

# “Improved Safety of Women in Serbia and Montenegro“

Project (2020- 2023)

FINAL EVALUATION





Evaluators:

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# Improved Safety of Women in Serbia and Montenegro<sup>1</sup> (2020-2023)

## FINAL EVALUATION



ALEKSANDRA ČALOŠEVIĆ, MARIJA BABOVIĆ, OLIVERA KOMAR  
December 2023



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<sup>1</sup> Note that with the Amendment 1, dated 15-06-22, the Project also covers Montenegro, hence the change of the name.

## Project Details

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<b>Project title:</b>	Improved Safety of Women in Serbia and Montenegro (abbreviation ISWS MN project)
<b>Implementing organization:</b>	The United Nations Entity for Gender Equality and the Empowerment of Women
<b>Countries:</b>	Republic of Serbia, Montenegro
<b>Project reference:</b>	UN ref. no: 00113632, Donor reference SRB-19/0003
<b>Project duration:</b>	01/01/2020- 31/12/2023 (48 months)  As amended by Amendment 1, dated 15/06/2022
<b>Funding:</b>	NOK 26,165,624.00  Sources include NOK 25,242,424.00 from Norwegian Ministry of Foreign Affairs and remaining funds originate from UN Women Core budget, 923,200 NOK

## Project Evaluation

<b>Commissioned by:</b>	The United Nations Entity for Gender Equality and the Empowerment of Women
<b>Evaluators:</b>	Aleksandra Čalošević; Marija Babović; Olivera Komar
<b>Evaluation period:</b>	16 June 2023- 20 December 2023
<b>Evaluation management group:</b>	An Evaluation Management Group (EMG) was conformed to act as the main decision-making body for the evaluation and is composed of UN Women project team members, UN Women Serbia Head of Office, and UN Women Europe and Central Asia Regional Office (ECA RO) Evaluation Specialist. The EMG was responsible for the overall management of the evaluation and will oversee the day-to-day business of the evaluation and communication with the Evaluation Team. UN Women Serbia representative was responsible for day-to-day management of the evaluation and the coordination for the field visits, including logistical support.
<b>Evaluation reference group:</b>	An Evaluation Reference Group (ERG) was established to ensure that the evaluation approach was relevant to stakeholders, and to make certain that factual errors or errors of omission or interpretation were identified in evaluation products. The reference group provided inputs at key stages of the evaluation draft and final reports. The ERG was composed of the Commissioner for Protection of Equality (CPE) Serbia, Ministry of Justice of Montenegro, Norway Ministry of Foreign Affairs, media, and women civil society (CSO) representatives. Namely, it includes: <ul style="list-style-type: none"><li>• Ms. Jelena Kotevic, representing Commissioner for Protection of Equality, Serbia</li><li>• Mr. Predrag Krsmanovic, representing Agency for Probation, Directorate for Criminal Sanctions and Supervision within the Ministry of Justice, Montenegro</li><li>• Mr. Ivan Kuzminovic, representing Royal Norwegian Embassy</li><li>• Ms. Nada Sataric, representing CSO 'Amity', Serbia</li><li>• Ms. Ana Acimov, representing CSO 'Becejsko udruzenje mladih', Serbia</li><li>• Ms. Biljana Stepanov, representing Center for Support of Women from Kikinda, Serbia</li><li>• Ms. Miljana Neskovic, representing media house NOVA, Serbia</li></ul>

*The Evaluation Team would like to express their gratitude to the management and project team at UN Women Programme Office in Serbia for their support, the stakeholders and the participants to taking an active role in this evaluation process.*

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## List of Acronyms

AP- Autonomous Province  
CBGE- Coordination Body for Gender Equality  
CEDAW- Convention on the Elimination of All Forms of Discrimination Against Women  
CPE- Commissioner for Protection of Equality  
CSO – Civil Society Organisation  
ECA RO – UN Women Europe and Central Asia Regional Office  
EIGE – European Institute for Gender Equality  
EMG- Evaluation Management Group  
EMS – electronic monitoring system  
ERG- Evaluation Reference Group  
EU – European Union  
GEEW- Gender equality and empowerment of women  
GEM- gender equality mechanisms  
GERAAS- Global Evaluation Reports Assessment and Analysis System  
GEWE – Gender Equality and Empowerment of Women  
GRB- gender-responsive budgeting  
HQ – Head quarters  
ISWS MN- Improved Safety of Women in Serbia and Montenegro  
IT – information technology  
LFM – Log frame matrix  
MFA- Ministry of Foreign Affairs  
MNE- Montenegro  
MoI- Ministry of Interior  
MOJ – Ministry of Justice  
MONSTAT- Statistical Office of Montenegro  
NATO- The North Atlantic Treaty Organization  
OECD DAC- The Organisation for Economic Co-operation and Development's Development Assistance Committee  
OSCE – Organisation for Security and Cooperation and Europe  
SIPRU- Social Inclusion and Poverty Reduction Unit of the Government of the Republic of Serbia  
SORS – Statistical Office of Republic of Serbia  
ToR – Terms of reference  
UN – United Nations  
UN Women- United Nations Entity for Gender Equality and the Empowerment of Women  
UNEG – United Nations Norms and Standards for Evaluation  
UNSDCF- UN Sustainable Development Cooperation Framework  
UN-SWAP- UN system-wide Action Plan  
VAWG – Violence Against Women Girls  
WB – Western Balkans

# Executive summary

This report presents the main findings, lessons learnt, conclusions and recommendations of the final evaluation of the Project Improved Safety of Women in Serbia and Montenegro (abbreviation ISWS MN project) implemented in the period 01/01/2020- 31/12/2023 by UN Women Programme Office in Serbia.

**Purpose:** The purpose of this evaluation report is to comprehensively assess the ISWS project implemented in Serbia and Montenegro. The project, initiated with the aim of addressing the unique challenges faced by women affected by violence, sought to enhance their well-being, empowerment, and access to support services. Through a thorough examination of the project's design, implementation, and outcomes, this evaluation aims to provide key insights into the successes, challenges, and areas for improvement. The findings are intended to inform future initiatives, policy decisions, and resource allocation to better support women victims of violence in the region.

**Intended Audience:** This executive summary is tailored for policymakers, government officials, non-governmental organizations (NGOs), international donors, and other stakeholders involved in the promotion of women's rights and combating gender-based violence in Serbia and Montenegro. The information presented here is designed to offer a concise overview of the project's achievements, shortcomings, and recommendations. By targeting this audience, we aim to facilitate informed decision-making, promote accountability, and contribute to the ongoing efforts to create a safer and more supportive environment for women affected by violence in the region.

**Context:** Republic of Serbia published the third edition of the gender equality index in October 2021. The Republic scored 52.4 points in 2016, 55.8 in 2018, and 58.0 in 2021. This indicates continuous, albeit not rapid, progress in improving gender equality. Montenegro achieved a score of 59.3 out of 100 in the gender equality index in 2023, which is a progress from 55 in 2019. Asymmetric gender regimes, patriarchal culture, history of recent conflicts in the region and economic hardships contributed to the relatively high prevalence of various forms of gender-based violence in Serbia. The results show that in Montenegro, one in five women (20.2% of women) reported experienced violence by intimate partner during lifetime. The legislative framework for gender equality of the Republic of Serbia and in Montenegro are guided by the obligations under the key international legal instruments.

**Project Background:** The Project is implemented in Serbia and Montenegro and focuses on improving the status of women and enabling them to live lives without gender-based discrimination and violence. It is implemented due to generous support of the Norwegian Ministry of Foreign Affairs (MFA), co-funded by UN Women, and in partnership with the Ministry of Justice Montenegro, Commissioner for Protection of Equality in Serbia, women's civil sector organizations in Serbia and Montenegro and media in Serbia. The project is focused on increasing the knowledge and capacities of police and justice system actors in Montenegro for better realization of urgent measures for victim protection against perpetrators of violence, through the implementation of bracelet for victim(s) and perpetrator(s) electronic monitoring system (EMS). In addition, there is a focus on strengthening the capacities of the Commissioner for Protection of Equality and women's civil sector organizations on awareness of rural women on the protection from violence and gender-based discrimination. Finally, the project intervention is aimed at advancing the knowledge and skills of journalists and editors about the risks of gender stereotyping when reporting about violence against women and girls and femicide, particularly in the online sphere.

**Approach and Methodology:** The evaluation was conducted by three independent evaluators and was completed between June 2023 to December 2023. The evaluation purpose was to assess the programmatic progress and performance of the intervention from the point of view of relevance, coherence, effectiveness, efficiency, impact, sustainability, gender and human rights and added values. The findings of the evaluation will hopefully contribute to organizational learning, future decision-making, and effective programming and accountability. The evaluation used theory based and contribution analysis approach, aiming to describe how the project worked and created a desired change, explaining the causalities between resources, activities, short and long-term outcomes. From a forward-looking perspective, the evaluation also aimed to provide action-oriented recommendations to UN Women in Serbia and the donor. The methodology employed mixed methods including quantitative and qualitative data collection methods (documentation review, semi-structured interviews, focus groups, online survey) and analytical approaches to understand complexity of the processes. Gender equality and empowerment of women (GEEW) and human rights were integrated in the approach, including evaluation criteria and

questions, and in generation of findings, conclusions and recommendations. In total, 46 key informants (38 women and 2 men) were interviewed and more than 70 key documents, including project documentation, research, analyses and legal and policy documents were reviewed. The evaluation adhered to UN Women and UN Evaluation Group standards and policies. Conclusions and recommendations are based on gender related data and gender analysis. Evaluation took into account UN commitment on disability inclusion and covered disability through evaluation questions. Any observed limitation was compensated through triangulation of data and methods.

The evaluation conclusions and findings across the evaluation criteria are the following:

**Conclusion 1 (Relevance; Key findings 1,2,3):** The overall conclusion is that project's goals and objectives align with the priorities and needs of the recipient countries, and they address the issues that remain of high importance and significance to the intended beneficiaries and are consistent with their development goals and policies. Not all de facto ambitions (which all remain relevant) are appropriately articulated in the project design, in particular those related to socio-economic status or rural women. Design is perceived as complex and with some degree of overambition and requiring hybrid project operation, which should have been recognized (by the UN Women and the donor) and later reflected in the overall design and implementation plans. Implementation de facto included detailed planning and structured processes, but also agile or iterative methods that allowed for needed flexibility and adequate responsiveness to changing circumstances. Continuous focus on women's and girls' safety remains fundamental to ensuring the well-being, human rights, and broader societal development in both Serbia and in Montenegro.

The main findings are the following:

**Key finding 1 (R\_KF\_1)**

The project is and remains fully relevant for the context of the needs and priorities of Serbia and Montenegro. It addresses the priorities, needs and gaps of various stakeholders which were included in the project design and its implementation, as project partners or beneficiaries, including law/justice enforcement agencies and bodies; equality protection body (including gender), civil society, media and potential/actual victims of domestic violence.

**Key finding 2 (R\_KF\_2)**

The Project includes 3 streams of actions, each with variable relevance.

**Key finding 3 (R\_KF\_3)**

VAGW related actions in both Serbia and Montenegro have ongoing significance, applicability, and importance. National Stakeholders appear in continued need to strengthen their knowledge and public policies planning regarding the issue of VWG.

**Conclusion 2 (Coherence, key findings 4,5,6):** The overall conclusion is that redesigned Project is currently aligned and consistent with the recipient countries' development policies, strategies, and priorities and no inconsistencies were found with the policies and activities of other donors and stakeholders, however, supporting changes in legal and regulatory domain within the EMS system in Montenegro are still needed to ensure adequate coherence of this stream of action. The Project, in general, complements and does not conflict with other existing development efforts and policies in the sector, apart from rural women uplifting actions that are not yet fully translated into a structured policy measure set in Serbia. The Project considered the broader development context in which it operated and made an educated effort to harmonize its objectives with those of the recipient countries and other relevant actors, however avenues that could ensure greater synergy internal to the action, while clearly explored and acted upon, did not yield much evident results and success.

**Key finding 4 (C\_KF\_1)**

The project is found coherently aligned with UN Women's strategic priorities and their other national initiatives. The action is also found aligned with other interventions implemented by other UN Agencies and with national policies of Serbia and Montenegro. Alignment with the projects of other bilateral donors was not detected.

**Key finding 5 (C\_KF\_2)**

Whilst internal project coherence of the project, as planned, exists, is adequate and relates to strong internal coherence between activities, outputs and outcomes; and between indicators and outputs/outcomes; component-to-component

synergy has not been fully achieved, at least as per the perception of the interviewed project participants and beneficiaries, who are unaware of the totality of the Project.

**Key finding 6 (C\_KF\_3)**

The ISWSMN Project activities in Montenegro have in fact been progressive and had introduced changes that are very significant, but also need to be fully legally regulated to have sustainable effect. This entails focusing on legal and regulatory compliance by drafting the necessary rulebook(s) to facilitate the implementation of essential regulatory and enforcement modifications within the system of sanctions and victim protection.

**Conclusion 3 (Effectiveness, key findings 7, 8, 9, 10):** The overall conclusion is that the effective success is indicated by the completion of tasks, some of which have the potential to create lasting value and positive impact. Generally speaking, all followed activities are aligned with the project's core purpose and there is evidence of satisfaction of stakeholders and beneficiaries.

The evaluation found that progress as planned has been achieved, but that there still is needed to consolidate success. Following the redesign and mitigation implementation, ISWSMN consistently delivered its defined objectives and desired outcomes, however not within the allocated time and budget. Project strategies were chosen and customized based on the project's goals, the nature of the work, and the specific context in which it operated, risk management strategy and agile strategy were critically important and change management and feedback strategy could have been stronger.

The Project exhibited agile planning, streamlined execution, and adaptability in the face of unforeseen challenges, which is very commendable. It also effectively engaged stakeholders, most via granting and regranting processes, maintaining clear communication, and prioritizing quality control. While UN Women demonstrated its capacity to proactively address and manage risks within this Project, not all resources were allocated judiciously (at least not at the initial stage) as a cost extension of actions was and still is required.

**Key finding 7 (EFV\_KF\_1)**

In the context of evaluating the effectiveness of the Project, the extent to which a project achieved its intended goals and objectives is high. Achieved progress against the outcome targets compared to what was planned or expected, shows no deviations, albeit after the redesign of the initial plans. Project was able to produce tangible and somewhat sustainable results that contribute to the intended UN Women developmental intentions and was, after the redesigns and mitigations, successful in delivering the desired benefits and addressing the identified needs of the beneficiary population.

**Key finding 8 (EFV\_KF\_2)**

There are various unforeseen results, including extension of initial territorial scope and partnership, extension of target groups, inclusion of emergency support.

**Key Finding 9 (EFV\_KF\_3):**

Various enabling and challenging factors were identified, including holistic philosophy, agile project management, engaged civil society and media and key stakeholders' commitment, standing out factors that enabled effective implementation and Serbian MoI withdrawal from Project, incomplete legal system and limited funding and resources as most challenging factors.

**Key finding 10 (EFV\_KF\_4)**

This project was de facto implemented in the context of agile project management. Risks were identified early in the process and mitigated, using agile approach, where success was eventually achieved, Project expanded and intended overall goals obtained.

**Conclusion 4 (Efficiency, key finding 11):** The overall conclusion is that the project maximized the use of available resources, such as time, budget, and personnel, to achieve its objectives and desired outcomes with minimal waste or redundancies. It can be characterized by streamlined processes, effective resource allocation, and proactive risk management and it should be acknowledged that it faced numerous constraints. While efficiency is reflected in the project's ability to deliver high-quality results, it still did not meet overall original timelines and also did not manage to stay within the allocated budget. In overall, the project had made attempts to optimize its operations, minimize unnecessary complexities, and has demonstrated an adaptability to changing circumstances. Tasks were successfully completed and there is evidence of cost-effectiveness. As per the donor view, this was one of the most visible projects they have supported in the last few years, especially compared to

other UN agencies' projects of similar size and scope. A relative assessment of the investment of resources and complexity vis-à-vis project components signifies that the allocation of resources, including time, effort, and budget, has been judicious, although originally overambitious.

**Key finding 11 (EFC\_KF\_1)**

Management and leadership of the project seem efficient – with high capacities to plan, organize and monitor project implementation, to coordinate various stakeholders and achieve good collaboration with the stakeholders. It is however the impression of the evaluators that the project team was understaffed in some perspectives.

**Conclusion 5 (Impact, key finding 12):** There are long-term effects and changes resulting from the Project that go beyond the immediate and short-term results, some of which are broader, sustainable and transformative, in particular those related to the initial implementation of EMS in Montenegro. Project has included various promising practices in relation to Roma and rural women in Serbia, and also some activities, mainly public information related, have had catalytic effect.

**Key finding 12 (I\_KF\_1)**

The project has certainly contributed to safety of women and girls in Serbia and Montenegro, however the overall impact towards this overarching goal is difficult to measure. Activities and achieved results are found as positively impacting gender equality and also safety, whereas stronger impact towards improved safety is observed in Montenegro and stronger impact towards improved socio-economic status of rural women in Serbia. Activities directed towards media are found very positively impacting overall population.

**Conclusion 6 (Sustainability, key finding 13):** A medium-level prospects of sustainability is observed involving a mix of financial stability, moderate institutional capacity, and partial policy integration. While the project secures some ongoing funding, local institutions require further strengthening, and only partial policy changes are institutionalized, indicating room for improvement in ensuring long-term impact.

**Key finding 13 (S\_KF\_1)**

The Project was implemented partially using replication methods and was successful in initiating and transferring EMS practices in Montenegro, as well as in initiating innovative practices of women uplifting in Serbia, also creatively collaborating with the media there.

**Conclusion 7 (Human rights and gender equality, key finding 14, 15):** The project, overall, seamlessly integrated gender equality and human rights principles into all aspects of its design and implementation. Evidence suggests that the Project largely ensured equal opportunities for all, challenged area based and gender discrimination, and promoted rights and dignity. Further improvements could have taken place around disability inclusion and overall, around inclusive consultations.

**Key finding 14 (HRGE\_KF\_1)**

Gender and human rights principles and strategies are in the core of the Project, which is reflected in the initial design of the Project, its redesigned outlook and all the way through its implementation. The Project particularly took into account the needs and rights of various groups of vulnerable women) with paying respect to the highest human rights standards.

**Key finding 15 (HRGE\_KF\_2)**

The Project generally follows the UN Women strategic commitments to fully dedicate to mainstreaming disability inclusion throughout its work, in line with disability inclusion strategy and the Convention on the Rights of Persons with Disabilities. However, the evaluation evidence has not identified any structured corresponding measures of it within the project's execution so far.

**Conclusion 8 (Added value, key finding 16):** An additional value of a project improving the safety of women and girls implemented by UN Women is the promotion of international collaboration and best practices. UN Women's projects often serve as global models, fostering knowledge exchange and inspiring similar initiatives worldwide, thereby enhancing the global movement for women's safety and rights. UN Women's comparative advantages as an implementing partner include its expertise in gender equality, vast network of partners and stakeholders, and a strong commitment to women's empowerment.

### Key findings 16 (AV\_KF\_1)

The Project demonstrates the unique expertise and comparative advantage of UN Women vis-à-vis other international and bilateral stakeholders engaged in the promotion of gender equality.

The experiences also show that Norway has once again shown its crucial value as a donor that supports topics of particular importance to society, such as the protection of women and girls from violence.

A particularly observed added value is the cooperation with the Commissioner for the Protection of Equality, which proved to be a good model of cooperation between national stakeholders, UN agencies, and this donor.

## List of Recommendations

<b>Recommendation 1</b>
ISWSMN Project activities in Montenegro would greatly benefit from an extension to consolidate and further enhance their relevance and ensure greater coherence in the overall action.
<b>Recommendation 2</b>
Further explore strengthening of the relevance in projects using calls for proposals (grants, re-granting, sub-granting) by involving potential applicants in consultation processes before calls/grants are launched/implemented/awarded.
<b>Recommendation 3</b>
UN Women may continue to specifically favor agile project management in their future projects, where requirements are extended to change and where the end goal is not fully known at the outset. Agile project management contrasts with traditional project management methods, that donor organizations and UN system are still mainly accustomed to, and where anticipated trajectories follow a more linear and sequential approach. As the UN Women mission in fact tackles what is in theory known as ‘wicked problems’ <sup>2</sup> , and as authors agree that ‘systems thinking’ and ‘agile approach’ are best fit to address such problems, the experiences of this Project can pave the way to some innovative approaches in future projects, that can increase the overall effectiveness of the UNW as the implementing agency.
<b>Recommendation 4</b>
Any new budget planning cycle should be based on updated market research, renewed capacity assessment of partners’ absorption capacities, which may be higher than assumed in some cases.
<b>Recommendation 5</b>
Some further robustness of the result framework may have helped to capture changes, and introduction of process related indicators may further support change management around EMS, but also around rural women uplifting. Further outcome reporting, i.e. communicating results to stakeholders and using them for decision-making and accountability could be considered for future actions.
<b>Recommendation 6</b>
Consider engaging directly with women from marginalized groups during project planning and implementation to ensure their voices are heard, and their needs are integrated into the intervention and including them directly in advisory project hierarchy to provide input, express concerns, and make suggestions for improvement in future similar projects. In particular, consider involving women with disabilities or their representative organizations in project planning and decision-making to ensure their voices are heard.

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<sup>2</sup> Wicked problems are problems with many interdependent factors making them seem impossible to solve. Because the factors are often incomplete, in flux, and difficult to define, solving wicked problems requires a deep understanding of the stakeholders involved, and an innovative approach provided by design thinking. Complex issues such as healthcare and education are examples of wicked problems. In the context of UN Women, the gender stereotypes can also be seen as an example of wicked problems. The term “wicked problem” was first coined by Horst Rittel, design theorist and professor of design methodology at the Ulm School of Design, Germany, in the paper “Dilemmas in a General Theory of Planning”.

# Lessons learnt

## Lesson learnt 1:

Holistic approach and hybrid designs can be helpful but should be approached also with more sophisticated/complex/better adjusted management and coordination approach.

## Lesson learnt 2:

Grants and regranting programs can enhance the effectiveness of projects and contribute to sustainability.

## 1. Introduction

The purpose of this evaluation is to provide an encompassing analysis of the implementation of the project Improved Safety of Women in Serbia and Montenegro which took place from January 1, 2020, to December 31, 2023. It was supported by the Norway Ministry of Foreign Affairs (NMFA), coupled with a vital contribution from UN Women. Specifically, the Norwegian Ministry of Foreign Affairs has contributed NOK 25,242,424.00, while UN Women's Core budget has supplied an additional NOK 923,200.00.

The evaluation is based on UN Women's Gender-responsive evaluation criteria, which encompass a clear theory of change, well-defined goals, baseline data, SMART indicators, robust monitoring, a supportive context with resources and capacities, and a clear management structure.

The evaluation process itself took place from June to December 2023. This evaluation scrutinizes all facets of the project, allocating resources to assess programmatic progress and, to a somewhat lesser extent, the allocation of expenditure among various project components.

The evaluation places a particular emphasis on lessons learned, viewed from both programmatic and coordination perspectives. However, its primary goal is to assess programmatic progress and performance through the lens of relevance, effectiveness, impact, organizational efficiency, and sustainability. Furthermore, the evaluation report aims to provide specific recommendations that will guide the UN Women Serbia office in shaping future projects. These recommendations will cover interventions necessitating ongoing support, opportunities for successful initiatives' expansion, and enhancements to the project management structure.

This evaluation serves as a vital resource for multiple stakeholders. It caters to the commissioning organization - The United Nations Entity for Gender Equality and the Empowerment of Women, stakeholders and target groups, including justice and police sector in Montenegro, women's rights organizations in Montenegro and Serbia, journalists and media houses and the broader public. The findings of this evaluation will be presented in alignment with UN Women's evaluation practices, ensuring that the knowledge is effectively disseminated and facilitates learning.

The overarching purpose of this evaluation is multifaceted, encompassing accountability, learning, and decision-making, particularly concerning the planning and execution of future programs and projects similar to Improved Safety of Women in Serbia and Montenegro- ISWS MN.

The specific objectives of this evaluation are designed to cast a comprehensive gaze on various aspects of the project:

- Analyze the relevance of the project's objectives, strategies, and approaches. This includes an examination of community outreach programs to rural women, capacity development of the Ministry of Justice of Montenegro for electronic monitoring system (EMS) implementation, as well as capacity development efforts aimed at the Commissioner for Protection of Equality, civil society organizations, and journalists in Serbia. These efforts are integral to ensuring prevention and protection against violence directed towards women and girls.
- Assess the effectiveness and potential measurable impact of the project's intervention on the target group across all three project outputs.
- Evaluate the sustainability of the results and the intervention's role in ensuring prevention and protection from violence against women and girls within the target group.

- Analyze the integration of a human rights-based approach and gender equality principles in the project's implementation.
- Assess how the intervention and its outcomes align with and contribute to the Agenda 2030 and its Sustainable Development Goals.
- Identify and document valuable lessons learned, good practices, innovations, success stories, and challenges encountered throughout the project.
- Unearth strategies for replicating and scaling up the project's best practices to extend their impact and reach.

Geographically, the evaluation included both Serbia and Montenegro, mirroring the project's geographical footprint. Programmatic scrutiny involves a comprehensive analysis of planned and executed activities, results, as well as the contextual and organizational framework. The chronological scope encompasses the entirety of the project's duration.

The evaluation team was composed to combine international and national expertise. It features an international consultant in the role of the team leader, supported by two national consultants—one for Serbia and one for Montenegro—who will provide valuable support across all substantive facets of the evaluation.

## 1.1 Evaluation approach and methodology

The evaluation uses a Theory of Change (ToC) approach with mixed methods for data collection and analysis to understand complex processes, structures, and gender relations. It assesses progress and challenges for each result, measuring specific achievements and gaps, and utilizes gender-disaggregated data whenever possible.

The project's evaluability is assessed based on UN Women's criteria, including a clear theory of change, objectives, baseline data, SMART indicators, monitoring framework, resources, management structure, and context.

The evaluation methodology considers the purpose defined in the ToR, UN Women's gender-responsive evaluation approach from the Evaluation Handbook, and OECD DAC evaluation criteria (relevance, coherence, effectiveness, efficiency, impact, and sustainability).<sup>3</sup> It serves as a final project evaluation, combining both summative and formative approaches.

It is gender-responsive and addresses power relations, empowerment, participation, inclusion, independence, integrity, transparency, quality, credibility, and ethics. The evaluation team used appreciative inquiry and positive deviance approaches to highlight strengths, weaknesses, challenges, and achievements. The evaluation prioritizes transparency, involves stakeholders, and focuses on meeting the needs of end-users.

The evaluation aligns with UN Women's Evaluation Policy,<sup>4</sup> UNEG Norms and Standards for Evaluation,<sup>5</sup> Ethical Guidelines and Code of Conduct,<sup>6</sup> and UNEG guidance on integrating Human Rights and Gender Equality into evaluations.<sup>7</sup> It incorporates gender-responsive and human rights approaches throughout the evaluation process, considering broader human rights context, gender and intersectional discrimination, power structures, inclusion, and the rights of vulnerable populations.

The UN-SWAP evaluation criteria,<sup>8</sup> including Gender Equality and Empowerment of Women (GEWE), are integrated into the analysis, methodology, and findings. Disability inclusion is also addressed through evaluation questions and stakeholder mapping.<sup>9</sup>

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<sup>3</sup> OECD/DAC Criteria for Evaluating Development Assistance:

<https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>4</sup> <https://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women>

<sup>5</sup> <http://www.unevaluation.org/document/detail/1914>

<sup>6</sup> <http://www.unevaluation.org/document/detail/102>

<sup>7</sup> Including: Integrating Human Rights and Gender Equality in Evaluation-- Towards UNEG Guidance; UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System

<sup>8</sup> <http://www.unevaluation.org/document/detail/1452>

<sup>9</sup> UN Disability Inclusion Strategy for further reference: [https://www.un.org/development/desa/disabilities/wp-content/uploads/sites/15/2019/03/UNDIS\\_20-March-2019\\_for-HLCM.P.pdf](https://www.un.org/development/desa/disabilities/wp-content/uploads/sites/15/2019/03/UNDIS_20-March-2019_for-HLCM.P.pdf)

To ensure quality and completeness, evaluation experts self-assessed the draft report using the UN Women Global Evaluation Reports Assessment and Analysis System (GERAAS).<sup>10</sup>

The evaluation was conducted using the OECD/DAC (Organisation for Economic Co-operation and Development/Development Assistance Committee) evaluation criteria.

The evaluation follows a participatory approach involving an Evaluation Reference Group representing key project stakeholders. This group participates in various stages of the evaluation, including methodology validation, data collection, presentation of preliminary findings, and validation of the final report. The data collection process includes consultations with government representatives, civil society, women's groups, and development partners.

The evaluation employs mixed methods, combining qualitative and quantitative approaches, with the methodology tailored to each stage. In the *inception phase*, the overall evaluation methodology, data collection methods, and analytical instruments were developed. Seven stakeholders from the Evaluation Reference Group (ERG) were consulted. *Data collection* involved two components: a) the data collection mission and b) debriefing with the UN Women team. Data sources included document reviews, inputs from UN Women, stakeholders, grant beneficiaries, direct beneficiaries, and development partners (such as donors). Various evaluation tools were utilized, such as an evaluation questionnaire for the commissioning organization, consultations with staff, in-situ semi-structured interviews with stakeholders and donors, focus group discussions with target groups (including rural/Roma women and persons of trust for Roma women survivors), and an online survey for grant beneficiaries. Validation meetings were conducted to verify initial findings, and triangulation was achieved through observations and desk analysis. Finally, in the *analysis phase*, data was coded according to the evaluation matrix and questions. Data from different sources were cross-referenced to enhance validity. Preliminary findings were prepared and presented to the Evaluation Management Group (EMG) and ERG at the end of the data analysis phase.

The evaluation used mixed methods for data collection, including a desk review of documents, reports, studies, secondary data, and primary data gathered through semi-structured individual or group interviews, focus group discussions, questionnaires tailored for UN Women, and self-administered online surveys with women CSO representatives and media sub-grantees.

Various data collection methods were utilized depending on the participants, individual interviews, group interviews, focused group discussions and a self-administered online survey.

A full list of stakeholders involved in the evaluation mission is presented in Annex 5, with documented reviews in Annex 4, and data collection instruments in Annex 7. The evaluation team successfully gathered substantial evidence for assessing the evaluation criteria through extensive document reviews and stakeholder interviews.

The evaluation identified several limitations. First of all, safety is a subjective concept, and people's perceptions of safety can vary widely. This makes it challenging to measure and compare safety outcomes, as what one person considers safe may not be the same for another. Also, assessing the long-term impact of a safety project is difficult because changes in safety often take years to become evident. Short-term evaluations may not capture the full picture of the project's effects. However, the evaluation did manage to collect and analyze some evidence of impact at the individual level among project beneficiaries. Further, collecting accurate data on women's safety issues can be problematic due to factors such as underreporting, stigma, or lack of awareness. This can result in incomplete or unreliable data, which can hinder the evaluation process. To address this limitation, the evaluation team used triangulation by comparing data from key informant interviews with information from project outputs. Cultural factors can also have a significant impact on safety perceptions and the effectiveness of safety projects. A one-size-fits-all approach may not take into account the cultural nuances that affect women's safety in different communities. To address this concern, civil society organizations partnering with UN Women were asked to assist in organizing focus groups to ensure cultural sensitivity.

Despite these limitations, the evaluation team successfully gathered robust evidence to assess the evaluation criteria.

A detailed overview of the evaluation methodology is provided in annex 1.

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<sup>10</sup> <https://www.unwomen.org/-/media/headquarters/attachments/sections/about%20us/evaluation/evaluation-geraas-guidance-en.pdf?la=en&vs=408>

## 2. Country context

### 2.1 Serbia

#### 2.1.1 Overview of the situation

The socio-economic situation in Serbia during the project period was marked by complex trends. The country has been recovering from the impact of the global economic crisis, facing increased challenges related to the lack of democracy and rule of law combined with impact of global pandemic of COVID-19 and political tensions related to the negotiations between Belgrade and Pristina. Internal challenges were on the rise as well due to the political tensions between ruling and opposition parties and frequent protests of citizens.

Economic growth has been positive since 2015, with interruption during pandemic year. According to the World Bank, economic growth was driven by consumption and investment. Positive economic growth was followed by the improvement of the labor market situation, manifested through increased activity, employment and a drop in the unemployment rate.

However, sustainable development in Serbia still faces various challenges. Population trends are not favorable, marked by population decrease and ageing. Despite the employment increase, there is still a prominent gender gap in the labor market, and certain groups still face the obstacles in the access to employment: young people, the Roma population, persons with disabilities. At-risk-of-poverty rate had been in decline, but it is still much higher than average for European Union, and economic inequalities are still prominent. The situation regarding gender equality measured by the European Institute for Gender Equality EIGE's Gender Equality Index is slowly improving, but it is still far from optimal (58,0 on a scale of 0-100).

Results of different global indicators of the rule of law, freedom and democracy show that further efforts need to be invested in order to improve the areas of human rights, freedoms and democracy (see table Serbia Key Facts).

Table 1: Key facts about Republic of Serbia

Key facts Republic of Serbia	
<b>Population</b>	
Population total (population census 2022) <sup>11</sup>	6,647,003
Population change rate 2022 <sup>12</sup>	-6,6
Life expectancy at birth, 2021 <sup>13</sup>	F: 75,64 M: 69,96
<b>Government</b>	
Global Democracy Index score <sup>14</sup>	6.36
Global Democracy Index category	Flawed democracy
Global Freedom Index 2022 <sup>15</sup>	60/100, partly free
Corruption Perception Index ranking 2021 <sup>16</sup>	96/180
<b>Economy</b>	
GDP per capita 2022 (constant 2015 US \$) <sup>17</sup>	7,354
GDP Growth rate 2022	2.25%
Activity rate, population 15+, 2022	T: 55,5% F: 47,9% M: 63,6%
Employment rate, population 15+, 2022 <sup>18</sup>	T: 50,3% F: 43,2%

<sup>11</sup> Population by age and sex. Data by settlements. <https://publikacije.stat.gov.rs/G2023/Pdf/G20234003.pdf>

<sup>12</sup> <https://data.stat.gov.rs/Home/Result/180701?languageCode=sr-Cyrl>

<sup>13</sup> SORS, Demographic Yearbook, 2022, p. 33, <https://publikacije.stat.gov.rs/G2022/Pdf/G202214019.pdf>

<sup>14</sup> Economic Intelligence Unit (2020).

<sup>15</sup> Freedom House, <https://freedomhouse.org/country/serbia/freedom-world/2023>

<sup>16</sup> Transparency International index measures perception from 0 (highly corrupt) to 100 (very clean) (Transparency International, 2021).

<sup>17</sup> World Bank, <https://databank.worldbank.org/source/world-development-indicators>

<sup>18</sup> SORS, Labour Force Survey 2022, <https://publikacije.stat.gov.rs/G2023/Pdf/G20235695.pdf>

	M: 57,9%
At risk of poverty rate 2021 <sup>19</sup>	T: 21,2% F: 21,9% M: 20,4%
<b>Human Development 2021/2022<sup>20</sup></b>	
Human Development Index score	0.802
Human Development Index Rank	63/191
Inequality-adjusted Human Development Index	0,647 (loss in HD of 34,5%)
<b>Gender Equality</b>	
Gender Development Index, 2021/2022 <sup>21</sup>	0,982
Gender Inequality Index, 2021/2022 <sup>22</sup>	0,131
Gender Equality Index 2021 <sup>23</sup>	58,0/100

Republic of Serbia published the third edition of the gender equality index in October 2021. The Republic scored 52.4 points in 2016, 55.8 in 2018, and 58.0 in 2021. This indicates continuous, albeit not rapid progress in improving gender equality. Largest improvements were made in the field of 'power', while the largest gap between the EU-27 and Serbia is recorded in the fields of 'time' (16.2 points) relating to family and household care and 'money' (21.9 points) relating to salaries and income.

In August 2022, Serbia adopted an action plan on gender equality to accompany the Strategy for Gender Equality 2021-2030.

Implementing regulations for the new Law on gender equality (2021) have yet to be adopted. Several provisions of this Law, including those on reporting and data collection obligations as well as funding of specialized services, will enter in force only in 2024. An increased number of budget users introduced gender-responsive budgeting in their 2022 budgets.

During 2021, the Commissioner for the protection of equality reacted with statements and warnings on various cases of discriminatory attitudes and verbal violence against women. Roma women, older women, poor women, women with disabilities, refugee and internally displaced women, continue to experience intersecting forms of discrimination, which was further exacerbated by the COVID- 19 crisis.

The action plan for the Strategy for Prevention and Combating Gender Based Violence against Women and Domestic Violence 2021-2025 (2021), was not adopted yet, preventing the funding and implementation of the Strategy.

A new action plan for the implementation of UN Security Council Resolution 1325 on Women, Peace and Security has yet to be adopted following the expiry of the previous one in 2020.

In its 2019 baseline report on Serbia, the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) made recommendations that have yet to be addressed. One such recommendation is to amend the definition of rape in the criminal code to comply with the Istanbul Convention. A more comprehensive response is needed to all violence against women covered by the Istanbul Convention, not only domestic violence but also rape, stalking, sexual harassment and forced marriage. The very few support services for these cases of violence are predominantly run by CSOs and operate on a limited budget. Police protocols do not mandate cooperation with specialist support services or the routine referral of victims, resulting in the under-use of existing CSO expertise. The action plan on the national programme for safeguarding and improving sexual and reproductive health contains no budgeting. Adequate funding is needed to ensure improved access to quality services in this area.<sup>24</sup>

<sup>19</sup> SORS, SILC, <https://publikacije.stat.gov.rs/G2022/Html/G20221287.html>

<sup>20</sup> UNDP, Human Development Report 2021/2022, p.275-282, [https://hdr.undp.org/system/files/documents/global-report-document/hdr2021-22pdf\\_1.pdf](https://hdr.undp.org/system/files/documents/global-report-document/hdr2021-22pdf_1.pdf)

<sup>21</sup> Ibid, p. 287

<sup>22</sup> Ibid, p.

<sup>23</sup> EIGE, [https://eige.europa.eu/sites/default/files/gender\\_equality\\_index\\_for\\_serbia\\_2021.pdf](https://eige.europa.eu/sites/default/files/gender_equality_index_for_serbia_2021.pdf)

<sup>24</sup> All sources from latest EC Progress report on Serbia, available at [https://neighbourhood-enlargement.ec.europa.eu/serbia-report-2022\\_en](https://neighbourhood-enlargement.ec.europa.eu/serbia-report-2022_en)

## 2.1.2 Women's Political participation

Serbia has made progress in terms of participation of women in national and local branches of legislative and executive power. The proportion of women in the National Assembly of the Republic of Serbia has increased from 33.7% in 2014<sup>25</sup> to 35.2% in 2023.<sup>26</sup> The proportion of women in the ministerial positions at the national level has increased from 21% in 2014 to 34.5% in 2023.<sup>27</sup> Proportion of women among MPs in local parliaments has increased from 18.7% in 2014<sup>28</sup> to 31.3% in 2020, but the proportion among mayors/presidents of municipalities remained very low (6%).<sup>29</sup>

The increase of the proportion of women in legislative and executive power can be attributed to the legally prescribed quotas. Although the participation of women in political decision-making positions has increased, their essential influence on policies remains controversial, as research shows that key channel for distribution of political power are political parties, which are still under strong leadership of men.<sup>30</sup> Women candidates and in political positions are exposed to various forms of gender-based violence, as means of discouraging their public presence and influence.<sup>31</sup>

## 2.1.3 Education

Recent trends in education sphere, as captured by the Gender Equality Index, show decreased participation in formal and informal education, slightly increased gender gap in share of persons who completed tertiary education among women and men (in favour of women) and continuously increased segregation in tertiary education.<sup>32</sup> In 2022 there were 248,508 enrolled university students in Serbia, out of which 58.6% were women.<sup>33</sup> Gender segregation according to the areas of education is prominent. For example, among students in the areas of education women count for 83.4% students, in the area of arts and humanistic studies 65.7%, social sciences and journalism 67.0%, law and administration 63.1%, sciences, mathematics and statistics, 65.7%, health and social protection 74.2%, while in the area of engineering, manufacturing and construction they counted for 41.4%, and in the area of information and communication technologies 31.1%.<sup>34</sup> In 2021 there were 39,956 graduated students, out of which 61.2% were women.<sup>35</sup>

## 2.1.4 Employment and economy of care

Gender inequality remains high in access to employment and resources, including property, land, financial markets, transport, and other resources important for economic empowerment. Women have constantly and consistently lower activity and employment rates than men and higher inactivity rates.

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<sup>25</sup> SIPRU, Gender Equality Index of the Republic of Serbia 2021, p. 41,

[https://eige.europa.eu/sites/default/files/gender\\_equality\\_index\\_for\\_serbia\\_2021.pdf](https://eige.europa.eu/sites/default/files/gender_equality_index_for_serbia_2021.pdf)

<sup>26</sup> National Assembly of the Republic of Serbia, <http://www.parlament.gov.rs/national-assembly/national-assembly-in-numbers/gender-structure.1745.html>

<sup>27</sup> Government of the Republic of Serbia

[https://eige.europa.eu/sites/default/files/gender\\_equality\\_index\\_for\\_serbia\\_2021.pdf](https://eige.europa.eu/sites/default/files/gender_equality_index_for_serbia_2021.pdf)

<sup>28</sup> SIPRU, 2021, p. 41

<sup>29</sup> SORS, Women and Men in the Republic of Serbia, 2020, <https://www.stat.gov.rs/sr-latn/oblasti/stanovnistvo/statistika-polova/20210129-zene-i-muskarci/>

<sup>30</sup> Cvejic, ed. 2016, cited from Babovic, M. 2021. Gender Equality in Serbia, in Spasojevic, D. (ed.), Undermining Democracy. Processes and institutions in Serbia from 2010 to 2020, CRTA, p. 146, [https://demokratija.crtat.rs/wp-content/uploads/2021/09/CRTA\\_Podriavanje-Demokratije\\_procesi-i-institucije-u-Srbiji-2010\\_2020.pdf](https://demokratija.crtat.rs/wp-content/uploads/2021/09/CRTA_Podriavanje-Demokratije_procesi-i-institucije-u-Srbiji-2010_2020.pdf)

<sup>31</sup> OSCE, Violence against women politicians in Serbia: women in politics at the tripoint of gender, power and political culture, <https://www.osce.org/mission-to-serbia/502191>

<sup>32</sup> SIPRU, 2021, p. 32-33.

<sup>33</sup> SORS, education statistics, <https://publikacije.stat.gov.rs/G2023/Html/G20231165.html>

<sup>34</sup> SORS, High education 2021/2022, p.p. 14-15, <https://publikacije.stat.gov.rs/G2022/Pdf/G20226012.pdf>

<sup>35</sup> SORS, Graduated students 2021, <https://publikacije.stat.gov.rs/G2022/Pdf/G20221165.pdf>

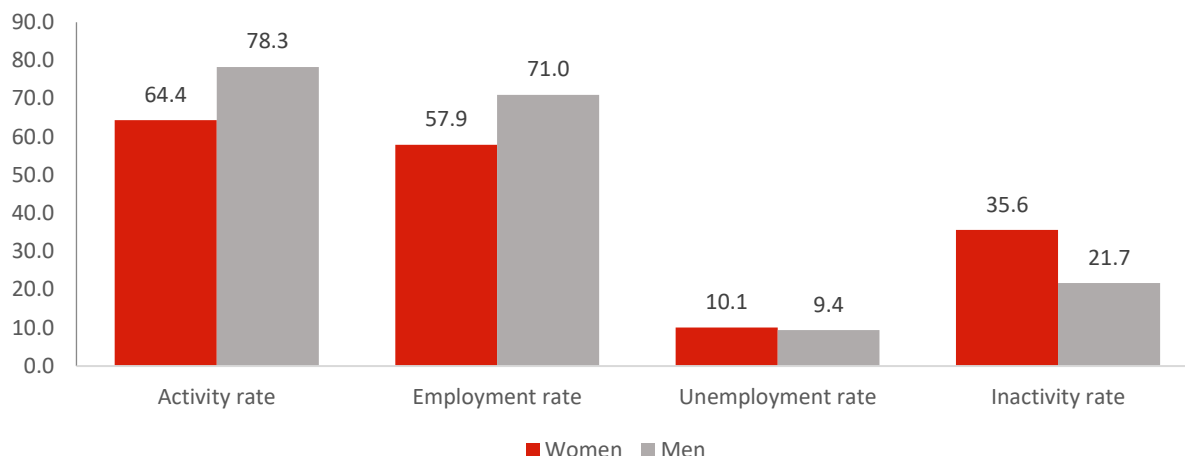


Figure 1: Basic labor market indicators for women and men old 15-64 years, 2022  
Source: SORS, Labour Force Survey, 2022

Gender inequalities manifest also through unbalanced distribution of responsibilities for family and household maintenance. Data from the 2021 Time Use Survey reveals that women spend less time daily on paid work than men do (on average 51 minutes less) but much more time on unpaid work (on average 1,49 hours). Their total work hours are longer (11 hours and 51 minutes compared to 10 hours and 53 minutes for men) and the time dedicated to leisure activities shorter (on average 35 minutes).<sup>36</sup>

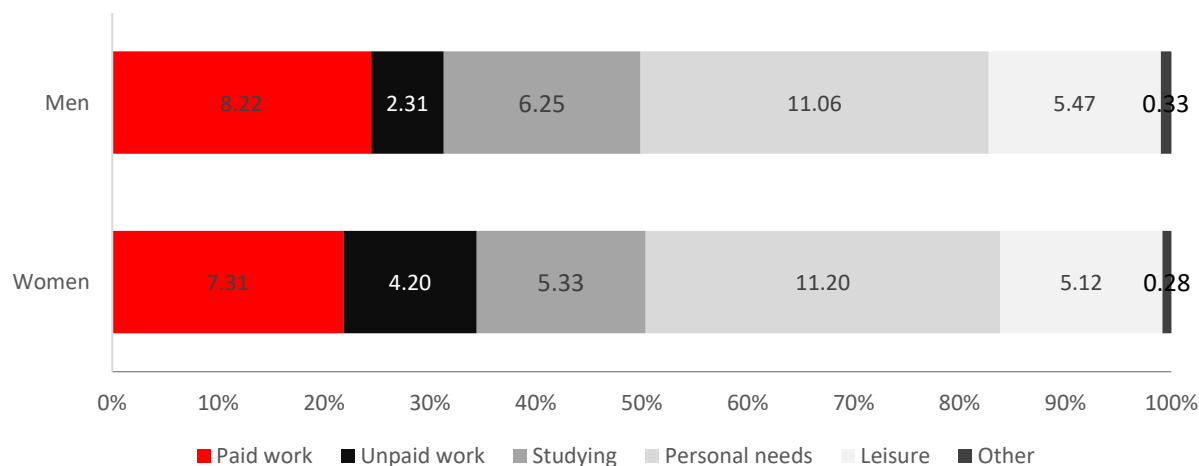


Figure 2: Average time of those who performed activities, during weekdays, by type of activity and sex, Republic of Serbia, 2021/2022 (hours and minutes)  
Source: SORS, Time Use Survey in the Republic of Serbia 2021<sup>37</sup>

### 2.1.5 Violence against women

Asymmetric gender regimes, patriarchal culture, history of recent conflicts in the region and economic hardships contributed to the relatively high prevalence of various forms of gender-based violence in Serbia. Violence against women is prevalent in

<sup>36</sup> SORS. Time Use Survey in the Republic of Serbia 2010 and 2015, 2017.

