Spotlight Mid-term Assessment Report using ROM review

Type of ROM review	**Projects and programmes**
Project title	*Spotlight Initiative in Mexico*
Reference	
EU Delegation in charge:	*Mexico*

Key information				
Domain (instrument)	Region			
DAC Sector	Human and social development: "Gender equality".			
Zone Benefitting from the Action	Country			
Type of Project/Programme	Geographical			
Geographic Implementation	One country			
Contracting Party	SPOTLIGHT INITIATIVE			
EU contribution	USD $6,300,000			
Project Implementation Dates	**Start date**	01/12/2018	**End date**	31/12/2022
ROM expert(s) name(s)	Marta Medina, Alejandra Martínez Alfaro			
Field phase	**Start date**	11/01/2021	**End date**	29/01/2021

Scoring overview: **green (good)** **Orange (problems)** **red (Serious deficiencies)**

	1	2	3	4	5	6
Relevance	🟢	🟢	🟠	🔴	🟠	🟢

	7	8	9	10	11
Efficiency	🟠	🔴	🟠	🟠	🟠

	12	13	14
Effectiveness	🟢	🟠	🟠

	15
Sustainability	🟠

Persons interviewed and surveyed	Interviews/FGD	Survey
EU Delegation	2	NA
Partner country government	6	5
UN Agencies	8	8
CSO Reference Group	2	5
Implementing partners	5	3
Final beneficiaries	4	NA

Key documents	Number
Essential documents	11
Other documents	16

Introduction

The Spotlight Initiative Programme in Mexico was launched in May 2019. It comprises 6 Pillars: 1) legislation and policies, 2) institutional strengthening, 3) violence prevention, 4) available, accessible and acceptable quality services, access to quality services, 5) reliable and quality information, 6) support to civil society organisations and women's movements. The Programme is implemented in 5 municipalities in 3 states of the Mexican Republic: Chihuahua and Ciudad Juarez (State of Chihuahua), Naucalpan and Ecatepec (State of Mexico) and Chilpancingo (State of Guerrero).

The main actors of the Spotlight Initiative are the 6 UN implementing agencies (UN Women, UNDP, UNICEF, UNFPA OHCHR and UNODC), the Delegation of the European Union, the federal counterparts (INMUJERES and CONAVIM), government counterparts at local and municipal levels, implementing partners and Reference Groups at local and national level. Below is a diagram of the main actors involved in the Spotlight Initiative:

Figure 1. Spotlight Initiative governance in Mexico
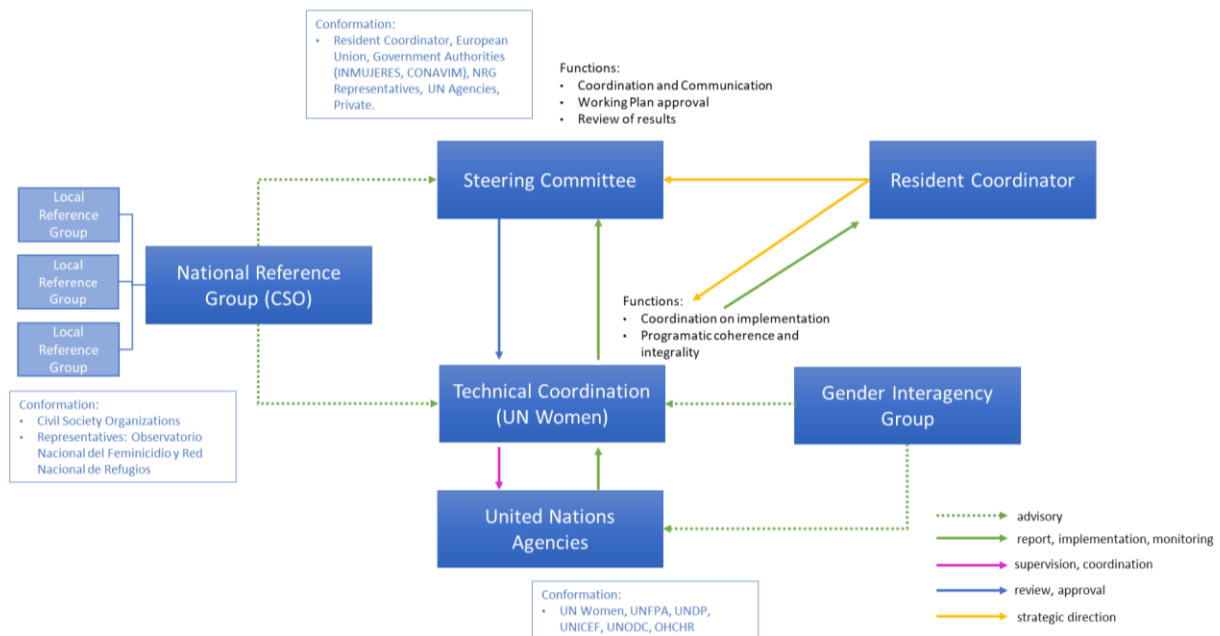
Source: CPD Mexico (2018)

For the purposes of this evaluation, each section has been assessed according to the following interpretation: green, defined as Very Good and Good, implementation is progressing and meeting commitments, but there are areas for improvement. Yellow, defined as "Problems" have been used to identify specific aspects of the Initiative that have key areas of improvement to improve effectiveness and efficiency, but do not constitute a problem in meeting the results. And the red colour, "serious deficiencies" have been found that jeopardise the global or national Spotlight Initiative results.

Purpose and objectives of the mid-term evaluation (MTA)

The purpose of the MTA is to evaluate the country programme as soon as it reaches the end of Phase I with the disbursement of 70% of the total funds, to take stock of where the Spotlight Initiative stands in relation to the initial Programme, to provide a snapshot of the implementation of the Spotlight Initiative at a given point in time; to provide stakeholders with information on project performance; to contribute to future project design with lessons learned; and to test the Programme's theory of change. The specific objectives are to assess the relevance, efficiency, effectiveness and sustainability of the

Country Programme, based on the agreed MTA questions, and to make relevant recommendations to improve subsequent project implementation.

According to the terms of reference, the MTA uses the European Union's (EU) results-oriented monitoring methodology (ROM) 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 the standard questions of the ROM methodology and were agreed in advance by the EU and the Spotlight Secretariat. The 15 MTA questions are grouped by relevance, efficiency, effectiveness and sustainability, which are the main headings for the rest of the report.

For the purposes of this evaluation, each section has been assessed according to the following interpretation

Table 1. Assessment of evaluation questions	
Qualitative	**Description**
Good/very good	The situation is considered satisfactory, but there is room for improvement. The recommendations are useful, but not vital to the project or programme.
Some problems	There are issues that need to be addressed, otherwise the overall performance of the project or programme may be negatively affected. However, the necessary improvements do not require a major revision of the intervention logic and implementation arrangements.
Serious deficiencies	There are such serious deficiencies that, if left unaddressed, they can lead to project or programme failure. Major adjustments need to be made and the intervention logic and/or implementation arrangements need to be revised.

Limitations and measures taken:

- Field visits were not possible due to meeting and mobility restrictions imposed in response to the COVID-19 pandemic in the country. As planned, all interviews and focus groups were conducted virtually.

- No certified data measuring progress against the 2020 indicators was available during data collection. Qualitative information on 2020 activities was obtained from document review, key informant interviews and focus group discussions, but comprehensive information could not be analysed. The absence of comprehensive and quality-assured monitoring data is a constraint for the assessment to provide a complete picture of progress against the 2020 milestones and overall targets. Financial expenditure data were available until 30 September 2020 and were shared by the Spotlight Secretariat in January 2021. Expenditure data are reported by RUNO HQ through the MPTF portal according to the UNDG budget lines, as agreed in the contract with the EU.

- It was not possible to involve state or municipal authorities from the state of Guerrero in the evaluation process, where the most problems in implementation are reported. In this regard, the Women's Justice Centre of the municipality of Chilpancingo, a beneficiary of the Spotlight Initiative, was contacted and gave its opinion on the possible limitations in the state.

Context of Spotlight Initiative in Mexico

The Spotlight Initiative in Mexico took place in a highly complex context of intervention. In the first instance, the design of the Initiative was carried out under the administration of President Enrique Peña Nieto, who left office in November 2018. This governmental change implied not only a change in the executive branch, but also internal changes in almost all the governmental agencies that had participated in the design process. Likewise, this change implied conducting a new process to present the Initiative to

the new partners, negotiating and convincing them in order to achieve "buy-in" from the different agencies.

This led to a significant delay in the launch of the Spotlight Initiative in the country, with the official launch taking place in May 2019. Subsequently, there were delays in the approval of the 2019 Work Plan by the Steering Committee, which was not approved until September 2019, which meant that only then could the activities of year 1 officially begin.

In addition, the COVID-19 global health emergency in March 2020 led to an almost total shutdown of activities in all countries. For the Spotlight Initiative in Mexico, this meant a partial or total halt of activities in all 6 Pillars, thus increasing the delays in achieving the planned results in the country. In addition, the approval of the Work Plan for year 2 (2020) was again delayed, being approved only in August of the same year.

In view of the above, the country team, consisting of the Resident Coordination Office, Technical Coordination and the 6 implementing agencies, designed an "Acceleration Plan" to implement the activities foreseen in the 2020 Work Plan by June 2021. This has meant a significant workload for the country team and reduced opportunities for participatory processes for feedback from the different stakeholders involved in the Initiative on the on the products resulting from the implementation of the work plan.

The context described above shows the existence of external factors that have hindered the implementation of Spotlight activities in Mexico, which have resulted in significant delays in completing the activities. Therefore, it is important to analyse the following report and the results obtained so far in the particular context of the programme in the country, i.e. to analyse the results taking into account the effective implementation time they have had.

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B. RELEVANCE

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

The Spotlight Initiative in Mexico aims to strengthen, complement and support existing mechanisms, initiatives and programmes in the country that seek to eradicate violence against women and girls in the country. It seeks a holistic approach, emphasising the strengthening of prevention strategies that could reduce risks, help change patriarchal social structures, strengthen equality between men and women and reduce impunity.

The Spotlight Initiative terms of reference define 16 principles[1]. In this regard, in the online survey, on 15 principles at least 75 percent of respondents reported "strongly agree" or "somewhat agree" that interventions in the country have complied with the principles. In this regard, they consider interventions to have adhered to the principle of "do no harm" (96 per cent), to have been gender sensitive (100 per cent), to have been gender transformative (92 per cent), to have promoted a human rights approach (96 per cent), an enabling environment for gender equality (92 per cent), have prioritised confidentiality (100 per cent), applied a survivor-centred approach (88 per cent), sought to empower women and girls (96 per cent), applied a holistic approach to addressing the issue (88 per cent), are evidence-based (84.4%), that they strengthen or support the women's movement (75.6%), that they support civil society participation (81.6%), that they have built on existing multi-sectoral programmes (84.2%) and that they have promoted an integrated approach with relevant indicators (86.9%). Only on the principle of whether the interventions had strengthened the women's movement at regional or national level did respondents report 68.5% agree or somewhat agree. See more details in Annex 4.

During the interviews, the RUNOs reported various ways of ensuring that they comply with the principle of "leaving no one behind" (Principle 6). Some reported that during the design phase of the activities they identify marginalised groups, such as lesbian, gay, bisexual, transgender, transvestite and intersex (LGBTTI) population, indigenous population, population with disabilities or migrant population as potential beneficiaries of the activities. In other RUNOs, diagnostic processes are carried out to select the most vulnerable territories, using urban, socio-demographic and crime incidence indicators to target territories. Likewise, during the bidding processes, there are criteria for awarding extra points to implementers who work with vulnerable groups. However, the RUNOs report some challenges in putting this principle into practice. For example, although attempts have been made to incorporate civil society as implementing partners, these civil society organisations (CSOs), mainly local and grassroots organisations, often lack the necessary technical or administrative requirements to be selected in the Spotlight Initiative's bidding processes, so their participation in activities has been very limited (see questions 9 and 13).

On the civil society side, implementing partners identify the COVID-19 pandemic as the main obstacle for reaching the most vulnerable population. Although the design envisaged reaching this population, existing inequalities, especially in digital tools, prevented effective outreach to this population during the pandemic. In addition, they identified gaps in terms of being able to convene these groups, which they felt was an area that could be strengthened. Some partners commented that working with municipal officials helps to fulfil this principle, as they are usually the most neglected and least trained level of government in the country.

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1 Terms of reference 2017-2023. A Multi Partner Trust Fund. Spotlight Initiative, p 25-26.

The government counterparts and reference group members interviewed indicated that, as they are not aware of the activities of the Spotlight Initiative (see question 8), it is not possible for them to assess whether or not Principle 6 has been respected in practice. In that sense, they do not consider their participation to be in line with Principle 10, in terms of being involved as primary partners in the implementation of the Spotlight Initiative. There is evidence that information on activities has been shared with stakeholders at various times (presentations in March and September 2020 or during technical meetings), however, the fact that government and CSO representatives interviewed complain that they are not aware indicates a level of dissatisfaction with the programme that is explored further in question 8.

Finally, the civil servants participating in the trainings, i.e. the beneficiaries so far of the interventions, commented during the interviews that they felt that the training they received met the principles of "do no harm", "survivor-centredness", "gender sensitivity" and "assisting in the empowerment of women and girls".

Key findings:

- The RUNOs incorporate the principle of "leaving no one behind" in different ways. Whether by including vulnerable groups in the design of interventions, targeting actions in marginalised territories or prioritising the recruitment of local CSOs.

- One of the principles of the Spotlight Initiative promotes the inclusion of local civil society, however, this inclusion is a major challenge, particularly for small and grassroots organisations that do not have the administrative capacities to participate in Spotlight Initiative bidding processes.

- So far, trainings for civil servants have complied with the principles of being gender-sensitive, aiming at women's empowerment and focusing on survivors.

Recommendations:

- Prior to Phase 2, the technical team to identify those interventions where the digital divide jeopardises the inclusion of the most vulnerable groups in the interventions and identify ways in which these gaps can be bridged and when possible, scale up and expand the efforts made so far.

- During Phase 2, RUNOs to incorporate administrative-financial capacity building interventions for local civil society organisations as a central focus of activities in Pillar 6.

- Prior to Phase 2, the RUNOs together with their headquarters and the Secretariat should review the possibility of making the requirements more flexible for the inclusion of local CSOs.

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

While the RUNOs mention that they have been able to make use of their comparative advantages for better implementation of the Spotlight Initiative, there are doubts as to whether the number of RUNOs involved is conducive to better coordination. In terms of implementation according to the UN reform, the majority of respondents (61 per cent) agree that the RUNOs have worked well together, but there are problems in defining the roles of the Technical Coordination and Resident Coordination Office, as well as in the communication processes between the RUNOs and these counterparts.

A. RUNOs' Comparative Advantages

The participating RUNOs consider that it has been possible to work in such a way that the comparative advantages and mandates of each agency complement each other to improve the quality and increase the impact of the interventions. For example, each RUNO had previous experience working with some target population group, in some States included in the Spotlight Initiative or on one of the priority themes, so they have brought these experiences to the table to feed into the interventions.

Specifically, **UN Human Rights** mentions as a comparative advantage its previous work with victims and its previous relationship with civil society in the country, which has helped them to start from a relationship of trust between the parties. **UNICEF** mentions that it has contributed to the Spotlight Initiative the focus on children and adolescents (CA) in all the interventions carried out, ensuring that this principle is reflected in the products generated in the consultancies. **UNFPA** has experience in terms of prevention and also on the issue of sexual and reproductive rights, an approach that they have sought to take into account in the interventions carried out. **UNODC** had previous experience in the area of security and justice in some of the participating states, and thanks to its Centre of Excellence they have been able to have an important impact on Pillar 5 of the Spotlight Initiative. **UNDP** commented on their experience in the intersections of vulnerabilities, in addition to the fact that they had vast previous experience in institutional strengthening, which has been useful especially for the work in Pillar 2. Finally, **UN WOMEN** mentions that their experience working with women's rights institutions in the country and their previous work on the issue has been crucial to be able to advance the interventions.

Question 7 presents in detail the involvement of each agency in the implementation of the activities per Pillar, either in their role as Pillar leaders or as implementers.

On the other hand, members of the technical coordination team mentioned the following challenge regarding the inclusion of 6 different RUNOs in the Spotlight Initiative:

"[In the design process] it was sought to give voice and space to different agencies working on the issue of femicide in the country. Of course, this was very positive in terms of giving participation to a diversity of agencies, but very challenging in terms of intelligence coordination, because a programme of six agencies is very complex and we have a lot of evidence in joint [United Nations] programmes that have been evaluated in the past on what is the ideal number of agencies, which is a maximum of four so that the programme can really be well managed and also there is an impact [...]".

"The number of agencies has been a challenge. I think in terms of design it contributed to having different visions, but I think other ways should be found to ensure the participation and input of agencies without all of them being RUNOs. And I think that's something we should revisit for the second phase of the programme [...]".

On the other hand, a budget analysis shows that two agencies (UN Women and UNFPA) have 55 per cent of the budget allocated, while agencies such as OHCHR have only 6 per cent. Furthermore, as of

September 30, 2020, more than a year after the launch of the Spotlight Initiative, some RUNOs barely reached a quarter of budget execution (for example, UNICEF with 28 per cent), while UNODC executed only 14 per cent. This analysis was made based on financial data shared by the Spotlight Secretariat in January 2021. Expenditure data is reported by RUNO headquarters through the MPTF portal according to the UNDG budget lines, as agreed in the contract with the EU. It should be added that the original budget was designed in a pre-COVID-19 context in which many of the activities were trainings, field interventions, and impact assessments that could not be implemented.

In that sense, one element to be considered in the second phase is whether indeed, given the role that some RUNOs have played in Phase 1 and given the budget allocated to them and the execution of funds so far, it still makes sense for all the agencies involved to continue as RUNOs or whether it would be more convenient for some of them to change their role to become technical advisors to the Spotlight Initiative.

Regarding the agency responsible for technical coherence, 83 per cent of respondents reported that UN Women was the in-country technical focal point for Spotlight Initiative, and 80 per cent of respondents agreed that UN Women was the best choice.

2.B. Implementation in accordance with UN reform principles

Regarding joint work, 61 percent of UN representatives participating in the online survey reported "strongly agreeing" that UN country teams have worked well together to implement the Spotlight Initiative and 56 percent "strongly agreeing" that UN country team mandates have been respected.

Joint work between Technical Coordination (TC) and RUNOs

The TC is physically located within UN Women but responds to the RCO. In the online survey, less than half of the UN representatives responding to the question reported "strongly agree" or "somewhat agree" that the Spotlight Team (Technical Coordination and Monitoring and Evaluation Officer) has contributed to the coordination and collaboration of the Spotlight Initiative (39 percent "Strongly Agree" and 9 percent "Somewhat Agree"). As strengths in the relationship with the TC, the RUNOs mention that they have tried to maintain constant communication with all agencies, the resilience they have had in the face of a complex political scenario and the good treatment they receive from the team members.

