**UN WOMEN PROJECT: ADVANCING THE IMPLEMENTATION OF UNSCR 1325 ON WOMEN PEACE AND SECURITY IN THE WESTERN BALKANS**

**AN INDEPENDENT EVALUATION**

**by**

**Peter Hosking**

**Senior Consultant**

**Auckland, December 2013**



****

### 1. Executive Summary

*Brief description of the Project*

This Project aims to develop and strengthen the capacities of key security actors and (women’s) CSOs to implement and monitor commitments under UNSCR 1325 (and related Resolutions 1820, 1888, 1889, 1960, 2106 and 2122) in national laws, policies, strategies and/or plans – in Bosnia and Herzegovina, Serbia, fYR Macedonia and in Kosovo under UNSCR 1244 (1999). It is intended to contribute to acceleration of the implementation of UNSCR 1325 through the improvement of processes, measures, targets and indicators to measure progress and by strengthening monitoring capacities and mechanisms (including those of civil society organisations and gender equality advocates).

At the regional level, the Project aims to strengthen various networks (CSOs, gender experts and advocates, civil servants from line ministries and parliamentarians) and to support the creation of an enabling environment for information and knowledge sharing and exchange of good practice on the implementation of UNSCR 1325 commitments.

*Context and present situation*

Throughout the region, ethnic and religious divides continue to frustrate political and economic consolidation at the country level, and sub-regionally, following the disintegration of the former Republic of Yugoslavia. Currently, major reforms are underway, powered in part by aspirations for EU Accession. These reforms are reliant on political commitment, the active involvement of the public and the organisations that represent them, and, crucially, on proper consideration of women’s human rights and needs. UN Women has accumulated over 20 years experience in the sub-region with a determined emphasis on UNSCR 1325 National Action Plans and has developed a niche in the empowerment of both senior and grass-roots women and in facilitating their participation in the monitoring the implementation of these plans.

*Purpose, objectives and primary audience of evaluation*

This evaluation is to assess UN Women’s contribution to results, including the effectiveness of programming strategies in implementing global commitments within national/territorial and sub-regional priorities for fostering peace, security and gender equality; to investigate the contextual factors that enabled or restricted the achievement of results; to evaluate UN Women’s organisational performance with respect to this project; and to assess the perspective of stakeholders and beneficiaries on the usefulness of interventions and their overall satisfaction with the project.

The evaluation is expected to result in forward-looking recommendations on how to strengthen UN Women’s UNSCR 1325 programming and monitoring and evaluation systems at the country and sub-regional levels and to support the planning of follow-up activities . The primary audiences of the final evaluation are project stakeholders, donors, partner organisations, and UN Women project, country and regional offices and headquarters.

*Summary of methodology*

Guided by the ToRs, and consistent with the norms and standards of the United Nations Evaluation Group (UNEG) as well as adhering to gender equality and rights-based principles, a number of tasks have been undertaken:

• An assessment of UN Women’s contribution to results, including the effectiveness of programming strategies for fostering peace, security and gender equality, nationally and sub-regionally;

• An investigation of the contextual factors that enabled or restricted the achievement of results;

• An assessment of UN Women’s organisational performance;

• An assessment of the perspective of stakeholders and beneficiaries on the usefulness of interventions and their overall satisfaction with the Project;

• The development of forward-looking recommendations on how to strengthen UN Women’s UNSCR 1325 programming and monitoring and evaluation systems at the country and sub-regional levels;

• The identification of successful approaches and spaces to further enhance performance.

Standard OECD DAC principles for evaluation of development assistance were employed: relevance, effectiveness, efficiency, sustainability, and impact. Capacity development, partnerships, and visibility were also addressed as cross-cutting themes. A participatory and consultative approach was used through active engagment with key stakeholders and beneficiaries, and particularly rights-holders, reflecting the Project’s rights-based approach.

A mixed-methods approach was used to respond to 19 questions for evaluation as set out in the Terms of Reference. A variety of data sources was used to ensure precision, soundness and reliability. Data collection included a) a comprehensive documentation review; b) semi-structured key informant interviews and focus group discussions with stakeholders; and c) an informal survey.

Interviewees included UN Women staff at the Project Office and at the four project sites; country level Project partners including representatives from government, particularly the security sector, and civil society organisations. Over 200 documents were scrutinised and field visits undertaken to all Project countries. A draft of the evaluation report was provided to the International Project Manager as well as all the National Project Cordinators to obtain feedback on evaluation findings and recommendations.

*Main findings*

Relevance

Overall, there is a high degree of relevance in both Project objectives and those groups targetted by it, reflecting national gender frameworks and civil society priorities on the ground. The very adoption of National Action Plans (NAPs) in Serbia and FYR Macedonia and of Action Plans in BiH and Kosovo\* (imminent), two of which are in the process of review after three years, demonstrates the convergence between national priorities and Project aims and objectives. Importantly, the Project has also successfully overseen the gradual inclusion of women’s organisations in official UNSCR 1325 monitoring bodies and where this was not possible initially, assisted in developing the capacity of women’s CSOs to monitor implementation and develop shadow reports.

CSO experienced in the views and experience of women – as victims of war, domestic and/or sexual violence or discrimination – rate Project interventions highly, as meeting the needs of their membership and clientele in a manner not made available by the authorities. In both BiH and Kosovo, for example, CSOs assisted by the Project address the rarely acknowledged needs of some of the estimated 50,000 victims of war rape to bring perpetrators to justice and to begin the survivors’ own rehabilitation.

Determining sub-regional priorities is less straight forward, given the dearth of cooperation at the State level and the absence of regional agreements. However, it is apparent that key informants recognise the importance of the UN Women strategy to engage gender and security mechanisms and other State bodies as well as CSOs and advance sub-regional peace and security through cooperation and dialogue on women, peace and security issues. The result has been enthusiastioc engagement in Project intiatives.

Further, Project design, as well as its implementation, both fully reflect the organisation’s normative and strategic frameworks, including those of the Security Council, the Beijing Platform of Action and CEDAW concluding observations in relation to BiH, Serbia and fYR Macedonia, the former UNIFEM CEE Sub-Regional Strategy and the UN Women Strategic Plan.

Effectiveness

The Project’s three Outputs have been successfully achieved and progress has been made towards the Project Outcome. In common with many projects of this nature, implementation was not able to proceed exactly as set out in the Project document – however, ultimately the management structures were effective in enabling efficient implementation of the Project.

While it may be difficult to measure their immediate impact on the deep causes of the marginalisation of women in the target countries, the Project has assuredly increased capacities of women's organisations to effectively advocate for women's and girls' human rights and needs. Correspondingly, regional, national and local frameworks have been created, and officials sensitised, to address women’s demands for peace and security. The result is that beneficiaries, both official and from civil society, express deep satisfaction with the results of the activities with which they were involved.

All but two or recommendations of the Mid-term Review were adopted – the exception being those related to management arrangements and roles and responsibilities. While some changes were made to the Project to implement the findings of the Mid-term Review, there was limited scope to address some other recommendations, in the light of commitments already made.

UN Women has a clear niche in women, peace and security, but it requires constant reinforcement. It has demonstrated experience and understanding of (and hence a trusted relationship with) civil society and there are strong expectations that UN Women will advocate on behalf of civil society with the authorities. Key informants were almost univerally positive about their experience of UN Women on the ground, with positive comments such as knowledgeable, responsible, professional, consistent and accessible prominent among responses to the informal survey. This represented somewhat of a turnaround from the Project’s forerunner.

Efficiency

The Project has represented good value for money, and UN Women procurement procedures were applied conscientiously. Much has been achieved with limited funding, efficiently deployed. UN Women organisational structure, management support and coordination mechanisms effectively supported project delivery, and, despite concerns expressed in the Mid-Term Review, changes to UN Women regional architecture over the period of the Project (and on-going) have not significantly impeded effective Project delivery.

Sustainability

There is strong support and commitment for the Project and its development aims from both official agencies and civil society. UN Women support has effectively equipped them to continue to implement NAPs/APs and to work for other Project goals, such as increased women’s participation in decision-making. Benefits from Project objectives and activities are likely to continue for some time and, in many cases, have increasing effect as the new and revised frameworks begin to be implemented throughout the sub-region.

Impact

The Project is achieving sustainable long-term benefits, including some that were unanticipated. For example, while it can be difficult to demonstrate that a three year project has had a positive long-term effect on women peace and security in the region, nevertheless there has been clear progress on UNSCR 1325 implementation as a result of Project initiatives with NAPs/APs. Since many of these advances are structural, they can be expected to continue to have effect into the future.

At grass-roots level, several women-focussed initiatives throughout the region address inter-ethnic issues and tensions while survivors of conflict related sexual violence are finally starting to receive the care and assistance that they have long been denied.

UN Women involvement has been catalytic – activating relevant policies where they exist and assuring policy development and implementation where policies have been absent. For NGOs, UN Women’s facilitative role (advocating for NGOs with the authorities) has strengthened their effectiveness considerably.

### Cross-cutting themes

### Capacity development - capacities have been developed as a result of Project activities in both civil society and at an official level throughout the sub-region. The informal and official frameworks that the Project has supported, and the range of training made available to personnel inside and outside the system represent permanent advances in UNSCR 1325 implementation.

### Partnerships - extensive and varied relationships with Project partners have seen close partnerships develop over the duration of the Project, including between security authorities and civil society actors who had previously not engaged.

### Visibility guidelines - UN Women visibility guidelines, as amended during the duration of the Project, were duly applied by UN Women’s partners.

### Forward-looking insights

### Adequately addressing the causes and effects of the conflicts that followed the break-up of the former Yugoslav Republic is not to be achieved in a few short years. It is not just that capacity in WPS has been so limited but also that the attitudes and culture that led to the decade of conflicts in the sub-region, and in particular its consequences for women, can be expected to take decades if not generations to resolve. As noted in the relevant paragraphs above, the approaches and strategies used by UN Women were effective, relevant and potentially sustainable – and warrant continuing UNSCR 1325 programming into the future.

### Given widespread support for the current Project priorities, it is unsurprising that most partners consider that existing activities and outputs should be maintained and/or expanded in any extension of UN women support. However, this evaluation does not recommend simply an extension or broadening of existing activities. While further developing current activities or institutionalising them should be part of any future interventions, the focus of any new project should swing towards up-scaling the successes of the current project and converting existing project activities to attain more sustainable outcomes.

### *Main Recommendations*

Reflecting that the long-standing causes of the exclusion of women from decision-making in the target countries, the gender-based violence that reinforces their social marginalisation and the failure to acknowledge the stigmatisation of women survivors of conflict related sexual violence will take not just three-year projects or even decades of such initiatives but generations to completely overcome, a new Project should be developed to build on the success of the current Project and its forerunners. The combination of growing upward pressure from grassroots women, and the developing national and regional frameworks that will enable their demands about peace and security issues to be addressed by the authorities – regionally, nationally and (where women experience them) locally – provides a realistic expectation that the Project’s long-term objectives can be attained.

Networks and relationships have been advanced during the current Project to the point where UN Women is in a strong position to facilitate more substantive interventions but empowering women at the local level should continue to underpin any new Project. A further feature of a new Project should be to extend the leadership and community capacity to facilitate dialogue among alienated communities, nationally and sub-regionally that UN Women has been able to grow in the current Project.

New initiatives should include further regionalising the approaches and strategies used during the current Project, with a significant focus on scaling up successful Project activities, for example the pilot developing local action plans for municipalities to work with grass-roots organisations addressing women’s participation in local community boards and the needs of survivors of war rape.

Given that the prospect of EU accession, to a greater or lesser extent, has provided one of the incentives for States to progress UNSCR 1325 commitments and has also facilitated the introduction of human rights based concepts, a new Project should include a focus on strengthening policy development capacity, not just outside state agencies, but at senior levels in the public services.

**List of Acronyms**

ACIPS Association Alumni of the Centre for Interdisciplinary Postgraduate Studies

AGE Agency for Gender Equality

AP Action Plan on UNSCR 1325

AWP Annual Work Plan

BiH Bosnia and Herzegovina

CSOs Civil Society Organisations

GAP Gender Action Plan

GEA Gender Equality Agency

Kosovo\* Kosovo\*, under United Nations Security Council Resolution 1244 (1999)

MOD Ministry of Defence

NAP National Action Plan on UNSCR 1325

NC National Coordinator

NGO Non-Governmental Organisation

OHCHR Office of the High Commissioner for Human Rights

OSCE Organisation for Security and Co-operation in Europe

OWMSN Organisation of Women of the Municipality of Sveti Nikole

PAB Project Advisory Board

RAE Roma, Ashkali and Egyptian Women’s Network

RFP Request for Proposals

RS Republika Srpska

RS WPON Network of the Women Employed in the Republika Srpska Ministry of Interior

RWL Regional Women’s Lobby

SEE South Eastern Europe

ToRs Terms of Reference

TPO Trans-Cultural Psychosocial and Educational Foundation

UNSCR 1325 United Nations Security Council Resolution 1325 (including resolutions UNSCR 1820, UNSCR 1888, UNSCR 1889, 1960, 2106 and 2122)

UN Women United Nations Entity for Gender Equality and the Empowerment of Women

WPS Women, Peace and Security

YCEO Youth Centre for Equal Opportunities

### CONTENTS

## 1. Executive Summary 2

## i List of Acronyms 8

## 2. Introduction, Evaluation Purpose and Scope 11

## 3. Methodology 12

## 4. Project Overview 17

## 5. Evaluation Findings 19

## 5.1 Relevance and Coherence 19

## 5.2 Effectiveness 22

## 5.3 Efficiency 30

## 5.4 Sustainability 32

## 5.5 Impact 35

## 5.6 Cross-cutting Themes 37

## 5.7 Forward-looking Insights 39

## 6. Lessons Learned/Good Practices 41

## 7. Recommendations 42

## ANNEXES

## I. Terms of Reference 44

## II. List of Documents Reviewed 53

## III. List of Meetings/Key Informants Interviewed 60

## IV Key Informant Interview Questions 63

### 2. Introduction, Evaluation Purpose and Scope

The conflict that attended the disintegration from 1991 of the former Republic of Yugoslavia has continued to resonate throughout the Western Balkans; ethnic and religious divides have persisted in impeding progress towards political and economic consolidation at the country level, and sub-regionally.