<sup>37</sup> <https://www.stat.gov.rs/en-US/vesti/statisticalrelease/?p=13924&a=18&s=1808#:~:text=The%20data%20indicate%20that%20a,%2C%20i.e.%20almost%20four%20hours>

Serbia. According to data from OSCE survey on wellbeing and safety of women in Serbia conducted in summer 2018, just over one fifth of women older than 15 have experienced physical and/or sexual violence by either their partner or other person. Partner relationships carry the greater danger of these forms of violence than any other, as indicated by double the higher rate of physical and/or sexual violence committed against women by their current or former partners compared to other persons (17% vs. 8%). In partner violence, psychological violence is most commonly experienced, with 44% of women reported they experienced this form of partner violence. According to the research, 42% of women older than 15 have been exposed to sexual harassment and every tenth woman was a victim of stalking. Almost one third of women have reported the experience of some form of violence during childhood.

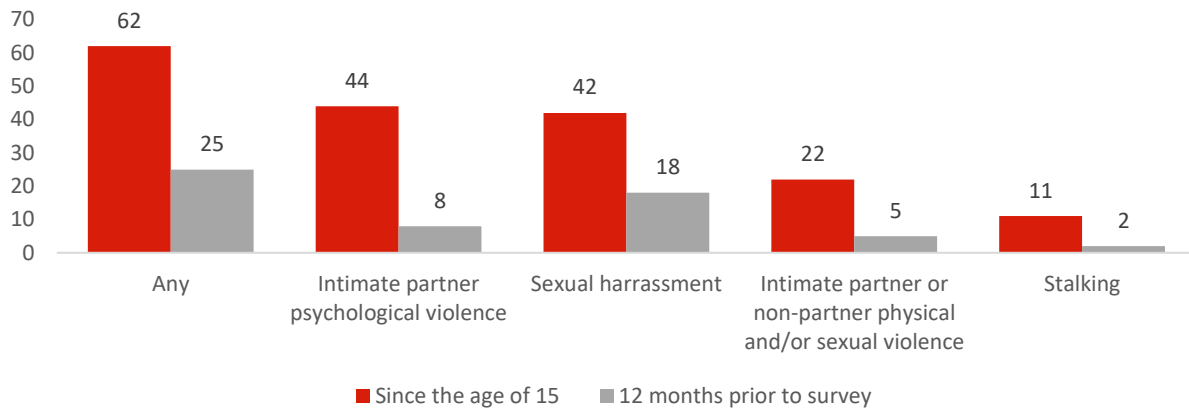


Figure 3: Prevalence of different forms of violence against women

Source: OSCE Survey on wellbeing and safety of Women, quoted from SIPRU (2018) Gender Equality Index Serbia 2018.

### 2.1.6 International framework

The legislative framework for gender equality of the Republic of Serbia is guided by the obligations under the key international legal instruments.

Serbia has committed as successor to the Socialist Federal Republic of Yugoslavia, to the UN Convention on the Political Rights of Women (1953); the International Covenant on Civil and Political Rights (1966) (articles 20 and 26); the International Covenant on Economic, Social and Cultural Rights (1966) (article 2); and the Convention on Elimination of All form of Discrimination Against Women (CEDAW) (1979). Serbia has also committed to the Beijing Declaration and Platform for Action (Equality, Development and Peace) of 1995 and the UN Resolution 1325 'Women, Peace and Security' (2000). At the European Level Serbia is signatory to the EU Charter of Fundamental Rights and the European Conventions for the Protection of Human Rights and Fundamental Freedoms, the European Social Charter, the Council of Europe Convention on Action against Trafficking in Human Beings (as of 2009) and most recently as of 2013 the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention).

### 2.1.7 National framework

National framework for gender equality and women's empowerment (GEEW) in Serbia is guided by the international commitments Serbia has accepted by ratifying key conventions and joining platforms. This includes but it is not limited to the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) (1979) and Optional Protocol to the CEDAW (2000), Convention on the Political Rights of Women (1953), Declaration on the Elimination of Violence Against Women (1993), Beijing Declaration and Platform for Action (1995), UN Security Council Resolution 1325 Women, Peace and Security (2000), Council of Europe Convention on preventing and combating violence against women and domestic violence – Istanbul Convention (2011). Serbia has been active in the reporting to the international mechanisms. The Fourth periodic report to CEDAW Committee was submitted in 2017, followed by dynamic shadow reporting of CSOs (over 10 reports). The First state report to the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) was submitted in 2018, while alternative reports were submitted by Protector of Citizens of the Republic of Serbia and a number of women's organizations. Serbia has also participated in the Beijing +25 process.

In the domestic legislation gender equality is encoded in the Constitution (Article 15), and it is further stipulated by the Law on Gender Equality (2021) and Law prohibiting discrimination (2009, amended 2021). In addition to these overarching laws, gender equality in different spheres is regulated by the sectoral laws on employment, work, social protection, education, health care, access to justice, and other areas. Of particular importance for the prevention and elimination of violence against women is Law on Prevention of Domestic violence (2017). National gender equality policies are guided by the overarching National Strategy for Gender Equality 2021-2030. Specific strategy provides guidance in policies combating gender-based violence against women – Strategy for Prevention and Combating Gender Based Violence against Women and Domestic Violence 2021-2025, and additionally, the Criminal Code regulating criminal offences in cases of violence against women and domestic violence and Family Law providing for civil lawsuit for the issuance of protection orders against domestic violence.

Mechanisms for gender equality are established at the central, provincial and local levels. At the central level, main inter-ministerial mechanism is Coordination Body for Gender Equality (CBGE), while part of the responsibilities lies with the Ministry of Human and Minority Rights and Social Dialogues.

There are also two independent oversight institutions significant for the protection and promotion of gender equality: The Commissioner for the protection of equality, and the Protector of citizens, with one deputy protector responsible for gender equality.

At the level of Autonomous Province (AP) of Vojvodina, gender equality is under responsibility of Secretariat for the social policy, demography and gender equality. According to the Law on gender equality (2021), local self-governments are obliged to establish local gender equality mechanisms (GEM). Although almost all local self-governments have established GEMs in some form, many of them are not very active and those that are active have at their disposal very low budgets for the implementation of activities.

The Budget System Law mandates the implementation of gender-responsive budgeting (GRB), which entails gender mainstreaming of the budget process, including a gender analysis of the financial plan and restructuring of income and expenditures to advance gender equality.

## 2.2 Montenegro

### 2.2.1 Overview of the situation

Like many countries, Montenegro faced economic challenges due to the COVID-19 pandemic in 2020 and 2021. Tourism, a major contributor to the Montenegrin economy, was severely impacted as travel restrictions and lockdowns reduced international tourism. The government implemented various measures to mitigate the economic impact of the pandemic, including financial support for affected businesses, wage subsidies, and increased healthcare spending. According to the latest World bank report<sup>38</sup> the pandemic has laid bare Montenegro's susceptibility to external shocks, primarily arising from its economy's openness and reliance on services, as well as its relatively small size. Additionally, these vulnerabilities can be attributed to the country's chosen strategies and policies. Despite a robust rebound in 2021, with a growth rate of 13 percent, the economy still lags behind its 2019 performance and is currently grappling with fresh challenges stemming from global geopolitical and economic uncertainties.

Elections held in 2020 can be considered as watershed bearing in mind that after three decades, predominant party (Democratic Party of Socialists DPS) lost the elections. However, the period that followed brought significant instability as, in three years, Montenegro saw two Governments, the first between 2020 and 2022, and the second 2022-2023. The second lost confidence 4 months into power and has been in care-taker status ever since. Each Government changed the structure of the Ministries, thus adding to the institutional instability.

Table 2: Key facts about Montenegro

Key facts Montenegro	
Population	
Population total (population census 2011)	620.029 <sup>39</sup>

<sup>38</sup> <https://www.worldbank.org/en/country/montenegro/overview#4>

<sup>39</sup> Data from the latest Census in Montenegro in 2011: <https://www.monstat.org/cg/page.php?id=322&pageid=322>

	616.695 <sup>40</sup>
Population growth 2022 per 1000 inhabitants <sup>41</sup>	0.05
Life expectancy at birth (2021) <sup>42</sup>	73.8 M: 70.8 F: 77
<b>Government</b>	
Global Democracy Index 2020 <sup>43</sup>	5.77 (rank 81)
Global Freedom Index 2022 <sup>44</sup>	67 (partly free)
Corruption Perception Index 2021 <sup>45</sup>	45
<b>Economy</b>	
GDP per capita 2021 (current US \$) <sup>46</sup>	9,465.70 USD
GDP Growth rate 2021 <sup>47</sup>	12.4%
Employment rate, population 15+, 223	T:50.3% M: 55.2% F:45.4% <sup>48</sup>
At risk of poverty rate, 2021 <sup>49</sup>	T: 21.2% M: 21.1% F: 21.3%
<b>Human Development</b>	
Human Development Index Value, 2021 <sup>50</sup>	0.832
Human Development Index Rank, 2021 <sup>51</sup>	52/191
Inequality-adjusted Human Development Index, 2020 <sup>52</sup>	0.756
<b>Gender Equality</b>	
Gender Development Index, 2020 <sup>53</sup>	0.981
Gender Inequality Index, 2020 <sup>54</sup>	0.119
Gender Equality Index 2019 <sup>55</sup>	59.3/100

In July 2021, the government adopted the 2021-2025 National strategy for gender equality, its action plan for 2021-2022 and the final report on the implementation of the 2017-2021 action plan for achieving gender equality.

The legislative framework on gender equality still has a limited impact due to insufficient political will to prioritize this issue in the overall governmental accountability mechanisms. Difficulties remain, notably in relation to female labour market participation and vocational training. Women also remain under-represented in political and economic decision-making. Women make up only a quarter of the total management in the public administration, often due to explicit or implicit bias in

<sup>40</sup> National Statistical Office MONSTAT, latest population estimate, available at: <https://www.monstat.org/cg/page.php?id=273&pageid=48>

<sup>41</sup> The World Bank, <https://data.worldbank.org/indicator/SP.POP.GROW?locations=ME>

<sup>42</sup> National Statistical Office MONSTAT, <https://www.monstat.org/cg/page.php?id=52&pageid=52>

<sup>43</sup> Economic Intelligence Unit (2020).

<sup>44</sup> Freedom House, <https://freedomhouse.org/country/serbia/freedom-world/2023>

<sup>45</sup> Transparency International index measures perception from 0 (highly corrupt) to 100 (very clean) (Transparency International, 2021).

<sup>46</sup> The World Bank: <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=ME>

<sup>47</sup> The World Bank: <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?locations=ME>

<sup>48</sup> National Statistical Office MONSTAT, <https://www.monstat.org/cg/page.php?id=1989&pageid=22>

<sup>49</sup> National Statistical Office MONSTAT, <https://www.monstat.org/cg/page.php?id=1727&pageid=1673>

<sup>50</sup> UNDP, Human Development Report 2021/2022, p.275-282, [https://hdr.undp.org/system/files/documents/global-report-document/hdr2021-22pdf\\_1.pdf](https://hdr.undp.org/system/files/documents/global-report-document/hdr2021-22pdf_1.pdf)

<sup>51</sup> Ibid.

<sup>52</sup> Ibid.

<sup>53</sup> UNDP, <https://hdr.undp.org/gender-development-index#/indicies/GDI>

<sup>54</sup> UNDP, <https://hdr.undp.org/data-center/thematic-composite-indices/gender-inequality-index#/indicies/GII>

<sup>55</sup> MONSTAT, [https://www.monstat.org/uploads/files/demografija/rodnaavnopravnost/Indeks%20rodne%20ravnopravnosti%20MNE%20\(2\)\\_25.7.pdf](https://www.monstat.org/uploads/files/demografija/rodnaavnopravnost/Indeks%20rodne%20ravnopravnosti%20MNE%20(2)_25.7.pdf)

hiring, training and promotion practices. There has been an increase in smear campaigns, hate speech and use of gender-based violence against women in politics and public life. Women have been disproportionately affected by the COVID-19 pandemic.

Montenegro achieved a score of 59.3 out of 100 in the gender equality index in 2023<sup>56</sup>, which is a progress from 55 in 2019.

Gender-based violence, in particular domestic violence, remains a serious and persistent criminal, societal and public health issue. The State does not provide enough specialised services for women and children who have survived violence. Crisis centres and clear protocols for victims of sexual violence have not been established.<sup>57</sup>

### 2.2.2 Women's Political participation

After 2014 amendments of the Electoral law when more effective quotas were introduced the share of women in national and local parliaments started to increase. The current parliament (2023) has one female vice president and 27.1% of female members of the parliament. The situation is slightly better at the local level, where there is on average 32% female members of the Parliament. However, only three women hold the position of the mayor in 25 Montenegrin municipalities.<sup>58</sup> The number of women on the ministerial position in the Government has been three in the past three Governments, but its share was different as the Governments had different number of members. So, in 2016 four women meant 21%, in 2020, 33.3% and in 2022 – 20%.<sup>59</sup>

The share of women in the national and local parliament can be attributed to the 2014 amendments of the Electoral Code, when the existing quotas were strengthened, as replacement of a female candidate with a male one was disabled. However, due to the fact that Montenegro has a proportional electoral system that contributes to the fragmentation of the Parliament, the quotas cannot achieve the desired results. Additionally, female politicians are facing number of other obstacles, as parties act as informal gatekeepers in the candidature process, traditional society puts pressure and more recently women face significant online violence.<sup>60</sup>

### 2.2.3 Education

When it comes to education in Montenegro, more women graduate than do men. According to data collected in 2017, 21.1% women graduated at a tertiary level compared to 18.6% of men. At the same time, women are also a significant majority among those that have no education- 80.8%. Women are majority within the segment of the population with incomplete primary school as well- 73%. This can be explained by the generational change as it was in the past less common for women to receive any kind of education, while today women see an opportunity in education. Women are majority of those who receive postgraduate degrees (67% of those with a specialist diploma are women; 61.6% of those have received masters' degrees).

Unfortunately, there is no evidence that the better education of women has resulted in them securing better jobs or having higher salaries. Also, there are significantly more female students in the fields of education, health and welfare humanities and the arts – 29% compared to 15.3% of male colleagues, which has been criticized by the latest CEDAW report (2017).<sup>61</sup>

### 2.2.4 Employment and economy of care

When it comes to employments, women lag in the main indicators. They are less in the labour market and less employed, as can be seen in the table below. In the past a very unfavourable piece of legislation regarding encouraging women to work was passed. It was referred as the 'Law on Mothers' and strongly discouraged women with three or more children from working. Namely, women who had three or more children could retire earlier, regardless of their age, working record or other

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<sup>56</sup> [https://monstat.org/uploads/files/demografija/rodnaavnopravnost/Gender%20equality%20index%20ENG\\_25.7.pdf](https://monstat.org/uploads/files/demografija/rodnaavnopravnost/Gender%20equality%20index%20ENG_25.7.pdf)

<sup>57</sup> All sources from the latest EC Progress report on Montenegro, available at [https://neighbourhood-enlargement.ec.europa.eu/montenegro-report-2022\\_en](https://neighbourhood-enlargement.ec.europa.eu/montenegro-report-2022_en)

<sup>58</sup> The National Statistical Office, [https://www.monstat.org/cg/publikacije\\_page.php?id=212&pageid=142](https://www.monstat.org/cg/publikacije_page.php?id=212&pageid=142)

<sup>59</sup> Original composition before one of the female ministers resigned.

<sup>60</sup> Center for Monitoring CEMI, <https://cemi.org.me/storage/uploads/msoDCKggRjISFn2s10Y0vQkpAjCHhRjqZ30TRDt6.pdf>

<sup>61</sup> Gender Equality Index Montenegro, 2019, available at: <https://www.undp.org/montenegro/press-releases/gender-equality-index-montenegro>

qualifications. The result was approximately 17,000 women that withdrew from the labour force. Unfortunately, when the law was withdrawn, most women could not return to their previous work.<sup>62</sup>

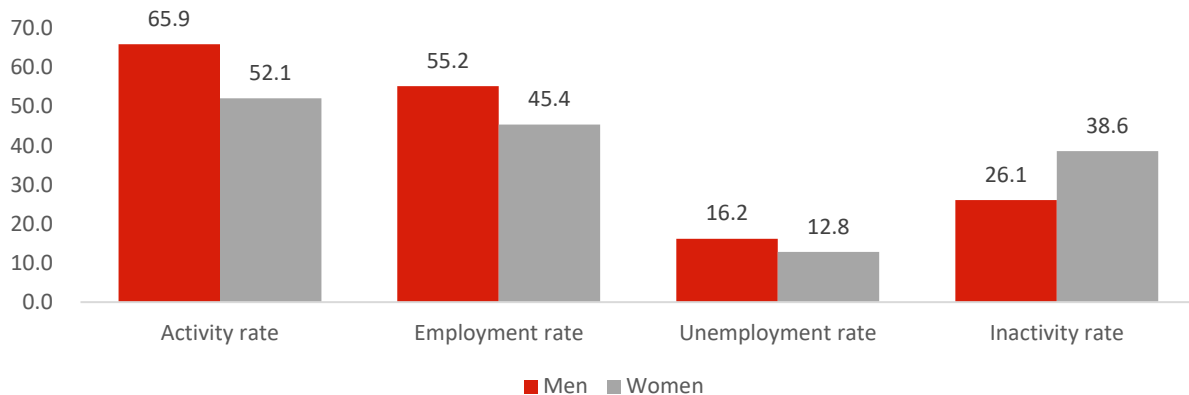


Figure 4: Basic labor market indicators for women and men old 15-64 years in Montenegro, 2022  
Source: National Statistical Office Monstat

The duration of working life for women in Montenegro in 2017 was 27.9 which means that a woman who is 15 'today' is, on average, expected to be active in the labour market for the next 27.9 years, while the expectancy for a man is longer - 34.4 years. The difference could be ascribed to women finding it more difficult to find employment or due to maternity being a frequent reason for the termination of employment (especially regarding short term contracts).<sup>63</sup>

### 2.2.5 Violence against women

In 2021, Statistical Office for the first time implemented the Survey on Living Conditions and Women Safety (EU-GBV) in Montenegro. Target population of the EU-GBV survey are women of age from 18 to 74 years and it included 2.232 households. The results show that in Montenegro, one in five women (20.2% of women) reported experienced violence by intimate partner during lifetime. Also, in total, 6.2% of women reported violence by a non-partner during adulthood. During adulthood, in total 7.5% of women reported experienced domestic violence, while violence by any perpetrator was experienced by 11.7% of women. Sexual harassment at work during lifetime was reported by 17.5% of women.<sup>64</sup> Physical violence have been reported by one third of female respondents in another survey conducted by DeFacto and OSCE.<sup>65</sup>

### 2.2.6 International framework

After regaining independence in 2006, Montenegro became the 192nd UN member. In 2006, following the signing of the Helsinki Final Act, Montenegro also became a member of the OSCE. Montenegro signed the European Convention on Human Rights in 2006 and became the 47th member of the Council of Europe in 2007. In 2017, it became the 29th member of NATO.

Montenegro reported on CEDAW implementation in 2011, 2017 and 2021. Montenegro acts in the eight areas of Beijing Declaration and Platform for Action: Promotion of women's human rights and gender equality, Gender-sensitive upbringing and education, Gender equality in the economy; Gender sensitive health care, Gender-based violence, Gender equality in the media, culture, and sports, Equality in the decision-making process in political and public life, Institutional mechanisms for implementation of gender equality and international cooperation. Montenegro ratified the Istanbul Convention in 2013, which entered into force on 1 August 2014, as well as the CEDAW which, in accordance with the Constitution of Montenegro as international law has the primacy over domestic legislation and is to be directly applied when domestic legislation is not aligned with international law.

<sup>62</sup> Ibid, p. 15.

<sup>63</sup> Ibid, 15.

<sup>64</sup> National Statistical Office Monstat, <http://monstat.org/eng/novosti.php?id=3625>

<sup>65</sup> OSCE, <https://www.osce.org/me/mission-to-montenegro/531380>

### 2.2.7 National framework

Montenegro passed its Constitution in 2007.<sup>66</sup> In this document, in Article 18, it is stated that the state guarantees equality between men and women and develops policies of the equal opportunities. Another important Article of the Constitution states that any direct or indirect discrimination based on any grounds is prohibited. It is also clearly explained that affirmative action cannot be considered as discrimination (Article 8).

The same year two other relevant laws were adopted – Law on gender equality<sup>67</sup> and Law on Ombudsman.<sup>68</sup> In 2010, also Law on prohibition of discrimination is passed.<sup>69</sup> These four documents should be considered the cornerstones of the gender equality legal framework in Montenegro, even though there are other relevant pieces of legislation that complement the system, especially Labour law,<sup>70</sup> Criminal Code<sup>71</sup> or Electoral law.<sup>72</sup> Other relevant legislation includes: Law on Protection from Domestic Violence, Law on Free Legal assistance, the Law on Employment and Exercising Rights from Unemployment Insurance, Law on the election of councilors and deputies, Law on the Constitutional Court of Montenegro, Law on the Judicial Council and judges, the Law on the State Prosecutor's Office, the Code of Criminal Procedure and the Law on Foreigners. Amendments to the Criminal Code that were adopted in July 2013, introduced new security measures against perpetrators of domestic violence or family violence, which harmonized the provisions of the Criminal Code with the Istanbul Convention.

The Law on Gender Equality regulates the way gender equality principle is implemented, as well as measures to eliminate discrimination based on gender and create equal opportunities for the participation of women and men, and persons of different gender identities in all areas of social life. The law defines mandate of state bodies, state administration bodies and local governments, public institutions, public companies and other legal entities that perform public authorities, but also of other subjects in the private sector. Particularly relevant is the Protocol on the Treatment, Prevention and Protection from Violence against Women and Domestic Violence, which become obligatory for all signatories in 2019.

Montenegro passed four national gender equality strategies so far (2007- 2013, 2013- 2017. i 2017 – 2021), the latest in 2021 with the mandate till the end of 2023.

## 3. Description of the Project and Theory of Change

**The project duration:** 48 Months (01/01/2020- 31/12/2023 (48 months)

(As amended by Amendment 1, dated 15/06/2022)

**Project budget:** NOK 26,165,624.00 (total budget)

**Geographical scope:** The Project geographical scope includes Republic of Serbia and Montenegro

**Implementing agency:** The United Nations Entity for Gender Equality and the Empowerment of Women

### 3.1 Project background

The Project is implemented in Serbia and Montenegro and focuses on improving the status of women and enabling them to live lives without gender-based discrimination and violence. It is implemented due to generous support of the Norwegian Ministry of Foreign Affairs (MFA), co-funded by UN Women, and in partnership with the Ministry of Ministry of Justice

<sup>66</sup> Sl. list CG, no.1/2007 and 38/2013

<sup>67</sup> Sl. list CG, no.1/2007 and 38/2015

<sup>68</sup> Sl. list CG, no.1/2007, 38/2015 and 21/17

<sup>69</sup> Sl. list CG, no. 41/2010, 40/11, 18/14 and 42/17

<sup>70</sup> Sl. list CG, no. 074/19, 008/21 and 059/21

<sup>71</sup> Sl. list CG, no. 70/2003, 13/2004, 47/2006, 40/2008, 25/2010, 32/2011, 64/2011, 40/2013, 56/2013, 14/2015, 42/2015, 58/2015, 44/2017, 49/2018 and 3/2020

<sup>72</sup> Sl. list RCG, no. 16/2000, 9/2001, 41/2002, 46/2002 and 45/2004

Montenegro, Commissioner for Protection of Equality in Serbia, women’s civil sector organizations in Serbia and Montenegro and media in Serbia. The project is focused on increasing the knowledge and capacities of police and justice system actors in Montenegro for better realization of urgent measures for victim protection against perpetrators of violence, through the implementation of bracelet for victim(s) and perpetrator(s) system (EMS). In addition, there is a focus on strengthening the capacities of the Commissioner for Protection of Equality and women’s civil sector organizations on awareness of rural women on the protection from violence and gender-based discrimination. Finally, the project intervention is aimed at advancing the knowledge and skills of journalists and editors about the risks of gender stereotyping when reporting about violence against women and girls and femicide, particularly in the online sphere.

### 3.2 Project objectives and interventions

Project activities included:

**Within output 1**, software purchase and adaptation and purchase of electronic bracelets; followed by the training for institutions on the use of new equipment and support in the implementation of electronic surveillance measures.

**Within output 2**, re-granting was undertaken to support women's civil society organizations dealing with issues relevant to rural women on the legal framework regarding protection from violence and gender-based discrimination, also trainings and innovative outreach plans for informing and communication with rural women and girls. Study tours took place and also annual award to media was introduced.

**Within output 3**, training for journalists on media reporting about VAWG, femicide and gender- based discrimination was undertaken, as well as development of the Guidelines and Recommendations for ethical and non-discriminative reporting about VAWG, and support was provided to media to undertake relevant reporting on the project issues.

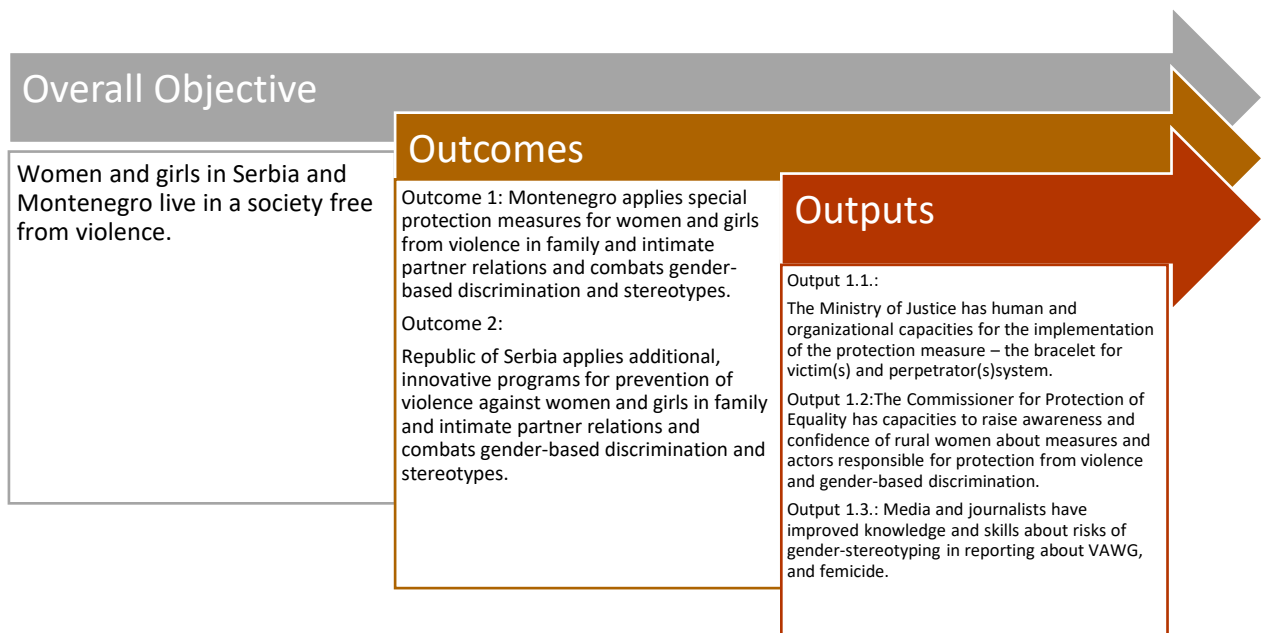


Figure 5: Impact, Outcomes and Outputs of the Project

### 3.3 Theory of change

The Project Theory of Change states that IF (1) the Ministry of Justice (Human and Minority Rights)<sup>73</sup> of Montenegro has strengthened human and organizational capacities for the implementation of the special protection measures – bracelet for victim(s) and perpetrator(s) system, and IF (2) the capacities of the Commissioner for Protection of Equality to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender-based discrimination in cooperation with women's organizations are built, and IF (3) women, especially those from marginalized societal groups are empowered to use available and accessible protection mechanisms, and IF (4) the media is equipped with knowledge, material, and procedures for adequate reporting on VAWG and gender based discrimination, THEN (5) the conditions for women's and girl's safety are significantly improved, BECAUSE (6) diverse and targeted measures are planned and implemented simultaneously.

For the purposes of evaluation, the following ToC was reconstructed:

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<sup>73</sup> Note that this Ministry is not longer a part of the Government, and currently is titled Ministry of Justice (the portfolio of human and minority rights is under the separate line Ministry)

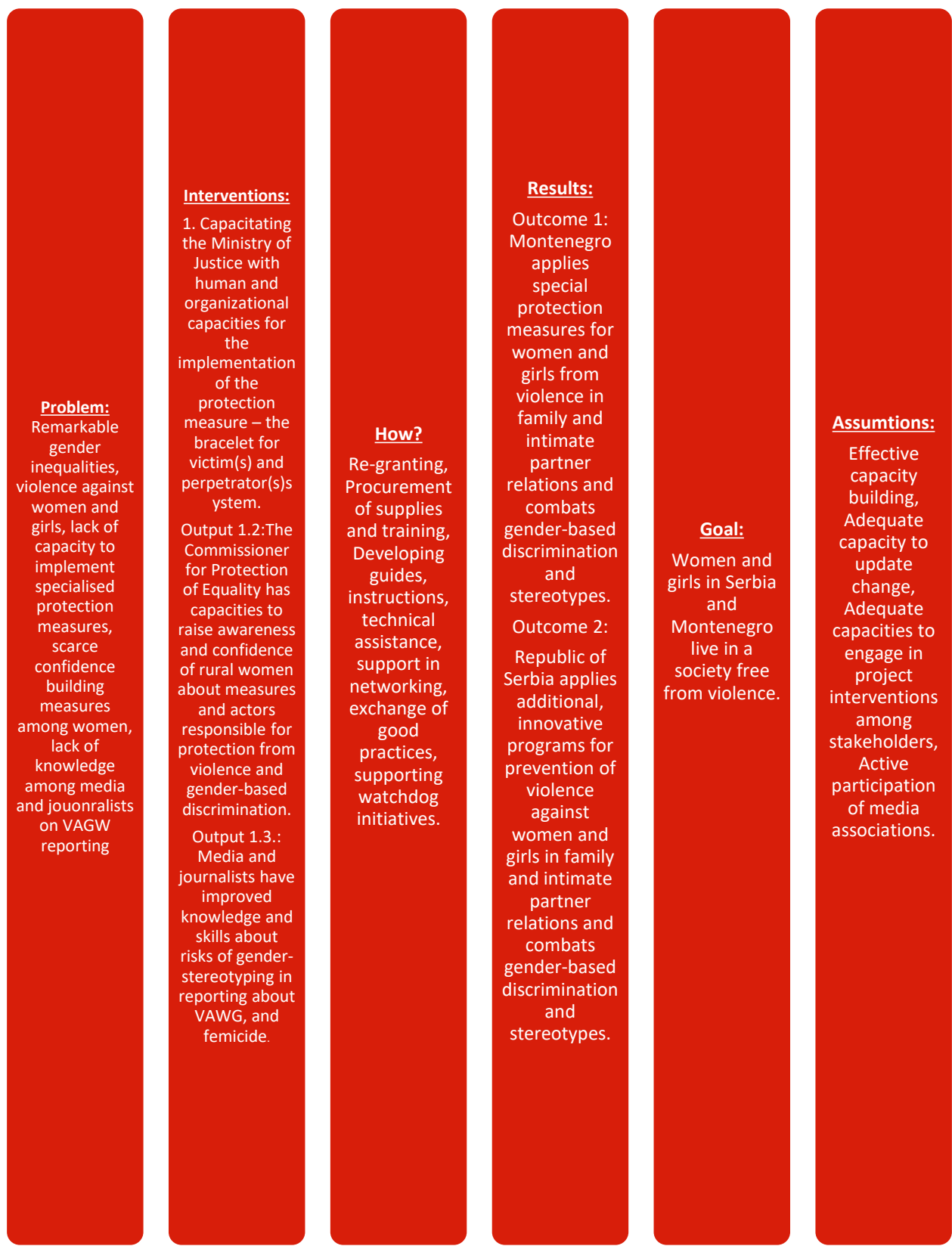


Figure 6: Project theory of change reconstructed

### 3.4 Stakeholder analysis

Project target groups (according to evaluation ToR) are:

- 34 representatives of justice and police sector from Montenegro, selected by the Ministry of Justice of Montenegro, who improved their knowledge on gender-based discrimination, violence and stereotypes, and particularly EMS.
- 15 women's rights organizations that provided support and advocated for the rights of rural women.
- 74 journalists and editors from different media houses in Serbia, who were trained on principles and methods of reporting on VAWG and avoiding traps for sustaining gender-stereotyping in reporting.
- 7 representatives of media houses and association who were engaged in development of guidelines and recommendations for ethical and non-discriminative reporting about VAWG in digital media, and especially femicide.

Following the inception phase activities, the following list of stakeholders is devised, also noting their planned involvement in the evaluation.

Table 3: Map of stakeholders

Stakeholders	Role in the intervention	Involvement in the evaluation
Ministry of Justice of Montenegro <ul style="list-style-type: none"> <li>▪ leadership</li> <li>▪ 5 experts supporting EMS system</li> </ul>	Partner in the Intervention; had benefited from the supplies procured; engaged 5 experts to support EMS system	YES, interview with representatives (Interview with Mr Predrag Krsmannovic, group interview with 5 experts)
Montenegrin representatives of the police, judiciary, prosecutors and centers for social work	Attended the capacity building activities, including work tools development and trainings	Only indirectly (analysis of the evaluation reports from the capacity building, which was prepared in the scope of the Project)
Women CSOs, Montenegro (Centar za zenska prava, SOS telefon za zenu i djecu zrtve nasilja)	CSOs in Montenegro received direct financial support but their activities were linked with the project component in Montenegro regarding EMS, and they related to MoJ to achieve a greater impact of the intervention. Shall the project receive extension, their role in the remainder of the Project may be strengthened.	YES, 2 interviews with 2 WCSOs
The Commissioner for Protection of Equality of the republic of Serbia <ul style="list-style-type: none"> <li>▪ Leadership</li> <li>▪ Implementation partners</li> </ul>	Partner in the Intervention, benefited from capacity building and awareness raising	YES, interview with representative (Ms Jelena Kotevic) and implementation partners
Media community and associated entities, Serbia <ul style="list-style-type: none"> <li>▪ Balkan Investigative Reporting Network (BIRN).</li> <li>▪ Media editors and journalists</li> <li>▪ Belgrade Centre for Human Rights (BCHR)</li> </ul>	BIRN received support to cover issues such as crimes against sexual freedoms; crimes against marriage and family; economic violence etc. and mentoring support to selected media houses. Media editors and journalists worked on Guidelines and Recommendations for ethical and non-discriminative reporting about violence against women and girls. BCHR had a role in knowledge dissemination and change promotion. Media also received annual awards	YES, indirectly through analysis of outputs (exemplary stories, Guidelines) and directly through interviews with BIRN (Ms Dragana Zarkovic Obradovic) and BCHR (Ms Sonja Toskovic/Jelena Jelic) (2 interviews in total)
Women's CSOs, Serbia, recipients of grant scheme support	Benefited from grants, capacity building and partnering, 20 in total, 12 received grants	YES, online survey with 12 grantees

Rural women, Serbia	Benefited from educational activities and trainings on discrimination and VAWG, information sharing, provision of psychological support, economic empowerment, rising awareness campaigns etc. 300 in total, 70,000 in total (including awareness raising)	YES, 2 focus groups (localities to be determined, FG to be organized by local WCSO)
Leaders of change, Serbia	17 young women and two young men improved their knowledge of gender-based discrimination and VAWG.	YES, indirectly through analysis of outputs plus 1 interview (Tina Milovanovic)
Persons of trust for Roma women survivors of violence, Serbia	16 selected experts (Roma coordinators, from Centres for Social Work, NES, Roma activists) benefited from capacity building	YES, 1 focus group with a sample of 7 people (WCSO Bibija, Ms Slavica Vasic, supported organisation)
UN Women	ISWS Team members include: Project Officer, Operations Analyst, Project Associate, Coordination Associate, Administrative Assistant and Programme Assistant	Yes, Interview with Project Manager and Project Assistant, questionnaire and interview with the Director
Donor (RNE)	Provided funds to the action, may be interested in follow up	Yes, interview/email questionnaire

## 4. Evaluation findings

### 4.1 Relevance

#### Key finding 1 (R\_KF\_1)

**The project is and remains fully relevant for the context of the needs and priorities of Serbia and Montenegro.** It addresses the priorities, needs and gaps of various stakeholders which were included in the project design and its implementation, as project partners or beneficiaries, including law/justice enforcement agencies and bodies; equality protection body (including gender), civil society, media and potential/actual victims of domestic violence.

Interviewed stakeholders and project beneficiaries confirmed that project has had the high relevance and that the intervention, even though perhaps overly complex and ambitious, has been flexibly (re)designed to continue addressing the relevant needs and priorities of the end beneficiaries. While the intervention's overall objective<sup>74</sup> clearly reflects the original/redesigned intentions and while the anticipated trajectory of the intervention is further detailed in the two project outcomes,<sup>75</sup> the intervention logic mainly followed three general directions, derivative from the three planned outputs.<sup>76</sup> There appears that realistically project has targeted two goals, addressing VAGW (unambiguously) and the socio-economic status of rural women (via other potentially relevant aspects) as a venue towards prevention and protection from violence, faced by many women living in rural areas while lacking economic and social power to exit the circle of violence. According to the OSCE-led survey on wellbeing and safety of women, 36% of women living in rural areas experienced some form of

<sup>74</sup> "Women and girls in Serbia and Montenegro live in a society free from violence."

<sup>75</sup> "Outcome 1: Montenegro applies special protection measures for women and girls from violence in family and intimate partner relations and combats gender-based discrimination and stereotypes" and "Outcome 2. Republic of Serbia applies additional, innovative programs for prevention of violence against women and girls in family and intimate partner relations and combats gender- based discrimination and stereotypes."

<sup>76</sup> Output 1.1.: The Ministry of Justice in Montenegro has human and organizational capacities for the implementation of the protection measure – the bracelet for victim(s) and perpetrator(s) system; Output 1.2.: The Commissioner for Protection of Equality in Serbia has capacities to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender- based discrimination and Output 1.3.: Media and journalists have improved knowledge and skills about risks of gender- stereotyping in reporting about VAWG, and femicide.

sexual harassment since age of 15 years, 8% experienced physical or sexual violence perpetrated by persons who were not their partners and 10% experienced same forms of violence by partners.<sup>77</sup>

*'Support reached women in need. Among them were those who experienced domestic violence, there were also those who still experience domestic violence. We have two hunters in the village who are aggressive, so when we told them that they must not attack the woman, because they will be reported and their rifles will be taken away, they have been calm ever since.'* (representative of organization implementing project targeting rural women)

Key finding 2 (R_KF_2)	
The Project includes 3 streams of actions, each with variable relevance.	
Stream of Action	Detailed findings
Stream of action 1 Enhancing the capabilities of the designated law enforcement agency in Montenegro (with human and technical capacities) for the implementation of the 'protection measure – the bracelet for victim(s) and perpetrator(s) system.	<p>Albeit this stream of action originally targeted Serbia territorially, as the MoI of Serbia decided to withdraw from the Project, the territorial focus was shifted to Montenegro, which a) was in need of the intended support, b) accepted the intended support and c) is already benefiting from the intended support. Hence, the trajectory of Project has changed over the life span of the Project due to shifting goals and external factors.</p> <p>Currently, the stream of action 1 is unambiguously connected, applicable and appropriate to the purpose at hand. There is clear evidence that, following the territorial shift that occurred within the Project, the UN Women clearly considered the pertinent information, data, actions and factors and they planned and implemented related activities that contribute significantly to achieving the intended goals and to addressing the specific objectives of the project. It is not so clear whether the same can be said for the original design of the action.</p> <p>Bearing in mind the evident need for improving the safety of women in Montenegro, expressed keen interest by the line ministry to expand the implementation of the special protection measure - the bracelet for the victim(s) and perpetrator(s) system (EMS) already in use but in a much smaller scale in Montenegro, and Montenegro UN Sustainable Development Cooperation Framework 2023-2027, the project responded to those needs and raised the capacity of the line ministry to implement special protection measure in Montenegro at the larger scale.</p> <p>However, given the current political situation in Montenegro, delayed formation of the Government and anticipated normative changes of the Criminal Code and relevant bylaws, as well as the clear need for the regulation of the coordinated enforcement of the EMS between the MoJ and MoI in the implementation of EMS, it appears that stronger focus and (extended) implementation of, currently not planned, actions is needed, to consolidate the relevance of the Project, within this stream of the action, and in Montenegro specifically.</p> <p>Analyzing the draft version of the new Criminal Code, one gets the impression that there will be a strong legal basis for the utilization of EMS on the territory of Montenegro. Changing the law certainly requires the stabilization of political conditions in Montenegro, which is expected as of November 2023 (election of a new government and the start of the work of the Parliament). In addition, for the full use of EMS, additional work is needed on the promotion of the System at hand, which could be achieved through the extension of this project.</p>
Stream of action 2 Capacitating the Commissioner for Protection of Equality in Serbia to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender- based discrimination.	<p>The stream of action here addresses broader societal needs related to rural women. According to available evidence, the stream of action serves a larger purpose and fulfills a common relevance requirement, but scarce evidence was found of it contributing directly to achieving the specific goals originally set out related to protection from violence, as the implementation doesn't directly align with the intended objectives. The relevance of this segment of the action (addressing the needs of rural women in Serbia) lies in it directly addressing the unique challenges and opportunities faced by this specific demographic and thereby indirectly reducing rural women's vulnerability to violence. By tailoring initiatives to their needs, the Project empowered and uplifted rural women, promoting social and economic development in rural areas, and therefore addressing gender and area-based</p>

<sup>77</sup> OSCE-led Survey on Wellbeing and Safety of Women. Serbia report, p. 66

	<p>discrimination however not exclusively or explicitly targeting protection from violence nor safety. The relevance here was confirmed using the ‘outcome harvesting’<sup>78</sup> methods, rather than relying on traditional evaluation methods. Hence, it can be concluded that while the design did not necessarily intend for it, the stream of actions is and remains relevant and significant.</p> <p>Additionally, according to the donor's strategic goals in the Western Balkan region, it is clear that the donor shows interest in this, either by continuing this project (or some of the of projects results e.g. support to the Commissioner for Equality) or by designing a special intervention that would target this stream of action. This is especially evident within the priority of the Economic and Social Development, which is listed as one of the three NMFA priorities in Western Balkan .<sup>79</sup></p>
<p>Stream of action 3 Improving knowledge and skills of media and journalists on risks of gender-stereotyping in reporting about VAWG, and femicide in Serbia.</p>	<p>Both the original design, the intended and implemented arrangements and the trajectory of implementation is found relevant. Media is instrumental in raising awareness, advocating for change, holding individuals and institutions accountable, and empowering women and has the power to shape societal norms and policies, ultimately contributing to the safety and well-being of women. The Project appropriately planned for the interventions here and implemented these as intended. Supported projects in this area may be considered a baseline for a strategic approach by an implementation partner, especially given that in addition to a grant allocation, UN Women has made additional efforts to raise the capacity of supported CSOS-media in better monitoring and understanding of the VAWG topic.</p>

Both the original and amended projects documents confirm that the project design was largely in line with specific local context, that the assessment of needs has been carried out and that available data and past experiences were considered. As per UN Women, this particularly relates to lessons learned and evaluation findings from the evaluation of the UN Joint Project “Integrated Response to Violence against Women” where trajectory of the Project, especially related to adequate law enforcement response to violence against women and also the role of journalists and media in eliminating the traditional social norms and ‘victim blaming’, as well as gender-based discrimination were conceived.

*‘The EMS equipment procured and delivered within the Project is currently used by 6 survivors of domestic violence and associated crimes in Montenegro. In 5 cases, the Basic Court of Podgorica, and in 1 case, the Basic court of Kotor have issued rulings related to Domestic Violence (Article 220 of the Criminal Code of Montenegro); 4 cases, Violent Behavior (Article 399 of the Criminal Code of Montenegro and Serious Bodily Injury Article 151 of the Criminal ode of Montenegro), 1 case, Stalking (Article 168a of the Criminal Code of Montenegro), 1 case where EMS is used for the period of time from 1 to 5 years. In 2020 there were 14, in 2021 14, in 2022 66 and until October 2023 23 EMS measures ruled. Interview with Montenegrin MoJ*

The ambition of the Serbian Commissioner for Equality to address the disadvantaged position of the rural women, in the socio-economic context, has also been voiced at that time, which ended with the somewhat hybrid<sup>80</sup> design of the action, where some activities were to target VAGW exclusively and some only indirectly. Both according to UN Women, the donor, and the key government partners, there is evidence of extensive consultations with the Ministry of Interior of RS, Ministry of Justice of Montenegro (after withdrawal of Serbian MOI from the project) and the Commissioner for Protection of Equality of RS prior to and during the implementation. Institutions seem to all agree that there is a strong ownership of the project and are all proud of the results achieved by the national institutions and other counterparts in both Serbia and in Montenegro. These consultative processes included meetings and discussions with the range of institutions dealing with the issues of VAWG (police, justice sector etc.) and also women CSOs, who had an opportunity to benefit from small grants, where these grants were awarded based on the CSOs designed and proposed projects. However, the CSOs also state that they were not

<sup>78</sup> Outcome Harvesting is an evaluation method that focuses on identifying and documenting unanticipated outcomes or changes resulting from a project, program, or initiative. Unlike traditional evaluation approaches, it doesn't start with predefined indicators or objectives. Instead, it involves systematically collecting evidence of outcomes that were not necessarily intended but are relevant and significant. This method is particularly useful for complex and dynamic situations, allowing evaluators to capture a wide range of outcomes, both positive and negative. It helps organizations understand the true impact of their actions and adapt their strategies to better align with the evolving context and stakeholder needs.