The basis for coordination between RUNOs and TC is given by the actions/activities contained in the Country Programme. However, an observation made by the TC indicates that the relationship and coordination they can have with the RUNOs also depends on the guidelines of each agency and their headquarters, mentioning, for example:

"The technical coordination plays a coordinating role, but the level of collaboration and involvement with the coordination depends on each agency, since organically the graphic lines do not cross with the technical coordination, nor with the resident coordination. So they depend entirely on the headquarters and their regional offices, which is why often if a country programme strategy between TC and the agencies is contradictory, they will follow the line of what headquarters decides, since TC requests are not mandatory".

Communication between RUNOs and the TC was identified as an area of opportunity, as RUNOs sometimes do not know why certain decisions are made or learn about problems late. This is often because guidelines or information from the Spotlight Secretariat are communicated to the TC and RUNO headquarters, rather than directly to RUNOs at the national level. This procedure was put in place to strengthen the coordination role of the TC, but as this is a new mechanism, the RUNOs have yet to adapt to it. However, in order to avoid frustrations, it would be advisable to keep RUNOs informed in a timely manner. On the other hand, some RUNOs mention not clearly understanding the role of the TC in the Spotlight Initiative, since, although its formal role is to "give programmatic coherence to the activities", they consider that in practice this role has been that of the RUNOs, while the TC has taken on more of

a political management role. The reason most often mentioned by the RUNOs and partners for this situation is that the TC staff had not previously worked in the UN system, so it has been a learning curve for the staff to get to know how the system works.

The TC acts as a liaison with the Secretariat, whose requests, guidelines and requirements are often mandatory.

Joint work between RCO and RUNOs

In the online survey, 39 percent of respondents reported "strongly agree" that the RC plays an active role in coordinating the Spotlight Initiative and 26 percent reported "Somewhat Agree". There is confusion from the RUNOs on the role that the RCO now plays in the Spotlight Initiative, as they report that it was initially more involved and now many of its functions have been absorbed by the TC. They report as areas of opportunity more frequent and fluid communication between the RUNOs and the RCO in order to be able to address situations more efficiently (see question *10*).

Main findings:

- The RUNOs agree that they have managed to apply their comparative advantage in the implementation of the Spotlight Initiative activities.

- There are challenges in coordinating 6 agencies as "one UN". Some actors consider that the need to have 6 agencies participating as RUNOs could be re-evaluated.

- There is a lack of clarity in defining the roles of TC and RCO in the Spotlight Initiative.

- Communication problems are identified between RUNOs and the TC and between RUNOs and RCOs, especially in terms of incoming information from other partners and in the early identification of situations or problems that hinder implementation.

Recommendations:

- Prior to Phase 2, the RCO in conjunction with the Steering Committee: consider whether all agencies involved should continue as RUNOs or whether it would be more appropriate for some to change their role to become technical advisors to the Spotlight Initiative.

- Prior to Phase 2, the TC: analyse the activities actually performed by each actor vs. what is specified in the CPD, in order to check if the roles of each actor correspond to the practice. It is necessary to check that all RUNOs are in agreement with the activities and roles assigned to them in the CPD. If there are deviations or disagreements, it would be important to redefine the roles currently listed in the CPD.

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

The government and civil society involved in the Spotlight Initiative report that the consultation processes were positive in that they brought so many actors to the table, but do not consider that their opinions or feedback were gathered for the design of the Spotlight Initiative. Likewise, during implementation, partners are unaware of the mechanisms for providing feedback to the Spotlight Initiative and consider that the spaces for participation have been limited.

Involvement of the federal government, local governments, municipal governments, RUNOs, the European Union and civil society in the design of the action.

For the design of the Spotlight Initiative, the RUNOs, with the guidance of the RCO, began with an initial "stocktaking" process in which the actions of each agency that could be related to the thematic focus of the Spotlight Initiative were described. From this first analysis, a proposal was generated on the possible contributions of each RUNO and after receiving the "clearance" during 2018, the first project proposal was designed, elaborated as a group among the RUNOs.

Once the proposal was consolidated, a series of working groups were held in the three states where the activities were to take place. These working groups were attended by different counterparts, from federal, local and municipal authorities to members of civil society. In these working groups, participants were divided by pillars and a methodology was used to gather priorities and feedback on the proposal. These comments, according to the RUNOs that participated in the process, were taken into account to make changes to the proposal, and workshops were subsequently held in each state to validate the findings. In this process, some RUNOs perceive that the time and breadth of actors involved in the consultations, while essential elements for the design of the Initiative, came at a "price" that resulted in delays in the start of the Initiative and in the generation of high expectations among all participating partners.

Regarding the working groups, the actors who participated mentioned that they perceived that the design of the Initiative was already "done" or "pre-designed", that is, that the Pillars and activities had been decided in advance or "from the Spotlight Initiative headquarters", so that the general perception of the partners is that these participatory exercises were more of a presentation of the Initiative, where there was no more room to make changes to the design. In addition, some partners expressed that they sent comments to the Spotlight Initiative at the design stage and prior to the approval of the 2019 and 2020 Work Plans.

For example, they mentioned that there were duplications between work previously carried out by the government and that planned for the Spotlight Initiative. Specifically, they mentioned that the guidelines for legislating with a gender perspective already existed and that the study of feminicide cases was already being carried out by other partners, so they recommended a complementary action. However, they consider that these comments were not taken into account.

When contrasting this information with the RUNOs, it is important to mention that not all members of the current country team participated in the design process, so only two members of the RUNOs (who are currently coordinating from UNFPA and UN Women) and the RCO were able to elaborate on this. In this regard, they mentioned that a great effort was made by the Spotlight Initiative to gather feedback from all participating actors and that they consider that this information was used to guide the design, but that it also leads to high expectations:

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"Consultations were held with civil society, government, etc. It was a very broad process to get people's opinions. It was long and had very positive things, but it generated too many expectations." (RUNOs)

They also mention that the federal counterparts and the Delegation of the European Union expressed the need to focus the activities on the institutional strengthening of civil society and that the activities should be carried out by civil society and not by external consultancies. In their opinion, this was not taken into account in the final definition of activities. However, the work plan indicates that 52% of the funds are being channelled through civil society, while 30% are being channelled through consultancies (individuals or companies). In addition, capacity building activities for CSOs are planned in Pillar 6.

While it appears that these comments were taken into account, from the list of Phase 1 civil society implementing partners provided by the country team, out of 16 organisations for which information on their location was found, 14 of them are from Mexico City, one of them is based in Monterrey and one of them is an international organisation. While the Spotlight Initiative aims to engage and work with local organisations and movements representing discriminated people, it seems that in Mexico this is still not happening, also because often these small organisations are not legally recognised or do not have the financial and administrative capacity to engage with the RUNOs.

On the civil society side, some civil society members also mentioned that it was difficult for them to participate during the design of the Spotlight Initiative because there was no support for them to travel to the places where the processes were carried out (per diems).

On the other hand, it was possible to verify that an effort has been made to include activities to strengthen civil society, especially in their capacities as service providers; however, it is not clear whether technical training also includes the development of administrative or legal capacities, characteristics that have been the main barriers for local civil society to participate as implementers.

Involvement of the federal government, local governments, municipal governments, RUNOs, the European Union and civil society in the implementation and monitoring of the action.

For implementation and monitoring, each of the RUNOs has different methodologies for involving partners. For example, some agencies use product presentations, progress reports, roundtable discussions and monthly activity reports. However, there is a general perception among all partners that they are not aware of "what" is being implemented, what activities or events are taking place, or what results have been achieved. Although the partners who have participated in product review processes mention that this has been very fruitful and informative, the general comment is that they would have liked to have had more communication about the activities before they took place and above all more clarity on the role they should or could play in them.

In this sense, although there are participatory methodologies on the part of the RUNOs, the partners perceive that they have acquired a role as "informants" in the implementation of the Initiative, i.e. they are interviewed by the different consultancies as part of the activities, but not in the role of "allies" or "implementation partners", where the comments and feedback they provide are taken into account. Some government and civil society counterparts also refer to having a "convening" role, where their role is to organise and convene actors, but not to participate in activities.

For example, one comment made by a person representing the Reference Groups was as follows:

"Those of us in the reference groups, in coordination with women's civil society organisations, have requested information to understand the process and to contribute. To date, we have not been given answers to our questions in any of these instances and we have been told in general that the process has been very complex and that they are adjusting to it. We have asked to contribute to design, implementation and monitoring, as we have detected several serious deficiencies in each of these areas, and we have asked because we consider that it is appropriate to redirect in these aspects, but

only our questions and opinions are taken, but no response is given and we are told that there is no longer time to integrate what was proposed".

The country team identified time as the main obstacle to participatory processes, in the sense that the various delays that have occurred in the country have significantly limited the participation of partners. For example, they mention that:

"The problem has been reflected in the implementation: on the one hand, we have an unwieldy steering committee which, due to the number of members it has, makes it very complicated to structure meetings. On the other hand, the multiplicity of civil society reference groups has led to some confusion about their role in the Spotlight Initiative. According to the structure of the programme, coordination with both actors should be carried out by the Technical Coordination, but this space for participatory dialogue has not been provided, and this has meant that these two spaces have not had an effective dialogue on implementation".

"It is a limited contribution. We do meet with partners on an ongoing basis and incorporate their feedback, but it is more on the bilateral level. We also seek to incorporate feedback from civil society, but there is no space or fluid communication. It is not only because of the Technical Coordination, but also because of the established timeframes that were assigned [...]. Faced with the urgency of implementation, the spaces for contribution, dialogue and participation of other actors are reduced, and other aspects such as showing results take priority. Thus, limiting the exercise of participation".

Responding to the needs of beneficiary groups and stakeholders during the implementation of the Programme

The RUNOs report having different ways of collecting the satisfaction and opinions of beneficiaries and stakeholders, from focus groups, identification of knowledge, attitudes and practices in the target population (KAP), presentation of results, roundtable discussions, committees, among others. In this regard, the beneficiaries interviewed mentioned that there was an effort on the part of all the agencies to obtain their feedback on the training received, but they would have liked a prior diagnosis of the level at which they were in the topics so that the training could have been better used. It should be noted that during the COVID-19 pandemic, communication mechanisms were also implemented with civil society to find out their immediate needs.

Implementing partners, government and civil society mentioned that they would have liked more spaces to give feedback and above all times for "reflection", i.e. specific moments to stop and reflect on whether the path and activities proposed are relevant or need to be adjusted.

For example, a RUNO mentions that:

"I would like it if spaces to improve the coordination were incorporated, to correct the course, the work has been so intense that there is no space for reflection on sustainability, on identifying good practices. I think that this should be incorporated, that there should be spaces for dialogue and that the focus should not only be on advancing in implementation without realising whether things are working or not".

In the online survey, the actors from whom feedback was reported to be collected by at least 50 per cent were firstly the UN (61 per cent), followed by the EU (53 per cent), Reference Groups (50 per cent) and relevant government institutions (50 per cent). According to the respondents, feedback is least collected from the beneficiaries of the interventions, with only 27 per cent of respondents saying that they do so, although 50 per cent responded that they were not aware of these exercises.

In this regard, it is also important to mention that the country team identifies limited time as the main obstacle for the participation and feedback from partners in the implementation of the Spotlight Initiative. In that sense, they are referring to the multiple delays in the programme, together with the current implementation of the "Acceleration Plan", which make it difficult to find these spaces for

constant feedback or presentation of results to partners, as the team is currently concentrating on implementation in order to meet the proposed objectives. In addition, arranging these participatory meetings requires a great deal of time and effort on the part of the RUNOs.

Key findings:

- During the consultation processes, very high expectations were raised by all stakeholders as to the level of involvement they could have in the Spotlight Initiative's decision-making. This has led to tensions and annoyance towards the Spotlight Initiative.

- The counterparts consider that not all the comments they made to the Spotlight Initiative in the design phase were taken into account. The country team mentions that they tried as much as possible to collect and take these comments into account, but the limited time, multiplicity of actors and variety of perspectives made it difficult for all stakeholders to feel heard. However, this seems to be a major stumbling block and is preventing all stakeholders from coming together and constructively supporting the country programme.

- According to partners (government, EUDs, CSOs), their participation has been limited during the implementation and monitoring of activities. Most report having no knowledge of "what" actions are being carried out and where they are being carried out. This coincides with what was reported by some RUNOs, who consider that the different delays and the need to show results have limited participatory spaces in the Spotlight Initiative, and that high expectations and unclear roles have caused tensions between partners.

- According to the online survey, the least feedback is collected from the beneficiaries of the interventions, with only 27.8 percent of people reporting that they are aware that these exercises take place.

- The country team identifies the lack of time for Spotlight Initiative implementation as the main obstacle to effectively engaging partners in the implementation and monitoring of the Spotlight Initiative.

- Among the RUNOs, there are different methodologies for gathering feedback from beneficiaries, ranging from roundtables to participatory methodologies.

- The RUNOs agree that, due to the various delays in the implementation of the Spotlight Initiative, among others, the entry of a new administration that required new socialisation and agreements, which implied a delay of 5 months for the implementation of the initiative and delays due to COVID-19, the spaces for reflection have been few and limited, so it is necessary to stop and re-evaluate what is working and what needs to be changed.

Recommendations:

- RCO and Steering Committee: Take time to review and reflect on the programme agreed in the CPD and discuss whether any activities need to be revised or reformulated to ensure that all stakeholders can constructively support the country programme. During this process also review and redefine the roles of each of the stakeholders involved in the Spotlight Initiative (government, civil society and EU) as well as the mechanisms through which they can provide feedback and receive information on Spotlight Initiative activities.

- The Technical Coordination Team (TC) should record the feedback received from the various stakeholders and make sure to provide feedback to the stakeholders on the actions taken in this regard.

- RUNO: Take into account in consultation processes the issue of transport per diems for local CSOs that do not have the resources to travel.

- RCOs, TCs and RUNOs: Generate spaces (at least monthly) for reflection on the results achieved and the activities that need to be revisited or rethought.

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

The commitment of the different actors is mixed. Some actors' lack of understanding of their roles within the Spotlight Initiative has led to misunderstandings and tensions towards the Spotlight Initiative.

National Government

In Mexico there was a change of administration in December 2018, so the Spotlight Initiative Country Programme was negotiated with the previous administration, but approved in May 2019 by the new administration. This situation meant that the Spotlight Initiative was slow to start, as the Spotlight Initiative had to be resubmitted to all new counterparts, in addition to the fact that the national agenda and priorities had changed. One comment expressed by the new administration was that the Spotlight Initiative did not correspond to the "government agenda" that they had, however, through processes of discussion, working groups and agreements, the Spotlight Initiative was approved.

Currently, most of the federal counterparts report a continued commitment to move forward with the Spotlight Initiative and above all to move on to what they call an "implementation phase" of actions, emphasising that they expect the diagnoses and documents generated in the first phase to be used as input for the second phase. In addition to reaffirming their commitment to the second phase, the federal counterparts have focal points in the institutions whose role is to follow up on Spotlight activities. There is a general interest in learning more about the actions being carried out and being able to participate more frequently in the monitoring of the Spotlight Initiative.

Only one counterpart is extremely "concerned" about the direction of the Spotlight Initiative, stressing that a dialogue must be opened urgently to address existing concerns in order to ensure conditions that create an enabling environment for the implementation of the second phase.

Local Governments

On the part of state and municipal governments, a mixed commitment is observed. In two of the three states participating in the Spotlight Initiative (State of Mexico and Chihuahua), interviewees reaffirmed the commitment of their agencies to support and contribute more effectively to the Spotlight Initiative. However, in Guerrero no response was found from state authorities, a situation that, according to the RUNOs and other partners, has been repeated since the design and launch of the Spotlight Initiative. The beneficiaries interviewed said that there is no "political will" in the state to participate in the Spotlight Initiative, expressing the following:

"As I understand it, the Spotlight Initiative received no response from other bodies here in the state, they don't answer mobile phones and emails and I think that's why it fell to me to do this work. There is no interest on the part of these bodies. When it became known that the direct resources were not going to be given to the bodies, they lost interest, I don't know, that's what I think. There is no direct benefit, so they don't participate. [...] Although I would like to participate more, it depends on the will of the state. I have learned that this is political, they don't care now, someone else will come along and take over these activities. It doesn't matter to this administration, so there is no will and they won't do it, maybe the next administration. [...]"

At the municipal level, the commitment expressed is mixed. There are municipal authorities that reaffirmed their commitment to the Spotlight Initiative and expressed their interest in continuing to participate, but other authorities expressed that their lack of knowledge about their role in the Spotlight Initiative, coupled with a perception of not being seen as "partners" or "allies", has led to a "distancing" or "diminishing interest" in the Spotlight Initiative.

There is an immediate risk of changes of government in the states of Chihuahua and Guerrero, which could represent delays in the implementation of activities due to personnel changes.

Reference Groups

The country team comments that there was a widespread misunderstanding among Reference Group members about their role as "advisors" to the Spotlight Initiative, as many Reference Group members thought they would participate in the implementation of activities or requested the Spotlight Initiative in Phase 1 to interact with local authorities on behalf of Spotlight.

For their part, the members of the Reference Groups agree on the existence of this confusion about their role, commenting for example that:

> "From the beginning there was confusion about what our role was. We were only given information, but we didn't know to what extent we could participate, do, define, propose. […]"

This situation led to dissatisfaction on the part of the members of the Groups, which led the RUNOs to organise working groups to define roles and future work plans. As a result of these roundtables, a guidance document was created that further explained the role of the members of the Groups, which was shared in December 2019. In this sense, as a result of this and subsequent discussions held in 2020, the members of the Groups report that they have seen important changes in the relationship, such as the creation of a Drive folder to share the products produced, although they report that this process of sharing information has only been carried out by some RUNOs.

Group members reported that they now have a better understanding of how they can collaborate and reaffirmed that they remain highly committed to achieving the goals of the Spotlight Initiative.

Delegation of the European Union

There is dissatisfaction and disapproval on the part of the EU Delegation in the performance of the country team, especially with the TC and RCO, in implementing the Spotlight Initiative. Like other partners, there is confusion about the role they can or should take in leading the Spotlight Initiative in the country. The Delegation comments that their participation has been limited in the design, implementation and monitoring of the Spotlight Initiative, and that they have not seen their comments and feedback reflected in the Work Plans. The Delegation was hoping for a much closer joint implementation, where they could participate in the review and feedback of the Work Plans and where they would be aware of the activities carried out in each Pillar.

In addition, the country coordination team reports that the Spotlight Secretariat has not given specific or very clear guidelines on the role of the EU Delegations, but that the definition of the role, which was discussed and redefined, has been ambiguous and open to interpretation, which has not led to a better understanding of the role of the Delegation in the country.

The Delegation's commitment has been severely affected by the situations that have arisen throughout the implementation and there is an urgent need for a dialogue to address these situations.