Driven by varying degrees of commitment to, and aspirations for, EU Accession, major reforms are being undertaken, but these are dependant not just on political commitment and the active involvement of the public and the organisations that represent them, but also on due attention to women’s needs and protection of their human rights.

UN Women has over 20 years experience in the region and the current Project reflects progress as a result of a strong focus on the development and implementation of UNSCR 1325 Action Plans and concomittant attention to the empowerment of both senior and grass-roots women to monitor these plans and hold the authorities accountable for their implementation. To mention one example, the Regional Women’s Lobby (RWL), whose establishment and development has been supported by UN Women for some years, is increasingly influential – as this report was being finalised, RWL was undertaking a second regional meeting in which women in politics from Kosovo and Serbia and other RWLSEE member countries were supported by UN Women to engage in dialogue. The aim was to contribute to major ongoing political processes, develop joint actions, particularly in the northern Kosovo, and to discuss and promote issues of common concerns for women that transcend ethnicity and nationality and thus facilitate an easing of tensions.

The role of evaluation in UN Women is to enhance accountability, inform decision-making and to contribute to learning on the best ways to achieve gender equality and women’s empowerment through its operational and normative work.

*Purpose of Evaluation*

This evaluation’s purpose has been to assess UN Women’s contribution to results, including the effectiveness of programming strategies in implementing global commitments within national/territorial and sub-regional priorities for fostering peace, security and gender equality; to investigate the contextual factors that enabled or restricted the achievement of results; to evaluate UN Women’s organisational performance with respect to this project; and to assess the perspective of stakeholders and beneficiaries on the usefulness of interventions and their overall satisfaction with the project.

The ToRs sought forward-looking recommendations on how to strengthen UN Women’s UNSCR 1325 programming and monitoring and evaluation systems at the country and sub-regional levels. Through identifying successful approaches and spaces to further enhance performance, the evaluation was expected to support the planning of follow-up activities – to serve both as a tool and a learning product. The primary audiences of the final evaluation are project stakeholders, donors, partner organisations, and UN Women project, country and regional offices and headquarters.

*Scope*

This evaluation is a final project evaluation, mandated by the monitoring, evaluation and learning framework in the Project Document. The Terms of Reference (ToRs) for the evaluation are in **ANNEX I.**

The evaluation’s scope includes activities conducted in Bosnia and Herzegovina, Kosovo (under SCR 1244), the former Yugoslav Republic of Macedonia and the Republic of Serbia, that have been implemented since the beginning of the project (January 2011) until the time of the evaluation. As directed by the ToRs, the evaluation also takes into account activities through November 2013.

*Acknowledgements*

The evaluation would not have been possible without the dedicated support of all the UN Women personnel and all UN Women partners in the Project who made arrangements for key informant interviews, focus group discussions, interpretation, adjusted all these as necessary, often on very short notice, and provided the benefit of their considerable and intelligent expertise in WPS.

### 3. Methodology

As noted above, UN Women uses evaluations to enhance accountability, inform decision-making and to contribute to the achievement of gender equality and women’s empowerment through its operational and normative work. This evaluation, consistent with the norms and standards of the United Nations Evaluation Group (UNEG) and adhering to gender equality and rights-based principles, has undertaken the following tasks in accordance with the ToRs:

* Assessed UN Women’s contribution to results, including the effectiveness of programming strategies in implementing global commitments within national/territorial and sub-regional priorities for fostering peace, security and gender equality;
* Investigated the contextual factors that enabled or restricted the achievement of results;
* Evaluated UN Women’s organisational performance with respect to this particular Project;
* Assessed the perspective of stakeholders and beneficiaries on the usefulness of interventions and their overall satisfaction with the project;
* Set forward-looking recommendations on how to strengthen UN Women’s UNSCR 1325 programming and monitoring and evaluation systems at the country and sub-regional levels;
* Supported the planning of follow-up activities by identifying successful approaches and spaces to further enhance performance.

The ToRs adopted several criteria for the assessment of these matters using the standard OECD DAC principles for evaluation of development assistance: relevance, effectiveness, efficiency, sustainability, and impact. Capacity development, partnerships, and visibility were also addressed as cross-cutting themes. A participatory and consultative approach was used through active engagment with key stakeholders and beneficiaries, and particularly rights-holders, reflecting the Project’s rights-based .

Within this framework, the ToRs identified a total of 19 key questions, as below.

**Evaluation Questions**

Relevance and Coherence:

1. Do project objectives and target groups address identified needs in the national/territorial and sub-regional context?
2. Were relevant normative and strategic frameworks effectively articulated within UN Women (internally)?

Effectiveness:

1. Is the project design articulated in a coherent way? Are project outcomes, outputs and activities clearly articulated? To what extent were the originally defined objectives of the intervention realistic (achievable)? Was the project well planned?
2. To what extent have existing management structures supported the programming and implementation, including monitoring?
3. What are the changes produced by the project at the national/territorial and sub-regional levels? What has been the progress made towards the achievement of expected outputs and outcomes? What results were achieved? What were the reasons for the achievement or non-achievement of results?
4. To what extent are beneficiaries satisfied with project results?
5. How were lessons learned, identified in the mid/term evaluation utilized to inform this project?
6. What was/is UN Women’s comparative advantage in designing and implementing this project and women, peace and security programming in general?

Efficiency:

1. Were project funds managed effectively? Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity?
2. Did the UN Women organisational structure, managerial support and coordination mechanisms effectively support project delivery?

Sustainability:

1. Is the project supported by national/territorial and local institutions and civil society? Do these institutional and civil society actors demonstrate ownership of project results, leadership, commitment and technical capacity to maintain/implement the benefits of the project?
2. What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time following the end of the project?

Impact:

1. What are the intended and unintended, positive and negative, long term effects of the project?
2. What would the development have been like without the project intervention?

Crosscutting themes:

1. Capacity Development: How did the project contribute to capacity development of its stakeholders/beneficiaries? What adaptive or management capacities of national/territorial and sub-regional partners have been supported?
2. Partnerships and Coordination: How were relevant sub-regional and national/territorial actors and stakeholders included in UN Women programming and implementation?
3. Visibility: Did the project implement UN Women visibility guidelines?

Forward-looking insights:

1. Should UN Women UNSCR 1325 programming continue into the future? Were the approaches and strategies used by UN Women effective, relevant and potentially sustainable? Which other approaches/beneficiaries etc. should be considered?
2. What did stakeholders and beneficiaries consider as the most necessary areas of future UNSCR 1325 intervention at the national/territorial and sub-regional levels?

These questions were addressed through a mixed-methods approach to collect both quantitative and qualitative data, thus enabling a degree of triangulation. Data was collected from a range of informants in the four nations covered by the Project – Bosnia and Herzegovina (“BiH”), the former Yugoslave Republic of Macedonia (“fYR Macedonia”), Serbia and Kosovo\*[[1]](#footnote-1) – and from various other hard and soft sources.

Three main data collection methods were employed:

* a comprehensive documentation review;
* semi-structured key informant interviews; and
* focus group discussions.

An informal survey was also undertaken to test the key informant experience of UN Women, in the light of criticisms of the 2008-2011 predecessor of the current project titled: *Women Building Peace and Human Security in the Western Balkans: Implementation of UN SCR 1325: Phase II.* The Final Evaluation of that earlier project had found that numerous stakeholders criticised UN Women for difficult-to-navigate administrative and financial procedures and lack of planning, including planning at the operational level. This evaluation considered it important to test whether UN Women’s key stakeholders still held that view, which would impact on the evaluations findings and recommendations. More detail about the informal survey is set out in Section 5 under Question 8.

*Documentation Review*

UN Women made available 194 documents before the exercise commenced and these guided the design of the evaluation methodology. They comprised a range of project documentation, including logical frameworks (there were more than one, as amendments were made to the logframe during the term of the project), budgets, donor progress reports, activity and partner reports, the Mid-term Review report and evaluations of other UN initiatives in the region. Also included were UN Women’s strategic documents including the Annual Work plan 2011-2013, Treaty Body comments, Universal Periodic Review (UPR) recommendations as well as UNSCR 1325 National Action Plans and Action Plans from the region.

A number of other documents were accumulated during the data gathering stage. A list of all the documents reviewed is at **Annex II.**

*Key Informant Interviews*

It was UN Women’s partners (including direct and indirect beneficiairies) that formed the majority of those interviewed – reflecting the Project’s focus on empowerment and participation and a rights-based approach more generally. A total of 48 key informant interviews (32 women and 16 men) were conducted in all four Project focus countries (including several via Skype) - with government stakeholders, civil society (including rural women), academics and UN Women personnel – see **Annex III.** Interviews were semi-structured using a list of framework questions, adapted as necessary depending on how interviewees were involved with the Project.

In each target country, the equivalent relevant partners in the NAP/AP were selected for interview. These were, in each case, the lead government agency for the NAP/AP; where one existed, the government gender agency; and the leading NGOs involved (formally as part of the monotoring group, or, where civil sociey was not represented on the montoring group, the most prominent NGO in informal monitoring of the NAP/AP.

Key informants in relation to the UN Women partners implementing activities were the head of the relevant Agency/NGO (self-selected) and, for the focus group discussions, all potential key personnel were included.

Generally, key informant interviews were conducted in English. When needed for a limited number of interviews, an interpreter was engaged – who also translated returns for the informal survey (see below).

*Focus Group Discussions*

Ultimate beneficiaries of project activities were included in focus group discussions in Kosovo\*, fYR Macedonia and Serbia, both as a mechanism for obtaining more qualitative information and to include as many direct beneficiaires in the exercise as possible. This mode of group discussion produces data and insights that would be less accessible without the interaction found in a group setting - listening to the articulated experiences of others tends to kindle experiences and opinions especially where the group is reasonably homogeneous. In BiH, it was more convenient instead to undertake interviews with multiple beneficiaries in both the Federation of Bosnia and Herzegovina and Republika Srpska. All these field visits also facilitated a broader understanding of the Project’s purpose and initiatives and, through “snapshots” of particular activities, enabled a degree of verification of the information obtained from written reports about the effectiveness of the Project’s in-country and sub-regional initiatives.

The evaluation has also been informed by feedback after a draft of the report was made available to the International Project Manager and his team.

*Informal Survey*

As the Project’s Mid-term Review noted, questions had been raised in the final evaluation of the previous project (*Women Building Peace and Human Security in the Western Balkans: Implementation of UN SCR 1325: Phase II*) about UN Women’s “difficult-to-navigate administrative and financial procedures and lack of planning, including planning at the operational level” which it ascribed to three causes:

* corporate UN Women's rules for disbursement of project funds;
* the extent to which it reflects sub-optimal planning of operations; and/or
* personal attitudes.

The present evaluation addressed this issue through an informal survey of most key informants who were asked, at the end of the interview, anonymously to describe their experience of UN Women in five adjectives. The survey results are illustrated in the WordIt Out word cloud below (Question 8).The response was overwhelmingly positive, with expressions such as “responsible”, “professional”, “knowledgeable” and “consistent” prominent among the wide range of positive responses. There were very few negative adjectives offered. The evaluation thus found little evidence of the attitudes identified during the earlier evaluation.

*Limitations*

Despite the number of activities being reduced in the early days of the Project, there remained a large range of initiatives that needed to be assessed and it proved a challenge to interview an adequate range of beneficiaries and other interlocutors in the time allocated to the information gathering period (9 working days including travel time spread across four nations). To a degree, this limitation was addressed through FDGs to increase the number of stakeholders. In addition, a very large number of reports and other documents (in excess of 200) were made available for the evaluation and, in the event, a sufficiently representative group of stakeholders was interviewed to enable the necessary triangulation of data. Not every partner could be consulted, particularly those whose activities had been completed. This was rendered less important given that the writer had interviewed a number of these key informants during the Mid-term Review, providing a counter-check.

The lack of a comprehensive and performance measuring framework in the original project document was also a limitation. However, following the arrival of the International Project Manager, this deficiency had been addressed to a degree, specifically in relation to the development of indicators for Outcome One in relation to NAPs/APs. These indicators were adopted for the purposes of this evaluation (in relation to NAPs/APs) and were reflected in the key informant interview questions.

### 4. Project Overview

This section provides the context in which the Project was undertaken, its logic model, implementation and expected results chain to the extent that these are articulated in the Project document. There were, however, some shortcomings in the Project’s design, as noted in Section 5 Question 3.

UN Women, in the presence of UNIFEM, has been active in the Western Balkans on peace and security since 1999. It strengthened women’s non-governmental organizations (NGOs) particularly in Kosovo\* through various WSP initiatives and then moved to include the police and the judiciary, mostly in Kosovo\* though later in Bosnia and Herzegovina.

For the next ten years or so, across a widening base, UN Women assistance focussed on identifying and addressing women’s immediate needs in post-conflict settings and strengthening women’s grass-roots organisations; effective national and sub-regional networking and gender equality advocacy; training in gender equality and women’s rights for the security sector and the judiciary; and facilitating inter-ethnic dialogue.

The current Project’s development goal is to contribute to sustainable and democratic state-building in the region. The overall aim (“Outcome”) is:

*Key security actors, in cooperation with organizations and networks of gender equality and human rights experts and advocates, effectively advance the implementation of commitments under UNSCRs 1325, 1820, 1888 and 1889 on women, peace and security in national laws, policies, strategies and plans in Bosnia and Herzegovina, Serbia, Kosovo under UNSCR 1244 (1999), fYR Macedonia and regionally (South East Europe/Western Balkans)[[2]](#footnote-2)*

The Project focusses mostly on UN SCR 1325 commitments around:

a) the representation of women in decision-making related to the post-conflict situation;

b) capacity development of duty bearers and rights holders in implementing and monitoring relevant commitments to women, peace and security;

c) the special needs of women and girls in conflict and post-conflict and local initiatives of women and their organisations related to rehabilitation and reintegration in post-conflict and the protection of the human rights of women and girls that relate to electoral system, the police and judiciary;

d) advocacy work related to ending impunity on crimes related to sexual and other violence against women during the wars;

e) networking, consultations and exchange of good practice at national and regional levels between various actors.

