.*

- Some of the stakeholders interviewed considered that the social transformations targeted by the ToCs of the different pillars may be too ambitious, given the realities of the country and considering the geographical scope and duration of the programme.

- The ToCs of the different pillars have not been adjusted to account forthe changes in the context since the start of implementation, and the revisions made to the programme workplan in response to these changes. Although not required by the overall procedures when adjusting the workplan and budget, it would be useful to reflect on whether changes in the external context affect the links and assumptions of the ToC.

- The programme's results matrix used indicators selected from the Spotlight Initiative's overall results framework. A study was carried out during the inception of the programme to establish baseline values for the proposed indicators.

Recommendations

- Prior to Phase 2, the bodies responsible for the implementation of the programme should take stock of the ToCs underpinning the different pillars and decide on their relevance to the effective

monitoring of the programme considering lessons learned and changes in the national context over the past two years.

- Given the changes in the national (and in some cases the local) context, it would be appropriate for the programme progress reports to reflect any adjustments introduced or considered in both the ToC and the results framework.

6A. BEFORE COVID-19: Have all relevant circumstances and risks been taken into account to update the intervention logic? If there were delays, how important were they and what were the consequences? What were the reasons for these delays, and to what extent have appropriate corrective measures been implemented? To what extent has the planning been revised accordingly?	☒ Very good–good
	☐ Problems
	☐ Serious deficiencies
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?	

Before COVID-19

Risks addressed in the risk management plan

Two of the risk factors identified in the programme's risk management matrix have emerged, with important implications for the successful delivery of interventions under the six pillars of the programme.

Political and security context: As explained in previous sections of the report, the dissolution of the Haitian parliament in February 2020 and the end of the mayors' mandate have aggravated the political crisis that the country has been experiencing since 2018. These developments, which coincided with the start of the programme, have had a particularly negative effect on the implementation of the interventions planned under Pillars 1 and 2: 'The *suspension of the mandates of parliament and town halls (impossibility of working with these institutions) represented a major crisis. These situations had considerable impacts on the implementation of Pillars 1, 2, and 3. This delay in the electoral calendar forced some of the agencies to rethink their workplan to target the executives of these institutions, in the absence of the elected officials.*' [RUNO]

The political situation worsened with the assassination of the President in July 2021. The political volatility that marked the first two years of the programme's implementation led to no fewer than three changes of government, resulting in changes of interlocutors at the level of ministers and at the level of the focal points of the government institutions assigned to the programme.

Environmental disaster: Two of the four departments targeted by the programme were severely shaken by an earthquake of magnitude 7.2 in August 2021. Several of the programme's civil society IPs on the ground also suffered damage, which affected the smooth running of some interventions in these departments.

The implementation capacity of CSOs is formulated in the risk matrix of the programme document as '*Rough management of the programme by civil society focal points or under-spending of funds*' and proposes as a mitigation measure to '*anticipate through rigorous training of programme focal points on procedures and* results-based *management*'. This risk was included in the country programme document, but was not included in the risk matrix of the 2020 and 2021 country reports, suggesting that it was no longer a concern for the programme.

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Availability of technical expertise: Difficulty recruiting both national and international technical expertise has been a major obstacle to the implementation of the programme. The establishment of the Programme Coordination Team has suffered serious delays and the composition of the team is still incomplete. The programme has taken more than 16 months to fill the positions of Coordinator and M&E Officer. During this period, the technical coherence function has been used to support the implementation of the programme with a detailed workplan, but many of the planned consultations at pillar level seem also to have suffered.

The COVID-19 pandemic: The COVID-19 pandemic, which broke out shortly after the start of the programme in March 2020, was certainly not foreseen as a potential risk in the country document, but it was addressed extensively in the subsequent risk matrices of 2020 and 2021.

As explained in several sections of the report, multiple challenges were posed by the COVID-19 pandemic to the smooth running of the programme. Containment measures and movement restrictions delayed the start of several activities and limited participation in others. The adoption of remote modalities for some activities was hampered by the limited access to communication technologies by both civil society IPs and the government. Government officials and managers were absorbed in managing the pandemic and had limited time and resources available for the Spotlight Initiative.

At the same time, the increase in cases of VAWG due to the pandemic prompted adjustments to the programme's workplan to respond to this unforeseen situation.

After COVID-19

While respecting the design of the programme, adjustments were made to the programme workplan under the guidance of the Spotlight Initiative secretariat in response to the COVID-19 pandemic, with endorsement from the EU. These adjustments were accompanied by some reallocations in the budget lines. According to programme activity reports, the changes specifically targeted interventions under Pillar 4, with the aim of strengthening care providers in the face of possible increases in COVID-19 cases.

The range of interventions introduced as part of the response to the COVID-19 pandemic included support to a communication campaign on COVID-19 by the Ministry on the Status and Rights of Women, MSPP, and MAST integrating VAWG; support to the Ministry on the Status and Rights of Women for establishing the National Hotline 8919 for victims of VAWG; support to the launch and operation of the hotline for transgender victims of domestic violence; strengthening the legal aid services of eight women's rights CSOs into remote and virtual services for VAWG survivors; and supporting a number of shelters for VAWG survivors specifically equipped for case management and referral, in a context of increasing demand. Also noteworthy is the support to the operation of the GHESKIO GBV Unit in Port-au-Prince, maintained during COVID-19 with the contribution of Spotlight funds.

The programme also demonstrated flexibility and agility in response to the disastrous consequences of the August 2021 earthquake in the departments of Sud and Grand'Anse. Together with the Ministry on the Status and Rights of Women, an emergency activity plan was developed to accelerate support activities for the ministry's departmental coordinators and civil society IPs. The activities planned mainly aimed at preventing and/or dealing with a potential increase in cases of VAWG following the disaster.

A revision of the workplan was carried out and approved in 2021 at the initiative of the Steering Committee to adjust the interventions initially planned under Pillars 1 and 2, which were particularly affected by developments in the country's political context. These adjustments allowed for changes in the institutions and groups targeted by the interventions planned under these pillars.

New risks with mitigation measures were identified in the 2021 risk management report. Some of these risks relate to the country context (such as recurrent fuel supply problems). Other programmatic risks have

also been added. It should be noted that most of the proposed mitigation measures rely on the establishment and proper functioning of regular monitoring mechanisms, which, as highlighted in the previous section, have so far been slow to become functional.

Main findings

- The original risk management matrix for the Spotlight country programme in Haiti identified a set of contextual, programmatic, operational, and fiduciary risks and mitigation measures to limit their impact that were found to be relevant. These risk matrices were updated during the course of the programme.

- Regarding the COVID-19 pandemic, it is understandable that a health crisis of this magnitude was not given special attention in the initial risk planning. However, programme implementers at both the Spotlight Initiative secretariat and local coordination levels effectively adjusted and made changes to the risk plans to ensure continuity of interventions despite the new constraints of the pandemic.

- Mobilising the necessary technical expertise (recruiting firms or individual consultants) was a constraint or cause of delay during Phase 1. However, although this risk was not addressed in the matrix, the programme found ways to mitigate it by using the technical coherence function.

- Challenges relating to the COVID-19 pandemic and the political situation in the country affected the implementation of interventions planned during Phase 1. Despite adjustments to the programme's workplan and budget in response to these crises, overall implementation suffered delays, and some pillars are still struggling to catch up.

- A review of the risk management matrix in 2021 led to the identification of new risks at contextual and programmatic level. However, the effective management of these risks requires a functional M&E system.

Recommendations

- As part of the preparation for Phase 2, the Programme Coordination Team and the RUNOs should, in the light of the lessons learned in Phase 1, review the mitigation measures proposed in the latest version of the risk management matrix to ensure that they are effective in preventing and/or reducing the impacts of new risks identified by the programme.

- In the immediate future, the Programme Coordination Team and RUNOs should prioritise the necessary steps to strengthen the programme's M&E system, which should also result in better management of the programme's risks.

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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

As highlighted in previous sections of this report, the implementation of the Spotlight Initiative in Haiti has suffered from the COVID-19 pandemic and the deterioration of the country's political climate, two significant developments that coincided with the launch of the programme in early 2020.

The information gathered in the framework of the MTA, both from stakeholder interviews and from the review of the programme's activity reports, indicates that performance will be lower than desired during the first two years of implementation, despite a clear improvement in the pace of implementation of activities in 2021 compared to 2020.

Overall, Pillars 1 and 2 have been the worst performers, lagging seriously behind the expected results. On the other hand, the implementation rate in Pillars 3, 4, and 6 is considered much more promising, showing a clear improvement in 2021 compared to 2020.

It is worth recalling here, as explained earlier in this report,[12] that it was only in the second half of 2021 that the M&E Officer of the Programme Coordination Team could finally be recruited, at which point the mechanisms for collecting quantitative data to feed into the results framework indicators were put in place. Prior to this, however, efforts were made to collect baseline data based on the baseline study in 2020; to collect data for the 2020 indicators at the beginning of 2021; and to revise the indicators and targets in 2021. Similarly, the M&E group of RUNO M&E focal points responsible for the implementation of the programme's M&E plans is not yet functional. The programme's M&E system was still in an embryonic state at the end of 2021.

Progress in the implementation of activities planned for 2020

According to information obtained from the KIIs and documents consulted, the first six months of implementation (January–June 2020) were disrupted due to the emergency resulting from the COVID-19 pandemic and the need to introduce immediate adjustments to the programme action plan. This unexpected situation led to a near-paralysis of many planned activities in the different pillars. It was only during the second half of 2020 that the first partnership agreements and projects with civil society and small grants to women's groups or organisations under Pillars 3, 4, and 6 were launched. The lack of an initial phase to plan the identification and contracting of IPs was mentioned as a design flaw of the Spotlight Initiative.

The interventions initially planned for Pillars 1 and 2, which were directly affected by the institutional vacuum because of the dismissal of elected officials at all levels of governance, were practically on hold for the entire first year. Encouraging progress, however, has been made on Pillars 3, 4, and 6. The commitment of civil society IPs, firmly rooted in the communities and sectors of intervention, has been a determining factor in the relative success of implementation in these three pillars.

The data available in the SMART platform and reflected in Figure 2 for the year 2020 do not support this pillar performance finding. For almost all pillars, several indicators did not have a milestone set, which was logical as this was the first year of implementation. Progress towards the expected results for Pillars 1 and

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[12] See Questions 2 and 5 of this report.

2 was among the most positive, while <u>Pillars 4 and 6</u> were among the least advanced, as can be observed. The difference between the perception of key informants and progress in terms of activities against results in the results framework can be explained by the fact that some milestones, particularly in <u>Pillars 1 and 2</u>, had already been achieved for the country. On the other hand, more efforts were made in terms of activities for <u>Pillars 4 and 6</u>, but this is not necessarily reflected in the results framework (see also Question 5).

The detailed analysis by indicator is presented in Annex 5.

Figure 2. Progress against milestones (Jan–Dec 2020)[13]
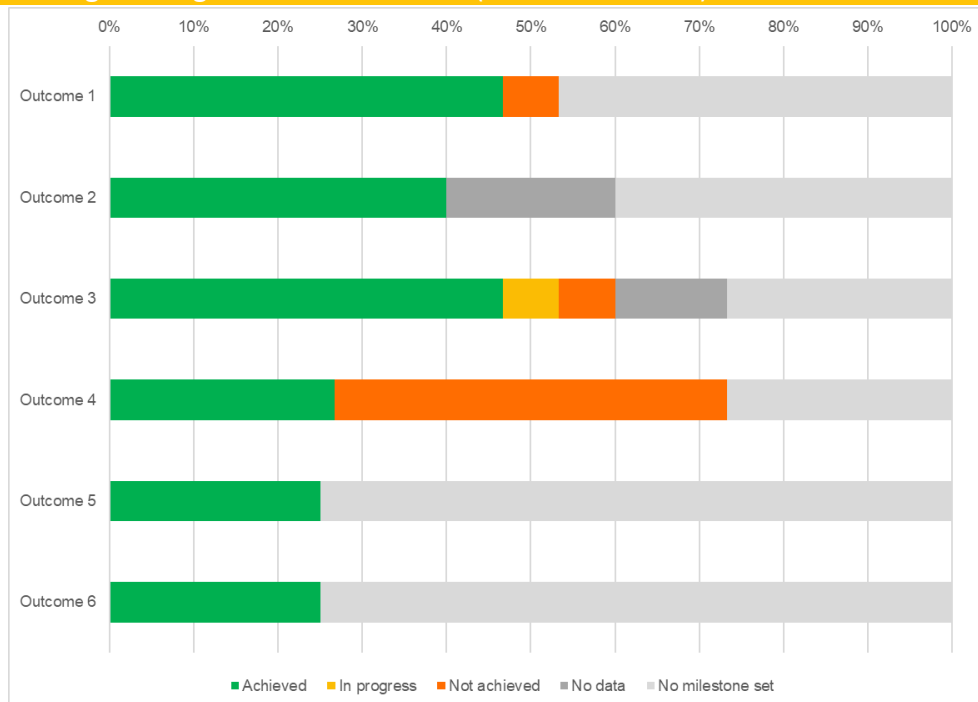
Progress in the implementation of activities planned for 2021

In the opinion of the key informants interviewed for the MTA, despite the continued deterioration of the country's socio-political context and security climate during 2021, the implementation of the Spotlight programme progressed at a much more satisfactory pace. Although not yet validated by the Spotlight Initiative secretariat, the Annual Report for the year 2021 confirms the optimism of some of the stakeholders who reported a lot of achievements.