<sup>79</sup> [Priorities and channels of support- Norway in Serbia](#)

<sup>80</sup> Hybrid project design combines elements of traditional and agile methodologies to create a flexible and adaptive approach.

involved in the design and operationalization of the calls for proposals, their eligibility and selection criteria, which is an avenue that UN Women should explore further in the future (consulting potential grant beneficiaries before designing the calls for grants). From what appears, the Project has successfully grasped two intentions – to tackle VAGW and also the status of rural women, albeit this has not been fully articulated in the original results frameworks and expressed plans. The total number of years sentenced in 6 cases for carrying EMS is 16.

*According to data from OSCE survey on wellbeing and safety of women in Serbia conducted in summer 2018, just over one fifth of women older than 15 have experienced physical and/or sexual violence by either their partner or other person. Partner relationships carry the greater danger of these forms of violence than any other, as indicated by double the higher rate of physical and/or sexual violence committed against women by their current or former partners compared to other persons (17% vs. 8%). In partner violence, psychological violence is most commonly experienced, with 44% of women reported they experienced this form of partner violence. According to the research, 42% of women older than 15 have been exposed to sexual harassment and every tenth woman was a victim of stalking. Almost one third of women have reported the experience of some form of violence during childhood.*

*2021, Statistical Office for the first time implemented the Survey on Living Conditions and Women Safety (EU-GBV) in Montenegro. Target population of the EU-GBV survey are women of age from 18 to 74 years and it included 2 232 households. The results show that in Montenegro, one in five women (20.2% of women) reported experienced violence by intimate partner during lifetime. Also, in total, 6.2% of women reported violence by a non-partner during adulthood. During adulthood, in total 7.5% of women reported experienced domestic violence, while violence by any perpetrator was experienced by 11.7% of women. Sexual harassment at work during lifetime was reported by 17.5% of women. Physical violence has been reported by one third of female respondents in another survey conducted by DeFacto and OSCE.*

When conceived, the Project was to cover Serbia, territorially, and in the initial project document, the rationale for the project was the high level of femicide and other forms of violence directed at women and girls in Serbia. At the time, according to the UN Women studies, more than 74 percent of femicides in Serbia took place within the families/were committed by the victims' intimate partners – UN Women rightly concluded that home (domestic surrounding) remains the most dangerous place for women, with 68% of femicides taking place in the home of the victim and/or the perpetrator and has planned for the appropriate project actions,<sup>81</sup> the project has planned to deliver support via supplies, services and grants to respond to these needs. The supplies planned amounted to app 700,000 USD and relate to EMS equipment. Over the course of the action, due to the decision makers in Serbia giving up on the already planned actions related to this supply contract for the EMS, the Project has undertaken a mitigation measure and expanded its activity to the state of Montenegro. Hence, the Project territorially expanded to Montenegro, where the EMS equipment eventually ended and is currently being used. Data for Montenegro are more difficult to obtain,<sup>82</sup> but according to the organization Center for Women's Rights, at least 51 women were killed in the period from 2001 to 2011. Femicide in Montenegro is also a consequence of domestic violence, and according to the OSCE study on violence against women published in 2019, 80% of the surveyed women in Montenegro who suffered some of the most severe cases of physical and/or sexual violence (from a current or former partner, or a non-partner) did not contact the police or any other service. Thus, the relevance of the initiative to introduce electronic protection for potential victims of violence in both Serbia and Montenegro is and remains high, even though the end user of this project measure was ultimately only Montenegro.<sup>83</sup>

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<sup>81</sup> Publicly available data from 2010 to 2022 show that femicide in Serbia is a systemic phenomenon (2010: 26 victims, 2013: 43, 2015: 35, 2017: 26, 2019: 26, 2021: 20, 2022: 26, and only until May 2023 as many as 17 victims of femicide).

<sup>82</sup> Statistical Office for the first time implemented the Survey on Living Conditions and Women Safety (EU-GBV)

<sup>83</sup> The purchased equipment was delivered to Montenegro, trainings for the use of the equipment were conducted, and the system is in early use.

*'The project was very nice, after a long time something different because it involved women from villages with whom we had never worked. These are women right on the margins, they are Roma women and they are in remote settlements. At first it was difficult, they didn't want to open up, but later they told such stories that you can't believe them. We stayed in touch with them even though the project was finished. We remained friends because we shared great life stories. Some joined us in other projects, some got jobs, some brought vegetables for us to try. I believe we helped. Although they don't report, they know how to recognize and guide young women if they can't change something. There were also young women and women up to 60 years old in the groups. There were different stories, everything was there. (representative of implementing organization)*

While the ultimate goal and the primary target group for the Project were women/girls in risk/survivors of violence, the Project also included (in Serbia only) the component which addressed the overall status of rural women, using a rather 'big net' approach, with no exclusive targeting of victims of violence. The relevance of work with rural women, that is, the empowerment of women's CSOs, is, in itself, also very high. According to the interviews with women's CSOs, which were conducted for the purposes of this evaluation, there is little interest in the empowerment of rural women in Serbia, primarily in the economic sense, and very little support for women's CSOs that deal with economic and other types of women's empowerment in the rural context. According to a NALED survey from 2021, more than 90% of rural women do not own a single piece of land. The position of women in the countryside has not improved in proportion to other issues that have improved in society but rather became more complex and difficult with the abandonment of rural areas and insufficient investment in them. Actions undertaken by this project, through direct work with rural women, which was the responsibility of the Commissioner for the Protection of Equality, and supported women's CSOs, included support for women's entrepreneurship, empowerment of rural women through sub-granting projects, conducted training, etc., are highly relevant to the local needs of Serbia.

This 'big net' approach, while not exclusively targeting victims of violence, is critically relevant in its own right. The empowerment of women's civil society organizations (CSOs), especially in rural areas, is a highly important endeavor. Interviews with women's CSOs revealed a notable gap in the empowerment, particularly in the economic realm, of rural women in Serbia, with minimal support for CSOs dedicated to economic and other forms of empowerment in these settings.

The project also made attempt to work with media, in particular, targeting media reporting, that is, the enhancement of national and local media coverage and ethical reporting on VAWG in Serbia. The project is especially relevant from the aspect of promoting the values of diversity, equality, and non-discrimination, by producing high-quality media content. The Balkan Investigative Reporting Network (BIRN) grant produced significant and relevant media content (31 media reports were produced), and BIRN also managed to provide direct mentoring for selected media houses in reporting on gender-based violence. This component of the project also provided mentor support for 10 media houses. UN Women have also collaborated with the Belgrade Centre for Human Rights (BCHR) on the development and promotion of Guidelines and Recommendations for ethical and non-discriminative reporting about violence against women and girls in the online sphere. The Guidelines and Recommendations have been developed based on desk research of the existing analyses and codes of ethics, results of conducted focus group meeting/s, and obtained and collected inputs and feedback, organized by BCHR. As these Guidelines are currently only available at UN Women regional website, it is recommended that they are also published elsewhere, locally, in order to increase the relevance of the implemented results.

The overall conclusion is and remains highly relevant to the national needs of the two targeted countries. It should however also be mentioned that, even though the project clearly responds to the needs of the beneficiaries, the impression is that the source of information and resources could have been better operationalized during the project design phase, in particular in the legal/normative sphere. The commitment of the Ministry of Interior and the Ministry of Justice in Serbia was evident in the project inception phase; Ministries were included in the project from the very beginning, showing that they place protection from VAWG high on their agenda, and it was not assessed at the time that the current focus will shift – however during the course of the action they did. Following the continued elections, personal changes at the ministerial level and assumed shifts regarding policy priorities resulted in the MOI withdrawing from the project in November 2021.

*'Timely development of the Mitigation overview plan and Action plan with UN Women Regional Office involvement, have been developed for final resolution of the above issue. That resulted in partnership with Ministry of Justice of Montenegro and expansion of the project to Montenegro. Political changes in Montenegro somewhat slowed down project implementation but didn't affect achieving project results as zero commitments to VAWG remained Montenegrin priority and there was government of continuity in place.', interview with UN Women.*

In the development of Outcome 1 for the project, it appears that UN Women exercised careful consideration, basing their initial planning on the support letters received from the Ministries of Interior and Justice of Serbia (additionally, extensive consultations with all relevant stakeholders, including their study visits to Spain and Portugal). This approach reflects a level of due diligence consistent with standard practices in project planning. However, a comprehensive analysis of the legal framework necessary for implementing the electronic protection measure for victims of violence was more thoroughly conducted during the project's implementation phase.

The initial planning phase, while informed by governmental support, encountered unforeseen challenges due to the sudden decision of the Serbian government to withdraw from the project. This development, albeit unexpected, was adeptly navigated by UN Women. They effectively addressed this challenge by reallocating the already purchased equipment to Montenegro, demonstrating adaptability and resourcefulness in ensuring the continuity and effectiveness of the project despite the changes in the project environment. This shift highlights UN Women's commitment to the project's goals and their ability to respond dynamically to evolving circumstances.

Wide array of studies, practices and research was considered during the planning of the action, including:

- Study conducted by OSCE in 2018 entitled "Well-being and Safety of Women" relevant for RS and MNE;
- Abridged Version of the 2018 Regular Annual Report of the Commissioner for the Protection of Equality of Serbia;
- State report on the implementation of the Istanbul Convention submitted to GREVIO in July 2018 for Serbia;
- The IV Periodic Report to CEDAW Committee and 13 NGOs shadow reports submitted to CEDAW for Serbia, as well as Conclusions and Recommendations issued by CEDAW Committee based on these reports, particularly those related to the improvement of multisectoral cooperation in protection of women from violence and improved support to women from vulnerable and disadvantaged groups (Recommendations 24e and f).<sup>84</sup>
- Analysis of „Media in Serbia on gender-based violence – between stereotypes and entertainment “.
- The design also makes references to relevant statistics of the MOI, MOJ, data of EU Gender Equality Index for Serbia.
- Specifically for Montenegro, the Protocol on the Treatment, Prevention and Protection from Violence against Women and Domestic Violence in MNE, which become obligatory for all signatories in 2019 was considered.
- Also, specifically for Montenegro, amendments to the Criminal Code that were adopted in July 2013, and that introduced new security measures against perpetrators of domestic violence or family violence, and Law on Domestic Violence Protection were considered.
- The GREVIO evaluation Report on the implementation of the Istanbul Convention published in November 2018, recommended Montenegro to make protection orders available for immediate protection to all victims of domestic violence, irrespective of charging decisions by prosecution services or the institution of misdemeanor proceedings by victims and that was also taken into account.
- In the original design the UN Women also took into account the legislative changes such as the adoption of the Law on Prevention of Domestic Violence in Republic of Serbia, that entered into force on June 1, 2017; and relevant statistics published on the Ministry of Justice site on the law implementation and as it was evident from thee that protection of women who belong to vulnerable groups (especially women with disabilities,

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<sup>84</sup> Committee on the Elimination of all Forms of Discrimination against Women, Concluding observations on the Fourth Periodic Report, 2019, p.8, [https://tbinternet.ohchr.org/\\_layouts/15/treatybodyexternal/Download.aspx?symbolNo=CEDAW%2FC%2FSRB%2FCO%2F4&Lang=en](https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolNo=CEDAW%2FC%2FSRB%2FCO%2F4&Lang=en)

Roma women and women living in rural areas) remains a challenge due to their specific living circumstances they were particularly targeted.

<b>Key finding 3 (R_KF_3)</b>
<b>VAGW related actions in both Serbia and Montenegro have ongoing significance, applicability, and importance. National Stakeholders appear in continued need to strengthen their knowledge and public policies planning regarding the issue of VWG.</b>
<b>Detailed elaboration</b>
<p>Safety of women in Serbia and in Montenegro remains a pertinent, valuable, and a meaningful subject worthy of an external development aid intervention. This continued relevance suggests that the topic/relevant initiatives maintain its importance and utility, in the face of new developments and emerging challenges requiring adaptation as well as continued attention to ensure its continued effectiveness and impact.</p> <p>Projects addressing the safety of women in Serbia and Montenegro remain continually relevant due to persisting challenges and evolving needs. Gender-based violence, domestic abuse, and harassment still pose serious threats to women. Ongoing initiatives are vital to raise awareness, empower women economically and socially, strengthen legal frameworks, and change societal norms. In addition, as gender dynamics and vulnerabilities evolve, new forms of violence emerge, making it essential to adapt and expand projects to address these evolving threats. Continuous focus on women's safety is fundamental to ensuring their well-being, human rights, and broader societal development in both countries.</p>

At the time of the writing of this report, 28 femicides have occurred in Serbia, so intended results for Serbia remain non-addressed. Also, current reports and research<sup>85</sup> highlight that women's CSOs in Serbia who are specialized in providing immediate assistance to victims remain in extreme need of continuous, sustainable funding; that implementation of laws, gender equality policies, and measures remains a challenge and requires provision of on-going support and advice to government staff and strong political commitment for gender equality and women's rights. Hence, there is a continued yet non-addressed need to plan VAGW related actions in Serbia, that this Project has not managed to fully address. While some of the challenges were addressed for Montenegro, this also requires further work, in particular this relates to extended strengthening of the capacity of the Ministry of Justice to implement EMS, specialized trainings for the representatives of the justice and police sector and further support to women CSOs in service monitoring and awareness raising. On another note, rural women in Serbia, and in Montenegro, continue to live in traditional communities where patriarchal values and gender stereotypes are still predominant, and where domestic violence remains underreported. Therefore, reaching out to those particularly vulnerable women and girls through context specific VAGW relevant activities remains highly relevant and needed.

Additionally, project implementation has also broadened the horizons related to the unaddressed needs of rural women in socio-economic terms that remain. The economic empowerment of women and women's safety are, in general, interconnected in several ways: when women have access to economic opportunities, they are less financially dependent on others, which may reduce their vulnerability to abusive or exploitative relationships; economic independence can empower them to leave dangerous situations; economic independence can boost women's self-esteem and confidence, making it more likely for them to report abuse, seek help, and stand up against violence or harassment. Whilst no evidence of these occurrences was found in associated Project activities, the Project's related component did 'boost rural women's well-being, enhancing rural women self-esteem and confidence, expanding their social networks, etc. As economic empowerment may provide women with the means to improve their safety, reduce their vulnerability to violence, such efforts may represent critical components of broader efforts to promote gender equality and reduce violence against women and UN Women could further explore these avenues of work, with perhaps a stronger focus on survivors and greater VAGW related ambition in terms of outcome targets.

<sup>85</sup> For example, <https://www.balkanfund.org/csf-publications/gender-issues-in-the-western-balkans>

*'Why violence prevention? Because we know from many years of work in the field and research that older women are twice as often victims of violence compared to their male peers, but that they do not report violence. Only in exceptional cases. We focused on rural areas because we did not find any special research that focused on violence against older women in rural areas, nor were there any reports that shed light on the situation in that group. We have been following newspaper chronicles for years, for 10-12 years. Just based on newspaper headlines about murdered women, we see that during the year a third and more than a third are women 60 plus and more than half are women from rural areas. For all those cases, I called Center for Social Work to ask if they had these women in their evidence. Only one case was reported to the Center. This led to the belief that only when a death occurs it is news and nothing more. This is the reasoning that decided us to deal with prevention for this group. We included women from 49 rural Mesna zajednica (smallest local self-government unit) and three urban Mesna zajednica in two municipalities in different regions. We decided to gather them in some places, to open them up on this sensitive topic. Let's see if it exists (violence), to what extent it's present, if they report it, and let's show them what their rights are.'* (representative of implementing organization, interview)

The project demonstrates continued relevance having in mind that Strategy for Gender Equality 2021-2030 and Strategy for prevention and combating gender-based violence against women and domestic violence 2021-2025 that define objectives and measures to which the project contributes. The project contributes to the measure 2.3 of the Strategy for Gender Equality which leads to the improved safety of women and girls by preventing and combating all forms of gender-based violence against women and girls,<sup>86</sup> and to the measure 2.4 of the Strategy for prevention and combating GBV against women and DV, which stipulates improved protection for women belonging to the vulnerable groups.<sup>87</sup>

Non-alignment was not found between the Project and the international legal and normative framework such as CEDAW, Beijing Declaration, Istanbul Convention, EU Gender Equality Strategy, the GE related requirements under the EU accession process, Agenda 2030 and the SDGs, in particular those referring to GEEW-SDG 5.1. While evidence is there of bilateral continued dialogues taking place with groups of stakeholders, the Project did not practice comprehensive all-encompassing joint dialogue with stakeholders, where overall relevance could be reconfirmed and rediscussed.

## 4.2 Coherence

When it comes to **strategic coherence**, the project is found aligned with UN Women's strategic priorities and other national and regional UN Women's initiatives. The action is also found complementary to other interventions implemented by other UN Agencies and in line with the national policies of Serbia and Montenegro aimed at reducing gender-based violence. Alignment with the projects of other bilateral donors was not detected either in the project documentation or in the communication with UN Women. Synergy and coordination with key partners are visible, especially in cooperation with Commissioner for Equality and other national stakeholders. Also, there is clear evidence that UN Women continuously reviewed project documents and plans to verify that they are adaptable to changing circumstances and consistent with the overall UN Women mission and mandate.

### Key finding 4 (C\_KF\_1)

The project is found coherently aligned with UN Women's strategic priorities and their other national initiatives.

The action is also found aligned with other interventions implemented by other UN Agencies and with national policies of Serbia and Montenegro.

Alignment with the projects of other bilateral donors was not detected.

<sup>86</sup> Strategy for Gender Equality 2021-2030, <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/vlada/strategija/2021/103/1>

<sup>87</sup> <https://www.minrzs.gov.rs/sr/dokumenti/ostalo/sektor-za-socijalnu-zastitu/strategija-za-spreccavanje-i-borbu-protiv-rodno-zasnovanog-nasilja-prema-zenama-i-nasilja-u-porodici-za-period-2021-2025-godine>

As per Strategic Plan 2019-2021 for the Republic of Serbia and Strategic Plan 2022- 2025 for Serbia and as per Montenegro's UN Sustainable Development Cooperation Framework 2023-2027, the unique role of the UN Women is to lead, promote and coordinate efforts to advance the full realization of women's rights and opportunities; to which this Project contributes. The Project's primary focus was VAGW, however it also touched based on uplifting of rural and Roma women and economic empowerment of rural women, which is fully in line with the UN WOMEN mandate, which is to a) enhance governance and participation in public life of women; b) boost economic empowerment of women and c) end violence against women and girls. As per the project documents, the Project is promoting the zero-tolerance toward gender-based discrimination and VAWG, by strengthening the capacities of professionals, which are important elements related to the full uptake of the Convention on Elimination of all forms of Discrimination against Women (CEDAW) and the Council of Europe Convention on the Prevention and Combating Violence against Women and Domestic Violence (Istanbul Convention), both of which are ratified by Serbia and by Montenegro.

*'UN Women works in three key areas: gender responsive governance, economic empowerment of women and VAWG. They often overlap, so when we plan, we look at how project fits into our portfolio not to have only the results of individual projects but also to have synergistic effects. For example, we have 5 projects dealing with EVAW, they focus on different aspects, but through planning we ensure that what is done through one project contributes to others', UN Women interview.*

Relevant national policy documents and legal texts and covenants, of crucial importance for the external coherence, such as the Serbian Strategy for Prevention and Combating Gender-Based Violence Against Women and Domestic Violence 2021-2025, the Serbian Law on Prevention of Domestic Violence, Montenegro's National Gender Equality Strategy 2021-2025 and its 2021-2022 Action Plan, Montenegro's Law on Domestic Violence Protection and the CEDAW and Istanbul convention, were analyzed and referred to in the project documentation and the overall implementation plans and results contribute to their full(er) uptake.

For example, Serbian Gender Equality Strategy, highlights the disadvantaged economic situation of rural women, 'reflected in fewer opportunities for sustainable employment, in addition to less ownership over private resources, such as land, arable land and real estate, also affects the inadequate approach to community services that would increase their chances in the labour market (care services for children, ill and older persons), transport, access to information about rights and available forms of support, access to information technology, access to knowledge and lifelong learning programmes that would create chances for sustainable employment, self-employment, cooperatives and social entrepreneurs'. It also mentions that the existing support to women in agriculture and in rural development is 'insufficient, and it is necessary to replace it with systemic support contributing to sustainable change and improvement of the quality of everyday life in rural areas'. The Strategy directs that 'all proposed measures to reduce the gender gap in the economy within this Strategy in particular, should also involve rural women of all age groups.<sup>88</sup>

For example, also, in Serbia, one of the key recommendations of the CEDAW committee is that the state should ensure that all women who are victims of gender-based violence, including those belonging to the most disadvantaged groups, have unimpeded access to effective protection from violence. Additionally, a delegation of the Council of Europe's Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO), recommends, inter alia, measures to encourage the reporting rate by women surviving violence. In relation to Montenegro, GREVIO recommends immediate action to authorities in relation to ensuring appropriate human and financial resources for prevention and combating VAW as well as training for all professional groups that encounter the victims and also to make immediate protection orders available to all victims of domestic violence, including those dealt by prosecution services or the misdemeanor proceedings.

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<sup>88</sup> The Gender Equality Strategy for period 2021-2030, Government of Serbia, p. 36

*'The most important result is that we talked to women about the topic, to get them to talk about it. Violence against older women is the best kept secret. We managed to talk about it, but it wasn't easy. You need to get into a situation where she gains trust in you, expresses it and believes that you won't abuse it and that it won't affect her tomorrow, that it will go even worse, that she will experience violence again. The second thing is that we managed not only to open up the topic, but to get some of those older women (although we only had one meeting with them each, which is nothing) to put a finger on their forehead and start weighing, thinking why I suffered, do I have more benefits or benefits to fight and seek protection. We told them to seek protection, how to report a husband, daughter, son, daughter-in-law, granddaughter. I think we achieved success; we told them to see what they were losing. We asked them about the consequences. Alcoholism, suicide, these are the consequences for older women.'* (representative of the implementing organization)

During the implementation, as per standard practices, regular communication and cooperation of the project team and country office has taken place (they took the form of weekly meetings, ad hoc planning of joint activities and overall cooperation) while GTG meetings<sup>89</sup> and other means (including regular UN country teams meeting facilitated by Resident Coordinator office) were used to ensure synergy with other country offices. As already mentioned, lessons learned and evaluation findings from the final evaluation of the UN Joint Project "Integrated Response to Violence against Women" were used in the overall design of the Project. The project also focused on aligning its activities with key international events and observances. This included participating in the "16 Days of Activism" campaign and commemorating the "International Day of Rural Women." These efforts were a part of the project's contribution to global initiatives addressing specific gender-related issues.<sup>90</sup>

When it comes to **project coherence**, on the more critical side, it should be highlighted that interviewed stakeholders have shown lack any meaningful perception of the ISWS project as a whole. Typically, interviewed stakeholders and project beneficiaries (apart from UN Women of course and the donor) were not in the position to give views of the totality of the ISWSMN project, as a whole, as they were unaware of activities that did not concern them directly, did not have any information on all project components, its budget, trajectories, dynamics etc.

Partly, this is traced to premeditated intentions by UN Women, who strategized not to share information related to Serbian MoJ withdrawal from the Project with other stakeholders. Partly, this can also be traced to the deliberate donors' push towards a more hybrid design of the Project, too, as it was perceived more effective from their side to manage one Project where the strategic developments can occur within the equality sector (component related to CPE work), law/justice sector (components related to line justice and interior ministries), VAGW prevention within most disadvantaged groups (components related to cooperation with media and civil society).

In result, evaluators could not identify relationship or association between various streams of actions within the Project, hence, changes or variations in one project variable (for example media reporting) do not correspond to or predict changes in the other variable (for example CPE outreach efforts). It indicates that the project interventions were implemented independently of each other and have moved, at times, in unrelated or sometimes random ways.

Having said this, it is also truth that UN Women did make efforts to ensure internal coherence – there were several meetings and similar events where the donor, partners, woman's CSOs and Commissioner for the Protection of Equality were conveyed to exchange information, plan joint actions etc. However, also, the perception of the interviewed respondents does not reflect effectiveness of such events in terms of comprehensive information on the project as a whole.

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<sup>89</sup> GTG / Gender Thematic Group/ meetings are coordinated by UN Women country Team on Gender, where each UN agency project and interventions are discussed and are used to prepare quarterly Gender briefs that include all the relevant activities of various agencies concerning gender, but also to avoid duplication and ensure synergies and complementarity within the UN family.

<sup>90</sup> See for example, <https://ravnopravnost.gov.rs/predstavnjeni-rezultati-projekta-unapredjenje-polozaja-zena-i-devojica-u-ruralnim-oblastima-i-dodeljene-nagrade-za-izvestavanje/>

*'I am not aware of the overall project activities' FG participant; 'We do not have the information of the other project components', Montenegrin MoJ interview; 'We do not have full insight in project documents, overall implementation and the budget', interview with media.*

*'Some elements of innovation within the Project relate to the approach to awareness raising and behavioral changes through Behavioral Science Intervention method applied in Vojvodina, and also to the participation of rural women in the 16 days of activism events (which was not practiced earlier).' An interview with a CSO*

#### Key finding 5 (C\_KF\_2)

Whilst internal project coherence of the project, as planned, exists, is adequate and relates to strong internal coherence between activities, outputs and outcomes; and between indicators and outputs/outcomes; component-to-component synergy has not been fully achieved, at least as per the perception of the interviewed project participants and beneficiaries, who are unaware of the totality of the Project.

#### Detailed elaboration

Whilst the above was partially intentional, perception is that there remains a larger room for more synergy and joint learning (country to country, in terms of EMS and its initial implementation); stakeholder to stakeholder (media sub-grants and women' CSOs grants, for example, or CPE assistance being linked with women' CSO work). Stronger internal project synergy, referring to the positive interaction and collaboration between ISWS different components, tasks and teams (project team, CPE strategic partners, MNE MoJ staff etc.) could have enhanced overall project performance, and can be planned in the extended period of the Project or otherwise, as per the perception of the interviewed. The project has in fact gathered organizations and individuals with exceptional and diverse skills and expertise, and if they all collaborated more closely on a project (as a whole) their combined knowledge and capabilities could have led to more innovative solutions and more efficient outcomes.

There has also been one deliberative activity, where the young leaders' group ('Youth against violence' initiative), established within the Project, were given the opportunity to support women CSOs who partnered with the Project, but according to the interviewed young leader, the group has not been sustained and these efforts did not yield much sustainable results.

*'Maybe we should get information about other projects implemented by other organizations, so we do not overlap or duplicate activities. Also, that would be very useful to disseminate information about the best practices from one region to another regions in the country.', interview with a CSO*

As currently, the activities and achievements yielded in Montenegro have a tangible potential to achieve sustainable change for the victims of violence, more attention should be placed on analyzing and strategizing of the future work there, to ensure full compliance with laws and regulations, including those that require amendments/are currently in amendment procedures. EMS is still in a very early stage, is implemented only on voluntary basis (by victims) and upon the courts' ruling. Staff monitoring the EMS are currently placed only within the Parole Department within the Criminal Sanctions Directorate, and responsive only during working hours. While they are fully committed to the work, they do not seem to have any procedural guide as to how to distinguish between the 'accidental' violation of the restraining orders and those requiring an alarmed reaction, especially given the fact that many Montenegrin cities have small territory and population, and accidental meetings are possibility. Plus, alarming procedure is not defined, and currently is left to the victim, who should alarm the police when violation is announced via EMS. Plus, the Parole Department does not have, in itself, rich experience of working with the

victims of crimes, as their primary targets of interest are perpetrators and offenders. The victims are still reluctant to accept the EMS. The campaign and the monitoring of the EMS is only yet to start, in collaboration with CSOs who specialize in supporting survivors of domestic violence. Police are not yet implementing EMS, so victims in misdemeanor proceedings cannot be protected in this way, nor are victims awaiting final convictions of the perpetrators. Given the fact that the victim is especially under pressure during trial, this is the opportunity missed by the lack of regulations. Associated rulebook related to EMS needs changes, as the one currently in force was prepared before the EMS equipment was received and will require changes to fully be effective, however this can only be done after the changes are introduced in the Criminal code, and once the execution law is enforced. Currently, UN Women is planning to prepare the MoU between the enforcement agencies to better regulate the implementation of the EMS, but this will not effectively influence enforcement.

*'The measures are still not ruled by the judges and court in a sufficient number. Yes, there are positive trends, but of a slow pace. Thus, the awareness of the judges is insufficient, and they need to be trained in relation to EMS. For example, at one of our recent workshops, a participating judge said that it would be good if the EMS system existed in Montenegro, as she did not know that it already exists. Also, we are not fully certain if the staff working with the victims in justice enforcement are sufficiently trained to work with them'; interview with Women CSO, Montenegro.*

In addition, prosecutors and judges are not fully aware of the resources that are now available and need to be informed in a structured manner. In order to fully consolidate the achievement in Montenegro, thereby, UN Women should consider several action, including a) supporting the legal drafting of the new rulebook(s), following the changes in the line laws; that is evidence based (i.e based on monitoring of the EMS implementation); b) supporting associated enforcement changes that extend the EMS to police; c) ensure links between victims support and EMS via specialised CSOs that have experience in these tasks; d) furtherer train EMS enforcement staff and support detailed operationalization of their work, safeguarding the victims from arbitrariness in relation to the 'accidental' violation of restraining orders. Only with these activities can be coherence of the initially achieved progress be fully consolidated.

*'Violation of the restraining orders was initially not even legally recognized as a violation in the system', 'In 2019 a court (Kotor basic court) ruled EMS use in one case, but we did not have available equipment at the time' Interview with Montenegrin MoJ*

In addition, the CG strategy for protection from domestic violence has expired (the period was 2016-2020). The new one has not been adopted yet, while the previous one has not introduced an electronic surveillance system, although there are a number of measures to support victims of violence, e.g. awareness raising, multi-sector cooperation, etc.

<b>Key finding 6 (C_KF_3)</b>
<b>The ISWSMN Project activities in Montenegro have in fact been progressive and had introduced changes that are very significant, but also need to be fully legally regulated to have sustainable effect.</b> This entails focusing on legal and regulatory compliance by drafting the necessary rulebook(s) to facilitate the implementation of essential regulatory and enforcement modifications within the system of sanctions and victim protection.
<b>Detailed elaboration</b>
The evaluation revealed that more effort is needed to make sure everything fits together well, especially regarding the progress made with the Electronic Monitoring System (EMS) in Montenegro. This involves making sure that all the rules and regulations are properly set up and followed, by writing new rulebooks or guidelines. These rulebooks will help in making the necessary changes to the way sanctions are given out and how victims are protected.

Extending a project component related to EMS implementation is justified for several compelling reasons (relate to recommendation 1):

1. **Unforeseen Challenges:** The Projects has obviously encountered unexpected challenges, followed by the Serbian MoI withdrawal, so original time frames planned for EMS implementation in Serbia had been decreased, in the case of Montenegro. There are now also some less critical, but identified unforeseen challenges, such as regulatory changes. In addition, there are also additional unforeseen complexities that require further study and address (definition of 'accidental' violation of restraining orders; working hours of EMS monitoring staff, reluctance of victims to accept EMS). An extension can allow for the resolution of these issues and ensure full project success.
2. **Scope Expansion:** There still remains a need to incorporate misdemeanor cases in the EMS proceedings and ensure responsiveness of the police to the violations of the restraining orders. An extension is essential to accommodate these changes effectively or at least develop a plan of action as to how to address them.
3. **Feedback:** Victims using EMS have not yet been numerous and were not yet given the opportunity to provide valuable feedback during the project's course. An extension will allow for the incorporation of these insights, hopefully improving the system's overall effectiveness.
4. **Adaptation to Legal or Regulatory Changes:** Changes in legal and regulatory domain are needed to necessitate adjustments to the electronic monitoring system.
5. **Cost Efficiency:** While it may appear counterintuitive, an extension can also result in cost savings within the enforcement agencies by preventing rushed, costly corrections or retrofits, after the project's initial phase.
6. **User Training and Transition:** Additional time is needed to train staff and inform end-users and facilitate a smooth transition to the new system, minimizing disruptions and maximizing the impact.

*'I am always in favor of a local rather than a regional approach. It has a much higher added value. It is easier for donors to launch new projects in one center and cover several countries, but the effects are always much greater when it is done locally.'* (representative of implementing organization)

### 4.3 Effectiveness

In overall, the project was effectively implemented as the (redesigned) anticipated results were achieved to the greatest extent, and as positive developmental processes were advanced in many ways. According to the output indicators, the project was implemented in the largest number of segments-- effectively. This especially applies to the work with rural women and women's organizations (15 supported projects), and the number of rural women reached by this project (70,000). Also, the projected number of media and journalists involved in the project (40) was reached, and the number of media reports on VAWG (30) was even exceeded, while the project ensured the production of the Guidelines and Recommendations for ethical and non-discriminatory reporting in digital media about WAWG in a timely manner. Some constraints and challenges (Covid 19 pandemic) were also successfully overcome, and even more, the project showed great flexibility in reacting to the pandemic, by effectively adapting the project to the needs of women's CSOs through the support of small-scale projects. Furthermore, although the overall number of EMS users remains relatively low, there is an upward trend in convictions associated with recommended usage.

*"It is important that the EMS can be used throughout the judicial process. After a year or more when the process is completed, the victim will have already found a way to cope. The process takes too long."* NGO activist

When it comes to the output indicator Improved technical and organizational capacity in the Ministry of Justice for the implementation of the bracelet for victim(s) and perpetrator(s) system, it appears that this indicator has been only partially implemented, given that a change is needed of the legal framework in Montenegro (which is ongoing, but which is hampered by the unstable political situation in Montenegro). Only after the adoption of the necessary legal changes, and additional efforts on raising the visibility of the availability of this measure, will it be possible to confirm that the EMS equipment has been successfully put into operation. At the time of writing this report, it appears that the equipment is ready for use on the territory of the entire MNE, albeit only partially. It should also be mentioned once again that this project output was not realized as it was initially planned. In addition to the Covid 19 pandemic, the project's effectiveness was significantly affected by the fact that the major stakeholders in Serbia withdrew from the project.

*"It is not resolved what happens if a convicted individual refuses to wear the ankle monitor."  
Representative of institution involved in EMS implementation*

The chosen partnership modalities were adequate. The partnership with the Commissioner for the Protection of Equality is an example of good practice of the cooperation of a UN agency with a local stakeholder, which is especially important considering the restrictions on entering into a donor agreement with national stakeholders in Serbia. Thus, such a partnership enabled a more efficient support to rural women and CSOs dealing with similar topics. According to CPE 'future arrangements in this area could be directed to the Commissioner's office alone, without the UN Women acting as the intermediary, or with somewhat affiliate roles', however this was not viewed as efficient from the donor point of view within ISWSMN. The implemented changes are not fully captured by the result framework as not all the women reached out to had in fact been sensitized to VAGW specifically, but however have had their economic life uplifted, generating more income and participating more meaningfully in the community/civil life.

*'The experience was very positive. What surprised us is that journalists who can be cynical about everything were not like that here. They participated with a lot of enthusiasm; they were impressed.'  
(representative of the implementing organization)*

A factor that significantly influenced the issue of effectiveness is the constant political instability in both targeted countries. Serbia's refusal to implement electronic equipment can be explained by a change in the personal and political leadership of the MoI and MoJ, while delays in the implementation of measures in Montenegro are a consequence of the non-functioning of the parliament in the country, and the fact that Montenegro has had a caretaker government for a long period of time.<sup>91</sup>

#### **Key finding 7 (EFV\_KF\_1)**

**In the context of evaluating the effectiveness of the Project, the extent to which a project achieved its intended goals and objectives is high.**

Achieved progress against the outcome targets compared to what was planned or expected, shows no deviations, albeit after the redesign of the initial plans. Project was able to produce tangible and somewhat sustainable results that contribute to the intended UN Women developmental intentions and was, after the redesigns and mitigations, successful in delivering the desired benefits and addressing the identified needs of the beneficiary population.

Both outcomes appear on track as presented below.

<sup>91</sup> At the moment of writing of this evaluation report segment (29/10/23), the constitute assembly of the parliament was announced for 30/10/23 and the formation of the government was to follow.

Effectiveness at outcome level			
Outcomes	Indicators and targets for end Project	Finding	
<b>Specific Objective/Outcome1</b> <i>Montenegro applies special protection measures for women and girls from violence in family and intimate partner relations and combats gender-based discrimination and stereotypes</i>	<b>Outcome Indicator 1:</b> Increased capacity of the Ministry of Justice and Human and Minority Rights for the implementation of the special protection measure— the bracelet for victim(s) and perpetrator(s) system. Baseline: - Target: 100 EMS	100 EMS procured and delivered to MNE, 6 in use (October 23); while target met, legal/capability/capacity development work still required to consolidate achievement.	
<b>Specific Objective/Outcome 2:</b> <i>Republic of Serbia applies additional, innovative programs for prevention of violence against women and girls in family and intimate partner relations and combats gender-based discrimination and stereotypes.</i>	<b>Outcome Indicator 1:</b> Number of women and men improved skills to use protection measures, for women and girls from violence in family and intimate partner relations. Baseline: 0 Target: 5,000 by 2023. <sup>92</sup>	5,000 women and men outreached, via various activities, mainly grants, where some have improved skills to use protection measures, for women and girls from violence in family and intimate partner relations and some (women) have had their rural economic and community life uplifted.	

Initially, the project intended, as agreed via consultations with the Serbian MOI, to pilot a new VAGW protection measure— the bracelet for victim(s) and perpetrator(s) system (EMS) in Serbia. Hence, EMS equipment was procured as initially agreed in 2020, but due to parliamentary elections in Serbia and consecutive changes in government, but also due to Covid-19 pandemics, the piloting could not commence as planned, and in November 2021 Serbian Mol formally withdrew from the project. At that time, UN Women continued to partner with Serbian Commissioner for Protection of Equality, women’s CSOs, and media representatives, as initially planned, and following the agile management<sup>93</sup> and in consultation with the donor, commenced approaching Ministry of Justice of Montenegro and women CSOs in Montenegro to extend the Project there. Eventually, the change was approved by the Donor, and project’s objective and targets were formally amended. Based on the reached agreement with the Donor, the project cost extension was signed off, that included additional support to the Ministry of Justice in Montenegro and project was extended to December 2023.

Consequently, within the Outcome 1, what has been achieved is summarized as:

- Montenegro is currently applying special protection measures (EMS), in 6 cases.
- Through UN Women engagement of five (5) National Consultants, the human and organizational capacities to implement this new protection measure of the MoJ Directorate of Probation and Directorate for the Information System of the Judiciary and Data Security, have been furthermore strengthened. 4 of which seem to be likely to be permanently employed by the Ministry.
- Training was held for the police and justice sector on VAWG and domestic violence and how to respond to it. In partnership with MoJ, UN Women increased the capacities of 30 representatives of the police, judiciary, prosecutors and centres for social work involved in preventing and responding to gender-based violence against women in Montenegro, to recognize and respond to all forms of gender-based violence against women, including domestic violence and to apply protection measure restraining order through the system for electronic surveillance of

<sup>92</sup> In direct communication with UN Women, it is understood this target of 5,000 tackles population directly benefiting from the Project as initially planned when designing Project, while a target of 70,000 was targeted outreach, including not only events such as trainings, being direct beneficiaries of grants or similar, but also population reached via street actions, campaigns etc.

<sup>93</sup> Agile project management is an iterative and flexible approach to managing projects. It prioritizes collaboration, customer feedback, and the ability to respond to change over rigid planning. Agile methodologies, such as Scrum or Kanban, involve breaking down the project into small, manageable tasks, allowing for continuous adaptation and improvement throughout the project's lifecycle. This iterative process enhances efficiency and the ability to deliver value quickly in dynamic environments.

convicted persons. Police representatives in MNE have also increased awareness of the importance of good communication with media about cases of VAWG, including femicide, with the aid of UN Women developed and distributed Brief Note for Police Officers regarding such communication, as it leads to improved media reporting on this important topic, increased public and victim trust in the police, as well as reduction of the possibility that the victim will be hurt again by inappropriate media reporting violating her dignity and slowing down victim's recovery.

- In line with new agreed planned activities and set targets, UN Women improved in Montenegro MoJ technical capacity to implement special protection measure by providing and delivering software and 100 EMS bracelets for victims and perpetrators system. EMS equipment has been delivered to MOJ (100 bracelets and relevant software and support for EMS implementation).

When it comes to Outcome 2, a summary of achieved changes includes:

- Reach of 5,000 women and men directly and 70,000 through outreach programs and awareness rising activities.
- Improved capacity of the Commissioner for Protection of Equality (CPE) to raise awareness and confidence of rural women in socio-economic life via supporting 15 CSOs (through granting implemented by two strategic partners);
- Additional 12 CSO was supported through UNW direct grants;
- Reach of 40 journalists and editors, who produced 31 media reports (within 10 media houses) on VAWG (via granting implemented by BIRN). The media have been targeted to overcome stereotypical reporting about VAWG and secondary victimization of victims of such violence in Serbia and are now better equipped to adequately report on VAWG and gender-based discrimination, especially in online sphere. In addition, Guidelines and Recommendations for ethical and non-discriminative reporting in digital media about VAWG were developed.

*'When we went to the monitoring visit we saw they were really empowered. They were selling products and they could live on that. There were 20 of them and at least 3-4 of them were able to leave situation of violence due to the equipment delivered through project.'* (representative of the implementing organization)

The effectiveness of the project was confirmed by numerous beneficiaries of the project, particularly components related to economic empowerment. Partner organization implementing project with Roma women living in rural areas managed to economically empower 20 women which got employment or started their own economic activity (often informal, but regardless income generating). Around one fifth of these women managed to exit situation of violence with their new income. In other cases women reported achievements regarding to the awareness on violence, information on available assistance, but realistically pointed that this was still not sufficient to bring changes in behaviors, in the sense of decreased violence.

Note that the information provided here is triangulated using reports, outputs produced and perception from participants.

<b>Key finding 8 (EFV_KF_2)</b>
<b>There are various unforeseen results, including extension of initial territorial scope and partnership, extension of target groups, inclusion of emergency support.</b>
<b>Unforeseen results</b>
<ul style="list-style-type: none"> <li>▪ As one project component is now realized in Montenegro, additional partnerships have been forged with Ministry of Justice MNE and with Women's Rights Center (WRC) - Podgorica and SOS telefon za žene i djecu žrtve nasilja - Podgorica.</li> <li>▪ Without clearly articulated intentions (at least in formal DoA) uplifting of rural women's economic and community life has taken place.</li> </ul>

- As a direct project result in Serbia in cooperation with the Commissioner for Protection of Equality a new female NGO was also formed in Moravica region, named “Snaga sela” (Countryside’s strength), that will deal with women and girls from rural areas issues.
- Youth against violence initiative was formed, where some links between young students of relevant topics were interlinked with some of the project activities and stakeholders.
- During the 2020 lockdown caused by the COVID-19, with Donor approval some of the project funds were redirected to provide short term financial support to 20 CSOs in provision of 24/7 SOS helpline and counselling services to women at risk of gender-based and domestic violence. Partner women CSOs provided nearly 5,500 services to almost 1,700 women in need and received over 2,800 calls during the state of emergency. Social media posts on SOS helplines from all CSOs in three-month period reached more than 460,000 people.

There is also evidence of contributions made across TOC:

**Problem:**  
 Remarkable gender inequalities, violence against women and girls, lack of capacity to implement specialised protection measures, scarce confidence building measures among women, lack of knowledge among media and journalists on VAGW reporting

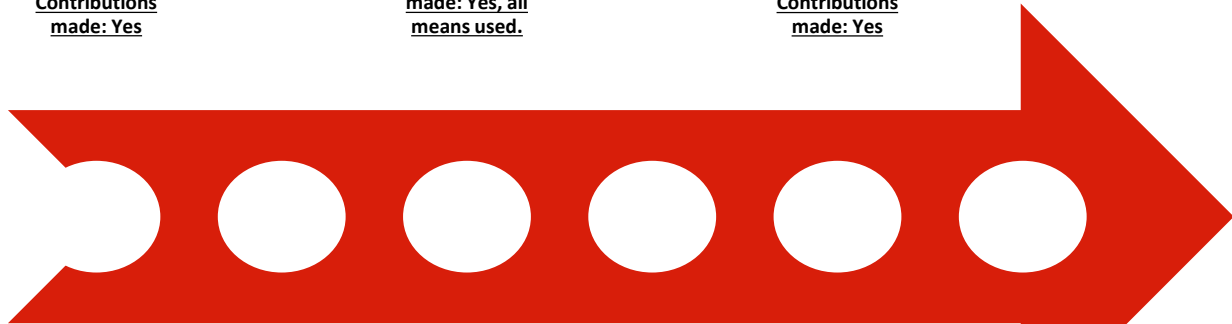
**Evidence of Contributions made:** Yes

**How?**  
 Re-granting, Procurement of supplies and training, Developing guides, instructions, technical assistance, support in networking, exchange of good practices, supporting watchdog initiatives.

**Evidence of Contributions made:** Yes, all means used.

**Goal:** Women and girls in Serbia and Montenegro live in a society free from violence.

**Evidence of Contributions made:** Yes



**Interventions:**  
 1. Capacitating the Ministry of Justice with human and organizational capacities for the implementation of the protection measure – the bracelet for victim(s) and perpetrator(s) system.  
 2. The Commissioner for Protection of Equality has capacities to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender-based discrimination.  
 3. Media and journalists have improved knowledge and skills about risks of gender-stereotyping in reporting about VAWG, and femicide.

**Evidence of Contributions made:** Yes, across 3 outputs

**Results:**  
**Outcome 1:** Montenegro applies special protection measures for women and girls from violence in family and intimate partner relations and combats gender-based discrimination and stereotypes.  
**Outcome 2:** Republic of Serbia applies additional, innovative programs for prevention of violence against women and girls in family and intimate partner relations and combats gender-based discrimination and stereotypes.

**Evidence of Contributions made:** Yes, across 2 outputs

**Assumptions:**  
 Effective capacity building, Adequate capacity to update change, Adequate capacities to engage in project interventions among stakeholders, Active participation of media associations.