Project activities are assembled under three outputs – two national (on key security actors, and women’s organisations) and one mainly regional (collaboration among both government agencies and NGOs):

• Output 1: Improved individual and institutional capacities of the key security actors at different levels to formulate, implement and effectively monitor the commitments under UN SCRs 1325, 1820,1888 and 1889 (and CEDAW);

• Output 2: Increased capacities of women's organisations to effectively advocate for women's and girls' human rights and needs in conflict and post-conflict situations and to monitor commitments under relevant international and national frameworks (CEDAW, UNSCR resolutions, national laws, strategies and action plans); and

• Output 3: Enhanced regional cooperation, coordination and networking among specialized governmental and non-governmental actors towards fulfilment of women's and girls' human rights and security needs in South East Europe/ Western Balkans.

Ultimate beneficiaries of the project are women, victims of war (including those experiencing sexual violence), women exposed to inter-ethnic and religious frictions/multiple discrimination, women in the security sector and women decision-makers. Key partners include security sector and gender agencies, parliamentarians (especially women) and civil society organisations and their networks. The Project was amended in September 2011 to add three new partners from the former Yugoslav Republic of Macedonia – the Ministry of Labour and Social Policy and two NGOs.

As a rights-based initiative, the Project gives emphasis to both duty-bearers and rights-holders. At the national level, the focus is on improved capacity of key security actors to formulate, implement and effectively monitor UNSCR 1325, and on the increased capacity of women’s NGOs to advocate for women’s human rights and post-conflict needs. At the regional level, the focus is on enhanced regional co-operation, coordination and networking towards the realisation for the security needs and human rights of women and girls – for duty-bearers, women police officer networks, networking among MoDs etc and for rights-holders – the Regional Women’s Lobby for Peace Security and Justice in South East Europe (RWL), women’s court etc.

A more detailed capacity development strategy for different types of partners was to have been developed during the first three months of Project implementation, in order to ensure links between individual competencies and institutional capacities, based on their capacity assessments. The purpose of this exercise was to ensure that the improved individual capacities are linked to relevant institutional changes that provide sustainable environment and strengthen national ownership of the project results. However, this capacity development strategy was never developed.

The total budget is 14,300,000 NOK, provided by the Government of Norway, together with in-kind contributions provided for the first year of project implementation by the Government of Iceland (a Peace and Security Adviser based in Sarajevo, Bosnia and Herzegovina) and from UN Women core funds, which have been added to by UN Women HQ as the Project progressed.

Additional funds were secured from the Government of Hungary and the Austrian Development Agency.

Expressed in US dollars, $612,903 was to be spent in Year 1, $830,645 in Year 2 and 862,903 in Year 3 for a total of $2,306,452. Over the period of the Project, $343,807 would be spent on Output 1 (Improved individual and institutional capacities of the key security actors at different levels to formulate, implement and effectively monitor commitments under UN SCRs 1325, 1820,1888 and 1889 and CEDAW); $360,744 on Output 2 (Increased capacities of women's organizations to effectively advocate for women's and girls' human rights and needs in conflict and post-conflict situation and monitor commitments under relevant international and national frameworks (CEDAW, UN SCR resolutions, national laws, strategies and action plans); and $254,000 on Output 3 (Enhanced regional cooperation, coordination and networking among specialized governmental and non-governmental actors towards fulfillment of women's and girls' human rights and security needs in South East Europe/ Western Balkans). The balance ($1,347,901) was allocated to personnel and project coordination; monitoring and evaluation; and former UNIFEM Administrative Support Cost (7%).

### 5. Evaluation Findings

## 5.1 Relevance and Coherence

1. Do project objectives and target groups address identified needs in the national/territorial and sub-regional context?

Key government and civil society informants in all four nations were unanimously of the view that Project objectives and activities addressed identified needs in their various contexts. Legal and strategic documents in all four nations make reference to the UNSCR 1325 pillars – prevention, protection, participation and relief recovery – that underpin the Project, including gender equality laws, gender equality strategies and other strategies and norms of gender equality agencies. The very adoption of National Action Plans (NAPs) in Serbia and FYR Macedonia and of Action Plans in BiH and Kosovo\* (imminent) two of which are in the process of review after three years demonstrates the convergence between national priorities and Project aims and objectives. Further, the text of all these documents refer to UNSCR 1325 commitments as national priorities.

In order to effectively implement the recommendations from Res.1325 on Women, Peace and Security, the National Action Plan for implementation of Res.1325 on Women, Peace and Security aims to:

Strengthen the gender perspective in the formulation and implementation of the peace, security and defense policy of the Republic of Macedonia;

Strengthen the participation and contribution of women to international, civilian and military missions in which the Republic of Macedonia takes part,

Prevent violence and protect women's rights in the time of peace, conflict and humanitarian disasters.

fYR Macedonia NAP (2013 – 2105)

All UNSCR pillars are represented in the range of NAP/AP initiatives - responding to the human security of women in each jurisdiction and aiming to prevent discrimination and violence against women in all its forms. The Project has also successfully overseen the gradual inclusion of women’s organisations in official UNSCR 1325 monitoring bodies and where this was not possible initially, assisted in developing the capacity of women’s CSOs to monitor implementation and develop shadow reports.

Civil society views relevance from a different perspective. While some partners acknowledge the pertinent strategic frameworks, most interlocutors refer to the human rights and gender situation on the ground when articulating their priorities and the significance of UN Women assistance. In touch with the views and experience of women – as victims of war, domestic and/or sexual violence or discrimination – CSOs rate Project interventions highly, meeting the needs of their membership and clientele in a manner not made available by the authorities. In both BiH and Kosovo, for example, CSOs assisted by the project address the rarely acknowledged needs of some of the estimated 50,000 victims of war rape to bring perpetrators to justice and to begin the survivors’ own rehabilitation.

Somehow, this project came at the meeting point of two national priorities – security (especially after 2001) and gender. The result of the UN Women initiative was to change the whole direction of analysis from military security to *human* security.

*NGO, fYR Macedonia*

Determining sub-regional priorities is less straight forward, given the dearth of cooperation at the State level and the absence of regional agreements. In recognition of this state of affairs, the Project engages gender and security mechanisms and other State bodies as well as CSOs and advances sub-regional peace and security through cooperation and dialogue on women, peace and security issues. It is apparent that key informants recognise the importance of the strategy and have therefore engaged with enthusiasm in Project intiatives. The RWL, for example, has used its network to mediate in environments where ethnic conflict threatens, thereby meeting a clear and identified need in the sub-region.

***Finding: Overall, there is a high degree of relevance in both Project objectives and those groups targetted by it, reflecting national gender frameworks and civil society priorities on the ground.***

2. Were relevant normative and strategic frameworks effectively articulated within UN Women (internally)?

The Project documentation examined, and the views of Project and other UN Women personnel interviewed, establish that Project design as well as its implementation both fully reflect the organisation’s normative and strategic frameworks, including no fewer than three of UN Women’s five identified strategic goals – increasing women’s leadership and participation; ending violence against women; and engaging women in all aspects of peace and security processes[[3]](#footnote-3).

The relevant normative and strategic frameworks are referred to in the Project document which accurately references the report of Secretary General to the Security Council on Women and Peace and Security (April 2010). This was adopted by Security Council in October 2010 and contemplates activities such as the Project outputs that will strengthen capacities and accountability of national and regional partners and accelerate the implementation of UN SCR 1325 through concrete, time-bound results measured by relevant indicators. The Project contributes to Outcomes 2, 5, 6 and 7 of the former UNIFEM CEE Sub-Regional Strategy and addresses critical areas of concern in the Beijing Platform of Action as well as CEDAW concluding observations in relation to BiH, Serbia and fYR Macedonia. For example,

1. At the regional level, the Project has advanced women’s leadership and enhanced regional co-operation, coordination and networking for the security needs and human rights of women and girls through support to the RWL;
2. In fYR Macedonia, the Project partnered with the Organisation of Women of the Municipality of Sveti Nikole (OWMSN) which has a background in providing free legal aid for women victims of domestic violence. The group undertook an assessment of the role of women in the promotion of inter-ethnic dialogue in local policy development in three designated municipalities, via a survey of 600 respondents, 200 in each of the municipalities; and
3. In Bosnia and Herzegovina the Project began with training technical staff from the relevant ministries and civil society organisations on prioritising AP indicators and has, as the first AP/NAP in the sub-region, pioneered the gathering of baseline data on the local security situation, and the development of municipal UNSCR 1325 APs in 3 municipalities.

***Finding: Project design, as well as its implementation, both fully reflect the organisation’s normative and strategic frameworks***

## 5.2 Effectiveness

3. Is the project design articulated in a coherent way? Are project outcomes, outputs and activities clearly articulated? To what extent were the originally defined objectives of the intervention realistic (achievable)? Was the project well planned?

The project design is logical and intelligible. Project staff have had no difficulty in interpreting its objectives when developing various nationally informed initiatives in support of the articulated outputs – as reflected in a high degree of satisfaction with the Project by its key partners.

For example, in all four nations there have been significant changes in relation to UNSCR 1325 compliance. The two NAPs/APs in place when the Project began are now four and implementation is underway in all four countries. In BiH and Serbia, plan revisions are underway which give every indication of being more specific, effective and, at least in the case of BiH, innovative.

The original results and resources framework was in need of strengthening, lacking adequate basedlines or sufficiently detailed indicators. For example, Outcome indicators in the Project document as originally drafted were:

* Number of Action Plans (or improved strategies) for the implementation of UN SCR 1325
* Proportion of women in national and regional institutions and mechanisms for prevention, management and resolution of conflict
* Extent of exclusion of women’s and civil society organisations in mechanisms for the implementation of APs on SCR 1325/relevant frameworks
* Annual allocation of funds disbursed for implementation of commitments to women and their organisations to address peace and security/programmes/measures

When the International Project Manager joined, more intelligible baselines were added and new indicators were articulated rendering the framework more results-based. For example, in relation to the NAPs/APs, two indicators have now been specified:

* Project focus nations that have developed UNSCR 1325 NAPs
* Extent to which elaboration and implementation processes manifest an inclusive and multi-sectoral approach through NAPs that reflect:
* applicable baseline information
* mobilised political commitment
* government, civil society and public cooperation
* realistic NAP goals, objectives and activities
* NAP activity prioritisation
* A confirmed and sufficient implementation budget
* Clear activity implementation timeframes
* Linkages to other planning instruments
* Clear / simple monitoring and evaluation framework
* An empowered lead implementation body

These changes had effect only for the second half of the Project, but they proved useful for this evaluation when canvassing the issue of effectiveness with key informants.

***Finding: Overall, the Project’s three Outputs have been successfully achieved and progress has been made towards the Outcome*.**

4. To what extent have existing management structures supported the programming and implementation, including monitoring?

Management responsibility for the Project overall rests with the UN Women’s Regional Programme Director, CEE, based in Bratislava. An International Project Manager in Sarajevo, BiH, is responsible for day-to-day management of the Project, supported by the National Project Coordinators (NPCs) in each country[[4]](#footnote-4) who report direct to the International Project Manager on the implementation of all Project activities in their countries. Activities under the sub-regional component (Output 3) are managed by the Intenational Project Manager. There is also a Project Associate responsible for finance and administration.

The International Project Manager joined the Project team only after the Project had been underway for about a year. As noted above, he was supported by a National Project Coordinator (NPC) in each country, although in Kosovo (under UNSCR 1244), where the former UNIFEM started its UNSCR 1325 endeavours, the Project was led by the Head of Project Office a.i. and Peace and Governance Adviser.

In relation to management structures, another issue raised in the Mid-term Review should be mentioned.

*The Project reporting lines are clear. However, the “Head of (Project) Office” in each focus country of the 1325 Project has responsibility and is accountable to UN Women HQ for the general performance of the organisation within the country. In-country partners of the regional project may also work with the “country office” and there is obvious potential for overlap and disagreement. To date there have been few practical difficulties, largely because both country and regional personnel communicate effectively and issues are openly debated and resolved. On the ground, individuals are working through the issues effectively, challenging though they sometimes are. There is a need, however, for the situation to be addressed by UN Women and clear guidelines developed and promulgated.*

No changes in infrastructure were made following the Mid-term Review recommendation that UN Women should develop guidelines to clarify the respective roles and accountabilities of regional and country staff where they overlap at the country level. The recommendation was not accepted by UN Women HQ,[[5]](#footnote-5) but Project personnel and country office staff continue to report the potential for conflict that was identified in the Mid-term Review.

In fact, the Regional Office is understood to being moved to Istanbul and other changes to the regional architecture are underway. Apparently operations in Serbia are to be managed from Istanbul and a newly established country office in Sarajevo will oversee the work of UN Women in BiH, Macedonia and Kosovo\*. This could further to complicate reporting responsibilities. Currently, and for some time, UN Women staff on the ground have experienced somewhat of a vacuum in leadership from regional and global headquarters.

That said, in the event, few practical difficulties have arisen from these complicated roles and accountabilities, largely because both country and regional personnel have been able to communicate regularly and effectively, with issues being openly debated and resolved. On the ground, these personnel have working through issues effectively, challenging though these sometimes have proved.

In relation to management arrangements, it should be noted that the Project document refers to the establishment of a Project Advisory Board (PAB) to “be set up on the outset of the project implementation”. Selected experts in the area of women, peace and security, partners in the project and other key stakeholders were to be invited to participate on the Board, which would meet on a bi-annual basis. The Norwegian Ministry for Foreign Affairs, as the donor, would also be represented in the Project Advisory Board. The role of the Advisory Board was to be the provision of high level technical support “to assure that the project maintains its relevance and is responsive to the developments in the region and in abovementioned fields of expertise.”

By the time of the Mid-term Review, the Project Advisory Board had not been set up. The value of doing so was questioned on the basis that the expertise it would bring was already available to the Project via the various partnerships that have been developed as the Project has proceeded, as well as through the International Project Manager, National Coordinators and the Peace and Governance Advisor in Kosovo\*. In addition, bringing together experts and partners from across the region biannually would be a costly exercise with little benefit for the Project. The Norwegian Ministry of Foreign Affairs had also questioned whether it would be appropriate for it to be represented on the PAB anyway in any more than an observer’s role and agreed that there was little to be gained from establishing a PAB. The Mid-term Review accordingly recommended that: *the Project Advisory Board contemplated by the Project document should not now be established*.