As part of the revision of the 2020–21 Workplan, the Steering Committee adjusted the proposed activities and budget amounts for 2021. To address the problems faced by <u>Pillars 1 and 2</u> during the first year of implementation, changes were made to the original targets of the interventions under these two pillars. Specifically, activities initially aimed at parliamentarians and other local elected officials, for example, were reformulated to benefit civil servants at central and local levels, as well as members of political parties and groupings.

In addition to these adjustments, the RUNOs and IPs also adopted a set of measures to accelerate the pace of programme implementation, again with the aim of compensating for the delays experienced

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[13] To calculate this graph, we used the data submitted through the SMART platform and combined the outcome and output indicators selected by the country to be the focus of their programme. We compared the milestones with the progress report. When the milestone was achieved, it was labelled 'achieved'; when the reported progress was above 50%, it was labelled 'in progress'; when the reported progress was below 50%, it was labelled 'not achieved'. Where no milestones were set for the year, it was labelled 'no milestones set', and where no data were available, 'no data'.

during the first year. One of these measures aimed to prioritise the implementation of 'high-impact' strategies and interventions for the prevention and response to VAWG.

According to the key informants and the latest Annual Report,[14] the most significant progress in 2021 was made under Pillars 3, 4, and 6, and '*correspond respectively to strengthening VAWG prevention, improving access to essential services for survivors and strengthening the capacity of women's movements and advocates*'.

As was the case for 2020, the SMART platform data presented in Figure 3 do not quite match this finding of pillar performance by the key informants interviewed and according to the documents consulted. Rather, these data suggest that Pillars 5, 6, 3, and 1 have been the best performers, with the highest rates of completion against the milestones and indicators of the results matrix. As mentioned above, there is a gap between implementation progress as reported in the documents and perceived by key informants and the progress captured in the results framework.

The detailed analysis by indicator is presented in Annex 5.

Figure 3. Progress against milestones (Jan–Dec 2021)[15]
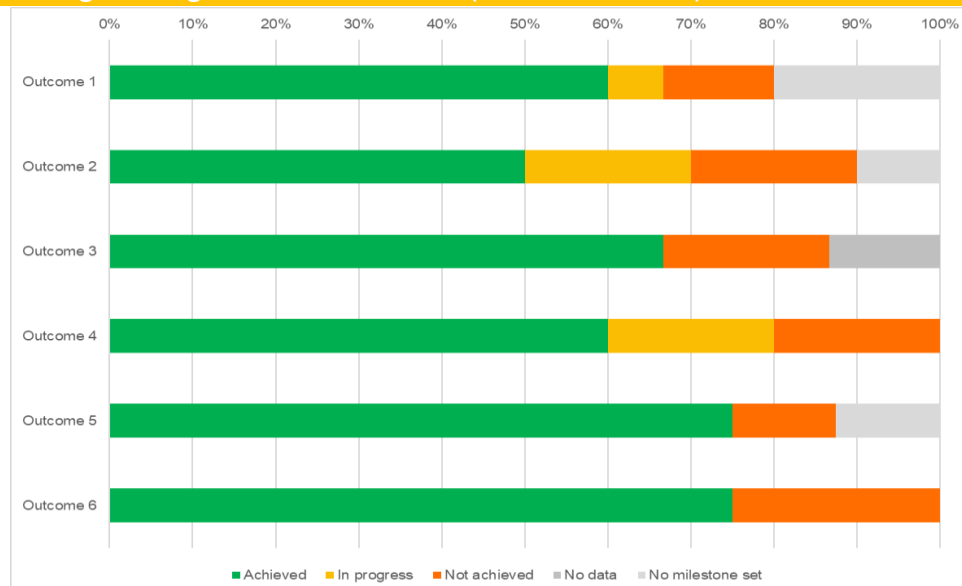
Main conclusions

- The rate of implementation of the activities planned for the first year of implementation in the 2020–21 Workplan suffered from the effects of the COVID-19 pandemic and the political crisis that coincided with the launch of programme implementation in Haiti. In practice, implementation effectively started during the second half of 2020, resulting in relatively weak performance across all pillars, and Pillar 4 in particular. For 2020, several indicators did not have a milestone set, which was logical as this was the first year of implementation.
- Despite the continued deterioration of the political and security situation in the country, programme activities continued satisfactorily in Year 2. This was also reflected in the progress made against the milestones for this year, where five of the six pillars achieved more than 60% of the milestones set. In the opinion of stakeholders, Pillars 3, 4, and 6 performed best.

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[14] Spotlight Initiative (2021) 'Annual Report 2021: Spotlight Haiti Country Programme', narrative section, p. 13.
[15] To calculate this graph, we used the data submitted through the SMART platform and combined the outcome and output indicators selected by the country to be the focus of their programme. We compared the milestones with the progress report. When the milestone was achieved, it was labelled 'achieved'; when the reported progress was above 50%, it was labelled 'in progress'; when the reported progress was below 50%, it was labelled 'not achieved'. Where no milestones were set for the year, it was labelled 'no milestones set', and where no data were available, 'no data'.

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- The adjustments made to the 2021 Workplan by the Steering Committee made it possible to overcome certain obstacles and continue implementing some activities under Pillars 1 and 2 with different target groups. Despite these adjustments, the implementation of the interventions planned under these two pillars still needs to catch up.

- Data from the SMART platform on progress in 2021 against the indicators in the programme results framework were only made available at the time of writing the MTA report

- After analysis, the data from the SMART platform do not seem to coincide with the observations and information obtained from the KIIs and the document review. This situation calls for a closer look at the functioning of the M&E system in place and the information and data flows generated at the level of the different pillars in relation to programme progress and results.

- The implementation of the M&E system suffered from the delay in recruiting the senior staff member responsible for this function within the Programme Coordination Team. This also delayed the start of the M&E group of RUNO M&E focal points to help with M&E. As these focal points are responsible for M&E for the entire RUNO, and not specifically for the Spotlight Initiative, they were not always fully available.

Recommendations

- The Programme Coordination Team should explore the immediate possibility of putting in place a protocol for quality control and dissemination of data on the results achieved and changes introduced under the different pillars. The quarterly reports that each RUNO receives from partners should be systematically shared at the coordination level.

- The presentation of results and progress at pillar level in the main programme progress reports, including the Annual Reports,[16] should systematically reflect their alignment with the output and outcome indicators to which they correspond.

8. Are the outputs still likely to lead to the expected outcomes? To what extent has progress towards the outcome targets been achieved?	☒ Very good–good
	☐ Problems
	☐ Serious deficiencies

Table 4, developed in response to this question, provides a summary of the programme's achievements to date and the challenges that have hindered the smooth running of interventions under each pillar. Suggestions and/or recommendations are also presented wherever necessary. The information used comes mainly from the activity reports consulted.

Table 4. Main achievements and obstacles by pillar

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[16] Spotlight Initiative (2020) 'Annual Report 2020. Spotlight Haiti Country Programme', key results, p. 7; Spotlight Initiative (2021) 'Annual Report 2021. Spotlight Haiti Country Programme', main results achieved, p. 9.

Pillars	Sample of Phase 1 achievements	Problems identified/obstacles to be solved in Phase 2
Pillar 1	**Legal and policy framework** • Preliminary report of an analysis of the legislative and legal framework on women's rights in relation to international standards and principles carried out. • Training manual for CSOs on the popularisation of VAWG legislation and gender mainstreaming in public policy being finalised. • Draft of the revised version of the proposed law on violence against women developed. • Capacity building of 18 managers of OPC (nine women and nine men) from the central and decentralised levels on data collection and analysis techniques.	The proposed timetable for achieving the objectives of Pillar 1 is not realistic given the slow pace of such reforms in Haiti. The prolonged dysfunction of the legislature and the dissolution of the Haitian parliament in February 2020 prevent some parliament-related activities from being carried out. The adjustments made to the activities under this pillar by the Steering Committee will allow some of them to be carried out, but with different groups. For Phase 2, Pillar 1 outputs and activities should be reviewed and more realistic targets should be proposed based on partners' capacities and delays.
Pillar 2	**Institution building** • Distribution of solar kits and computer equipment to support capacity building of the Ministry on the Status and Rights of Women offices in five departments of the country achieved. • Needs for strengthening the VAWG Bureau assessed and addressed. • Computer equipment given to the Interministerial Committee on Human Rights to help it use data from the Office of the High Commissioner for Human Rights. • Advocacy initiated with the State University of Haiti to analyse the curricula of five faculties with a view to integrating modules on VAWG prevention and care into their curricula and strengthening their capacities in these areas. • Process of strengthening the capacity of state institutions in gender-responsive programming and budgeting and VAWG initiated for six sectoral ministries. • Support to Haiti's Civil Protection agency in integrating gender and VAWG into ongoing humanitarian risk and disaster management plans.	Taking into account the institutional challenges of the state actors that have affected the start of the activities of this pillar, it is recommended to propose objectives that are more in line with the reality according to the capacities of the partners and the recorded delays.
Pillar 3	**Education/prevention** • Seven U-Report surveys on VAWG conducted with 21,752 total respondents and published. • More than 28,000 young people (41% girls) are registered on the U-Report platform and participate in surveys on several topics related to VAWG surveys. • 70 field officers trained, deployed, and equipped with awareness-raising materials on VAWG, COVID-19, and available care services.	Good progress has been made under Pillar 3. The earthquake in two of the programme's target departments had a negative impact on the activities of this pillar. A further revision of the workplan should be considered to enable RUNOs and IPs to scale up technical support to local actors to achieve the desired level of implementation.

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Pillar 4		
	• 141 women trained on leadership and participation of women and girls in VAWG prevention through the SASA! methodology. • 30 young women leaders recruited and trained as mentors for the establishment and management of Girls' Spaces in the north-east. • 46 artists engaged as influencers to promote social norms and positive attitudes towards women. • 13,480 people (men, women, girls, and boys) reached with awareness-raising messages on VAWG and fair social norms through the '*mwen kanpe ave l*' (I Am With Her) campaign. • 43,946 people, including victims of violence, sensitised on VAWGs, positive masculinity, women's and children's rights, and gender equality. • 529 men, women, and youth trained on GBV and COVID-19 protective barriers in the Port-au-Prince metropolitan area. • 209 'Male Champions' trained in the four departments on positive masculinities and VAWG prevention. • 130 teachers and 1,073 students (including 713 girls) trained on social norms, types of VAWG, and sexual and reproductive education in schools in the north-east and west. • 71 journalists trained on gender, VAWG and domestic violence prevention, positive masculinities, inclusion and gender-sensitive reporting, and ethical journalism in Grand'Anse and West. • 17,391 adolescents (9,383 girls and 8,008 boys) participated in school-based education programmes on VAWG (2,447 in 2020). • 58,324 people (41,394 women/girls and 16,930 boys) participated in information and education programmes on gender and VAWG at community level (3,348 in 2020). • 48 private companies committed to promoting the protection and defence of women's and girls' rights. • Training module on GBV and positive masculinity integrated into the curriculum of the Faculty of Education of the Public University of Haiti. • 127 'Espaces Filles' operational in the departments of North-East, West, South, and Grand'Anse thanks to the support of several organisations such as AFASDA, OFAVA, FOSREF, Rapha House, and Save the Children.	
Pillar 4	**Services/care** • Five helplines set up and operational within public institutions and civil society: IBESR's green line (133); Protection of Minors Brigade of the Haitian National Police 's green line (188); AREV's lines for suicide	Some progress has been made under this pillar. However, as with the other pillars, the level of progress has been affected by the COVID-19 pandemic, the security

prevention of LGBTQ+ persons; and KAYFANM's GBV hotline. • More than 2,143 women and girls assisted by the various services supported (medical, psychosocial, legal, shelter, and socioeconomic reintegration). • 179 (118 women and 61 men) representatives of local authorities and CSOs working in legal assistance to VAWG victims, and 11 women's organisations in North-East, South, and Grand'Anse, benefited from capacity building in the provision of quality legal services to VAWG survivors. • GHESKIO's GBV unit, in the coastal area of Port-au-Prince, maintained in operation during COVID-19 with the contribution of Spotlight funds. • Five Established Girls' Areas and two Arranged Safe Areas. • 6,830 VAWG survivors sought help from Spotlight partner organisations in 2020 and 2021 and received integrated care. • 874 VAWG cases were reported to the police and brought to court for prosecution. • A mapping of VAWG response services has been carried out in nine departments of the country (currently being finalised in the 10th department) to enable stakeholders to identify gaps in the provision of services and ensure equal access to services. • In partnership with MSPP, 70 professionals from the Community Hospitals of Reference in South Department and Grand'Anse better equipped to provide adequate psychosocial support to survivors of violence. • 11 communes in the north-east benefited from a training and institutional support programme aimed at providing the department with an institutional recovery plan that will be gradually implemented. • 76 young women accompaniers and natural helpers from 8 'Safe Spaces' in Grand'Anse and North-East acquired skills in psychosocial care for survivors of violence.	situation in the country, and the capacity problems of IPs. RUNOs and IPs need to consider an acceleration plan before the launch of Phase 2 to make up for lost time. Two indicators in particular are lagging behind and should receive increased attention: the improved knowledge and capacity of women's organisations to provide quality and coordinated essential services to women and girl survivors of violence, and the number of women and girl survivors/victims and their families who have increased access to a) quality essential services and b) accompaniment/support initiatives, including long-term recovery services.

Pillar 5	**Data collection and use** • The Study and Programme Unit and the Gender Analysis Department of the Ministry on the Status and Rights of Women benefited from i) technical assistance (four consultants) for a self-diagnosis of the architecture of the existing GBV database; and ii) computer and office equipment. • 117 producers and users of VAWG statistics at sectoral level trained (MSPP, MJSP, MAST, Women's Affairs, MENFP, OPC), of whom 72% were women and 28% were men. • A study on the impact of crises, natural disasters, and displacement on the forms and incidence of domestic violence and VAWG in Haiti currently being finalised.	Despite the delays, the activities under this pillar have progressed at a satisfactory pace. For Phase 2, RUNOs and IPs should focus on institutional strengthening actions to be carried out by the CSOs and groups themselves in order to stimulate ownership of the methods and tools.

