

From Post Conflict to Development: Advancing Gender Equality and Women's Rights in Kosovo (III)

Final Evaluation
Report

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Executive Summary

Background

"From Post-Conflict to development: Advancing Gender Equality and Women's Rights in Kosovo (phase III)" constitutes the final phase of a project launched by UNIFEM in the immediate aftermath of the 1999 conflict in Kosovo. Phase III was conceived and designed based on the findings and learning emerging from previous two implementation phases. Having received total funding of \$1,468,137.55 USD, the project is expected to end in mid 2008.

Purpose of the Evaluation

In late 2007, UNIFEM commissioned an external, outcome-based project evaluation in order to provide an independent in-depth assessment of the results of phase III of the project. The evaluation aimed to: **i)** Evaluate the extent to which the stated project outcomes as identified in the logframe have/ have not been achieved; **ii)** Consolidate lessons from experience and make recommendations to guide future programming for UNIFEM; **iii)** Review project management and provide recommendations for the management of future programmes.

UNIFEM contracted two external consultants - Anette Wenderoth (Team Leader) and Argentina Grazhdani (Team Member) - to carry out this evaluation.

Evaluation Methodology

Together with UNIFEM, the consultants developed a detailed methodology for the evaluation that was approved by UNIFEM in January 2008. Data were collected through semi-structured face-to-face and telephone interviews (individuals and small groups), observations, email correspondence, and document review. A total of 40 individuals were consulted for the evaluation. In addition, the Evaluation Team Leader visited Kosovo for a field mission in January/February 2008.

The team used descriptive and content analyses to analyze the data for this study. Validity of data was ensured through data triangulation (using convergence of multiple data sources) and compliance with standard evaluation practices.

Context

External Context: Over the past three years, gender equality and women's human rights in Kosovo have suffered a lack of attention as government and general public have been preoccupied with issues concerning Kosovo's final status and economic challenges. Several consulted stakeholders stated they were hopeful that Kosovo's declaration of independence¹ would have positive effects for issues of gender equality and women's human rights. Others were concerned that gender equality might continue to be marginalized in light of the new challenges an independent Kosovo would face.

While the continued discussions over Kosovo's final status have caused ongoing tensions across the Balkan region, the environment for networking and exchange among women at a regional level (e.g. women politicians and women's networks) appears to be increasingly favorable.

¹ At the time of consultations, Kosovo had not yet declared its independence.

In Kosovo, UNIFEM's work has faced challenges caused by a politicized environment combined with limited capacities of some of its partners. Key challenges have included the appointment of individuals to leading positions in gender equality focused bodies based on their political affiliation rather than on relevant competence or interest.

Internal Context: During the past three years UNIFEM has undergone a number of internal changes at corporate, regional, and national levels. These include: increasing UNIFEM's presence in the South Eastern Europe (SEE) region; introduction of the corporate MYFF, and increasing emphasis on a Results Based Approach. While largely seen as positive, these changes have also posed challenges for the UNIFEM Kosovo team.

Project Relevance

During phase III of the project UNIFEM's work has remained highly relevant in the evolving Kosovar and regional context. The project has addressed needs and gaps at national and regional levels, including: i) The continued need for capacity development support for government agencies and CSOs working on gender issues in Kosovo, and for facilitation of cooperation between government and CSOs; ii) The need for strong advocacy for gender equality and women's human rights at all levels. This need was particularly high as for the past few years political and public debates have been occupied with issues of Kosovo's final status and the economy, and iii) the continued need for facilitation of regional exchange through neutral (international) parties.

Effectiveness

Overall effectiveness: Consulted partners in Kosovo agree that during the past three years, UNIFEM has been able to do remarkable work with limited resources. Project documents and interview data indicate that UNIFEM has been able to achieve considerable progress under all of its outlined results areas. Phase III of the Kosovo project has built on achievements from the previous project phases, especially in view of continuing and broadening strategic partnerships. A particular strength has been its work on strengthening leadership commitment, technical capacity and accountability mechanisms for gender equality in mainstream institutions. UNIFEM also played an important leadership role in relation to the UN Kosovo Team's (UNKT) work on gender issues, and was effective in establishing and strengthening exchange of women leaders at the regional level.

Progress towards outcomes: UNIFEM has made considerable achievements under all four project outcomes and their related outputs.

- There is evidence of various achievements aiming to strengthen the capacity of local (government/civil service) partners to formulate and implement legislation and policies to promote and protect women's human rights. Main reference points for UNIFEM's work in this area were the Kosovo National Action Plan for the Achievement of Gender Equality, and the Law on Gender Equality in Kosovo. A key challenge for UNIFEM's work in this area has been the increasingly difficult relationship between the two main government bodies responsible for Gender Equality (the Agency for Gender Equality, and the Advisory Office on Good Governance, Human Rights, Equal Opportunities and Gender). Within this sensitive environment UNIFEM has been able to retain its neutral position, which has allowed it to engage with both partners, and act – to some degree – as a mediator between them.
- UNIFEM has made considerable progress in view of supporting mainstream institutions in establishing leadership commitment, technical capacity and accountability mechanisms to support gender equality and women's empowerment. Its work has been particularly

successful in strengthening the technical capacity of partner organizations to institutionalize gender equality trainings for public servants in Kosovo – for example within the Kosovo Institute for Public Administration. Another important part of UNIFEM’s work with mainstream institutions has been its support to the Security Sector in Kosovo, specifically with the Kosovo Police Service and the Kosovo Protection Corps.