The PAB has not been established and nothing observed during this evaluation indicated that it should have been. Project implementation has proceeded effectively without a PAB and the Project clearly has had access to internal resources that otherwise might have been provided by PAB.

Finally, in relation to monitoring, it is noted that in the results and resources framework revised after the International Project Manager arrived, the collection of monitoring data was a “one-time” exercise. This had not been undertaken by the time this evaluation commenced, since the Project was still underway. While it would have been useful to have this information at hand during interviews and data analysis, the evaluation did use some of the (newly developed) indicators as a basis for the semi-structured interviews.

Collecting monitoring data is not a cost-free exercise and there is a trade-off in even moderate-sized Projects between having access to monitoring data as the Project proceeds and the costs of collection. In future, for a Project of this size, collecting monitoring data annually would have benefits for measuring progress and determining any changes in direction that may be necessary as Annual Work Plans (AWPs) are developed.

***Finding: In common with many projects of this nature, implementation was not able to proceed exactly as set out in the Project document – however, ultimately the management structures were effective in enabling efficient implementation of the Project.***

The Project has achieved impressive results at the level of both national security frameworks and at the grassroots, especially rural. A major benefit of the Project has been its simultaneous attention to assisting the building of local, national and regional structures while empowering women’s grassroots organisations to address their peace and security issues to the authorities. In rights-based terms, duty-bearers have been provided with frameworks for implementing their human rights obligations while rights-holders have been empowered to demand their rights at levels that are accessible to them.

5. What are the changes produced by the project at the national/territorial and sub-regional levels? What has been the progress made towards the achievement of expected outputs and outcomes? What results were achieved? What were the reasons for the achievement or non-achievement of results?

The issue of “attribution” – establishing “cause and effect”, namely *what* results are attributable to *which* intervention is a common challenge in environments where a number of development agencies and initiatives can be identified. The Project document recognised this in a table that provided a brief summary of key institutions and their interventions in the security area, from which it is apparent that very few agencies addressed gender and only the OSCE did so in the context of UNSCR 1325.[[6]](#footnote-6) It is accordingly relatively straightforward, therefore, to attribute result achieved via Project activities, to the Project interventions.

As noted, a significant Project result is the development of two new NAPs/APs. For the most part, they meet the Project document indicators referred to above (Qu 3). They have included applicable baseline information; have effectively mobilised political commitment to ensure they are adopted and implemented; have achieved considerable levels of cooperation between government and civil society (though less so with the public); have realistic goals objectives and prioritised activities, along with clear activitiy implementation timeframes and M&E frameworks; at least in the case of Kosovo\* the AP has a committed budget[[7]](#footnote-7); have express linkages to other planning instruments such as gender equality strategies; and have an empowered lead implementation body (in Kosovo\*, the Gender Equality Agency and in fYR Macedonia the Ministry of Labour and Social Policy.

Similarly, the fact that the two NAPs/APs in place when the Project began are now undergoing review with a view to adopting revised and updated plans is an important result for the Project, demonstrating the ongoing support of national authorities for action on UNSCR 1325 as well as the Project’s sustainability – of which, more under Questions 11 and 12.

At the grassroots level, the Project supported the organisation *Forum žena*, Bratunac, and its partner organisation *HORIZONTI*, in Tuzla. In this region, 70% of households are headed by women as a result of attrocities during the conflict. The groups’ activities have begun to integrate gender equality principles in local municipalities through increasing the inclusion of returnee and internally displaced women and girls in the targetted communities (Srebrenica, Bratunac, Lukavac and Kalesija) in local decision-making processes. The aim has been to enable their active participation in local community councils (largely male preserves throughout BiH) in order to ensure that women’s peace and security needs are more effectively addressed. Local policies would be implemented through revising existing local strategies and through local action plans by integrating gender equality principles. This would enable the actual peace and security priorities of women and girls in the rural areas (such as access to health and psycho-social services, reproductive health, protection from domestic violence) to be addressed.

For a range of reasons that are out of the control of the groups, implementation has been slower than anticipated. Some local authorities have been more cooperative than others and the region has not been exempt from the range of political challenges affecting elections and post-election distribution of power throughout BiH. Yet, significant results have been achieved, some of it beyond the Project’s purposes. After various trainings, women’s groups have been formed in some of the targeted communities (for example, Kalesija) and are challenging male hegemony. Others are preparing themselves for participation in the processes that determine the make-up of local community councils (not strictly electoral). Unexpectedly, likely as a result of the NGO’s persistence and contacts after working in the field on 1325 issues for over a year with UN Women support, in Lukavac the Commission for Gender Equality requested training on UNSCR 1325 and the Gender Equality Law. Overall, women are better informed in these four municipalities and are more empowered to actively participate in local decision making processes – a clear aim of the Project.

How to upscale such activities across BiH is undoubtedly a major challenge. But in these communities, the Project’s partners have made significant inroads into the structures and cultural attitudes that exclude women’s participation.

Overall, project activities, through a range of innovative initiatives, have increased capacities of women's organisations to effectively advocate for women's and girls' human rights and needs.

The long-standing causes of the exclusion of women from decision-making in the target countries , the gender-based violence that reinforces their social marginalisation and the failure to acknowledge the stigmatisation of women survivors of conflict related sexual violence will take not just three-year projects or even decades of such initiatives but generations to completely overcome. Yet this UN Women Project and its forerunners have, as the Project partners in Bratunac put it, “started a snowball”. The combination of growing upward pressure from grassroots women, and the developing national and regional frameworks that will enable their demands about peace and security issues to be addressed – regionally, nationally and (where women experience them) locally – provides a realistic expectation that the Project’s long-term objectives can be attained.

***Finding: Real progress towards the Project Outcome has been made through the success of project activities in******all output areas. In particular, while it may be difficult to measure their immediate impact on the deep causes of the marginalisation of women in the target countries, the Project has assuredly increased capacities of women's organisations to effectively advocate for women's and girls' human rights and needs. Correspondingly, regional, national and local frameworks have been created, and officials sensitised, to address women’s demands for peace and security.***

6. To what extent are beneficiaries satisfied with project results?

There is widespread approval from beneficiaries over the results achieved via project activities. At an official level, security personnel universally acknowledged the insights into their roles and responsibilities towards women and their security they had developed as a result of training and other capacity development initiatives. Their NAPs and APs are being actively implemented, no doubt a reflection of their commitment to work in support of UNSCR 1325 pillars. Regionally, the RWL, which was itself a UNIFEM initiative, acknowledges that without Project support the organisation would struggle to have the influence it currently enjoys.

There is even stronger satisfaction expressed by all civil society interlocutors. They especially mention the contribution and the expertise that UN Women has brought, whether through the committed and knowledeable support of the NPCs or the experts they have identified and made available. This was particularly mentioned in the FGDs which mostly included direct beneficiaries. Most hope and expect that it will be possible to extend this support through another phase of the Project.

***Finding: Beneficiaries, both official and from civil society, express deep satisfaction with the results of the activities with which they were involve***

7. How were lessons learned, identified in the mid/term evaluation utilized to inform this project?

There were seven recommendations made by the Mid-term Review:

* The Project Advisory Board contemplated by the Project document should not now be established.
* The new logframe should be formally incorporated into the Project document.
* There should be increased attention to regional dimensions of the Project (Output 3) which might include the development of knowledge products and other regional public goods, a Community of Practice, increased regional networking to provide both NCs and national experts with information about broader regional experiences on UNSCR 1325 implementation.
* The Project should look to work with partners with more resources – to build on UN Women’s leading role as women’s champion, at least in UN system, and the intellectual capital it has garnered to build partnerships and promote regional capacity building initiatives with other development partners (not limited to UN agencies) and governments.
* The potential for enhancing project objectives through the UPR should be examined in some depth.
* UN Women should clarify for Project staff and UN Women leadership at the country level its strategy in relation to CSOs and its proposed brokering role between civil society and governments, should train them in its implications and should resource them to undertake this amended role.
* UN Women should also develop guidelines to clarify the respective roles and accountabilities of regional and country staff where they overlap at the country level.

Of these, the first recommendation was accepted and no PAB was established, as noted in Question 4. The revised logframe has not been formally incorporated in the Project document, but no difficulties have arisen from this omission. The capacity of the Project to limit the recommendation that there should be more emphasis on the regional dimension was limited by decisions that had already been made by budgets and activities that had already been set. Despite this, the Project proactively strengthened regional dialogue and networking efforts, facilitated engagement between the CSOs Medica Zenica and the less experienced Medica Kosovo to their mutual advantage in addressing conflict related sexual violence, and ensured that gender and peace-keeping trainings were implemented as regional initiatives involving civilian and military peacekeeping personnel from throughout the sub-region.

In 2013, further funds for the current Project were provided from Headquarters ($140,000) but no other additional donors have been found. The focus for several months has been on developing and funding a further phase of the Project. Some research and analysis was undertaken on the potential for the UPR to enhance Project activities, but this proved difficult given the UPR cycle of four and a half years. Of the four States covered by the Project, only Serbia has been reviewed by the Human Rights Council (HRC) since the Mid-term Review. There is potential for a stronger focus on UPR in any second phase of the Project.

Neither of the remaining two recommendations which required action by UN Women – from the Sub-Regional office or from Headquarters – to improve and clarify management arrangements and roles and responsibities in light of the sub-regional have been implemented. The challenges of managing Projects without clear lines of responsibility were canvassed in Question 4.

***Finding: All recommendations of the Mid-term Review were adopted with the exception of those related to management arrangements and roles and responsibilities. Some changes were made to the Project to implement the findings of the Mid-term Review. However, there was limited scope to address some recommendations, in the light of commitments already made.***

8. What was/is UN Women’s comparative advantage in designing and implementing this project and women, peace and security programming in general?

As acknowledged by the President of the UN Security Council at its meeting on 31 October 2012 held in connection with the Council’s consideration of the item entitled “Women and peace and security”, UN Women has the central role in the UN system for the implementation of UNSCR 1325 commitments, currently supporting women, peace and security commitments in at least 37 countries.

This includes support for strengthening women’s peace coalitions helping prepare them for engagement in peace processes; work with peacekeepers to help detect and prevent conflict-related sexual violence; support to build justice and security institutions that protect women and girls from violence and discrimination; and initiatives to promote public services that respond to women’s needs, ensure women’s access to economic opportunities, and build women’s engagement in public decision-making at national and local levels. All these areas of support form part of UN Women’s work in the Western Balkans, many of them under the current Project.

This lead role provides UN Women with a clear niche in the region, even though there are other international development agencies that are also active, such as UNDP and OSCE. It is an identity that needs constant reinforcing given the larger budgets and presences of these agencies. Some stakeholders noted the low profile of UN Women in their country although there have been clear efforts made by Project personnel to ensure appropriate visibility guidelines were met and of UN Women country representatives to raise the organisation’s profile locally.

UN Women is not just a donor – they partner us to implement activities by acting as an entry point, but they also provide really good advice and expertise.

*NGO Kosovo\**

An important role for UN Women, particularly in relation to NAPs and APs has been advocacy for the need to include civil society in development, implementation and monitoring processes. For example, while the Serbian NAP makes no reference to any role for civil society, this gap has been successfully addressed.

Another aspect of UN Women’s comparative advantage is the faith civil society has in its long experience with and capacity to understand civil society. As noted in the Mid-term Review, the Project has “acquired strong loyalty from cooperating CSOs who regularly described their experience of working with UN Women as ‘responsive’, ‘flexible’, ‘supportive’, ‘knowledgeable’, with an ‘efficient and helpful’ administration.” The Mid-term Review contrasted these remarks with comments in the final evaluation of the preceding Project which had recorded:

“*Numerous stakeholders criticized UN Women for difficult-to-navigate administrative and financial procedures, lack of planning incl. planning at the operational level. The evaluation could not ascertain the extent to which the administrative burden, including reporting, is caused by the corporate UN Women's rules for disbursement of project funds and the extent to which it reflects sub-optimal planning of operations and/or personal attitudes. The available information suggests that all three reasons could be relevant.”*

The final evaluation addressed this issue through an informal survey of most key informants (42) (not just CSOs) who were invited, at the end of the interview, anonymously to describe their experience of UN Women in five adjectives, positive or negative. The survey was “informal” since it was not administered in writing or via an on-line tool, although it was administered face to face and respondents wrote down their responses. Where these were written in local languages, they were translated by the evaluator’s interpreter. A guarantee of anonymity (name or nation) was provided to encourage frank responses.

The survey results are set out in the WorditOut diagram below.As can be seen, the response was overwhelmingly positive, with expressions such as “supportive”, “knowledgeable”, and “consistent” prominent among the wide range of positive responses. Out of 206 adjectives supplied by key informants, only 7 (0.03%) could be said to support the finding of the final evaluation of the earlier project. The evaluation thus found little evidence of the negative attitudes identified earlier. This finding also has relevance for other questions for evaluation such as those related to efficiency (Qu 10).

****

***Finding: UN Women has a clear niche in women, peace and security, but it requires constant reinforcement. It has demonstrated experience and understanding of (and hence a trusted relationship with) civil society and there are strong expectations that UN Women will advocate on behalf of civil society with the authorities. As found by the Mid-term Review, key informants were almost univerally positive about their experience of UN Women on the ground, with positive comments such as knowledgeable, responsible, professional, consistent and accessible prominent among responses to the informal survey. This represents something of a turnaround from the Project’s forerunner.***

## 5.3 Efficiency

9. Were project funds managed effectively? Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity?

Evaluating efficiency involves a determination of how economically resources/inputs (funds, expertise, time, etc.) are being converted to results. Financial data supplied by Project management for this evaluation demonstrated that the great majority of activities were funded by small grants identified via RFPs, well-known for its efficiency especially in relation to CSOs, which, used to working with small amounts of money or usually no external funding at all, tend to put in very cost effective bids. The result is that significant results have been achieved with very modest funding. Most activities/actions were undertaken for less than $50,000, often considerably less than this.

UN Women procurement procedures (competitive bidding) were applied effectively by Project management and staff for project activities, including via RFPs and contracting national and international expertise. It was usual to post advertisements in local media as well as UN websites and information was provided on how offers were evaluated. The result was to guarantee the acceptance of the most competitive offers (from both technical and financial perspectives).