Pillar 6	**Strengthening the women's movement** • 240 members of 60 women's organisations trained to design and manage projects to combat VAWG and to carry out advocacy work on the issue. • 20 women's rights organisations trained to strengthen their capacity to evaluate public policies for the promotion of women's rights and the elimination of VAWG. • 60 trained women leaders collectively carried out an evaluation of the implementation of the gender equality policy of the Ministry on the Status and Rights of Women, with recommendations to the authorities. • Three departmental workshops bringing together a total of 204 leaders of local women's organisations and groups, as well as representatives of the public authority, held in North-East, South, and Grand'Anse to encourage exchanges between women's groups and local authorities. • Spaces for meetings and intergenerational dialogues to facilitate exchanges between the pioneers of the Haitian feminist movement and young women leaders of emerging organisations, established in the departments of North-East, South, and Grand'Anse; at least three of these intergenerational dialogues have been organised (North-East and Grand'Anse). • 120 participants (leaders of women's organisations, schoolgirls, students, and representatives of youth movements) benefited from these spaces and dialogues. • Five women's rights CSOs from five rural communes in the south received a grant to implement their own projects to combat VAWG in their communes. • 20 women's rights organisations strengthened their capacity in i) organisational management, ii) effective meeting conduct and time management, iii) advocacy and resource mobilisation, iv) human rights, and v) the SDGs and VAWG. • 60 women's organisations equipped to design and manage projects to combat VAWG, as well as to carry out advocacy work. • 20 women's rights organisations now have the capacity to adequately assess public policies for the promotion of women's rights and the elimination of violence against women. • 58 organisations equipped to carry out advocacy actions based on public accountability mechanisms such as the Convention on the Elimination of Discrimination against Women, Universal Periodic Reviews, social audits, etc.	Despite the delays, the activities under this pillar have progressed at a satisfactory pace. For Phase 2, RUNOs and IPs should focus on institutional strengthening actions to be carried out by the CSOs and groups themselves in order to stimulate ownership of the methods and tools used in Phase 1 interventions.

Despite the many challenges, the Programme Coordination Team and the RUNOs have made enormous efforts to set in motion and advance the implementation of the programme. These efforts have been rewarded in some of the pillars, as evidenced by the sample of outputs (or products) achieved so far presented in Table 4.

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As the results achieved in 2021 were clearly on track to meet the milestones set for that year (see Question 7) and as accelerated progress was observed and confirmed by key informants, the evaluation considers that the progress made so far in terms of achievements is likely to lead to the outcomes set.

Furthermore, as can be seen in Annex 5, eight of the 13 outcomes of the overall results framework have already been achieved; one has been partially achieved; two are ongoing; and two (both from Pillar 6) have not yet been achieved.

Main findings

- As explained in the previous sections, the launch and implementation of the Spotlight programme in Haiti has faced many challenges that have affected the smooth implementation of a number of activities foreseen in the initial workplan. However, encouraging progress and promising results have been achieved under all pillars.

- The available evidence indicates that the achievements so far are likely to lead to the agreed results. In fact, eight of the 13 outcomes have already been achieved.

Recommendations

- In the immediate future, the Programme Coordination Team, together with the RUNOs, should reassess the activities planned for each pillar and determine whether the timetable and targets set for their implementation should be maintained or modified in light of their performance and the constraints facing the programme.

- Prior to Phase 2, the main instruments and tools for M&E and communication and dissemination of programme results should be reviewed, adjusted, and harmonised. For example, the sections of the narrative part of the Annual Reports on key results[17] or the main results achieved[18] could be better linked to the indicators, milestones, and results of the results matrix presented in Annex 5.

9A. Do the government, IPs, or RUNOs have sufficient capacity (financial, human resources, and institutional) to ensure that implementation is going according to plan? 9B. Are there any obstacles/bottlenecks/outstanding issues on the partner or government side that are limiting the successful implementation and results achievement of the initiative?	☐ Very good–good ☒ Problems ☐ Serious deficiencies

Budget execution

This analysis of the budget execution of the Spotlight programme in Haiti is based on the financial data available for the period up to 31 March 2022. According to these data, budget execution by the four RUNOs reached US$ 6,560,628, of which US$ 5,649,463 was spent and US$ 911,165 was committed by the RUNOs, or 66% of the amount allocated for Phase 1 of the programme.

One of the RUNOs, UNDP, spent half of their budget (50%), while UNFPA, UNICEF, and UN Women spent 60%, 71%, and 82% respectively. There is a large difference between the amounts that have been committed. Looking only at spending to date, UNICEF has reached 71%, UN Women 61%, UNFPA 53%, and UNDP 46%.

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[17] Spotlight Initiative (2020) 'Annual Report 2020. Spotlight Haiti Country Programme', key results, p. 7.
[18] Spotlight Initiative (2021) 'Annual Report 2021. Spotlight Haiti Country Programme', main results achieved, p. 9.

Overall, this relatively low rate of budget implementation is not surprising given the delays experienced by the programme during the first year of implementation due to the COVID-19 pandemic and the political disruptions that directly affected planned interventions under some pillars.

A closer look at RUNO expenditures shows that UN Women, which has the highest budget execution rate, is the lead agency for Pillars 3 and 6 (considered to be the best performers), while UNDP, which has the lowest level of expenditures, is associated with Pillars 1 and 2 (which have been most affected by the political situation described above).

However, in the view of RUNO key informants, this low level of budget execution must also be attributed to the operational constraints faced by the agencies, including those related to i) mobilising the necessary technical expertise and recruiting firms or consultants; ii) the slow transfer of funds to implementing or executing partners as a result of the agencies' internal procedures; and iii) the logistical challenges of carrying out virtual training or distance learning events.

At the level of budget lines, the rate of expenditure ranges from 20% (for travel) to 64% (for human resources). The only case of overspending recorded by the RUNOs (except for UNICEF and UNFPA) is on the budget line 'equipment, vehicles and furniture—including depreciation'. The expenditure rate for this line is 184%. According to RUNO key informants, this overspending was mainly due to the unplanned acquisition of equipment and computer materialsfor the benefit of several IPs, both CSOs and state institutions, in response to the need for remote work relating to the COVID-19 pandemic and the coordination among departments of the Grand Sud after the 2021 earthquake.

In response to the question of whether the budgeted financial resources were sufficient to implement the planned activities, almost half the participants in the online survey felt that the resources available were relatively insufficient.

Figure 4. Budget versus expenditure (Jan 2020–31 Mar 2022)
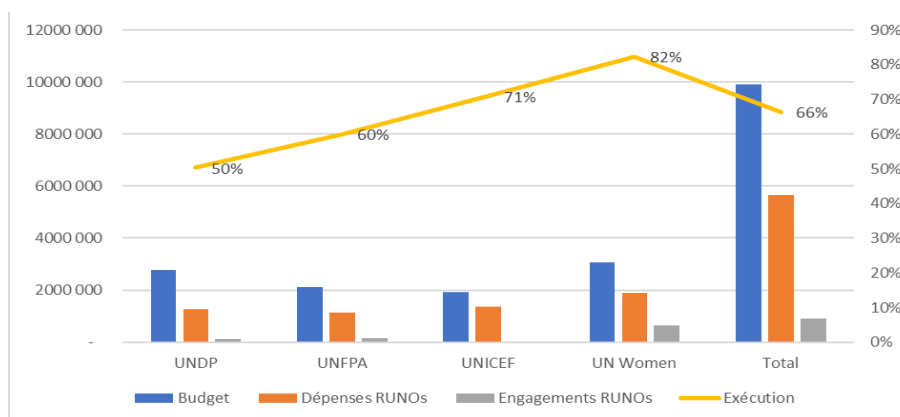
Absorptive capacity and other barriers affecting programme implementation

RUNOs

According to the stakeholders interviewed, he RUNOs have the necessary technical, institutional, and human capacity to successfully implement the Spotlight country programme. A large majority of the respondents to the online survey (12 of 17 participants) confirmed this perception.

Perceptions differed among stakeholders, and particularly among RUNO representatives, regarding the resources available for programme implementation. Indeed, according to the members of the Programme Coordination Team and some RUNO representatives, the programme is well resourced. Three of the four beneficiary agencies have a project officer assigned exclusively to the implementation of the programme. In addition, according to these informants, the agencies have the latitude to call on

other human resources deemed necessary for the proper conduct of the programme. It is therefore up to each agency to recruit managers who are wholly or partially dedicated to the programme, or to divide the responsibilities for the programme among existing staff. On the other hand, key informants who do not share this view see human resources deficiencies, in particular the insufficient number of full-time technical staff assigned to the programme at agency level, as one of the main challenges to the smooth running of the programme.

Government

As highlighted throughout this report, the COVID-19 pandemic and the political situation in the country have had a definite impact on the government's contribution to the implementation of the programme. Interventions under Pillars 1 and 2 have been particularly affected by the institutional vacuum resulting from the political situation. An examination of expenditure by budget line suggests that the low implementation rate of UNDP, the lead agency for these two pillars, is partly due to the fact that only 11% of its budget under the heading of 'transfers and grants to implementing partners' was used. The implementation rate on this heading is more than 70% for the other three agencies, which work mainly with civil society partners. Many CSOs receive direct cash transfers from RUNOs, which is not the case for public institutions where the direct implementation modality (DIM) is used, meaning that funds are paid directly to providers based on income and expenditure and not to public institutions.

In addition to delays in the start-up and smooth running of interventions, the nature of the partnership between the programme and key government bodies involved in tackling VAWG has suffered from frequent changes in the ministerial cabinet over the past two years. Some of the stakeholders consulted for the MTA reported a sense of 'doom and gloom', where agreements made with one team were challenged by the new team, and so on. Fortunately, as some of the key informants acknowledged, the technical staff of these state bodies tend to be more stable and motivated to move issues forward.

Respondents to the online survey considered that of the six main groups of actors[19] involved in the implementation of the programme—state actors (central and local governments)—were the most limited in terms of institutional and human capacities. According to respondent comments, government bodies suffer from insufficient human and material resources (especially in terms of logistics and telecommunications equipment and technology or internet access), which hampers their ability to carry out certain activities despite the support received from the programme.

CSOs

The key informants interviewed at the RUNO level unanimously acknowledged that CSOs have played a decisive role in carrying out actions on the ground in a particularly difficult context, fraught with all sorts of obstacles. The high level of commitment of these CSOs and their strong presence in the communities facilitated the implementation of interventions planned under Pillars 3, 4, and 6. At this stage, as highlighted in the previous sections (Question 4), more than 30 CSOs were formally and directly involved in the implementation of the Spotlight Initiative through partnership agreements with RUNOs. There are different types of CSO involved in the programme. Most of these IPs are women's or women's rights organisations. Many of these partners are well-established national or international NGOs with a presence across the country.

In response to the question about the capacity of different groups of recipients to implement their assigned budgets, the online survey participants considered women's organisations or groups and community-based organisations to be by far the least able to implement their budgets. Interview

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[19] Central government; local government; RUNOs; IPs; CSOs; women's rights organisations/movements.

participants also reported challenges related to limited project management and monitoring capacity faced by some of the partner CSOs.[20] As the Spotlight Initiative has established at the global level that the majority of funds should be channelled through grassroots organisations, it is also important to ensure sufficient institutional and budgetary support for these organisations. This requires a more rigorous process of selection and institutional support (training, mentoring, etc.), which will have the effect of slowing down the implementation of activities to some extent

Main conclusions

- According to the financial data available at the conclusion of the MTA, the Spotlight country programme in Haiti has achieved a budget execution (expenditure and commitments) of 66%, which is close to the 70% threshold expected at this stage.

- In addition to delays caused by the COVID-19 pandemic and the political situation in the country, operational constraints, including those related to the recruitment of technical staff and procedures for transferring funds from RUNOs to implementing or executing partners, also contribute to the slowdown in the pace of expenditure by RUNOs.

- Three of the RUNOs had overruns on the heading 'equipment, vehicles and furniture—including depreciation'. These overruns are apparently due to activities aimed at strengthening the departmental and central directorates of some state institutions, including support for the acquisition of teleworking equipment.

- The low budget execution rate of UNDP, the lead agency for Pillars 1 and 2, particularly regarding the heading 'transfers and subsidies to implementing partners', seems to have been directly linked to the institutional vacuum created by the collapse of the parliament and the dismissal of the elected authorities, the main beneficiaries of the interventions of these pillars.

- The technical and institutional capacity of the RUNOs and their commitment to ensuring the smooth running of the programme was recognised by all stakeholders. However, views differed on their capacity in terms of financial and human resources. Some key informants felt the agencies did not have the financial means to meet the staffing needs of the programme, while others felt the agencies were well resourced in this respect and had sufficient technical staff assigned to the programme on a full-time or part-time basis.

- The CSO partners were highly motivated to ensure the smooth running of the interventions. Their prior involvement in the fight against VAWG and their anchorage in the communities were certainly assets appreciated by the stakeholders. However, the challenges many of them faced in terms of organisational capacity and leadership needs have also contributed to delays.

Recommendations

- To address the identified deficits in the organisational capacity of civil society partners and community-based organisations, the Programme Coordination Team should proceed to map the technical support needs of the different types of partners and consider the possibility of outsourcing this service to a specialised private entity that is capable of developing support tools and offering tailor-made training and technical support services to the weakest partners in project management.

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[20] We note that only a very small proportion of IPs agreed to participate in the interviews.