**Evidence of Contributions made:** Yes, whilst some assumptions did not hold true during implementation

Figure 7 : Contributions made across theory of change

The Project implementation faced various challenges and constraints. Due to political changes in Serbia and a shift in focus regarding policy priorities, the project has been extended to Montenegro and EMS and its implementation transferred to Montenegro, and has included a new project partner, the Ministry of Justice and 2 women CSOs from Montenegro. This was the major unexpected challenge, that was aggravated with COVID 19 pandemic. Both challenges were promptly identified as risks. Due to timely response and adequate intervention, including successful negotiation with EMS provider of equipment and with the Donor, EMS equipment has been transferred to Montenegro and additional support was ensured to newly acquired partner the MoJ. The evaluation finds that this support is insufficient to consolidate the results and that another extension is needed. Where necessary, Project activities were adjusted to COVID 19 pandemic and it appears that no results were affected by COVID 19 due to timely response, understanding, support, established good rapport, mutual trust, and cooperation. The evaluation mission did not find any particularly adverse direct impact of COVID-19 on project activities. The project continued to be implemented during the restrictive government measures in response to pandemic. Capacity building activities and meetings were implemented in online format enabling the completion of all planned activities, although not without complications; for example, informative mini films and online pamphlets dealing with VAWG have been produced and disseminated through social media (Facebook, Instagram) and YouTube channels to reach out to multiply discriminated Roma women, as well innovative small local public actions “On coffee against Gender Based Violence and Discrimination.” One organization (CPPSD) has enabled rural women and girls victims of violence, particularly of sexual violence, to access free counselling services (medical, legal, psychological) through CPPSD E-counselling platform. At the same time, it was ensured that such an approach does not impede the quality of the realized activities and the achievement of project goals by close monitoring of the new developments with project partners and prompt response in case of need. Other challenges included limited institutional capacity, within the area of enforcement staff within MoJ.

*‘This is the first project that targeted Roma women living in rural areas...Nothing was easy in achieving results. However it was not difficult to gather women and to talk to them. The topic is difficult and not all women wanted to talk about violence. First of all, it is necessary to gain trust in order for them to even want to talk about it. They live in neighborhoods where everyone knows each other and don't really want to talk about the violence they experience. This was a closed circle (during the project workshops), the story did not spread. It was important to us that they find out who they can turn to if they experience violence, to turn to the health mediator who enters their house, to turn to the pedagogical assistant to help them if they need it, and we are also here to help them. Most of them do not report the violence for fear of what will happen next. They don't have the option to go somewhere else. Afterwards, they are condemned by the family, and they suffer additional violence. They opened, we talked about it. They received information and it was important for us to give them at least a little economic empowerment so that they feel safer and can report violence to one of the institutions...I am very glad that we were able to push it through so that they can get equipment with which they can continue to work. They sent pictures of juices, peppers, tomatoes that were sold at the market. I think the project was successful, but it involved a small number of women. When we finish a project, it seems to me that there was a lack of time. This is where I see the sustainability of the project, they will be able to continue working and they have received information to whom they can report the violence. This is where I see sustainability. But somehow, I always have the impression that the end user is reached the least.’ (Representative of the partner organization)*

Critical to the success of the Project were CSOs, media, Commissioner for the Protection of Equality of the Republic of Serbia and the Ministry of Justice in Montenegro.



## ENABLERS

- De facto hybrid approach to project management (combining, intuitively, traditional, and agile project management methods) led to territorial extension and positive shift in perspectives.
- Holistic philosophy of the Project enabled not only the strict VAGW focus but also indirect outreach to rural and Roma women, where uplifting of economic and social(civil) life of women was used as the tactic to better protect their overall civil safety and resilience. Project adopted a multisectoral approach, addressing not only immediate safety concerns but also broader issues like economic empowerment, in result.
- Engaging the media to raise awareness and promote public discourse about women's safety issues has proven valuable.
- Strong legal frameworks and policies that protect women's rights and address gender-based violence are crucial for effective interventions – this is still valid but unfinished within the Outcome 1.
- Engaged civil society organizations – most results within Outcome 1 were in fact delivered by grants that were awarded to CSOs.



## CHALLENGES

- COVID-19 related hindering factors that slowed down project and broader activities.
- Serbian **Moj** withdrawal from the Project. Government changes, political instability and personal changes in hierarchies influenced the projects pace.
- Overambition in initial design and lack of possibility to incorporate agile project management frameworks in the still traditional mostly, project framework caused problems. Initial duration was not sufficient to implement intended change and still is.
- Deep-seated cultural norms and gender stereotypes continue to hinder efforts to change attitudes and behaviors that perpetuate gender-based violence and discrimination.
- Incomplete or inadequately enforced legal and regulatory frameworks limit the effectiveness of efforts to protect women's rights and safety. There still is weak institutional link between **Moj** and **Moj** in EMS context.
- Inadequate training and capacity among professionals, law enforcement, and service providers continues to affect their ability to respond effectively to cases of violence against women.
- Limited funding and resources can restrict the implementation of comprehensive programs and support services for women's safety.
- Limited institutional capacity at regional and local levels.

*'There were slightly less than 200 women because their husbands also came, some did not want to let the women go, so they came too. This showed us that in the future we should also work on raising men's awareness. It is necessary to make changes. The presence of men hindered women's opening. When we finished the workshop, we had some catering. They then grab the hand of one of the co-workers and individually report the violence. They will not talk in front of men and then speak individually, report, share their experiences. You should work alone with women, but when you talk about the consequences of that, you should also work with men, but also with other perpetrators of violence, sometimes it's daughters and sons, but most often it's husbands, but there are also caregivers. That's one of the lessons learned.'*

*(representative of implementing organization)*







- **Active Civil Society and media.** Support to and active partnership with women’s rights organizations, both in Serbia and Montenegro, through direct service provisions, advocacy, communications, and awareness-raising activities has so far proved to strongly contribute to the protection of women and girls survivors and at risk of gender based and domestic violence. They have close relationships of trust with rural women when it comes to gender-based discrimination and VAW and better understand local contexts. They have been agents of change in their local communities, and that is why they are critical to informing rural women about VAWG protection mechanisms and empowering them to report violence. Therefore, the project aimed to support and increased the capacity of women’s CSOs in Serbia and Montenegro, particularly regarding EMS, to plan and implement outreach programs/ awareness raising activities for rural women. The Project proves that engaged civil society organizations, women’s rights advocates and media play a vital role in raising awareness and holding institutions accountable. However, some more innovative or tailored approach to grants to CSOs, and increased funds can also be considered.
- **Committed Commissioner for the Protection of Equality in Serbia.** CPE’s authority and mandate, as well as already established strong networks when discrimination and VAW is in case, aided successful project implementation.
- **Montenegro’s Ministry of Justice Commitment.** MoJ, new partner to the project is one of the key partners in Montenegro to advocate for ending violence, increase awareness of the causes and consequences of violence, build the capacity of partners, and promote the need for changing norms towards advancing gender equality and women’s rights, that would multiply the effects of ongoing initiatives, especially those related to women living in rural areas in Montenegro. Their involvement proves that political will and commitment to women’s safety and gender equality at the national and local levels can drive initiatives and reforms. However, there still is evident weak interlinkage between the MoJ and Mol in Montenegro, which requires further addressing.

Evaluation evidence points out that enablers are mainly related to the expertise of the UN Women team and experts engaged, and some highly motivated and enthusiastic beneficiaries. On the other hand, challenges are mainly related to external factors, such as political instability, structural long-lasting factors and COVID-19 related obstacles.

*‘I thought people would be more open. People are tight-lipped, they won't present it as it is (at the workshops). People will not express their opinion. They were divided so that in one village they (implementing organization) worked with women and in the other with men. It was the same in XX (name of the village), where they worked with men. They talk to each other about anything and everything, but when it was supposed to be talked about violence, no one wanted to tell the truth. We from the village know everyone, we know the situations, and when you go to a family and ask, we know that they don't tell the truth like that. We know the real situation.’ (rural woman, final beneficiary of the project).*

No underachievement was recorded at the output levels, as presented below:

<b>Key finding 9 (EFV_KF_3)</b>
Various enabling and challenging factors were identified, including holistic philosophy, agile project management, engaged civil society and media and key stakeholders’ commitment, standing out factors that enabled effective implementation and Serbian Mol withdrawal from Project, incomplete legal system and limited funding and resources as most challenging factors.

Effectiveness at output levels			
Outputs	Indicators and targets for end Project	Finding	
<p><b>Result 1/ Output 1.1:</b></p> <p><i>The Ministry of Justice has human and organizational capacities for the implementation of the protection measure – the bracelet for victim(s) and perpetrator(s) system.</i></p>	<p>O1.2.1: Improved technical and organizational capacity in the Ministry of Justice for the implementation of the bracelet for victim(s) and perpetrator(s) system. Baseline: low Target: Operational by 2023.</p>	<p>The system is operational and in early use, with 6 victims currently using it. Further consolidation is needed.</p>	
<p><b>Result 2/Output 1.2:</b></p> <p><i>The Commissioner for Protection of Equality has capacities to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender-based discrimination.</i></p>	<p>O2.3.1: Number of women’s CSOs supported by project to implement outreach programs to rural women and girls. Baseline: 0 Target: 15 women’s civil society organizations by 2022.</p>	<p>Achieved</p>	
	<p>O2.3.2: Number of rural women reached by outreach programs and awareness-raising activities. Baseline: zero at the beginning of project Target: 5,000 women benefiting from the project</p>	<p>Achieved</p>	
<p><b>Result 3/Output 1.3:</b></p> <p><i>Media and journalists have improved knowledge and skills about risks of gender-stereotyping in reporting about VAWG, and femicide.</i></p>	<p>O2.4.1: Number of media and journalists (men and women) included in the capacity development activities. Baseline: 0 at the project beginning Target: 40 by 2022.</p>	<p>Achieved</p>	
	<p>O2.4.2: Number of media reports on VAWG that follows the standards of gender equality and human rights. Baseline: not known Target: 30 by 2022.</p>	<p>Achieved</p>	
	<p>O2.4.3: The existence of the Guidelines and Recommendations for ethical and non-discriminative reporting in digital media about VAWG. Baseline: non-existent Target: existent by 2022.</p>	<p>Achieved</p>	

An important feature of the Project has been its ability to proactively identify, assess and mitigate the project risks. Not only have the systems for assuring the quality of project deliverables and monitoring of risks were in place, but also the Project

has shown adaptability to changing circumstances, while keeping consistent focus on achieving the overall project's goals and objectives and with some thinking 'out of the box'. In addition, thorough record-keeping to support decision-making was also in place. Even though this has not been (probably) formally recognized the team practiced some agile project management techniques, taking an iterative and flexible approach revealing strong ability to adapt to changing requirements and circumstances. The Project embraced change and adapted to evolving requirements, and planning was, due to these situations, done at times incrementally, while focusing on the most immediate priorities.

<b>Key finding 10 (EFV_KF_4)</b>
<b>This project was de facto implemented in the context of agile project management.</b>
Risks were identified early in the process and mitigated, using agile approach, where success was eventually achieved, Project expanded and intended overall goals obtained.

A commitment to learning from both successes and failures for future improvements is a strong element of effectiveness. In this sense recognizing the value of agile project management approach is also important.

Project implemented various strategies to reach results, as presented below:

Identified project strategies	Details	Perception of stakeholders on effectiveness of the strategies.
Waterfall Strategy	Follows a linear, sequential approach with clearly defined phases. It's suited for projects with well-understood requirements and limited changes.	Project was designed and formally implemented in a Waterfall strategy, with linear, sequential approach. While stakeholders are mostly not aware of the totality of the Project and could not present their related views, there, the strategy worked in the segments of the activities they were involved in, in terms of project payments and reporting. However, it was not sufficient to manage the project as a whole.
Agile Strategy:	Emphasizes flexibility, collaboration, and incremental progress.	When faced with risks and challenges, agile strategies were applied, even though this is not clearly articulated. Agile strategies helped redesign the project, while keeping the intended objectives and the goals. Donor is particularly satisfied with the fact that these strategies were also incorporated in the Project.
Risk Management Strategy	Focuses on identifying, assessing, and mitigating project risks to minimize potential disruptions.	Risk management strategy particularly helped to mitigate the challenging situation and ensure eventual success. UN Women is particularly aware of its importance. Project participants, such as grant beneficiaries are also aware of the importance of this strategy and compliment the fact that, at times of pandemics, resources and activities were readjusted to enable the smooth continuation of the processes.
Feedback Strategy:	Collects input and feedback from project team members, beneficiaries, and stakeholders for continuous improvement.	It is not fully clear if such a strategy was articulated and developed within the Project. While feedback was collected at times (for example after the training, within the reporting systems) there is not much evidence that project participants were in the position to deliver feedback that could influence project implementation or arrangements.
Quality Management Strategy	Ensures that project deliverables meet predefined quality standards, and that quality is maintained throughout the project.	Perhaps this strategy was not fully articulated, but across the board, interviewed participants have commended the responsiveness of the UN Women and their insistence on keeping the set standards and quality of work.
Change Management Strategy	Addresses the impact of changes on project	While the majority of interviewed stakeholders commented positively on the effective communication, there seems to be a

	stakeholders and focuses on effective communication and transition.	need for more structured change management strategizing in the area of EMS, in order to consolidate the initial positive results, there. Also, the area of work related to rural women has clearly yielded positive results, but it is not so clear if activities there are a part of some broader perspective in terms of change management.
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The extent to which innovative approaches are integrated into the project design and implementation, along with their impact on project results, has been a notable aspect.

Whilst the Project promoted creativity and the adoption of new ideas and technologies to enhance project outcomes (examples include – CSO calls for proposals where room was left for CSO creative responses; online learning introductions at the time of pandemics and usage of online communication and supporting tools, combining supply contracts with regranteeing within the project arrangements) the project did not really articulate neither strived for a specific innovation. Some innovative approaches were in fact integrated into a project design and implementation, and while this is not seen as a critical factor in shaping of the project outcomes, the unconventional problem-solving methods that relate to the risk management could be seen as mostly innovative feature that took place. The ability to harness innovation and adapt it to specific project needs can significantly enhance project success and effectiveness, and while some evidence of this quality is noticed, there is also room for further improvement.

Most interviewed stakeholders perceive the need to continue with the initiated stream of action, stating the needs for more funding, fuller territorial grasp of the activities (as the Project mainly targeted 3 Serbian districts), abundance of remaining non-addressed needs (lack of any coherent policy to support rural women, lack of sustainable funds for CSOs who work with victims of violence, inadequate media reporting, limited coverage of EMS etc). CPE believes that future similar actions targeting rural women can be implemented with internal capacities, and some CSOs expressed the needs for increased size of grants.

*‘The whole point of working with experts was to familiarize them with the specifics of violence against older women and the specifics of support. We also had good written materials. But we are not able to see afterwards how much they applied it. I hope someone gets some use out of it.’ (representative of implementing organization)*

*“Monitoring is crucial, getting acquainted with the practice is important, and it is essential to continue the project, especially the campaign and monitoring segments.” (representative of NGO partner)*

In regard to the increased safety of rural women, stakeholders proposed further actions, and they are listed here as their perceptions:

- To work with men, but separately from women in raising their awareness on what is violence against women, what are the consequences for victims, but also for perpetrators.
- To ensure follow up monitoring if project results are used.
- To increase the amount of grants for final beneficiaries. To invest more in final beneficiaries than in institutions as they remain ineffective.
- To combine grants with proper training or other forms of support.
- To focus project implementation on local level, in local communities, with local media.
- To increase participation of younger women in rural areas.
- To increase time of the project implementation to at least two years as one year is too short to ensure results, and particularly in terms of impact and sustainability.

*“There was this a case of a judge who said as an example during an international training that it would be good if the EMS existed in Montenegro. She is a judge in charge of implementing the system and she didn't know that it already exists. The problem is that judges are not informed.” Representative of an institution in charge of implementation*

Holistic, integrated approach in dealing with VAWG has so proven to give good results, but it also requires more agile forms of management and a less linear approach, which is difficult to achieve within the UN system and international donors, who still very much resort to LFM (logframe) approach. In future planning it is important to involve women's rights organizations as liaisons between rural women and the institutions because of their specific experience, way of work, contacts with rural women and knowledge on the local context which is extremely valuable in achieving project results. The stronger support economic empowerment of rural women in order to get out of circle of violence and avoid the risk of GBV and domestic violence, is viewed as absolutely necessary. This may change their position within the family and local communities as well as it may influence positive change in patriarchal social norms in broader society. Targeting media has also proven to be especially important. Mostly, respondents all agree that changing patriarchal stereotypes and prejudices is a slow process and constant efforts and additional Donor support is necessary to achieve sustainable zero tolerance towards VAWG in Serbia and Montenegro.

*“People in other institutions (e.g., social welfare centers) do not recognize their role in the protection system. They need to know the advantages and disadvantages to encourage users to accept the use of electronic protection. It is important that the social worker can provide all the necessary information.”  
(representative of NGO partner)*

*“Amending the law so that protective measures are not just punitive but also aimed at providing protection, and thus, they can be imposed during the ongoing legal proceedings. Additionally, individuals involved in the enforcement of the monitoring system must undergo training for working with victims, specifically the eight personnel working in the Directorate. This is a top priority. Expanding the group of individuals included as target groups is not feasible through this project. The employees in the Victim Support Service are obligated to explain everything to the victim throughout the trial process. Implementing this for all restraining orders, including those in misdemeanor proceedings, is necessary.”  
(representative of NGO partner)*

#### 4.4 Efficiency

Mainly due to the flexibility of the donor, and also due to careful resource monitoring and planning on behalf of the UN Women, the Project had enough resources to implement the project in terms of staff, equipment, finance, etc. The organizational structure within UN Women was effective in terms of achieving objectives. No delays were observed in the implementation of the project, except for certain delays in the transfer of funds to the Commissioner, which was explained by changes in the UN Women accounting system (in the HQ). However, overall, both cost and duration extensions were required. The project was well planned overall, with some overambition and the measures taken were adequate and realized on time. The project structure enabled the successful and efficient implementation of the planned activities, leading to an effective realization of the objectives and results of the project. The established processes can be described as efficient, and mostly flexible, which was also confirmed by other project partners and evaluation respondents.

*‘This was one of the most visible projects we have supported in the last few years, especially compared to other UN agencies' projects that were implemented.’, interview with the donor*

Monitoring of the project was carried out primarily through reports to the donor, which were submitted every 6 months, with the addition of annual reports, which were adopted by the donor without objections. The visibility of the project, according to the donor, was excellent. A lot of resources, both from UN Women and from the Commissioner, have been invested in promoting the project results. According to the donor, this is one of the most visible projects they have supported in the last few years, especially compared to other UN agencies' projects that were implemented.

The project was implemented in two countries, the Republic of Serbia and Montenegro, with a total budget of NOK 26,165,624.00 (app. value in USD 2,826,110.34). Norwegian Ministry of Foreign Affairs contribution amounts to NOK 25,242,424 (app. value in USD 2,726,110.34), while the UN Women core resources that were used for financing amount to USD 100,000 (app. value in NOK 923,200). The overall project team included 3 staff including the Project Officer/Manager responsible for the overall management and oversight: Project Associate responsible for providing project support and administrative support to the financial management and Project Assistant, responsible for providing support to project management. Additionally, UN Women human resources related to financial management also took part, and UN Women team in general undertook tasks to support coordination, reporting and communication support.

*'Regranting is a good practice, it should be continued as an approach to those small media. Our position is such that we work with those small local media, we know the scene, so we know what could be done with whom. It was not a problem to implement the activities. In my opinion, they were successful, if nothing else because of the feedback we received from those media about how motivated they were to work on it. If you aim at that type of smaller, local media where you have limited human resources, a high turnover of people, then that grant should be combined with training.'* (representative of implementing organization)

The evaluators believe that the project team is too small. They think that having additional staff based in Montenegro would have helped with the project's implementation there. Also, having officers specifically responsible for capacity building and monitoring and evaluating grants would have been beneficial for the project.

The funds were strategically allocated in the way that enabled achievement of planned results and although this Evaluation is not a financial audit nor the cost-benefit analysis, basic observations of resource allocations indicate positive results. The funds were allocated to the planned activities, no major budget re-allocations were made during the implementation, contingency plans were developed along with a risk mitigation strategy. The initial design seems to have been overambitious, and project required both cost and duration extension, but these were to respond to emerging needs/challenges and had a positive impact on the implementation of activities and project outputs and outcomes.

<b>Key finding 11 (EFC_KF_1)</b>
<b>Management and leadership of the project seem efficient – with high capacities to plan, organize and monitor project implementation, to coordinate various stakeholders and achieve good collaboration with the stakeholders.</b> It is however the impression of the evaluators that the project team was understaffed in some perspectives.
<b>Detailed elaboration</b>
The challenges, including those related to COVID-19 and political instability, were addressed with high professionalism and success. Some delays were noted – in relation to CPE component which was explained by changes in the UN Women accounting system (in the HQ). Both cost and duration extensions were required.

Initial donor agreement included the participation of the United Nations Office for Project Services (UNOPS), however as from 2020, the project has been directly implemented and managed solely by the UN Women, under the Specific agreement signed with the Donor, The Norwegian Ministry of Foreign Affairs (three years Specific Donor Agreement, Donor ref. No SRB-19/0003, signed between UN Women and the Norwegian Ministry of Foreign Affairs at the end of 2019). Budget

management, financial management, procurement and expenditures reporting, including monitoring and evaluation, were all in line with UN Women rules and regulations, as defined by UN Women Financial Regulations and Rules, Procurement manual and financial manual, and all other relevant UN procedures and manuals. As the project also supported women CSOs, UN Women's grant making procedures, including evaluation of received proposals, administrative-procedural review, grant reporting and payments were all followed (see lesson learnt 2 for some suggestions related to this). The evaluator did not find any evidence of the eventually implemented activities not being realistic, attainable, reasonable, necessary, and appropriate.

As per UN Women general policy, there is a threshold set for staff salaries to 35 % of the total budget, which has also been respected in the ISWS project budget. The rest of the budget was allocated to activities costs, and included a supply contract for EMS, various grants, and consultancy costs. Additionally, as per UN Women general policy followed, any reallocation between budget lines, should not exceed 20%, and all requests for changes greater than that need special approval. The needs here, expenditure related, have been obviously monitored and the rules were adhered to, without exceptions.

The Project budget was executed in line with the annual work plans as approved by UN Women and donors, and the funds allocated were sufficient, apart from some CSO grants, where higher absorption capacity is reported. Overall, the Project had very good delivery rates and demonstrated readiness to adjust. The budget planning was done accurately, redesigned when needed and is based on existing market prices, which have also substantively changed over the years. Any new budget planning cycle should be based on updated market research, renewed capacity assessment of partners' absorption capacities, which may be higher than assumed in some cases.

The overall management responsibility and administration of the project rest with the UN Women Republic of Serbia project presence, supported technically by the Regional Office of UN Women for Europe and Central Asia. The overall impression, highlighted by the CPE also, is that this causes some delays and miscommunication in the overall work, and that the Country office presence could be much more adequate response to the related project needs and requirements.

As already mentioned, in June 2022 UN Women Office in Serbia has, with the Donor's preliminary agreement, requested a 12-month cost extension of the project (until the 31 December 2023), in the amount of NOK 4,238,171 (app. value in USD 459,079.42), which was approved. This indicates some overambitious original planning, but also risk adversity and good monitoring. Mostly, costs extension and duration extension are a reflection of the changes that were outside of the full control of the UN Women. Consequently, project documents, the result framework, work plan and the budget were amended and approved internally by the UN Women internal commission in March 22, and later by the Donor in June 23. The revisions, as per negotiation with the Donor, consisted of the change to project outcome 1 to include partnering and support to the Ministry of Justice in Montenegro but also the extension and further support to the Commissioner of Protection of Equality as one of the key project partners in Serbia.

Evaluation evidence indicates that the management of the project and functioning of the project team were organized in a highly professional and effective manner. There is evidence of well-developed relations with most partners and stakeholders, solid knowledge of the local context, strong ability to adapt to unforeseen circumstances. Effective project management was, among other things, facilitated by familiarity of the procedures and working methods, with only a few reported miscommunication occurrences and with few instances of delays. Project partners reported that coordination and communication with the UN Women was very good. Sub-grating implementing organizations reported on many good aspects of cooperation with the management team, including mostly clear and simple procedures, responsiveness, and manageable reporting systems. The implementation seems to have been steered by continuous monitoring and daily communication with implementing partners.

*'The budget was quite limited, the project lasted 12 or 15 months. But the budget was very small for this type of activity. A large part of the budget went to buy equipment for these women.'*(representative of implementing organization )

*The reporting formats are not very informative and reader friendly. They are not too demanding, but a lot of information is repeated across the sections. A more focused reporting format should be created, to make it more informative.*

Project monitoring framework seem to be well established, enabling precise and meaningful monitoring of the achieved results, however with some elements of oversimplicity (for example, process monitoring, and process related indicators could help in the future, in terms of capturing and monitoring the expected change around EMS). In most part however, indicators are sufficiently specific to enable adequate measurement of results, capturing its 'essence' and are measurable and attributable. Data collection must have been cumbersome with so many stakeholders and partners, however UN Women team managed to navigate through it. They introduced quarterly narrative and financial reporting systems with project partners and undertook semiannual and annual reporting to the donor with ad-hoc reports when required. Hence, the monitoring roles and procedures were clearly well- defined and practices effectively organized. The evaluators also consider, after the interviews and the discussion with UN Women, that the staff continuously reflects on project implementation, beyond the basic monitoring, looking for best solutions and with clear commitment towards excellence.

Internally, there was a change from Atlas to QUANTUM financial system globally in UN with different procedures that followed and were supported by Regional Office in order to better facilitate project implementation and to streamline existing procedures.

Various constraints impacted project efficiency. They were multifaceted, including political, practical, and bureaucratic challenges, but also others. To overcome these constraints, various levels of effort were/can be applied, as presented below.

<b>Constraints domain</b>	<b>Challenge</b>	<b>Solutions applied</b>
Political Constraints:	Political instability/changing government priorities.	UN Women engaged in advocacy, trying to build alliances, and communicate the project's benefits to gain renewed political support and commitment in Serbia, however limiting the information on the MoI withdrawal from the Project to a narrow audience. Once these tactics failed, Project was territorially expanded to Montenegro and new alliances were built there.
Practical Constraints	Resource limitations, including budget, time, or skilled personnel.	UN Women sought additional funding (to which donor helpfully positively responded), optimized existing resource allocation, and considered phased implementation to manage constraints effectively.
Bureaucratic Constraints	Complex administrative processes and regulatory hurdles.	Strong relationships were built with relevant authorities, paperwork streamlined, and networks leveraged to navigate bureaucratic challenges, to the extent possible. Still, however, some partners consider the constraints as high.
Cultural and Social Constraints:	Resistance to change and local customs that impact project implementation and UNW mission.	Significant work was done at community engagement, awareness raising, and adapting project strategies to align with cultural norms. However, this has, to some degree, also shifted the focus to socio-economic status improvement, as opposed to VAGW direct prevention (in particular in relation to CPE component).
Technical Constraints	Technological limitations or infrastructure deficiencies.	This domain of constraints is particularly relevant to EMS implementation. UN Women invested in capacity building and collaborated with technical experts to address technical constraints.

Environmental Constraints	Environmental factors affecting project implementation.	COVID 19 pandemics affected the Project implementation. UN Women incorporated adaptations into the project planning, establishing contingency plans.
Economic Constraints	Economic instability or fluctuating market conditions.	Even though there is evidence of changing market prices, with diversified funding and incorporated risk management strategies, and with probable regular economic assessments, price changes did not affect the implementation to a large extent.
Security Constraints	Security threats or conflict affecting project operations.	As the Project tackles safety, and with EMS ultimately aimed at protecting the victims, UN Women also worked on security protocols and on capacity building of law enforcement. However, additional effort is needed here to consolidate results.
Geographical Constraints	Remote or inaccessible project locations.	Within UN Women, virtual project management techniques were used to alleviate the constraint, and as a project strategy, partners were selected to have access to remote localities. Project could, however, benefit from increased physical presence in Montenegro.
Legal Constraints	Legal restrictions or ambiguities related to project activities.	There is evidence of UN Women and the donor seeking legal counsel, engaging in advocacy for legal reform. As legal consolidation within EMS in Montenegro is yet to occur, UN Women should place additional efforts to ensure full compliance with existing laws there, and also support the regulation making efforts.

Given the project context and its planned interventions, communications and information dissemination was an important element of the Project. The implementation of the Communication strategy focused on storytelling and ensured that communication and advocacy efforts across different activities are coordinated to contribute to the overall goals. Communication was carried out through media reports, press releases, joint social media campaign, as well as project brochures, leaflets, folders, newsletters, and various promotional items, to increase and steer communication with the beneficiaries and stakeholders. UN Women Serbia has also used UN Women regional and global communication resources such as newsletters, web stories and social media with incorporated relevant elements of its global campaigns, such as Unite, Step It Up and HeForShe, to elevate the impact of its communication efforts.

Whilst there is evidence that best value for money is achieved, as no Cost-Benefit Analysis, neither Return on Investment had been done, and as evaluation surveys or interviews aiming to gather their perspectives on whether the project provides value for the resources invested have not yielded much meaningful findings (as partners mainly were unaware of the totality of the Project, its overall budget etc), evaluators relied on the following indications:

- Financial Audits: Financial audits were implemented, with no reported findings related to efficient resource utilization and cost control.
- Competitive Bidding: Procurement processes adhered to competitive bidding procedures and are assumed as yielding competitive pricing.
- Resource Allocation: Evidence reveals that resources, including financial and human, are allocated optimally to maximize value.
- Risk Management: Indications reveal that risks have been effectively managed to protect investments.
- Quality Assessment: Evidence, but also gathered insights from respondents indicate that the project's deliverables and outcomes were scrutinized against high quality standards.
- Cost-Savings Initiatives: Following COVID-19 outbreak due to cost-saving, measures were implemented without compromising project quality or outcomes, extending the scope of the Project.

Comparison of the project's performance and costs with 'industry' or sector benchmarks to assess its efficiency was not found possible. While collecting feedback from project beneficiaries to determine whether they believe the project as a whole represents value for the resources invested has not yielded results, they all spoke very high on the cost-effectiveness of the actions they themselves were involved in. CPE component could have been implemented via the direct agreement between the donor and the institutions, however this was not viewed as efficient from the donor point of view within ISWSMN.

As per activities of the project, the following details are listed:

Activities	Stage
A 1.1.1: Provide software (purchase, translation, adaptation, etc.) and purchase of 100 bracelets for the Ministry of Justice - EMS system.	Implemented
A 1.1.2: Support to Montenegrin Ministry of Justice for the implementation of EMS.	Requires extension
A 1.2.1: Organize training for 20 selected women's civil society organizations dealing with issues relevant to rural women on the legal framework regarding protection from violence and gender-based discrimination.	Implemented
A 1.2.2: Support women's CSOs to develop innovative outreach plans for informing and communication with rural women and girls on violence against women and girls and protection from violence, adapted to the local contexts.	Implemented
A 1.2.3: Support women's civil society organizations to pilot innovative outreach programs for informing and communication with rural women and girls on prevention of and protection from violence in 15 local self-governments.	Implemented
A 1.2.4: Create and distribute promotional and informative materials on prevention, reaction and protection from violence and gender-based discrimination and stereotyping.	Implemented
A 1.2.5: Organize a Study-visit for the representatives of CSOs and national mechanisms for GE on an example of good practice in the area of protection from violence and gender-based discrimination and stereotyping.	Implemented
A 1.2.6: Provide annual award to media on anti-discrimination, promoting of tolerance and equality.	Implemented
A 1.3.1: Analyze media reporting on VAWG and especially femicide in digital sphere and publish a report with recommendations for journalists, media agencies and associations.	Implemented
A 1.3.2: Design training for journalists (men and women) on media reporting about VAWG, femicide and gender-based discrimination.	Implemented
A1.3.3.: Organize two two-day trainings for 40 selected journalists.	Implemented
A 1.3.4: Support development of the Guidelines and Recommendations for ethical and non-discriminative reporting about VAWG in digital media.	Implemented
A 1.3.5: Present and distribute the Guidelines and Recommendations for ethical and non-discriminative reporting about VAWG in digital media, including femicide.	Implemented
A 1.3.6: Develop a Brief Note for police officers on communication with media in cases of VAWG.	Implemented

## 4.5 Impact

Although it is too early to estimate full impact of the project, the evaluation evidence points to the initial achievement of the results and to the processes that create prerequisites for the full desired impact at technical, economic, social, and policy levels.

As per the results framework of the project Impact is defined as 'Women and girls in Serbia and Montenegro live in a society free from violence.' The goal of creating such a society is indeed a noble and aspirational objective. Achieving a world completely free from violence is an extremely challenging, if not impossible, goal due to the complexity of human behaviour and the many factors that contribute to violence. However, while it may be challenging goal, significant progress can still be made, possibly via a multi-faceted approach involving legal reforms, awareness campaigns, support services, education, and community involvement, the element of which can be traced to the intentions and activities of the ISWSMN Project.

*'The project was of limited impact. Maybe on the scale from 1 to 5 around 4. Women learned what is economic violence, what is psychological violence, but how this will contribute to the behavioral changes and to practices, needs time to be seen. They need to be more aware that they must report violence.'*  
(project beneficiary in one of the villages targeted by project)

Theoretically speaking, impact success against the anticipated and expressed impact of the Project can be measured in terms of reduced incidents of violence, increased reporting and prosecution of offenders, improved access to support for survivors, and a shift in societal attitudes toward violence. While there are somewhat positive trends across these measures, 10 years after both Serbia (21 November 2013) and Montenegro (22 April 2013) ratified the Istanbul Convention), and despite a good legislative and policy framework, violence remains widespread, including since recently also in the digital space.

Impact	Indicators and Targets	Current situation
<p>The Overall Objective/Impact:</p> <p>Women and girls in Serbia and Montenegro live in a society free from violence.</p>	<p>Objectively verifiable indicators:</p> <p><b>Indicator 1: Prevalence of VAWG disaggregated by type and manifestation of violence, severity, perpetrator, personal characteristic, time period, and frequency.</b></p> <p>Baseline: Every third woman experiences some form of violence by a current or former intimate partner or male relative. Data are not disaggregated by personal characteristics.</p> <p><b>Target: Implementation of measures by key line ministries with disaggregated data collection model.</b></p> <p>Means of Verification: Data and statistics collected by relevant line ministries and institutions.</p> <p>Data collection method: Review of the reports by relevant Serbian and Montenegrin institutions.</p>	<p>Proportion of ever-partnered women aged 18-74 years experiencing intimate partner physical and/or sexual violence at least once in their lifetime since age 15 as per Organization for Security and Co-operation in Europe (OSCE) (from 2019) as published in OESCE-led Survey on Violence against Women: Main Report. Vienna, Austria: OSCE Secretariat was 17% at the time of the study, both for Serbia and for Montenegro.</p> <p>As per the 2022 study<sup>94</sup> by the Serbian Statistical office a total of 21.6% of women experienced some kind of violence by an intimate partner (every fifth women). <b>The most frequently experienced violence by an intimate partner is psychological violence, which was experienced by 21.2% of women (every fifth woman), while 9.8% of women experienced physical violence (every 10<sup>th</sup> woman), and 1.7% of women experienced sexual violence.</b> A total of 10% of women experienced physical or sexual violence, including threats. Within domestic violence, physical violence is more prevalent, experienced by 10.7% of women, while 2.2% of women declared that they experienced sexual violence. Both types of violence within the family were experienced by 11.7% of women. A total of 10.1% of women experienced some kind of violence from non-partners. When it comes to non-partner violence, women more often experience physical violence (7.2%) than sexual violence (2.7%). A total of 9.3% of women experienced physical violence, including threats. A total of <b>17.5% of women experienced some kind of violence by any perpetrator.</b> The most frequently experienced violence by any perpetrator is physical violence, experienced by 16.9% of women, and 4.1% of women experienced sexual violence. Another study<sup>95</sup> reveals that statistically, the profile of a women experiencing partner inflicted violence defines that she is 49.5 years old, living in urban area, without any personal income, divorced or formally separated and with incomplete and primary education and that every second woman believes that violence against women is quite common in the Serbia society. Note that women CSOs view that within these two studies, not all named types of violence from the Istanbul Convention are covered<sup>96</sup>.</p> <p>Statistical Office for the first time implemented the Survey on Living Conditions and Women Safety (EU GBV) in Montenegro in 2021<sup>97</sup> and reported that:</p> <ul style="list-style-type: none"> <li>▪ In Montenegro, one in five women (20.2% of women) reported experienced violence by intimate partner during lifetime.</li> <li>▪ In total, 6.2% of women reported violence by a non-partner during adulthood.</li> <li>▪ During adulthood, in total 7.5% of women reported experienced domestic violence, while violence by any perpetrator was experienced by 11.7% of women.</li> <li>▪ Sexual harassment at work during lifetime was reported by 17.5% of women.</li> </ul>

The indicator selected to measure the impact for ISWSMN ‘Prevalence of VAWG disaggregated by type and manifestation of violence, severity, perpetrator, personal characteristic, time period, and frequency.’ is not fully informative at the time, as methodologies and the scope of VAGW measured at baseline is not comparable with those currently measured. Also, the target ‘Implementation of measures by key line ministries with disaggregated data collection model’ does not really refer to

<sup>94</sup> Available at <https://www.stat.gov.rs/media/358198/g20226006.pdf>

<sup>95</sup> Available at <https://www.stat.gov.rs/media/358199/g20226007.pdf>

<sup>96</sup> See <https://rm.coe.int/awc-contribution-to-coe-committee-of-parties-regarding-2020-recommendat/1680aacb24>

<sup>97</sup> See <https://www.monstat.org/eng/novosti.php?id=3625>

the indicator. Regardless, the impression is that target has been partially met already, as both countries have already started the avenues which enable more disaggregation against VAGW.

Positive trends can be observed in the numbers of protective measures in both countries, even though the results framework does not make reference to this fact:<sup>98</sup>

2021 Montenegro	2022 Montenegro
A total of 426 protective measures were imposed. <ul style="list-style-type: none"> <li>▪ Of which restraining order 120</li> <li>▪ Of which prohibition of harassment and stalking 192</li> </ul>	A total of 782 protective measures were imposed. <ul style="list-style-type: none"> <li>▪ Of which restraining order 293</li> <li>▪ Of which prohibition of harassment and stalking 265</li> </ul>
2021 Serbia	2022 Serbia
Number of orders (MoI) 19,702	Number of orders (MoI) 21,137

The evaluation mission found evidence of impacts being made across the span of technical, economic, social, policy and institutional levels. The project has applied somewhat of a ‘holistic’ approach to violence against women and girls (VAWG), and it has operated at individual, community, and societal levels. Institutionally, it focused on security and justice sectors (in Montenegro) and equality protection mechanisms (in Serbia). The observed impacts are as follows:

Impact domain	Evidence found
Technical	<p>Technical levels of impact are centred around:</p> <ul style="list-style-type: none"> <li>▪ Improved Infrastructure: Investments were made in EMS systems and solutions, that enhances women's physical security. EMS is now integrated infrastructural in the MoJ IT system.</li> <li>▪ Technology Solutions: Implementation of EMS in Montenegro provides immediate assistance in dangerous situations. 100 EMS items are procured and delivered, and 6 women are currently using them. Some pilot level (E-counselling) solutions were also tested in Serbia, within CSO grants.</li> <li>▪ Training Programs: Technical skills training empowered women economically and socially in Serbia.</li> </ul>
Economic	<p>Economic levels of impact are centred around:</p> <ul style="list-style-type: none"> <li>▪ Economic Empowerment: Numerous rural women have accessed income generation resources, and informal education and vocational-like trainings helped boost women's economic independence. The evidence points to examples of gains in forms of shared agricultural tools and food preparation machinery, which helps in income generation and contributes to some economic status gains.</li> </ul>
Social	<p>In general, social level impacts are centred around:</p> <ul style="list-style-type: none"> <li>▪ Empowerment: Increased awareness empowered women to assert their rights. In longer run this may lead to increased reporting of violence, however this has not yet been achieved in attainment of the Project.</li> <li>▪ Attitude Change: Awareness campaigns helped shift societal attitudes toward gender equality and non-violence (see catalytic effects for more details).</li> <li>▪ Community Support: Projects strengthened informal community support systems, which in long run can be activated to prevent violence and/or to support victims.</li> </ul>
Policy level	<p>The project has increased capacities of the media sector in Serbia to ethically and without secondary victimisation and sensationalism report on VAWG and domestic violence, influencing in that way broader community and changing patriarchal stereotypes and prejudices, but also the code of conduct of the media. The policy level impacts observed include:</p> <ul style="list-style-type: none"> <li>▪ Policy Implementation: Project encouraged the enforcement of existing policies.</li> </ul>

<sup>98</sup> Data originating from <https://rm.coe.int/report-submitted-by-montenegro-pursuant-to-article-68-paragraph-4-of-t/1680ad0d87> and [https://www.womenngo.org.rs/images/resurs-centar/AWC\\_Report\\_Eleventh\\_Implementation\\_of\\_the\\_Law\\_on\\_Prevention\\_of\\_Domestic%20Violence\\_in\\_2022.pdf](https://www.womenngo.org.rs/images/resurs-centar/AWC_Report_Eleventh_Implementation_of_the_Law_on_Prevention_of_Domestic%20Violence_in_2022.pdf)

	<ul style="list-style-type: none"> <li>▪ Budget Allocation: Increased funding for gender-focused initiatives is observed in Montenegro, where governmental budget will continue funding needed EMS related staff, and also bear the costs of EMS maintenance (as confirmed these funds amount to 83.607,00 EUR annually).</li> </ul> <p>As the evaluation suggests the need for the extension, it is advised that focus on that extension should be on further policy (and regulatory) making in Montenegro, in relation to the use of EMS and expected legal reforms.</p>
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Observed project impact is based on the Project Theory of Change, which envisages that IF (1) the Ministry of Justice, has strengthened human and organizational capacities for the implementation of the innovative protection measures- the bracelet for victim(s) and perpetrator(s) system, and IF (2) the capacities of the Commissioner for Protection of Equality to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender-based discrimination in cooperation with women’s organizations are built, and IF (3) women, especially those from marginalized societal groups are empowered to use available and accessible protection mechanisms, and IF (4) the media is equipped with knowledge, material, and procedures for adequate reporting on VAWG and gender based discrimination, THEN (5) the conditions for women’s and girl’s safety are significantly improved, BECAUSE (6) diverse and targeted measures are planned and implemented simultaneously in both countries.

*‘Good examples of the impact are found in the communities where implementing organization targeted multiple groups of stakeholders with different intervention instruments, using broadly media: ‘The media campaign reached almost 100 000 people who were informed about the mechanisms of protection against violence and gender equality; through direct conversations at meetings women from the villages were empowered to recognize and adequately respond to violence, and the knowledge of journalists from local media for reporting on the topic of violence against women was improved. Project also contributed to networking of responsible institutions (Centres for social work in Prijepolje, Priboj, Nova Varoš, Užice, courts, police, health institutions, women’s NGOs...). (representative of implementing organization)*

<b>Key finding 12 (I_KF_1)</b>
<p><b>The project has certainly contributed to safety of women and girls in Serbia and Montenegro, however the overall impact towards this overarching goal is difficult to measure.</b></p> <p>Activities and achieved results are found as positively impacting gender equality and also safety, whereas stronger impact towards improved safety is observed in Montenegro and stronger impact towards improved socio-economic status of rural women in Serbia. Activities directed towards media are found very positively impacting overall population.</p>

The evaluation mission identified several promising practices, as follows:

<b>Identified promising practices</b>
<ul style="list-style-type: none"> <li>▪ Within ISWSMN local CSOs have implemented various outreach programmes such as workshops for rural and Roma women, where gender-based violence, discrimination and underreporting was discussed. There were also educational sessions organised on GBV/SGBV, Self-support group for Roma girls and women and people of trust networks. E-counselling platform for reporting GBV was also undertaken. Complementary to these, VAGW centred activities workshops for rural women on sewing, language and active job search, business plan writing, Office Business, took place. All of these activities provide body of knowledge that can be used in similar programs and projects that aims at increasing the capacities of rural women, and influenced their families and local communities, to recognise and respond to VAWG, but also to address the area based and gendered disadvantages they are exposed to.</li> <li>▪ Working with media has significantly contributed to raising awareness, while at the same time creating stories of public attention and also capacitating media workers on appropriate standards of reporting in relation to gender and in relation to VAGW.</li> </ul>

Some activities (apart from the media work explained above) are identified as having a realistic or potential catalytic potential, as follows:

Activities with potential or realised catalytic effect	
<ul style="list-style-type: none"> <li>▪ In 2020, campaign You are not alone! Report the violence! under the umbrella of a global campaign 16 days of Activism achieved some great results: 5,000 elevators (80% of all elevators) in Belgrade had the campaign poster displayed in them indefinitely; 4-million reach on social media; over 40 broadcasts of our campaign video on Radio Television Serbia (RTS) with on average 250,000 reach per broadcast; 16 billboards placed in 6 major cities across Serbia for 2 weeks.</li> <li>▪ In 2021, in collaboration with the Ministry of Justice of Serbia, all 66 basic courts in Serbia were provided with brochures and leaflets developed specifically for women in a situation of violence, to guide them through relevant court proceedings. As a result, 6,700 women victims increased their knowledge to recognize and ask for help in domestic violence and VAW cases. In addition, all basic courts were equipped with 66 tablets, to assist hearing-impaired persons during the court process. Almost 100 court representatives (mostly women) were trained to use these assets.</li> <li>▪ The coalition “Youth Against Violence” was launched in May 2021, with objective to raise awareness of young women and men on gender-based violence (GBV), to inform them about the ways to recognize and report GBV, and to empower them to spread knowledge to their peers, families, and society in general. Olga Danilović, a promising tennis player and Andrija Milošević, a popular actor, were chosen for the ambassadors of the coalition. Their short video announcing the beginning of the campaign went viral with more than 1 million views. Evaluators could not find evidence of the group surviving the initial boost, however the intention is exemplary and can be replicated elsewhere.</li> <li>▪ Theatre play “#Mačka pečena” premiered on 25 November 2021 in “Teatar na Brdu” in Belgrade, marking the beginning of the campaign “16 Days of Activism”, primarily intended for young men and women and presenting the dangers and forms of violence that toxic relationships bring. Approximately 5,000 people saw the play in theatre season 2021/22.</li> </ul>	

Identified activities with potential or realised catalytic effect indicate that the Project as an intervention, was able to stimulate and amplify positive changes beyond its immediate scope, acting as a catalyst and accelerating progress and triggering a chain reaction. This catalytic effect has led to a multiplier effect, where the initial intervention generated a much larger and sustained awareness (and thereby impact) than what was initially planned. In some respects, ISWS thereby emphasizes how targeted efforts can create positive, far-reaching changes.