Not one key informant considered that money was being wasted in the Project or that particular activities could have been undertaken cheaper. Several of the more experienced NGOs – those with contracts with other development agencies – noted that UN Women expects to achieve much with little and that comparatively low levels of funding were available for its Projects. One expressed concern that, while it received a relatively small grant, it needed to produce a considerable number of reports and outputs for the money available. Yet, for this NGO, it was worth it to have UN Women’s reputation behind its activity and UN Women’s expertise available to improve results. This, in turn, places pressure on both its partners and UN Women staff who can often be expected to provide constant support for their partners, but it does confirm the assessment made from the review of financial reports made available by Project management that the Project represented very good value for money.

***Finding: The Project has represented good value for money, and UN Women procurement procedures were applied conscientiously. Much has been achieved with limited funding, efficiently deployed.***

10. Did UN Women organisational structure, management support and coordination mechanisms effectively support project delivery?

The assessment of Project Management Structures is set out in Evaluation Question 4. Question 10 focuses on management structures in UN Women itself.

Project staff were supported from the UN Women Sub-Regional Office for South East Europe (SRO SEE) in Bratislava and Headquarters (HQ). Levels of support have varied throughout the duration of the Project. The International Project Manager was not hired until a year into the Project and towards its conclusion, the Project has been affected by the development of new regional architecture. The Sub-Regional Office is in the process of being moved to Istanbul and it is understood that a Country Office is to be established in Sarajevo that will oversee the work of UN Women in fYR Macedonia and Kosovo\*. However, there has been no clear communication from HQ about how this might effect operations in the four countries in which the Project operates.

Despite this, the Project has been relatively unaffected by UN Women’s structural issues. The initial difficulties reflected a complicated process of merging a number of organisations into one, and the more recent ones are a natural consequence of the refinements and fine tuning that accompanies the establishment of new systems. These challenges, while stressful for Project personnel, have been overcome effectively through strong cooperation among Project and UN Women personnel on the ground. They have not affected to any significant degree the ability to deliver project outputs.

UN Women HQ has been supportive of the Project and in 2011-2013 contributed in-kind assistance of about USD 225,000 dedicated to: (i) Gender and mediation capacity development in the former Yugoslav Republic of Macedonia (2011); (ii) UNSCR 1325 NAP indicators training in Serbia, BiH (2011), and in the former Yugoslav Republic of Macedonia and Kosovo\* (2012); (iii) Regional dialogues and capacity development (2012-2013); and (iv) regional peacekeeper trainings (2013).

***Finding: Changes to UN Women regional architecture over the period of the Project (and on-going) have not significantly impeded effective Project delivery.***

## 5.4 Sustainability

11. Is the project supported by national/territorial and local institutions and civil society? Do these institutional and civil society actors demonstrate ownership of project results, leadership, commitment and technical capacity to maintain/implement the benefits of the project?

As the Mid-term Review noted, it is structural change that most effectively ensures sustainability – often delivered through either legislation or established policy. In the case of NAPs (and APs) the more robust the plans being developed, the more sustainable they are likely to be. This highlights the importance of robust frameworks, support from the national authorities, effective monitoring, particularly by women’s organisations, and adequate budgets – indicators that were included in the Project’s logical framework when this was reviewed after a year of operations.

The structural and normative changes that have been achieved by the Project are a strong indicator that its activities are sustainable. By their nature, NAPs and APs will continue into the foreseeable future, possibly amended and strengthened from time to time, but delivering on-going advances in UNSCR 1325 implementation in all four countries in the sub-region.

When the Minister promoted me as the first female colonel, he specifically mentioned UNSCR 1325.

*Colonel, fYR Macedonian Army*

Even if UN Women were to withdraw support from these plans, they are likely to continue into the future. One of the reasons for this is the involvement of civil society, there being a range of NGOs that are current partners of the Project. These organisations will continue to monitor the plans, pressure the authorities to execute them and hold the authorities to account where progress slows.

This is the situation even in Serbia where there was only limited involvement of two NGOs (both UN Women partners) in the development of the first NAP. Non-mainstream groups led by Women in Black (WiB), a long-standing feminist/peace activist group that fights impunity for war rape by Serbian forces and provides assistance to war deserters, were excluded. Despite this, WiB, and the 14 grass-roots CSOs it was elected to coordinate, have been able to secure changes while monitoring the NAP from outside the system. Interviewed for this evaluation, it is apparent that these groups have benefitted from, and appreciate consultations organised by UN Women on NAP monitoring and other support. They have produced a NAP shadow report and distribute a 50 page NAP implementation monthly newsletter. Women in Black has published 2 annual reports to date and contributed to the “Shadow over Serbia” report presented this year by a group of women NGOs to the 55th session of CEDAW Committee in Geneva, with the support of UN Women. The WiB network also participated in “21 Case Studies of implementation of UNSCR 1325 in Europe” developed by the European Peacebuilding Liaison Office, Brussels and in “Women Count”, a project of Global Network of Women Peacebuilders, USA.

This support has contributed to the sustainability of the project outputs through exposing the WiB network to a range of international communities and coalitions that will further sustain and develop their capacity to monitor.

In fact, both “sides” – the authorities and civil society in Serbia – report positively on UN Women’s advocacy around the NAP. The MOD records that it needs UN Women as a credible partner but that this partnership has also given the Defence Ministry clearer understanding of the need to involve civil society. Equally, Women in Black, for example, notes that UN Women has been instrumental in persuading the authorities to ackknowledge that civil society has a legitimate role.

UN Women’s training on indicators was essential. Previously we were completely outside the drafting process, but now the government will report on both their own indicators and ours.

*NGO - Serbia*

As noted under Question 11 below, there is a considerable degree of commitment, even enthusiasm, among officials towards their NAPs/APs. In Kosovo, the State has committed 51% of AP funding – over $600,000. While no budget has been allocated to the other new NAP - in Macedonia - commitment is identifiable in other actions, such as the on-going training being undertaken by the Training Unit at the Ministry of Defence, and the approach by the MOD (and other agencies) to the Ministry of Finance for annual funding to implement its obligations under the NAP.

***Finding: There is strong support and commitment for the Project and its development aims from both official agencies and civil society. UN Women support has equipped them to continue to implement NAPs/APs and to work for other Project goals, such as increased women’s participation in decision-making***

All Project activities have been developed and implemented with a view to longer-term benefits. For example:

12. What is the likelihood that the benefits of the project will be maintained for a reasonably long period of time following the end of the project?

* In Kosovo\*, participation of women in the Police force is actually in decline (from 16% in 2010 to 12.6% currently) due to a lack of “family-friendly work conditions” - inadequate maternity leave, being transferred to remote regions, all night shifts etc. Kosovo Police management recognise the contribution that the new Women’s Association can bring in reversing low retention rates. A MOU is in development with Police management that will provide the new association with support, although it is likely that the association will look for and need support for the next two years or so before becoming completely self-sufficient.
* In fYR Macedonia, the final activity under the UN Women MoD partnership was a military training unit TOT training with two external experts from outside the military which will enable a multiplier effect for the training unit. The aim is to have *certified* trainers so that gender training will continue on without the need for external support.
* In Serbia, two trainings of journalists have resulted in a significant degree of cooperation between NGOs and the media, resulting in media attention to UNSCR 1325 issues for the first time – which will be reinforced, for example, by a competition on Facebook for the best media report on WPS.
* In BiH, innovative Project activities working with ethnically representative municipalities across the region (baseline research, establishing local government and civil society working groups and the development of local UNSCR 1325 APs) have attracted international attention, reinforcing the commitment of the Coordination Board and especially its secretariat at the Gender Equality Agency in the Ministry of Human Rights and Refugees as the BiH AP undergoes its 3 year revision.
* The Project’s partnership with the Network of the Women Employed in the Republika Srpska Ministry of Interior (RS WPON) has resulted in a fully sustainable outcome. RS WPON has been successful in securing Ministry of the Interior approval for the development and implementation of a curriculum for training RS Police Officers in gender equality, women’s physical security needs and human rights, all developed with Project support. These trainings will be carried out by RS WPON members and representatives from each of the five RS Centres for Security who underwent a Training of Trainers course the day following the interview with RS WPON leadership. The new trainers will begin with the delivery of the women, peace and security training to RS WPON’s 300 members. Although not mainstreamed into the Academy’s own curriculum, the course has specialist status and over time it will be extended to the rest of RS’s 5,000 Police Officers.

As noted, implementing UNSCR 1325 commitments, and the changes that are expected to result, are long-term endeavours. Project outputs recognise this in working on structural frameworks at the official level (not just developing personal capacity) and in empowering grass-roots women to be able to demand the results of these commitments over time.

***Finding: Benefits from Project objectives and activities are likely to continue for some time and, in many cases, have increasing effect as the new and revised frameworks begin to be implemented throughout the sub-region***

## 5.5 Impact

13. What are the intended and unintended, positive and negative, long-term effects of the Project

The desired long-term effect of Project activities is advanced implementation of UNSCR 1325 commitments - in national laws, policies, strategies and plans, as well as regionally.

While it can be difficult to demonstrate that a three year project has had a positive long-term effect on women peace and security in the region, there has been clear progress on UNSCR 1325 implementation as a result of Project initiatives. Although the NAP in Serbia and the AP in BiH were in place when the project began, another AP in Kososo\* (on the point of adoption[[8]](#footnote-8)) and a NAP in fYR Macedonia (in force) have been developed. Revisions of the Serbian and BiH plans are underway. Moreover, the plans are being implemented. Gender training for the disciplined services is taking place, and policies to advance women in these services are operational. In BiH, UNSCR 1325 commitments are being applied locally – in recognition that this is where women experience “security” – in selected municipalities and through support to women’s initiatives at the local level. Women’s participation in national and local politics has been advanced. Several women-focussed initiatives throughout the region address inter-ethnic issues and tensions while survivors of conflict related sexual violence are finally starting to receive the care and assistance that they have long been denied.

It is possible that we would have ended up with a NAP without the input from UN Women, but it would have been very slow. Development of the plan wouldn’t have been so open (we had 8 public debates, a public hearing in Parliament, there was a website and so on). The NAP went through so efficiently. UN Women’s role in this was enormous.

*Member, NAP Technical Working Group, fYR Macedonia*

Since many of these advances are structural, they can be expected to continue to have effect into the future.

No infomant was able to identify any negative long-term effects of Project initiatives and none were observed during the evaluation. Occasionally, unexpected benefits have resulted from Project activities. For example, in some Bratunac and Srebrenica localities where 70% of households are women-headed, activities aimed at increasing the numbers of women decision-makers have not just got more women involved at the local commuity board level, but local women have formed activist groups on women’s rights. In Lukavac, the Commission for Gender Equality, an institution that has proved difficult to engage with throughout the region, requested training from the NGOs on UNSCR 1325 and the Gender Equality Law.

***Finding: The Project is achieving sustainable long-term benefits, including some that were unanticipated.***

14. What would the development have been like without the project intervention?

Nearly all Project partners considered UN Women support to have been fundamental to the progress made in advancing UNSCR 1325 in recent years. It is the lead development agency addressing the Resolution and clearly the most committed. In particular, all government agencies responsible for NAPs/APs (Ministries of Defence, Interior and Labour and Social Policy, along with Gender Equality Agencies) acknowledged the key role of UN Women without whose involvement they suggested little would have been achieved.

We had a defence law Gender Equality Programme from 2006, but it was never really implemented. Now that we have to report to the MLSP under the NAP, it is being taken seriously. Previously, the only interest was in the *number* of women. Now because of UN Women we address the extent to which women in the Army are involved in decision-making.

*Trainer: MOD, fYR Macedonia*

Some NGOs felt that it would have been possible to make some progress but it would have been much slower, and much more difficult – the facilitative role undertaken by UN Women has been vital in getting government acceptance, for example, in the role of NGOs, especially in the monitoring of NAP/AP execution. Further, the expertise UN Women has made available, though Project personnel and independent experts, has persuaded those in authority that worthwhile achievements can be secured through adopting and applying these formal structures. Two of the NGOs working with women survivors noted that they have other sources of support and would have undertaken some initiatives without UN Women assistance, but nonetheless felt they were able to make better progress through the association with UN Women and the standing and expertise it offers.

We were really pushed by UN Women, having been the only force in the region without such an organisation. Now we have a governing statute and a strategy/action plan to drive us along.

*Women’s Association of the Kosovo Police*

**Finding: UN Women involvement has been catalytic – activating relevant policies where they exist and assuring policy development and implementation where policies have been absent. For NGOs, UN Women’s facilitative role (advocating for NGOs with the authorities) has strengthened their effectiveness considerably.**

## 5.6 Crosscutting themes:

15. Capacity Development: How did the project contribute to capacity development of its stakeholders/beneficiaries? What adaptive or management capacities of national/territorial and sub-regional partners have been supported?

Capacity has been developed across the region in a number of ways and at several different levels. Training within military establishments, ministries and other official agencies has both enhanced the knowledge and skills of leaders and personnel and several TOT exercises have ensured on-going benefits from Project initiatives. Further, attention to the development of plans and strategies has ensured that the institutions themselves have acquired new frameworks and systems for implementing UNSCR 1325 commitments. Often, those organisations and individuals undertaking the training, or implementing new processes, acknowledge that their own capacity has improved as a result of their doing so.

The NAPs and APs all require new approaches from officials and monitoring mechanisms, often more robust than the ministries have used in the past, to ensure that follow-up is deliberate and consistent. Mulit-sectoral approaches have meant that UNSCR 1325 commitments are finding themselves into the work plans of other institutions, partners and NGOs.

Some activities supported by the Project have tackled deeply entrenched attitudes and practices with measureable effect. For example, the facilitation by RWL of a successful informal dialogue in Budva, Montenegro and in Istanbul, Turkey between women MPs from Kosovo\* and the Republic of Serbia enabled MPs to discuss the political and security situation in the region, build their capacity to address on-going tensions between the two governments and assist the establishment of official dialogue to address security issues.