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- Any revision of the budget should consider the constraints faced by RUNOs in terms of staff assignments to the programme. Where possible, budgetary adjustments should be considered to increase the number of full-time resources assigned to the programme.

D. EFFICIENCY

10. Are the chosen implementation mechanisms (including implementation modalities, entities, and contractual arrangements) adequate to achieve the expected results?	☒ Very good–good
	☐ Problems
	☐ Serious deficiencies

Selected implementation mechanisms

The Spotlight Initiative country programme in Haiti is being implemented in line with the inter-agency collaboration principle of the UNS reform. Partnerships with a wide range of civil society actors and also with key state bodies, including the Ministry on the Status and Rights of Women and MPCE, are part of the quest for synergy and efficiency that underpins UNS reform.

According to the programme document, the DIM is used for interventions under Pillars 1 and 2. Under this modality, a UN agency is directly involved in implementation. This agency can transfer funds at any time to other entities (e.g. CSOs) to carry out specific activities. The programme document states that, for Pillar 2, a 'hybrid modality of direct implementation' by UN lead and co-lead agencies and women's organisations as IPs has been adopted for some of the interventions. This hybrid approach allows technical expertise to be coupled with knowledge of the field and the needs of local groups.

For the other pillars (Pillars 3, 4, 5, and 6), the implementation modality adopted is to establish contracts with IPs selected by the agencies according to their internal procedures. These partners are in principle provided with advisory support and coaching. This approach corresponds to the national implementation modality (NIM), where funds are transferred to IPs (CSOs or government entities).
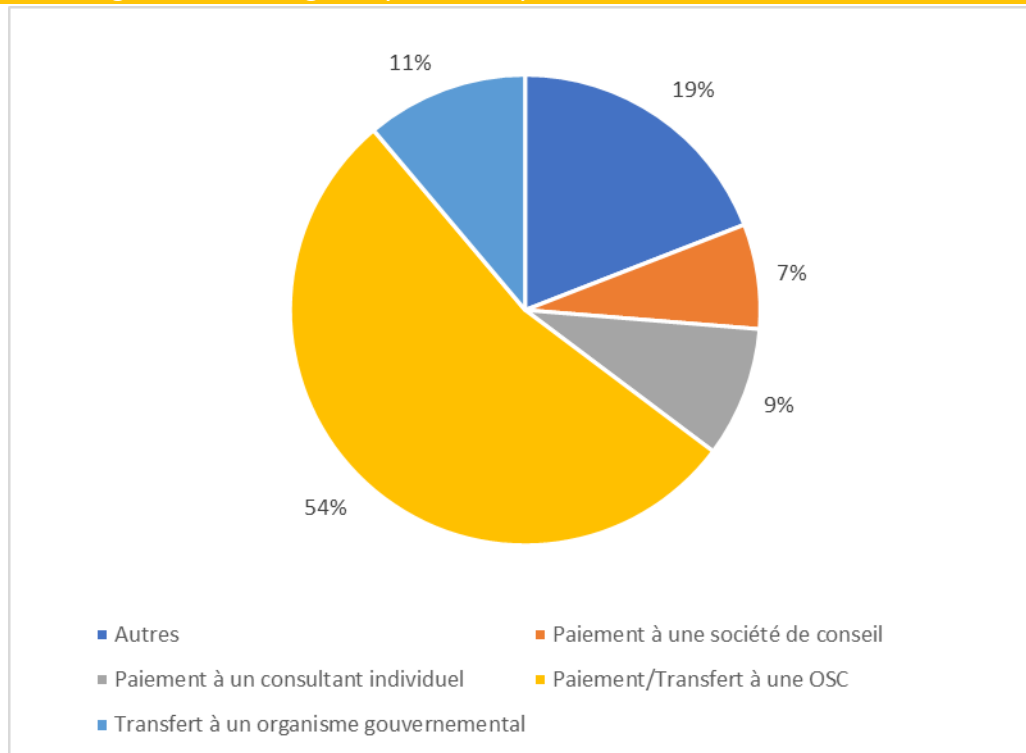
Programme budget according to implementation mechanisms

As can be seen in Figure 5, more than half (54%) of the transfers made to date under the country programme have gone to civil society IPs (CSOs). The relatively low percentage of budget funds allocated to government entities (11%) is explained to some extent by the DIM used for Pillars 1 and 2 interventions, which means that UN agencies are responsible for carrying out activities directly rather than transferring funds to partners. The use of this modality is defined by the Harmonized Approach to Cash Transfer(HACT) evaluations.

Under the other pillars, agencies have used faster transfer modalities from the outset, such as small grants to CSOs to fund micro-projects to support the continuation of care services in the COVID-19 response. This approach also avoided the slow process of selecting partners and approving partnership agreements during the early months of the programme.

Payments to expert firms and individual consultants account for only 16% of expenditure. Payments or transfers grouped in the 'other' category, which represent 19% of the budget, typically correspond to expenditure on workshop logistics and the production of training and communication materials, according to the Programme Coordination Team.
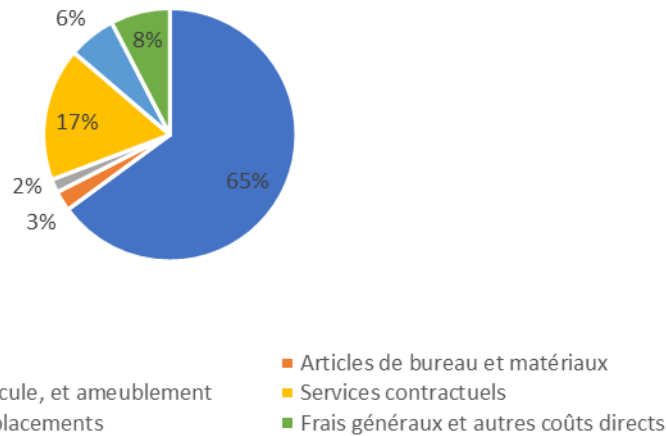
Figure 5. Programme budget by delivery mechanism

Legend:
- ■ Autres
- ■ Paiement à une société de conseil
- ■ Paiement à un consultant individuel
- ■ Paiement/Transfert à une OSC
- ■ Transfert à un organisme gouvernemental

Management costs and staffing levels for the Spotlight programme

The ceiling for country programme management fees is set at 18% of the budget for the Spotlight Initiative globally. In Haiti, the approved programme management fee is 18% of the approved budget. In addition to programme management costs, there is an additional operational budget to cover evaluation costs, communication functions, and pre-financing. These costs are not calculated as a proportion of the programme management costs.

Of this amount, 65% or US$ 1,323,115 is allocated to staff. At first glance, this allocation seems considerable compared to the other costs of the programme. According to the approved budget review, 22 UN staff members are assigned to the programme. Of these 16 posts, eight are fully funded and eight are partially funded. For four of the eight partially funded posts, the financial contribution of the programme is between 25–35%. For four other posts, the contribution is less than 15%. t should be noted here that, depending on their resources, some of the agencies have other staff assigned to the programme on a part-time basis under strictly internal arrangements. Despite this, as explained in the previous section (Question 9), key informants from some of the RUNOs felt that the budgetary constraints faced by the agencies affected their ability to assign their technical staff to the Spotlight programme. Some informants gave the situation of the programme's M&E unit as an example. As confirmed in the 2020 Annual Report, insufficient financial resources somewhat paralysed the functioning of the M&E focal points belonging to this RUNO grouping, which was supposed to coordinate data collection and the production of programme monitoring reports.

Figure 6. Cost of managing the programme by budget line

Légende:
- Personnel (bleu)
- Articles de bureau et matériaux (orange)
- Equipment, véhicule, et ameublement (gris)
- Services contractuels (jaune)
- Transport et déplacements (bleu clair)
- Frais généraux et autres coûts directs (vert)

Main findings

- The Spotlight programme in Haiti has adopted a combination of implementation modalities for the different pillars: DIM for Pillars 1 and 2 and NIM through cash transfers to IPs for Pillars 3, 4, 5, and 6.

- The management costs of the Spotlight Initiative in Haiti were approved at 18%, with staff costs accounting for 65% of this amount.

- Despite the relatively high amount allocated to staff costs, information gathered suggests that the lack of funds has affected the smooth running of some aspects of the programme, including the M&E group, which includes the M&E focal points of the RUNOs. These positions are not funded by the Spotlight Initiative but by each RUNO as their M&E framework.

Recommendations

- As outlined in the previous section, any budget revisions in preparation for Phase 2 should consider the constraints faced by the RUNOs in assigning their technical staff to the programme.

- The RCO should, together with the RUNOs, review the allocation of staff funds to ensure that the skills required for the smooth running and monitoring of the programme are adequately funded or co-financed.

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 CSOs and the EUD) in the country effectively participate in these mechanisms?

☐	Very good–good
☒	Problems
☐	Serious deficiencies

Support from the global secretariat

According to information gathered during interviews with key informants from RUNOs and the programme's Technical Coordination Team, the Spotlight Initiative secretariat has been proactive in supporting the various agencies involved in the design and implementation of the programme. The secretariat staff respond diligently to agency requests on a variety of issues relating to the implementation and use of programme budget resources. The secretariat's support has been fundamental in quickly adjusting the programme to support the government's response to the COVID-19 pandemic.

The responses from the online survey participants concurred with these comments. Nine of 11 respondents who had an opinion on the relationship between the Country Programme Coordination Team and the Spotlight Initiative secretariat rated it as good and/or excellent.

However, some challenges were identified, as reported in the Annual Report 2020. Some of the stakeholders at RUNO level thought that the secretariat's support to the operational implementation of the programme could be more effective. A more systematic approach should be considered to build on and ensure the dissemination of good practices and lessons learned from the experience of implementing the Spotlight Initiative in other countries. The country programme in Haiti would benefit greatly from such an approach. The lack of a tool (including templates) to guide and facilitate the work of RUNOs at this level has proven to be a limitation.

Another weakness reported by key informants concerned the quality of the secretariat's support for technical coherence, in particular the lack of guidelines and templates to support this function at country programme level. According to some RUNOs, this support falls short of the needs and expectations of the programme.

Governance mechanisms

The organisational chart in Figure 7 provides an overview of the governance structure adopted for the Spotlight country programme in Haiti. The disruptions caused by the COVID-19 pandemic and the country's political and institutional crisis delayed the establishment of these bodies, and to some extent still affect their functioning.

Figure 7. Governance structure of the Spotlight Initiative in Haiti
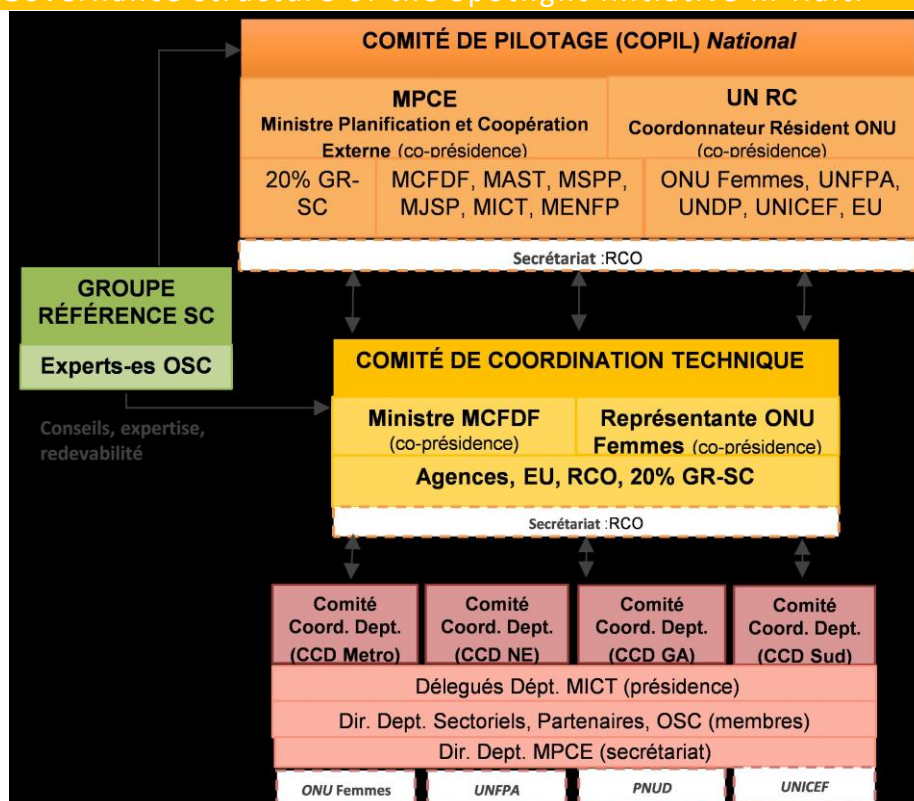
The Steering Committee is the highest decision-making body providing strategic direction, fiduciary oversight, management, and coordination of the programme, according to the programme document. The Steering Committee is co-chaired by the Minister of Planning and External Cooperation and the UN RC. The Steering Committee ensures coordination and coherence with the other programmes of the UNS in Haiti.

Permanent members of the Steering Committee include the Ministries of Women's Affairs and Rights, MAST, MSPP, MJSP, MENFP, and MICT. Representatives of the delegations of the departments targeted by the programme (South, West, North-East, and Grand'Anse) are also permanent members of the Steering Committee, which is joined by four members of civil society.

At the level of the international community, the permanent members are the representatives of the EUD and of each of the RUNOs.

The first Steering Committee was not held until March 2021, more than a year after the launch of the programme, following several unsuccessful attempts to establish one since late 2020. During this period, the Minister of Planning and External Cooperation was also the Prime Minister (the Steering Committee co-chair), which made it more difficult to convene the Steering Committee. The March 2021 meeting focused on the revision of the 2020–21 Workplan, based on the new priorities and regarding changes in the national context. The information gathered did not indicate whether any further meetings took place before the end of 2021. The original ToR suggests at least one Steering Committee meeting per year. The committee has also been asked to review the programme's Annual Reports.