RUNOs

The RUNOs show an effective engagement in the implementation of the Spotlight Initiative, stating that they have managed to adapt to the new inter-agency working modality as "one UN". In Mexico, the RUNOs have different levels of human resources for the implementation of the Spotlight Initiative, and in most cases there are staff from the agency itself (not funded by the Spotlight Initiative) who work

partially or fully on the Spotlight Initiative. While some RUNOs have the budget to fund more staff internally, this situation is not the same for all RUNOs. The lack of staff for some RUNOs has been reflected in excessive workloads, burnout and sometimes backlogs. Despite the above, all RUNOs report continued commitment to achieving the proposed Spotlight Initiative outcomes.

Key findings:

- Federal counterparts are generally committed to the implementation of the second phase. However, there is concern about the lack of information on progress so far and they urge the Spotlight Initiative to define roles in the second phase and to have a more frequent and fluid exchange of information.

- A federal counterpart expresses concern and annoyance about the management of the Spotlight Initiative in the country. It mentions that the Spotlight Initiative has only responded to one of the many complaints they have sent and urges the opening of channels of communication to address these complaints.

- There is mixed commitment among local government partners. Some partners are committed to the second phase, but others report being discouraged from continuing to participate effectively.

- There is a red light in the state of Guerrero: government involvement in the state is limited or non-existent.

- Reference Group members remain committed to the Spotlight Initiative but request more clarity on the ways in which they will participate in the second phase.

- There are serious problems in the EU Delegation's engagement with the Spotlight Initiative. There are unaddressed concerns and complaints about accountability in the implementation of activities.

Recommendations:

- During Phase 2, coordination team: respond to the letters sent by the federal counterparts regarding their doubts and questions on the progress of the Spotlight Initiative.

- During Phase 2, coordination team: continue to facilitate spaces for presentation of activities and results to all the most frequent partners. Since time is so limited, it is recommended to assess which participatory processes are essential to achieve a joint direction of the Spotlight Initiative and to consider systematising communication and feedback processes that can make these participatory processes more efficient.

- Prior to Phase 2, RCO: hold meetings in the state of Guerrero to validate the participation and commitment of the authorities.

- As soon as possible: While the EU's role in the country has been more "monitoring", the experience in other countries of a close relationship with regular communication has been successful. Given that the country team mentions that multiple efforts have been made to define the role of the EU Delegation jointly which have not been successful, it is recommended to have a high-level meeting between the RCO and the EU Delegation to clearly define the role of the EU Delegation in the second phase and the ways in which its opinion and feedback will be taken into account.

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

Some risks and assumptions identified and not identified in the design have had a greater impact than expected. For example, the change of government, the lack of buy-in in the state of Guerrero and the existing uneven capacities in civil society have had a major impact on the achievement of results. In the context of COVID-19, the country team was able to make changes to the Work Plans to address emerging situations and support organisations working directly with victims.

How did the country team take into account the local context, existing programmes and potential risks for the design phase?

Local Context and Existing Programmes

It is generally considered that the Spotlight Initiative made an effort to take into account local contexts for implementation through the working and consultation tables that were held prior to the start of activities. However, both local and federal governments consider that an area of opportunity is to have been able to incorporate not only the "state" experience but also the particular municipal experiences into the design of the activities.

In particular, municipal governments and civil society in the participating municipalities consider that their previous work was not taken into account in the design of the activities, especially those related to the elaboration of diagnoses and systematisation of practices, leading to a duplication of activities. In this regard, the country team's response is that, although these documents exist, they have not been shared or systematised in such a way that they can be used as inputs for the activities. They also mention that what the government perceives as duplication is really an exercise of synthesising existing evidence or complementing it with a new approach.

On the other hand, municipal governments and civil society consider that the use of actors from outside their municipalities to carry out activities is a factor that prevents the local context from being taken into account in the adequate design of activities.

CSO contracting processes are open to organisations that meet the needs and capacities required by UN agencies to implement activities, and selection is based on the proposals received and the selection of the best technical/financial proposal. However, a concern expressed by all civil society actors is that the design of the Initiative did not take into account the existing inequality of capacities, especially in administrative, legal and economic resources, among members of civil society in the selected municipalities, which has prevented their equal and effective participation as implementing partners. For example, they report that in Naucalpan, civil society is incipient and not legally formalised, making it very difficult to organise civil society to implement activities. On the other hand, in Chilpancingo, civil society needs are more "basic" or "primary", in the sense that they often find themselves working without resources. Implementing partners commented that there is discontent on the part of civil society in that municipality towards the Spotlight Initiative, resulting in very low participation in activities. They mention, for example:

"In Chilpancingo it was very complicated because, specifically there, the organisations working on feminicides are poor and many of them don't have enough to eat on a daily basis. So not only did they feel that the strategy was far from the needs of the phenomenon, but they also felt that the strategy was far from the organisations".

"In Chilpancingo, the organisations are very helpless in every aspect, especially financially. They demanded that we give them things to do the workshops, what were we going to give them. We told

them we could not do that. We were able to get around it at the time, but the reality of each of the municipalities was very clear".

In this sense, it is necessary to consider that the Work Plan includes activities related to the strengthening of local CSOs. For example, Pillars 3, 4 and 6 include "training of trainers" workshops and training to strengthen the capacities of local civil society. These activities have been completed in some pillars or are in progress to be completed by June 2021.

In terms of politics, some actors interviewed commented that the buy-in or sufficient linkages of some key actors was not achieved, especially in the state of Guerrero. For example, from the design stage, the partners involved in this phase mentioned that the inclusion of this state was mainly pushed by the then RC, but that from the beginning there was no political will on the part of the authorities to participate in the Spotlight Initiative. This situation has led to implementation difficulties that were not foreseen in the design.

Potential risks identified in the design

In the CDP, a risk matrix was prepared in which the country team identified the main risks and assumptions to the Theory of Change. Regarding the risks identified in the design phase, the following are important to mention because they have materialised, because mitigation strategies appear not to have been used or because the level of impact that they could have on the Spotlight Initiative was not properly identified:

- *Contextual Risk 2: Conservative organisations speak out against the Spotlight Initiative.* In the state of Chihuahua, government counterparts point out that conservative organisations have been an obstacle to the approval of certain reforms. Although the inclusion of these organisations in the Spotlight Initiative has been achieved (thus fulfilling one of the proposed mitigation measures), an unexpected risk is that the inclusion of these conservative[2] groups in the Spotlight Initiative has generated discomfort among civil society, which considers that their inclusion diminishes the impact they can have at the local level.

- *Programmatic Risk 1: The Country Programme is underfunded and in need of additional funds beyond those provided by the EU.* The RUNOs comment that the 18 per cent management costs have not been sufficient for what is involved in the implementation of the Spotlight Initiative, and additional staffing is considered necessary. While one mitigation strategy for this risk was the generation of additional budget or attraction of funds, this has not happened in practice.

- *Institutional Risk 1: Weakened or co-opted civil society organisations.* In this regard, it was considered that the impact on the Spotlight Initiative would be "minor" if the risk were realised, but in practice this has meant that the main counterpart of the Spotlight Initiative has not been able to participate effectively in the Spotlight Initiative. Furthermore, the mitigation strategies put forward did not take into account the capacity building needs of these organisations.

Regarding the assumptions raised, it is important to mention that they were not specified in the implementation, since the support and commitment of the government counterparts were already considered. However, as mentioned in section A, the change of government brought about changes in the partners and it was necessary to present the Initiative to these authorities, negotiate and convince them to buy-in.

COVID-19 Programme Adjustments in Response to the Crisis

The response to the COVID-19 pandemic required adjustments and modifications to the work plan and budget. One of the most important adjustments was that many activities had to be carried out remotely, which reduced the advocacy capacity to achieve the expected results.

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[2] People in civil society consider organisations belonging to the "pro-life" camp as "conservative" or "right-wing".

In addition, the RUNOs made changes to their work plans and activities. These changes included total pauses in activities, changes from face-to-face to virtual, changes in start dates, adaptation of methodologies and redirection of funds for specific programmes that responded to the immediate needs of the target population. The latter included the creation of activities in the areas of capacity building, support to shelters, CSOs and victims, communication and data generation, which represented an investment of USD$530,400.

In designing these changes, some RUNOs used working sessions to identify the immediate needs of civil society during the pandemic. For example, one RUNO identified the need for mental health containment and strengthening activities for civil society people dealing directly with victims, so an activity was designed to address this need.

The most common perception by other actors was positive regarding the ability of the RUNOs to adapt the programmes and respond effectively to the needs of the population. In particular, municipal governments and institutions stated that the support provided was highly valuable for them and the women and girls they serve during these months. However, some partners expressed doubts about the possible effectiveness of some of the actions carried out during the COVID-19 context, reporting that they wished to be consulted beforehand in order to give "feedback" and "make adjustments" to these strategies.

Key findings:

- There is consensus on the importance of the roundtables in presenting the Spotlight Initiative to the different actors.

- Despite appreciating the working groups, the partners consider that there was no effective mapping of existing diagnostics and studies carried out by government, civil society or academia.

- Risks identified in the design phase have had a greater impact than expected, in addition to the fact that some mitigation strategies have not been implemented in practice.

- Local governments and civil society in the municipalities consider that the use of consultancies or CSOs from the Mexico City or "the centre of the country" makes it difficult to include a local perspective in interventions.

- Stakeholders who received support through the kits distributed as part of the response to the COVID-19 pandemic highly value the support received from the agencies. However, other partners differed on the effectiveness of these actions on the beneficiaries.

- While the component of technical capacity building for civil society is a central focus of the Spotlight Initiative and is reflected in the activities, there are administrative capacity constraints that have hindered the participation of local civil society as implementing partners.

Recommendations:

- Federal Government: share with the Spotlight Initiative the diagnostics and studies that they comment are being duplicated by the Spotlight Initiative, to assess whether they can be used as inputs for interventions and to evaluate whether efforts are being duplicated in activities (See Question 3).

- RUNOs and TC: In Phase 2, identify how CSOs with limited capacity can more effectively engage as implementing partners, e.g. by providing capacity building to strengthen their financial and administrative capacities. Prior to Phase 2, coordination team and RUNOs, review and update the programme risk matrix. In particular, review the risks related to achieving the results of Phase I and contemplate for this second phase the risks implied by the changes in state administrations in Chihuahua and Guerrero.

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

The Theory of Change and indicators developed for the country programme are relevant for measuring results. However, the country reports are unable to report on many of the indicators at the global level.

Theory of Change

Among the RUNOs, they stated that the Theory of Change was very useful and effective during the design phase in order to visualise the connection between activities with respect to the programme objectives. However, a need was identified to go back to the Theory of Change and rethink its relevance, as well as to check whether the assumptions made and the activities that were proposed corresponded to the reality encountered during the field implementation or whether there is a need to make changes. Specifically, given the possible continuation of the health emergency in the entities where the Spotlight Initiative works, it is considered important to reassess the feasibility of certain activities and adapt them to the new normal. This will be done when developing the work plan for Phase 2.

The opinion of other actors familiar with the Spotlight Initiative's Theory of Change is that it is well developed and that it allows the connection between the Pillars and the ultimate goals to be seen.

Indicators

The RUNOs agree that the global indicators that were sent to them from the Secretariat are not necessarily relevant to the reality of the country nor to the specific activities carried out by Mexico. One concern expressed by the RUNOs is that the global indicators do not reflect progress and achievements within the country, nor do they reflect the programmatic structure and interventions approved in Mexico's CPD, nor the new conditions posed by the pandemic. Global indicators measure results at the "macro" or general level, making it difficult to see progress at the local level.

In this sense, among the RUNOs, it is seen positively to have been able to elaborate a set of indicators at the country level that correspond more directly to the activities being carried out. The RUNOs would see it as a positive opportunity to rethink and reconsider some indicators in order to be able to measure more effectively the results in the country.

Another situation that has arisen is that the indicators committed to by the team in the CPD do not correspond to the numbering of those indicators found on the internet platform. For example, the CPD approved in 2018 specified as indicator 2.1.2. the "Number of civil servants with strengthened capacities to develop and deliver programmes to prevent and respond to violence against women and girls". However, in the SMART platform the indicator is as follows: Does your country have internal and external accountability mechanisms within government institutions to monitor Gender Equality, Women's Empowerment and Violence against Women and Girls? This situation is repeated for example also for indicators 2.1.3 and 2.3.3 (from the preliminary review done by the M&E team). This leads to confusion when filling in the indicators.

In this regard, the Secretariat commented that the numbering of the global indicators does not necessarily correspond to those at the country level, and that an effort has been made to allow countries to design country indicators that reflect specific aspects of their programmes. For example, while there are differences in indicator 2.3.3, this difference corresponds to the feminicide focus of the Spotlight Initiative in Mexico, which aims to better capture the results. This situation also occurs with indicators 3.1.1, 4.1, 4.1.9 and 4.2.3. The underlying problem identified by the country team is that the Secretariat

expects to receive results at the country level from an Initiative designed to intervene at the local level in 5 territories.

On the other hand, although the Secretariat agreed to incorporate the CPD indicators (approved by them) it still asks to report on global indicators, which implies that the reading of results will always be biased.

Main findings:

- The Theory of Change was useful at certain moment, as a guide for the RUNOs during the implementation of the first phase, but given the delays and the COVID-19 health emergency situation, the RUNOs identify the need to return to it in order to rethink its relevance and make the relevant changes according to what was found in the field.

- The Spotlight Initiative in Mexico uses some of the global indicators, but has also identified country-specific indicators, which is relevant for monitoring the approved programme and work plan.

- The numeration and meaning of the indicators in the CPD 2018 do not match the global indicators required by the Secretariat, which has caused some confusion.

Recommendations:

- Prior to Phase 2, and in conjunction with the review of the activities outlined in the CPD, conduct a further Theory of Change exercise to review whether the causal chain was carried out and the assumptions were correct, making any necessary changes for Phase 2.

- Technical Coordination, RUNOs and Secretariat: review the indicators so that there is no confusion about which indicators should be reported at the global level, so that they reflect what was approved to be measured in the country programme.

- Coordination team and RUNOs, during the elaboration of the plan for Phase 2: add country-level indicators that more relevantly measure national programme results. These will not be aggregated at the global level, but will serve to more closely monitor national results.

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C. EFFICIENCY

7. Are the chosen implementation mechanisms (incl. choice of implementation modalities, executing entities and contractual arrangements) adequate for achieving the expected results?	☐ Very good - Good
	☒ Problems
	☐ Serious deficiencies

The implementation mechanism where most problems have been detected is in the modalities for contracting implementing partners or consultancies through tenders (see below). In addition to the difficulty in including local civil society, these processes have implied a high administrative workload for the RUNOs, and the different systems of each agency make it difficult to carry out joint bidding processes.

Table 2: The 6 pillars in Spotlight Initiative in Mexico are implemented by the following RUNOs[3]:

Pillars	Leading Agency	Implementing Agencies
1. Laws and Policies	UN Women	OHCHR, UNDP
2. Institutional Strengthening	UNDP	UNICEF, OHCHR
3. Prevention	UNFPA	UNODC, UNICEF, UN Women
4. High quality essential services	UNFPA	UNODC, UNICEF
5. Data	UN Women	UNFPA, UNODC
6. Women's movements	UN Women	OHCHR

According to the CPD, the participating RUNOs are tasked with collaborating jointly to achieve strategic results based on national and local priorities. The RUNOs are further divided into Pillar Leaders, Implementers or Technical Assistance Providers. Pillar Leader RUNOs are responsible for the coordination of Pillar activities and for the coordination between Implementing RUNOs and Assistance Providing RUNOs, and also serve as representatives of the Pillar to the Technical Coordination. Implementing RUNOs are the agencies that receive funds to implement specific CPD and Work Plan activities. Finally, technical assistance provider RUNOs do not receive specific funds, but provide assistance to one or more activities.

While in the interviews the RUNOs reported that they have found an effective way of working together, the challenges they face are mostly related to the different internal systems of each agency, which hinder them from effectively coordinating their interventions. For example, they mention the following:

"Within the system it is very common to presume Spotlight as the first step in making effective the new system reform on inter-agency working, standardised tendering processes, but at the same time in reality, the systems, both at the software level and at the protocol level, are radically different for each agency. We are divided into core agencies that have some independence and the core that we depend on the Secretariat. Even in these two groups the systems are not the same. While UNFPA can get a process out in two weeks, it took me two months. It's a radical disparity in administrative

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[3] Country Programme Document: Mexico.

procedures and protocols. I've been trying to hire an implementing partner since November and this impacts the inter-agency work we do".

The different systems also affect their response capacity, especially in emergency situations such as the COVID-19 health emergency, as in some cases making changes to the budgets of implemented activities involved lengthy administrative processes with implementing partners, which caused further delays in the field. In this regard, one implementing partner commented as follows:

"[During COVID-19] we proposed an initial budget, but then we asked for something additional from the platform because we had not contemplated this, but the response time was too long. Authorisation was requested in the first week of July and the authorisation was given in September at the end and in that time we had to start the sessions and as the budget had not been authorised, the payments for advisors, for platforms, had to be paid for by us. In September, since the pandemic was not over, another adjustment was made and we were authorised in December, when the project was finished. That response time was stressful and absurd. Things could be sorted out in the end, but we had to do it ourselves. The response time was too stressful. I understand that rescheduling is unusual, but it was an external cause [...].

The country team is also of the opinion that operating under an operational framework of a 25 percent budget modification limit based on expenditure categories rather than activities is not the most appropriate. The expenditure categories put in place based on an initial understanding with the Secretariat have been adjusted in the course of implementation affected by major changes to the work plans, such as alterations due to the COVID-19 pandemic as well as the acceleration plan.

In terms of implementation mechanisms, the low participation of individuals and civil society organisations resulted in 25 percent of the calls for proposals not being allocated[4]. This is due to the fact that many of the local organisations have experience in the field and with the target population but fail to meet the administrative or procedural requirements of the tendering process (see Question 9).

On the other hand, it was not contemplated at the beginning that the implementation of the activities would imply a high administrative burden for the RUNOs, as some of them report that these activities take up a large part of their time. This need for more staff has been addressed according to the particularities of each agency, with some agencies having the internal resources to absorb the costs of additional staff (not funded by the Spotlight Initiative), while others report that their agencies do not have these resources.

Another challenge has also arisen in the review of products produced in the various consultancies. The feedback was designed in such a way that participating agencies were able to provide feedback on all products. While in terms of incorporating different perspectives it has been beneficial, in practice this participatory approach has meant delays in review times for the consultants and implementing partners.

Key findings:

- The RUNOs have found ways to improve inter-agency collaboration and coordination, although challenges are still identified in the implementation of the Spotlight Initiative as "one UN". In particular, the different internal systems of each agency hinder effective joint implementation and rapid response to unexpected disruptions as was the case with the COVID-19 disruptions. Having 6 RUNOs involved also made the process difficult.

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[4] Mexico Annual Narrative Progress Report (01 January 2019-31 December 2019), Page 33

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- The Spotlight Initiative implied a much higher percentage of effort in the administrative area than expected, leading to the need for more human resources in each agency.