The involvement of civil society in monitoring training has also strengthened the processes – even where there is ongoing official hesitation over the involvement of NGOs in NAP and AP processes, civil society has been empowered to undertake their own monitoring – in time this will likely lead to a convergence of monitoring mechanisms and indicators and stronger NAP implementation. Even where this takes time to develop, NGOs will continue to undertake their own monitoring using approaches and techniques to which they have been exposed by Project activities.

***Finding: Capacities have been developed as a result of Project activities in both civil society and at an official level throughout the sub-region. The informal and official frameworks that the Project has supported, and the range of training made available to personnel inside and outside the system represent permanent advances in UNSCR 1325 implementation.***

Key partners in the project include security actors such as the ministries of defence (including the military) interior and security, gender mechanisms, institutional gender equality bodies, police, judiciary, parliaments, as well as women’s and human rights organisations and networks working to protect and promote women’s human rights security and women’s participation in public life and in decision-making. Thus, as a rights-based initiative, the Project addressed the responsibilities of duty-bearers and as well as empowering rights-holders.

16. Partnerships and Coordination: How were relevant sub-regional and national/territorial actors and stakeholders included in UN Women programming and implementation?

At the national level, the focus has been on improved capacity of key security actors to formulate, implement and effectively monitor UNSCR 1325, and on the increased capacity of women’s NGOs to advocate for women’s human rights and post-conflict needs. This has encompassed a broad range of engagements for Project personnel who necessarily found themselves from time to time in a common UN Women role – facilitating discussion and negotiation between the authorities and civil society. In turn, this involved UN Women itself educating defence ministries and other agencies in the need for, and benefits of, engaging with civil society in NAP/AP development and implementation or (the more sustainable approach) empowering NGOs themselves to negotiate with the authorities. For example, UN Women brokered a deal between key 1325 NGOs and the 1325 AP Coordination Board for the future implementation of the 1325 agenda in BiH.

Both approaches were used extensively, and effectively. The main focus of NAP/AP activities was often with the authorities and all defence personnel interviewed for this evaluation reported a high level of appreciation for the role played by UN Women – which had brought them to a new understanding of a democratic and human rights approach, and the importance of community participation and their accountability to civil society as the community’s advocates. Most acknowledged that they had come to this realisation not instantly, but gradually, as the Project progressed and as a result of the persistence of UN Women and its civil society partners.

This is not to say that that the process was always straightforward or free of difficulty. Delicate negotiation was required to protect one disciplined sector partner under threat from her employer for the product of her cooperation with the Project. As noted, initially civil society was accorded only a very limited role on the working group that developed Serbia’s first NAP. Also, an initial lack of enthusiasm by the Ministry of Defence in fYR Macedonia led to the Ministry for Labour and Social Policy taking on the role of NAP lead agency. Yet at the end of the Project, the MODs in both countries express commitment and enthusiasm for their NAPs and the benefits they bring for WPS in their States.

Civil society Project initiatives were extremely varied and the groups involved included both grassroots organisations with little experience in dealing with the authorities and academic and research bodies that regularly engage with the official sector. In some instances, the Project was able to bring these different sets of experiences together, for mutual benefit.

***Finding: Extensive and varied relationships with Project partners have seen close partnerships develop over the duration of the Project, including between security authorities and civil society actors who had previously not engaged.***

17. Did the Project implement UN Women visibility guidelines?

The National Project Coordinators understood and applied UN Women visibility guidelines during the Project, although there were some changes made to the guidelines over the period of the Project which some times proved challenging to implement. All Project partners appeared to have clear knowledge of UN Women’s expectations in relation to visibility and it was Project practice to review draft documents (resource materials, training and advocacy documentation etc) to ensure that the guidelines had been applied regularly and effectively.

Some Project partners made reference to UN Women’s generally low profile, particularly in relation to other, generally larger, development agencies and the difficulties this can bring for UN Women’s advocacy role. To some extent this is offset by UN Women’s developed niche in WPS, but once the new regional architecture is in place, the sub-region would benefit from initiatives to raise the organisation’s profile generally. This would contribute to more effective implementation of Projects of this nature.

***Finding: UN Women visibility guidelines, as amended, were duly applied by UN Women’s partners***

## 5.7 Forward-looking insights

18. Should UN Women UNSCR 1325 programming continue into the future? Were the approaches and strategies used by UN Women effective, relevant and potentially sustainable? Which other approaches/beneficiaries etc. should be considered?

As noted under Question 5, (Effectiveness) adequately addressing the causes and effects of the conflicts that followed the break-up of the former Yugoslav Republic is not to be achieved in a few short years. It is not just that capacity in WPS has been so limited but also that the attitudes and culture that led to the decade of conflicts in the sub-region, and in particular its consequences for women, can be expected to take decades if not generations to resolve.

In this Project and its predecessor, UN Women has honed its approach to the four pillars of UNSCR 1325. Without diminishing its support for women who survived the conflict and the multiple horrors inflicted on them, UN Women has effectively engaged with the authorities, most significantly through the development and more recently the revision of NAPs/APs which have provided the frameworks in all four sub-regional countries for effective inventions to begin addressing root causes.

***Finding: The approaches and strategies used by UN Women were effective, (see Findings 3 – 8) relevant (Findings 1 – 2) and potentially sustainable (Findings 11 – 12) and warrant continuing UNSCR 1325 programming into the future.***

19. What did stakeholders and beneficiaries consider as the most necessary areas of future UNSCR 1325 intervention at the national/territorial and sub-regional levels?

This section also examines the proposals developed recently in the draft UNSCR Project Document 2104 – 2016.

Given widespread support for the current Project priorities, it is unsurprising that most partners consider that existing activities and outputs should be maintained and/or expanded in any extension of UN women support. However, this evaluation does not recommend simply an extension or broadening of existing activities. While further developing current activities or institutionalising them should be part of any future interventions, the focus of any new project should swing towards up-scaling the successes of the current project and converting existing project activities to attain more sustainable outcomes.

There are a number of activities initiated under the Project that lend themselves to such treatment. For example, the activities in Bratunac and Srebrenica that have succeeded in empowing women to participate in decision-making processes and in some municipalities created enabling environments by incorporating gender equality principles in municipal statutes,.and resulted in the formation of activist groups on women’s rights, have the potential to be replicated throughout the region. They have not yet completed the process of ensuring adequate participation by women on local community boards, partly as a result of delayed and flawed election processes, but they have had a measurable effect in energising women to claim their rights and have begun irreversible processes that will see women taking greater control of their lives.

While one option would be to expand these Project activities to another part of the region, what is now needed to improve the sustainability of these particular outputs is to encourage more systemic approaches – that is, exploring ways to have the authorities elsewhere in the country and across the region undertake similar initiatives. In relation to the activities in the Bratunac and Srebrenica area, for example, this might mean working with municipal associations in BiH (where are two - one for municipalities and one for cities) and throughout the region to foster similar exercises throughout their jurisdictions.

A similar rationale can be applied to the local action plans which have been such a success of the BiH AP. While a new Project could work with, say, another three municipalities to develop similar APs, what is needed for a truly sustainable outcome is for the experience in the three municipalities to be replicated throughout BiH, and elsewhere in the region. Calls for proposals in any new Project should focus on this aspect – identifying initiatives that build on the current pilots and reproduce them elsewhere, either nationally or regionally. Addressing this recommendation will require modest alterations to the draft UNSCR Project Document 2014 – 2016 (“the proposed extension”).

None of this is to minimise the difficulties of working with authorities that both have limited capacity to develop new policy and are also hamstrung by, among other things, various forms of political disagreement and conflict. However, the current advances have been accomplished in just such an environment and it should be possible to finesse more sustainable activities through the same channels.

There was also support among all stakeholders for retaining the breadth of the current project through addressing all four pillars of UNSCR 1325 – prevention, participation, protection and relief/recovery. At the regional level this really means a focus on sharing national experience and confidence-building and conciliation processes – all of which is included in the draft UNSCR Project Document 2104 – 2016 (“the proposed extension”). At the national level, this requires a continuation of the broad-based approach towards project activities, despite the labour intensive and therefore somewhat costlier oversight this requires. The close involvement of national WPS Coordinators in project activities has significantly improved outcomes and should continue in the proposed extension.

### 6. Lessons Learned and Good Practices

6.1 UN Women’s niche and most effective approach in the sub-region has been founded on advocacy and support to women survivors of the conflict which underlies all its other initiatives. This has paid multiple dividends, notably the mandate to work with the authorities while maintaining credibility with grass-roots CSOs. Networks and relationships have been advanced during this process to the point where it is in a strong position to facilitate more substantive interventions but empowering women at the local level should continue to underpin any new Project.

6.2 In various contexts – often inter-ethnic – UN women has been able to grow leadership and community capacity to facilitate dialogue among alienated communities, nationally and sub-regionally. Future interventions should build on these successes.

6.3 NAPs and APs have proved effective vehicles to deliver UNSCR 1325 commitments – authorities have become increasingly enthusiastic about their implementation and civil society has the developed, with UN Women assistance capacity to monitor these plans successfully. They present major opportunities for mainstreaming WPS initiatives through a broader range of ministries and agencies. Other gender mechanisms, such as Gender Equality Agencies, have also been active partners – although the Gender Equality Commissions have generally not proved amenable to much needed capacity development.

6.4 A sub-regional approach has somewhat inevitably resulted in pressure on governments to match the progress of their neigbours, with the result that all four States covered by the Project are advancing UNSCR 1325 commitment through broadly similar mechanisms. Montenegro is reported to be moving in a similar direction. This has implications for how to up-scale successful initiatives .

6.5 The concept that women experience security locally has driven a number of Project activities – from a pilot developing local action plans for municipalities to work with grass-roots organisations addressing women’s participation in local community boards and the needs of survivors of war rape. It is no overstatement to say that the Project has changed lives and will continue to change lives. In tackling issues that have been generations in the making, and achieving results, it has justified women’s faith in UN Women’s advocacy and capacity to facilitate cooperation across the usual barriers. The Project’s next phase should explore how to up-scale these initiatives.

6.6 The prospect of EU accession, more or less, has provided one of the incentives for States to progress UNSCR 1325 commitments and has also facilitated the introduction of human rights based concepts. These should be strengthened through attention to policy development, not just outside state agencies, but at senior levels in public services.

6.7 As noted in the Mid-term Review, UN Women should develop guidelines to clarify the respective roles and accountabilities of regional and country staff where they overlap at the country level. This should be a priority once the new regional architecture is in place. UN Women should also clarify for Project staff and UN Women leadership at the country level its strategy in relation to CSOs and its proposed brokering role between civil society and governments. This should be undertaken in such a way that UN Women’s current niche and credibility with civil society is not undermined. If a new or amended approach is decided on, UN Women should train its staff on its implications and ensure that personnel are resourced adequately to undertake this amended role.

6.8 It would have been of assistance to the final Project evaluation to have had access to data collected as part of the monitoring and evaluation framework, but this was unavailable as it is apparently slated for a one-time collection at the conclusion of the Project. Any future M & E framework should provide for annual collection of such data to both guide management decision-making around project progress and direction (and any changes that may be required for AWPs) and to assist future mid-term and final evaluations.

### 7. Recommendations

7.1 Reflecting that the long-standing causes of the exclusion of women from decision-making in the target countries, the gender-based violence that reinforces their social marginalisation and the failure to acknowledge the stigmatisation of women survivors of conflict related sexual violence will take not just three-year projects or even decades of such initiatives but generations to completely overcome, a new Project should be developed to build on the success of the Project and its forerunners. The combination of growing upward pressure from grassroots women, and the developing national and regional frameworks that will enable their demands about peace and security issues to be addressed by the authorities – regionally, nationally and (where women experience them) locally – provides a realistic expectation that the Project’s long-term objectives can be attained.

7.2 Networks and relationships have been advanced during the current Project to the point where UN Women is in a strong position to facilitate more substantive interventions but empowering women at the local level should continue to underpin any new Project.

7.3 A further feature of a new Project should be to extend the leadership and community capacity to facilitate dialogue among alienated communities, nationally and sub-regionally that UN Women has been able to grow in the current Project.

7.4 New initiatives should include further regionalising the approaches and strategies used during the current Project, with a significant focus on scaling up successful Project activities, example the pilot developing local action plans for municipalities to work with grass-roots organisations addressing women’s participation in local community boards and the needs of survivors of war rape.

7.5 Given that the prospect of EU accession, to a greater or lesser extent, has provided one of the incentives for States to progress UNSCR 1325 commitments and has also facilitated the introduction of human rights based concepts, a new Project should include a focus on strengthening policy development capacity, not just outside state agencies, but at senior levels in the public services.

7.6 Once the new regional architecture is in place, UN Women should develop guidelines to clarify the respective roles and accountabilities of regional and country staff where they overlap at the country level. The same recommendation was made in the Mid-term Evaluation and while it was not accepted by UN Women HQ at the time, the risks of a lack of role clarity remain.

7.7 In any new Project, monitoring data should be collected annually to facilitate measuring progress and determining any changes in direction that may be necessary as Annual Work Plans (AWPs) are developed. While collecting monitoring data is not a cost-free exercise and there is a trade-off in even moderate-sized Projects between having access to monitoring data as the Project proceeds and the costs of collection, ollecting monitoring data in this way will also benefit mid-term reviews and final evaluations.



**United Nations Entity for Gender Equality and the Empowerment of Women**

**Terms of Reference - Final Project Evaluation**

**“Advancing the Implementation of UNSCR 1325 on Women, Peace and Security in the Western Balkans (2011-2013)”**

**Job Title:** Senior Evaluation Consultant

**Vacancy:** External

**Duty Station:** Sarajevo, Bosnia and Herzegovina with travel to Kosovo (under SCR 1244), the former Yugoslav Republic of Macedonia, and the Republic of Serbia

**Advertised:** Internationally

**Language:** English

**Contract type:** Service Contract

**Duration:** 25 days

**Starting date:** 01 July 2013

**BACKGROUND**

Western Balkan conflicts of the 1990s led to the emergence of new states and entities where security, including at the sub-regional level, continues to play a critical role in post-conflict reconstruction, democracy building and the protection and promotion of human rights. This state of affairs, coupled with national aspirations to join the European Union has offered a set of unique opportunities for governments, security actors and civil society to work together in democratizing and mainstreaming gender within their security sector and other relevant structures, policies, procedures and budgets. Against positive tides for progress are considerable obstacles, some of which reside within the legacy of conflict that disproportionately affected women and girls, especially in terms of sexual violence (and continued stigmatization), social/familial disintegration and economic disempowerment. The conflict/post-conflict period served to strengthen an environment characterized by high levels of gender based violence and discrimination, including within the political sphere where women are by in large excluded from post-conflict decision making processes. Such exclusion invariably leads to a deficits in adequately addressing women’s and girl’s concerns, their human rights and post-conflict accountability.