Despite its importance in the governance structure of the country programme, some of the stakeholders were not aware of the existence and/or role of the Steering Committee, as was the case for five of the 17 participants in the online survey. However, a large majority of respondents who were aware of the committee (10 of 12) felt the Steering Committee fulfils its role in steering the programme effectively.

Overall, the Steering Committee was seen as having a limited role in the implementation of the country programme. The need for more regular engagement to ensure the smooth running of the programme was repeatedly expressed during the interviews. One key informant explained how the political and institutional crisis in the country contributed to the dysfunction of the committee: '*There have been a lot of changes in the ministries and in the EU in the last two years. There have been three different ministers for the Ministry of Planning and the Ministry for Women's Affairs. So we need new presentations of the programme all the time; it's the same with the Technical Coordination Committee.*' [Coordination Spotlight]

TCC

The governance structure of the Spotlight country programme also includes a national TCC co-chaired by the Ministry on the Status and Rights of Women and the UN Women Representative, who is responsible for ensuring coordination and coherence in the implementation of the six pillars of the programme and making recommendations to the Steering Committee. The TCC is a lighter and more agile mechanism than the Steering Committee, operating with a reduced number of members, including a member of the UN RCO and representatives of the four RUNOs, the EU, and the CSRG. The TCC also works with leads from the various UN agency working groups. The committee meets at least twice a year. Representatives of other state institutions, civil society, or other development partners involved in the fight against VAWG may be invited to participate in the meetings.

The TCC met for the first time in March 2021, prior to the Steering Committee meeting to analyse the needs for adjustment of the workplan. Since then, no further meetings of the full committee appear to have been held.

As with the Steering Committee, only 11 of the 17 respondents to the online survey were aware of the existence of the TCC and its role in the implementation of the programme. However, the majority of those who were aware considered that the TCC fulfils its role effectively in the governance of the programme.

DCCs

In addition to the two central-level coordination structures described above, the programme relies on DCCs to coordinate the implementation and monitoring of planned interventions on the ground. In each of the target departments, the committee is chaired by the departmental delegate of MICT, who serves as the local representative of the central government. Each DCC has an executive secretariat formed by the team of the Departmental Directorate of MPCE, and also relies on the support of one of the UN agencies present in the department for its functioning.

The DCCs are supposed to meet on a quarterly basis. By the end of December 2021, only two of the four planned committees were in operation (in South and Grand'Anse). The DCCs in the departments of West and North-East could not be set up because of the worsening political crisis and the deterioration of the country's security climate during this period.

CSRG

The CSRG is foreseen in the governance structure of the programme as a support mechanism capable of guiding the decision-making process within the programme and of carrying out documented advocacy for the expected results of the programme.

The permanent CSRG was formally established at the end of 2020. It replaces the Interim Civil Society Group that was conceived during the programme design phase, and which helped structure CSO participation in the programme formulation. A five-member group was formed towards the end of 2020 with the aim of developing the ToR and advancing the formation of the permanent CSRG according to the criteria of the Spotlight Initiative. In 2021, the CSRG decided afterwards to make a second call to enlarge the number of members to 11.

The CSRG comprises 11 members, including representatives from a range of organisations in several sectors (for example: women's movements and groups; women's rights; youth; people living with disabilities; LGBTQ+; and the trade union movement). In addition to its advisory role to the Programme Coordination Team, the CSRG is also called upon to support civil society IPs and to follow up with beneficiaries, in particular by taking part in participatory M&E exercises based on field visits and meetings with direct programme beneficiaries.

The newly formed permanent CSRG has a three-member board and was financially supported by UNDP duringPhase 1 of the programme. During Phase 2 of the programme, this support will be provided by UN Women. It should be noted that the functioning of the CSRG was not initially budgeted for. A workplan was developed to guide the group in its role. According to the ToR, the group should meet four times a year.

The formalisation of the CSRG has been seen as an important step towards strengthening the group's role in the governance and monitoring of the programme. It also addresses one of the challenges perceived by programme managers in terms of the group's engagement and leveraging of its members' expertise at more strategic levels, namely in terms of advocating for the incorporation of VAWG into the national agenda, increasing the 'visibility' of the Spotlight Initiative's interventions, and disseminating good practices resulting from programme actions.[21]

Programme Coordination Team

Although not listed in the organisational chart in the programme document above, according to the programme documents, the Programme Coordination Team combines the two imperative functions of

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[21] Spotlight Initiative (2020) 'Annual Report 2020. Spotlight Haiti Country Programme', pp. 19–20.

managing the Spotlight Initiative: coordination under the leadership of the RC/RCO, and technical coherence under the leadership of UN Women.

The Programme Coordination Team consists of a Programme Coordinator and three specialists (Technical Coherence, Communication and Knowledge Management, and M&E). This core team works closely with the team of coordinators and focal points of the four RUNOs, as well as the communication and M&E teams of the UN agencies. The two mechanisms for coordination and technical coherence are discussed in more detail in the next section (Question 12).

The Programme Coordination Team was strengthened somewhat during the second half of 2021 with the arrival of the Coordinator and the M&E Officer, which improved interactions with agencies, state actors, and civil society and also accelerated the implementation of programme interventions. Unfortunately, the departure of the Communication Officer during the same period created a gap that has not yet been filled.

Main findings

- The Spotlight country programme in Haiti received significant support from the global secretariat during the design and implementation phase. Stakeholders acknowledged the secretariat's support around revisions to the programme to respond to the emergencies created by the COVID-19 pandemic. However, the feeling at this stage at the level of the RUNOs was that the secretariat's support for the technical coherence function of the programme is not up to the mark.

- Despite the progress made in 2021 in setting up the main bodies of the country programme's governance structure, it must be acknowledged that this aspect of the programme's implementation leaves much to be desired. The Steering Committee, which includes many state partners has had difficulty getting off the ground because of the political situation in the country. The Steering Committee and the TCC held only two meetings during the first two years of Phase 1. Furthermore, the CSRG went through several stages before being able to establish a secretariat, a budget, and a workplan in 2021.

- Given the volatile context in which implementation takes place, it would be beneficial for the programme to rely on structured, committed, and accessible bodies that are able to meet even more often than originally planned, to facilitate decision-making and to help anticipate and/or better tackle some of the problems arising from implementation.

Recommendations

- It would be useful to initiate a dialogue between the secretariat, members of the Programme Coordination Team, and agency focal points to take stock of the support needs of RUNOs and the type of assistance that can be offered by the secretariat in the light of lessons learned from other countries facing similar challenges.
- Consider setting up participatory planning sessions to integrate the expertise and know-how of CSOs in M&E, knowledge management, and advocacy into a broad and programmatic perspective.
- The Programme Coordination Team should consider, with stakeholders, reviewing the ToR, the composition, the operating modalities, and in particular the frequency of the meetings of the Steering Committee and the TCC in order to 'streamline' them, while minimising the bureaucratic constraints that prevent them from performing their functions effectively.

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12. Do the chosen implementation and coordination mechanisms (a 'new way of working', in line with UNS reform) contribute to effectiveness?	☒ –Very good–good
	☐ Problems
	☐ Serious deficiencies

The answer to this question relates more specifically to the functioning of the internal management mechanisms of the Spotlight country programme in Haiti in line with the principles of the UNS reform, particularly those relating to joint programming and harmonisation of procedures.

According to the reform guidelines, internally, the programme operates through two mechanisms: the Programme Management Team and the Programme Coordination Team. The Programme Management Team consists of the RC and the heads of the four RUNOs, whose main mission is to promote joint work. The Programme Coordination Team consists of the Programme Coordinator and specialists in technical coherence, communication, and M&E. The Coordination Team is responsible for the supervision, coordination, and monitoring of the programme. It provides technical support and advice to the RUNOs in the planning, implementation, and monitoring of their interventions at the level of the different pillars. The technical coherence of the programme is ensured by UN Women and aims at maintaining the coherence of interventions while ensuring the achievement of results. While there were no clear guidelines at the global level, an internal division was sought in Haiti. However, separating the technical aspect from the Coordinator, or separating the coordination from the synergies and joint actions between agencies is not completely feasible in practice and there has been some overlap.

According to the 2020 and 2021 Annual Reports, these two mechanisms have enabled better coordination of RUNO' interventions in the implementation of the Spotlight programme. Specifically, the Programme Coordination Team worked effectively with the RUNOs in the development of the programme's Phase 1 workplan and also in the revisions made to it in response to the COVID-19 pandemic. According to the same documents, collaboration between RUNOs and the Programme Coordination Team was also crucial in the recruitment of technical staff, the selection of IPs, and the development of communication plans. In all these activities, UN Women followed up more closely with the Coordination Team as Technical Lead and used its UN Women counterpart link with the Ministry on the Status and Rights of Women to move issues forward.

The results of the e-survey confirmed this position in a sense, as 14 of 17 respondents 'somewhat agreed' and 'strongly agreed' that collaboration between RUNOs had resulted in greater efficiency. In the opinion of a key informant from one of the RUNOs', efforts to unify and harmonise the work of the UN agencies already dated back several years: '*Since 2017, for example, UN agencies have stopped preparing and submitting individual country programmes to the government. Programmes are developed jointly according to the UN strategic framework, and a consolidated programme in a single document is presented to national authorities for discussion. The ideal of working together allows agencies to avoid duplication and move in a single direction.*' [IC-RUNO]

Responses to the other questions in the electronic survey aimed at measuring the compliance of the management mechanisms adopted for the implementation of the programme with the principles of the 'Delivering as One' reform were rather mixed. On the one hand, a majority of respondents (15 of 17) acknowledged that the RC was effectively steering and supervising the programme, and that the RUNOs were working together to carry out their interventions at the pillar level. On the other hand, 10 of the 17 respondents 'somewhat agreed' and 'strongly agreed' that the RUNOs operated 'in silo'.

Some of the internal mechanisms put in place (joint action task force) have focused on identifying potential duplication, synergies at programmatic level, sharing methodological approaches and tools, and adopting

a joint recruitment framework. However, compliance with these mechanisms by agencies is not systematic, which undermines their effectiveness. Some of the key informants pointed out that agencies were subject to a variety of pressures that often led them to adopt an individualistic stance. The mobilisation of funds, for example, can often create counter-incentives for agencies to move away from their commitment to joint working. The tension as perceived by stakeholders was illustrated by this comment added by one of the respondents to the online survey:

'*"Delivering as One UN" is, in my view, a work in progress. The persistence of specific procedures and obligations of agencies* vis-à-vis *their headquarters is a major handicap to the rapid achievement of this objective. To remedy this, it would be necessary to i) further federate the agencies' programmes around the UN cooperation framework; and ii) strengthen the agencies' accountability to the RCO through effective implementation of the relevant guidelines and a monitoring mechanism.*'

Key findings

- The information gathered shows that, overall, stakeholders were aware of the efforts made and progress achieved by the programme management and the RUNOs in promoting joint work and collaboration. Efforts to harmonise and unify agency procedures and processes were also recognised. However, the consensus seemed to be that challenges persist and that more work needs to be done to effectively operationalise a new way of working in line with the 'Delivering as One' principle of UN reform.

- The management mechanisms put in place under the Spotlight country programme provide a good opportunity for agencies to lead an effort to unify and harmonise some of the procedures for procurement and transfer of funds to IPs.

Recommendations

- In preparation for Phase 2, the Programme Management Teams should map out the procedures that are still causing delays at the level of each agency and present a set of operational solutions to simplify them as part of programme implementation. Although it may not be possible to change the way RUNOs do procurement and recruitment, better sharing of information on the use of external consultants, planned activities with IPs supported by different RUNOs, and joint calls for proposals could be ways to improve efficiency.
- Similarly, it would be appropriate for the Programme Coordination Team, together with the RUNOs, to undertake a review of the approaches and practices that have worked so far and for proposals to be articulated for their amplification or replication in other spheres of implementation.

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E. SUSTAINABILITY

13. Is there sufficient capacity for local actors (especially CSOs, the women's movement, and groups representing women and girls facing intersecting forms of discrimination) to be able to manage the process at the end of the initiative without permanent dependence on international expertise?	☐ –Very good–good ☒ Problems ☐ Serious deficiencies

A separate plan for sustainability and empowerment of the country programme has not yet been developed for the Spotlight Initiative in Haiti. This is planned for Phase 2 of the programme. However, the programme document includes a relatively detailed analysis of elements or strategies that should facilitate the transition and sustainability of the planned interventions under each of the six pillars.

In the absence of a description of the Spotlight definition of sustainability, the template for preparing the MTA report suggests that the analysis of sustainability should focus on a number of questions, including i) the existence of a plan for the sustainability of the programme; ii) the degree of implementation of activities aimed at ensuring the sustainability of the programme and the degree of ownership of these activities by stakeholders; iii) the degree of local capacity building with a view to taking over the national process after the end of the initiative; and iv) the skills and efforts needed on the part of the RUNOs to ensure that local CSOs are in a position to continue the initiative.

A review of the '*Key Strategies for Sustainability*'' sections of the programme document for each of the six pillars yielded a list of approximately 33 actions identified for this purpose. These actions are mostly built around strengthening the capacity of key local actors, including women's groups and movements, community and grassroots organisations, and state institutions. Interviews with key informants did not allow us to assess the status of their implementation. However, given the country's strong structural dependence on external funding, it is difficult to envisage the sustainability of the results of these actions in the absence of financial resources and international expertise. On this basis, 22 of these 33 actions are considered to be highly dependent on international aid.