Recommendations:

- In the second phase the RC must submit to the Steering Committee for consideration whether all agencies involved should continue as RUNOs or whether it would be more beneficial for some to change their role to become technical advisors to the Spotlight Initiative (see MTA 2).
- TC and RUNOs: in the second phase, continue to use, where relevant, the experience acquired during COVID-19 in terms of joint bidding processes. In addition, based on this experience, present a proposal to the RCO and its respective RUNO headquarters to create systems or processes that allow these operations to be carried out in a systematised manner.
- Coordination team and RUNOs: use review methods or systems where everyone can work together on the same documents to avoid time delays in providing feedback to individuals and consulting firms.
- Spotlight Secretariat, TC and RUNOs: review whether the human resources hired for the Spotlight Initiative are sufficient. If there is a need for additional staff, explore options for recruiting them, within the limits of the available budget.

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

The government, civil society and the European Union Delegation report limited or no participation in the direction of the Spotlight Initiative. Many of them report that they are unaware of the activities carried out by the Spotlight Initiative and consider that it is necessary to open more frequent channels of communication to share with them the activities that are being carried out.

Government

Federal Government

As discussed in section A, Context of the Spotlight Initiative in Mexico and in question 3, the change of government in 2018 caused significant delays for the approval of the 2019 Work Plan, as it was negotiated with the previous administration. In that sense, some federal counterparts were not involved in the Spotlight Initiative design process, so during the interviews they could not comment on this process. The authorities that did participate in this phase reported that they provided the Spotlight Initiative with feedback on the Pillars and the Work Plan, but that in the end the Spotlight Initiative told them that the aid "package" was already "previously established" and that there was no way to implement the proposed changes. In this regard, they state that the delays in the approval of the Work Plan were precisely due to this lack of inclusion of the Mexican state's perspective and consider that although efforts were made to negotiate in order to reach consensus, in the end their opinion was not taken into account.

In this regard, government counterparts who were part of the negotiation comment:

"Once this initiative, like this package, was proposed to the Mexican state, we participated actively together with the body that at that time was designated by the Ministry of the Interior [...] comments

were made on elements that should be adjusted so that the initiative could be brought into Mexican reality, and from there we participated and participated actively. [....] We spent almost a year making comments. The comments were of all kinds, from the structural type to comments that might seem cosmetic at the time, but are important, such as the fact that gender language, inclusive language, was missing. Most of them were not taken into account and the argument that the United Nations always gave us was that it is a previously established aid package and that no, no, no. It does not allow for comments to be included other than reasonable adjustments to the reality of the states and so for almost a year we did not have an action plan because the elements that all the federal counterparts submitted for inclusion were not included. And I can say that to date these comments have not been included" (Federal Government).

Regarding their participation in the implementation and monitoring of the Spotlight Initiative, federal authorities report that their contribution has been limited. They reported that on many occasions they learn from other sources about the actions carried out by the Spotlight Initiative in the territories, but that they are not aware of them. They also report that the feedback they have given to the Spotlight Initiative has not been taken into account, especially with regard to the diagnoses and studies carried out in the CPD, which they consider were unnecessary or did not have the right focus. The counterparts agree that there is a lack of fluid and effective communication on the part of the Spotlight Initiative so that they are aware of the activities carried out, and they also consider it necessary to establish formal mechanisms to provide feedback and participate more in decision-making.

The Mexican government has different autonomous and independent levels of government. The Spotlight Initiative communicated that it would work with the authorities at each level of government according to the scope of each activity. The Coordination Team states that it has been difficult to convey clearly that the annual work plans are the timetable of the jointly agreed and approved Country Programme document and therefore do not require new authorisations, and any substantive adjustments have serious implications for the design of the document and therefore for the timelines set for implementation. The federal government expects all work done at the local level to be "validated" or "authorised" at the federal level.

On the other hand, they consider it very positive to have shared with them information on the products generated by the Spotlight Initiative, and express their wish to be of more help to the RUNOs, especially in those activities that have management problems with other agencies.

The country team considers that relations with federal partners have been complicated in some cases and agrees that the contribution of partners to the direction of the Spotlight Initiative has been limited, due in large part to the change of government and in part to the lack of clarity about the role of some agencies. It is found that among RUNOs there are differences in communication and information sharing with federal counterparts.

Local Governments (State and Municipal)

In the design phase, there are mixed opinions on the effective participation of local governments. In some municipalities, it is perceived that the working sessions were a very important exercise in bringing all local sectors to the same table and generating commitments for the implementation of the Spotlight Initiative. However, in other municipalities, the participation of local governments and municipal authorities was considered limited or did not include the actors who would actually participate in the implementation of the Spotlight Initiative. Specifically in the state of Guerrero, Spotlight Initiative actors report that it was difficult to involve them in the design phase, as the political will to push for the Spotlight Initiative was not really there.

For example, the following comments were made:

"The states and cities were taken into account very little in the design process. The conversation was rather with federal agencies. In fact, one of the first problems we had was that they were not consulted, and it was like 'hey, what are you going to do in my state, and they tell you that it has already been approved at the national level, so that delayed local implementation'. So, the Spotlight Initiative is implemented at the local level, but they were not taken into account in the design, so they assume that the Spotlight Initiative is not theirs" (Local Government).

In terms of implementation, local governments report having taken on the role of "informants" for the different consultancies carried out in the field or "conveners" of the events that the Spotlight Initiative seeks to carry out in their territory, when it was their understanding that they would be "implementing partners". They report that although they have given comments or feedback on activities, their comments or experience have not been taken into account in practice. One problem they identify is the hiring of consultants from outside their municipalities.

They also consider that there is duplication in the field activities of the different agencies, since they report that they are constantly asked for the same information and that the consultants who interview them ask them the same questions, so they do not consider that the agencies share information. In general, there is a consensus on the lack of communication by the Spotlight Initiative of the activities carried out in their territory.

Implementing partners also report a lack of participation of local authorities in the activities, commenting that especially in Chilpancingo it was not possible to get the responsible persons to attend the events.

Reference Groups

According to the online survey, 18 percent of respondents consider that civil society is involved in the implementation of the Spotlight Initiative to a great extent, 26 percent to a considerable extent, 26 percent to a moderate extent, 16 percent to a small extent, 11 percent do not know, and 3 percent mention no involvement.

The general perception of the actors interviewed is that the Reference Group did not manage to participate effectively in the direction of the Spotlight Initiative. While Terms of Reference for the Reference Group were developed and shared, there was no clarity on their role or the methodologies or mechanisms by which they could participate or comment.

From the RUNOs' side, it is perceived that there is little participation and feedback on the activities and products that have been sent to the members of the Group. Some RUNOs identified that a challenge at the beginning was that they would not be able to give resources to members. While this has subsequently changed, a subsequent challenge they have identified is that there are inequalities in technical and administrative capacities that make it difficult to provide funding to some organisations. For example, some organisations that are small, local or represent the most vulnerable groups are not legally constituted, do not have the administrative capacity to manage resources, or have not been able to draw up a work plan that would allow them to identify the actions that could be funded. However, the recruitment of this type of organisation is important because they represent important vulnerable groups and it is necessary to train them, among others, in order to be able to participate in public calls for proposals.

On the other hand, Reference Group members mentioned having had a limited role in the design, implementation and monitoring of the Spotlight Initiative. They reported not having been part of

decision-making processes, nor were they involved in feedback or adjustments to the Spotlight Initiative. There is dissatisfaction on the part of the group regarding the funding they have (or have not) received, as they consider that in order to carry out their work there should be financial support from the Spotlight Initiative. In particular, they expressed that they were initially told that they would not be able to receive funding, which has made their work more precarious and limited their contributions, as they are unable to cover travel expenses. They also expressed dissatisfaction that certain organisations (non-members of the Reference Group) have received funding without knowing the criteria used.

In this sense, it is important to mention that, as a corrective measure, multiple efforts have been made by the Spotlight Initiative to bring together the Reference Groups and explain their role and participation mechanisms. However, members of the Reference Group state that the context in which they find themselves and the sustainability of the Spotlight Initiative itself demand a change in the roles offered to them, as they consider that civil society should take part in decision-making. For the second phase, members of the National and Local Groups hope to know their role better and expect a concrete definition from the Spotlight Initiative on how they will participate.

Delegation of the European Union

There is a serious problem regarding the definition of the role of the EU Delegation in the Spotlight Initiative, which has been understood in different ways by the EU Delegation and the country team. According to the TC, the Spotlight Initiative promotes a new working scheme between the EU and the UN, in which the EU is no longer a "donor" but a "partner", and the relationship is one of "cooperation". The TC and the RUNOs comment that this new scheme has been very difficult to implement as the EU Delegation was used to a much closer monitoring of activities in other projects, which has led to frictions and tensions between the country team and the EU Delegation.

Among the RUNOs, most perceive a limited role of the EU in the implementation and management of the Spotlight Initiative, and they also report that the relationship is more between the TC and the EU Delegation and not necessarily directly with the RUNOs. The involvement of the EU Delegation, according to the RUNOs, has consisted of participation in meetings, commenting on the Work Plans, interlocutors with government, review of products generated and more particularly in the elaboration of the COVID-19 Response Plan. Only two RUNOs commented that the relationship and communication has always been positive and that they consider that the EU Delegation has been responsive and proactive at all times, but emphasised that they know it has not been the same for all RUNOs.

Regarding the design of the Spotlight Initiative, the EU Delegation considers that the comments or feedback they made were not taken into account, as they were told that the overall design in 6 pillars was already established and they could not make changes. However, it was noted that comments on CSO contracting were taken into consideration given that 52% of the budget is implemented by them. During the implementation phase, they report that there has not been timely communication from the Spotlight Initiative about the activities they are carrying out, and they consider that the reports sent to them are not based on evidence or on the implementation in the field. They are very concerned about the delays in the Work Plans, the selection of activities in the pillars, the relationship between the Spotlight Initiative and federal counterparts, what they consider to be a lack of information on the resources used, the lack of results achieved so far, the limited participation of civil society and the lack of willingness on the part of the country team to respond in a timely manner to the concerns expressed.

While some of these concerns are justified, the country team, together with the Secretariat, has tried to work to address these concerns on multiple occasions. For example, the current Work Plan has 52% of resources allocated to Civil Society, and the Acceleration Plan is trying to improve the backlog.

However, dissatisfaction on the part of the EU Delegation with programme performance is creating a major obstacle to the success of the Spotlight Initiative in the country.

Key findings:

- The government participates in the Spotlight Initiative by participating in the presentation of results and providing feedback on final products. They identify problems of communication with the Spotlight Initiative and refer to requiring more information on the activities carried out by the Spotlight Initiative.

- Reference Groups were unable to find their place within the Spotlight Initiative. They report not being able to participate effectively and not being fully aware of what has happened in Phase 1.

- The EU Delegation reports that it is not involved in the direction of the Spotlight Initiative, as the Steering Committee has met only twice and is not shared with them on the activities being carried out, nor are they informed in a timely manner about implementation.

Recommendations:

- We reiterate recommendations made in MTA 4 that we believe apply to this question:

- Coordination team: respond to letters sent by the federal counterparts regarding their doubts and questions on the progress of the Spotlight Initiative.

- Coordination team: continue facilitating spaces for presenting the results achieved by the Spotlight Initiative to all partners on a more frequent basis. Since time is so limited, it is recommended to assess which participatory processes are essential to achieve a joint direction of the Spotlight Initiative and to consider the systematisation of communication and feedback processes that can make these participatory processes more efficient.

- As in the recommendation of MTA 4, it is recommended that a high-level meeting be held between the RCO and the Delegation of the European Union to define, in view of the second phase, the role that the Delegation will have in the Spotlight Initiative in Mexico and the ways and mechanisms in which its feedback (or not) will be taken into account in decision-making.
- Office of the Resident Coordinator and Reference Groups: review and clarify the role and participation of Reference Groups within the Spotlight Initiative, making explicit the ways in which they can participate in the direction of the Spotlight Initiative.

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

As expressed above in section A and question 3, the change of presidential administration in 2018 caused significant delays in the approval of the CPD and the 2019 Work Plan, resulting in the start of activities until September 2019. In 2020 it was necessary to live with the challenge of implementing the CPD with the risks and restrictions generated by the COVID-19 pandemic, not knowing how long it would

last; developing a response plan to COVID-19 without clarity on the changes that could be made to the activities originally planned in the CPD. The COVID-19 pandemic caused delays in the implementation of the Work Plan, almost all activities were halted for some months. Under the guidance of the Spotlight Secretariat, the Acceleration Plan was developed to complete the implementation of the 2020 Plan of activities by June 2021. The Acceleration Plan combines the CPD work plan, the COVID-19 response plan and the need to implement activities virtually or remotely, knowing that the impact of these activities would be less than if they were face-to-face.

Delays before COVID-19

According to the online survey, 68.4 percent of respondents reported delays mostly caused by the change of government in December 2018, difficulties in "matching" the internal processes of each RUNO for the implementation of activities and difficulty in the approval of the 2019 Work Plan by the Steering Committee, which had its first session until September 2019.

Specifically, regarding the change of government, they report that the main problem was that the officials with whom the Spotlight Initiative had been negotiated changed, so it was necessary to wait for the formation of the team in charge of the Spotlight Initiative in the new administration. In the 2019 Annual Report, the country team reports that the new administration requested a deeper involvement in implementation and decision-making, which implied a greater coordination effort and delays, leaving only the last quarter of 2019 for the implementation of activities. Staff changes within the established partner institutions also contributed to delays in the implementation of the work plan.

Another delay identified by the country team in the 2019 Annual Report[5] is the low participation of individuals and civil society organisations in the tenders launched, resulting in 25 per cent of them not being awarded. In that sense, many of the local organisations have experience in the field and with the target population, but fail to meet the administrative or procedural requirements of the tender processes. The team comments that as a corrective measure they have tried to make changes in the Terms of Reference to make them more inclusive and flexible by having discussions among RUNOs on possible ways for these organisations to access future tenders and by giving additional scores in the evaluation processes to those CSOs originating from the selected municipalities.

Delays due to COVID-19

The above-mentioned delays meant that, in practice, the Spotlight Initiative in Mexico did not start until September 2019, with "effective implementation" taking place until March 2020, where the COVID-19 health contingency again caused delays in the implementation of the Work Plan. In this regard, in the online survey 82 per cent of respondents reported delays caused by COVID-19 as the Spotlight Initiative in the country was forced to stop activities and rethink which activities could change modality, which could be adjusted, and which had to be completely suspended as they could not be carried out with healthy distance measures.

In addition to the pause in activities, the health emergency caused many of the institutions, agencies and CSOs with which the Spotlight Initiative works to reduce their operational capacity, resulting in a significant change in their commitment, as the immediate priority for many of them was the health and safety of their own staff. Also, on the part of the RUNOs, moving to online modalities substantially increased the workloads of the administrative areas, leading to delays in tendering processes. In particular Pillars 3 and 4 were particularly affected by COVID-19 as they had been designed to be

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[5] Annual Narrative Progress Report: 01 January 2019 - 21 December 2019. Page 33

implemented face-to-face with civil servants and beneficiaries (approximately 70 per cent of the implementation of these pillars was intended to be implemented in the field).

All of the above meant delays again in the approval of the 2020 Work Plan, which was only approved in August last year. This situation is viewed with concern by the partners, as they consider that the approval was mainly due to the pressure to validate it before the end of the year, but not because there is a consensus on the activities carried out. In this sense, the partners mentioned that they need to know the results achieved prior to the approval of the Work Plans, specifying that they will not approve a new 2021 Plan if they do not know the results obtained in 2020. According to the evaluation team, there are two different views on the updating and approval of annual work plans. This has led to tension between the various actors that has not been resolved. The initial work plan has been revised and adjusted, but the TC considers that with the approval of the CPD no annual plan approvals are required. Only that a bilateral consultation be held with each partner to reschedule and adjust timetables. However, as the partners do not all agree with the CPD, they try to review and approve the annual work plans to ensure that they are in line with the planned activities.

In order to respond to the COVID-2019 pandemic emergency, the Spotlight Initiative developed a "COVID-19 Response Plan", which required changes to the Work Plan, budget lines and the timeline of activities expected in 2020. The Response Plan included the provision of hygiene kits and personal protection equipment to staff working on violence against women and girls (an initiative managed by several RUNOs), the formation of a partnership with the private sector to provide safe accommodation for women and their children victims of violence, and the shift from face-to-face to virtual activities. This experience is an example of how the flexibility of rules and processes allows for the effective incorporation of partners.

Key findings:

- The 2019 and 2020 Work Plans have been approved by the Steering Committee late (August/September), which has led to dissatisfaction on the part of partners.

- The change of administration at the Federal level was the main cause of delay in Phase 1 activities, followed by the COVID-19 pandemic.

- Tenders to contract local CSOs have received a very low response, which delayed the contracting and implementation process. In response, the team has revised the ToR to be more flexible and inclusive.

- The COVID-19 pandemic meant a rethink of many activities and particularly affected Pillars 3 and 4, which mostly involved face-to-face activities.

- The delivery of the kits was viewed very positively by the partners who received them.

Recommendations:

- Coordination team and RUNOs: present the 2020 results to all partners prior to the elaboration of the 2021 Work Plan to facilitate its approval.

- RUNOs: if possible, continue and expand the opportunity to implement joint bidding processes where consolidated CSOs can form alliances with smaller community or local organisations to jointly submit bids in response to Spotlight Initiative calls for proposals. Also continue the use of corrective measures in the relaxation of Terms of Reference to increase the participation of local civil society in tendering processes.

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● RUNOs: integrate more training for CSOs aimed at improving their administrative and organisational capacity to increase the possibilities for joint work with UN organisations.

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

According to partners, the management of the Spotlight Initiative has been inefficient. The Reference Groups have not been involved in the management of the Spotlight Initiative and the Steering Committee has met only twice for the approval of the Work Plans.

Relationship between Country Team and Secretariat

The perception on the part of the RUNOs is that there is confusion about the rules and guidelines issued by the Secretariat, which they say are constantly changing or cease to be "official" in order to be "flexible", which complicates their implementation. They also report that there are no guidelines or directives to address the implementation problems that have arisen, but rather that this has been addressed as they happened, generating uncertainty. They also perceive that decision-making from the Secretariat is sometimes "top-down" or "decontextualised", that is, without taking into account the particularities of the Mexican context. The flow of information from the Secretariat is at the Technical Coordination level, which is why some Spotlight Initiative Coordinators consider that the flow of information does not flow in an adequate manner to be able to resolve problems in a timely manner.

For example, they mention that:

"The Secretariat has its role, but implementation falls to country teams. There are constant changes and over-saturation of guidelines, which creates layers of responsibilities for the agencies that are on the ground implementing, and that takes time and delays the implementation of the initiative. The guidelines should be used to empower local teams, not saturate them".