One of the project impacts was establishment of new associations of women living in rural areas, and empowerment of already existing small, grassroots organizations of rural women which participated in the project.

*‘Overall, it is a significant project, but it is also small in terms of time. It takes longer to achieve long-term change. It has the potential to be replicated in other municipalities and regions, but it has to be done over a longer period of time. One meeting, workshop is not enough, even 3-4 times in some interval. To be a project for at least two years. Not to be more comprehensive in terms of number of beneficiaries, but better-quality work. The scope was too great for so few financial resources and no big change can be expected.’ (representative of implementing organization)*

The following presents observed longer-term and hopefully sustainable changes the Project had on individual, community, institutional level, and society as a whole.

Impact level	Details observed
Individual level	<p>Evidence points to the significant changes among women living in targeted local communities as they obtained tangible support and new awareness and action potential to engage in local community processes was created. Through project, 5,000 women and men including rural women, including Roma women, older women, women with disabilities, have directly benefited, and almost 70,000 from provided outreach programs and awareness rising activities.</p> <p>Individuals, particularly women and girls, are more aware of their rights and safety, making them less susceptible to violence and trainings, grants, direct support etc. uplifted the beneficiaries, which in longer turn, will coincide with the improved skills to protect themselves and smoother access support when needed in the future.</p>

Community level	Communities in 3 Serbian districts become more involved in community initiatives, which on longer run is expected to extend to also safety initiatives and the fostering of a culture of collective responsibility for women's safety. The project led (in particular through grants to women CSOs the UN Women administered) to the establishment of support networks within communities, which is hoped to be sustained in the future, with continued offering assistance to survivors and at-risk individuals in the covered areas.
Systemic level	With hopeful extension of the Project enhanced coordination among various sectors, including law enforcement, justice, social services, and civil society sector can lead to more comprehensive responses to violence against women in Montenegro. Currently, the preconditions for this sustainable change are put in place.
Institutional level	<p>Institutional level impact is observed as follows:</p> <ul style="list-style-type: none"> <li>▪ Relevant department within MoJ in Montenegro has been staffed with enforcement level officers, who undertook the implementation of EMS. Institution has been supported to uptake the EMS system, as well.</li> <li>▪ Relevant sectors (justice, law enforcement, social protection etc) received capacity building benefits in Montenegro, and police in particular also received a structured guidance related to EMS.</li> <li>▪ Women CSOs in Serbia, and also CSOs who acted as strategic partners to CPE, BIRN and their sub-grantees, all received tangible financial support to implement their missions, thereby positively amending internal work practices.</li> <li>▪ CPE as an institution was supported financially and with human resources to undertake its desired mission in the area of supporting rural women.</li> <li>▪ Across the board, even though this also could have been strengthened, organisations involved have widened their collaborative networks and undertook some mutual learning, which can yield successes in their future development related work.</li> </ul> <p>In overall, in Montenegro the project increased capacity of police officers and both the capacity and capability of the justice actors, by supporting the early introduction and initial implementation of EMS. In Serbia, the capacities of the Commissioner for Protection of Equality, local civil society organisations and the media was increased in the area of awareness of rural women needs and also in the area of awareness on the VAGW and gender-based discrimination.</p> <p>Globally speaking, Project helped strengthening the capacity of institutions to respond effectively to cases of violence, especially in Montenegro. Further work is needed in encouraging better coordination among various governmental and non-governmental entities there. Institutions have improved their ability to respond effectively to cases of violence through training and enhanced resources, but extension of the Project can yield more impact here. Support is still needed for upcoming legal reforms that can further enhance the protection of women's rights and safety.</p> <p>Indirectly, as project involved many non-governmental entities, who all collected various data and undertook some level of reporting, the observed impact is also improved data collection and reporting, which in turn can help better inform future policies.</p> <p>Policy advocacy and project outcomes can influence Capacity Building by providing a foundation for legal and systemic changes. The project's achievements in enhancing institutional capacities and raising awareness create a conducive environment for legal reforms. These reforms can further empower institutions and stakeholders, ensuring more comprehensive and effective responses to violence and discrimination. The project's success in data collection and reporting by various entities also plays a critical role, offering valuable insights that can guide and shape these legal reforms. Consequently, continued support and focus on legal advocacy can lead to more robust and sustainable improvements in policies and practices, ultimately contributing to the protection and empowerment of women's rights and safety.</p>
Society as a whole	<p>While currently no hard evidence is found for these, it may be assumed that on longer turn the following two impacts will occur, partially as contributing from ISWSMN Project:</p> <ul style="list-style-type: none"> <li>▪ Shift in Attitudes: Over time, awareness campaigns and other efforts may contribute to a broader shift in societal attitudes, promoting gender equality and non-violence.</li> <li>▪ Reduced Violence: The cumulative impact of the project in longer turn may result in a reduction in the prevalence of violence against women in society.</li> </ul>

## 4.6 Sustainability

The project has rather successfully built the capacities of rights holders and duty bearers. However, the sustainability of these newly gained capacities will depend on the state authorities in Montenegro and the CSOs when it comes to electronic protection of potential victims of violence. In the next period, it is necessary for national stakeholders in Montenegro to invest additional efforts in promoting the measure of electronic surveillance and protection. It is also necessary to maintain the

level of engagement of 5 local consultants in the future through their reimbursement from the state budget, which was happening at the time of the evaluation. Two more employees are needed for optimal organization according to the head of the Department. The sustainability of the measure of electronic surveillance and protection will also largely depend on the operation of the courts and on their awareness, but above all on the change of the legal framework that should enable the maximum utilization of the Protection System. Additional sustainability was achieved by introducing information about the program in the regular NGO SOS phone's trainings for public institutions. When it comes to the sustainability of support for rural women, based on the conducted interviews and secondary analysis, the interest of the Serbian state to invest in this segment of the economy systematically and structurally was not observed. Thus, further involvement of current and/or other bilateral donors in supporting rural women is needed. It would be particularly beneficial if the EU also could offer stronger and more systemic support for rural women in Serbia, which is possible through other projects, such as the UNOPS project (EU pro II) that could contribute to this segment. Empowerment of CSOs that deal with women's issues is needed primarily by the state through the allocation of large-scale non-reimbursable project funds, but also through the participation of bilateral donors. A small possibility for long-term sustainability is observed in this segment. The work of the Commissioner for the Protection of Equality in offering help and support to rural women needs to be continued, given the potential for this. This could be done through the support of the state and the central budget to the Commissioner to continuously implement this measure, but it is unfortunately unlikely, due to legal restrictions on the Commissioner's budget planning. It is also important to stress that work with CSOs does not show much potential for sustainability outside of direct support from this and/or other bilateral donors. Many women CSOs report that they continue to struggle for funding, especially well-established women CSOs that have specialized experience and expertise in the field.

The Project, in Serbia, reached many women from marginalized social groups, such as rural women and women living in remote and underdeveloped local communities, women from socially isolated communities, poor women, Roma women. The outreach to local women beneficiaries was done by implementing CSOs based on mapping or with use of the snowball methods, within the project territorial grasp. Evaluation did not find other specific criteria applied. The approach was to ensure wide participation of women with the focus on most vulnerable. It does not appear that this work and the results that were gained have been translated into a systemic government measure. Evaluation evidence indicates that targeted women are now connected in different ways, through social media, Viber groups, but the sustainability of their networks is questionable without further NGO support and funding. Dynamic social, political, and economic context in both countries requires careful planning of sustainability. At the moment of the evaluation, there was a developed Sustainability strategy within the Project as whole. Apparently, this is a twofold strategy, directed at building partners institutional and organizational capacity and at active participation of primary beneficiaries, such as women's CSOs and journalists in project development and implementation.

<b>Key finding 13 (S_KF_1)</b>
<b>The Project was implemented partially using replication methods and was successful in initiating and transferring EMS practices in Montenegro, as well as in initiating innovative practices of women uplifting in Serbia, also creatively collaborating with the media there.</b>

The Project has managed to replicate successful practices in various ways. The entire EMS related stream of action is influenced by learning from the previously implemented activities and is based on the analysis of practices across various European countries. There are excellent opportunities for horizontal and vertical replications in the future. For example, Serbian counterparts could learn from the experiences of Montenegro around EMS, and media granting or women CSOs regranting practices tested out in Serbia could be replicated in Montenegro. Some experiences between agents of change and successful forms of civic engagement tested out (persons of trust, for example) can also be replicated internationally, when similar contexts and perspectives are in place.

The upscaling of the support to rural and disadvantaged women will depend on the future policy structuring. However, early ESM implementation and the positive trends observed in justice system opens the room for further promotion of victim protection in Montenegro, which Project should capitalize on, following the extension.

Evaluators distinguished between the four types of sustainability, as follows:

Types of sustainability	Details	Findings
Financial sustainability	financing of follow-up activities, sources of revenue for covering all future operating and maintenance costs	<p>EMS related stream of action is found financially sustainable. The cost of maintenance of the equipment (app 80 K EUR annually) is assumed by the Montenegrin state budget. The enforcement staff salaries, that were paid by the UN Women initially will be transferred also to the state budget. There is sufficient equipment in place to upscale the EMS to the entire country. For the time being, complementary measures, to be implemented by CSOs are funded by UN Women. Project should be extended to finalize the initiated work, however financial sustainability elements are already in place and strong, in the long run.</p> <p>Activities in Serbia, directed to CSOs and media and partially implemented by UN Women, partially by CPE are not translated into any visible state budgetary obligation. Some activities implemented were directed towards income generation and they may be perceived as self-sustainable. Thus, further involvement of current and/or other bilateral donors in supporting rural women is needed.</p> <p>Financial sustainability applicable strategies may involve securing long-term funding from diverse sources, such as government budget allocations, international donors, and partnerships with private sector organizations, which would ensure that the project can continue beyond its initial funding cycle. Private sector funding for the issues was not detected. As explained, there are very positive indications in relation to Montenegrin budget allocation for the cause, and there still is a need for international donor funding for the subject matter covered.</p>
Institutional/Service sustainability	structures that would allow the results of the action to continue to be in place after the end of the action, capacity building, agreements and local 'ownership' of the results of the action.	<p>MoJ relevant department was strengthened by the enforcement staff, and IT systems and all evidence indicates that there the stream of initiated action is to continue after the end of the action (hopefully extended action). More work is required on establishing coordinated structures in Montenegro, of course, however evidence is in the place that there is a strong local ownership in place.</p> <p>Sustainability gains were further enhanced by incorporating program information into the standard training sessions provided by the NGO SOS for public institutions.</p> <p>No evidence is found of any structures in place that would allow for the results of the action to continue in Serbia, other than the strong and vibrant civil society and the CPE itself. Project supported formation and strengthening of various non-governmental actors, and their activity in the future is assumed as bringing extended results. Capacity building of these actors has also increased skills and knowledge around VAGW, which can be perceived as an element of sustainability.</p> <p>Institutional sustainability involves building the capacity of local organizations and government agencies to take over and manage the project's activities independently. This includes training local staff, transferring knowledge and skills, and strengthening local institutions to ensure that they can continue to address women's safety concerns effectively. While the Project has indeed increased some relevant capacities, there still is a need to provide relevant support.</p>
Policy level sustainability	structural impact (improved legislation, consistency with existing frameworks, codes of conduct, or methods)	<p>While no specific new codes of conduct were developed, Media reporting guide can be seen a professional standard for the media in Serbia, that can further assist in the Projects' vision. Alike, increased knowledge of the media and individual journalists, and increase capacities of various CSOs in Serbia has likely affected methods of their work in the future. The practices, capacities, and knowledge gained will stay in place after the project completion. However, no improvement of the existing legal or policy framework is observed. While rural women are addressed in relevant strategies, the impression still is that the interest of the Serbian state to invest in this segment of the economy systematically and structurally cannot be found.</p> <p>In Montenegro, within EMS, there still is a need to support improving of the legislation, ensuring consistency with the currently existing framework and there is also room for improvement in the code of conduct of law enforcement and the methods of work around collaborative structures between MoJ and Mol. At the policy level, so far, the project introduced new protection measure from violence against women at the national level and included local CSOs at EMS promotion targeting directly beneficiaries.</p>

		Policy sustainability requires that the project's initiatives and policy changes become integrated into the legal and institutional framework of Serbia and Montenegro. This should involve advocating for and enacting legislative changes. While some contributions to longer term sustainability are observed in this aspect, there remains also a need to continue ensuring that gender-based violence is consistently addressed in national policies and strategies and promoting a culture of gender equality and women's safety.
Environmental sustainability	what positive/negative impact will the action have on the environment — have conditions been put in place to avoid negative effects on the natural resources on which the action depends and on the broader natural environment	Some aspects of the Project in Serbia tackled agriculture, and presumably may have an effect of environment. Use of alternative energy sources and improved awareness of the interlinkages between the climate change and gender, as well as safety of women and girls were not observed. In overall, the Project is considered environmentally neutral.

UN Women stated that the sustainability of the Project objectives and results were given the highest priority and that there are several dimensions there that include continued operation of project initiatives, institutional stability, and continued participation of women CSOs/CPE in outreach programs with increased capacity. Some elements of the actions that were, inter alia, meant to increase sustainability included conducting online info sessions for project partners, including CSOs, dealing with the issues of project development, submission, implementation, reporting, monitoring and evaluation which strengthened the overall capacity to implement and plan project and exercise their leadership role towards the achievement of gender equality and women's empowerment. Many CSOs who may act as future potential applicants to UN Women are now better informed and familiar with requirements, procedures and rules. Additionally, in agreement with the Social Inclusion and Poverty Reduction Team of the Government of the Republic of Serbia (SIPRU), mentoring and advisory support was provided to all CSOs during the process of submission of project proposals. This further helped in defining project goals and expected results, formulating clear and measurable indicators, identification of risk factors in the implementation of activities etc. Trainings for members of rural women's organizations on supporting women victims of violence against women and gender-based discrimination and creating specific outreach campaigns for rural women were delivered as well, increasing the knowledge of these CSOs. However, mainly, when asked, grant beneficiaries stated that UN Women did not provide specific sustainability related advice during the implementation of grants.

*Sustainability of the media component was ensured by careful sustainability assessment conducted by implementing organization prior to selection of grantees. They selected media which were assessed as media with capacities to maintain newly acquired standards in reporting on violence against women.*

*'We started working with houses that we thought were worth working with, that they would be able to maintain it. As with any practice change, it is something that must be done continuously.'*

*However, it was concluded that despite the readiness of media to align their reporting on VAW to the ethical standards, they are not always in position to focus on the issue of violence against women, so it would be required further support to their capacities to engage with this issue.*

*'It often happens that the media, especially if we are talking about local media, that these are not their priority topics. They run to cover the daily news, little ones in the newsroom. The foundation has been laid, but we should continue to work with journalists and media houses, especially in conditions when they are exhausted both financially and humanly to be able to work on it.'*

Additional support to MOJ Montenegro for successful EMS implementation, on the short run, and future redesigned approach to grant support (involving larger scale grants, inter alia), could further strengthen the sustainability prospect.

Collection, summarisation and dissemination of good practices, lessons learnt and encouraged peer to peer learning are also good sources for improved, shorter term, sustainability prospects. These can, on longer run, also support evidence-based advocacy and policy making around gender equality. The project component targeting media and journalists, have already succeeded in creating appropriate messages to wider public, and this avenue of action has already proven to be a good source for achieving sustainability. Practices, studies, guides, models, capacity building programmes tested can also be widely shared to support further the learning processes and closer cooperation between the UN Women team, women’s rights organizations, opinion leaders etc. The Project has already made commitment to transforming lessons learned into communication briefs that can be used further to promote the internal and external knowledge sharing.

*Implementing organization that were focused on economic empowerment and delivered equipment to women beneficiaries most often indicated that sustainability is ensured as women continued economic activity that was initiated or improved due to the project support. Their income generation is improved on sustainable grounds.*

Ultimately, 15 CSOs that were supported and 70,000 beneficiaries (including Roma women, older women, women with disabilities) that were reached out to, present the solid base for the sustainable change around reduction of VAW and domestic violence. As political changes caused serious delays in project implementation and jeopardised previously reached agreements, UN Women deliberated with partner how to best mitigate the situation and detailed feasibility assessment with risk identification as well as mitigation measures and monitoring has been ensured, which also has increased UN Women internal ability to manage change, and which can be seen as a source of sustainability of the action as lessons learnt and experiences obtained can help in the future similar situations. To support mutual international learning the Program Case Study with lessons learned on the implementation of the Electronic Monitoring System within the project has been developed for learning purposes and to serve as a guiding tool in future planning and programming of complex system-wide reforms and is to be widely disseminating within the UN system.

## 4.7 Gender Equality and Human Rights

The Project has applied the common UN approach to gender equality and human rights, as intersectional principle in the UN Women policies and a core component of the HRBA, including its disability inclusion dimension. Nevertheless, the disability inclusion, per se, was not a specific objective of the Project. The only evidence points to the inclusion of women with disabilities sporadically in activities related to the media sub-grants, where a CSO gathering women with disabilities was awarded. Evaluation evidence indicates that the HRBA and gender transformative approaches have been consistently applied and integrated into the Project’s implementing modalities.

**Key finding 14 (HRGE\_KF\_1)**

**Gender and human rights principles and strategies are in the core of the Project, which is reflected in the initial design of the Project, its redesigned outlook and all the way through its implementation.**

**The Project particularly took into account the needs and rights of various groups of vulnerable women) with paying respect to the highest human rights standards.**

The transformative changes generated by the Project are very much ‘people-centred’ and are designed to address and resolve the root causes of the gender inequalities and tackle the gender stereotypes. Some illustrations supporting this claim are listed below:

- UN Women conducted a thorough needs assessment that specifically considered the diverse needs and vulnerabilities of women, with a focus on marginalized groups within the design of the action and has kept a thorough focus on vulnerable groups of women throughout the implementation of the action.

- Within re-granting processes to women CSOs, funding was provided for services and support that are tailored to address the unique needs of targeted women, such as counselling and financial support to income generating activities.
- Project as a whole was developed taking into account gender disparities and the specific challenges faced by marginalized women.
- Resources were allocated equitably, where large part of the budget was allocated to CSO grants, with an aim to meet the needs of women from marginalized groups.
- Within the Project, and within this evaluation, case studies and testimonials from women were used to highlight the intervention's effectiveness.
- Project extensively collaborated with women's organizations, in particular those working with marginalized groups to ensure a comprehensive and intersectional approach, offering also financial support for their activities, via grants.
- Awarded grant beneficiaries provided various trainings and capacity-building programs to empower women from marginalized backgrounds, allowing them to access opportunities and services effectively.

All this evidence demonstrates Projects' commitment to gender equality and the inclusion of marginalized women in the project, ensuring that their specific needs are not only considered but also effectively addressed.

Improvements, however, could have been made around inclusive consultations by engaging directly with women from marginalized groups during project planning and implementation to ensure their voices are heard, and their needs are integrated into the intervention. A more structured feedback mechanisms that would directly allow individual women from marginalized groups to provide input, express concerns, and make suggestions for improvement to project hierarchy could be considered for the future.

The need to strengthen feedback mechanisms among partners has already been expressed earlier in the text, as interviewed responded rarely had a full insight into the totality of the Project. However, there are many evidences of a collaborative dynamics and the effectiveness of partnership engagement and they include, mostly:

- Collaborative Agreements: Formal agreements or memoranda of understanding that outline the roles and responsibilities of partners in shaping project themes and objectives, mostly around grants were signed with numerous partners.
- Resource Contributions: Financial, human and in-kind resources in support of the project's thematic areas were allocated to various partners.
- Co-Designed Interventions: In some aspects, especially around CPE in Serbia and MoJ in Montenegro partners were involved in the co-design of project interventions.
- Incorporation of Expertise: Integration of partner expertise (for example in Montenegro where two CSOs are currently supporting EMS) into project activities and methodologies has taken place.

The above evidence speaks of effective collaboration, a sense of ownership and shared responsibility. The review of the project deliverables also confirms that the Project has benefited from diverse expertise, resources, and perspectives to achieve its thematic goals.

Project partners, in particular Serbian CSOs but also media re-granting partner, demonstrated a commendable ability to effectively reach target groups and beneficiaries across sectors and geographic regions. Their capacity encompassed a wide spectrum of expertise, allowing for comprehensive engagement. They have established a strong presence in various sectors and across the 3 Serbian districts covered, ensuring that their reach extends to diverse beneficiary groups. Geographically, their influence extended to both urban and rural areas, ensuring equitable access to services and support, however also prioritising rural areas. This expansive reach, combined with the CPEs strategic partnerships and overall resource allocation, enhanced the project's impact, contributing to the well-being and empowerment of the intended beneficiaries while fostering inclusivity across sectors and regions. Two Montenegrin CSOs have only recently begun cooperation with the Project, but both also possess excellent similar capacities. Two key stakeholders are both institutions, whose reach is regulated by their legal mandates.

There is evidence that specific needs, challenges, and aspirations of people with disabilities in the project area were considered in the Project design, however they operationalisation in the projects' intervention is not very visible. While UN Women offices seem to be fully disability friendly, there were no attempts to ensure that the overall project infrastructure

and facilities are designed to be accessible. It remains unclear and unknown whether procured EMS equipment is disability friendly. There are no evidence of systemically introduced standards of operation, such as obligatory usage of assistive technologies and tools that facilitate participation, communication, and access to project resources to people with disabilities, noting that their use may have increased funds required to implemented events such as trainings, conferences and similar. Widespread use accessible formats for project materials, such as Braille, large print, audio, and sign language interpreters was not observed. It should be noted that disability inclusion requires earmarked costs that cannot be provided if funds are limited. Perhaps that practice may be improved so that, for example, a percentage of the budget is set aside for disability inclusion.

**Key finding 15 (HRGE\_KF\_2)**

**The Project generally follows the UN Women strategic commitments to fully dedicate to mainstreaming disability inclusion throughout its work, in line with disability inclusion strategy and the Convention on the Rights of Persons with Disabilities. However, the evaluation evidence has not identified any structured corresponding measures of it within the project's execution so far.**

## 4.8 Added value

The project showed the unique value of UN Women as an implementer of this type of project. Their expertise, but also their flexibility in implementing projects with multilevel results, was unequivocally determined within this evaluation. In addition to the flexibility of the implementing partner, the flexibility of the donor in adapting to the changes that occurred during the implementation of the project was observed (a good example is the transfer of result 1, electronic equipment, to the territory of Montenegro). Norway has once again shown its crucial value as a donor that supports topics of particular importance to society, such as the protection of women and girls from violence.

*'The advantage of UN Women is their expertise on the subject matter. They are familiar with the topic, they are also very interested, they are not the donor who just waits for a report. They are in constant communication with you, which we found very useful.'*

*Through this program, we also learned a lot through communication with them. The administration is demanding, but there are set procedures, we understand that. When we wrote the report, they asked for very specific things to be included in the report, that most donors would not pay attention to. Interview with media re-granting service provider.*

A particularly observed added value is the cooperation with the Commissioner for the Protection of Equality, which proved to be a good model of cooperation between national stakeholders, UN agencies, and this donor. The participation of the Commissioner brought a significant new dimension to the work with rural women and CSOs dealing with their economic empowerment.

**Key findings 16 (AV\_KF\_1)**

**The Project demonstrates the unique expertise and comparative advantage of UN Women vis-à-vis other international and bilateral stakeholders engaged in the promotion of gender equality.**

**The experiences also show that Norway has once again shown its crucial value as a donor that supports topics of particular importance to society, such as the protection of women and girls from violence.**

**A particularly observed added value is the cooperation with the Commissioner for the Protection of Equality, which proved to be a good model of cooperation between national stakeholders, UN agencies, and this donor.**

The evaluation evidence indicates that UN Women's comparative advantage derives from its set mandate, which is achieving gender equality and women empowerment and supporting the 2030 Agenda (SDG 5). Their technical expertise is perceived by interviewed individuals as unique in current circumstances, which includes capacity to mobilize expertise, allocate resources equitable (even though absorption capacities are also found higher compared to what was offered), and establish linkages among various sectors, prioritizing accordingly. Mostly, UN Women is perceived as neutral and well trusted partner by the beneficiaries, the donor, and the key stakeholder in Montenegro. UN Women themselves admit to their lower capacity in larger scale supply procurements, however there are no evidence that lacking past experience has hampered the acquisition of needed equipment. As already mentioned elsewhere, this evaluation also recommends elevating the UN Women Office Program Presence in Serbia to a Country office. The donor has observed very good delivery in communication of the UN Women, compared to other UN entities.

*United Nations Women is expert UN entity dedicated to gender equality and the empowerment of women. It is a global champion for women and girls, and as such established to accelerate progress on meeting their needs worldwide. UN Women supports UN Member States as they set global standards for achieving gender equality and works with governments and civil society to design laws, policies, programmes and services needed to ensure that the standards are effectively implemented and truly benefit women and girls worldwide. It works globally to make the vision of the Sustainable Development Goals a reality for women and girls and stands behind women's equal participation in all aspects of life, focusing on four strategic priorities:*

*Women lead, participate in and benefit equally from governance systems*

*Women have income security, decent work and economic autonomy*

*All women and girls live a life free from all forms of violence*

*Women and girls contribute to and have greater influence in building sustainable peace and resilience, and benefit equally from the prevention of natural disasters and conflicts and humanitarian action*

UN Women has a long-standing cooperation with the Royal Norwegian Embassy in Belgrade, where, since 2009, UN Women projects have been successively supported. Specifically, Improved Safety of Women in Serbia was supported from January 2019 through a Framework Agreement with United Nations and from January 2020 through a direct agreement with UN Women. Kingdom of Norway is, thus, perceived as a strong partner in VAWG prevention and protection, and especially concerning vulnerable groups.

Stopping or withdrawing further support in the targeted area is found unfavorable by all respondents, who strongly believe that supporting further actions that improve safety of women and girls in Serbia and uplift rural women are needed, especially considering that economic independence is a key safeguard against VAWG. Not continuing with the initiated streams of actions will only diminish the image of the parties involved and create high risks for the targeted population of becoming the victims of GBV and domestic violence. While donors could potentially consider directly awarding CPE to continue with some of the initiated streams of actions focusing more on the area of gender based discrimination of the population, UN Women continued address of VAGW is very much needed, in particular around the consolidation of the EMS support in Montenegro, but also around collaboration with media and CSOs in Serbia in the preventive context, and in the context of victim support in particular.

An additional value of a continued project improving the safety of women and girls implemented by UN Women is the promotion of international collaboration and best practices as UN Women's projects often serve as global models, fostering knowledge exchange and inspiring similar initiatives worldwide, thereby enhancing the global movement for women's safety and rights.

## 5. Conclusions

**Conclusion 1 (Relevance; Key findings 1,2,3):** The overall conclusion is that project's goals and objectives align with the priorities and needs of the recipient countries, and they address the issues that remain of high importance and significance to the intended beneficiaries and are consistent with their development goals and policies.

Not all de facto ambitions (which all remain relevant) are appropriately articulated in the project design, in particular those related to socio-economic status or rural women.

Design is perceived as complex and with some degree of overambition and requiring hybrid project operation, which should have been recognized (by the UN Women and the donor) and later reflected in the overall design and implementation plans. Implementation de facto included detailed planning and structured processes, but also agile or iterative methods that allowed for needed flexibility and adequate responsiveness to changing circumstances.

Continuous focus on women's and girls' safety remains fundamental to ensuring the well-being, human rights, and broader societal development in both Serbia and in Montenegro.

**Conclusion 2 (Coherence, key findings 4,5,6):** The overall conclusion is that redesigned Project is currently aligned and consistent with the recipient countries' development policies, strategies, and priorities and no inconsistencies were found with the policies and activities of other donors and stakeholders, however, supporting changes in legal and regulatory domain within the EMS system in Montenegro are still needed to ensure adequate coherence of this stream of action.

The Project, in general, complements and does not conflict with other existing development efforts and policies in the sector, apart from rural women uplifting actions that are not yet fully translated into a structured policy measure set in Serbia.

The Project considered the broader development context in which it operated and made an educated effort to harmonize its objectives with those of the recipient countries and other relevant actors, however avenues that could ensure greater synergy internal to the action, while clearly explored and acted upon, did not yield much evident results and success.

**Conclusion 3 (Effectiveness, key findings 7, 8, 9, 10):** The overall conclusion it that the effective success is indicated by the completion of tasks, some of which have the potential to create lasting value and positive impact. Generally speaking, all followed activities are aligned with the project's core purpose and there is evidence of satisfaction of stakeholders and beneficiaries.

The evaluation found that progress as planned has been achieved, but that there still is needed to consolidate success. Following the redesign and mitigation implementation, ISWSMN consistently delivered its defined objectives and desired outcomes, however not within the allocated time and budget. Project strategies were chosen and customized based on the project's goals, the nature of the work, and the specific context in which it operated, risk management strategy and agile strategy were critically important and change management and feedback strategy could have been stronger.

The Project exhibited agile planning, streamlined execution, and adaptability in the face of unforeseen challenges, which is very commendable. It also effectively engaged stakeholders, most via granting and regrating processes, maintaining clear communication, and prioritizing quality control. While UN Women demonstrated its capacity to proactively address and manage risks within this Project, not all resources were allocated judiciously (at least not at the initial stage) as a cost extension of actions was and still is required.

**Conclusion 4 (Efficiency, key finding 11):** The overall conclusion is that the project maximized the use of available resources, such as time, budget, and personnel, to achieve its objectives and desired outcomes with minimal waste or redundancies. It can be characterized by streamlined processes, effective resource allocation, and proactive risk management and it should be acknowledged that it faced numerous constraints.

While efficiency is reflected in the project's ability to deliver high-quality results, it still did not meet overall original timelines and also did not manage to stay within the allocated budget.

In overall, the project had made attempts to optimize its operations, minimize unnecessary complexities, and has demonstrates an adaptability to changing circumstances.

Tasks were successfully completed and there is evidence of cost-effectiveness.

As per the donor view, this was one of the most visible projects they have supported in the last few years, especially compared to other UN agencies' projects of similar size and scope.

A relative assessment of the investment of resources and complexity vis-à-vis project components signifies that the allocation of resources, including time, effort, and budget, has been judicious, although originally overambitious.

**Conclusion 5 (Impact, key finding 12):** There are long-term effects and changes resulting from the Project that go beyond the immediate and short-term results, some of which are broader, sustainable and transformative, in particular those related to the initial implementation of EMS in Montenegro.

Project has included various promising practices in relation to Roma and rural women in Serbia, and also some activities, mainly public information related, have had catalytic effect.

**Conclusion 6 (Sustainability, key finding 13):** A medium-level prospects of sustainability is observed involving a mix of financial stability, moderate institutional capacity, and partial policy integration. While the project secures some ongoing funding, local institutions require further strengthening, and only partial policy changes are institutionalized, indicating room for improvement in ensuring long-term impact.

**Conclusion 7 (Human rights and gender equality, key finding 14, 15):** The project, overall, seamlessly integrated gender equality and human rights principles into all aspects of its design and implementation. Evidence suggests that the Project largely ensured equal opportunities for all, challenged area based and gender discrimination, and promoted rights and dignity. Further improvements could have taken place around disability inclusion and overall, around inclusive consultations.

**Conclusion 8 (Added value, key finding 16):** An additional value of a project improving the safety of women and girls implemented by UN Women is the promotion of international collaboration and best practices. UN Women's projects often serve as global models, fostering knowledge exchange and inspiring similar initiatives worldwide, thereby enhancing the global movement for women's safety and rights. UN Women's comparative advantages as an implementing partner include its expertise in gender equality, vast network of partners and stakeholders, and a strong commitment to women's empowerment.

## 6. Lessons learnt

### Lesson learnt 1:

**Holistic approach and hybrid designs can be helpful but should be approached also with more sophisticated/complex/better adjusted management and coordination approach.**

UN Women tried to pursue holistic development in the context of this Project. The term relates to an approach that addresses the overall well-being and empowerment of women in a comprehensive and integrated manner. The Project recognized that women's safety and protection cannot be achieved in isolation from their broader social, economic, and personal development, and that changes require inclusion of the state actors, civil society, media, and law enforcement bodies tackling non-discrimination. Having said so, the Project directly addressed some of the key components of holistic development in the context of women safety, while some were addressed only indirectly, as presented below:

In result, the overall ambition of the Project has become perhaps overly complex for the local context. The management required a combination of elements of different project management methodologies (e.g., traditional and agile) allowing for flexibility and adaptability, and while ensuring the structured framework is in place, iterative and collaborative practices to achieve project goals also needed to be incorporated. Realistically, over time, ISWSMN project has become a hybrid project, even though perhaps this was not clearly acknowledged by the implementers. Identifying and managing risks in a hybrid project can be more complex, as risks may arise from both traditional and agile components. Managing stakeholder expectations can also be challenging, as different stakeholders may have varying views on the project's approach and progress. And yet while UN Women has managed to successfully navigate through this complexity, a lesson remains that both the holistic approach and the use of hybrid designs, especially in the context of political instability, that exists in both Serbia and in Montenegro, should be used with extra caution and the design itself needs to acknowledge its nature, blending traditional project management practices, which emphasize detailed planning and structured processes, with agile or iterative methods that allow for flexibility

and responsiveness to changing circumstances. Approached such as LFM (log frame), are often not fully suitable in this context, and this should be acknowledged.

#### **Lesson learnt 2:**

#### **Grants and regranting programs can enhance the effectiveness of projects and contribute to sustainability**

In the implementation of ISWMN, UN Women often resorted to re-granting as a modality in implementation. Potential applicants included civil society organizations and media. The impression is that this has helped reach the objectives and ensured capitalization of the impact under the Project. UN Women has for example, launched calls to support women's CSOs in the context of the Program, where various women CSOs received grants to undertake relevant VAGW activities. CPE has selected two strategic partners (also CSOs) who later regranted funds to smaller CSOs who are active in 3 Serbian districts, supporting women rural life and civic participation. UN Women also partnered with BIRN, a media outlet, who regranted funds to media houses that published various stories and articles. A locally based CSO specialized in human rights protection was selected to prepare the reporting guidelines. Grants and regranting practices can encourage collaboration among organizations, allowing them to combine their strengths, share knowledge, and avoid duplication of efforts, resulting in more efficient and impactful projects. While some attempts were made here, there is still room for further progress, and in the future, UN Women can plan for more activities that aim at convening grantees (of all kinds) in a community of practice context, to support peer to peer learning and smooth information flow.

Grants and regranting programs within ISWMN encouraged adaptive project management, allowing UN Women but also grant beneficiaries to make decisions and modifications in response to changing circumstances, which has greatly enhanced effectiveness. UN Women should continue to leverage grants and regranting programs, to optimize their projects targeting women's safety, as this is an appropriate avenue for making the future projects more effective, efficient, and responsive to the needs of the community.

## **7. Recommendations**

General recommendations are provided below and were validated by key stakeholders, namely the members of ERG.

#### **Recommendation 1**

ISWSMN Project activities in Montenegro would greatly benefit from an extension to consolidate and further enhance their relevance and ensure greater coherence in the overall action.

Urgent and High priority

Possible actions: Strengthened collaboration with CSOs in Montenegro, Involvement in the legal drafting, Monitoring of the measures and Public Awareness activities.

Detailed Actions for Implementing Recommendation 1:

- Develop a detailed extension plan with clear objectives and timelines.
- Conduct stakeholder analysis to identify key partners in Montenegro, including CSOs, government bodies, and legal experts.
- Implement targeted public awareness campaigns to increase understanding and support for EMS system changes.
- Monitor and evaluate the impact of the extension activities regularly.

Responsible: UN Women, possibly donor (or other donors), government counterparts

Links with Conclusions and Findings:

Recommendation 1 (Extension of ISWSMN Project activities in Montenegro) is linked to Conclusion 2 (Coherence). The recommendation addresses the need for supporting changes in the EMS system in Montenegro to enhance coherence. Conclusion 2 on Coherence is linked with key findings 4,5 and 6.

### Recommendation 2

Further explore strengthening of the relevance in projects using calls for proposals (grants, re-granting, sub-granting) by involving potential applicants in consultation processes before calls/grants are launched/implemented/awarded.

Medium priority

Possible actions: Consultation sessions, research

Detailed Actions for Implementing Recommendation 2:

- Organize pre-call consultation workshops with potential applicants and stakeholders.
- Conduct research on needs and priorities of target communities.
- Develop guidelines and criteria for grant applications that reflect consultation insights.
- Establish a feedback mechanism to continuously improve the grant process.

Responsible: UN Women

Links with Conclusions and Findings:

Recommendation 2 (Strengthening relevance through consultation before launching grants) corresponds to Conclusion 1 (Relevance). This recommendation aims to improve articulation in project design, especially for socio-economic status and rural women. Conclusion 1 on Relevance is linked with Key findings 1,2 and 3. It also relates to Conclusion 8 on Added value. Conclusion 8 is linked with key finding 16.

### Recommendation 3

UN Women may continue to specifically favor agile project management in their future projects, where requirements are extended to change and where the end goal is not fully known at the outset. Agile project management contrasts with traditional project management methods, that donor organizations and UN system are still mainly accustomed to, and where anticipated trajectories follow a more linear and sequential approach. As the UN Women mission in fact tackles what in theory knows as ‘wicked problems’<sup>99</sup>, and as authors agree that ‘systems thinking’ and ‘agile approach’ are best fit to address such problems, the experiences of this Project can pave the way to some innovative approaches in future projects, that can increase the overall effectiveness of the UNW as the implementing agency.

Medium Priority

Possible actions: Internal capacity building, knowledge management

Detailed Actions for Implementing Recommendation 3:

- Train UN Women staff in agile project management methodologies.
- Develop a toolkit for applying agile methods in different project contexts.
- Encourage a culture of flexibility and adaptability within project teams.
- Document and share lessons learned from agile projects for future reference.

Responsible: UN Women

Recommendation 3 (Favoring agile project management) relates to Conclusion 3 (Effectiveness). The recommendation advocates for an agile approach in future projects, reflecting the project's success in agile planning and adaptability. Conclusion 3 on Effectiveness relates to key findings 7, 8, 9, 10.

### Recommendation 4

Any new budget planning cycle should be based on updated market research, renewed capacity assessment of partners’ absorption capacities, which may be higher than assumed in some cases.

Medium Priority

Possible actions: Market research, Consultations, Budget analysis

<sup>99</sup> Wicked problems are problems with many interdependent factors making them seem impossible to solve. Because the factors are often incomplete, in flux, and difficult to define, solving wicked problems requires a deep understanding of the stakeholders involved, and an innovative approach provided by design thinking. Complex issues such as healthcare and education are examples of wicked problems. In the context of UN Women the gender stereotypes can also be seen as an example of wicked problems. The term “wicked problem” was first coined by Horst Rittel, design theorist and professor of design methodology at the Ulm School of Design, Germany, in the paper “Dilemmas in a General Theory of Planning”.

Detailed Actions for Implementing Recommendation 4:

- Conduct comprehensive market research to understand current cost structures and resource availability.
- Reassess partner capacities for resource absorption and utilization.
- Revise budget planning processes to incorporate updated data and insights.
- Implement a regular review mechanism to adjust budgets as needed.

Responsible: UN Women

Recommendation 4 (New budget planning based on market research) connects to Conclusion 4 (Efficiency). The recommendation responds to the project's challenges in meeting timelines and budget constraints. Conclusion 4 on Efficiency relates to key finding 11.

### **Recommendation 5**

Some further robustness of the result framework may have helped to capture changes, and introduction of process related indicators may further support change management around EMS, but also around rural women uplifting. Further outcome reporting, i.e. communicating results to stakeholders and using them for decision-making and accountability could be considered for future actions.

Medium Priority

Possible actions: M&E activities (exploration of view of future direct beneficiaries, for example)

Detailed Actions for Implementing Recommendation 5:

- Enhance the monitoring and evaluation (M&E) framework with specific, measurable, achievable, relevant, and time-bound (SMART) objectives.
- Include process-related indicators to track changes in EMS and rural women uplifting initiatives.
- Organize stakeholder workshops for outcome reporting and decision-making.
- Develop a communication strategy to disseminate results and engage stakeholders.

Responsible: UN Women

Recommendation 5 (Robustness of result framework and outcome reporting) is relevant to Conclusion 5 (Impact) and Conclusion 6 (Sustainability). It addresses the need for capturing changes and supporting management for long-term impact and institutional capacity. Conclusion 5 on Impact relates to key finding 12. Conclusion 6 on Sustainability relates to key finding 13.

### **Recommendation 6**

Consider engaging directly with women from marginalized groups during project planning and implementation to ensure their voices are heard, and their needs are integrated into the intervention and including them directly in advisory project hierarchy to provide input, express concerns, and make suggestions for improvement in future similar projects. In particular, consider involving women with disabilities or their representative organizations in project planning and decision-making to ensure their voices are heard.

Medium Priority

Possible actions: Consultations, Community of Practice

Detailed Actions for Implementing Recommendation 6:

- Establish advisory groups with representation from marginalized women, including those with disabilities.
- Conduct inclusive and accessible consultations at various project stages.
- Integrate feedback from marginalized groups into project planning and implementation.
- Develop and implement a strategy for continuous engagement with these groups.

Responsible: UN Women

Recommendation 6 (Engaging directly with marginalized women) links to Conclusion 1 (Relevance) and Conclusion 7 (Human rights and gender equality). This recommendation focuses on inclusive consultation and planning, especially for women with disabilities. Conclusion 7 on Human rights and gender equality relates to key finding 14 and 15. As already mentioned Conclusion 1 on Relevance is linked with Key findings 1,2 and 3.

## 8. Annexes

### Annex 1: Evaluation approach and methodology

The evaluation methodology follows a ToC approach and employs mixed methods of data collection and analysis to understand complexity of the processes and structures and gender relations in them. As required by the ToR, the evaluation assesses progress and challenges for each of the results, with measurement of the specific results achievements and gaps and how and to what extent these have affected overall progress. The evaluation uses gender disaggregated data systematically, whenever they are available.

#### Evaluability assessment

The evaluability of the Project is assessed in line with criteria defined in UN Women Gender-responsive evaluation methodology, which include clarity of theory of change, goals and objectives, availability of baseline data and SMART indicators, solid monitoring framework, a relevant conducive context with adequate resources and capacities, clear management structure and responsibilities.

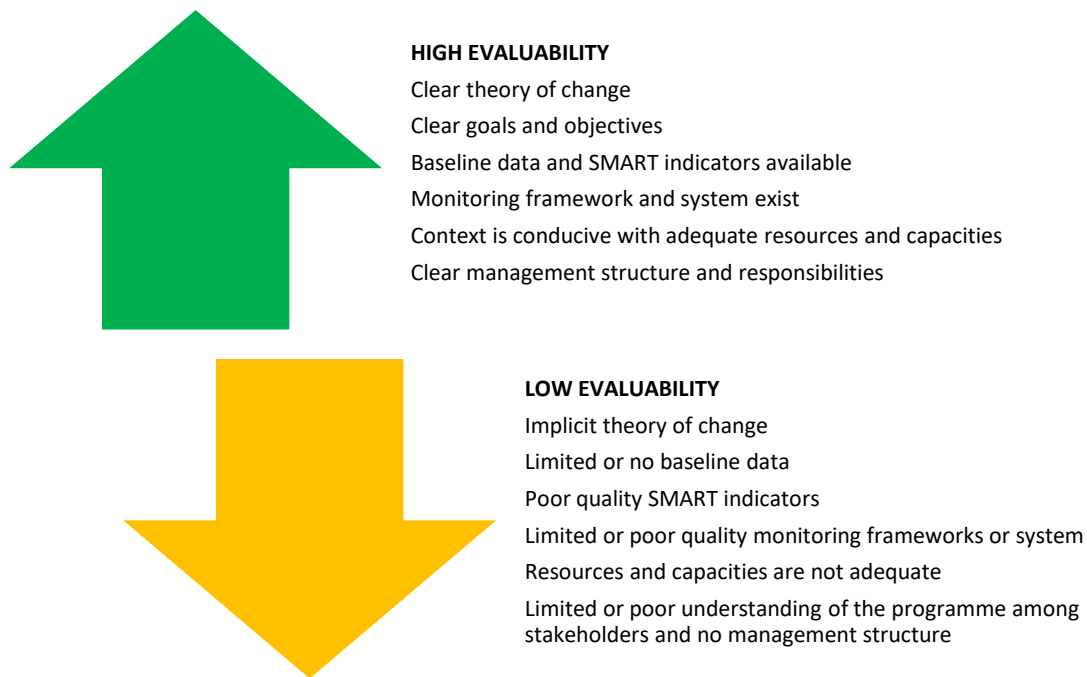


Figure 8: The UN Women evaluability criteria

The Inception phase has concluded that the Project has a clear theory of change and the Online survey for grant beneficiaries matrix, including impact, outcomes and outputs, followed by available indicators, baseline and targets. The Project has a clear set of defined target groups, management structure and conducive context.

#### Evaluation design

The evaluation methodology and approach are developed taking into account the evaluation purpose as defined in the ToR, the UN Women approach to gender responsive evaluation as described in the Evaluation Handbook, and OECD DAC evaluation criteria (relevance, coherence, effectiveness, efficiency, impact and sustainability).<sup>100</sup> The evaluation is a final project evaluation and both a summative approach focusing on capturing the lessons learned during the implementation and

<sup>100</sup> OECD/DAC Criteria for Evaluating Development Assistance:  
<https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

assessing the achievement of the results at output and outcome levels, as well as a formative, forward-looking approach assessing the applicability of the results will be employed. The evaluation is gender-responsive and takes into account fair relations of power, empowerment, participation and inclusion, independence and integrity, transparency, quality, credibility and ethics.

In terms of lessons learned and good practice models, the evaluation team utilized appreciative inquiry and positive deviances approaches that focus on existing strengths, but it also identifies main weaknesses and challenges to the implementation of the Project and achievements of desired results and impacts. The evaluation was conducted in a transparent and participatory process involving relevant stakeholders and partners. The evaluation was utilization-focused corresponding to the needs of the end users.

The evaluation adheres to UN Women Evaluation Policy,<sup>101</sup> UNEG Norms and Standards for Evaluation,<sup>102</sup> Ethical Guidelines and Code of Conduct,<sup>103</sup> UNEG guidance on integrating Human Rights and Gender Equality in evaluations with gender responsive and human rights approaches<sup>104</sup> integrated into the scope and conduct of the evaluation (broader human rights context, gender and intersectional discrimination, power structures and exclusion, participation, inclusiveness and affirmation of human rights of the most vulnerable, human rights based and gender responsive approach in programming, monitoring and reporting etc.). These aspects were considered under each evaluation criterion. In development of such approach and the evaluation questions, UN-SWAP evaluation criteria<sup>105</sup> were taken into account, namely Gender Equality and Empowerment of Women (GEWE) was be integrated in the evaluation scope of analysis, evaluation criteria and questions, gender responsive methodology and the findings, conclusions and recommendations. Evaluation took into account UN commitment on disability inclusion<sup>106</sup> and covered disability through evaluation questions and stakeholder mapping and sampling looking for how disability is integrated and addressed throughout the Project.