Within thematic peace and security mandate in the Western Balkans, UN Women efforts dedicated to addressing the above referenced are articulated under the regional project, *Advancing the Implementation of UNSCR 1325 on Women, Peace and Security in Western Balkans.* This initiative that commenced in January 2011 and concludes in December 2013 supports key security and civil society actors in advancing the implementation and monitoring of commitments under UNSCR 1325 (and related Resolutions 1820, 1888, 1889 and 1960) in national/territorial laws, policies, strategies and plans in Bosnia and Herzegovina, Kosovo[[9]](#footnote-9) (under SCR 1244), the former Yugoslav Republic of Macedonia, the Republic of Serbia, and regionally (South-East Europe/Western Balkans). In this latter regard, the project fosters regional cooperation and networking (between civil society, gender experts, advocates, civil servants, and parliamentarians) through the development of an enabling environment for information and knowledge sharing and the exchange of good practice on the implementation women, peace and security commitments. This outcome is being achieved through the discharge of the following three outputs:

*Output 1: Improved individual and institutional capacities of key security actors at different levels to formulate, implement and effectively monitor commitments under UNSCRs 1325, 1820,1888 and 1889 (and CEDAW);*

*Output 2: Increased capacities of women's organizations to effectively advocate for women's and girls' human rights and needs in conflict and post-conflict situations and to monitor commitments under relevant international and national/territorial frameworks (CEDAW, UNSCR resolutions, national/territorial laws, strategies and action plans); and*

*Output 3: Enhanced regional cooperation, coordination and networking among specialized governmental and non-governmental actors towards the fulfillment of women's and girls' human rights and security needs in South East Europe and the Western Balkans.*

The purpose and role of evaluation in UN Women is to enhance accountability, inform decision-making and to contribute to learning on the best ways to achieve gender equality and women’s empowerment through its operational and normative work. As a member of the United Nations Evaluation Group (UNEG), UN Women follows its norms and standards. UN Women evaluations also adhere to gender equality principles and are rights responsive.

Within the above context, the final evaluation of *Advancing the Implementation of UNSCR 1325 on Women, Peace and Security in Western Balkans* will:

* Assess UN Women’s contribution to results, including the effectiveness of programming strategies in implementing global commitments within national/territorial and sub-regional priorities for fostering peace, security and gender equality;
* Investigate the contextual factors that enabled or restricted the achievement of results;
* Evaluate UN Women’s organizational performance with respect to this project; and
* Asses the perspective of stakeholders and beneficiaries on the usefulness of interventions and their overall satisfaction with the project.

The final project evaluation will also set forward-looking recommendations on how to strengthen UN Women’s UNSCR 1325 programming and monitoring and evaluation systems at the country and sub-regional levels. In addition, the evaluation will support the planning of follow-up activities by identifying successful approaches and spaces to further enhance performance; it will serve both as a tool and a learning product. Primary audiences of the final evaluation are project stakeholders, donors, partner organisations, and UN Women project, country and regional offices and headquarters.

**EVALUATION SCOPE, KEY ISSUES AND CRITERIA**

This evaluation is a final project evaluation. It will cover activities conducted in Bosnia and Herzegovina, Kosovo (under SCR 1244), the former Yugoslav Republic of Macedonia and the Republic of Serbia, that have been implemented since the beginning of the project (January 2011) until the time of the evaluation. The evaluation will also take into account activities through November 2013).

For the purposes of this evaluation, the key questions identified by stakeholders and project activity implementation were organized in line with OECD DAC criteria under the following main evaluation criteria: relevance, effectiveness, efficiency, sustainability, and impact.[[10]](#footnote-10) Further, the evaluation will assess capacity development, partnerships, visibility and results based management/monitoring/evaluation as cross-cutting themes.

**Evaluation Questions**

Relevance and Coherence:

1. Do project objectives and target groups address identified needs in the national/territorial and sub-regional context?
2. Were relevant normative and strategic frameworks effectively articulated within UN Women (internally)?

Effectiveness:

1. Is the project design articulated in a coherent way? Are project outcomes, outputs and activities clearly articulated? To what extent were the originally defined objectives of the intervention realistic (achievable)? Was the project well planned?
2. What are the changes produced by the project at the national/territorial and sub-regional levels? What has been the progress made towards the achievement of expected outputs and outcomes? What results were achieved? What were the reasons for the achievement or non-achievement of results?
3. To what extent are beneficiaries satisfied with project results?
4. How were lessons learned, identified in the mid/term evaluation utilized to inform this project?
5. What was/is UN Women’s comparative advantage in designing and implementing this project and women, peace and security programming in general?

Efficiency:

1. Were project funds managed effectively? Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity?

Sustainability:

1. Is the project supported by national/territorial and local institutions and civil society? Do these institutional and civil society actors demonstrate ownership of project results, leadership, commitment and technical capacity to maintain/implement the benefits of the project?
2. What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time following the end of the project?

Impact (road to):

1. What are the intended and unintended, positive and negative, long term effects of the project?
2. What would the development have been like without the project intervention?

Cross-cutting themes:

1. Capacity Development: How did the project contribute to capacity development of its stakeholders/beneficiaries? What adaptive or management capacities of national/territorial and sub-regional partners have been supported?
2. Partnerships and Coordination: How were relevant sub-regional and national/territorial actors and stakeholders included in UN Women programming and implementation?
3. Visibility: Did the project implement UN Women visibility guidelines?

Forward looking insights:[[11]](#footnote-11)

1. Should UN Women UNSCR 1325 programming continue into the future? Were the approaches and strategies used by UN Women effective, relevant and potentially sustainable? Which other approaches/beneficiaries etc. should be considered?
2. What did stakeholders and beneficiaries consider as the most necessary areas of future UNSCR 1325 intervention at the national/territorial and sub-regional levels?

**Evaluation Approach**

The overall approach of this evaluation is utility-focused, as advised by the intended users of the evaluation, and as aligned with UN Women’s evaluation strategy guidelines, and UNEG norms and standards. (Relevant information and background notes can be obtained from <http://www.unwomen.org/about-us/evaluation/>). The evaluation should adhere to UN Women Evaluation Report Quality Standards. UN Women evaluations are also expected to adhere to a framework supporting human rights-based (HRBA), results-oriented and gender responsive monitoring and evaluation. Towards this purpose, the project evaluation will encompass the principles of gender equality and human rights, ensuring that the evaluation process respects these normative standards, and aims for the progressive realization of same by respecting, protecting and fulfilling obligations of non discrimination, access to information, and ensuring participation through a combination of consultative and participatory evaluation approaches. For more details on human rights and gender equality in evaluations, please refer to the UNEG Handbook *Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance*.

The evaluation will be conducted through transparent and participatory processes involving relevant UN Women stakeholders and partners. The Senior Evaluation Consultant may further define the overall approach by adopting complementary methodologies and approaches.

At all times, the Senior Evaluation Consultant will discharge her/his duties in an independent and impartial manner.

**Evaluation Process**

The Senior Evaluation Consultant will be responsible for overall delivery under the present terms of reference. She/he is expected to travel to Bosnia and Herzegovina, Kosovo (under SCR 1244) the former Yugoslav Republic of Macedonia and the Republic of Serbia in order to collect data for the evaluation. Data collection in these countries will be supported by project national coordinators who will not attend stakeholder interviews.

The evaluation will consist of the following phases:

* Preparation, mainly devoted to UN Women structuring the evaluation approach, developing the terms of reference, compiling project documentation, and hiring the senior evaluation consultant.
* Inception, which will involve a desktop review and analysis of project activities, inception consultations, inception report with a detailed timeline, and the development of an evaluation methodology (a list of stakeholders will be provided by UN Women at the beginning of the evaluation).
* Data collection and initial analysis, including the country based collection of information, desk reviews and field visits.
* Data analysis, interpretation and synthesis, focused on the structuring of findings, analysis of findings, their interpretation and presentation in a full draft evaluation report (full draft evaluation report is a fully completed report with all annexes).
* Submission of draft evaluation report for feedback from UN Women and the incorporation of relevant feedback.
* Finalization of report and distribution to stakeholders.
* Preparation of a Management Response and uploading the report on the Evaluation Resource Centre site (implemented by UN Women).

**Evaluation Design and Methods**

The final evaluation will take into consideration the UN Women Strategic Plan 2011-2013 and other strategic and policy frameworks that inform UN Women’s work in this area. The evaluation will use a variety of data collection methods and sources with a view to data triangulation. The methods should be participatory, ensure the collection of disaggregated data, interrogate gender roles, be context and culturally sensitive and whenever possible, mixed (qualitative and quantitative).

The following methods are suggested for answering the evaluation questions:

* Desk review of documents
* Semi-structured key informant interviews
* Group discussions
* Face-to-face and self administered, incl. online, surveys

The Senior Evaluation Consultant should suggest further methods as appropriate.

Existing information sources: The Senior Evaluation Consultant will need to make her/himself familiar with UN Women and other documents to engage with the background of the project and the situation of women’s rights in the sub-region.

Key documents in this regard include:

* Project documentation, incl. logical framework, budgets, donor progress reports, mid-term review report etc.
* Strategic documents of UN Women (Annual Work plan 2011-2013)
* CEDAW comments
* UNSCR 1325 National Action Plans and Action Plans

Existing information sources about the project will be shared electronically.

**Management of Evaluation**

This evaluation is managed by the UN Women Sub-regional office for Central and South Eastern Europe through the Project Manager of *Advancing the Implementation of UNSCR 1325 on Women, Peace and Security in the Western Balkans*.

**Ethical Code of Conduct**

The senior Evaluation Consultant is required to follow the UNEG ethical code of conduct.

**DELIVERABLES**

Under the overall supervision of the Regional Project Manager of *Advancing the Implementation of UNSCR 1325 on Women, Peace and Security in Western Balkans*, the senior evaluation consultant will bear responsibility for the following deliverables:

* An inception report. This report will contain:
  + Description of evaluation objectives, scope, methodology/methodological approach, data collection, list of key stakeholders/partners, a review of evaluation questions, performance criteria, and issues to be analyzed.
  + A work plan with clear timelines.
  + A clear evaluation matrix.
* A full draft evaluation report. Should be no longer than 40 pages long (excluding Annexes). The structure of the full draft and final reports should be as follows:
  + Executive Summary (to be prepared for the final report)
  + List of Acronyms
  + Project Description
  + Evaluation Purpose
  + Evaluation Methodology and Process
  + Findings
  + Lessons Learnt/Good Practices
  + Recommendations
  + Annexes (including an interview list – without identifying names for the sake of confidentiality/anonymity, data collection instruments, a list of all documents consulted, and the terms of reference)
* A final report with the feedback of UN Women and other designated stakeholders included.

All deliverables should be submitted to the Regional Project Manager. The reports should be written in English, in a succinct and user-friendly language.

**COMPETENCIES**

**Integrity**

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

**Cultural Sensitivity/Valuing Diversity**

* Demonstrates an appreciation of the multicultural nature of UN Women and the diversity of its staff.

**Ethics and Values**

* Has political acumen;
* Creates and promotes an enabling environment for open communication;
* Contributes to an emotionally intelligent organization; and
* Shares knowledge across the UN, building a culture of knowledge sharing/learning.

**Expertise**

* Substantive knowledge of the women, peace and security agenda (reflected in UNSCR 1325, 1820, 1888, and 1889) in the Western Balkans and worldwide;
* An overall client-oriented approach that meets the standards outlined in the Standards for Evaluation in the United Nations System;
* A profound knowledge of relevant international gender/human rights frameworks;
* Results-based management (strong organizational and time management skills, and the ability to meet deadlines).

**Drafting / Communication**

* Excellent interpersonal, communication and interview skills;
* Excellent report writing and presentation skills; and
* Cultural sensitivity and adaptability – communicates effectively with and relates to people of different cultures.

**REQUIRED SKILLS AND EXPERIENCE**

**Education and Experience:**

* Degree in law, political science, gender studies, security, or a related discipline;
* A minimum of 10-15 years of relevant professional experience, specifically in the area of evaluating international development oriented initiatives and organizations;
* A substantial international track record of conducting different types of evaluations, including process, outcome and impact evaluations in different countries with a variety of organizations;
* A demonstrated experience with applied research with data collection, analytical and presentation skills and demonstrated ability to structure information;
* Previous experience with the United Nations and/or other international organisations is considered an asset as is previous work on the women, peace and security agenda;
* Strong analytical, writing and communication skills in English; and
* Strong computer skills.

**Language Requirements**

* Fluency in spoken and written English;
* Knowledge of Bosnian, Croatian and/or Serbian language is considered an asset.

**Candidate Evaluation Process**

UN Women applies a fair and transparent selection process that takes into account both the technical qualification of potential consultants as well as the financial proposals submitted in support of consultant applications. Candidate applications will be evaluated using a cumulative analysis method taking into consideration the combination of applicant qualifications and a financial proposal. The contract will be awarded to the individual consultant whose offer has been evaluated and determined as:

1. responsive/compliant/acceptable, and
2. having received the highest score out of below defined technical and financial criteria.

Only candidates obtaining a minimum of 49 points in the technical evaluation will be considered for financial evaluation.

|  |  |  |
| --- | --- | --- |
| **Criteria** | **Total points** | **Max. Points** |
| **Technical Evaluation (70%)** | **70** |  |
| Relevant work experience |  | 40 |
| Experience specific to mid-term and final evaluations of UN initiatives |  | 20 |
| Experience in gender |  | 10 |
| **Financial Evaluation (30%)** | **30** |  |
| **TOTAL** | **100** |  |

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:

**Application Process**

Qualified candidates are requested to apply online via this website. Applications should contain:

* A cover letter stating your interest in and qualifications for the advertised position.
* Financial Proposal (USD daily fee).