"In terms of working mechanisms with the Secretariat, there is total uncertainty, there are rules, but then the rules are flexible, or they are not official or they change things all of a sudden. That uncertainty in terms of operational regulation, which if there is, there is the memorandum of understanding, there is no reference to address the problems that arise in implementation. The guidance and accompaniment was there, but it was an emergent response to what was happening, not a well-established working route. This impacts on the operation, being in uncertainty all the time. There are very verticalized rules, there is accompaniment, but when establishing or changing rules, the vision of the Secretariat's desk bureaucrat is taken, this top-down and bureaucratic planning excludes the particularities of the local context, which in Mexico are many, beyond the geographical challenge. "

Another important element mentioned by the RUNOs is the lack of clarity from the Spotlight Secretariat on the roles that actors such as the Technical Coordination, the European Union and Reference Groups should play. Despite having requested the definition of these roles, they say that they have not been granted or the answers have not been decisive, leaving room for each programme to make proposals based on the local context. This situation has caused problems with counterparts and delays. However, the country team agrees that the Spotlight Secretariat team has been open and receptive to listen to them, providing timely accompaniment when requested.

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Relationship between CR, TC and RUNOs

In the survey, 39 percent of respondents said they "Strongly Agree" that the RCO's role had been "active" in coordinating the Initiative, 26 percent "Somewhat Agree", 9 percent "Undecided", 17 percent "Somewhat Disagree" and 9 percent "Strongly Disagree". In this regard, some RUNOs highlight as positive elements of the relationship the support from the RCO in important lobbying moments, such as the approval of work plans with the government and the support they have received from RCO members when problems have arisen. They also highlight the work carried out by the previous RC to achieve Mexico's inclusion in the Spotlight Initiative.

However, the RUNOs are confused about the role that the RCO now plays in the Spotlight Initiative, as they say that at the beginning it had more influence and now many of its functions have been absorbed by the TC. They say that the involvement of the RCO has been limited to requests for information, so it would be necessary to have more daily communication with them in order to be able to transmit what is happening in the field and for the RCO to inform them in a timely manner of problems that arise.

On the part of the OCR, they say that support for the RUNOs has been ad hoc and that it is now provided through the TC, which means that their interaction with the RUNOs is limited.

As referred to in MTA question 2, the TC is responsible for coordination between the various partners and serves as a link to the Spotlight Secretariat. The TC has tried to maintain constant communication with all partners, but has had a difficult job in reconciling the differences of opinion between the partners, in particular in relation to the programme and activities approved in the CPD. It sometimes adopts a position that makes it difficult to continue the dialogue with the partners. On the other hand, it has to respond to pressure from the global Secretariat to deliver and present results, while at the same time facing obstacles from national partners who do not fully agree with the approved programme. This has led to difficulties in coordination and programme management.

On the other hand, as also discussed in MTA 2, coordination from the TC to the RUNOs has sometimes been complex due to the number of agencies involved in the Spotlight Initiative. The RUNOs highlight the need for greater communication between them and the TC and greater clarity on the role of the TC (see MTA 2).

Reference Groups

As mentioned in question 8, the Reference Groups have a structural problem of lack of definition of their role within the Spotlight Initiative and lack of established mechanisms for them to provide feedback. Regarding the representativeness of the civil society group, while they mentioned that they consider it to be representative, some members expressed "concern" about the participation in the Spotlight Initiative of members who they consider to be "not in line" with the objectives of the Spotlight Initiative, especially those members of civil society who are considered "right-wing". In particular, there is a perception that some participating organisations are part of the "pro-life" movement and that they have among their functions to give abstinence talks as a measure to prevent violence against women[6].

The consensus of the Reference Group members is that they do not have decision-making power within the Spotlight Initiative and hope that this may change in the second phase of the Programme.

Effectiveness of the Steering Committee for the implementation and monitoring of the Spotlight Initiative

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[6] Specific names of organisations were provided during the interviews, but are not listed here to protect the privacy of the interviewees.

According [7] to the 2019 Annual Report, "the Steering Committee in the country is responsible for "*ensuring adequate communication and coordination of the Spotlight Initiative, as well as supporting the operational and programmatic aspects of the Spotlight Initiative*". In Mexico, the Steering Committee was installed in September 2019 and was made up of 27 actors including federal government, local government, municipal government, the judiciary, the legislature and civil society. In total there have been two meetings of the Steering Committee (once in 2019 and the last one in 2020), whose main purpose has been to present the Work Plans for approval, so it has not yet been able to fulfil the function specified in its creation. Some positive aspects mentioned about these meetings are that the meetings have been useful for stakeholders to give feedback on the Work Plans and to be able to identify overlaps between stakeholders.

In terms of effectiveness, in the online survey 3 per cent of respondents said that its effectiveness has been "Very Poor", 28 per cent "Poor", 21 per cent "Fair", 35 per cent "Good" and 10 per cent "Excellent". During the interviews, the general perception of the RUNOs, government and civil society is that the great diversity of actors that make it up, while it could have had the potential for greater impact, in practice has been a major obstacle to being able to agree on meetings and really serve as a monitoring mechanism for the Spotlight Initiative.

In particular, some RUNOs perceive a lack of understanding among members about the role of the Steering Committee, saying that it has become a space for "war" instead of feedback. They also reported that the efficiency of the Steering Committee is diminished by the multiplicity of actors and opinions, as it takes a long time to answer questions from each actor, and these comments arrive at different times or members do not read all the documents sent to them.

An important aspect to mention is that some members of the Committee said they were not sure whether they were members or not, including important counterparts. Of the government members who said they were members, some mentioned that there was a lack of formality in the process of creating this Committee, for example, an inauguration and an agenda/work plan for the Committee to address. Other members stated that they have not provided input to the Spotlight Initiative, but that their attendance has been more procedural.

Key findings:

- The Secretariat's guidelines have changed constantly during Phase 1, causing confusion among the RUNOs.

- The RUNOs mention that there was a lack of clarity in the guidelines and protocols for action issued by the Secretariat, which led to uncertainty about how to proceed when problems arose.

- The Secretariat's responses on the roles of partners have been ambiguous and not conducive to decision-making.

- The TC has used the CPD and the Secretariat's guidelines as its mandate and almost mandatory to follow. There has been little flexibility on the part of the TC to adapt the guidelines to the country context and insufficient openness to adapt work plans to the needs and views of partners.

- The Steering Committee has been ineffective in steering the Spotlight Initiative due to the large number of members. It has met only twice to approve Work Plans and there is confusion among members about its role.

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[7] Annual Narrative Progress Report: 01 January 2019 - 21 December 2019. Page 16

Recommendations:

- It also refers to the recommendations in questions 2 and 7.

- It is recommended that the Spotlight Secretariat clarify the guidelines and protocols for action that have not been clear to the team. It is also recommended that the TC, together with the RUNOs and other partners, adapt the guidelines to the Mexican context.

- Organise more frequent meetings between the RCO, TC and RUNOs in order to be able to transmit what is happening in the field and to inform them in a timely manner of problems that arise.

- The Steering Committee has too many members to be efficient in decision-making. In other countries, the creation of a Monitoring Committee, made up of the most operational representatives of all the partners, has facilitated progress in the Spotlight Initiative, its main task being to follow up on the agreements reached in the Steering Committee. It is therefore recommended to propose to the Steering Committee the creation of a Monitoring Committee with a much smaller number of members to allow for a more effective management of the Spotlight Initiative.

- It is recommended that lessons learned and good practices from other Spotlight countries be shared and taken into account when discussing the establishment of a Follow-up Committee or Technical Committee.

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

There are problems in the implementation mechanisms to work as "one UN", especially due to the different administrative systems of each agency. Partners perceive a lack of coordination in the implementation of the Spotlight Initiative, especially in information requests and duplication of activities by some consultancies. The perception of duplication and the perspective of the coordination team are described below.

A new way of working

Among UN staff responding to the online survey[8], 56 per cent responded "Strongly Agree" with the statement "Closer collaboration among UN organisations leads to greater efficiency", 22 per cent "Somewhat Agree" with the statement, 13 per cent "Somewhat Disagree" and 4 per cent "Strongly Disagree". On the other hand, 83 percent of respondents reported to "Strongly Agree" or "Somewhat Agree" with the statement that the RUNOs have worked well together to implement the Spotlight Initiative and 92 percent stated that they "Strongly Agree" or "Somewhat Agree" with the respect for the mandates of the RUNOs in the country during the implementation of the Spotlight Initiative.

During the interviews, most of the RUNOs consider that this new way of working, although very challenging, has been very beneficial and enriching for all participants. Things were achieved that would have been almost impossible before, such as joint procurement processes, product reviews by all RUNOs, and fluid communication that has allowed for joint problem-solving strategies. Initially, product

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[8] In the online survey, this question was addressed to UN staff only.

review was done by all RUNOs, but it has not been possible to sustain this practice given the excessive workload and the reduced number of people in the agencies to follow up on all the implementation and monitoring demands required by the Spotlight Initiative. The budgetary limits of the Spotlight Initiative do not allow for hiring additional staff to facilitate these joint work processes.

The most challenging aspects of this new way of working are that there are no standardised administrative processes, with each agency having its own procedures, protocols and even software to carry out these tasks. This causes substantial differences in the capacity of each RUNO to carry out tendering processes, with differences of months in the processes they carry out. Although it was possible to purchase kits jointly during COVID-19, this type of bidding process has been limited. For this reason, it is identified as an area of opportunity for all the RUNOs to speak "the same language" in administrative matters in order to really achieve the work of "one UN".

Coordination between RUNOs

Other actors consider that the work of the 6 RUNOs on the same problem allows them to address it from different angles and approaches and that working together will have a greater impact. As areas of opportunity, they consider that during this first phase the Spotlight Initiative lacked effective coordination between the RUNOs.

For example, implementing partners reported having perceived duplication in the field in terms of the activities they were carrying out, which made them feel fed up or angry with the counterparts with whom they had to collaborate, as well as considering that the duplication affected the calls for proposals with key actors. For example, the following was mentioned:

"I would think that they have to check that the activities do not overlap, both in the timetable and in the objective of those activities. For example, when we did our consultancy, in another Pillar they were also doing the same thing. So, I think it is important that the consultants communicate with each other to see if we are starting from different points, so that, in terms of content, which is the most important thing, the information is not repeated, that it is complementary. Likewise, those who receive the training, who are practically the same people, do not feel that they are seeing the same thing twice. There should be coordination so that one of the training sessions addresses a certain topic or that there are different nuances, different topics.

"There are problems in terms of time, because when we convened roundtables, in some we had little participation because at the same time there were other activities of the same initiative. So it might have been easier to convene in a single meeting and with different times for each consultancy to work on its own issue. We were competing for the same population".

"There is duplication between consultancies because, for example, we reviewed a training diagnostic that another consultancy had done and it had practically the same information that we had obtained in the first consultancy project that we had in the Spotlight Initiative. So it was like when we reviewed it, it was practically the same, and if you look at it, the results are almost identical. [...]."

Other partners commented that they observed that there is no conceptual coordination between the RUNOs, as each one has different concepts of the phenomenon of "feminicide". In this regard, they consider that there is a need for coordination between the RUNOs on the expected approach to the phenomenon. This aspect should be part of the role of the agency responsible for technical coherence, which in Mexico is with UN Women. It is possible that, given the workload, these aspects have not been sufficiently addressed to achieve this joint vision. The experience of other countries shows that ensuring the technical coherence of a programme as complex as the Spotlight Initiative requires dedicating a lot of time to the construction of the joint vision, the constant analysis and monitoring of information on

the implementation of the work plan and, above all, constant feedback to the actors on the results of these analyses. For example, in El Salvador, the Spotlight Initiative has designated a specific person for technical coherence who works closely with the TC and the RUNOs.

For their part, government counterparts commented in the interviews that they had also noticed duplications in their review of Plan 2020. The following is a list of the duplications identified by government, followed by the UN's comments in this regard:

- Duplication of activities 1.1.1 and 1.1.5 of Pillar 1, as well as 1.1.3 and 1.1.8.

  UN response: The description of the activities is done prior to implementation and it is difficult to make changes to the wording as they are considered as budgetary changes. In this regard, the wording of the name of the activity is general, which causes confusion. Regarding the activities identified as duplicated, they comment that the first one is normally about diagnoses and the second one about proposals based on the diagnosis.

- One activity was identified as being repeated in several Pillars in the 2020 Work Plan described below:

  - Activity 2.2.1. "Document. Diagnostic of the coordination between the mechanisms involved in the prevention, care, punishment and reparation of VAWG, and the route to strengthen them" (UNDP).

  - Pillar 3. Activity 3.1.1. "Consultancy for the development of mapping of local interventions for the prevention of VAWG in school settings" (UNICEF)

  - Pillar 4. Activity 4.1.1. "Mapping of government services, programmes, actions, programmes and institutions that provide services for VAWG" (UNICEF)

  - Activity 4.1.1. "Carry out a documentary diagnosis of existing VAWG services" (UNICEF) Unlike the previous one, it was specified that this would be done in the second quarter of the year.

  - *UN response:* There are differences between mapping activities mainly in terms of the sector in which they are carried out. In that sense, some mappings have been concentrated on civil society services and others on government services.

  - In Pillar 2, it is considered that the review of femicide files could have incorporated a children's approach as a requirement of the consultancy, instead of being carried out by two agencies (UNHCR and UNICEF) and two different consultancies.

As could be seen from this list, the perceived duplications are mostly in the Work Plan activities. The country team has clarified that these are not duplications, but activities implemented in different sectors or to different populations. Even so, the fact that partners perceive these activities as duplications is worrying, as it is evidence that there is not enough knowledge about the differences between them.

On the part of both federal and local government, there is also a perceived lack of coordination between RUNOs reflected in the requests for information they receive from the different consultancies and during the interviews in which they have participated as informants.

For example, they mention the following:

"One thing I notice is that I have the perception that at the time of the interviews there doesn't seem to be one strategy, but that each agency has its own strategy, that there is no coordination between

the pillars for example. There seems to be 6 different things. This makes it difficult for us to follow up. I don't even know who the people are anymore, because each pillar asks us the same questions, without sharing information".

"We told them to come to an agreement with the other agencies, so that it would only be once what they asked us for, what they interviewed us about. But it seems that they don't talk to each other, they all ask us for the same thing. We made a great effort to coordinate with other agencies, and I imagine that we had planted a little seed. They asked us for information by mail and then they don't follow up, so I feel that they are not interested and I'm not going to risk it if I'm not backed up by them. I don't even know why they want it, so I don't send them anything. They don't see me as a strategic ally or I don't feel like an ally. They could have had much more of an advantage with me, but they haven't done it, what a lack of attention and what a nonsense that they send me emails, so I do the same".

"I understand that there are several consultancies, but there are several people who asked me the same question, so I don't know if they don't share the information, but there are several people who asked me for the same information".

This information was confirmed by implementing partners, who reported that when interviewing or collecting information, people mentioned that they had already answered those questions or provided that information (see beginning of Section "Coordination between RUNOs").

Key findings:

- The RUNOs report having adapted to the new way of working together, creating spaces for dialogue and feedback that have enriched the interventions.

- The RUNOs identify the different administrative processes of each agency as a challenge to working together.

- There is no conceptual coordination between the RUNOs, as each one has different concepts of the phenomenon of "feminicide". There is a lack of technical coherence between the RUNOs and implementing partners. Implementing partners observe duplication of activities in the field, while government counterparts have commented on duplication in the 2020 Work Plan. The country team states that the observed duplications relate to the wording of activities, but involve different objectives and different target populations. The fact that partners continue to mention duplications leads to the conclusion that these aspects have not been sufficiently clarified.

- Officials who have acted as informants in the Spotlight Initiative diagnostic processes report that they observe a lack of coordination between consultancies, as they are constantly being asked for the same information.

Recommendations:

- We reiterate the recommendation made in MTA 3, which we believe is also relevant to this question:
- RC and Steering Committee: Take time to review and reflect on the programme agreed in the CPD and discuss whether some activities need to be revised or reformulated to ensure that all stakeholders can constructively support the country programme.

- RCO and TC: Consider appointing a technical coherence officer to work closely with the TC and RUNOs.

- TC and RUNOs: identify if there are consultancies that could be implemented as a single intervention.
- RUNOs: Consultancy firms or consultants working on the same topic should be introduced to each other in order to coordinate field work and to avoid duplication with beneficiaries and informants.
- RUNOs: it is suggested that the agencies share with each other the instances they will contact for the activities in order to preferably make a single contact and not multiple contacts.

D. EFFECTIVENESS

12. Is progress in implementing the outputs in line with the work plan approved by the Operational Steering Committee? Are the outputs still likely to lead to the expected results?	☒ Very good – Good ☐ Problems ☐ Serious deficiencies

The progress in implementation is not in line with the Work Plans approved by the Steering Committee due to delays in both 2019 and 2020 (see context in section A). Especially Pillars 3 and 6 show the least progress. Some partners report that the outputs have not taken into account previous work done by other actors and consider that more "action" and "implementation" oriented outputs are needed in order to achieve the expected results.

Table 3: Main achievements and obstacles by outcome

Pillars	Key achievements of Phase I	Issues arising/obstacles to address in Phase II
Outcome 1	**2019** - Analysis of federal and state legislation, proposed laws and the methodology used to define human rights standards for women and girls. - Workshops in the three states to identify areas of discrimination, with more than 130 participants from government and civil society. **2020 (until December 2020)** - Elaboration of legislation study at federal level, 3 state studies and 5 municipal studies. - Elaboration of strategic communication document Development of municipal proposals - Guidelines for gender-sensitive legislation	Lack of consistency in some state laws.
Outcome 2	**2019** - Seminar with civil society and organisations from 13 of the 32 states, reaching agreements and recommendations on the issue. - A study of the feminicide files in the three states was begun and a methodological proposal for the evaluation of the Gender Alerts was also started, taking the State of Mexico as an example. **2020 (until December 2020)** - Elaboration of a diagnosis of the current level of training at federal, state (3) and municipal (5) levels in relation to human rights, gender, norms, attitudes and behaviours against women and girls. - Systematisation of existing diagnostics on Gender-based Violence Alerts - Study of feminicide files - Elaboration of a Critical Path for operators of remote care services in extreme emergencies.	Among the main obstacles in Phase 1 was the lack of authorisation by the authorities to access the investigation files. Phase 2 must address whether institutions have adequate capacity, funding and budget to carry out activities.