To ensure quality and that all required information was included, evaluation experts have self-assessed the draft evaluation report using the UN Women Global Evaluation Reports Assessment and Analysis System (GERAAS) tool<sup>107</sup> to ensure that all required information is included in the final report.

The evaluation follows a participatory approach. An Evaluation Reference Group were key stakeholders in the implementation of the project are represented participates in key stages of evaluation process: validation of evaluation methodology as presented in the inception results, data collection, presentation and validation of preliminary findings and validation of the final report. The data collection process included consultation with key project partners including governmental representatives from relevant ministries and national institutions, civil society representatives and active women's groups as well as key development partners.

## Evaluation process

Evaluation methodology utilized mixed methods, combining qualitative and quantitative methods. The evaluation methodology is presented in more detail along the evaluation process as each stage requires different combination of methods.

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<sup>101</sup><https://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women>

<sup>102</sup> <http://www.unevaluation.org/document/detail/1914>

<sup>103</sup> <http://www.unevaluation.org/document/detail/102>

<sup>104</sup> Including: Integrating Human Rights and Gender Equality in Evaluation-- Towards UNEG Guidance; UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System

<sup>105</sup> <http://www.unevaluation.org/document/detail/1452>

<sup>106</sup> UN Disability Inclusion Strategy for further reference: [https://www.un.org/development/desa/disabilities/wp-content/uploads/sites/15/2019/03/UNDIS\\_20-March-2019\\_for-HLCM.P.pdf](https://www.un.org/development/desa/disabilities/wp-content/uploads/sites/15/2019/03/UNDIS_20-March-2019_for-HLCM.P.pdf)

<sup>107</sup> <https://www.unwomen.org/-/media/headquarters/attachments/sections/about%20us/evaluation/evaluation-geraas-guidance-en.pdf?la=en&vs=408>

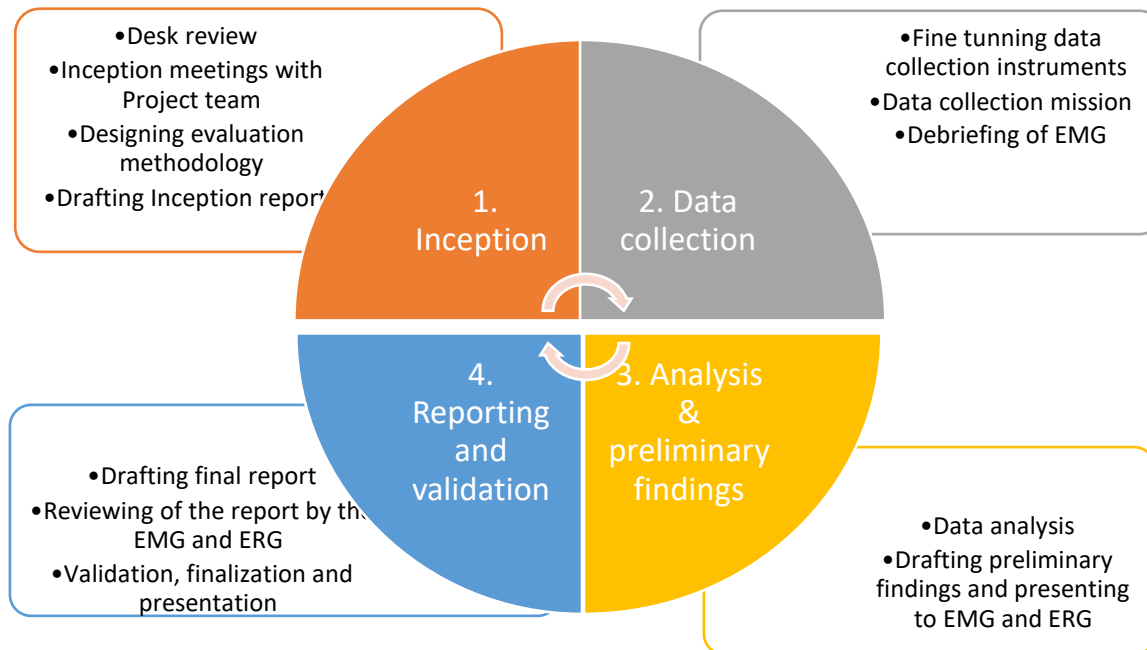


Figure 9: Evaluation process

### **Inception phase**

During the inception phase the overall evaluation methodology as well as data collection and analytical instruments were designed. In total, 7 stakeholders, members of the Evaluation reference group (ERG) group were consulted.

### **Data collection**

Data collection phase included two components: a) data collection mission and b) debriefing of UN Women team.

Data collection (data sources) was based on the documents review and information provided from UN Women, stakeholders, grant beneficiaries, direct beneficiaries and development partners (such as donor).

A mix of evaluation tools was applied:

- Evaluation questionnaire was prepared for the commissioning organisation, to serve as the guiding tool for the in situ structured interview with the UN Women.
- In situ semi-structured interviews (stakeholders, donors) took place with the key stakeholders and donors, with key guiding questions prepared.
- Focus group discussions (target groups), in online and in situ arrangements took place with the target groups (including rural/Roma women, persons of trust for Roma women survivors)
- Online survey for grant beneficiaries (CSOs who received financial support by BIRN or CPE) was implemented as well
- Validation (Client – UN Women- Implementing party) meeting serves as a tool to validate initial findings.

Triangulation was achieved through observations and desk analysis.

The focus groups, online survey, interviews were all practical tools to collect relevant information for this evaluation.

Identification of stakeholders and Development partners was undertaken using the information from the received project documents.

#### **a) Data collection mission**

Table 4: Stakeholders included in data collection

Institution/organization	Method	Number of people consulted	Number of women	Number of men
Implementation stakeholders and Govt partners				
Un Women	Interview	3	3	0
Donor	Interview	1	0	1
Montenegro, Ministry of Justice	Interview	5	3	2
Serbia, Commissioner for Equality	Interview	1	1	0
<b>Other implementation stakeholders</b>				
Women CSOs, Montenegro (Centar za zenska prava, SOS telefon za zenu i djecu zrtve nasilja)	Interviews	3	3	0
Media community and associated entities, Serbia	Interviews and analysis of outputs produced	4	4	0
Women's CSOs, Serbia	Online Survey	9	9	0
Media organizations (BIRN beneficiaries)	Online Survey	4	2	2
Rural and Roma women, Serbia	2 focus groups (one online and one in Idjos village in Vojvodina)	14	13	1
Leaders of change, Serbia	Interview	1	1	0
Representatives of implementing partner organizations	Interview	7	7	0
Montenegrin representatives of the police, judiciary, prosecutors and centers for social work	Analysis of capacity building evaluation			

b) **Debriefing of EMG/ERG** on data collection mission and first findings were held after the data collection.

### **Analysis phase**

The analysis phase was conducted following the inception phase. Data was coded in line with evaluation matrix and evaluation questions. Data from different research sources were triangulated to increase its validity. At the end of data analysis, preliminary findings were drafted and presented to EMG and ERG.

### **Building evidence for evaluation**

The evaluation methodology used mixed methods of data collection to build evidence base: desk review of documents, reports, studies, secondary data, and primary data collected through semi-structured individual or group interviews, focus group discussions, questionnaire built specifically for UN Women and self-administrated online questionnaires with representatives of women CSOs and media sub-grantees. The sample was purposeful, and reflected well project partners, beneficiaries and other stakeholders.

Different methods of data collection were used with regard to different respondents:

- Individual interviews were used with representatives of UN Women Head of Office for Serbia, donor representative and key stakeholders, including CPE in Serbia and Ministry of Justice in Montenegro. In addition, individual interviews also took place with a representative of the young leaders' initiative in Serbia and two CPE strategic partners in Serbia, who were involved in re-granting of the CPE run component as well as with two women CSOs in Montenegro.
- Group interviews were used with a technical team of MoJ, media regrating partner and CSO teams.
- Focused group discussions were used with Roma and rural women and persons of trust, organized by partnering CSOs.
- A self-administrated online survey was used by the CSO grant beneficiaries and the media representatives who obtained sub-grants.
- The questionnaire was also prepared for the UN women.

The full list of stakeholders participating in the evaluation mission is presented in Annex 5, documents reviewed in Annex 4, while data collection instruments are presented in Annex 7. The evaluation team managed to build robust evidence for the assessment of the evaluation criteria, with considerable number of reviewed documents and interviewed stakeholders.

## Limitations

There are few noted limitations:

1. **Subjectivity:** Safety is a subjective concept, and individual perceptions of safety can vary widely. What one person considers safe may not be the same for another, making it challenging to measure and compare outcomes.
2. **Long-term Impact:** Measuring the long-term impact of a safety project is difficult. Changes in safety may take years to become evident, and short-term evaluations may not capture the full picture. Due to the nature of activities and duration of the project, data for proper assessment of systemic and transformational impact were limited. Still, some evidence on impact at individual level of project beneficiaries was collected and analyzed.
3. **Data Collection Challenges:** Accurate data collection on issues related to women's safety can be problematic due to underreporting, stigma, or lack of awareness. This can lead to incomplete or unreliable data, hindering the evaluation process. This limitation was compensated through triangulation of data collected in key informant interviews and those from project outputs.
4. **Cultural Sensitivity:** Cultural factors can significantly impact safety perceptions and project effectiveness. A one-size-fits-all approach may not consider the cultural nuances that affect women's safety in different communities. For these reasons, CSOs partnering with UN Women were asked to support the organization of focus groups.

Despite these limitations, the evaluation team managed to build robust evidence for the assessment of the evaluation criteria.

## Ethical considerations

The evaluation has fully complied with UNEG Norms and Standards for Evaluation and UNEG Ethical Code of Conduct. The evaluation was conducted with integrity and respect for the beliefs, manners, and customs of the social and cultural environment; for human rights and gender equality; and for the 'do no harm' principle. Focus groups, meetings and interviews were held with a tone of respect, openness, and rapport. Evaluators have respected the rights of institutions, organizations and individuals to provide information in confidence. Before collecting any data, an explanation of the purpose and the intention of the evaluation was given. The presentation of findings in this report respects the principles of anonymity of the key informants.

## Evaluation questions

The evaluation applied the OECD/DAC evaluation criteria. This chapter presents the evaluation criteria and outlines key evaluation questions.

*Table 5: Evaluation questions related to relevance criteria*

EQ 1	Relevance- to which extent are the objectives of the projects implemented consistent with needs, priorities and policies.
	<ol style="list-style-type: none"> <li>1. To what extent was the design of the intervention and its results relevant to the needs and priorities of the beneficiaries? Was the choice of interventions relevant to the situation of the target group?</li> <li>2. To what extent key partners were involved in programme's conceptualization and design process?</li> <li>3. To what extent is the intervention aligned with international agreements and conventions on gender equality and combating violence against women and girls?</li> <li>4. To what extent was the design of the intervention relevant to gender equality and EVAWG priorities in Serbia and Montenegro? To what extent has a project contributed to achieving nationalized Sustainable Development Goals? (UN Development Partnership Frameworks and nationalized SDGs)</li> <li>5. (addition to ToR) To what extent are the objectives still valid?</li> </ol>

EQ 2	<b>Effectiveness-</b> how far were the project's results attained and the project's specific objectives achieved
<ol style="list-style-type: none"> <li>1. To what extent have the expected results of the project been achieved on both outcome and output levels?</li> <li>2. What are the reasons for the achievement or non-achievement of the project results? Has the project achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?</li> <li>3. How effective have the selected programme strategies and approaches been in achieving programme results? (Is there a clear understanding of roles and responsibilities by all parties involved?)</li> <li>4. How well did the intervention succeed in involving and building the capacities of the project partners?</li> <li>5. To what extent are the programme approaches and strategies innovative for achieving EVAWG in Serbia and Montenegro?</li> <li>6. What-if any- types of innovative good practices have been introduced in the programme for the achievement of EVAWG results?)</li> <li>7. (addition to ToR) In the future, what would be the most effective way to reach results?</li> </ol>	
EQ 3	<b>Efficiency-</b> how well did the various activities transform the available resources into the intended results, in terms of quantity, quality and timeliness.
<ol style="list-style-type: none"> <li>1. Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outcomes?</li> <li>2. Has there been effective leadership and management of the project including the structuring of management and administration roles to maximize results? Where does accountability lie? Have the outputs been delivered in a timely manner?</li> <li>3. To what extent are the project monitoring mechanisms in place effective for measuring and informing management of project performance and progress towards targets? To what extent was the monitoring data objectively used for management action and decision making?</li> <li>4. Were there any constraints (e.g. political, practical, bureaucratic) identified in the implementation of the different actions and what level of effort was made to overcome these challenges?</li> <li>5. (addition to ToR) Were the projects implemented in the most efficient way compared to alternatives taking account of contextual differences? Could the programmes be more efficiently implemented otherwise?</li> </ol>	
EQ 4	<b>Sustainability-</b> are the positive outcomes of the projects and the flow of benefits likely to continue after external funding ends or without funding support interventions.
<ol style="list-style-type: none"> <li>1. What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phases out? (To what extent did the intervention succeed in building individual and institutional capacities of rights-holders and duty-bearers to ensure sustainability of benefits achieved by the project? ; How effectively has the project generated national (Serbian/Montenegrin) ownership of the results achieved, the establishment of partnerships with relevant stakeholders and the development of national capacities to ensure sustainability of efforts and benefits? ; How effectively has the project contributed to the establishment of effective partnerships and development of national capacities?)</li> <li>2. What steps were taken to develop and/or reinforce the operating capacities of Serbian and Montenegrin partners during the implementation of the programme?</li> <li>3. To what extent has the project been able to promote replication and/or up-scaling of successful practices?</li> <li>4. To what extent has the exit strategy been well planned and successfully implemented?</li> <li>5. (addition to ToR) To what extent do the issues addressed by the grant schemes continue to require support?</li> </ol>	
EQ 5	<b>Added Value (additional to ToR)</b>
<ol style="list-style-type: none"> <li>1. What is the additional value resulting from funding, compared to what could be achieved by others (i.e. government, other donors)?</li> <li>2. What is the additional value of UN Women as an implementing party?</li> </ol>	
EQ 6	<b>Coherence – mutual reinforcement</b>

Internal coherence:	
<ol style="list-style-type: none"> <li>1. To what extent does the project fit within UN Women’s Strategic Plan and interrelated threefold mandate?</li> <li>2. Are there any synergies and inter-linkages between the project and other interventions of UN Women?</li> </ol>	
External coherence:	
<ol style="list-style-type: none"> <li>1. To what extent is the intervention consistent with the national development strategies in the area of gender equality and elimination of violence against women and girls, and reflect Serbian and Montenegrin national priorities and commitments on GE and EVAWG?</li> <li>2. How does project reflect and align with Serbian and Montenegrin national strategic plans and normative frameworks and Serbia’ and Montenegro’ international obligations and commitments in the field of women’s rights and elimination of violence against women and girls?</li> <li>3. To what extent the project is in complementarity, harmonized and coordinated with the interventions of other actors’ interventions in the same context?</li> <li>4. To what extent does the implementation of the project ensure synergies and coordination with key partners relevant efforts while avoiding duplications?</li> </ol>	
EQ 7	Gender equality and human rights
<ol style="list-style-type: none"> <li>1. To what extent has gender and human rights principles and strategies been integrated into the project design and implementation? To what extent participation and inclusiveness (with respect to rights holders and duty bearers) was maximized in the Project’s planning, design, implementation and decision?</li> <li>2. To what extent disability inclusion was integrated in project planning and implementation?</li> </ol>	
EQ8	Impact
<ol style="list-style-type: none"> <li>1. What are the areas of achieved or potential measurable impact of the Project? What is the impact on the target groups and beneficiaries at individual, community and institutional/system levels? Were there any unintended positive or negative results?</li> <li>2. How project impacts or is likely to impact women end beneficiaries and the most vulnerable groups?</li> </ol>	

## Organization of the evaluation

The management structure for this evaluation included:

- Evaluation Management Group (EMG) composed of UN Women project team members, UN Women Serbia Head of Office, and UN Women Europe and Central Asia Regional Office (ECA RO) Evaluation Specialist and was responsible for: the overall management of the evaluation; overseeing progress of the evaluation, keeping communication with the Evaluation Team; provision of comments to inception and final evaluation reports.
- Evaluation Reference Group (ERG) composed of key national institutions involved in the project, tasked to ensure that the evaluation findings and recommendations meet the purpose and are relevant to stakeholders.
- UN Women Serbia designated a task manager to support day-to-day management of the evaluation and coordination of the key informant interviews and meetings of EMG and ERG.

## Annex 2: Project Theory of Change

The Project Theory of Change states that IF (1) the Ministry of Justice (Human and Minority Rights)<sup>108</sup> of Montenegro has strengthened human and organizational capacities for the implementation of the special protection measures – bracelet for victim(s) and perpetrator(s) system, and IF (2) the capacities of the Commissioner for Protection of Equality to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender-based discrimination in cooperation with women's organizations are built, and IF (3) women, especially those from marginalized

<sup>108</sup> Note that this Ministry is no longer a part of the Government, and currently is titled Ministry of Justice (the portfolio of human and minority rights is under the separate line Ministry)

societal groups are empowered to use available and accessible protection mechanisms, and IF (4) the media is equipped with knowledge, material, and procedures for adequate reporting on VAWG and gender based discrimination, THEN (5) the conditions for women's and girl's safety are significantly improved, BECAUSE (6) diverse and targeted measures are planned and implemented simultaneously.

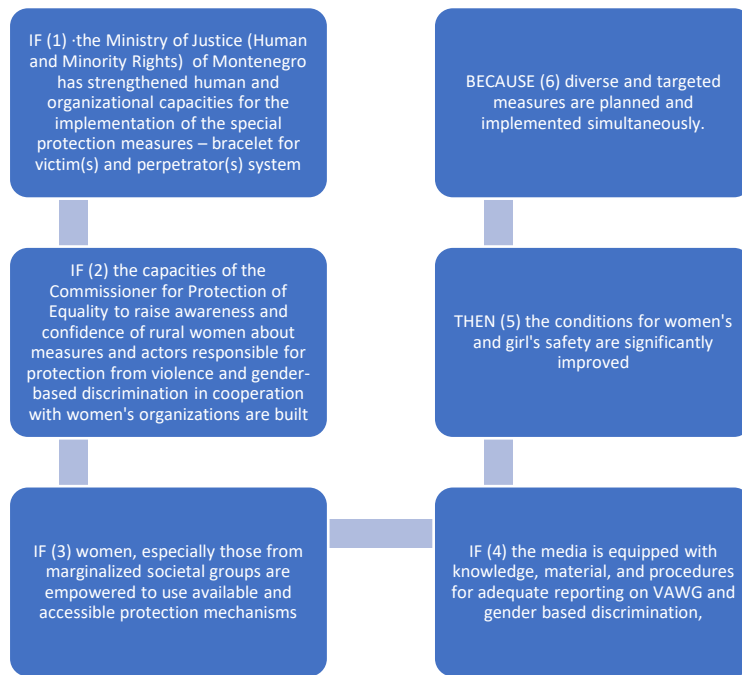


Figure 10: Project's Theory of Change

For the purposes of evaluation, the following ToC was reconstructed:



Figure 11: Reconstructed Theory of Change

## Annex 3: Evaluation Matrix

Evaluation Questions		Indicators and Judgement Criteria	Data collection methods	Sampling/sources
RELEVANCE				
1.	To what extent was the design of the intervention and its results relevant to the needs and priorities of the beneficiaries? Was the choice of interventions relevant to the situation of the target group?	Documental evidence on needs and priorities of women in Serbia and Montenegro	Interviews, Online survey, Focus groups, Outputs analysis, DoA analysis	Project outputs, UN Women, MoJ, CPE, GBs, donor, beneficiaries Sampling: focus groups with Rural and Roma women, Persons of trust, 1

2.	To what extent key partners were involved in programme's conceptualization and design process?	Evidence on consultation process in preparation of the project		representative of leaders of change
3.	To what extent is the intervention aligned with international agreements and conventions on gender equality and combating violence against women and girls?	Documental evidence on adherence to national gender equality policies and other development policies Perception of stakeholders of correlation with the national policy priorities and interventions and legal framework		
4.	To what extent was the design of the intervention relevant to gender equality and EVAWG priorities in Serbia and Montenegro? To what extent has a project contributed to achieving nationalized Sustainable Development Goals? (UN Development Partnership Frameworks and nationalized SDGs)	Documental evidence on adherence to international commitments (CEDAW, Beijing, SDGs), EU Gender Equality Acquis)) Perception of stakeholders of correlation of project intervention with overarching international commitments		
5.	(addition to ToR) To what extent are the objectives still valid?	Evidence on adjustment/updating of approaches and strategies to changing context. Evidence on existing demand for the continuation of the project by national stakeholders		
EFFECTIVENESS				
6.	To what extent have the expected results of the project been achieved on both outcome and output levels?	Evidence of contributions to the different levels of the TOC Evidence of progress towards identified targets Evidence of unexpected achievements (not envisaged by the project document and intervention logic) and target groups and beneficiaries affected Stakeholders positive/negative reporting on achievements	Interviews, Online survey, Focus groups, Project reports analysis	Project reports, UN Women, MoJ, CPE, GBs, donor, beneficiaries Sampling: focus groups with Rural and Roma women, Persons of trust, 1 representative of leaders of change
7.	What are the reasons for the achievement or non-achievement of the project results? Has the project achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?	Scope of internal and external enabling/impeding factors to successful project implementation and achievement of results Evidence of mitigation actions initiated to overcome the challenges		

8.	How effective have the selected programme strategies and approaches been in achieving programme results? (Is there a clear understanding of roles and responsibilities by all parties involved?; How well did the intervention succeed in involving and building the capacities of the project partners?, To what extent are the programme approaches and strategies are innovative for achieving EVAWG in Serbia and Montenegro? What -if any- types of innovative good practices have been introduced in the programme for the achievement of EVAWG results?)	Level of contribution of different project strategies towards project results Extent to which innovative approaches are integrated in the project design and implementation and their evidence of their contribution to project results Perception of stakeholders on effectiveness of the strategies		
9.	(addition to ToR) In the future, what would be the most effective way to reach results?	Perception of stakeholders on future actions		
EFFICIENCY				
10.	Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outcomes?	Relative assessment of the investment of resources and complexity and achievements of project components	Interviews, Online survey, Focus groups, Project reports/outputs analysis	Project reports, UN Women, MoJ, CPE, GBs, donor, beneficiaries Sampling: focus groups with Rural and Roma women, Persons of trust, 1 representative of leaders of change
11.	Has there been effective leadership and management of the project including the structuring of management and administration roles to maximize results? Where does accountability lie? Have the outputs been delivered in a timely manner?	Adequacy of organizational assets, structures and capabilities (in terms of financial and human resources) Effectiveness of internal coordination/communication (vertical/horizontal) mechanisms Effectiveness of external coordination/communication mechanisms with partners and beneficiaries		
12.	To what extent are the project monitoring mechanisms in place effective for measuring and informing management of project performance and progress towards targets? To what extent was the monitoring data objectively used for management action and decision making?	Extent to which project monitoring and reporting is results-based Ability of project staff to effectively capture, measure and monitor progress (using baseline data) Evidence of learning from the collected data being used to assess progress and adjust implementation Degree of donor and partners' satisfaction with results-based reports		
13.	Were there any constraints (e.g. political, practical, bureaucratic) identified in the	Perception of stakeholders views on constraints. Scope of constraints identified.		

	implementation of the different actions and what level of effort was made to overcome these challenges?			
14.	(addition to ToR) Were the projects implemented in the most efficient way compared to alternatives taking account of contextual differences? Could the programmes be more efficiently implemented otherwise?	Best value for money is achieved as per stakeholders views		
SUSTAINABILITY				
15.	What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phases out? (To what extent did the intervention succeed in building individual and institutional capacities of rights-holders and duty-bearers to ensure sustainability of benefits achieved by the project?; How effectively has the project generated national (Serbian/Montenegrin) ownership of the results achieved, the establishment of partnerships with relevant stakeholders and the development of national capacities to ensure sustainability of efforts and benefits?; How effectively has the project contributed to the establishment of effective partnerships and development of national capacities?)	The elements that hampered sustainability have been identified so as to be taken into consideration in future actions.  The financed projects have led to results that have the potential to last after the end of the funding and that contributed to financial, institutional, service, policy sustainability.  Evidence of changes in knowledge /behaviours / skills in partners and target groups to sustain the results  Evidence of knowledge/skills being applied  Number of champions identified or created through interventions  Evidence of accountability and oversight systems	Interviews, Online survey, Focus groups, Project reports/outputs analysis	Project reports, UN Women, MoJ, CPE, GBs, donor, beneficiaries
16.	What steps were taken to develop and/or reinforce the operating capacities of Serbian and Montenegrin partners during the implementation of the programme?	Identification of the scope of changes in operating capacities. Number and type of changes (including potential policy changes) that are likely to continue after the project ends without additional financing Evidence of rights holders articulating their priorities and needs; accessing services; and contributing to national/ local planning and development		
17.	To what extent has the project been able to promote replication and/or up-scaling of successful practices?	Evidence of replicated and up scaled practices  Perception of stakeholders on effectiveness of these practices and contribution to sustainability		

18.	To what extent has the exit strategy been well planned and successfully implemented?	There is a sustainability strategy and it is followed. Documental evidence on sustainability plans		
19.	(addition to ToR) To what extent do the issues addressed by the grant schemes continue to require support?	Perception of stakeholders on grant scheme priorities and future		
COHERENCE				
20.	Internal coherence: a) To what extent does the project fit within UN Women's Strategic Plan and interrelated threefold mandate? b) Are there any synergies and inter-linkages between the project and other interventions of UN Women?	There is an internal coherence within and between the projects; Consistency between activities, outputs and outcomes, Consistency between indicators and outputs/outcomes Level of alignment of the project with UN Women SP Evidence on similarities among objectives with other programmes of UN Women Programme Office Existence of mechanisms of internal coordination in planning, implementation and reporting.	Interviews, Online survey, Focus groups, Project reports/outputs analysis	Project reports, UN Women, MoJ, CPE, GBs, donor, beneficiaries
21.	External coherence: a) To what extent is the intervention consistent with the national development strategies in the area of gender equality and elimination of violence against women and girls, and reflect Serbian and Montenegrin national priorities and commitments on GE and EVAWG? b) How does project reflect and align with Serbian and Montenegrin national strategic plans and normative frameworks and Serbia' and Montenegro' international obligations and commitments in the field of women's rights and elimination of violence against women and girls? c) To what extent the project is in complementarity, harmonized and coordinated with the interventions of other actors' interventions in the same context? d) To what extent does the implementation of the project ensure synergies and coordination with key partners relevant	Synergies are built and duplications avoided. Documental evidence on adherence to national gender equality policies and other relevant policies Perception of stakeholders of correlation with the national policy priorities and interventions and legal framework		

	efforts while avoiding duplications?			
Added value				
22.	What are UN Women's comparative advantage in Serbia and Montenegro to implement this project (What is the additional value resulting from funding, compared to what could be achieved by others (i.e. government, other donors)? What is the additional value of UN Women as an implementing party?)	There is an additional value of funding and UN Women Documental evidence and stakeholders perception on comparative advantages of UN Women Programme Office in the areas of interventions	Interviews, Online survey, Focus groups, Project reports/outputs analysis	Project reports, UN Women, MoJ, CPE, GBs, donor, beneficiaries
Gender equality and human rights				
23.	To what extent has gender and human rights principles and strategies been integrated into the project design and implementation? (To what extent participation and inclusiveness (with respect to rights holders and duty bearers) was maximized in the Project's planning, design, implementation and decision?)	Evidence of extent to which interventions consider / address the needs of women, including women from marginalized groups Alignment of partner's mandates with the areas and strategies of intervention Perception and evidence of influence of partners on the thematic areas of the project Ability of partners to reach the target groups and beneficiaries (capacity, sector wise, geographically)	Interviews, Online survey, Focus groups, Project reports/outputs analysis	Project reports, UN Women, MoJ, CPE, GBs, donor, beneficiaries
24.	To what extent disability inclusion was integrated in project planning and implementation?	Evidence on disability inclusion		
Impact				
25.	What are the areas of achieved or potential measurable impact of the Project? What is the impact on the target groups and beneficiaries at individual, community and institutional/system levels? Were there any unintended positive or negative results?	Evidence on long-term and sustainable changes or positive trends that benefit target groups and end users (at individual, collective, institutional / systemic level and at the societal level)	Interviews, Online survey, Focus groups, Project reports/outputs analysis	Project reports, UN Women, MoJ, CPE, GBs, donor, beneficiaries
26.	How project impacts or is likely to impact women end beneficiaries and the most vulnerable groups?	Evidence on long-term and sustainable changes or positive trends on benefits to end beneficiaries		

## Annex 4: Result framework

RESULTS AND RESOURCES FRAMEWORK ISWS 2020-2023								
Result level	Indicator	Baseline	Annual			End of Project target	End of Project Actual	On/ Off target
			Target	Actual	%			
<b>Goal: Women and girls in Serbia and Montenegro live in a society free from violence.</b>	1.Prevalence of VAWG disaggregated by type and Manifestation of violence, severity, perpetrator, personal characteristic, time period, and frequency.	Every third women experience some form of violence by current or former intimate partner or male relative. Data are not disaggregated by personal characteristics				Implementation on of measures by key line ministries with disaggregated data collection model.		On track
<b>Outcome 1: Montenegro applies special protection measures for women and girls from violence in family and intimate partner relations and combats gender-based discrimination and stereotypes.</b>	1.Increased capacity of the Ministry of Justice and Human and Minority Rights for the implementation of the special protection measure - the bracelet for victim(s) and perpetrator(s) system. <sup>109</sup>	0	0	100 EMS		100 EMS		On track
<b>Output 1.1.: The Ministry of Justice has human and organizational capacities for the implementation of the protection measure – the bracelet for victim(s) and perpetrator(s)system.</b>	O1.2.1: Improved technical and organizational capacity in the Ministry of Justice for the implementation of the bracelet for victim(s) and perpetrator(s) system. <sup>110</sup>	Non-existent	Non-existent	Non-existent		Operational		On track

<sup>109</sup> Indicator has been revised in line with signed Amendment 1 of the Donor Agreement cost extension and ProDoc, Budget WorkPlan, and RRF revisions, which include EMS piloting in Montenegro

<sup>110</sup> Same as above

Result level	Indicator	Baseline	Annual			End of Project target	End of Project Actual	On/ Off target
			Target	Actual	%			
<b>Outcome 2: Republic of Serbia applies additional, innovative programs for prevention of violence against women and girls in family and intimate partner relations and combats gender-based discrimination and stereotypes.</b>	1. Number of women and men improved skills to use protection measures, for women and girls from violence in family and intimate partner relations. <sup>111</sup>	0	0	70,000	1400%	5,000		Achieved/ On track
<b>Output 1.2.: The Commissioner for Protection of Equality has capacities to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender-based discrimination.</b>	0.2.3.1. Number of women's CSOs supported by project to implement outreach programs to rural women and girls.	0	0	15	100%	15		On track
	0.2.3.2. Number of rural women and girls reached by outreach programs and awareness-raising activities. <sup>112</sup>	0	0	70,000	1400%	5,000		Achieved/ On track
<b>Output 1.3.: Media and journalists have improved knowledge and skills about risks of gender-stereotyping in reporting about VAWG, and femicide.</b>	0.2.4.1. Number of media and journalists (men and women) included in the capacity development activities.	0	40	77	192%	40		Achieved
	02.4.2. Number of media reports on VAWG that follows the standards of gender equality and human rights.	Not known	0	31	3,23%	30		Achieved
	02.4.3. The existence of the Guidelines and Recommendations for ethical and non-discriminative reporting about VAWG.	non-existent	non-existent	existent		existent		Achieved

<sup>111</sup> Same as above

<sup>112</sup> Same as above

## Annex 5: Documents reviewed

Documents	
<b>Project documents</b>	
1	DOA
2	Ammended DoA
3	Annual reports and annexes
<b>Project products and other related documents</b>	
1	EMS equipment transfer documents
2	The Programme Case Study on the implementation of the Electronic Monitoring System
3	Two-day workshop to increase the capacities of more than 30 representatives of the police, judiciary, prosecutors and centres for social work involved in preventing and responding to gender-based violence against women in Montenegro – training programme, participant list and evaluation records
4	Brief Note for police officers on communicating with the media about cases of VAWG, (Serbia, Montenegro)
5	Grant selection records (CfP, evaluation records, final reports for Serbian WCSOs plus two requests for quotations for Montenegrin WCSOs)
6	“Authentic stories from the lives of rural women project beneficiaries” publication
7	BIRN Final report
8	Leaders of change capacity building records (list, training topics, any evaluation data);
9	Social media reach records (last available communication reports)
10	Guidelines and Recommendations for ethical and non-discriminative reporting about violence against women and girls in the Online Sphere (publication or link)
11	UN Women Conference on ethical and non-discriminatory reporting (agenda, participant list or similar)
12	Overview of “Youth Against Violence Coalition” activities records (links, reports or similar)
<b>Other</b>	
1	<i>Integrating Human Rights and Gender Equality in Evaluation -- Towards UNEG Guidance; UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System</i>
2	OECD/DAC Criteria for Evaluating Development Assistance: <a href="https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm">https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm</a>
3	UN Women, How to manage gender-responsive evaluation, Evaluation handbook, <a href="https://genderevaluation.unwomen.org/en/evaluation-handbook">https://genderevaluation.unwomen.org/en/evaluation-handbook</a>

## Annex 6: List of interviewed stakeholders

	Name	Position	Type	Date
1	Ljiljana Lončar	Programme Officer UN Women	Group interview	11.9.2023
2	Jovana Perić Đaković	Programme Assistant UN Women	Group interview	11.9.2023
3	Predragom Krsmanović	Head of the Direction for parole within Ministry of Justice	Individual interview	13.9.2023
4	4 experts engaged by the project on EMS	Direction for parole within Ministry of Justice	Group discussion	13.9.2023
5	Ana Jaredić	Women’s Right Center	Individual interview	13.9.2023
6	Nikolina Boljević	SOS phone for victims of violence	Group interview	13.9.2023
7	Biljana Zeković	SOS phone for victims of violence	Group interview	13.9.2023
8	Ivan Kuzminović	Norway embassy	Individual interview	15.9.2023
9	Milana Rikanović	Programme Management Specialist Head of Office	Individual interview	27.9.2023
10	Nada Sataric	President Amity	Individual interview	21.09.2023.
11	Tijana Milovanovic	Project beneficiary, Faculty of Political Science	Individual interview	26.09.2023.
12	Dragana Obradovic	Director, BIRN	Group interview	11.09.2023.
13	Goca Andric	BIRN	Group interview	11.09.2023.
14	Sonja Toskovic	Director, Belgrade Center for Human Rights	Group interview	15.09.2023.

15	Sanja Radivojevice	Legal advisor, Belgrade Center for Human Rights	Group interview	15.09.2023.
16	Vesna Dobrosavljevic	PR, Belgrade Center for Human Rights	Group interview	15.09.2023.
17	Slavica Vasic	Bibija	FGD	19.09.2023.
18	Radmila Nesic	Ternipe	FGD	19.09.2023.
19	Miljan Jonic	National Employment Service – Pirot branch	FGD	19.09.2023.
20	Ceca Ilic	Bibija	FGD	19.09.2023.
21	Nela Colic	Center for Social Work Pirot	FGD	19.09.2023.
22	Maja Durmisevic	Health Roma mediator	FGD	19.09.2023.
23	Zorica Stanojevic	Activist, Bibija	FGD	19.09.2023.
24	Amelija	City hall Pirot, gender equality focal point	FGD	19.09.2023.
25	Biljana Djurdjulu	President, Association of Women Idjos	FGD	06.10.2023.
26	Danica Nakrajkucin	Member, Association of Women Idjos	FGD	06.10.2023.
27	Slobodanka Gecic	Member, Association of Women Idjos	FGD	06.10.2023.
28	Mikloca Anica	Member, Association of Women Idjos	FGD	06.10.2023.
29	Irijev Nada	Member, Association of Women Idjos	FGD	06.10.2023.
30	Simi Veronika	Member, Association of Women Idjos	FGD	06.10.2023.
31	Veronika Mitro	Editor of portal on disability and Programme manager of NGO 'Iz kruga Vojvodina'	Online survey	26.09.2023.
32	Ivona Stojanov	DAN GRAF DOO (DANAS)	Online survey	28.09.2023.
33	Stevan Ristic	Director, VREME	Online survey	28.09.2023.
34	Nebojsa Trifunovic	Deputy editor in chief, Loznicke novosti	Online survey	01.10.2023.
35	Biljana Stepanov	Director, Centar za podrsku zenama	Online survey	14.09.2023.
36	Aldina Sakanovic	Project coordinator, Forum zena Prijepolja	Online survey	14.09.2023.
37	Marina Tucovic	Manager, Zenski centar Uzice	Online survey	14.09.2023.
38	Jelena Konstantinovic	Project manager, Amity	Online survey	14.09.2023.
39	Aleksandra Sremcev	Project manager, CPPSD	Online survey	14.09.2023.
40	Ana Acimov	Board member, Association of young persons Becej, BUM	Online survey	14.09.2023.
41	Radoslava Aralica	President, ZEC	Online survey	15.09.2023.
42	Mina Mijailovic	President, OAZA sigurnosti	Online survey	27.09.2023.
43	Slavica Vasic Mitrovic	Bibija, Roma women's center	Online survey	28.09.2023.

## Annex 7: Data Collection Instruments

### QUESTIONNAIRE FOR UN Women

Evaluation Criteria	Questions
Relevance	<ol style="list-style-type: none"> <li>1. Why was your project relevant to the needs of the beneficiaries and the needs of the targeted areas?</li> <li>2. What sources of information and resources have been used in design of the projects and is this found appropriate?</li> <li>3. Have any changes occurred in the external environment that undermine or enhance the relevance of the project?</li> <li>4. Have you carried out an assessment of needs when deciding on implementation modalities?</li> <li>5. To what extent are the objectives, as per your opinion, still valid?</li> </ol>
Effectiveness	<ol style="list-style-type: none"> <li>1. To what extent have the project's objectives been reached? If a objective could not be achieved, what was the reason? (specify per defined project results – impact, outcomes, outputs)</li> <li>2. To what extent was the project implemented as envisaged? If not, why not? Are there unintended results?</li> <li>3. Were you confronted with any constraints and challenges and how did you address them?</li> <li>4. Were the chosen implementation modalities, partnerships, etc. conducive for achieving the stated objectives?</li> <li>5. What are the factors (positive/negative) that influenced projects' (non) achievements?</li> </ol>
Efficiency	<ol style="list-style-type: none"> <li>1. Did you have sufficient resources (staff, equipment, finance, etc.)?</li> <li>2. Did the administrative and organisational structures ensure efficient implementation, cost-effectiveness and accountability?</li> <li>3. Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?</li> <li>4. Were the project activities implemented in a timely manner?</li> <li>5. What measures have been taken to ensure efficient use of resources?</li> <li>6. To what extent does the project structure, per your opinion, enable efficient and effective implementation of activities and realization of project's outputs and expected results?</li> <li>7. Were there any change in procedures since the start of the project and if yes, why?</li> <li>8. What procedures are in place to ensure efficient implementation of activities and achievement of results?</li> <li>9. Were there any changes introduced as a result of monitoring? If yes, which ones and why?</li> <li>10. What mechanisms are in place to ensure coordination between UN project team and beneficiaries, project partners and other donors/stakeholders?</li> <li>11. What procedures, rules and measures are taken to ensure visibility of the project and donors?</li> </ol>
Sustainability	<ol style="list-style-type: none"> <li>1. To what extent has the project established processes and systems that are likely to prolong its impact?</li> <li>2. How can the sustainability of the project be improved?</li> <li>3. Are there good practices inherent to the project which could be useful to share beyond the project context?</li> <li>4. Has UN project team worked with final beneficiaries /grantees to ensure sustainability of the project? If yes, how? If not, why?</li> <li>5. Are there any risks for the sustainability of supported grants? If yes, what are they?</li> <li>6. Are there any political, legal and financial obstacles from the beneficiary side to the sustainability of project outputs?</li> <li>7. Is there a sustainability strategy? Are there activities related to ensuring sustainability?</li> </ol>
Added Value	<ol style="list-style-type: none"> <li>1. What is your projects unique contribution to relevant sectors covered?</li> <li>2. What is the additional value resulting from the Norwegian funding, compared to what could be achieved by others (i.e. government, other donors)?</li> <li>3. To what extent do the issues addressed by the grant schemes continue to require support?</li> <li>4. What would be the most likely consequences of stopping or withdrawing the existing Norwegian support?</li> <li>5. What is the additional value of UN Women as an implementing party?</li> </ol>
Impact (answer optionally)	<ol style="list-style-type: none"> <li>1. What concrete impact has the project made? What has changed?</li> <li>2. Is the project likely to have a catalytic effect? Examples?</li> </ol>
Coherence	<ol style="list-style-type: none"> <li>1. What comments do you have on internal and external coherence?</li> <li>2. To what extent does the project fit within UN Women's Strategic Plan and interrelated threefold mandate?</li> <li>3. Are there any synergies and inter-linkages between the project and other interventions of UN Women?</li> <li>4. To what extent is the intervention consistent with the national development strategies in the area of gender equality and elimination of violence against women and girls, and reflect Serbian and Montenegrin national priorities and commitments on GE and EVAWG?</li> <li>5. How does project reflect and align with Serbian and Montenegrin national strategic plans and normative frameworks and Serbia' and Montenegro' international obligations and commitments in the field of women's rights and elimination of violence against women and girls?</li> <li>6. To what extent the project is in complementarity, harmonized and coordinated with the interventions of other actors' interventions in the same context?</li> <li>7. To what extent does the implementation of the project ensure synergies and coordination with key partners</li> </ol>

	<p>relevant efforts while avoiding duplications?</p> <p>8. To what extent are the interventions achieving synergies with the work of the UN Country Team?</p> <p>9. What are UN Women's comparative advantage in Serbia and Montenegro to implement this project?</p>
Recommendations	1. What recommendations would you make for the future?
Any other comments	

### KEY QUESTIONS for Interviews (MoJ in Montenegro, CPE in Serbia, BIRN, BCHR, 2 WCSOs Montenegro, 1 change leader)

(duration planned 1 hrs to 1.5 hrs max, – local language to be used)

1. From your perspective what are the major problems in your area of jurisdiction?
2. What exactly are your priorities that are addressed through ISWS?
3. Were you asked to take part in the programming/project preparation of the ISWS (your organisation)?
4. How relevant is ISWS for the country/locality needs and priorities? Why?
5. Are you taking part in the implementation of the ISWS, i.e. are asked for opinion, view, can influence decision making and flow of action?
6. Has the Project contributed to improvement of the overall situation in your jurisdiction and in what respect? (relates to VAGW, safety, better protection).
7. What mechanisms are in place to ensure coordination between UN project team and beneficiaries, project partners and other donors/stakeholders? Is the level of coordination adequate for the purpose of achieving expected results, in your opinion?
8. Is UN Women delivering well, as per your opinion? What are particularly satisfactory results of the UN Women support/programmes? What were the challenges, issues, what could have been done better in your opinion?
9. Are there still uncovered needs to be addressed by potential donors?
10. To your knowledge what could be the unique role of UN Women and Norwegian support?
11. To what extent was the financial contribution justified by the benefits generated, in your opinion?
12. Was the project in question implemented in the most efficient way compared to alternatives, in your opinion? (in particular question for MoJ, and CFE)
13. Could these programmes be more efficiently implemented otherwise?
14. Are these projects sustainable in your opinion? Are there any political, legal and financial obstacles from the beneficiary side to the sustainability of project outputs?
15. What is the level of local ownership of these projects, per your opinion?
16. Any other comments/recommendations?

### ONLINE survey for CSOs participating in the project

*Introduction: This short questionnaire aims to gather information about the experiences of media organizations that had the opportunity to participate in the BIRN project, implemented with the support of the UN Women office in Serbia under the project "Enhancing Women's Safety in Serbia." Information about your experiences, observations, and recommendations is necessary to ensure the evaluation relies on quality data. Everything shared through participation in this small survey will remain completely confidential and anonymous, and your identity will never be linked to the information and findings. We sincerely appreciate your willingness to contribute to the evaluation and enable recommendations for future similar projects to be grounded in the experiences and needs of the media and civil society.*

1. Name of the organization \_\_\_\_\_
2. Name and the position of the person filling in the questionnaire \_\_\_\_\_
3. How did you learn about the opportunity to participate in the project conducted by BIRN with the support of the UN Women office in Serbia, through which you received a small grant for reporting on violence against women?
  - a. Directly, through direct contact (email, phone, in person) from employees at BIRN
  - b. Through the BIRN website

- c. From another media organization or civil society organization
  - d. Via social media
  - e. From friends, acquaintances, colleagues
  - f. Other \_\_\_\_\_
4. Was it difficult to make a successful application and receive a grant from BIRN and get involved in their project?
    - a. It was very difficult.
    - b. It was somewhat difficult.
    - c. It was not difficult at all.
  5. If it was somewhat or very difficult, please explain what was challenging?
  6. How important is the support your organization received through this project? Why is it important?
  7. Was it difficult to implement the project, what were the biggest challenges?
  8. In your opinion, why was your project application successful? What did you specifically highlight in your project proposal that "convinced" the donor to approve your project?
  9. Has anyone assessed your organization's capacities to implement the given project for the purposes of this project? Who and how conducted this assessment?
  10. Did you face any particular obstacles in implementing the project? If so, please describe the nature of these obstacles.
  11. Did you receive adequate support in preparing the project proposal?
  12. Please describe in one sentence the change you achieved through this project.
  13. Could this grant scheme be organized differently, do you have any suggestions?
  14. What would you recommend for future similar grant schemes aimed at media?
  15. If you have any other comments, please enter them in the box below.