Despite some differences of opinion, particularly regarding which sectors should benefit most from the programme's resources, key informants from the different stakeholder groups all agreed that the country's heavy dependence on international aid made the prospect of the sustainability of interventions rather unrealistic at this stage. According to a senior member of the Programme Coordination Team, '*The functioning of many state institutions depends heavily on projects financed through external cooperation. Given the current state of public finances in Haiti, if external resources to support such a programme were no longer available, many of the activities would stop immediately*.' [IC-Coordination Spotlight]

In the opinion of the government's key informants, and with a view to the sustainability of interventions, the programme should place a little more emphasis on strengthening the departmental coordination of the various ministries involved, including the Ministry of Education (MENFP). With this in mind, the government has insisted on the need for more training and tools for these bodies.

However, as one RUNO official pointed out, the state institutions involved in the implementation of the programme have experienced difficulties in designating '*the focal points who are supposed to be responsible for promoting VAWG activities within their work, while ensuring that the interventions are in line with the objectives of the ministry and the government as a whole*'. [IC-RUNO]

Stakeholders were also unanimous in deploring that some of the more structuring interventions that could lead to more sustainable results, notably those planned in the area of legislation and public policy, had not been pursued because of the ongoing political crisis in the country. Even from the point of view
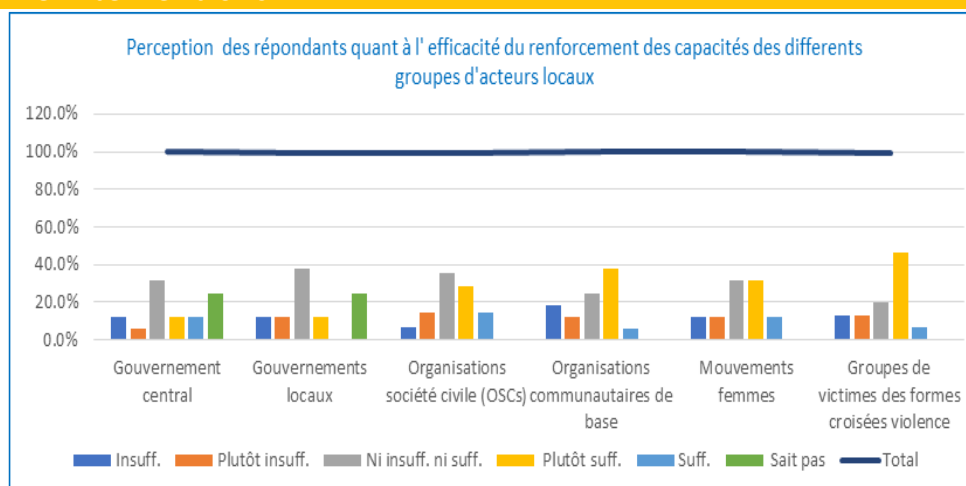
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of CSOs[22] that considered the institutionalisation of the participation of community actors and grassroots organisations as an essential step towards the goal of sustainability in the fight against VAWG, '*without an effective legal framework, there is no way to guarantee sustainability*'. As articulated by the UN RC, '*If during the implementation period of the Spotlight Initiative there could be significant progress in terms of legislation, in terms of public policy, there would be a small chance that it would stick.*' [IC- RC]

Online survey

The responses to the question in the online survey about building the capacity of local actors to take ownership of programme-supported interventions confirmed the scepticism of stakeholders about the sustainability of efforts to sustain programme interventions. The prospect of empowering and sustaining an initiative of this nature in the absence of external funding is hardly conceivable in the Haitian context.

As can be seen from the survey responses and in Figure 8,[23] most participants did not have a strong opinion on the future capacity of any of the local stakeholder groups to manage the interventions needed to combat VAWG without external support and participation. It should be noted that, in some ways, capacity building of grassroots or women's organisations was perceived as 'sufficient' by more respondents.

Figure 8. Responses to the online survey question on the sustainability of programme interventions

Perception des répondants quant à l' efficacité du renforcement des capacités des differents groupes d'acteurs locaux

Key findings

- The Spotlight country programme document in Haiti has 'key strategies for sustainability' sections for each of the pillars that provide relatively detailed solutions for ensuring the sustainability of their interventions.

- An examination of the list of strategies proposed to ensure the sustainability of interventions under each pillar reveals the strong dependence of many of these strategies on external cooperation resources.

- Stakeholders all recognised that, without interventions to strengthen the legislative and institutional framework for combating VAWG, the prospects for the sustainability of the results of the Spotlight programme in Haiti are even less encouraging.

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[22] We note that only a very small proportion of IPs agreed to participate in the interviews.

[23] Despite the limitations of the data collected from the survey and the decision to avoid using them in a quantitative way, as explained at the very beginning of the report, the responses to the question about the sustainability of the programme interventions suggest a bias among respondents that is interestingly illustrated by the graph in Figure 8.

- Overall, the position of key informants seemed to be that, given the country's circumstances and its heavy dependence on external cooperation funds, planning for the sustainability and empowerment of programme interventions of this nature is probably wishful thinking at this stage.

Recommendations

- Implementers should initiate discussions with other donors present in Haiti with similar objectives as soon as possible to pool interventions in support of VAWG. Before approaching other donors, it is important to find a common position between the RUNOs, the EUD, and the government on the best strategy for obtaining additional financial support.

- Officials should also commit to promoting a high-level dialogue among all donors operating in Haiti to determine which donors could potentially commit to supporting the objectives of the Spotlight Initiative at some level at the end of Phase 2 to avoid any disruption of interventions. The possibility of establishing a consortium of multiple donors and local actors to coordinate the funding and implement this effort should also be considered.

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F. MAIN CONCLUSIONS AND RECOMMENDATIONS

1. PROGRAMME DESIGN

Main findings

- In the opinion of key stakeholders, the formulation of the Spotlight country programme in Haiti has benefited from a participatory and transparent consultation process that took into account the specific needs and priorities of several groups affected by VAWG and other intersecting forms of discrimination and violence.

- Overall, stakeholders agreed that the Spotlight country programme in Haiti has been designed in accordance with the cardinal principles of the Spotlight Initiative. However, compliance with, or the application of, these principles at the implementation level has been hampered by the challenges associated with the deteriorating political and security environment in the country.

- According to some of the key informants, the design of the programme suffered to some extent from the lack of reliable quantitative data, and of more specific data to measure the prevalence of domestic violence and to distinguish this specific form of violence from GBV more generally.

- Stakeholders felt that the consultations and processes that informed the formulation of the programme enabled those responsible to develop a good understanding of the problems and needs of the main target groups. The interventions proposed under the different pillars reflected the suggestions and recommendations that emerged from this process.

- While the programme has a number of instruments and even a protocol for collecting feedback from participants and beneficiaries of its interventions, it is not clear that they are used optimally.
- The perception among some stakeholder groups was that restrictions related to the COVID-19 pandemic have led to a decrease in the commitment and participation of grassroots groups at the local level in the implementation and monitoring of the programme.
- The ToC presented in the country programme document for the six pillars of the country programme are clearly articulated and in line with the priorities set out by the government in the *2017–27 National Plan to Combat Violence Against Women.* The activities proposed under the Spotlight country programme pillars also correspond to the main areas of intervention of the *National Plan.*

- Some of the stakeholders interviewed considered that the social transformations targeted by the ToCs of the different pillars may be too ambitious given the realities of the country and taking into account the geographical scope and duration of the programme.

- The ToCs of the different pillars have not been adjusted to account for the changes in the context since the start of implementation, and the revisions made to the programme workplan in response to these changes. Although not required by the overall procedures when adjusting the workplan and budget, it would be useful to reflect on whether changes in the external context have affected the links and assumptions of the ToC.

- The programme's results matrix used indicators selected from the Spotlight Initiative's overall results framework. A study was carried out at the outset to establish baseline values for the proposed indicators.

- The original risk management matrix for the Spotlight country programme in Haiti identified a set of contextual, programmatic, operational, and fiduciary risks and mitigation measures to limit their impact that were found to be relevant. These risk matrices were updated during the programme.

- Regarding the COVID-19 pandemic, it is understandable that a health crisis of this magnitude was not given special attention in the initial risk planning. However, programme implementers at both the Spotlight Initiative secretariat and local coordination levels effectively adjusted and made changes to the risk plans ensure continuity of interventions despite the new constraints of the pandemic.

- Mobilising the necessary technical expertise (recruiting firms or individual consultants) was a constraint or cause of delay during Phase 1. However, although this risk was not addressed in the matrix, the programme found ways to mitigate it by using the technical coherence function.

Recommendations

- For Phase 2, implementers should reconsider how they can continue to apply the principles of the Spotlight Initiative, particularly those of inclusion and full participation of the most vulnerable, in the light of the new political and security context.

- RUNOs should continue and accelerate, to the fullest extent possible, ongoing initiatives (especially under Pillar 5) to build the capacity of state and civil society partners to collect and manage reliable data on VAWG and domestic violence to enable better targeting of future interventions.

- The Programme Coordination Unit and the RUNOs will review the different approaches to feedback collection so far envisaged and devise, in consultation with the IPs and CSOs, the most appropriate means to ensure their effective and consistent application by all actors involved.

- Prior to Phase 2, the bodies responsible for the implementation of the programme should take stock of the ToCs underpinning the different pillars and decide on their relevance to the effective monitoring of the programme in the light of lessons learned and changes in the national context over the past two years.

- Given the changes in the national (and in some cases the local) context, it would be appropriate for the programme progress reports to reflect any adjustments introduced or considered in both the ToC and the results framework.

- As part of the preparation for Phase 2, the Programme Coordination Team and the RUNOs should, in the light of the lessons learned in Phase 1, review the mitigation measures proposed in the latest version of the risk management matrix to ensure that they are effective in preventing and/or reducing the impacts of new risks identified by the programme.

2. GOVERNANCE

Main findings

- Key stakeholders continue to provide support and demonstrate their commitment to the programme. The commitment and support of RUNOs and CSOs has been crucial to the start of programme activities in the midst of the pandemic.

- The central government's involvement in steering the programme has suffered from political instability and multiple changes in the ministerial cabinet over the past two years. Efforts are being made by the programme coordination to revitalise the partnership with state counterparts.

- After a period of trial and error and confusion, the CSRG has a workplan, budget, and office, suggesting that this important body in the governance of the programme will be able to carry out its functions effectively during Phase 2.

- Despite the progress made in 2021 in setting up the main bodies of the country programme's governance structure, it must be acknowledged that this aspect of the programme's implementation leaves much to be desired. The Steering Committee, which includes many state partners, has had difficulty getting off the ground because of the political situation in the country. In total, the Steering Committee and the TCC held only two meetings during the first two years of Phase 1. For its part, the CSRG went through several stages before being able to establish a secretariat, a budget, and a workplan in 2021.

- Given the volatile context in which implementation takes place, it would be beneficial for the programme to rely on structured, committed, and accessible bodies that are able to meet even more often than originally planned, to facilitate decision-making and to help anticipate and/or better tackle some of the problems arising from implementation.

Recommendations

- The Coordination Team and RUNOs need to find ways to maintain CSO mobilisation during Phase 2, while accelerating the more active and proactive involvement of the permanent CSRG. It is recommended that a planning and feedback session be held with the Ips to identify what can be done differently to make the interventions more relevant to the local context.

- The Coordination Team should continue to strengthen its relationship with the Ministry on the Status and Rights of Women and ensure that it is able to exercise its leadership role in the technical coordination of the programme. At the same time, it should strengthen the capacity of the DCCs to support and oversee local implementation.

- Consider setting up participatory planning sessions to integrate the expertise and know-how of CSOs in M&E, knowledge management, and advocacy into a broad and programmatic perspective.

- The Programme Coordination Team should consider, with stakeholders, reviewing the ToR, the composition, the operating modalities, and in particular the frequency of the meetings of the Steering Committee and the TCC in order to 'streamline' them, while minimising the bureaucratic constraints that prevent them from performing their functions effectively.

3. PROGRAMME MANAGEMENT

Main findings

- The implementation of the Spotlight country programme in Haiti reflects the spirit of the UN reform, which prioritises the synchronisation of agency' efforts and the search for synergy between the various stakeholders.

- Despite improvements in the synchronisation of interventions and the role of the agencies involved in the implementation of the programme, there are still challenges relating to the harmonisation of some of their procedures and practices, as the agencies are still obliged to use their own operational procedures.

- The leadership of the RC has been widely acknowledged for starting up and running the country programme under particularly difficult circumstances. The leading role played by UN Women in programme design, coherence, technical support, coordination, and response to the pandemic is also noteworthy.

- The choice of RUNOs and the distribution of roles between them at the level of the different pillars is aligned with the criteria of the Spotlight Initiative and takes into account their expertise, institutional capacity, and experience on the ground.

- Despite its importance, the technical coherence function that UN Women provides in the implementation of the Spotlight Initiative in Haiti is primarily an internal rather than an external function and its role is not well known or appreciated by some of the country programme actors.

- The Spotlight country programme in Haiti received significant support from the global secretariat during the design and implementation phase. Stakeholders acknowledged the secretariat's support around revisions to the programme to respond to the emergencies created by the COVID-19 pandemic. However, the guidance provided by the secretariat, particularly in the development of global tools, strategies, and guidelines to guide country programmes was not always considered.

- The information gathered shows that, overall, stakeholders were aware of the efforts made and progress achieved by the programme management and the RUNOs in promoting joint work and collaboration. Efforts to harmonise and unify agency procedures and processes were also recognised. However, the consensus seemed to be that challenges persist and that more work needs to be done to effectively operationalise a new way of working in line with the 'Delivering as One' principle of UN reform.