		- Strategy for strengthening classification, reporting and budget requesting linked to VAWC	
Outcome 3	**2019** - Through a series of consultations and working sessions in the three states, municipal diagnoses were carried out to identify norms, standards and stereotypes that reinforce violence, in addition to mapping local prevention interventions. - Consultancies began for mapping interventions with male perpetrators, identification of victim services and participatory design to improve and recover public spaces. **2020** - Mapping of local school-based VAWG prevention interventions and development of curriculum guides with activities for violence prevention in schools. - Systematisation and evaluations of interventions by state - Methodological guidelines for the implementation of community-based interventions for the prevention of VAWG - Analysis of the evidence and systematisation of the experience of intervention models with male perpetrators. - Training process for more than 200 members of CSOs in the Spotlight territories to generate community interventions for the prevention of VAWG.	In phase 2, prevention interventions will aim to be implemented at individual, community and school level as part of a comprehensive approach. The challenge identified by the Spotlight Initiative is to change standards and stereotypes while working with existing networks and media.
Outcome 4	**2019** - Assessment of the capacities of civil servants engaged in prevention and the provision of essential services, as well as mapping mechanisms for citizen monitoring and protection of service users and victims. - Based on this information, an exercise was carried out to adapt the Essential Service Packages (ESPs). **2020** - Proposal for adaptation to the PES at municipal level. - Multi-entry first contact protocol model for VAWG victims based on PES standards at the municipal level - Model protocol for issuing protection measures at the municipal level. - Creation of a model protocol for ministerial, expert and police investigation of the crime of feminicide. - implementation of differentiated development communication strategies to prevent and eliminate VAWG, depending on the audience and implementation space	For phase 2, integration and joint work between health, legal and law enforcement areas at all levels of the Mexican government is needed for the implementation of the PES and models of care.
Outcome 5	**2019** - The planning process of the activities was carried out with the UNODC Centre of Excellence, INEGI and the UN Women Centre of Excellence on Gender Statistics. - The plan to strengthen the justice systems' information systems and improve their statistical processes was discussed. **2020** - Assessment of the quality and performance of health, prosecution and justice statistical systems in relation to VAWC - Analysis of statistical classification of crimes from a gender and human rights perspective - Development of tools and qualitative analysis for prioritising actions and decision making - Recommendations and proposals for improvement of the operation and use of the registers	For phase 2, training of civil servants in database analysis and development is envisaged.
Outcome 6	**2019** - In December 2019, the consultancy for the mapping of women's and girls' movements working on the issue of violence began.	For phase 2, a focus on training local organisations that support victims and their

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Initiative
To eliminate violence
against women and girls

- The planning of the following activities was completed: promotion of the creation of women's and girls' movements, support and funding for the movements, technical training, creation of meeting spaces, a strategy to make the movements visible and training for the appropriation of international instruments. **2020** - Development of content for an online specialisation course. Team of experts in litigation or administrative strengthening and delivery and facilitation of face-to-face and virtual courses. - Training and consultation forum with journalists, human rights defenders and CSOs. - Participation of women human rights defenders, journalists, CSOs and other relevant actors from other regions of the country in the training forum.	families in the provision of care services is planned.

Progress in implementation of planned activities in 2020

In the absence of information on the progress towards achievement of targets for indicator targets for the year 2020, an analysis of the implementation of activities was carried out using information provided by the country[9] office. As of 27 January 2021, programmatic progress by pillar has been as follows:

Table 4: Progress on Activities Work Plan 2020

Pillars	Activities Completed	%	Activities in Progress	%	Activities to be launched	%	Total
Pillar 1	14	48%	11	38%	4	14%	**29**
Pillar 2	12	48%	9	36%	4	16%	**25**
Pillar 3	15	41%	18	49%	4	11%	**37**
Pillar 4	15	58%	6	23%	5	19%	**26**
Pillar 5	5	42%	5	42%	2	17%	**12**
Pillar 6	3	20%	9	60%	3	20%	**15**
Total	**64**	**44%**	**58**	**40%**	**22**	**15%**	**144**

Source: Own elaboration based on the document Annual Plan Review 2020 (27 January 2021), provided by Spotlight Team Mexico.

As can be seen in the table, by January 2021 the most advanced Pillars in completing the activities of the 2020 Work Plan are Pillars 1, 2 and 4, while the most delayed Pillar is Pillar 6, with only 20 percent of activities completed and the highest percentage of activities yet to be initiated. While there has been progress in the implementation of activities, as we do not have information on the results achieved per indicator, we cannot assess whether the implemented activities have achieved the expected results.

Key findings:

● The 2019 Work Plan suffered significant delays due to the change of administration and the effective start of implementation of activities until September/October 2019.

● Subsequently, the activities planned for 2020 were again interrupted in March of that year due to the COVID-19 health emergency.

● According to the country team, the global indicators with which they report progress do not correspond to the activities they carry out in the country, so they are not adequately measuring results.

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[9] Annual Plan 2020 Review (27 January 2020)

- An Acceleration Plan is currently in place and aims to be able to complete the implementation of the activities planned for 2020 by June 2021 at the latest.

- Pillars 4, 5 and 6 have the highest percentage of activities that have not yet started (until January 2021).

Recommendations:

- Coordination team, as soon as possible: continue monthly monitoring of the implementation of the Acceleration Plan in order to identify in a timely manner obstacles to ensure timely implementation of activities and take corrective action if necessary.

- Coordination team, as soon as possible: analyse the progress of each indicator in relation to the 2020 expected results and the final expected results in order to identify which Pillars need more attention.

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

Absorptive capacity refers to the ability of an organisation or institution to identify, assimilate, transform and apply acquired external knowledge. In the case of Spotlight Initiative in Mexico, absorption problems are observed in civil society and government, and RUNOs have limited human resources to effectively implement Spotlight Initiative.

Government capacity to implement the Spotlight Initiative

It is important to mention that the government does not receive resources from the Spotlight Initiative, as implementation is directly the responsibility of the RUNOs, with government at all levels being beneficiaries, recipients and participants in terms of implementation. Many of the activities are focused on capacity building of civil servants at all levels.

In terms of government capacity building, the beneficiaries of the trainings report being very satisfied with them, detailing that all trainings have been of "high quality" and very beneficial for their activities. On the other hand, some governmental bodies consider that they have not received the results of the interviews carried out for the different diagnostic processes in which they have participated, which would be very beneficial for the identification of areas of opportunity and capacity development.

Among implementing partners, the majority considered that activities are often not adapted to the local capacities of the civil servants, which makes it difficult for the tools and packages provided to them to be really appropriate and used in the future. They identify the high turnover and precariousness of jobs at the municipal level as problems.

Civil society capacity to implement the Spotlight Initiative

The RUNOs identify challenges in the capacities of local organisations to participate in the implementation of the country programme. As the programme is focused on municipalities, in practice RUNOs find that local organisations are unable to meet the administrative requirements to participate, and have therefore selected national organisations or organisations from Mexico City to implement the activities. This has generated friction with local organisations, who consider that the interventions

carried out by these organisations do not correspond to their context and are not contributing to the generation of local capacities or to the sustainability of the results achieved.

For their part, implementing partners comment that they have experienced administrative capacity problems during their participation in the Spotlight Initiative. Specifically, they mention that the resources allocated to the interventions do not reflect the results expectations required of them, as well as the fact that the budget adjustment processes that took place during COVID-19 sometimes took months to be approved, situations that have led the organisations to use their own resources to remedy these situations. There is consensus among implementing partners on the need for training in UN processes and the need to be informed about available technical resources so that they can be trained in the themes of the Spotlight Initiative.

In the Reference Groups, members commented that while they have the field experience and technical knowledge to be able to participate in the Spotlight Initiative, the financial capacity of their organisations prevents them from doing so effectively. For example, local and national Reference Group members mentioned that not being able to receive per diem expenses has sometimes made it difficult for them to attend meetings or roundtables where Spotlight Initiative-related issues are discussed. For example, as the roundtables were held in the municipality of Chihuahua, the organisations from Ciudad Juárez mentioned that it was difficult for many of them to attend. They also commented that the decrease in economic support from the government to civil society in the new administration, together with the COVID-19 pandemic, has led to the precariousness of the work of civil society, which is why, for financial reasons, they have also had to cease their registration with the Treasury, a criterion that prevents them from accessing Spotlight Initiative resources. The TC, for its part, confirmed that - except in the case of the installation of the GR-SCs - the participants' travel expenses have been covered for the activities that have been carried out at the national level. It was not possible to contrast these different opinions, but it seems that the lack of guidance or clarity on when and how per diems are provided may be the cause of this confusion.

Members of civil society and reference groups also commented that in the municipality of Chilpancingo there are serious economic problems in civil society organisations, which prevent them from implementing activities. On the other hand, they said that in field work there is a need for emotional support for those who work with victims, as the emotional and mental exhaustion affects their ability to continue their work.

Ability of RUNOs to execute the Spotlight Initiative

There is consensus among the RUNOs that the resources set aside for programme management costs are not sufficient at 18%. They describe that the Spotlight Initiative generates a high level of coordination and information generation activities that forces Spotlight Initiative staff to spend a large part of their time dealing with these issues. They also describe that there are inequalities between agencies, with some being able to fill staff shortages by hiring additional staff from their own resources or through "mixed" recruitment schemes where some staff are covered 50 per cent by the Spotlight Initiative and 50 per cent by the agency, but there are cases of RUNOs that have had significant cutbacks, so that these schemes may not be viable in a second phase. There are also differences in the salary scale between the Spotlight Initiative Coordinators in each agency, which has led to dissatisfaction on the part of some RUNOs.

On the other hand, among RUNOs they perceive great differences for tendering processes, with some agencies taking 2 months between the publication of the Terms of Reference and the signature of the contract, and on other occasions it has taken up to 5 months to achieve the process. In practice, this has

led to significant delays in the implementation of activities and expenditure. For example, the choice of an implementing partner for some RUNOs took one month and for others the process has taken more than 4 months.

The RUNOs perceive that this difference in tendering processes is partly due to differences in processes. In the case of UNODC, they state that their processes require more time and approval from their headquarters, and they have additional requirements to fulfil. Therefore, they have consistently taken more time in their procurement. Others, such as UNDP, mention that the proposals they receive are often over budget and so they have to declare them "null and void" and start the process all over again. This difference in systems, procedures and protocols is very large and hampers the inter-agency work of the Spotlight Initiative.

This can be seen in a budget analysis (Table 4) where there are significant differences in the percentage of expenditure. For example, as of September 30, 2020, UNODC had spent 14 percent of its budget, while UNDP had spent 52 percent. The spent expenditures shown in Table 5 are reported by each RUNO through the MPTF portal. They were taken from the portal and shared by the Secretariat.

Table 5: Expenditure vs Budget to 30 September 2020

MEXICO	Budget	RUNOs Expenditure	RUNOs Commitments	Delivery (Exp+commitment vs budget)
UN Women	2,031,165	610,370	325,046	*46%*
UNFPA	1,475,705	392,699	186,841	*39%*
UNDP	741,447	346,691	40,936	*52%*
UNICEF	717,027	178,478	24,768	*28%*
UNODC	953,838	129,175	- [10]	*14%*
OHCHR	380,818	166,419	-	*44%*
Total	**6,300,000**	**1,823,832**	**577,591**	***38%***
Total transferred	4,663,980	1,823,832	577,591	*51%*

Source: own elaboration, based on information provided by the Spotlight Secretariat on 15 January 2021.

Key findings:

- As of September 2020, financial execution of SI in Mexico is 51 per cent.

- The Reference Groups report that not being able to receive financial resources from the Spotlight Initiative made it difficult for them to participate.

- Mexican civil society working in the field with the target population in the selected municipalities does not have the administrative capacities to implement Spotlight Initiative activities, so their participation has been limited.

- The Spotlight Initiative generates high coordination and information generation burdens for staff fully dedicated to the Initiative, so RUNOs refer to the need for additional staff or staff fully dedicated to these issues in order to more fully address the implementation part.

- The various administrative processes create significant delays for some agencies.

- The 18 percent budget cap on administrative costs presents challenges for the management of the Spotlight Initiative in the country.

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[10] RUNOs have different ways of recording commitments and UNICEF does not include funds reservations and payroll commitments in these calculations, similar to what other RUNOs do.

Recommendations:

- Coordination team and RUNOs: The future sustainability plan should take into account the different financial resource capacities of civil society in the field, as in some municipalities civil society does not even cover its own basic needs in order to effectively appropriate the tools and packages provided by the Spotlight Initiative.

- RUNOs: In Pillar 6, continue and expand efforts to strengthen the administrative capacities of local civil society organisations either through direct trainings, workshops targeting them during tendering processes or through promoting tendering processes in conjunction with more established CSOs.

- RUNOs: Like OHCHR, try to find trainings on emotional support for civil society people who work directly with victims of violence.

- Coordination team and RUNOs: in the second phase, continue to use, where relevant, the experience acquired during COVID-19 in terms of joint bidding processes. In addition, based on this experience, present a proposal to the Secretariat and their respective RUNO headquarters to create systems or processes that allow these operations to be carried out in a systematised manner.

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

The implementation of the Spotlight Initiative and achievement of results has not been in line with the country programme approved by the <u>Operational Steering</u> Committee, mainly due to the delays mentioned in questions 3 and 5. Specifically, the change of presidential administration in December 2018 and the COVID-19 pandemic have delayed the implementation of activities and achievement of results.

Availability of data to measure achievements

In terms of the availability and quality of data to measure outcomes, the RUNOs identify the main challenges as being the availability and quality of data:

a) Lack of disaggregation of data in government databases

b) Gaps in available data on femicides, as many femicides are classified as homicides, causing under-reporting of cases and increasing the unrecorded numbers of violence against women and girls in Mexico.

c) Gaps between global indicators and country indicators in terms of timing of implementation. According to some RUNOs, many of the global indicators are aimed at results on the number of beneficiaries served, however, in the country's Spotlight Initiative the first phase was more focused on systematising interventions, identifying good practices and carrying out diagnostics, with almost all training of public officials taking place between the end of 2020 and the beginning of 2021. Therefore, the country team does not have the data to feed the global indicators.

Other RUNOs report no data collection problems so far, as the activities they have carried out have been mostly training, for which data on attendance or participation is easier to collect.

On the other hand, implementing partners commented that there is a perception by civil society that the Spotlight Initiative is only interested in quantitative and not qualitative indicators.

Progress in the achievement of the indicators in 2019

As mentioned in the limitations, the evaluation team only had access to information on the achievement of indicators for the year 2019. At the time of this report, the Spotlight Initiative country team is in the process of preparing the 2020 annual report that will include this information. The evaluation team conducted an analysis of the 2019 results framework obtained from the SMART platform through the Spotlight Secretariat. For each indicator, the degree of achievement of the milestones (proposed targets) was determined: (i) achieved (milestone or target achieved or exceeded), (ii) in progress (Milestone >50 percent), (iii) not achieved (milestone <50 percent), (iv) no data / NA (no information reported on that indicator or not applicable as no targets have been defined (See Figure 2) This was the first year of implementation which effectively comprised a few months of implementation, leading to many activities starting late and not reaching completion.

Figure 2. Progress towards the 2019 indicators
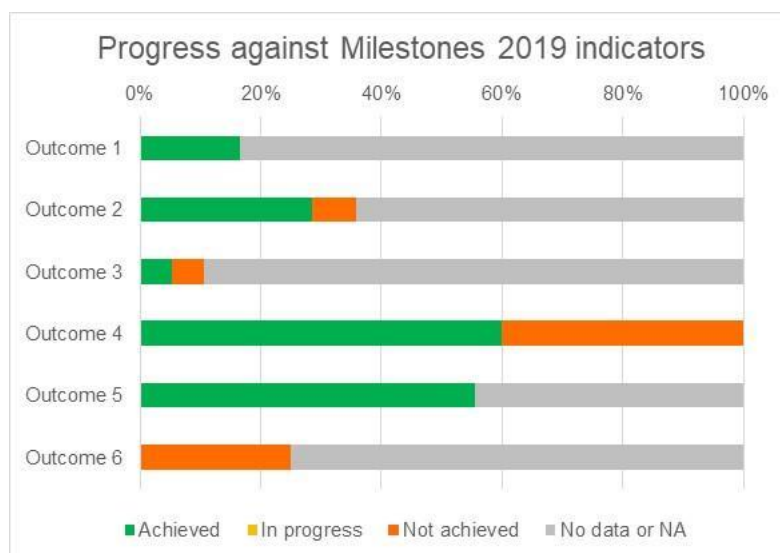
Source: own elaboration with data provided by the Spotlight Initiative

As can be seen in Figure 1, in 2019 there was more progress in achieving the results of Pillars 4 and 5, slightly less progress in Pillars 1 and 2 and little or no progress in Pillars 3 and 6. Of the Pillars where more progress was reported, while for Pillar 4 there was almost 60 percent progress towards achieving the 2019 results, at the level of final results progress in this Pillar has been approximately 35 percent. In Pillar 5, 56 percent of the 2019 outcomes and final results were achieved, which would mean that the targets for 2019 and the programme are the same.

Bottlenecks and obstacles to implementation

During the interviews, the different partners identified obstacles and bottlenecks that in their opinion have limited the successful implementation of the Spotlight Initiative. On the side of the RUNOs, the main bottlenecks identified were:

a. The change of government in December 2018 which meant renegotiating the Country Plan and delays in the approval of the Work Plans.

b. The delay in activities also caused by the COVID-19 health emergency.

c. The limited flexibility in the design of the Spotlight Initiative itself, as it is designed in a global manner and is not fully adapted to the country's context or reality. Likewise, the 25 percent budget ceiling between budget lines is tied to the category of expenditure and not to the activity/expected result, and does not allow for substantial changes even with the arrival of COVID-19 and the need to rethink the Work Plan.

d. Differences in administrative systems between RUNOs leading to delays in contracting and implementation of activities.

e. Lack of definition of partner roles has led to tensions and differences between actors.

f. Poor communication between Spotlight Initiative and counterparts

g. Lack of clarity in guidelines and directives from the Secretariat to the country teams.

h. Difficulties in working with civil society on the ground as they sometimes do not have the technical or administrative capacities to participate in the processes.

On the federal and local government side, the following obstacles are encountered:

a. Lack of communication between Spotlight Initiative and government on the activities carried out and the results achieved.

b. Difficulties in working with civil society with a wide range of views and positions on violence against women.

c. Lack of spaces for reflection to constantly evaluate whether the proposed activities are leading to the expected results.

Finally, on the civil society side, the following obstacles were identified:

a. Lack of inter-agency coordination leading to duplication of activities and fatigue on the part of key actors

b. Lack of coordination between consultancies in the field

c. Difficulties of implementation in municipalities where the state government is not committed to Spotlight Initiative

d. Very short consultancy execution times that do not allow the appropriation of the results by the target population or the consolidation of the expected changes.

e. Substantial delays in administrative processes carried out with the Spotlight Initiative.

f. Lack of knowledge of civil society on Spotlight Initiative hindering their participation in activities

g. Lack of institutional strengthening processes for CSOs that do not have the necessary capacities to participate in tendering processes.

Key findings:

- The main data quality issues are the lack of disaggregation of administrative data, underreporting of crimes related to violence against women and girls, and gaps between global indicators and country activities.

- On the RUNOs' side, the main bottlenecks have been governmental change, the lack of clarity in the roles of partners, the administrative processes of their agencies and the COVID-19 health emergency.

- Other partners identify as the main bottlenecks the lack of communication between the Spotlight Initiative and themselves, the lack of local civil society capacities and the difficulties of working and reaching agreements with civil society involved in the issue.

Recommendations:

- Coordination team and RUNOs: Present the 2020 results to all partners prior to the presentation of the 2021 Work Plan to facilitate its approval.

- RCO and Steering Committee: Take time to review and reflect on the programme agreed in the CPD and discuss whether any activities need to be revised or reformulated to ensure that all stakeholders can constructively support the country programme. During this process also review and redefine the roles of each of the stakeholders involved in the Spotlight Initiative (government, civil society and EU) as well as the mechanisms through which they can provide feedback and receive information on Spotlight Initiative activities.

- RUNOs: provide timely accompaniment to potential implementing partners in administrative processes to facilitate their adaptation to UN processes.