**ANNEX II**

**List of Documents Reviewed**

1. UNSCR 1325 (2000)

2. UNSCR 1820 (2008)

3. UNSCR 1888 (2009)

4. UNSCR 1889 (2009)

5. UNSCR 1960 (2010)

6. UNSCR 2106

7. Women and Peace - Report of the SG (2011)

8. Women and Peace Report of the Secretary General (2012)

9. Overview - UN Security Council Resolution 1325

10. Norway 2011-2013 Strategic Plan - Women, Peace and Security

11. Pro Doc – Women Building Peace in the Balkans (2008-2011)

12. Final Evaluation - Women Building Peace in the Balkans (2008-2011)

13. Knowledge Product – Women Building Peace in the Balkans (2008-2011)

14. UNSCR 1325 Project Document (2014-2016)

15. Pro Doc - Advancing 1325 in the Western Balkans (2011-2013)

16. Pro Doc - Advancing 1325 in the Western Balkans (2011-2013) - Amdmt 1

17. Pro Doc - Advancing 1325 in the Western Balkans (2011-2013) – Amdmt 2

18. Advancing 1325 in the Western Balkans (Norway Narrative Report 2011)

19. Advancing 1325 in the Western Balkans (Norway Narrative Report 2012)

20. CSEE 2012-2013 Strategic Note and Work Plan (March 2013)

21. UNSCR 1325 Project - 2012 Work Plan

22. UNSCR 1325 Project - 2013 Work Plan

23. MZ Report (November 2011)

24. MZ Report (July 2012)

25. MZ Report (December 2012)

26. ACIPS Report (November 2011)

27. MZ Report (May 2013)

28. ACIPS Report (May 2012)

29. ACIPS Report (December 2012)

30. ACIPS - Prosecution of Sexual Violence Analysis

31. TPO Report (October 2011)

32. TPO Report (June 2012)

33. TPO Report (November 2012)

34. TPO Report (April 2013)

35. TPO Report (July 2013)

36. Baseline - Women and Peacebuilding in BiH

37. TRIAL Report (July 2012)

38. Zena BiH Report (January 2013)

39. Zena BiH Report (July 2013)

40. Forum Zena & Horizonoti Report (December 2012)

41. Forum Zena & Horizonoti Report (June 2013)

42. RS WPON - Activity Plan (December 2012)

43. SFK 2000 Report (March 2012)

44. 1325 Action Plan (2010)

45. BiH Law on Gender Equality

46. Amendments to the BiH Law on Gender Equality

47. BCSP Report (November 2011)

48. BCSP Report (February 2012)

49. BCSP Report (October 2012)

50. BCSP Report (February 2013)

51. BCSP Report (May 2013)

52. BCSP Shadow Report (2012)

53. BCSP Draft Shadow Report (2013)

54. BCSP Policy Brief - Obstacles for Women in Peacekeeping

55. BCSP Policy Brief - Person of Trust

56. BCSP Policy Brief - Gender Sensitive Language

57. BCSP Policy Brief - NAP Implementation M and E

58. BCSP Policy Brief - Discrimination

59. Backgrounder - Gender Analysis in the Security Sector

60. BCSP Backgrounder - Assoc Wm Employed in Security Sector

61. BCSP Newsletter Gender and Security SER (1)

62. BCSP Newsletter Gender and Security SER (2)

63. BCSP Newsletter Gender and Security SER (3)

64. Newsletter Gender and Security SER (4)

65. Newsletter Gender and Security SER (5)

66. BFPE Report (October 2011)

67. BFPE Report (April 2012)

68. Women in Black Report (December 2011)

69. Women in Black Report (January 2013)

70. Women in Black Report (June 2012)

71. Women in Black Report (July 2012)

72. Women in Black Monitoring Report (August 2013)

73. Women in Black 1325 Monitoring Report (2012)

74. Women in Black Newsletter (September 2011)

75. Women in Black Newsletter (October 2011)

76. Women in Black Newsletter (January 2012)

77. Women in Black Newsletter (February 2012)

78. Women in Black Newsletter (March 2012)

79. Women in Black Newsletter (May 2012)

80. Women in Black Newsletter (September 2012)

81. Women in Black Newsletter (October 2012)

82. Women in Black Newsletter (November 2012)

83. Women in Black Newsletter (December 2012)

84. Women in Black Newsletter (January 2013)

85. Women in Black Newsletter (March 2013)

86. Women in Black Newsletter (April 2013)

87. NAP Implementation - Analytical Group Meeting (February 2012)

88. NAP Implementation - Analytical Group Meeting (September 2012)

89. NAP Implementation - Analytical Group Meeting (January 2013)

90. NAP Implementation - Analytical Group Meeting (May 2013)

91. MoD Gender and Peacekeeping Agenda (April 2012)

92. MoD Gender and Peacekeeping Report (April 2012)

93. MoD Gender and Peacekeeping Agenda (April 2013)

94. MoD Gender and Peacekeeping Report (April 2013)

95. NAP Coord Body - Person of Trust Report (October 2012)

96. NAP Coord Body - Person of Trust Report (March 2013)

97. Indicators Guidelines (July 2013)

98. NAP Coord Body - Indicators Workshop Report (2011)

99. NAP Coord Body - Gender Training Outline (February 2013)

100. NAP Coord Body - Gender Training Rationale (February 2013)

101. UNSCR 1325 NAP (2011)

102. OWM Report (May 2012)

103. OWM Report (November 2012)

104. OWM Analysis (November 2012)

105. YCEO Report (May 2012)

106. YCEO Report (November 2012)

107. CHRCR Report (February 2013)

108. CHRCR Handbook (February 2013)

109. CHRCR – Human Security Study ToR (February 2013)

110. MoD MoU (2013)

111. MLSP Report (May 2012)

112. MLSP Report (November 2012)

113. MLSP Report (May 2013)

114. NAP Baseline Study - Summary (2011)

115. NAP Macedonia (December 2012)

116. NAP Macedonia (2012) Annex 1

117. NAP Macedonia (2012) Annex 2

118. NAP Macedonia (2012) Annex 3

119. NAP Indicators Training Report (September 2012)

120. NAP - Public Hearings (May 2012)

121. NAP - Parliamentary Hearing (September 2012)

122. Gender Budget Assessment - Defence and Labour (December 2012)

123. Gender and Mediation Training Report (November 2011)

124. Draft UNSCR 1325 AP (June 2013)

125. UNSCR 1325 AP Development - Consultant Report

126. AP Indicators Training Report (September 2012)

127. RROGRAEK Report (December 2012)

128. RROGRAEK Report (June 2013)

129. RROGRAEK - Publication

130. NORMA Report (March 2012)

131. NORMA Report (November 2012)

132. NORMA Report (June 2013)

133. Medica Kosova Report (August 2012)

134. Medica Kosova Report (November 2012)

135. Medica Kosova Analysis

136. AWKP Consultancy Report (2012)

137. AWKP Consultancy Report (2013)

138. AWKP Assessment Report (2012)

139. AWKP Workshop Report (June 2013)

140. AWKP Workshop Report (November 2012)

141. AWKP Workshop Report (April 2013)

142. AWKP Strategic Plan (2013-2015)

143. SGCG Gender Responsive Security

144. SGG 16 Days of Activism Report (2012)

145. SGG 16 Days of Activism E-Book (2012)

146. SGG Statement (December 2012)

147. SGG Statement (June 2013)

148. SGG Meeting Minutes - Draft Law (April 2013)

149. SGG Comments on Draft Law (April 2013)

150. SGG Open Letter on Draft Law (May 2013)

151. Response to SGG Open Letter (May 2013)

152. SGG Response to Vice-President of Kosovo Assembly (May 2013)

153. Regional Gender and Peacekeeping Agenda (February 2013)

154. Regional Gender and Peacekeeping Press Release (February 2013)

155. Helsinki Committee Serbia - 1325 Analysis (2013)

156. Open Days - Bosnia and Herzegovina (September 2012)

157. Open Days - Kosovo (September 2012)

158. Open Days - Serbia (September 2012)

159. Cetinje Parliamentary Forum - Concept (2012)

160. Cetinje Parliamentary Forum Agenda (2012)

161. Cetinje Parliamentary Forum - Joint Statement (2012)

162. Cetinje Parliamentary Forum - Press Release

163. BCSP - Draft Regional 1325 Assessment (2013)

164. BCSP - Regional 1325 Assessment - Conference Report (May 2013)

165. BFPE - Regional 1325 Conference Report (May 2013)

166. Regional NAP Roundtable - Agenda (February 2012)

167. Regional NAP Roundtable - Press Release (February 2012)

168. Women's Court Report (November 2012)

169. Women's Court Regional Meeting (November 2012)

170. Women's Court Regional Meeting (February 2012)

171. Women's Court Regional Meeting (June 2013)

172. RWL Brochure

173. RWL Roundtable (May 2012)

174. RWL 3rd Regional Conference - Report (October 2012)

175. RWL 3rd Regional Conference - Booklet (October 2012)

176. RWL 3rd Regional Conference - Declaration (October 2012)

177. RWL 2nd Roundtable - Report (December 2012)

178. RWL 2nd Roundtable - Declaration (December 2012)

179. RWL 3rd Roundtable - Report (March 2013)

180. RWL 3rd Roundtable - Conclusions (March 2013)

181. RWL Steering Committee - Agenda (September 2013)

182. Financial Delivery Rate Report (20 August 2013)

183. Financial Delivery Rate Report (2 July 2013)

184. Financial Delivery Rate Report (01 May 2013)

185. Financial Delivery Rate Report (2 April 2013)

186. Financial Delivery Rate Report (28 February 2013)

187. Final 2012 Financial Delivery Rates

188. UPR Macedonia (2009)

189. UPR Bosnia (2010)

190. UPR Serbia-Kosovo (2013)

191. Albania - 1325 Mapping - NAP Entry Point Assessment (January 2012)

192. 1325 Support Plan for Albania (June 2012)

193. MOD and Gender Self-Assessment (July 2013)

194. 1325 Project - Revised Logframe and PME Framework (14 March 2013)

195. Gender Equality and Gender Perspective in Defence and Security Conference Materials Skopje 23,24.04.2013

196. State Report of Bosnia and Herzegovina to United Nations Committee on the Elimination of All Forms of Discrimination Against Women and Children

197. List of Issues and Written Replies for Bosnia and Herzegovina to United Nations Committee on the Elimination of All Forms of Discrimination Against Women and Children

198. Statement of Head of Delegation presenting the 4th and 5th Periodic Reports of Bosnia and Herzegovina to the United Nations Committee on the Elimination of All Forms of Discrimination Against Women

199. United Nations Code of Conduct for Evaluation

1. This designation is without prejudice to divergent positions on status and is in line with United Nations Security Council Resolution 1244 and the 2010 advisory opinion of the International Court of Justice, *Accordance with international law of the unilateral declaration of independence in respect of Kosovo*. The expressions “States”, “nations” and “countries” where used in this evaluation should be interpreted accordingly. [↑](#footnote-ref-1)
2. This formulation, taken from the most recent version of the Results and Resources Framework, differs slightly from the Project Document which describes the Outcome as “improved capacity of both key security actors and organisations as well as networks of gender equality and human rights advocates to implement and monitor the commitments under UNSCR 1325 in national laws, policies, strategies and/or plans in Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Serbia and Kosovo\* and in the Western Balkans regionally”. [↑](#footnote-ref-2)
3. See UN Women, 2011-2013 Strategic Plan [↑](#footnote-ref-3)
4. in Kosovo (under UNSCR 1244), where UNIFEM started its UNSCR 1325 endeavours, the Project has been led by the Head of Project Office a.i. and Peace and Governance Adviser. [↑](#footnote-ref-4)
5. The HQ response was as follows: “This recommendation is not accepted. Through the development of detailed terms of reference, UN Women provides considerable clarity to the respective roles and accountabilities of regional project and country office staff. In addition, any concern as to the potential for overlapping roles/accountabilities is resolved through: (i) internal Country Office management/staff discussions that occur during regular communication and information exchange/updates (staff meetings); and/or (ii) guidance that is provided by the CSEE Regional Programme Director. [↑](#footnote-ref-5)
6. UNSCR1325 is integrated into the OSCE’s obligation requiring reporting on implementation of

   the Action Plan on Gender Equality in reference to UNSCR 1325. [↑](#footnote-ref-6)
7. In fYR Macedonia, no budget has been included in the NAP. This accords with local practice with numerous plans and strategies being adopted with past without at the time identifying the funds needed for implementation. Currently, key NAP stakeholders are drafting budgets to implement their own obligations for submission as part of the annual budget cycle. [↑](#footnote-ref-7)
8. The NAP has been approved by the Ministry of Finance (along with a 49% contribution to its budget) and by the Unit for Strategy Development in the Prime Minister’s Office. It is now with the Government awaiting formal endorsement. [↑](#footnote-ref-8)
9. This designation is without prejudice to divergent positions on status and is in line with United Nations Security Council Resolution 1244 and the 2010 advisory opinion of the International Court of Justice. [↑](#footnote-ref-9)
10. In the context of this project evaluation, the “effectiveness” criteria will measure the extent of achievement of outcomes and outputs. “Efficiency” will assess quantitative and qualitative outputs, in relation to the inputs of the project. The questions categorized under “relevance” will assess the coherence of the project’s vision and strategies with UN Women’s organizational goals, the sub-regional context and strategic priorities. In addition, the evaluation should also examine the external factors that influenced the project’s strategies and how the project adapted to these factors. Evaluation questions that refer to “sustainability” examine whether and how the benefits generated will continue at the end of the project, for a reasonably long period of time. Sustainability may refer to the financial or technical capacity of partner organizations to continue the initiative, national ownership of the initiative, and adaptive, operational, or management capacities of national partners. To the extent possible, the evaluation will also assess the impact (road to impact) of the project, i.e. the long-term effects of the intervention. It is however understood that given the timing of the evaluation (towards the end of the intervention) and the scope of the intervention, it may be the case that impact cannot be yet sufficiently assessed. [↑](#footnote-ref-10)
11. These are to be recorded for future interventions of UN Women. [↑](#footnote-ref-11)