Recommendations

- In the immediate term, the measures envisaged to address the challenges to the synchronisation of RUNO interventions should be implemented, particularly those relating to the need to harmonise procurement and human resources management procedures and practices, such as the use of common services and the UNS roster of experts and skills. It may not be possible to harmonise all procurement procedures, as most are defined at global level by RUNOs at headquarters. However, small changes at the country level in terms of information sharing, such as the roster of experts or planned activities withIPs, could improve the efficiency of operations at local level.

- The technical coherence role played by UN Women could be more clearly recognised in the governance structure of the Spotlight Initiative in the country, and its role could be better

defined through ToR shared with Spotlight Initiative stakeholders. It would be useful to initiate a dialogue between the secretariat, members of the Programme Coordination Team, and agency focal points to take stock of the support needs of RUNOs and the type of assistance that can be offered by the secretariat in light of lessons learned from other countries facing similar challenges.

- In preparation for Phase 2, the Programme Management Teams should map out the procedures that are still causing delays at the level of each of the agencies and present a set of operational solutions to simplify them as part of programme implementation. Although it may not be possible to change the way RUNOs do procurement and recruitment, better sharing of information on the use of external consultants, planned activities with IPs supported by different RUNOs, and joint calls for proposals could be ways to improve efficiency.

- Similarly, it would be appropriate for the Programme Coordination Team, together with the RUNOs, to undertake a review of the approaches and practices that have worked so far and to articulate proposals for their amplification or replication in other spheres of implementation.

4.   PROGRAMME IMPLEMENTATION AND RESULTS

Main findings

- Challenges relating to the COVID-19 pandemic and the political situation in the country affected the implementation of interventions planned during Phase 1. Despite adjustments to the programme's workplan and budget in response to these crises, overall implementation suffered delays, and some pillars are still struggling to catch up.

- A review of the risk management matrix in 2021 led to the identification of new risks at contextual and programmatic level. However, the effective management of these risks requires a functional M&E system.

- The rate of implementation of activities planned for the first year of implementation in the 2020–21 Workplan suffered from the effects of the COVID-19 pandemic and the political crisis that coincided with the launch of programme implementation in Haiti. In practice, implementation effectively started during the second half of 2020, resulting in relatively weak performance across all pillars, and Pillar 4 in particular in 2020. For 2020, several indicators did not have a milestone set, which was logical as this is the first year of implementation.

- Despite the continued deterioration of the political and security situation in the country, programme activities continued satisfactorily in Year 2. This was also reflected in the progress made against the milestones for this year, where five of the six pillars achieved more than 60% of the milestones set. In the opinion of stakeholders, Pillars 3, 4, and 6 performed best.

- The adjustments made to the 2021 Workplan by the Steering Committee made it possible to overcome certain obstacles and to continue implementing some activities under Pillars 1 and 2 with different target groups. Despite these adjustments, the implementation of the interventions planned under these two pillars still needs to catch up.

- On analysis, the data from the SMART platform do not coincide with the observations and information obtained from the KIIs and the document review. This situation calls for a closer look at the functioning of the M&E system in place and the information and data flows generated at the level of the different pillars in relation to programme progress and results.

- The implementation of the M&E system suffered from the delay in recruiting the senior staff member responsible for this function within the Programme Coordination Team. This also caused a delay in activating the M&E group of RUNO M&E focal points to help with M&E. As these focal points are responsible for M&E for the whole RUNO, and not specifically for the Spotlight Initiative, they were not always fully available.

- The launch and implementation of the Spotlight programme in Haiti has faced many challenges that have affected the smooth implementation of a number of activities foreseen in the initial workplan. However, there has been encouraging progress and promising results at the pillar level.

- The available evidence indicates that the achievements so far are likely to lead to the agreed results. In fact, eight of the 13 outcomes have already been achieved. According to the financial data available at the time of the conclusion of the MTA, the Spotlight country programme in Haiti has achieved a budget execution by March 2022 (expenditure and commitments) of 66%, which is close to the 70% threshold expected at this stage.

- In addition to delays caused by the COVID-19 pandemic and the political situation in the country, operational constraints, including those related to the recruitment of technical staff and procedures for transferring funds from RUNOs to implementing or executing partners, also contribute to the slowdown in the pace of expenditure by RUNOs.

- Three of the RUNOs had overruns on the heading 'equipment, vehicles and furniture—including depreciation'. These overruns are apparently due to activities aimed at strengthening the departmental and central directorates of some state institutions, including support for the acquisition of teleworking equipment.

- The low budget execution rate of UNDP, the lead agency for Pillars 1 and 2, particularly regarding the heading 'transfers and subsidies to implementing partners', seems to have been directly linked to the institutional vacuum created by the collapse of parliament and the dismissal of the elected authorities, the main beneficiaries of interventions under these pillars.

- The technical and institutional capacity of the RUNOs and their commitment to ensuring the smooth running of the programme was recognised by all stakeholders. However, views differed on their capacity in terms of financial and human resources. Some key informants felt the agencies did not have the financial means to meet the staffing needs of the programme, while others felt the agencies were well resourced in this respect and had sufficient technical staff assigned to the programme on a full-time or part-time basis.

- The CSO partners were highly motivated to ensure the smooth running of the interventions. Their prior involvement in the fight against VAWG and their anchorage in the communities were certainly assets appreciated by the stakeholders. However, the challenges many of them faced in terms of organisational capacity and leadership needs have also contributed to delays.

- The Spotlight programme in Haiti has adopted a combination of implementation modalities for the different pillars: DIM for Pillars 1 and 2 and NIM through cash transfers to IPs for Pillars 3, 4, 5, and 6.

- The management costs of the Spotlight Initiative in Haiti were approved at 18%. Staff costs represent 65% of this amount.

- Despite the relatively high amount allocated to staff costs, information gathered suggests that the lack of funds has affected the smooth running of some aspects of the programme, including

the M&E group, which includes the M&E focal points of the RUNOs. These positions are not funded by the Spotlight Initiative but by each RUNO as their M&E framework.

- The Spotlight country programme document in Haiti has 'key strategies for sustainability' sections for each of the pillars that provide relatively detailed solutions for ensuring the sustainability of their interventions.

- An examination of the list of strategies proposed to ensure the sustainability of interventions under each pillar reveals the strong dependence of many of these strategies on external cooperation resources.

- Stakeholders all recognised that, without interventions to strengthen the legislative and institutional framework for combating VAWG, the prospects for the sustainability of the results of the Spotlight programme in Haiti are even less encouraging.

- Overall, the position of key informants seemed to be implicitly that, given the country's circumstances and its heavy dependence on external cooperation funds, planning for the sustainability and empowerment of programme interventions of this nature is probably wishful thinking at this stage.

Recommendations

- In the immediate future, the Programme Coordination Team and RUNOs should prioritise the necessary steps to strengthen the programme's M&E system, which should also result in better management of the programme's risks.

- The Programme Coordination Team should also explore the immediate possibility of putting in place a protocol for quality control and dissemination of data on the results achieved and changes introduced under the different pillars. The quarterly partner reports that each RUNO receives from partners should be systematically shared at the coordination level.

- The presentation of results and progress at pillar level in the main programme progress reports, including the Annual Reports,[24] should systematically reflect their alignment with the output and outcome indicators to which they correspond.

- In the immediate future, the Programme Coordination Team, together with the RUNOs, should reassess the activities planned for each pillar and determine whether the timetable and targets set for their implementation should be maintained or modified in light of their performance and the constraints facing the programme.

- Prior to Phase 2, the main instruments and tools for M&E and communication and dissemination of programme results should be reviewed, adjusted, and harmonised. For example, the sections of the narrative part of the Annual Reports on the key results[25] or the main results achieved[26] could be better linked to the indicators, milestones, and results of the results matrix presented in Annex 5.

- To address the identified deficits in the organisational capacity of civil society partners, and grassroots community organisations, the Programme Coordination Team should proceed to map the technical support needs of the different types of partners and consider the possibility

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[24] Spotlight Initiative (2020) 'Annual Report 2020. Spotlight Haiti Country Programme', key results, p. 7; Spotlight Initiative (2021) 'Annual Report 2021. Spotlight Haiti Country Programme', main results achieved, p. 9.
[25] Spotlight Initiative (2020) 'Annual Report 2020. Spotlight Haiti Country Programme', key results, p. 7.
[26] Spotlight Initiative (2021) 'Annual Report 2021. Spotlight Haiti Country Programme', main results achieved, p. 9.

of outsourcing this service to a specialised private entity that is capable of developing support tools and offering tailor-made training and technical support services to the weakest partners in project management.

- Any revision of the budget should consider the constraints faced by RUNOs in terms of staff assignments to the programme. Where possible, budgetary adjustments should be considered to increase the number of full-time resources assigned to the programme.

- Any budget revisions in preparation for Phase 2 should consider the constraints faced by the RUNOs in assigning their technical staff to the programme.

- The RCO should, together with the RUNOs, review the allocation of staff funds to ensure that the skills required for the smooth running and monitoring of the programme are adequately funded or co-financed.

- Implementers should initiate discussions with other donors present in Haiti with similar objectives as soon as possible to pool interventions in support of VAWG. Before approaching other donors, it is important to find a common position between RUNO, the EUD, and the government on the best strategy for obtaining additional financial support.

- Officials should also commit to promoting a high-level dialogue among all donors operating in Haiti to determine which donors could potentially commit to supporting the objectives of the Spotlight Initiative at some level at the end of Phase 2 to avoid any disruption of interventions. The possibility of establishing a consortium of multiple donors and local actors to coordinate the funding and implement this effort should also be considered.

G. ANNEXES

ANNEX 1. DOCUMENTS ANALYSED

<table>
<tr><td colspan="2">Information sources: List of all documents analysed</td></tr>
<tr><td>Spotlight programme documents</td><td>Availability</td></tr>
<tr><td>Country Programming document as approved by OSC</td><td>Yes</td></tr>
<tr><td>Country Budget as approved by the OSC (may also include revised budget)</td><td>Yes</td></tr>
<tr><td>Spotlight Country Programme Snapshot</td><td>Yes</td></tr>
<tr><td>Inception report</td><td>Yes</td></tr>
<tr><td>Annual report/s</td><td>Yes</td></tr>
<tr><td>Annex A Country Report (included in the Annual Report)</td><td>Yes</td></tr>
<tr><td>Ad hoc (2nd Tranche) report (may also include provisional narrative report – 2 pager)</td><td>No</td></tr>
<tr><td>Spotlight Initiative financial information on the MPTF Gateway</td><td>Yes</td></tr>
<tr><td>Knowledge management workplan</td><td>Yes</td></tr>
<tr><td>National CSO Reference Group workplan</td><td>Yes</td></tr>
<tr><td>CSO Reference Group Bios</td><td>Yes</td></tr>
<tr><td>Communication workplan</td><td>Yes</td></tr>
<tr><td>Stories directly from the Calendar</td><td>Yes</td></tr>
<tr><td colspan="2">Other documents</td></tr>
<tr><td colspan="2">CSO Directory final version</td></tr>
<tr><td colspan="2">Action plan for visibility and communication</td></tr>
<tr><td colspan="2">Spotlight Implementation Analysis Q2 2021 FINAL</td></tr>
<tr><td colspan="2">CSO Haiti 2020 Commitment</td></tr>
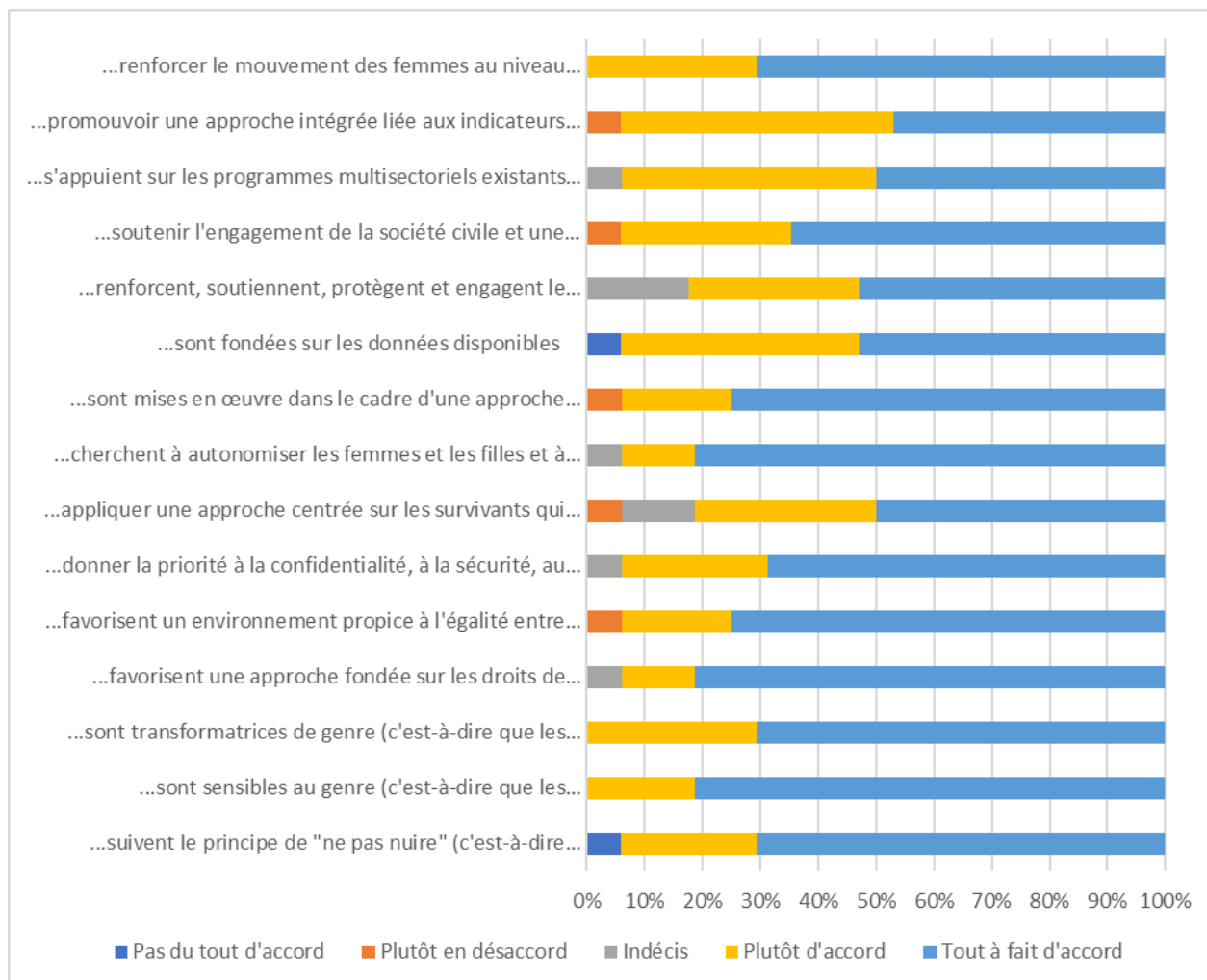<tr><td colspan="2">National Plan to Combat Violence against Women and Girls 2017-2027</td></tr>
</table>