*Introduction: This short questionnaire aims to gather information about the experiences of civil society organizations regarding their participation in the project "Enhancing Women's Safety in Serbia" implemented by the UN Women office in Serbia from 2021 to 2023. Information about your experiences, observations, and recommendations is crucial for ensuring the evaluation relies on quality data. Everything shared through participation in this small survey will remain completely confidential and anonymous, and your identity will never be linked to the information and findings. We sincerely appreciate your willingness to contribute to the evaluation and enable recommendations for future similar projects to be grounded in the experiences and needs of civil society.*

1. Organization Name
2. Name and position of the person completing the questionnaire
3. How did you learn about the project "Enhancing Women's Safety in Serbia" and the opportunity for civil society organizations to receive support through this project?
  - a. Directly from UN Women employees
  - b. Through the UN Women website portal
  - c. From another civil society organization
  - d. Via social media
  - e. From friends, acquaintances, colleagues
  - f. Please specify
4. Was it difficult to make a successful application and receive financial support from UN Women?
  - a. It was very difficult
  - b. It was somewhat difficult
  - c. It was not difficult at all
5. If it was somewhat or very difficult, please explain what was challenging?
6. Did you have to spend money to prepare the project application, for example, to pay a person to write the project proposal?
  - a. yes
  - b. no
7. How important is the support your organization received through this project? Why is it important?
8. Was it difficult to implement the project, what were the biggest challenges?

9. Why do you think your project application was successful? What did you specifically emphasize in your project proposal that "convinced" the donor to approve your project?
10. Has anyone assessed your organization's capacities to implement the given project for the purposes of this project? Who and how conducted this assessment?
11. Did you face any particular obstacles in implementing the project? If so, please describe the nature of these obstacles.
12. In your opinion, are the criteria for selecting final beneficiaries adequate? If not, why?
13. Did you have the opportunity to influence the terms of the call issued by UN Women for grant allocation? If yes, please describe how.
14. Did you receive adequate support in preparing the project proposal in response to the call?
15. Please describe in one sentence the change you achieved through this project.
16. Could this grant scheme be organized differently, do you have any suggestions?
17. Did the UN Women teamwork with you on ensuring the sustainability of project results? If yes, how?
18. What would you recommend for future similar grant schemes that UN Women provides to civil society organizations? What should be done differently or improved?
19. If you have any other comments, please enter them in the box below.

#### **TENTATIVE KEY QUESTIONS for focus groups**

(focus groups with Rural and Roma women (2) and with Persons of trust for Roma women survivors (1), duration planned 3 hrs, 7 to max 10 participants at FGs)

1. How did you learn about ISWS and became involved?
2. What were your personal benefits from taking part in the project?
3. How important is the support you received? Why?
4. What could have been done better?
5. To your knowledge what is the unique role of the ISWS project and Norwegian support to Un Women? What is the comparative advantage of UN Women as the implementing partner.
6. Are there still uncovered needs to be addressed by potential donors and UN Women in the area of VAGW, safety, wellbeing of Roma/rural women?
7. Could the programmes be more efficiently implemented otherwise, in your experience?
8. What recommendations would you make for a future?
9. Any other comments?

#### **TENTATIVE KEY QUESTIONS for the donor**

1. From your perspective what are the major problems related to the implementation of gender responsive development programs in the countries?
2. What exactly are your priorities around this issue?
3. What comments do you have on ISWS relevance for the needs and priorities in Serbia/Montenegro?
4. Are there still uncovered needs to be addressed by potential donors, including you?
5. What is the unique role of the Norwegian support to Un Women, if any?
6. To what extent you find Norwegian support to UN Women effective?
7. To what extent was the financial contribution justified by the benefits generated, in your opinion?
8. Was the project implemented in the most efficient way compared to alternatives, in your opinion?
9. Could the programmes be more efficiently implemented otherwise?
10. Are there any risks for the sustainability of the project?
11. What would be the most likely consequences of stopping or withdrawing the existing Norwegian support?
12. What recommendations would you make for a future?
13. Any other comments

## Annex 8: ToRs

### Terms of Reference 1.

<b>Position:</b>	International Consultant for the Final Evaluation of the ISWS Project
<b>Capacity Development:</b>	International Consultant for the Final Evaluation of the Project “Improved Safety of Women in Serbia”
<b>Type of Contract:</b>	Individual Contract (SSA)
<b>Duty Station:</b>	Belgrade, Serbia (consultancy is Home-based)
<b>Application Deadline:</b>	10 May 2023
<b>Duration:</b>	15 June 2023 – 20 December 2023 (Up to 35 working days)
<b>Supervision:</b>	UN Women Office, Serbia
<b>Language:</b>	Proficiency in written and spoken English language  Fluency in Serbian/Montenegrin language will be taken as advantage.

#### 1. Background of the project

UN Women is the lead agency within the UN system on gender equality and women’s empowerment, mandated to promote, and coordinate efforts to advance the full realization of women’s rights and opportunities. UN Women brings global technical expertise in gender equality and women’s empowerment, and links local and regional interventions with global best practices, including work on the Sustainable Development Goals. Placing women's rights at the center of all its efforts, the UN Women leads and coordinates United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action globally. It provides strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors.

The Republic of Serbia is a signatory to a number of important international treaties, which guarantee the equality of men and women and prohibit gender-based discrimination, most notably the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Istanbul Convention. National commitments on gender equality are in place, such as the National Strategy and Action Plan for Gender Equality and the Gender Equality Law. Despite the existing legal and policy framework, gender inequalities are prominent in Serbia and present in all spheres of life, in access to resources, in participation to decision-making processes and in interpersonal relations.

Montenegro ratified the Istanbul Convention as well as the CEDAW which, in accordance with the Constitution of Montenegro as international law has the primacy over domestic legislation and is to be directly applied when domestic legislation is not aligned with international law. Currently, a new strategic document on the implementation of the Istanbul Convention is being developed as a five-year Strategy on the Prevention of Domestic Violence has expired in 2020. Under the current Protocol on the Treatment, Prevention and Protection from Violence against Women and Domestic Violence, which become obligatory for all signatories in 2019, institutions within their roles, competencies and missions, are responsible for preventing violence and taking protective measures, guided by the principle of due diligence. However, since the adoption of the new Protocol, no information has been available on its implementation in practice.

Violence against women and girls remains one of the key challenges for women's human rights in Serbia and Montenegro. Asymmetric gender regimes, patriarchal culture, history of recent conflicts in the region and economic hardships contributed to the relatively high prevalence of various forms of gender-based violence in Serbia. Women from marginalized and multiply discriminated groups are particularly vulnerable to violence.

Through its programmes and projects, UN Women is providing technical assistance to national partners (governmental and non-governmental) in the implementation of existing international and national commitments to women's rights and gender equality, it facilitates networking and exchange of good practices and advocates for women's rights and gender equality in all areas of life.

UN Women Programme Office in Serbia is implementing a four-year Project "Improved Safety of Women in Serbia" (short title: ISWS Project), started in January 2020, funded by the Ministry of Foreign Affairs of Norway. Through this project, Serbia Office is working to ensure that women and girls in Serbia and Montenegro live in a society free from violence.

The project is focusing on the following key results:

- Montenegro applies special protection measures for women and girls from violence in family and intimate partner relations and combats gender-based discrimination and stereotypes;
- Republic of Serbia applies additional, innovative programs for prevention of violence against women and girls in family and intimate partner relations and combats gender-based discrimination and stereotypes.

UN Women Serbia is implementing the Project, in close cooperation with the Ministry of Justice of Montenegro and the Commissioner for Protection of Equality, other partner organizations and women's organizations.

## **2. Description of the programme/project**

### **2.1 *Project strategy and key objectives***

The project relies on several proven strategies to build sustainable commitment and capacity to support gender equality and protection from VAWG including:

- Facilitating partnerships to reach consensus on policy priorities, implementation strategies and accountability mechanisms. These include cooperation with the Government of Montenegro and the Commissioner for Protection of Equality in the Republic of Serbia as the national independent equality body, advocacy and cooperation with grass-roots women's as well as human rights organizations.
- Providing innovative models to support measures and actions, which can be up-scaled and replicated to all sectors.
- Ensuring sustainability of the Project objectives and results that will be given highest priority, which include continued operation of project initiatives, institutional stability, and continued participation of women CSOs in outreach programs.
- Documenting and disseminating proven practices for enhancing performance and accountability for gender equality and EVAWG, including through encouraging lessons sharing amongst networks of partners.
- Building an evidence-base that supports advocacy and action on implementing commitments to gender equality and EVAWG.

*Overall objective* of the project is that women and girls in Serbia and Montenegro live in a society free from gender-based stereotypes, discrimination and violence.

*Specific Objectives (outcomes)* of the project is that Montenegro applies special protection measures for women and girls from violence in family and intimate partner relations and combats gender-based discrimination and stereotypes as well as

that Republic of Serbia applies additional, innovative programs for prevention of violence against women and girls in family and intimate partner relations and combats gender-based discrimination and stereotypes.

The project has focused on the following key results (outputs):

**Output 1.1.:** The Ministry of Justice of Montenegro has human and organizational capacities for the implementation of the protection measure- the bracelet for victim(s) and perpetrator(s) system.

**Output 1.2.:** The Commissioner for Protection of Equality has capacities to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender-based discrimination.

**Output 1.3.:** Media and journalists have improved knowledge and skills about risks of gender-stereotyping in reporting about VAWG, and femicide.

Under the Output 1.1, the Ministry of Justice of Montenegro has strengthened human and organizational capacities for the implementation of the protection measure- the bracelet for victim(s) and perpetrator(s) system through provided software and 100 bracelets. Also, the Ministry of Justice of Montenegro has been supported for the implementation of EMS through additional human resources, training, and communications materials and established cooperation with women CSOs dealing with combating domestic violence in Montenegro.

Under the Output 1.2, the Commissioner for Protection of Equality (CPE) has reached more than 300 rural women empowering them to recognize and respond to gender-based violence and discrimination and organized training for 20 selected women's civil society organizations dealing with issues relevant to rural women on the legal framework regarding protection from violence and gender-based discrimination. This training considered specific characteristics of rural areas, social norms, and provision of support to women in these circumstances, in order to strengthen capacities of women's CSOs civil society organizations to create appropriate outreach programs to support and inform rural women and girls about protection from violence. Furthermore, the CPE has supported women's CSOs to develop innovative outreach plans for informing and communication with rural women and girls on violence against women and girls and protection from violence, adapted to the local contexts. Each women's civil society organization that had participated in the training program prepared outreach programs to rural women and girls, with the support of external consultants. These programs had common features and activities (e.g. distribution of written material, meetings and presentations to rural women), and the activities tailored for specific context and local needs. These specific local activities were proposed by women's organizations participants wishing to participate in the program. The CPE has also organised study-visits for the representatives of CSOs on an example of good practice in the area of protection from violence and gender-based discrimination and stereotyping as well as assigned annual awards to media on anti-discrimination, promoting of tolerance and equality.

Under this output, UN Women Serbia supported directly women's civil society organizations to pilot innovative outreach programs for informing and communication with rural women and girls on prevention of and protection from violence in local self-governments. Thus, 12 women's organizations received grants during project implementation.

Finally, under the same output, UN Women Serbia created and distributed various promotional and informative materials on prevention, available responses to and protection from violence and gender-based discrimination and stereotyping, which included brochures, leaflets, etc.

Under the Output 1.3, media reporting on VAWG in digital sphere during state of emergency in Serbia due to Covid-19 pandemic, was analysed. The initial analysis named "Bad as usual in unusual times", its findings and examples, served as a baseline for preparation of adequate and quality training program and codes of reporting tailored for journalists and editors with the aim of raising awareness on risks of gender-stereotyping in the media and providing guidance on ethical and safe reporting on VAW. Journalists and editors (men and women) from diverse media houses and types of media in Serbia (newspaper, magazines, TV, radio, and online journalism) were trained on media reporting about VAWG, femicide and gender-based discrimination. The analysis was also promoted and distributed to media houses, journalists, editors, students, and other legal and media professionals.

In addition to the aforementioned media analyses, one of the most respected human rights CSO "Belgrade centre for human rights" prepared the Guidelines and Recommendations for ethical and non-discriminative reporting about VAWG in digital

media. The Guideline was developed based on the media monitoring report, feedback and inputs from journalists from various media participating in the focus groups, and a review of the available codes of practices and ethics already adopted by the media houses and associations. The Guidelines were presented and distributed during the conference organized in the National Theatre in Belgrade.

Finally, bearing in mind that adequate and stereotype-free media reporting is closely connected to statements issued by the police officers, UN Women Serbia developed the Brief Note for police officers on communication with media in cases of VAWG and distributed this Brief Note to Montenegrin police officers.

## **2.2 Project beneficiaries and target groups**

Project main beneficiaries are 5,000 women from the general population and women from multiple marginalized and discriminated groups, namely, rural women who were reached through community outreach campaigns and awareness-raising on protection from domestic violence implemented by women's organizations (including also distribution of informational material such as brochures, leaflets).

Project target groups are:

- 1) 34 representatives of justice and police sector from Montenegro, selected by the Ministry of Justice of Montenegro, who improved their knowledge on gender-based discrimination, violence and stereotypes, and particularly EMS.
- 2) 15 women's rights organizations that provided support and advocated for the rights of rural women.
- 3) 74 journalists and editors from different media houses in Serbia, who were trained on principles and methods of reporting on VAWG and avoiding traps for sustaining gender-stereotyping in reporting.
- 4) 7 representatives of media houses and association who were engaged in development of guidelines and recommendations for ethical and non-discriminative reporting about VAWG in digital media, and especially femicide.

## **2.3 Project budget, geographical scope and timeframe**

The ISWS project is four-year project implemented in the Republic of Serbia and Montenegro from 1 of January 2020 until 31 December 2023. Total project budget is NOK 26,165,624.00 financed by the Norway Ministry of Foreign Affairs with UN Women contribution.

## **2.4 Project Management**

### *Operational Management*

UN Women implements the project in close cooperation with the Ministry of Justice of Montenegro, the Commissioner for Protection of Equality as well as women's and human right's CSOs.

UN Women have the overall responsibility for managing the implementation of the project. The project is managed by the project ISWS team and supported by technical experts in various areas. The ISWS Team members include: Project Officer, Operations Analyst, Project Associate, Coordination Associate, Administrative Assistant and Programme Assistant.

## **3. Evaluation Purpose and Use**

### **3.1 Evaluation scope**

The final evaluation of the project will be conducted at the end of project implementation and will cover the entire duration of the project from 1 January 2020 until 31 December 2023. The evaluation is scheduled between June and December 2023.

The evaluation includes a data collection mission to Belgrade and Podgorica.

The evaluation shall cover all aspects of the project, and broadly allocate resources (time) in relation to the relative expenditure between the various project components.

### **3.2 Evaluation purpose**

A final project evaluation will be conducted with a special focus on lessons learnt both from programmatic and coordination perspectives. The main purpose of this final evaluation is to assess the programmatic progress and performance of the above-described intervention from the point of view of relevance, effectiveness, impact, organizational efficiency and sustainability. The evaluation will not be able to fully assess the project performance, as some activities are still ongoing; however, it will address the following questions with the results and evidence that is available to date.

Project team will work closely with the evaluation team on the dissemination and use of evaluation results including the transformation of lessons learned into knowledge products on gender equality and EAWG. Knowledge products will also be used for liaison with relevant thematic advisors, consultants, stakeholders, focal points in relevant institutions and women's and human rights's CSOs to improve knowledge products and organize learning platforms to promote the internal and external sharing of knowledge on gender equality and protection from VAWG. The evaluation should also provide specific recommendations as to the priority areas that should be considered in next projects implemented by UN Women Serbia office, including interventions that require continued support, successful interventions for expansion, and recommendations on prioritizing interventions to maximize impact. It should also define recommendations to improve project management structure.

The evaluation will follow a participatory approach that will include a twofold management structure were all key partners will be represented and additional consultation with key stakeholders, relevant governmental representatives and national institution, with civil society representatives and active women's groups as well as donor partner.

### **3.3 Evaluation objectives**

The specific evaluation objectives include:

- Analyze the relevance of the project objectives, strategy and approach including developing and implementing community outreach programs to rural women, capacity development of the Ministry of Justice of Montenegro for EMS implementation, capacity development of the Commissioner for Protection of Equality, civil society organizations, and journalists in Serbia about different aspects and roles in ensuring prevention and protection from violence against women and girls.
- Assess effectiveness and a potential measurable impact of the project intervention on the target group across all three outputs.
- Assess the sustainability of the results and the intervention in ensuring prevention and protection from violence against women and girls in the target group.
- Analyze how human rights-based approach and gender equality principles are integrated in the project implementation.
- Assess how the intervention and its results relate and contribute to the Agenda 2030 and its Sustainable Development Goals.
- Identify and document lessons learned, good practices and innovations, success stories and challenges within the project.
- Identify strategies for replication and up-scaling of the project's best practices.

## **4. Evaluation Management Structure**

#### **4.1. Evaluation Management Group**

An Evaluation Management Group (EMG) will be conformed and will be the main decision-making body for the evaluation and is composed of UN Women project team members, UN Women Serbia Head of Office, and UN Women ECA RO Evaluation Specialist. The EMG will be responsible for the overall management of the evaluation and will oversee the day-to-day business of the evaluation and communication with the Evaluation Team. UN Women Serbia representative will be responsible for day-to-day management of the evaluation and the coordination for the field visits, including logistical support.

#### **4.2. Evaluation Reference Group**

An Evaluation Reference Group (ERG) will be established to ensure that the evaluation approach is relevant to stakeholders, and to make certain that factual errors or errors of omission or interpretation are identified in evaluation products. The reference group will provide input at key stages of the evaluation: inception report; draft and final reports. The ERG will be composed of the CPE, Ministry of Justice of Montenegro, Norway Ministry of Foreign Affairs, and women CSOs representative. The ERG will be consulted on key aspects of the evaluation process. The group will be composed to ensure that all relevant stakeholders' groups and perspectives are represented, including from CSOs.

### **5. Evaluation Approach, Methodology Criteria and Questions**

The evaluation will assess progress and challenges for each of the three outputs, with measurement of the specific results achievements and gaps and how and to what extent these have affected overall progress. It will consist of a desk review, in-depth interviews with key stakeholders, such as the CPE, Ministry of Justice of Montenegro and women's CSOs involved in project implementation or addressing the needs and representing the interests of specific groups of women, such as rural women, Roma women, etc.

The evaluation will be a transparent and participatory process involving relevant stakeholders and partners in Serbia and Montenegro. The evaluation will follow gender equality and human rights principles, as defined in the UN Women Evaluation Policy<sup>113</sup> and adhere to the United Nations norms and standards for evaluation in the United Nations system<sup>114</sup>. The evaluation methodology will employ mixed methods. A more detailed evaluation methodology will be proposed and agreed with the evaluation team and will be presented in the evaluation inception report.

The evaluation is a final project evaluation and both a summative approach focusing on capturing the lessons learned during the implementation and assessing the achievement of the results at output and outcome levels, as well as a formative, forward-looking approach assessing the applicability of the results will be employed. The evaluation methodology will furthermore follow a ToC approach and employ mixed methods including quantitative and qualitative data collection methods and analytical approaches to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate. Methods may include but are not limited to:

- Desk review of relevant documents such as project documents, progress reports, financial records, and secondary data or studies relating to the country context and situation analysis.
- Online consultations and discussions with the senior management and project management staff.
- Semi-structured interviews, focus group discussions, surveys with direct and indirect beneficiaries, partners, donor and other stakeholders.
- Field visits and observation at selected project sites.

Data from different research sources will be triangulated to increase its validity. The proposed approach and methodology must be considered as flexible guidelines rather than final requirements, and the evaluators will have an opportunity to make their inputs and propose changes in the evaluation design. The methodology and approach should, however, incorporate

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<sup>113</sup> UN Women, *Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women* (UNW/2012/12), <http://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women>

<sup>114</sup> United Nations Evaluation Group, *Norms and Standards for evaluation in the United Nations system*, access at: [http://www.uneval.org/normsandstandards/index.jsp?doc\\_cat\\_source\\_id=4](http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4)

human rights and gender equality perspectives. It is expected that the Evaluation Team will further refine the approach and methodology and submit a detailed description in the inception report.

The evaluation will include Relevance, Coherence, Effectiveness, Efficiency, and Sustainability and Impact criteria. More specifically, the evaluation will address the following evaluation questions that will be further refined once the evaluation team is recruited<sup>115</sup>:

**Relevance:**

- To what extent was the design of the intervention and its results relevant to the needs and priorities of the beneficiaries? Was the choice of interventions relevant to the situation of the target group?
- To what extent key partners were involved in programme's conceptualization and design process?
- To what extent have gender and human rights principles and strategies been integrated into the project design and implementation?
- To what extent is the intervention aligned with international agreements and conventions on gender equality and combating violence against women and girls?
- To what extent was the design of the intervention relevant to gender equality and EAWG priorities in Serbia and Montenegro?
- What are the needs and priorities of the women in Serbia and Montenegro?
- To what extent has a project contributed to achieving nationalized Sustainable Development Goals?

**Coherence:**

Internal coherence:

- To what extent does the project fit within UN Women's Strategic Plan and interrelated threefold mandate?
- Are there any synergies and inter-linkages between the project and other interventions of UN Women?

External coherence:

- To what extent is the intervention consistent with the national development strategies in the area of gender equality and elimination of violence against women and girls, and reflect Serbian and Montenegrin national priorities and commitments on GE and EAWG?
- How does project reflect and align with Serbian and Montenegrin national strategic plans and normative frameworks and Serbia` and Montenegro' international obligations and commitments in the field of women's rights and elimination of violence against women and girls?
- To what extent the project is in complementarity, harmonized and coordinated with the interventions of other actors' interventions in the same context?
- To what extent does the implementation of the project ensure synergies and coordination with key partners relevant efforts while avoiding duplications?
- To what extent are the interventions achieving synergies with the work of the UN Country Team?
- What are UN Women's comparative advantage in Serbia and Montenegro to implement this project?

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<sup>115</sup> The final evaluation matrix will be included and validated in the evaluation inception report.

- To what extent is the project aligned with the UN Development Partnership Frameworks and nationalized SDGs?

#### **Effectiveness:**

- To what extent have the expected results of the project been achieved on both outcome and output levels?
- What are the reasons for the achievement or non-achievement of the project results? Has the project achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?
- How effective have the selected programme strategies and approaches been in achieving programme results?
- How well did the intervention succeed in involving and building the capacities of the project partners?
- To what extent are the programme approaches and strategies innovative for achieving EVAWG in Serbia and Montenegro? What-if any- types of innovative good practices have been introduced in the programme for the achievement of EVAWG results?
- Is there a clear understanding of roles and responsibilities by all parties involved?

#### **Efficiency:**

- Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outcomes?
- Has there been effective leadership and management of the project including the structuring of management and administration roles to maximize results? Where does accountability lie?
- Have the outputs been delivered in a timely manner?
- To what extent are the project monitoring mechanisms in place effective for measuring and informing management of project performance and progress towards targets? To what extent was the monitoring data objectively used for management action and decision making?
- Were there any constraints (e.g. political, practical, bureaucratic) identified in the implementation of the different actions and what level of effort was made to overcome these challenges?

#### **Sustainability:**

- What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phases out?
- To what extent did the intervention succeed in building individual and institutional capacities of rights-holders and duty-bearers to ensure sustainability of benefits achieved by the project?
- How effectively has the project generated national (Serbian/Montenegrin) ownership of the results achieved, the establishment of partnerships with relevant stakeholders and the development of national capacities to ensure sustainability of efforts and benefits?
- What steps were taken to develop and/or reinforce the operating capacities of Serbian and Montenegrin partners during the implementation of the programme?

- To what extent has the project been able to promote replication and/or up-scaling of successful practices?
- To what extent has the exit strategy been well planned and successfully implemented?
- How effectively has the project contributed to the establishment of effective partnerships and development of national capacities?

Considering the mandates to incorporate human rights and gender equality in all UN work and the UN Women Evaluation Policy, which promotes the integration of women’s rights and gender equality principles into evaluation, these dimensions will require special attention for this evaluation and will be considered under each evaluation criterion.

It is expected that the evaluation team will develop an evaluation matrix, which will relate to the above questions (and refine them as needed), the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation. The final evaluation matrix will be approved in the evaluation inception report.

## 6. Evaluation Process, duties and responsibilities of the Evaluation Team

### 6.1. Evaluation process

The evaluation process is divided in five phases:

1. **Preparation**, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation company;
2. **Inception**, which will involve consultations between the evaluation team and the EMG, programme portfolio review, finalization of stakeholder mapping, inception meetings with the ERG, review of the result logics, analysis of information relevant to the initiative, finalization of evaluation methodology and preparation and validation of inception report;
3. **Data collection** and analysis, including in-depth desk research, in-depth review of the project documents and monitoring frameworks, online interviews as necessary, staff and partner survey/s, and field visits;
4. **Data analysis and reporting stage**, focusing on data analyzed, interpretation of findings and drafting and validation of an evaluation report; and
5. **Dissemination, follow-up and use**, once the evaluation is completed UN Women is responsible for the development of a Management Response, publishing of the evaluation report, uploading the published report on the GATE website, and the dissemination of evaluation findings.

The outline above corresponds to the entire evaluation process from preparation, to conduct, reporting and follow up and use. The evaluation team will only be responsible for the inception, data collection and data analysis and reporting phase. Evaluation preparation and dissemination, follow up and use will be the responsibility of EMG.

### 6.2. Evaluation team requirements

Corresponding with the inception, data collection, data analysis and reporting stages of the evaluation process, the duties and responsibilities of the evaluation team will be as follows:

- Leading the inception phase and developing an inception report outlining design, approach and methodology of the evaluation and an indicative workplan of the evaluation team within the framework of this ToR.

- Directing and carrying out collection, research and analysis of relevant documentation and other data, and reporting.
- Overseeing and assuring quality of data collection and leading the analysis of the evaluation evidence.
- Preparing for meetings with the evaluation management group, evaluation reference group and other stakeholders to review findings, conclusions and recommendations.
- Leading the preparation of the evaluation of communication products.
- To conduct a data collection field mission with the support of the EMG which will include individual interviews with the relevant stakeholders.
- To prepare a Power Point Presentation and an outline of preliminary findings and present to EMG and to ERG.
- To produce and submit a draft and a final evaluation report in English to be validated by EMG and ERG.
- To produce an evaluation brief in English.

## 7. Evaluation team composition

The evaluation team will include an international consultant as a team leader and two national consultants (one for Serbia and one for Montenegro) as team members supporting in all substantive aspects of the evaluation.

All of them have some experience of each of the following: conducting evaluations, gender equality and elimination of violence against women and girls. The international consultant as team leader is responsible for coordination during all phases of the evaluation process, ensuring the quality of outputs and application of methodology as well as timely delivery of all evaluation products in close collaboration with the evaluation task manager and the evaluation management group. The national consultants will provide support to the international consultant in all the aspects of conducting the evaluation.

### 7.1 *Required skills and expertise of the International Consultant*

#### **Core Values:**

**Integrity**- Demonstrate consistency in upholding and promoting the values of UN Women in actions and decisions, in line with the UN Code of Conduct.

**Professionalism**- Demonstrate professional competence and expert knowledge of the pertinent substantive areas of work.

**Cultural sensitivity and respect for diversity**- Demonstrate an appreciation of the multicultural nature of the organization and the diversity of its staff. Additionally, the individual should have an international outlook, appreciating difference in values and learning from cultural diversity.

#### **Competencies:**

- Sensitivity and adaptability to culture, gender, religion, nationality and age.
- Strong analytical, writing and reporting abilities.
- Strong interpersonal and communication skills, ability to lead a team and negotiate amongst a wide range of stakeholders.
- Commitment to quality products and deadlines.

Please visit this link for more information on UN Women's Core Values and Competencies:  
<https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/About%20Us/Employment/UN-Women-values-and-competencies-framework-en.pdf>

### Academic Qualifications:

- At least bachelor's degree in economics, social sciences, international relations, gender studies or a related area.

### **Qualification and experience:**

- At least 5 years international experience in conducting evaluations of strategies, policies and/or development programmes and projects;
- Proven experience of designing and leading or participating in gender-responsive and human rights-based evaluations;
- Experience and knowledge on gender equality and elimination of violence against women and girls;
- Demonstrated knowledge of local situation in Serbia/Montenegro, including gender equality issues;

### Language:

- Proficiency in written and spoken English language. Fluency in Serbian/Montenegrin language will be taken as advantage.

### **Expected deliverables:**

The evaluation team is expected to deliver:

- **An inception report:** The evaluation team will present a refined scope, a detailed outline of the evaluation design and methodology, evaluation questions, and criteria for the approach for in-depth desk review and field work to be conducted in the data collection phase. The report will include an evaluation matrix and detailed work plan. A first draft report will be shared with the evaluation management group and, based upon the comments received, the evaluation team will revise the draft. The revised draft will be shared with the evaluation reference group for feedback. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the final inception report.
- **Presentation of preliminary findings:** A PowerPoint presentation detailing the emerging findings of the evaluation will be shared with the evaluation management group for feedback. The revised presentation will be delivered to the reference group for comment and validation. The evaluation team will incorporate the feedback received into the draft report.
- **A draft evaluation report:** A first draft report will be shared with the evaluation management group for initial feedback. The second draft report will incorporate evaluation management group feedback and will be shared with the evaluation reference group for identification of factual errors, errors of omission and/or misinterpretation of information. The third draft report will incorporate this feedback and then be shared with the reference group for final validation. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the revised drafts.
- **The final evaluation report:** The final report will include a concise Executive Summary and annexes detailing the methodological approach and any analytical products developed during the course of the evaluation. The structure of the report will be defined in the inception report.
- **Evaluation communication products:** Online presentation of the preliminary findings (date TBD), a PowerPoint/Prezi presentation of the final key evaluation findings and recommendations, and a 2-pager/infographics on the final key findings, lessons learned and recommendations in a format preferably adjustable for individual project sites both in English and Serbian/Montenegrin.

Payment will be issued in three instalments upon the satisfactory submission of the deliverables cleared by the evaluation task manager to certify that the services have been satisfactorily performed:

30% upon approval of **evaluation inception report**;

30% upon the submission of **the draft report**; and

40% upon the validation of the **final evaluation report and communication products**.

## 7.2. Evaluation time frame

The project evaluation will be conducted between June and December 2023. The preliminary calendar for the process is detailed in the table below.

Task	Tentative timeframe deadline	Est no days international consultant	Est no of days national consultants
<b>Inception phase June – August 2023</b>			
Desk review of background documentation	15 July 2023	3	2
Inception meeting with EMG	1 August 2023	1	1
Inception report (including two rounds of revision)	15 August 2023	5	5
<b>Data collection phase September – October 2023</b>			
Documents review, (online) interviews	15 September 2023	3	3
Visit to project sites	15 October 2023	5	5
<b>Analysis and reporting phase October-December 2023</b>			
Drafting and presentation of preliminary	15 November 2023	3	3

findings (including one round of revision)			
Preparation and submission of report (including two rounds of Revision)	1 December 2023	10	5
Review and submission of final report and communication products (PPT and a brief)	15 December 2023	5	2
<b>Total</b>		<b>45</b>	<b>26</b>

### 8. Application procedure:

The following documents should be submitted as part of the application:

- **P11** with past experience in similar assignments; can be downloaded at <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/About%20Us/Employment/UN-Women-P11-Personal-History-Form.doc>, a signed copy should be submitted.
- **Financial Proposal** Specifying a total lump sum amount for the tasks specified in this Terms of Reference. Can be downloaded from the following link: <https://www.undp.org/sites/g/files/zskgke326/files/2022-07/confirmation.docx>. The financial proposal shall include a breakdown of this lump sum amount (daily rate and number of anticipated working days and any other possible costs).

In order to apply please merge your P11 and the financial proposal into a single PDF file. The system does not allow for more than one attachment to be uploaded.

Any request for clarification must be sent by standard electronic communication to the e-mail [info.serbia@unwomen.org](mailto:info.serbia@unwomen.org)

	Evaluation Criteria	Max points
<b>TECHNICAL EVALUATION (70%)</b>		
<b>Language Requirements</b>	Proficiency in written and spoken English language. Fluency in Serbian/Montenegrin language will be taken as advantage.	<b>REQUIRED</b>
<b>Education</b>	At least bachelor's degree in economics, social sciences, international relations, gender studies or a related area.	<b>20</b> 0: without relevant bachelor's degree 20: Bachelor's degree
<b>Professional experience</b>	International experience in conducting evaluations of strategies, policies and/or development programmes and projects.	<b>20</b> 0: without 5 years of experience 15: 5 years of experience

		20: more than 5 years of experience
	Proven experience of designing and leading or participating in gender-responsive and human rights-based evaluations.	<b>10</b> 0: without relevant experience 10: relevant experience
	Experience and knowledge on gender equality and elimination of violence against women and girls.	<b>10</b> 0: without relevant experience 10: relevant experience
	Demonstrated knowledge of local situation in Serbia/Montenegro, including gender equality issues.	<b>10</b> 0: without relevant knowledge 10: relevant knowledge
<b>Total technical</b>		<b>70</b>

**Financial Evaluation (30%) – max. 30 points:**

The maximum number of points assigned to the financial proposal is allocated to the **lowest price** proposal. All other price proposals receive points in inverse proportion. A suggested formula is as follows:

$$p = 30 (\mu/z)$$

Using the following values:

p = points for the financial proposal being evaluated

μ = price of the lowest priced proposal

z = price of the proposal being evaluated

*At UN Women, we are committed to creating a diverse and inclusive environment of mutual respect. UN Women recruits, employs, trains, compensates, and promotes regardless of race, religion, colour, sex, gender identity, sexual orientation, age, ability, national origin, or any other basis covered by appropriate law. All employment is decided on the basis of qualifications, competence, integrity and organizational need.*

*If you need any reasonable accommodation to support your participation in the recruitment and selection process, please include this information in your application.*

*UN Women has a zero-tolerance policy on conduct that is incompatible with the aims and objectives of the United Nations and UN Women, including sexual exploitation and abuse, sexual harassment, abuse of authority and discrimination. All selected candidates will be expected to adhere to UN Women’s policies and procedures and the standards of conduct expected of UN Women personnel and will therefore undergo rigorous reference and background checks. (Background checks will include the verification of academic credential(s) and employment history. Selected candidates may be required to provide additional information to conduct a background check.)*

## 9. Evaluation TOR Annexes

1. UNEG Code of Conduct for Evaluations <sup>116</sup>
2. UNEG Ethical Guidelines<sup>117</sup>
3. UNEG Norms for Evaluation in the UN System<sup>118</sup>
4. UNEG Standards for Evaluation in the UN System<sup>119</sup>
5. UNEG Guidance Integrating Human Rights and Gender in the UN System<sup>120</sup>
6. UN Women Evaluation Handbook<sup>121</sup>
7. UNSWAP Technical Note and Scorecard <sup>122</sup>
8. Strategy for preventing and combating gender-based violence against women and domestic violence for the period 2021-2025<sup>123</sup> (Serbia)
9. Protocol on the Treatment, Prevention and Protection from Violence against Women and Domestic Violence <sup>124</sup> (Montenegro)

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<sup>116</sup> <http://www.unevaluation.org/document/detail/100>

<sup>117</sup> <http://www.unevaluation.org/document/detail/102>

<sup>118</sup> <http://www.uneval.org/document/detail/21>

<sup>119</sup> <http://www.uneval.org/document/detail/22>

<sup>120</sup> <http://www.uneval.org/document/detail/1616>

<sup>121</sup> <http://genderevaluation.unwomen.org/en/evaluation-handbook>

<sup>122</sup> <http://www.uneval.org/document/detail/1452>

<sup>123</sup> <https://www.minrzs.gov.rs/sr/dokumenti/ostalo/sektor-za-socijalnu-zastitu/strategija-za-sprecavanje-i-borbu-protiv-rodno-zasnovanog-nasilja-prema-zenama-i-nasilja-u-porodici-za-period-2021-2025-godine>

<sup>124</sup> <https://www.gov.me/dokumenta/b945931e-01be-417d-a6b5-215ecb635af3>

## Terms of Reference 2.

<b>Position:</b>	National Consultant to support the Final Evaluation of the ISWS Project in Serbia
<b>Capacity Development:</b>	National Consultant to support the Final Evaluation of the Project “Improved Safety of Women in Serbia” in Serbia
<b>Type of Contract:</b>	Individual Contract (SSA)
<b>Duty Station:</b>	Belgrade, Serbia (consultancy is Home-based)
<b>Application Deadline:</b>	10 May 2023
<b>Duration:</b>	19 June 2023 – 20 December 2023 (Up to 26 working days)
<b>Supervision:</b>	UN Women Office, Serbia
<b>Language:</b>	Fluency in written and spoken English and Serbian language

### 1. Background of the project

UN Women is the lead agency within the UN system on gender equality and women’s empowerment, mandated to promote, and coordinate efforts to advance the full realization of women’s rights and opportunities. UN Women brings global technical expertise in gender equality and women’s empowerment, and links local and regional interventions with global best practices, including work on the Sustainable Development Goals. Placing women's rights at the center of all its efforts, the UN Women leads and coordinates United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action globally. It provides strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors.

The Republic of Serbia is a signatory to a number of important international treaties, which guarantee the equality of men and women and prohibit gender-based discrimination, most notably the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Istanbul Convention. National commitments on gender equality are in place, such as the National Strategy and Action Plan for Gender Equality and the Gender Equality Law. Despite the existing legal and policy framework, gender inequalities are prominent in Serbia and present in all spheres of life, in access to resources, in participation to decision-making processes and in interpersonal relations.

Through its programmes and projects, UN Women is providing technical assistance to national partners (governmental and non-governmental) in the implementation of existing international and national commitments to women’s rights and gender equality, it facilitates networking and exchange of good practices and advocates for women’s rights and gender equality in all areas of life.

UN Women Programme Office in Serbia is implementing a four-year Project “Improved Safety of Women in Serbia” (short title: ISWS Project), started in January 2020, funded by the Ministry of Foreign Affairs of Norway. Through this project, Serbia Office is working to ensure that women and girls in Serbia and Montenegro live in a society free from violence.

### 2. Description of the programme/project

#### 2.1 *Project strategy and key objectives*

The project relies on several proven strategies to build sustainable commitment and capacity to support gender equality and protection from VAWG including:

- Facilitating partnerships to reach consensus on policy priorities, implementation strategies and accountability mechanisms. These include cooperation with the Government of Montenegro and the Commissioner for Protection of Equality in the Republic of Serbia as the national independent equality body, advocacy and cooperation with grass-roots women's as well as human rights organizations.
- Providing innovative models to support measures and actions, which can be up-scaled and replicated to all sectors.
- Ensuring sustainability of the Project objectives and results that will be given highest priority, which include continued operation of project initiatives, institutional stability, and continued participation of women CSOs in outreach programs.
- Documenting and disseminating proven practices for enhancing performance and accountability for gender equality and EVAWG, including through encouraging lessons sharing amongst networks of partners.
- Building an evidence-base that supports advocacy and action on implementing commitments to gender equality and EVAWG.

*Overall objective* of the project is that women and girls in Serbia and Montenegro live in a society free from gender-based stereotypes, discrimination and violence.

*Specific Objectives (outcomes)* of the project is that Montenegro applies special protection measures for women and girls from violence in family and intimate partner relations and combats gender-based discrimination and stereotypes as well as that Republic of Serbia applies additional, innovative programs for prevention of violence against women and girls in family and intimate partner relations and combats gender-based discrimination and stereotypes.

The project has focused on the following key results (outputs):

**Output 1.1.:** The Ministry of Justice of Montenegro has human and organizational capacities for the implementation of the protection measure- the bracelet for victim(s) and perpetrator(s) system.

**Output 1.2.:** The Commissioner for Protection of Equality has capacities to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender-based discrimination.

**Output 1.3.:** Media and journalists have improved knowledge and skills about risks of gender-stereotyping in reporting about VAWG, and femicide.

Under the Output 1.2, the Commissioner for Protection of Equality (CPE) has reached more than 300 rural women empowering them to recognize and respond to gender-based violence and discrimination and organized training for 20 selected women's civil society organizations dealing with issues relevant to rural women on the legal framework regarding protection from violence and gender-based discrimination. This training considered specific characteristics of rural areas, social norms, and provision of support to women in these circumstances, in order to strengthen capacities of women's CSOs civil society organizations to create appropriate outreach programs to support and inform rural women and girls about protection from violence. Furthermore, the CPE has supported women's CSOs to develop innovative outreach plans for informing and communication with rural women and girls on violence against women and girls and protection from violence, adapted to the local contexts. Each women's civil society organization that had participated in the training program prepared outreach programs to rural women and girls, with the support of external consultants. These programs had common features and activities (e.g. distribution of written material, meetings and presentations to rural women), and the activities tailored for specific context and local needs. These specific local activities were proposed by women's organizations participants wishing to participate in the program. The CPE has also organised study-visits for the representatives of CSOs on an example of good practice in the area of protection from violence and gender-based discrimination and stereotyping as well as assigned annual awards to media on anti-discrimination, promoting of tolerance and equality.

Under this output, UN Women Serbia supported directly women's civil society organizations to pilot innovative outreach programs for informing and communication with rural women and girls on prevention of and protection from violence in local self-governments. Thus, 12 women's organizations received grants during project implementation.

Finally, under the same output, UN Women Serbia created and distributed various promotional and informative materials on prevention, available responses to and protection from violence and gender-based discrimination and stereotyping, which included brochures, leaflets, etc.

Under the Output 1.3, media reporting on VAWG in digital sphere during state of emergency in Serbia due to Covid-19 pandemic, was analysed. The initial analysis named "Bad as usual in unusual times", its findings and examples, served as a baseline for preparation of adequate and quality training program and codes of reporting tailored for journalists and editors with the aim of raising awareness on risks of gender-stereotyping in the media and providing guidance on ethical and safe reporting on VAW. Journalists and editors (men and women) from diverse media houses and types of media in Serbia (newspaper, magazines, TV, radio, and online journalism) were trained on media reporting about VAWG, femicide and gender-based discrimination. The analysis was also promoted and distributed to media houses, journalists, editors, students, and other legal and media professionals.

In addition to the aforementioned media analyses, one of the most respected human rights CSO "Belgrade centre for human rights" prepared the Guidelines and Recommendations for ethical and non-discriminative reporting about VAWG in digital media. The Guideline was developed based on the media monitoring report, feedback and inputs from journalists from various media participating in the focus groups, and a review of the available codes of practices and ethics already adopted by the media houses and associations. The Guidelines were presented and distributed during the conference organized in the National Theatre in Belgrade.

## **2.2 Project beneficiaries and target groups**

Project main beneficiaries are 5,000 women from the general population and women from multiple marginalized and discriminated groups, namely, rural women who were reached through community outreach campaigns and awareness-raising on protection from domestic violence implemented by women's organizations (including also distribution of informational material such as brochures, leaflets).

Project target groups are:

- 1) 34 representatives of justice and police sector from Montenegro, selected by the Ministry of Justice of Montenegro, who improved their knowledge on gender-based discrimination, violence and stereotypes, and particularly EMS.
- 2) 15 women's rights organizations that provided support and advocated for the rights of rural women.
- 3) 74 journalists and editors from different media houses in Serbia, who were trained on principles and methods of reporting on VAWG and avoiding traps for sustaining gender-stereotyping in reporting.
- 4) 7 representatives of media houses and association who were engaged in development of guidelines and recommendations for ethical and non-discriminative reporting about VAWG in digital media, and especially femicide.

## **2.3 Project budget, geographical scope and timeframe**

The ISWS project is four-year project implemented in the Republic of Serbia and Montenegro from 1 of January 2020 until 31 December 2023. Total project budget is NOK 26,165,624.00 financed by the Norway Ministry of Foreign Affairs with UN Women contribution.

## **2.4 Project Management**

### *Operational Management*

UN Women implements the project in close cooperation with the Ministry of Justice of Montenegro, the Commissioner for Protection of Equality as well as women's and human right's CSOs.

UN Women have the overall responsibility for managing the implementation of the project. The project is managed by the project ISWS team and supported by technical experts in various areas. The ISWS Team members include: Project Officer, Operations Analyst, Project Associate, Coordination Associate, Administrative Assistant and Programme Assistant.

### **3. Evaluation Purpose and Use**

#### **3.1 Evaluation scope**

The final evaluation of the project will be conducted at the end of project implementation and will cover the entire duration of the project from 1 January 2020 until 31 December 2023. The evaluation is scheduled between June and December 2023.

The evaluation includes a data collection mission to Belgrade.

The evaluation shall cover all aspects of the project, and broadly allocate resources (time) in relation to the relative expenditure between the various project components.

#### **3.2 Evaluation purpose**

A final project evaluation will be conducted with a special focus on lessons learnt both from programmatic and coordination perspectives. The main purpose of this final evaluation is to assess the programmatic progress and performance of the above-described intervention from the point of view of relevance, effectiveness, impact, organizational efficiency and sustainability. The evaluation will not be able to fully assess the project performance, as some activities are still ongoing; however, it will address the following questions with the results and evidence that is available to date.

Project team will work closely with the evaluation team on the dissemination and use of evaluation results including the transformation of lessons learned into knowledge products on gender equality and EVAWG. Knowledge products will also be used for liaison with relevant thematic advisors, consultants, stakeholders, focal points in relevant institutions and women's and human rights's CSOs to improve knowledge products and organize learning platforms to promote the internal and external sharing of knowledge on gender equality and protection from VAWG. The evaluation should also provide specific recommendations as to the priority areas that should be considered in next projects implemented by UN Women Serbia office, including interventions that require continued support, successful interventions for expansion, and recommendations on prioritizing interventions to maximize impact. It should also define recommendations to improve project management structure.

The evaluation will follow a participatory approach that will include a twofold management structure were all key partners will be represented and additional consultation with key stakeholders, relevant governmental representatives and national institution, with civil society representatives and active women's groups as well as donor partner.

#### **3.3 Evaluation objectives**

The specific evaluation objectives include:

- Analyze the relevance of the project objectives, strategy and approach including developing and implementing community outreach programs to rural women, capacity development of the Commissioner for Protection of Equality, civil society organizations and journalists in Serbia about different aspects and roles in ensuring prevention and protection from violence against women and girls.
- Assess effectiveness and a potential measurable impact of the project intervention on the target group across all three outputs.
- Assess the sustainability of the results and the intervention in ensuring prevention and protection from violence against women and girls in the target group.

- Analyze how human rights-based approach and gender equality principles are integrated in the project implementation.
- Assess how the intervention and its results relate and contribute to the Agenda 2030 and its Sustainable Development Goals.
- Identify and document lessons learned, good practices and innovations, success stories and challenges within the project.
- Identify strategies for replication and up-scaling of the project's best practices.