E. SUSTAINABILITY

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

In this first phase, the packages and tools that are intended to be absorbed and appropriated by the beneficiaries of the Spotlight Initiative were built. However, so far there is no Sustainability Plan and there are absorption problems (Question 14) that hinder local capacity building and sustainability of activities. Furthermore, it has been very difficult to include the participation of local civil society in the implementation of activities, and activities under Pillar 6 are the most delayed, so that they have not yet contributed to effective local capacity building.

Sustainability Plan

The CPD specifies in one paragraph per Pillar how sustainability of activities will be pursued. Specifically, sustainability in each Pillar was described as follows:

- Pillar 1: through the incorporation of the proposed reforms into the Mexican legal system.

- Pillar 2: through the "train the trainers" methodology with the civil service to multiply the transmission of knowledge even in a situation of high staff turnover.

- Pillar 3: In this Pillar, sustainability is seen as an outcome of violence prevention activities.

- Pillar 4: through capacity transfer and ownership of health and justice sector personnel.

- Pillar 5: through the ongoing work of governments and existing partnerships

- Pillar 6: through diversity and plurality of CSOs so that no women's group is underrepresented or excluded.

While these descriptions exist, there is consensus among all actors interviewed that there is not yet a Sustainability Plan for the Spotlight Initiative in the country that specifies an exit plan or the ways in which the Spotlight Initiative undertakes specific actions to ensure the sustainability of the actions. It is envisaged that the sustainability plan will be elaborated and implemented in Phase 2.

Activities to ensure sustainability

From the RUNOs' side, there is diversity in the ways in which they mention the incorporation of the sustainability component in their activities. Some mentioned including sustainability as a main component in their tenders and requesting implementing partners to include it as activities, while most mentioned that the strategy of generating tools that could be "packaged" and distributed, as well as training local staff, are activities that favour the sustainability of the intervention.

On the government side, some actors identify working with local (and not national) civil society as a positive element that contributes to sustainability, but other actors mentioned that, as they had no knowledge of the activities, they could not give their opinion on this component. One concern of some partners is the perceived cost of certain interventions, which they felt would make it difficult to replicate them at the local and especially municipal level.

Other partners note that they do not consider that the activities carried out so far, due to their focus on diagnostics, reports and courses, are conducive to sustainability, as they have been carried out in the past without having an impact on the issue of violence against women and girls. They also consider that the lack of inclusion of local civil society jeopardises the sustainability of the Spotlight Initiative.

Local capacity building

It has been very difficult to include local civil society participation in the implementation of activities. Tenders to contract local CSOs have received a very low response, which delayed the contracting and implementation process. In response, the team has revised the ToR to be more flexible and inclusive. However, most of the activities so far have been carried out rather by civil society in Mexico City. Pillar 6 activities are also the most delayed (see question 12), which has prevented effective local capacity building, as foreseen by Pillar 6 (see question 3 and 12).

Of the respondents to the online survey, the most common response was that they felt that the local capacity created through the interventions was "somewhat sufficient" for local actors to manage activities without the Spotlight Initiative. Civil society and women's organisations were the actors where most respondents reported that "enough" or "somewhat enough" local capacity was being built, while local and central governments were reported as having the least local capacity building.

Among implementing partners, the consensus was that they felt that the activities are often not adapted to the local capacities of the civil servants, which makes it difficult for the tools and packages given to them to be really appropriated and used in the future. They also commented that in practice in the municipalities there is a major challenge in terms of lack of institutionalisation, as staff do not have permanent positions and turnover is so high that it is difficult to achieve really effective training.

Good Practices Identified

On the part of the RUNOs, good practices were identified in two areas: internally within the UN and externally in the implementation of activities. Internally, the existence of inter-agency panels, the

presentation of finished products to government and civil society counterparts, and the joint purchase of kits by almost all RUNOs during the COVID-19 pandemic stand out.

Externally, the RUNOs identify the following interventions as good or promising practices:

- UNICEF and UNFPA in partnership with the federal government, state governments and Grupo Posadas Strategy for safe and free accommodation in hotels for women and their children who are victims of violence. As of 20 January 2021, 26 women and 26 children and adolescents had been assisted and 236 people had been trained in the Safe Accommodation Protocol.

- UNODC: Femicide analysis to assess the degree of law enforcement.

- UN Women: Direct Transfers to grassroots organisations and victims

For their part, partners in federal government, local government and civil society reported that they did not yet know the results of Phase 1 to be able to comment on promising interventions or good practices.

Key findings:

- There is no Spotlight Initiative Sustainability Plan in Mexico. Brief sections per Pillar were included in the CPD on how sustainability components would be included. This plan will be developed in Phase 2.

- Progress in Pillar 6 is limited. Progress in the implementation of this pillar requires the recruitment of CSOs. The recruitment of grassroots organisations is important for Spotlight, but it is also necessary to strengthen their administrative capacities so that they can opt for and participate in project implementation. Although CSO trainings have been conducted, there is still a need for further training of CSOs in administrative and financial aspects.

- The RUNOs envisage the creation of toolkits that can be easily adapted by local authorities, as well as the focus of the Spotlight Initiative on capacity building for local officials, as actions that are generating sustainability of the Spotlight Initiative.

- Implementing partners report that the high turnover in municipal authorities is the main challenge for the appropriation of tools.

Recommendations:

- TC and RUNOs during Phase 2: elaborate and implement a "Sustainability Plan" involving all levels of government and civil society, specifying precise lines of action on who will take the actions and how they will operate in the future without Spotlight Initiative funding.

- TC and RUNO participating in Pillar 6, prior to Phase 2: review the activities planned in Pillar 6 and prioritise capacity building in financial, administrative and project management aspects for local organisations with less capacity.

F. KEY FINDINGS AND RECOMMENDATIONS

Main Conclusions

The Spotlight Initiative in Mexico has faced several challenges since its launch. The change of presidential administration in December 2018 caused significant delays in the launch of the Initiative, as well as in the approval of the first year's Work Plan. This, coupled with the COVID-19 pandemic, caused an effective implementation of activities to take approximately 6 months, with activities having to be almost completely paused in March 2020. On the other hand, the high number of actors belonging to the country Steering Committee has complicated the achievement of agreements and commitments, causing further delays in the approval of the 2020 Work Plan.

The country team actors responsible for implementation (TC, RCOs and RUNOs) have positive views on the results achieved so far and, on the coordination, achieved between RUNOs in order to comply with the UN reform of "working as one UN". However, these views were mostly not shared by other key actors in the programme (EU Delegation, Reference Groups and Government). This difference in views is something that deserves to be studied in depth, as it also reflects the divergence of perspectives and expectations about the programme and the fact that it takes longer than planned to reach compromises and agreements on the future direction of the Spotlight Initiative.

The evaluation team therefore recommends that the Spotlight Initiative in Mexico takes time to carefully analyse what it can and cannot achieve in the time available, as well as to analyse whether the CPD should be revised to be more in line with different stakeholder expectations and how the mechanisms and structures for participation of other actors can be improved. The following sections will present more concrete conclusions and recommendations in terms of programme design, governance, programme management and progress made so far on expected results.

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1. **PROGRAMME DESIGN**:

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

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

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

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

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

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

Main findings:

1. RUNOs incorporate the principle of "leaving no one behind" in different ways. Whether by including vulnerable groups in the design of interventions, targeting actions in marginalised territories or prioritising the recruitment of local CSOs, RUNOs incorporate the principle of "leaving no one behind" in different ways.

2. The inclusion of local civil society is one of the principles of the Spotlight Initiative, but also a major challenge as these organisations do not have the administrative capacities to participate in the

Spotlight Initiative's bidding processes, nor have they found a space to provide feedback on the work of the Spotlight Initiative or to express their needs.

3. During the consultation processes, very high expectations were raised by all stakeholders as to the level of involvement they could have in the Spotlight Initiative's decision-making. This has led to tensions and annoyance towards the Spotlight Initiative.

4. The counterparts consider that not all the comments they made to the Spotlight Initiative in the design phase were taken into account. The country team mentions that they tried as much as possible to collect and take these comments into account, but the limited time, multiplicity of actors and variety of perspectives made it difficult for all stakeholders to feel heard. However, this seems to be a major stumbling block and is preventing all stakeholders from coming together and constructively supporting the country programme.

5. According to partners, their participation has been limited during the implementation and monitoring of activities. Most report not being aware of "what" actions are being carried out and where they are being carried out. The country team identifies the lack of time for Spotlight Initiative implementation as the main obstacle to effectively involving partners in the implementation and monitoring of the Spotlight Initiative.

6. The Theory of Change was useful at the time as a guide for the RUNOs during the implementation of the first phase, but given the delays and the covid-19 health emergency situation, the RUNOs identify the need to return to it to rethink its relevance and make the relevant changes according to what was found in the field. The Spotlight Initiative in Mexico uses some of the global indicators, but has also identified country-specific indicators, which is relevant for monitoring the approved programme and work plan.

Recommendations:

a) Prior to Face 2, RCO and Steering Committee: Take time to review and reflect on the programme agreed in the CPD and discuss whether any activities need to be revised or reformulated to ensure that all stakeholders can constructively support the country programme. During this process also review and redefine the roles of each of the stakeholders involved in the Spotlight Initiative (government, civil society and EU) as well as the mechanisms through which they can provide feedback and receive information on Spotlight Initiative activities.

b) During Phase 2, RUNOs and TC identify how CSOs with limited capacity can more effectively engage as implementing partners, e.g. by providing capacity building to strengthen their financial and administrative capacities. RCOs, TCs and RUNOs: Generate spaces in the country team (at least monthly) for reflection on the results achieved and the activities that need to be revisited or rethought.

c) Share with the Spotlight Initiative the diagnostics and studies that the Federal Government says are being duplicated by the Spotlight Initiative, to assess whether they can be used as inputs for interventions and to evaluate whether efforts are being duplicated in activities. (Responsible: Federal Government, Date: Before Phase 2)

d) Review activities under Pillar 6 and prioritise financial and administrative capacity building of local organisations with less capacity for their effective participation as implementing partners and provide clarity to Reference Groups on the funding they may or may not receive under the Spotlight Initiative. (Responsible: TC and RUNOs, Date: During Phase 2)

e) Prior to Phase 2, TC and RUNOs, review and update the programme's risk matrix. In particular, review the risks related to achieving the results of Phase I and contemplate for this second phase the risks implied by the changes in state administrations in Chihuahua and Guerrero.

f) Prior to Phase 2, and in conjunction with the review of the activities outlined in the CPD, conduct a new Theory of Change and indicators exercise (Responsible: TC and Spotlight Secretariat, Date: Prior to Phase 2).

2. GOVERNANCE:

- MTA Q4: Do all key stakeholders still demonstrate effective commitment (ownership)?

- MTA Q8: Do partner government and other partners (CSO and EUD) in the country effectively steer the action?

- MTA Q10: Are the National Steering Committees functioning efficiently and in line with Spotlight principles?

Main findings:

1. Federal counterparts are generally committed to the second phase. However, there is concern about the lack of information on progress so far and they urge the Spotlight Initiative to define roles in the second phase and to have a more frequent and fluid exchange of information.

2. Reference Group members remain committed to the Spotlight Initiative, but request more clarity on the ways in which they will participate in the second phase.

3. There are serious problems in the EU Delegation's engagement with the Spotlight Initiative. There are unaddressed concerns and complaints about accountability in the implementation of activities.

4. The Steering Committee has been ineffective in steering the Spotlight Initiative due to the large number of members. It has met only twice to approve Work Plans and there is confusion among members about its role.

Recommendations:

a) Respond to letters sent by federal counterparts regarding their doubts and questions on the progress of the Spotlight Initiative. (Responsible: TC/OCR/Spotlight Secretariat, Date: Before Phase 2)

b) Continue facilitating spaces for the presentation of activities and results to all the most frequent partners. Since time is so limited, it is recommended to assess which participatory processes are essential to achieve a joint direction of the Spotlight Initiative and to consider the systematisation of communication and feedback processes that can make these participatory processes more efficient (Responsible: Country Programme, Date: Before Phase 2).

c) While the EU's role in the country has been more "monitoring", the experience in other countries of a close relationship with regular communication has been successful. Given that the country team mentions that multiple efforts have been made to define the role of the EUD jointly that have not been successful, it is recommended to have a high-level meeting between the RCO and the EU to clearly define the role of the EU delegation in the second phase and the ways in which its opinion and feedback will be taken into account. (Responsible: RCO/EU, Date: Before Phase 2)

d) The Steering Committee has too many members to be efficient in decision-making. In other countries, the creation of a Monitoring Committee, composed of the most operational

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representatives of all partners, has facilitated progress in the Spotlight Initiative, its main task being to follow up on the agreements reached in the Steering Committee. It is therefore recommended that a Monitoring Committee be created with a much smaller number of members to allow for more effective management of the Spotlight Initiative. It is recommended that lessons learned and good practices from other Spotlight countries be shared and taken into account when discussing the creation of a Monitoring Committee or Technical Committee. (Responsible: RCO/ST/Steering Committee/Secretariat, Date: Before Phase 2)

e) Office of the Resident Coordinator and Reference Groups: review and clarify the role and participation of Reference Groups within the Spotlight Initiative, making explicit the ways in which they can participate in the direction of the Spotlight Initiative (Responsible: RCO, TC, GRSC).

3. **PROGRAMME MANAGEMENT**:

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

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

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

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

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

Main findings:

1. The RUNOs agree that they have been working more closely and applying their comparative advantage for the Spotlight Initiative, but identify some coordination problems in internal communication with the TC and RCO. Some country members mention that coordination between 6 members is complicated and does not correspond to the good practices previously identified in UN work.

2. The Spotlight Initiative generates high administrative burdens for staff fully dedicated to the Initiative, and the RUNOs refer to the need for additional staff or staff fully dedicated to these issues in order to more fully address the implementation part. In this sense, the 18 per cent budget ceiling on administrative costs presents challenges for the management of the Spotlight Initiative in the country.

3. There is no conceptual coordination between the RUNOs, as each one has different concepts of the phenomenon of "feminicide". There is a need to ensure technical coherence between the RUNOs and implementing partners.

4. Implementing partners note duplication in the field of activities, while government counterparts report comments on duplication in the 2020 Work Plan. The country team states that the duplications observed relate to the wording of activities, but involve different objectives and different target populations. The fact that partners continue to mention duplications leads to the conclusion that these aspects have not been sufficiently clarified.

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5. The TC has used the CPD and the Secretariat's guidelines as its mandate and as almost mandatory to follow. There has been little flexibility on the part of the TC to adapt the guidelines to the country context and insufficient openness to adapt work plans to the needs and opinions of partners. he RUNOs mention that there was a lack of clarity in the guidelines and protocols for action provided by the Secretariat, which led to uncertainty about how to proceed in the face of problems.

Recommendations:

a) Consider for Phase 2 whether all agencies involved should continue as RUNOs or whether it would be more beneficial for some to change their role to become technical advisors to the Spotlight Initiative. (Responsible: TC/OCR/Spotlight Secretariat, Date: Before Phase 2)

b) Reassess the activities performed in practice by each actor vs. what is specified in the CPD. Ensure that the roles of each actor correspond to the practice and that there is clarity for all on the division of tasks (Responsible: TC/OCR/Spotlight Secretariat, Date: Before Phase 2).

c) It is recommended that the Spotlight Secretariat clarify the guidelines and protocols for action that have not been clear to the team. It is also recommended that the TC, together with the RUNOs and other partners, adapt the guidelines to the Mexican context. (Responsible: Spotlight Country Programme/Secretariat, Date: Before Phase 2)

d) TC and RUNOs: in the second phase, continue to use, where relevant, the experience acquired during COVID-19 in terms of joint bidding processes. In addition, based on this experience, present a proposal to the RCO and its respective RUNO headquarters to create systems or processes that allow these operations to be carried out in a systematised manner. (Responsible: TC and RUNOs, Date: Before and during Phase 2)

e) Spotlight Secretariat, TCs and RUNOs: review whether the human resources hired for the Spotlight Initiative are sufficient. If there is a need for additional staff, explore options for recruiting them, within the limits of the available budget. (Responsible: Spotlight Secretariat/European Union, Date: Before Phase 2)

f) RCO and TC: Consider appointing a technical coherence officer to work closely with the TC and RUNOs. (Responsible: RCO/TC, Date: during Phase 2)

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4. PROGRAMME IMPLEMENTATION AND RESULTS:

- MTA Q12: Is the progress of each output conforming to workplan approved by OSC? Is the quality of outputs satisfactory? Are the outputs still likely to lead to the expected outcomes?
- MTA Q5/9: If there are delays, how important are they and what are the consequences? What are the reasons for these delays and to what extent have appropriate corrective measures been implemented? To what extent has the planning been revised accordingly?
- MTA Q5/9: What are the consequences of COVID 19? To what extent have appropriate corrective measures been implemented? To what extent has the planning been revised accordingly?
- MTA Q13: Is the absorption capacity of the Government, CSO and RUNOs an obstacle/bottleneck to ensuring that implementation is going according to plan?
- MTA Q14: Has the Initiative's implementation and results achievement gone according to workplan approved by OSC? Are there any obstacles/bottlenecks/outstanding issues on the partners' or government side that are limiting the implementation and results achievement of the Initiative?
- MTA Q15: Is sufficient capacity being built so that local actors will be able to manage the process by the end of the Initiative without continued dependence on international expertise?

Main findings:

1. As of September 2020 the financial execution of the SI in Mexico is 51 percent. An Acceleration Plan has been designed in order to be able to complete the 2020 activities and the expected 100 percent implementation by June 2021.

2. The 2019 Work Plan suffered significant delays due to the change of administration and the effective start of implementation of activities until September/October 2019.

3. The activities planned for 2020 were again interrupted in March of that year by the COVID-19 health emergency. The COVID-19 pandemic meant a rethink of many activities and particularly affected Pillars 3 and 4, which mostly involved face-to-face activities.

4. On the part of the RUNOs, the main bottlenecks have been governmental change, the lack of clarity in the roles of the partners, the administrative processes of their agencies and the COVID-19 health emergency. Other partners identified as the main bottlenecks the lack of communication between the Spotlight Initiative and themselves, the lack of capacity of local civil society and the difficulties of working and reaching agreements with civil society involved in the issue.