ANNEX 2. LIST OF INTERVIEWEES

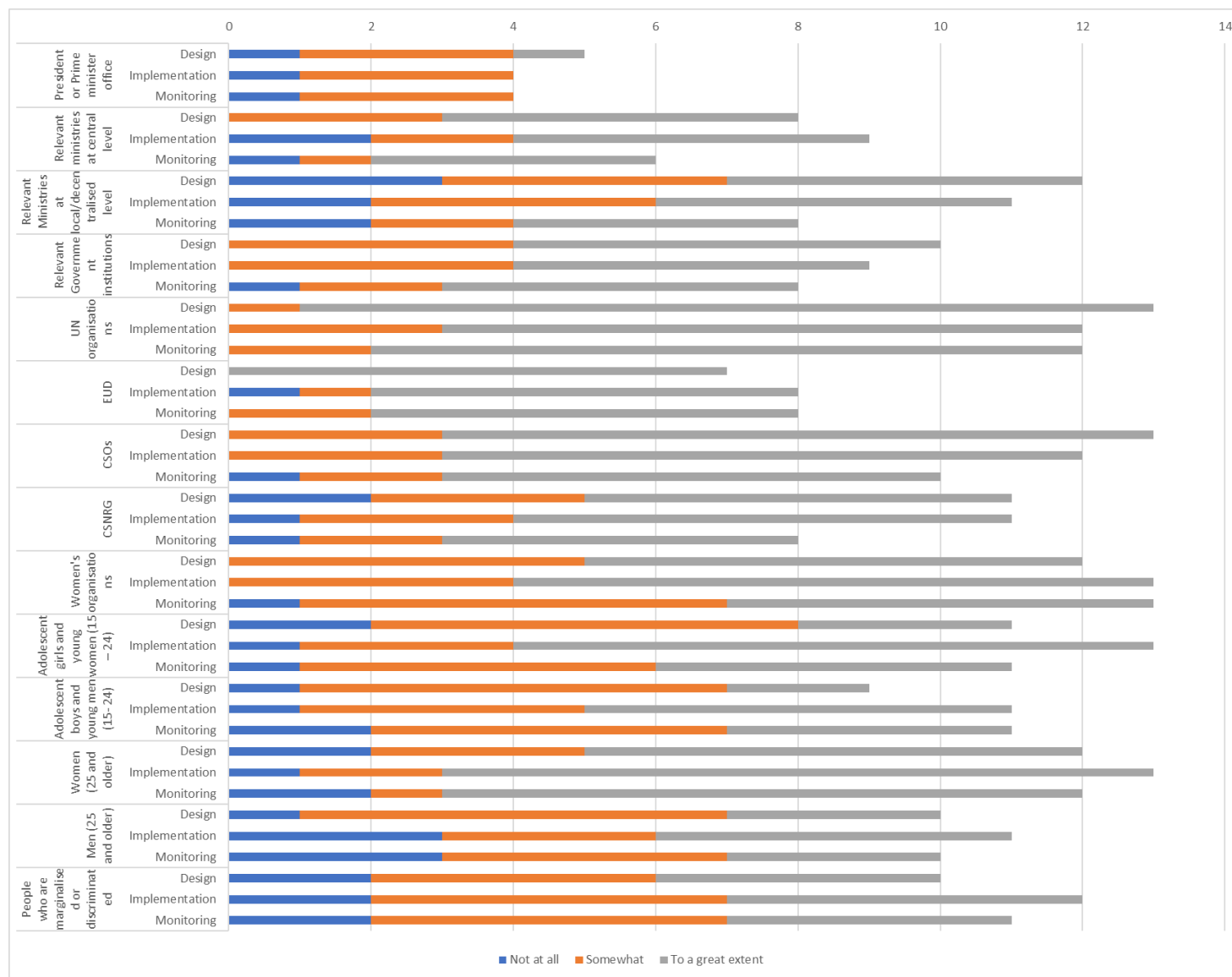| Stakeholder group	Institution / organisation	Position
RCO	A	Resident Coordinator
Government	The Ministry on the Status and Rights of Women	Spotlight Focal Point
Government	MCFDF	Former Spotlight Focal Point - Director of Departmental Office Coordination
Government	Ministry of Planning and External Cooperation	Spotlight Focal Point
RUNO	UNWOMEN	Spotlight Project Manager
RUNO	UNICEF	Child Protection Specialist
RUNO	UNICEF	Spotlight Project Manager
RUNO	UNDP	Spotlight Project Manager
RUNO	UNFPA	Gender Specialist
RUNO	UNFPA	Programme Analyst and Monitoring & Evaluation
RCO	Spotlight Coordination	Coordinator
UN Women	Spotlight Coordination	Technical Coherence Specialist
RCO	Spotlight Coordination	Monitoring and Evaluation Specialist
RCO	Spotlight Coordination	Former communication specialist
IP	PESADEV	Project Manager
IP	OFAVA	General Coordinator OFAVA
Beneficiary	OFAVA	Beneficiary of the programme[27]
Beneficiary	OFAVA	
Beneficiary	AFASDA	

Note: The evaluation team met with the EUD Focal Point, who had only recently taken up his post. Some information was exchanged but this was not considered a full interview. The previous EUD Focal Points were not available for an interview.

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[27] Requested anonymity.

Indicator 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	**Achieved**	**Achieved**
		Parental authority in divorce	**No milestone set**	**No milestone set**
		Inheritance rights of widows	**Achieved**	**Achieved**
		Inheritance rights of daughter	**Achieved**	**Achieved**
		Laws on domestic violence	**Achieved**	**Achieved**
		Laws on rape	**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**	**In progress**
		Subnational	**No milestone set**	**No milestone set**
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	No milestone set	Achieved
Output	Indicator 1.1.2 Number of inquiries conducted by human rights institutions on VAWG and/or gender equality and non-discrimination in the country within the last year.	Parliamentarians	No milestone set	Not achieved
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.	Women parliamentarians	No milestone set	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.	HR staff	No milestone set	No milestone set
		Women HR staff	No milestone set	Not 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**	**Achieved**	**Achieved**
Outcome		**Allowance**	**No data**	**Achieved**

Indicator level	Indicator #	Disaggregation	Progress 2020	Progress 2021
	Indicator 2.2 Percentage of national budget being allocated to the prevention and elimination of all forms of VAWG/HP. {Yes or No]	**Budget (%)**	**No data**	**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]**	**None**	**Achieved**	**In progress**
Output	Indicator 2.1.1 Number of institutions that develop strategies, plans and/or programmes to prevent and respond to VAWG, including for those groups of women and girls facing intersecting and multiple forms of discrimination.	Total	No milestone set	Not achieved
Output	Indicator 2.1.2 Internal and external accountability mechanisms within relevant government institutions in place to monitor GEWE and VAW/HP.	Total	Achieved	Achieved
Output	"Indicator 2.1.3 Number of strategies, new plans and programmes of other relevant sectors (health, social services, education, justice, security, culture) that integrate efforts to combat VAWG developed in line with international HR standards, within the last year. "Health]	None	No milestone set	In progress
Output	Indicator 2.1.4 Number of other sectors' programmes and/or development plans at the national or subnational levels developed with significant inputs from women's rights advocates.	None	No milestone set	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	Achieved	No milestone set
Output	Indicator 2.3.1 Proportion of dedicated and multi-sectoral programmes developed that include proposed allocations of funds to end VAWG, within the last year.	None	No milestone set	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**	**In progress**	**Achieved**
Outcome	**Indicator 3.2 a) Percentage of people who think it is justifiable to subject a woman or girl to FGM (in areas where FGM takes place)**	**Child Marriage**	**Achieved**	**Achieved**
Output	Indicator 3.1.2 Number of young women and girls, young men and boys who participate in either/both in- and out-of school programmes that promote gender-equitable norms, attitudes and behaviours and exercise of rights, including reproductive rights,within the last year.	Total in-school	Achieved	Achieved
		Girls in-school	Achieved	Achieved
		Boys in-school	Achieved	Achieved
		Total out of school	No milestone set	Achieved

Indicator level	Indicator #	Disaggregation	Progress 2020	Progress 2021
		Girls out-of-school	No milestone set	Achieved
		Boys out-of-school	No milestone set	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	No data	No data
Output	Indicator 3.2.2 Number of people reached by campaigns challenging harmful social norms and gender stereotyping, within the last year.	Total	No data	No data
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.	Boys	Not achieved	Achieved
		Men	Achieved	Achieved
Output	Indicator 3.3.1 Number of news outlets that develop standards on ethical and gender-sensitive reporting, within the last year.	Total	No milestone set	Not achieved
Output	Indicator 3.3.4 Number of journalists with strengthened capacity to sensitively report on VAWG and GEWE more broadly	Total	Achieved	Not achieved
		Women	Achieved	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				
Outcome	**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**	**Achieved**	**Achieved**
Outcome	**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; c) number of cases reported to the police that resulted in convictions of perpetrators** **.**	**Reported**	**Not achieved**	**Achieved**
		Brought to court	**Not achieved**	**Achieved**
		Convictions	**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	Achieved	In progress
		Women	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.	Women's rights organisations	Achieved	Not achieved
Output	Indicator 4.2.1 Number of women and girl survivors of violence that have increased KNOWLEDGE of a) to quality essential services, and b) accompaniment/support initiatives, including longer-term recovery within the last 12 months	Girls with Knowledge (a) ES	Not achieved	Not achieved
		Women with Knowledge (a) ES	Not achieved	Not achieved

Indicator level	Indicator #	Disaggregation	Progress 2020	Progress 2021
		Girls with Knowledge (b) Longer Term Recovery Services	No milestone set	Achieved
		Women with Knowledge (b) Longer Term Recovery Services	No milestone set	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	Girls with Knowledge (a) ES	Not achieved	In progress
		Women with Knowledge (a) ES	Not achieved	In progress
		Girls with Knowledge (b) Longer Term Recovery Services	No milestone set	Achieved
		Women with Knowledge (b) Longer Term Recovery Services	No milestone set	Achieved
OUTCOME 5: Quality, disaggregated and globally comparable data on different forms of violence against women and harmful practices, collected, analysed and used in line with international standards to inform laws, policies and programmes.				
Outcome	**Indicator 5.1 Existence of globally comparable data on the prevalence (and incidence, where appropriate) of VAWG/HP, collected over time**	**Prevalence**	**Achieved**	**Not achieved**
		Incidence	**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	No milestone set	No milestone set
Output	Indicator 5.1.4 Number of government personnel from different sectors, including service providers, who have enhanced capacities to collect prevalence and/or incidence data, including qualitative data, on VAWG in line with international and regional standards, within the last year	Total	No milestone set	Achieved
		Women	No milestone set	Achieved
Output	Indicator 5.1.5 Number of women's rights advocates with strengthened capacities to collect prevalence and/or incidence data, and qualitative data, on VAWG	None	No milestone set	Achieved
Output	Indicator 5.2.3 Number of government personnel, including service providers, from different sectors with strengthened capacities on analysis and dissemination of prevalence and/or incidence data on VAWG, within the last year	Total	No milestone set	Achieved
		Women	No milestone set	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				

Indicator level	Indicator #	Disaggregation	Progress 2020	Progress 2021
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**	**No milestone set**	**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**	**No milestone set**	**Not 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/marginalisation, report having greater influence and agency to work on ending VAWG. [Total]**	**Total**	**No milestone set**	**Not achieved**
Output	Indicator 6.1.1 Number of jointly agreed recommendations on ending VAWG produced as a result of multi-stakeholder dialogues that include representatives of groups facing multiple and intersecting forms of discrimination, within the last year	None	No milestone set	Achieved
Output	Indicator 6.1.2 Number of official dialogues about ending VAWG with relevant government authorities that include the full participation of women's rights groups and relevant CSOs, including representatives of groups facing multiple and intersecting forms of discrimination, within the last year.	None	No milestone set	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	Achieved
Output	Indicator 6.3.1 Number of women's rights groups and relevant CSOs representing groups facing multiple and intersecting forms of discrimination/marginalization that have strengthened capacities and support to design, implement, monitor and evaluate their own programmes on ending VAWG, within the last year	None	Achieved	Achieved
Output	Indicator 6.3.2 Number of women's rights groups and relevant CSOs using knowledge products developed by the participating UN agencies in the design of their own programmes on ending VAWG, within the last year	None	No milestone set	Achieved