## 4. Evaluation Management Structure

### 4.1. Evaluation Management Group

An Evaluation Management Group (EMG) will be conformed and will be the main decision-making body for the evaluation and is composed of UN Women project team members, UN Women Serbia Head of Office, and UN Women ECA RO Evaluation Specialist. The EMG will be responsible for the overall management of the evaluation and will oversee the day-to-day business of the evaluation and communication with the Evaluation Team. UN Women Serbia representative will be responsible for day-to-day management of the evaluation and the coordination for the field visits, including logistical support.

### 4.2. Evaluation Reference Group

An Evaluation Reference Group (ERG) will be established to ensure that the evaluation approach is relevant to stakeholders, and to make certain that factual errors or errors of omission or interpretation are identified in evaluation products. The reference group will provide input at key stages of the evaluation: inception report; draft and final reports. The ERG will be composed of the CPE, Ministry of Justice of Montenegro, Norway Ministry of Foreign Affairs, and women CSOs representative. The ERG will be consulted on key aspects of the evaluation process. The group will be composed to ensure that all relevant stakeholders' groups and perspectives are represented, including from CSOs.

## 5. Evaluation Approach, Methodology Criteria and Questions

The evaluation will assess progress and challenges for each of the three outputs, with measurement of the specific results achievements and gaps and how and to what extent these have affected overall progress. It will consist of a desk review, in-depth interviews with key stakeholders, such as the CPE, Ministry of Justice of Montenegro and women's CSOs involved in project implementation or addressing the needs and representing the interests of specific groups of women, such as rural women, Roma women, etc.

The evaluation will be a transparent and participatory process involving relevant stakeholders and partners in Serbia and Montenegro. The evaluation will follow gender equality and human rights principles, as defined in the UN Women Evaluation Policy<sup>125</sup> and adhere to the United Nations norms and standards for evaluation in the United Nations system<sup>126</sup>. The evaluation methodology will employ mixed methods. A more detailed evaluation methodology will be proposed and agreed with the evaluation team and will be presented in the evaluation inception report.

The evaluation is a final project evaluation and both a summative approach focusing on capturing the lessons learned during the implementation and assessing the achievement of the results at output and outcome levels, as well as a formative, forward-looking approach assessing the applicability of the results will be employed. The evaluation methodology will furthermore follow a ToC approach and employ mixed methods including quantitative and qualitative data collection methods

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<sup>125</sup> UN Women, *Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women* (UNW/2012/12), <http://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women>

<sup>126</sup> United Nations Evaluation Group, *Norms and Standards for evaluation in the United Nations system*, access at: [http://www.uneval.org/normsandstandards/index.jsp?doc\\_cat\\_source\\_id=4](http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4)

and analytical approaches to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate. Methods may include but are not limited to:

- Desk review of relevant documents such as project documents, progress reports, financial records, and secondary data or studies relating to the country context and situation analysis.
- Online consultations and discussions with the senior management and project management staff.
- Semi-structured interviews, focus group discussions, surveys with direct and indirect beneficiaries, partners, donor and other stakeholders.
- Field visits and observation at selected project sites.

Data from different research sources will be triangulated to increase its validity. The proposed approach and methodology must be considered as flexible guidelines rather than final requirements, and the evaluators will have an opportunity to make their inputs and propose changes in the evaluation design. The methodology and approach should, however, incorporate human rights and gender equality perspectives. It is expected that the Evaluation Team will further refine the approach and methodology and submit a detailed description in the inception report.

The evaluation will include Relevance, Coherence, Effectiveness, Efficiency, and Sustainability and Impact criteria. More specifically, the evaluation will address the following evaluation questions that will be further refined once the evaluation team is recruited<sup>127</sup>:

**Relevance:**

- To what extent was the design of the intervention and its results relevant to the needs and priorities of the beneficiaries? Was the choice of interventions relevant to the situation of the target group?
- To what extent key partners were involved in programme's conceptualization and design process?
- To what extent have gender and human rights principles and strategies been integrated into the project design and implementation?
- To what extent is the intervention aligned with international agreements and conventions on gender equality and combating violence against women and girls?
- To what extent was the design of the intervention relevant to gender equality and EAWG priorities in Serbia?
- What are the needs and priorities of the women in Serbia?
- To what extent has a project contributed to achieving nationalized Sustainable Development Goals?

**Coherence:**

Internal coherence:

- To what extent does the project fit within UN Women's Strategic Plan and interrelated threefold mandate?
- Are there any synergies and inter-linkages between the project and other interventions of UN Women?

External coherence:

- To what extent is the intervention consistent with the national development strategies in the area of gender equality and elimination of violence against women and girls, and reflect Serbian national priorities and commitments on GE and EAWG?

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<sup>127</sup> The final evaluation matrix will be included and validated in the evaluation inception report.

- How does project reflect and align with Serbian national strategic plans and normative frameworks and Serbia's international obligations and commitments in the field of women's rights and elimination of violence against women and girls?
- To what extent the project is in complementarity, harmonized and coordinated with the interventions of other actors' interventions in the same context?
- To what extent does the implementation of the project ensure synergies and coordination with key partners relevant efforts while avoiding duplications?
- To what extent are the interventions achieving synergies with the work of the UN Country Team?
- What are UN Women's comparative advantage in Serbia to implement this project?
- To what extent is the project aligned with the UN Development Partnership Frameworks and nationalized SDGs?

#### **Effectiveness:**

- To what extent have the expected results of the project been achieved on both outcome and output levels?
- What are the reasons for the achievement or non-achievement of the project results? Has the project achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?
- How effective have the selected programme strategies and approaches been in achieving programme results?
- How well did the intervention succeed in involving and building the capacities of the project partners?
- To what extent are the programme approaches and strategies are innovative for achieving EVAWG in Serbia? What-if any- types of innovative good practices have been introduced in the programme for the achievement of EVAWG results?
- Is there a clear understanding of roles and responsibilities by all parties involved?

#### **Efficiency:**

- Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outcomes?
- Has there been effective leadership and management of the project including the structuring of management and administration roles to maximize results? Where does accountability lie?
- Have the outputs been delivered in a timely manner?
- To what extent are the project monitoring mechanisms in place effective for measuring and informing management of project performance and progress towards targets? To what extent was the monitoring data objectively used for management action and decision making?
- Were there any constraints (e.g. political, practical, bureaucratic) identified in the implementation of the different actions and what level of effort was made to overcome these challenges?

## Sustainability:

- What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phases out?
- To what extent did the intervention succeed in building individual and institutional capacities of rights-holders and duty-bearers to ensure sustainability of benefits achieved by the project?
- How effectively has the project generated national ownership of the results achieved, the establishment of partnerships with relevant stakeholders and the development of national capacities to ensure sustainability of efforts and benefits?
- What steps were taken to develop and/or reinforce the operating capacities of Serbian partners during the implementation of the programme?
- To what extent has the project been able to promote replication and/or up-scaling of successful practices?
- To what extent has the exit strategy been well planned and successfully implemented?
- How effectively has the project contributed to the establishment of effective partnerships and development of national capacities?

Considering the mandates to incorporate human rights and gender equality in all UN work and the UN Women Evaluation Policy, which promotes the integration of women's rights and gender equality principles into evaluation, these dimensions will require special attention for this evaluation and will be considered under each evaluation criterion.

It is expected that the evaluation team will develop an evaluation matrix, which will relate to the above questions (and refine them as needed), the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation. The final evaluation matrix will be approved in the evaluation inception report.

## 6. Evaluation Process, duties and responsibilities of the Evaluation Team

### 6.1. Evaluation process

The evaluation process is divided in five phases:

1. **Preparation**, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation company;
2. **Inception**, which will involve consultations between the evaluation team and the EMG, programme portfolio review, finalization of stakeholder mapping, inception meetings with the ERG, review of the result logics, analysis of information relevant to the initiative, finalization of evaluation methodology and preparation and validation of inception report;
3. **Data collection** and analysis, including in-depth desk research, in-depth review of the project documents and monitoring frameworks, online interviews as necessary, staff and partner survey/s, and field visits;
4. **Data analysis and reporting stage**, focusing on data analyzed, interpretation of findings and drafting and validation of an evaluation report; and
5. **Dissemination, follow-up and use**, once the evaluation is completed UN Women is responsible for the development of a Management Response, publishing of the evaluation report, uploading the published report on the GATE website, and the dissemination of evaluation findings.

The outline above corresponds to the entire evaluation process from preparation, to conduct, reporting and follow up and use. The evaluation team will only be responsible for the inception, data collection and data analysis and reporting phase. Evaluation preparation and dissemination, follow up and use will be the responsibility of EMG.

## **6.2. Evaluation team requirements**

Corresponding with the inception, data collection, data analysis and reporting stages of the evaluation process, the duties and responsibilities of the evaluation team will be as follows:

- Leading the inception phase and developing an inception report outlining design, approach and methodology of the evaluation and an indicative workplan of the evaluation team within the framework of this ToR.
- Directing and carrying out collection, research and analysis of relevant documentation and other data, and reporting.
- Overseeing and assuring quality of data collection and leading the analysis of the evaluation evidence.
- Preparing for meetings with the evaluation management group, evaluation reference group and other stakeholders to review findings, conclusions and recommendations.
- Leading the preparation of the evaluation of communication products.
- To conduct a data collection field mission with the support of the EMG which will include individual interviews with the relevant stakeholders.
- To prepare a Power Point Presentation and an outline of preliminary findings and present to EMG and to ERG.
- To produce and submit a draft and a final evaluation report in English to be validated by EMG and ERG.
- To produce an evaluation brief in English.

## **7. Evaluation team composition**

The evaluation team will include an international consultant as a team leader and two national consultants (one for Serbia and one for Montenegro) as team members supporting in all substantive aspects of the evaluation.

All of them have some experience of each of the following: conducting evaluations, gender equality and elimination of violence against women and girls. The international consultant as team leader is responsible for coordination during all phases of the evaluation process, ensuring the quality of outputs and application of methodology as well as timely delivery of all evaluation products in close collaboration with the evaluation task manager and the evaluation management group. The national consultants will provide support to the international consultant in all the aspects of conducting the evaluation.

### **7.1 Required skills and expertise of the National Consultant**

#### **Core Values:**

**Integrity**- Demonstrate consistency in upholding and promoting the values of UN Women in actions and decisions, in line with the UN Code of Conduct.

**Professionalism**- Demonstrate professional competence and expert knowledge of the pertinent substantive areas of work.

**Cultural sensitivity and respect for diversity**- Demonstrate an appreciation of the multicultural nature of the organization and the diversity of its staff. Additionally, the individual should have an international outlook, appreciating difference in values and learning from cultural diversity.

#### **Competencies:**

- Sensitivity and adaptability to culture, gender, religion, nationality and age.

- Strong analytical, writing and reporting abilities.
- Strong interpersonal and communication skills, ability to lead a team and negotiate amongst a wide range of stakeholders.
- Commitment to quality products and deadlines.

Please visit this link for more information on UN Women's Core Values and Competencies: <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/About%20Us/Employment/UN-Women-values-and-competencies-framework-en.pdf>

**Academic Qualifications:**

- At least a bachelor's degree in economics, social sciences, international relations, gender studies or a related area.

**Qualification and experience:**

- At least 3 years of relevant experience and involvement in several evaluations of development projects.
- Experience and knowledge on gender equality and elimination of violence against women and girls at the country level;
- Strong analytical skills and ability to quickly grasp and synthesize information;
- Demonstrated facilitation and communications skills, experience in participatory approaches and ability to negotiate amongst a wide range of stakeholders.

**Language:**

- Fluency in written and spoken English and Serbian language.

**Expected deliverables:**

The evaluation team is expected to deliver:

- **An inception report:** The evaluation team will present a refined scope, a detailed outline of the evaluation design and methodology, evaluation questions, and criteria for the approach for in-depth desk review and field work to be conducted in the data collection phase. The report will include an evaluation matrix and detailed work plan. A first draft report will be shared with the evaluation management group and, based upon the comments received, the evaluation team will revise the draft. The revised draft will be shared with the evaluation reference group for feedback. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the final inception report.
- **Presentation of preliminary findings:** A PowerPoint presentation detailing the emerging findings of the evaluation will be shared with the evaluation management group for feedback. The revised presentation will be delivered to the reference group for comment and validation. The evaluation team will incorporate the feedback received into the draft report.
- **A draft evaluation report:** A first draft report will be shared with the evaluation management group for initial feedback. The second draft report will incorporate evaluation management group feedback and will be shared with

the evaluation reference group for identification of factual errors, errors of omission and/or misinterpretation of information. The third draft report will incorporate this feedback and then be shared with the reference group for final validation. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the revised drafts.

- **The final evaluation report:** The final report will include a concise Executive Summary and annexes detailing the methodological approach and any analytical products developed during the course of the evaluation. The structure of the report will be defined in the inception report.
- **Evaluation communication products:** Online presentation of the preliminary findings (date TBD), a PowerPoint/Prezi presentation of the final key evaluation findings and recommendations, and a 2-pager/infographics on the final key findings, lessons learned and recommendations in a format preferably adjustable for individual project sites both in English and Serbian/Montenegrin.

Payment will be issued in three instalments upon the satisfactory submission of the deliverables cleared by the evaluation task manager to certify that the services have been satisfactorily performed:

30% upon approval of **evaluation inception report**;

30% upon the submission of **the draft report**; and

40% upon the validation of the **final evaluation report and communication products**.

## 7.2. Evaluation time frame

The project evaluation will be conducted between June and December 2023. The preliminary calendar for the process is detailed in the table below.

Task	Tentative timeframe deadline	Est no days international consultant	Est no of days national consultants
<b>Inception phase June – August 2023</b>			
Desk review of background documentation	15 July 2023	3	2
Inception meeting with EMG	1 August 2023	1	1
Inception report (including two rounds of revision)	15 August 2023	5	5
<b>Data collection phase September – October 2023</b>			

Documents review, (online) interviews	15 September 2023	3	2
Visit to project sites	15 October 2023	5	2
<b>Analysis and reporting phase October-December 2023</b>			
Drafting and presentation of preliminary findings (including one round of revision)	15 November 2023	3	3
Preparation and submission of report (including two rounds of Revision)	1 December 2023	10	3
Review and submission of final report and communication products (PPT and a brief)	15 December 2023	5	2
<b>Total</b>		<b>45</b>	<b>20</b>

#### 8. Application procedure:

The following documents should be submitted as part of the application:

- **P11** with past experience in similar assignments; can be downloaded at <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/About%20Us/Employment/UN-Women-P11-Personal-History-Form.doc>, a signed copy should be submitted.
- **Financial Proposal** Specifying a total lump sum amount for the tasks specified in this Terms of Reference. Can be downloaded from the following link: <https://www.undp.org/sites/g/files/zskgke326/files/2022-07/confirmation.docx>. The financial proposal shall include a breakdown of this lump sum amount (daily rate and number of anticipated working days and any other possible costs).

In order to apply please merge your P11 and the financial proposal into a single PDF file. The system does not allow for more than one attachment to be uploaded.

Any request for clarification must be sent by standard electronic communication to the e-mail [info.serbia@unwomen.org](mailto:info.serbia@unwomen.org)

	<b>Evaluation Criteria</b>	<b>Max points</b>
<b>TECHNICAL EVALUATION (70%)</b>		
<b>Language Requirements</b>	Fluency in written and spoken English and Serbian	<b>REQUIRED</b>

<b>Education</b>	At least a bachelor's degree in economics, social sciences, international relations, gender studies or a related area.	<b>20</b> 0: without relevant bachelor's degree 20: Bachelor's degree
<b>Professional experience</b>	Relevant experience and involvement in several evaluations of development projects.	<b>20</b> 0: without 3 years of experience 15: 3 years of experience 20: more than 3 years of experience
	Experience/knowledge of gender equality and elimination of violence against women and girls at the country level.	<b>10</b> 0: without relevant experience 10: relevant experience
	Strong analytical skills and ability to quickly grasp and synthesize information.	<b>10</b> 0: without relevant experience 10: relevant experience
	Demonstrated facilitation and communications skills, experience in participatory approaches and ability to negotiate amongst a wide range of stakeholders.	<b>10</b> 0: without relevant experience 10: relevant experience
<b>Total technical</b>		<b>70</b>

**Financial Evaluation (30%) – max. 30 points:**

The maximum number of points assigned to the financial proposal is allocated to the **lowest price** proposal. All other price proposals receive points in inverse proportion. A suggested formula is as follows:

$$p = 30 (\mu/z)$$

Using the following values:

p = points for the financial proposal being evaluated

μ = price of the lowest priced proposal

z = price of the proposal being evaluated

*At UN Women, we are committed to creating a diverse and inclusive environment of mutual respect. UN Women recruits, employs, trains, compensates, and promotes regardless of race, religion, colour, sex, gender identity, sexual orientation, age, ability, national origin, or any other basis covered by appropriate law. All employment is decided on the basis of qualifications, competence, integrity and organizational need.*

*If you need any reasonable accommodation to support your participation in the recruitment and selection process, please include this information in your application.*

*UN Women has a zero-tolerance policy on conduct that is incompatible with the aims and objectives of the United Nations and UN Women, including sexual exploitation and abuse, sexual harassment, abuse of authority and discrimination. All selected candidates will be expected to adhere to UN Women's policies and procedures and the standards of conduct expected of UN Women personnel and will therefore undergo rigorous reference and background checks. (Background checks will include the verification of academic credential(s) and employment history. Selected candidates may be required to provide additional information to conduct a background check.)*

## **9. Evaluation TOR Annexes**

1. UNEG Code of Conduct for Evaluations<sup>128</sup>
2. UNEG Ethical Guidelines<sup>129</sup>
3. UNEG Norms for Evaluation in the UN System<sup>130</sup>
4. UNEG Standards for Evaluation in the UN System<sup>131</sup>
5. UNEG Guidance Integrating Human Rights and Gender in the UN System<sup>132</sup>
6. UN Women Evaluation Handbook<sup>133</sup>
7. UNSWAP Technical Note and Scorecard<sup>134</sup>
8. Strategy for preventing and combating gender-based violence against women and domestic violence for the period 2021-2025<sup>135</sup> (Serbia)

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<sup>128</sup> <http://www.unevaluation.org/document/detail/100>

<sup>129</sup> <http://www.unevaluation.org/document/detail/102>

<sup>130</sup> <http://www.uneval.org/document/detail/21>

<sup>131</sup> <http://www.uneval.org/document/detail/22>

<sup>132</sup> <http://www.uneval.org/document/detail/1616>

<sup>133</sup> <http://genderevaluation.unwomen.org/en/evaluation-handbook>

<sup>134</sup> <http://www.uneval.org/document/detail/1452>

<sup>135</sup> <https://www.minrzs.gov.rs/sr/dokumenti/ostalo/sektor-za-socijalnu-zastitu/strategija-za-spreccavanje-i-borbu-protiv-rodno-zasnovanog-nasilja-prema-zenama-i-nasilja-u-porodici-za-period-2021-2025-godine>

### Terms of Reference 3.

<b>Position:</b>	National Consultant to support the Final Evaluation of the ISWS Project in Montenegro
<b>Capacity Development:</b>	National Consultant to support the Final Evaluation of the Project “Improved Safety of Women in Serbia” in Montenegro
<b>Type of Contract:</b>	Individual Contract (SSA)
<b>Duty Station:</b>	Podgorica, Montenegro (consultancy is Home-based)
<b>Application Deadline:</b>	10 May 2023
<b>Duration:</b>	15 June 2023 – 20 December 2023  (Up to 20 working days)
<b>Supervision:</b>	UN Women Office, Serbia
<b>Language:</b>	Fluency in written and spoken English and Montenegrin language

## 2. Background of the project

UN Women is the lead agency within the UN system on gender equality and women’s empowerment, mandated to promote, and coordinate efforts to advance the full realization of women’s rights and opportunities. UN Women brings global technical expertise in gender equality and women’s empowerment, and links local and regional interventions with global best practices, including work on the Sustainable Development Goals. Placing women's rights at the center of all its efforts, the UN Women leads and coordinates United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action globally. It provides strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors.

Montenegro ratified the Istanbul Convention as well as the CEDAW which, in accordance with the Constitution of Montenegro as international law has the primacy over domestic legislation and is to be directly applied when domestic legislation is not aligned with international law. Currently, a new strategic document on the implementation of the Istanbul Convention is being developed as a five-year Strategy on the Prevention of Domestic Violence has expired in 2020. Under the current Protocol on the Treatment, Prevention and Protection from Violence against Women and Domestic Violence, which become obligatory for all signatories in 2019, institutions within their roles, competencies and missions, are responsible for preventing violence and taking protective measures, guided by the principle of due diligence. However, since the adoption of the new Protocol, no information has been available on its implementation in practice.

Through its programmes and projects, UN Women is providing technical assistance to national partners (governmental and non-governmental) in the implementation of existing international and national commitments to women’s rights and gender equality, it facilitates networking and exchange of good practices and advocates for women’s rights and gender equality in all areas of life.

UN Women Programme Office in Serbia is implementing a four-year Project “Improved Safety of Women in Serbia” (short title: ISWS Project), started in January 2020, funded by the Ministry of Foreign Affairs of Norway. Through this project, Serbia Office is working to ensure that women and girls in Serbia and Montenegro live in a society free from violence.

## **2. Description of the programme/project**

### **2.1 *Project strategy and key objectives***

The project relies on several proven strategies to build sustainable commitment and capacity to support gender equality and protection from VAWG including:

- Facilitating partnerships to reach consensus on policy priorities, implementation strategies and accountability mechanisms. These include cooperation with the Government of Montenegro and the Commissioner for Protection of Equality in the Republic of Serbia as the national independent equality body, advocacy and cooperation with grass-roots women's as well as human rights organizations.
- Providing innovative models to support measures and actions, which can be up-scaled and replicated to all sectors.
- Ensuring sustainability of the Project objectives and results that will be given highest priority, which include continued operation of project initiatives, institutional stability, and continued participation of women CSOs in outreach programs.
- Documenting and disseminating proven practices for enhancing performance and accountability for gender equality and EVAWG, including through encouraging lessons sharing amongst networks of partners.
- Building an evidence-base that supports advocacy and action on implementing commitments to gender equality and EVAWG.

*Overall objective* of the project is that women and girls in Serbia and Montenegro live in a society free from gender-based stereotypes, discrimination and violence.

*Specific Objectives (outcomes)* of the project is that Montenegro applies special protection measures for women and girls from violence in family and intimate partner relations and combats gender-based discrimination and stereotypes as well as that Republic of Serbia applies additional, innovative programs for prevention of violence against women and girls in family and intimate partner relations and combats gender-based discrimination and stereotypes.

The project has focused on the following key results (outputs):

**Output 1.1.:** The Ministry of Justice of Montenegro has human and organizational capacities for the implementation of the protection measure- the bracelet for victim(s) and perpetrator(s) system.

**Output 1.2.:** The Commissioner for Protection of Equality has capacities to raise awareness and confidence of rural women about measures and actors responsible for protection from violence and gender-based discrimination.

**Output 1.3.:** Media and journalists have improved knowledge and skills about risks of gender-stereotyping in reporting about VAWG, and femicide.

Under the Output 1.1, the Ministry of Justice of Montenegro has strengthened human and organizational capacities for the implementation of the protection measure- the bracelet for victim(s) and perpetrator(s) system through provided software and 100 bracelets. Also, the Ministry of Justice of Montenegro has been supported for the implementation of EMS through additional human resources, training, and communications materials and established cooperation with women CSOs dealing with combating domestic violence in Montenegro.

Under the Output 1.3, among other achieved results and bearing in mind that adequate and stereotype-free media reporting is closely connected to statements issued by the police officers, UN Women Serbia developed the Brief Note for police officers on communication with media in cases of VAWG and distributed this Brief Note to Montenegrin police officers.

### **2.2 *Project beneficiaries and target groups***

Project main beneficiaries are 5,000 women from the general population and women from multiple marginalized and discriminated groups, namely, rural women who were reached through community outreach campaigns and awareness-

raising on protection from domestic violence implemented by women's organizations (including also distribution of informational material such as brochures, leaflets).

Project target groups are:

- 1) 34 representatives of justice and police sector from Montenegro, selected by the Ministry of Justice of Montenegro, who improved their knowledge on gender-based discrimination, violence and stereotypes, and particularly EMS.
- 2) 15 women's rights organizations that provided support and advocated for the rights of rural women.
- 3) 74 journalists and editors from different media houses in Serbia, who were trained on principles and methods of reporting on VAWG and avoiding traps for sustaining gender-stereotyping in reporting.
- 4) 7 representatives of media houses and association who were engaged in development of guidelines and recommendations for ethical and non-discriminative reporting about VAWG in digital media, and especially femicide.

### **2.3 Project budget, geographical scope and timeframe**

The ISWS project is four-year project implemented in the Republic of Serbia and Montenegro from 1 of January 2020 until 31 December 2023. Total project budget is NOK 26,165,624.00 financed by the Norway Ministry of Foreign Affairs with UN Women contribution.

### **2.4 Project Management**

#### *Operational Management*

UN Women implements the project in close cooperation with the Ministry of Justice of Montenegro, the Commissioner for Protection of Equality as well as women's and human rights CSOs.

UN Women have the overall responsibility for managing the implementation of the project. The project is managed by the project ISWS team and supported by technical experts in various areas. The ISWS Team members include: Project Officer, Operations Analyst, Project Associate, Coordination Associate, Administrative Assistant and Programme Assistant.

## **4. Evaluation Purpose and Use**

### **3.1 Evaluation scope**

The final evaluation of the project will be conducted at the end of project implementation and will cover the entire duration of the project from 1 January 2020 until 31 December 2023. The evaluation is scheduled between June and December 2023.

The evaluation includes a data collection mission to Podgorica.

The evaluation shall cover all aspects of the project, and broadly allocate resources (time) in relation to the relative expenditure between the various project components.

### **3.2 Evaluation purpose**

A final project evaluation will be conducted with a special focus on lessons learnt both from programmatic and coordination perspectives. The main purpose of this final evaluation is to assess the programmatic progress and performance of the above-described intervention from the point of view of relevance, effectiveness, impact, organizational efficiency and sustainability. The evaluation will not be able to fully assess the project performance, as some activities are still ongoing; however, it will address the following questions with the results and evidence that is available to date.

Project team will work closely with the evaluation team on the dissemination and use of evaluation results including the transformation of lessons learned into knowledge products on gender equality and EVAWG. Knowledge products will also be used for liaison with relevant thematic advisors, consultants, stakeholders, focal points in relevant institutions and women's and human rights's CSOs to improve knowledge products and organize learning platforms to promote the internal and

external sharing of knowledge on gender equality and protection from VAWG. The evaluation should also provide specific recommendations as to the priority areas that should be considered in next projects implemented by UN Women Serbia office, including interventions that require continued support, successful interventions for expansion, and recommendations on prioritizing interventions to maximize impact. It should also define recommendations to improve project management structure.

The evaluation will follow a participatory approach that will include a twofold management structure where all key partners will be represented and additional consultation with key stakeholders, relevant governmental representatives and national institution, with civil society representatives and active women's groups as well as donor partner.

### **3.3 Evaluation objectives**

The specific evaluation objectives include:

- Analyze the relevance of the project objectives, strategy and approach including developing and implementing community outreach programs to rural women, capacity development of the Ministry of Justice of Montenegro as well as civil society organizations in Montenegro about different aspects and roles in ensuring prevention and protection from violence against women and girls.
- Assess effectiveness and a potential measurable impact of the project intervention on the target group across all three outputs.
- Assess the sustainability of the results and the intervention in ensuring prevention and protection from violence against women and girls in the target group.
- Analyze how human rights-based approach and gender equality principles are integrated in the project implementation.
- Assess how the intervention and its results relate and contribute to the Agenda 2030 and its Sustainable Development Goals.
- Identify and document lessons learned, good practices and innovations, success stories and challenges within the project.
- Identify strategies for replication and up-scaling of the project's best practices.

## **4. Evaluation Management Structure**

### **4.1. Evaluation Management Group**

An Evaluation Management Group (EMG) will be conformed and will be the main decision-making body for the evaluation and is composed of UN Women project team members, UN Women Serbia Head of Office, and UN Women ECA RO Evaluation Specialist. The EMG will be responsible for the overall management of the evaluation and will oversee the day-to-day business of the evaluation and communication with the Evaluation Team. UN Women Serbia representative will be responsible for day-to-day management of the evaluation and the coordination for the field visits, including logistical support.

### **4.2. Evaluation Reference Group**

An Evaluation Reference Group (ERG) will be established to ensure that the evaluation approach is relevant to stakeholders, and to make certain that factual errors or errors of omission or interpretation are identified in evaluation products. The reference group will provide input at key stages of the evaluation: inception report; draft and final reports. The ERG will be composed of the CPE, Ministry of Justice of Montenegro, Norway Ministry of Foreign Affairs, and women CSOs representative. The ERG will be consulted on key aspects of the evaluation process. The group will be composed to ensure that all relevant stakeholders' groups and perspectives are represented, including from CSOs.

## 6. Evaluation Approach, Methodology Criteria and Questions

The evaluation will assess progress and challenges for each of the three outputs, with measurement of the specific results achievements and gaps and how and to what extent these have affected overall progress. It will consist of a desk review, in-depth interviews with key stakeholders, such as the CPE, Ministry of Justice of Montenegro and women's CSOs involved in project implementation or addressing the needs and representing the interests of specific groups of women, such as rural women, Roma women, etc.

The evaluation will be a transparent and participatory process involving relevant stakeholders and partners in Serbia and Montenegro. The evaluation will follow gender equality and human rights principles, as defined in the UN Women Evaluation Policy<sup>136</sup> and adhere to the United Nations norms and standards for evaluation in the United Nations system<sup>137</sup>. The evaluation methodology will employ mixed methods. A more detailed evaluation methodology will be proposed and agreed with the evaluation team and will be presented in the evaluation inception report.

The evaluation is a final project evaluation and both a summative approach focusing on capturing the lessons learned during the implementation and assessing the achievement of the results at output and outcome levels, as well as a formative, forward-looking approach assessing the applicability of the results will be employed. The evaluation methodology will furthermore follow a ToC approach and employ mixed methods including quantitative and qualitative data collection methods and analytical approaches to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate. Methods may include but are not limited to:

- Desk review of relevant documents such as project documents, progress reports, financial records, and secondary data or studies relating to the country context and situation analysis.
- Online consultations and discussions with the senior management and project management staff.
- Semi-structured interviews, focus group discussions, surveys with direct and indirect beneficiaries, partners, donor and other stakeholders.
- Field visits and observation at selected project sites.

Data from different research sources will be triangulated to increase its validity. The proposed approach and methodology must be considered as flexible guidelines rather than final requirements, and the evaluators will have an opportunity to make their inputs and propose changes in the evaluation design. The methodology and approach should, however, incorporate human rights and gender equality perspectives. It is expected that the Evaluation Team will further refine the approach and methodology and submit a detailed description in the inception report.

The evaluation will include Relevance, Coherence, Effectiveness, Efficiency, and Sustainability and Impact criteria. More specifically, the evaluation will address the following evaluation questions that will be further refined once the evaluation team is recruited<sup>138</sup>:

### Relevance:

- To what extent was the design of the intervention and its results relevant to the needs and priorities of the beneficiaries? Was the choice of interventions relevant to the situation of the target group?
- To what extent key partners were involved in programme's conceptualization and design process?
- To what extent have gender and human rights principles and strategies been integrated into the project design and implementation?

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<sup>136</sup> UN Women, *Evaluation policy of the United Nations Entity for Gender Equality and the Empowerment of Women* (UNW/2012/12), <http://www.unwomen.org/en/digital-library/publications/2012/10/evaluation-policy-of-the-united-nations-entity-for-gender-equality-and-the-empowerment-of-women>

<sup>137</sup> United Nations Evaluation Group, *Norms and Standards for evaluation in the United Nations system*, access at: [http://www.uneval.org/normsandstandards/index.jsp?doc\\_cat\\_source\\_id=4](http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4)

<sup>138</sup> The final evaluation matrix will be included and validated in the evaluation inception report.

- To what extent is the intervention aligned with international agreements and conventions on gender equality and combating violence against women and girls?
- To what extent was the design of the intervention relevant to gender equality and EVAWG priorities in Montenegro?
- What are the needs and priorities of the women in Montenegro ?
- To what extent has a project contributed to achieving nationalized Sustainable Development Goals?

### **Coherence:**

#### Internal coherence:

- To what extent does the project fit within UN Women’s Strategic Plan and interrelated threefold mandate?
- Are there any synergies and inter-linkages between the project and other interventions of UN Women?

#### External coherence:

- To what extent is the intervention consistent with the national development strategies in the area of gender equality and elimination of violence against women and girls, and reflect Montenegrin national priorities and commitments on GE and EVAWG?
- How does project reflect and align with Serbian national strategic plans and normative frameworks and Montenegro` international obligations and commitments in the field of women’s rights and elimination of violence against women and girls?
- To what extent the project is in complementarity, harmonized and coordinated with the interventions of other actors’ interventions in the same context?
- To what extent does the implementation of the project ensure synergies and coordination with key partners relevant efforts while avoiding duplications?
- To what extent are the interventions achieving synergies with the work of the UN Country Team?
- What are UN Women’s comparative advantage in Montenegro to implement this project?
- To what extent is the project aligned with the UN Development Partnership Frameworks and nationalized SDGs?

### **Effectiveness:**

- To what extent have the expected results of the project been achieved on both outcome and output levels?
- What are the reasons for the achievement or non-achievement of the project results? Has the project achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?
- How effective have the selected programme strategies and approaches been in achieving programme results?
- How well did the intervention succeed in involving and building the capacities of the project partners?

- To what extent are the programme approaches and strategies innovative for achieving EVAWG in Montenegro? What-if any- types of innovative good practices have been introduced in the programme for the achievement of EVAWG results?
- Is there a clear understanding of roles and responsibilities by all parties involved?

#### **Efficiency:**

- Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outcomes?
- Has there been effective leadership and management of the project including the structuring of management and administration roles to maximize results? Where does accountability lie?
- Have the outputs been delivered in a timely manner?
- To what extent are the project monitoring mechanisms in place effective for measuring and informing management of project performance and progress towards targets? To what extent was the monitoring data objectively used for management action and decision making?
- Were there any constraints (e.g. political, practical, bureaucratic) identified in the implementation of the different actions and what level of effort was made to overcome these challenges?

#### **Sustainability:**

- What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phases out?
- To what extent did the intervention succeed in building individual and institutional capacities of rights-holders and duty-bearers to ensure sustainability of benefits achieved by the project?
- How effectively has the project generated national ownership of the results achieved, the establishment of partnerships with relevant stakeholders and the development of national capacities to ensure sustainability of efforts and benefits?
- What steps were taken to develop and/or reinforce the operating capacities of Montenegrin partners during the implementation of the programme?
- To what extent has the project been able to promote replication and/or up-scaling of successful practices?
- To what extent has the exit strategy been well planned and successfully implemented?
- How effectively has the project contributed to the establishment of effective partnerships and development of national capacities?

Considering the mandates to incorporate human rights and gender equality in all UN work and the UN Women Evaluation Policy, which promotes the integration of women's rights and gender equality principles into evaluation, these dimensions will require special attention for this evaluation and will be considered under each evaluation criterion.

It is expected that the evaluation team will develop an evaluation matrix, which will relate to the above questions (and refine them as needed), the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation. The final evaluation matrix will be approved in the evaluation inception report.

## 7. Evaluation Process, duties and responsibilities of the Evaluation Team

### 6.1. Evaluation process

The evaluation process is divided in five phases:

6. **Preparation**, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation company;
7. **Inception**, which will involve consultations between the evaluation team and the EMG, programme portfolio review, finalization of stakeholder mapping, inception meetings with the ERG, review of the result logics, analysis of information relevant to the initiative, finalization of evaluation methodology and preparation and validation of inception report;
8. **Data collection** and analysis, including in-depth desk research, in-depth review of the project documents and monitoring frameworks, online interviews as necessary, staff and partner survey/s, and field visits;
9. **Data analysis and reporting stage**, focusing on data analyzed, interpretation of findings and drafting and validation of an evaluation report; and
10. **Dissemination, follow-up and use**, once the evaluation is completed UN Women is responsible for the development of a Management Response, publishing of the evaluation report, uploading the published report on the GATE website, and the dissemination of evaluation findings.

The outline above corresponds to the entire evaluation process from preparation, to conduct, reporting and follow up and use. The evaluation team will only be responsible for the inception, data collection and data analysis and reporting phase. Evaluation preparation and dissemination, follow up and use will be the responsibility of EMG.

### 6.2. Evaluation team requirements

Corresponding with the inception, data collection, data analysis and reporting stages of the evaluation process, the duties and responsibilities of the evaluation team will be as follows:

- Leading the inception phase and developing an inception report outlining design, approach and methodology of the evaluation and an indicative workplan of the evaluation team within the framework of this ToR.
- Directing and carrying out collection, research and analysis of relevant documentation and other data, and reporting.
- Overseeing and assuring quality of data collection and leading the analysis of the evaluation evidence.
- Preparing for meetings with the evaluation management group, evaluation reference group and other stakeholders to review findings, conclusions and recommendations.
- Leading the preparation of the evaluation of communication products.
- To conduct a data collection field mission with the support of the EMG which will include individual interviews with the relevant stakeholders.
- To prepare a Power Point Presentation and an outline of preliminary findings and present to EMG and to ERG.

- To produce and submit a draft and a final evaluation report in English to be validated by EMG and ERG.
- To produce an evaluation brief in English.

## 7. Evaluation team composition

The evaluation team will include an international consultant as a team leader and two national consultants (one for Serbia and one for Montenegro) as team members supporting in all substantive aspects of the evaluation.

All of them have some experience of each of the following: conducting evaluations, gender equality and elimination of violence against women and girls. The international consultant as team leader is responsible for coordination during all phases of the evaluation process, ensuring the quality of outputs and application of methodology as well as timely delivery of all evaluation products in close collaboration with the evaluation task manager and the evaluation management group. The national consultants will provide support to the international consultant in all the aspects of conducting the evaluation.

### 7.1 *Required skills and expertise of the National Consultant*

#### Core Values:

**Integrity**- Demonstrate consistency in upholding and promoting the values of UN Women in actions and decisions, in line with the UN Code of Conduct.

**Professionalism**- Demonstrate professional competence and expert knowledge of the pertinent substantive areas of work.

**Cultural sensitivity and respect for diversity**- Demonstrate an appreciation of the multicultural nature of the organization and the diversity of its staff. Additionally, the individual should have an international outlook, appreciating difference in values and learning from cultural diversity.

#### Competencies:

- Sensitivity and adaptability to culture, gender, religion, nationality and age.
- Strong analytical, writing and reporting abilities.
- Strong interpersonal and communication skills, ability to lead a team and negotiate amongst a wide range of stakeholders.
- Commitment to quality products and deadlines.

Please visit this link for more information on UN Women's Core Values and Competencies: <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/About%20Us/Employment/UN-Women-values-and-competencies-framework-en.pdf>

#### Academic Qualifications:

- At least a bachelor's degree in economics, social sciences, international relations, gender studies or a related area.

#### Qualification and experience:

- At least 3 years of relevant experience and involvement in several evaluations of development projects;

- Experience and knowledge on gender equality and elimination of violence against women and girls at the country level;
- Strong analytical skills and ability to quickly grasp and synthesize information;
- Demonstrated facilitation and communications skills, experience in participatory approaches and ability to negotiate amongst a wide range of stakeholders;

**Language:**

- Fluency in written and spoken English and Montenegrin language.

**Expected deliverables:**

The evaluation team is expected to deliver:

- **An inception report:** The evaluation team will present a refined scope, a detailed outline of the evaluation design and methodology, evaluation questions, and criteria for the approach for in-depth desk review and field work to be conducted in the data collection phase. The report will include an evaluation matrix and detailed work plan. A first draft report will be shared with the evaluation management group and, based upon the comments received, the evaluation team will revise the draft. The revised draft will be shared with the evaluation reference group for feedback. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the final inception report.
- **Presentation of preliminary findings:** A PowerPoint presentation detailing the emerging findings of the evaluation will be shared with the evaluation management group for feedback. The revised presentation will be delivered to the reference group for comment and validation. The evaluation team will incorporate the feedback received into the draft report.
- **A draft evaluation report:** A first draft report will be shared with the evaluation management group for initial feedback. The second draft report will incorporate evaluation management group feedback and will be shared with the evaluation reference group for identification of factual errors, errors of omission and/or misinterpretation of information. The third draft report will incorporate this feedback and then be shared with the reference group for final validation. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the revised drafts.
- **The final evaluation report:** The final report will include a concise Executive Summary and annexes detailing the methodological approach and any analytical products developed during the course of the evaluation. The structure of the report will be defined in the inception report.
- **Evaluation communication products:** Online presentation of the preliminary findings (date TBD), a PowerPoint/Prezi presentation of the final key evaluation findings and recommendations, and a 2-pager/infographics on the final key findings, lessons learned and recommendations in a format preferably adjustable for individual project sites both in English and Serbian/Montenegrin.

Payment will be issued in three instalments upon the satisfactory submission of the deliverables cleared by the evaluation task manager to certify that the services have been satisfactorily performed:

30% upon approval of **evaluation inception report**;

30% upon the submission of **the draft report**; and

40% upon the validation of the **final evaluation report and communication products**.

## 7.2. Evaluation time frame

The project evaluation will be conducted between June and December 2023. The preliminary calendar for the process is detailed in the table below.

Task	Tentative timeframe deadline	Est no days international consultant	Est no of days national consultants
<b>Inception phase June – August 2023</b>			
Desk review of background documentation	15 July 2023	3	2
Inception meeting with EMG	1 August 2023	1	1
Inception report (including two rounds of revision)	15 August 2023	5	5
<b>Data collection phase September – October 2023</b>			
Documents review, (online) interviews	15 September 2023	3	2
Visit to project sites	15 October 2023	5	2
<b>Analysis and reporting phase October-December 2023</b>			
Drafting and presentation of preliminary findings (including one round of revision)	15 November 2023	3	3
Preparation and submission of report (including two rounds of Revision)	1 December 2023	10	3

Review and submission of final report and communication products (PPT and a brief)	15 December 2023	5	2
<b>Total</b>		<b>45</b>	<b>20</b>

#### 10. Application procedure:

The following documents should be submitted as part of the application:

- **P11** with past experience in similar assignments; can be downloaded at <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/About%20Us/Employment/UN-Women-P11-Personal-History-Form.doc>, a signed copy should be submitted.
- **Financial Proposal** Specifying a total lump sum amount for the tasks specified in this Terms of Reference. Can be downloaded from the following link: <https://www.undp.org/sites/g/files/zskgke326/files/2022-07/confirmation.docx>. The financial proposal shall include a breakdown of this lump sum amount (daily rate and number of anticipated working days and any other possible costs).

In order to apply please merge your P11 and the financial proposal into a single PDF file. The system does not allow for more than one attachment to be uploaded.

Any request for clarification must be sent by standard electronic communication to the e-mail [info.serbia@unwomen.org](mailto:info.serbia@unwomen.org)

	Evaluation Criteria	Max points
<b>TECHNICAL EVALUATION (70%)</b>		
<b>Language Requirements</b>	Fluency in written and spoken English and Montenegrin	<b>REQUIRED</b>
<b>Education</b>	Bachelor's degree in economics, social sciences, international relations, development studies, gender studies or a related area.	<b>20</b> 0: without relevant bachelor's degree 20: Bachelor's degree
<b>Professional experience</b>	Relevant experience and involvement in several evaluations of development projects.	<b>20</b> 0: without 3 years of experience 15: 3 years of experience 20: more than 3 years of experience
	Experience/knowledge of gender equality and elimination of violence against women and girls at the country level	<b>10</b> 0: without relevant experience 10: relevant experience
	Strong analytical skills and ability to quickly grasp and synthesize information.	<b>10</b> 0: without relevant experience 10: relevant experience

	Demonstrated facilitation and communications skills, experience in participatory approaches and ability to negotiate amongst a wide range of stakeholders.	<b>10</b> 0: without relevant experience 10: relevant experience
<b>Total technical</b>		<b>70</b>

### Financial Evaluation (30%) – max. 30 points:

The maximum number of points assigned to the financial proposal is allocated to the **lowest price** proposal. All other price proposals receive points in inverse proportion. A suggested formula is as follows:

$$p = 30 (\mu/z)$$

Using the following values:

p = points for the financial proposal being evaluated

μ = price of the lowest priced proposal

z = price of the proposal being evaluated

*At UN Women, we are committed to creating a diverse and inclusive environment of mutual respect. UN Women recruits, employs, trains, compensates, and promotes regardless of race, religion, colour, sex, gender identity, sexual orientation, age, ability, national origin, or any other basis covered by appropriate law. All employment is decided on the basis of qualifications, competence, integrity and organizational need.*

*If you need any reasonable accommodation to support your participation in the recruitment and selection process, please include this information in your application.*

*UN Women has a zero-tolerance policy on conduct that is incompatible with the aims and objectives of the United Nations and UN Women, including sexual exploitation and abuse, sexual harassment, abuse of authority and discrimination. All selected candidates will be expected to adhere to UN Women's policies and procedures and the standards of conduct expected of UN Women personnel and will therefore undergo rigorous reference and background checks. (Background checks will include the verification of academic credential(s) and employment history. Selected candidates may be required to provide additional information to conduct a background check.)*

## 11. Evaluation TOR Annexes

9. UNEG Code of Conduct for Evaluations<sup>139</sup>
10. UNEG Ethical Guidelines<sup>140</sup>
11. UNEG Norms for Evaluation in the UN System<sup>141</sup>
12. UNEG Standards for Evaluation in the UN System<sup>142</sup>
13. UNEG Guidance Integrating Human Rights and Gender in the UN System<sup>143</sup>

<sup>139</sup> <http://www.unevaluation.org/document/detail/100>

<sup>140</sup> <http://www.unevaluation.org/document/detail/102>

<sup>141</sup> <http://www.uneval.org/document/detail/21>

<sup>142</sup> <http://www.uneval.org/document/detail/22>

<sup>143</sup> <http://www.uneval.org/document/detail/1616>

14. UN Women Evaluation Handbook<sup>144</sup>
15. UNSWAP Technical Note and Scorecard <sup>145</sup>
16. Protocol on the Treatment, Prevention and Protection from Violence against Women and Domestic Violence <sup>146</sup>  
(Montenegro)

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<sup>144</sup> <http://genderevaluation.unwomen.org/en/evaluation-handbook>

<sup>145</sup> <http://www.uneval.org/document/detail/1452>

<sup>146</sup> <https://www.gov.me/dokumenta/b945931e-01be-417d-a6b5-215ecb635af3>