Recommendations:

a) For the second phase, it is necessary to create a "Sustainability Plan" with the participation of all levels of government and civil society, specifying precise lines of action on who will take the actions and how they will operate in the future without Spotlight Initiative funding. (Responsible: Country Programme, Date: Before Phase 2)

b) Focus work on capacity building of CSOs, both technical and administrative capacities, in order to increase their advocacy capacity. (Responsible: CT/RUNOs, Date: During Phase 2)

c) Continue to monitor the implementation of the Acceleration Plan on a monthly basis to identify obstacles in a timely manner to ensure timely implementation of activities and take corrective action if necessary. (Responsible: CT/RUNOs, Date: Before Phase 2)

d) Analyse the progress and quality of each indicator in relation to the 2020 expected results and the final expected results in order to identify which Pillars need more attention. (Responsible: CT/RUNOs, Date: Before Phase 2)

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G. ANNEXES

ANNEX 1. DOCUMENTS ANALYSED

Sources of information: documents analysed	
Spotlight programme documents	**Availability**
Country Programming document as approved by OSC	Yes
Country Budget as approved by the OSC (may also include revised budget)	Yes
Spotlight Country Programme Snapshot	Yes
Inception report	Yes
Annual report/s	2019 only
Annex A Country Report (included in the Annual Report)	2019 only
Ad hoc (2nd Tranche) report (may also include provisional narrative report – 2 pager)	Yes
Spotlight Initiative financial information on the MPTF Gateway	Yes
Knowledge management workplan	Yes
National CSO Reference Group workplan	Yes
CSO Reference Group Bios	No
Communication workplan	No
Stories directly from the Calendar	Yes
Other documents	
Convocatoria GNR SC	
Atribuciones y Funcionamiento GR-SC	
Presentación Spotlight – Foro AVGM	
Sesión de Planeación GR-SC	
CPD 2020_Avances Spotlight 15 meses	
CPD 2020_PAT2020 y Plan COVID	
Formato de Seguimiento de Actividades	
Invitación a Taller Spotlight	
Plan Annual de Trabajo_Presentación	
Presentación CPD México – Visita Acercamiento Guerrero	
Programa Instalación del Comité Directivo	
Porcentaje Avances por Pilar	
Seguimiento AWP 2020	
Plan de Trabajo 2021 Preliminar	
Plan de Trabajo 2020 (Comentarios CONAVIM)	
Presentación GOB Febrero 2021	

ANNEX 2. LIST OF INTERVIEWEES

Sources of information: List of interviewees			
Group of actors	**Institution/organis ation**	**Name**	**Cargo**
Delegación Unión Europea	Delegación de la Unión Europea en México	Jerome Poussielgue	Jefe de Cooperación
Delegación Unión Europea	Delegación de la Unión Europea en Mexico	Natalia Barreto	Punto Focal Spotlight
Coordinación Residente	UN- RCO	Belén Sanz Luque	Representante de ONU Mujeres/CR Interina
Coordinación Residente	UN- RCO	Francisco García	Oficial Nacional de la OCR
Coordinación Residente	UN- RCO	Sandra Ortega	Especialista en Coordinación de la OCR
Agencias/RUNO	UN- UN WOMEN	Nayeli Sánchez	Cordinadora Spotlight
Agencias/RUNO	UN- UNDPUNDPFPA	José Antonio Ruiz	Coordinador Spotlight
Agencias/RUNO	UN- UNDPUNDPODC	José Octavio Robledo	Coordinador Spotlight
Agencias/RUNO	UN- ONUDH	Niza Castañeda	Oficial en Derechos Humanos/Spotlight
Agencias/RUNO	UN- UNICEF	Sara Antillón	Oficial de Protección Nacional (Spotlight)
Agencias/RUNO	UN- UNICEF	Leonardo Mier	Oficial de Protección
Agencias/RUNO	UN- UNICEF	Patricia Bordier	Oficial de Protección
Agencias/RUNO	UN- ILOILOPNUD	Gabriela Murguía	Coordinadora Spotlight
Coordinación Técnica	UN- CT	María Inés Mesta	Coordinadora Técnica
Coordinación Técnica	UN -CT	Mara Flores	Oficial de Monitoreo y Evaluación
Gobierno Federal	Secretaría de Relaciones Exteriores	Christopher Ballinas	Director General de Derechos Humanos y Democracia
Gobierno Federal	Secretaría de Relaciones Exteriores	Elvira García	Coordinadora de Programa de Implementación de Objetivos de Desarrollo Sostenible
Gobierno Federal	CONAVIM	Fabiola Alanis	Comisionada Nacional
Gobierno Federal	CONAVIM	Claudia Serna	Coordinadora de Relaciones Internacionales
Gobierno Local	INMUJERES	Ximena Mariscal de Alba	Directora General de Asuntos Internacionales
Gobierno Local	Instituto Municipal de las Mujeres en Ciudad Juárez	Verónica Corchado	Directora
Gobierno Local	Instituto Municipal de las Mujeres en Ciudad Juárez	Sandra Ramírez	Coordinadora General
Gobierno Local	Instituto Municipal de las Mujeres en Ciudad Juárez	Ivonne Pérez	Apoyo en Coordinación
Gobierno Local	Secretaría de las Mujeres Naucalpenses	Adriana González Furlong	Secretaria
Gobierno Local	Congreso Local de Chihuahua	Blanca Gámez	Presidenta del Congreso
Grupo de Referencia Local	Casa Amiga	Lydia Cordero	Directora
Grupo de Referencia Nacional	AMAM A.C	Emma Obrador	Directora
Socios Implementadores	Tech Palewi, A.C.	Ana Gladys Vargas	Directora de Vinculación

Socios Implementadores	Tech Palewi,, A.C.	Edith Zuñiga	Dirección Académica y de Operaciones
Socios Implementadores	Tech Palewi, A.C..	Virginia Archundia	Subdirectora de Operaciones
Socios Implementadores	Tech Palewi, A.C..	Elen Paisano	Subdirectora Administrativa
Socios Implementadores	Equidad de Género, Ciudadanía, Trabajo y Familia, A.C.	Eugenia Romero	Directora General
Socios Implementadores	Equidad de Género, Ciudadanía, Trabajo y Familia, A.C.	Gabriela García	Coordinadora del Área de Gestión de Conocimiento
Socios Implementadores	Equidad de Género, Ciudadanía, Trabajo y Familia, A.C.	Lurel Cedeño	Coordinación de Proyectos
Socios Implementadores	Grupo de Acción por los Derechos Humanos y la Justicia Social (A.C.)	Karla Michelle Salas	Directora
Socios Implementadores	ASI	Gabriel Scaffi	Director
Socios Implementadores	Data Cívica, A.C.	Mónica Meltis Veiar	Directora
Beneficiarios	Centro de Justicia de las Mujeres de Chihuahua	Verónica Bravo	Titular
Beneficiarios	Centro de Justicia de las Mujeres de Chihuahua	Josefina Aguilar	Coordinadora de Trabajo Social
Beneficiarios	Centro de Justicia de las Mujeres de Chihuahua	Isabel Encerrado	Casa de Emergencia
Beneficiarios	Centro de Justicia de las Mujeres de Chilpancingo	Dalia Luz Carbajal	Titular
Beneficiarios	Fiscalía del Estado de México	Adriana Hinojosa	Coordinación de Políticas Públicas

ANNEX 3. PROGRESS TOWARDS ACHIEVEMENT OF INDICATOR TARGETS BY 2019 (MILESTONES, YEAR 1)

Indicator level	Indicator # and name	Disaggregation	Progress against 2019 Milestone
Table 6. Progress towards achievement of indicator targets by 2019 (Milestones, year 1)			
OUTCOME 1: Legislative and policy frameworks, based on evidence and in line with international human rights standards, on all forms of violence against women and girls and harmful practices are in place and translated into plans.			
Outcome	**Indicator 1.1 Proportion of target countries with laws and policies on VAWG/HP that adequately respond to the rights of all women and girls, including exercise/access to SRHR, and are in line with international HR standards and treaty bodies' recommendations**	Inheritance Rights of Daughters	No data
		Inheritance Rights of Widows	No data
		Laws against Domestic Violence	Achieved
		Laws against Rape	No data
		Laws against Sexual Harassment	Achieved
		Legal Age of Marriage	No data
		Parental Authority in Divorce	No data
		Parental Authority in Marriage	No data
Output	Indicator 1.1.1 Number of new and/or strengthened laws and/or policies on ending VAWG and/or gender equality and non-discrimination developed that respond to the rights of women and girls facing intersecting and multiple forms of discrimination and are in line with international HR standards	None	No data
Output	Indicator 1.1.3Proportion of draft laws and/or policies on ending VAWG and/or gender equality and non-discrimination which have received significant inputs from women's rights advocates within the last year	None	NA
Output	Indicator 1.3.1 Number of draft laws and/or policies developed that guarantee the ability of women's rights groups, CSOs and women human rights defenders to advance the human rights agenda, within the last year	None	NA

Indicator level	Indicator # and name	Disaggregation	Progress against 2019 Milestone
Output	Indicator1.3.2 Out of the total number of draft laws and/or policies that guarantee the ability of women's rights groups, CSOs and women human rights defenders to advance the human rights agenda, the number which have received significant inputs from women's rights advocates, within the last year.	none	NA
OUTCOME 2: National and sub-national systems and institutions plan, fund and deliver evidence-based programmes that prevent and respond to violence against women and girls and harmful practices, including in other sectors			
Outcome	**Indicator 2.1 Functioning national and/or sub-national coordination and oversight mechanisms are in place at the highest level for addressing VAWG/HP that includes representation from marginalized groups**	National	Achieved
		Sub-National	Achieved
Outcome	**Indicator 2.2 Percentage of national budget being allocated to the prevention and elimination of all forms of VAWG/HP**	None	Achieved
Output	Indicator 2.1.6 Number of key government officials trained on human rights and gender-equitable norms, attitudes and behaviours towards women and girls, including for those groups facing intersecting and multiple forms of discrimination, within the last year.	women	NA
		men	NA
		total	NA
Output	Indicator 2.1.7 Number of key government officials with strengthened capacities to develop and deliver programmes that prevent and respond to VAWG, within the last year.	Men	NA
		Women	NA
		Total	NA
Output	Indicator 2.2.1 Proportion of supported multi-stakeholder VAWG coordination mechanisms established at the highest level and/or strengthened, and are composed of relevant stakeholders, with a clear mandate and governance structure and with annual work plans, within the last year.	None	Achieved
Output	Indicator 2.2.2 Proportion of national and sub-national multi-stakeholder coordination mechanisms that include representatives of groups facing multiple and intersecting formsof discrimination	None	Not achieved
Output	Indicator 2.3.3 Number of key government officials with greater knowledge, capacities and tools on gender- responsive budgeting to end VAWG, within the last year	Men	NA
		Women	NA
		Total	NA
OUTCOME 3: Gender equitable social norms, attitudes and behaviors change at community and individual levels to prevent violence against women and girls and harmful practices.			
Outcome	**Indicator 3.1 Percentage of people who think it is justifiable for a man to (subject) beat his wife/intimate partner (to violence), by sex and age**	**Wife beating/IPV**	Achieved
Output	Indicator 3.1.1 Draft new and/or strengthened Comprehensive Sexuality Education in line with international standards	None	Not 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,1within the last year.	boys	NA
		Girls	NA
		girls and boys	NA
Output		Boys	NA

Indicator level	Indicator # and name	Disaggregation	Progress against 2019 Milestone
	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	Girls	NA
		Women	NA
		Men	NA
		Total	NA
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	NA
		Men	NA
		Men and boys	NA
Output	Indicator 3.2.5 Number of campaigns challenging harmful social norms and gender stereotyping, including of women and girls facing intersecting and multiple forms of discrimination, developed and disseminated during the past year.	None	No data
Output	Indicator 3.3.1 Number of news outlets that develop standards on ethical and gender-sensitive reporting, within the last year	News Ethical Standards	NA
Output	Indicator 3.3.3 How many news and other media stories/reports are being supported top sensitively report on VAWG and GEWEmore broadly?	None	NA
Output	Indicator 3.3.4 Number of journalists that have strengthened capacity to sensitively report on VAWG and GEWE more broadly	Men	NA
		Women	NA
		Total	NA
OUTCOME 4: Women and girls who experience violence and harmful practices use available, accessible and quality essential services including for long term recovery from violence			
Outcome	**Indicator 4.1 Number of women including those facing intersecting and multiple forms of discrimination experiencing physical or sexual violence who seek help**	**women**	Achieved
		girls	No data
Output	Indicator 4.1.2 Number of women and girls with access to programmes developed to integrate VAWG response into SRH, education and migration services	Girls	No data
		Women	No data
Output	Indicator4.1.3 Does your country have national guidelines or protocols that were developed or strengthened in line with the guidance and tools for Essential Services for women and girls subject to violence?	none	NA
Output	indicator 4.1.9 BIS (MEXICO CUSTOM INDICATOR) Proportion of municipalities that have developed and/orstrengthened guidelines or protocols for essential services that specifically address the need of women and girls facing multiple and intersecting forms of discrimination (and/or their families, when relevant)	developed	No data
		strengthened	Not achieved
Output	Indicator 4.2.3 Does your country have strategies for increasing the knowledge of and access to services for women and girls, including groups facing multiple and intersecting forms of discrimination?	none	Achieved
		LNOB	Achieved
Output	Indicator 4.2.3 Bis- Number of administrative entities (municipalities, states, national level) that design strategies for increasing the knowledge of and access to services for women and girls including intersecting forms of discrimination.	none	Not achieved

Indicator level	Indicator # and name	Disaggregation	Progress against 2019 Milestone
**OUTCOME 5: Quality, disaggregated and globally comparable data on different forms of violence against women and harmful practices, collected, analysed and used in line with international standards to inform laws, policies and programmes.**			
Outcome	**Indicator 5.1 Globally comparable data on the prevalence (and incidence, where appropriate) of VAWG/HP collected over time**	**Prevalence**	Achieved
		Incidence	Achieved
Outcome	**Indicator 5.2 Publicly available data, reported on a regular basis, on various forms of VAWG/HP (at least on intimate partner violence, non-partner sexual violence, harmful practices when relevant, and trafficking and femicide at the country level**	**IPV**	Achieved
		Femicide	Achieved
Output	Indicator 5.1.2 System to collect administrative data on VAWG/HP, in line with international standards, across different sectors	None	Achieved
Output	Indicator 5.2.1 Number of knowledge products developed and disseminated to the relevant stakeholders to inform evidence-based decision making, within the past 12 months	None	NA
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	NA
		Men	NA
		Women	NA
**OUTCOME 6 - Women's rights groups and civil society organisations, including those representing youth and groups facing intersecting forms of discrimination, more effectively influence and advance progress on GEWE and EVAWG**			
Outcome	**Indicator 6.1 Number of women's rights organizations, autonomous social movements and civil society organizations, including those representing youth and groups facing intersecting forms of discrimination/marginalization that have increased their coordinated efforts to jointly advocate for EVAWG**	**None**	NA
Outcome	**Indicator 6.3 Proportion of women's rights organizations, autonomous social movements and civil society organizations, including those representing youth and groups facing intersecting forms of discrimination/marginalization, report having greater influence and agency to work on EVAWG within the last 2 years**	**None**	Not achieved
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	NA
Output	Indicator 6.1.4 Number of women's rights groups, networks and relevant CSOs with strengthened capacities to network, partner and jointly advocate for progress on ending VAWG at local, national, regional and global levels, within the last year	None	NA

ANNEX 4. IMPLEMENTATION OF THE SPOTLIGHT INITIATIVE PRINCIPLES IN THE MEXICO PROGRAMME

The table and graph below summarise the responses provided in the online survey to the question Please express your agreement with the following statements on a scale of 1 to 5. Please provide details in the comment box. The interventions you support as part of the Spotlight Initiative.

Estoy muy de acuerdo /porcentaje de encuestados	Princípios de Spotlight
>=80%	…buscan empoderar a las mujeres y las niñas y fortalecer sus capacidades para reclamar sus derechos …priorizar la confidencialidad, la seguridad, el respeto y la no discriminación…
	…promueven un enfoque basado en los derechos humanos y son coherentes con el principio de "no dejar a nadie atrás" (es decir, las intervenciones se centran en los más marginados, excluidos o discriminados)
	…promueven un entorno propicio para la igualdad entre los géneros que fomente la tolerancia cero y ponga fin a la impunidad (es decir, la prestación de apoyo en centros de acogida, el apoyo a situaciones de traumatización, etc.)
	…se adhieren al principio de "no hacer daño" (es decir, evitar exponer a las personas a riesgos adicionales a través de la acción)
	…se aplican con un enfoque integral para hacer frente a la violencia contra las mujeres y las niñas en múltiples niveles, y mediante acciones que se complementan entre sí para lograr resultados sostenibles
	…son sensibles a las diferencias de género (es decir, las intervenciones tienen en cuenta las diferencias de género entre hombres y mujeres en la búsqueda de sus resultados)
	…son transformadoras del género (es decir, las intervenciones buscan transformar las relaciones de género para promover la equidad entre hombres y mujeres para alcanzar sus resultados)
60%- 79%	…aplicar un enfoque centrado en el sobreviviente que promueva la recuperación asegurando la participación del sobreviviente en la toma de decisiones, la prevención del re-traumatismo y permitir a los sobrevivientes tomar sus propias decisiones informadas que consideren la reintegración a la comunidad y las consecuencias
	…están basadas en las evidencias
	…Promueven un enfoque integrado vinculado a indicadores pertinentes de los objetivos de desarrollo sostenible (SDG) y a análisis sistemáticos del panorama programático y financiero
<60%	…apoyan la participación de la sociedad civil y un enfoque de múltiples actores e incluyen organizaciones que involucran a hombres y niños, organizaciones religiosas y los medios de comunicación, todos los cuales desempeñan un papel fundamental en la promoción de la igualdad de género, la defensa contra la violencia y el desarrollan respuestas innovadoras de prevención y supervivencia
	…aprovechan los programas multisectoriales existentes para abordar la violencia contra las mujeres y las niñas y las prácticas perjudiciales que están dirigidos por los gobiernos y socios de las Naciones Unidas
	…fortalecen, apoyan, protegen e involucran al movimiento de mujeres, así como también a las organizaciones autónomas de mujeres, y las alientan a que accedan y elaboren estrategias de financiación a largo plazo que combinen subvenciones públicas y privadas y fondos de inversión social
	…refuerzan el movimiento de mujeres a nivel regional y nacional

Figure 3. Spotlight principles

Figure 3. Spotlight principles

- ...son sensibles a las diferencias de género
- ...priorizar la confidencialidad, la seguridad, el respeto y la no discriminación...
- ...se adhieren al principio de "no hacer daño"
- ...promueven un enfoque basado en los derechos humanos y son coherentes con el principio de "no dejar a nadie atrás"
- ...buscan empoderar a las mujeres y las niñas y fortalecer sus capacidades para reclamar sus derechos
- ...son transformadoras del género
- ...promueven un entorno propicio para la igualdad entre los géneros que fomente la tolerancia cero y ponga fin a la...
- ...aplicar un enfoque centrado en el sobreviviente que promueva la recuperación
- ...se aplican con un enfoque integral para hacer frente a la violencia contra las mujeres y las niñas en múltiples niveles
- ...Promueven un enfoque integrado vinculado a indicadores pertinentes de los objetivos de desarrollo sostenible (SDG) y...
- ...están basadas en las evidencias
- ...aprovechan los programas multisectoriales existentes para abordar la violencia contra las mujeres y las niñas
- ...apoyan la participación de la sociedad civil y un enfoque de múltiples actores
- ...fortalecen, apoyan, protegen e involucran al movimiento de mujeres
- ...refuerzan el movimiento de mujeres a nivel regional y nacional

■ Desacuerdo ■ Indiciso ■ De acuerdo ■ No lo se