- UNIFEM has been an active, respected, and appreciated member of the UNKT and has successfully worked to enhance the team’s collaboration on gender equality issues.
- UNIFEM has contributed to strengthening the ability of various women’s organizations in Kosovo and the Balkan region to effectively monitor government activities and advocate using international instruments such as the SCR1325 and CEDAW.
- In view of evidence based advocacy for gender equality in the economic sector, UNIFEM supported two local NGOs in carrying out relevant studies and using them for advocacy purposes. In view of the fact that work in the economic sector had been one of the three initial project priorities, achievements in this area are comparatively limited. To date, UNIFEM’s work in the economic sector appears to be less varied (i.e. focused on studies only), and less linked to other project components than initiatives under other project outcomes.
- UNIFEM has helped the Roma, Ashkali, and Egyptian (RAE) women’s network to strengthen their capacity to effectively advocate for their rights. The evaluation found that compared to the other outcomes, outcome four (‘Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls’) appears to be a bit of a ‘mixed bag’ approach, i.e. a combination of stand-alone initiatives that have in common that they did not fully fit under one of the other outcomes. Also, there are a number of other project achievements that have not been captured under Outcome 4, but could be as that they illustrate that and how UNIFEM works towards changing harmful and discriminatory attitudes and practices.

Sustainability

In the current Kosovo context, it would be unrealistic to think of sustainability in terms of the mere duration of results that have been achieved to date. In the dynamic and fragile environment of Kosovo and the Balkan region, sustainability is more likely to be found in the continuation of momentum and commitment, in the application of knowledge and skills gained to date, in the use and broadening of networks, and in the increasing institutionalization of gender perspectives in existing and new organizations. UNIFEM’s rights based, partner oriented approach has contributed to laying the foundations for this kind of ‘dynamic’ sustainability. At the same time, the contextual challenges posed to the continuation of achievements are severe, which implies that continued external support and assistance through international players such as UNIFEM will remain highly relevant in the foreseeable future.

Project Management

Consulted stakeholders in Kosovo were highly appreciative of UNIFEM’s overall approach with its combination of high level advocacy and ‘hands on’ support. UNIFEM’s status as a UN agency provides NGO/CSO partners with the needed legitimization for their work, and helps them gain access to high level forums they would not otherwise be able to access. At the same time, several informants described UNIFEM as exceptionally approachable and ‘down to earth’ compared to other international organizations.

Some aspects of UNIFEM's internal context have posed challenges with regards to project management. These include: a high workload, uncertainties regarding lines of decision making and reporting, financial management, and staff contracts. While the Kosovo and regional teams have been able to mitigate the potentially negative effects of most challenges, there is a need for further reflection and discussion within UNIFEM to improve future programming.

Project reports have been informative, detailed, and make visible efforts to focus upon results. They show room for improvement with regards to showcasing projects achievements, and using comparisons with baseline data to demonstrate changes over time.

The evaluation also found that UNIFEM has made visible efforts to apply a results based approach to project management and to align the Kosovo project structure with corporate and regional results. However, to date the resulting frameworks have not yet become meaningful tools for day to day management. Indications of related challenges for the project team are the continued existence of multiple conceptualizations of the project structure, the limited usefulness and appropriateness of results indicators, and questions regarding the logical links of project outputs to outcomes.

Lessons Learned

The report outlines a number of lessons that can be derived from the experiences gained during phase III of the Kosovo project, and that may be relevant for UNIFEM programming in other jurisdictions. Four exemplary lessons are listed below.

Neutrality: In a post-conflict region such as the Balkans, it is of high importance for UNIFEM to act as and be perceived as a neutral party. Its UN status and its mix of local and international staff members help UNIFEM in being perceived as such a neutral entity. Another key factor in this context is UNIFEM's demonstrated willingness and ability to work with everyone without taking sides, and its dedication to reaching out to vulnerable groups regardless of their ethnic, religious, or political backgrounds.

Post-Conflict Bridging: UNIFEM's work at the national level in Kosovo, and at regional level has demonstrated how shared concerns over women's human rights can successfully serve as a bridge that re-connects women (and men) from different jurisdictions and helps them (re)-discover common ground and common issues in a setting that is otherwise focused on emphasizing national, ethnic, or other differences between them.

Working with Government: Working in fragile environments carries a considerable amount of risk in view of continuity and thus sustainability of results. This is particularly the case in view of UNIFEM's work with government institutions that are more prone than NGOs to be affected by political changes. From a mere 'value for money' point of view, this may raise questions whether working with government partners in fragile contexts is 'worth the investment'. If, on the other side, one principle of (rights-based) programming is to facilitate interaction between rights holders and duty bearers, then working with government partners is essential.

Local/International Staff: The project has demonstrated a number of benefits of having local staff act as the key UNIFEM representatives on the ground. In the eyes of many stakeholders, this has contributed to UNIFEM's credibility as an organization that takes local interests and needs seriously, and that genuinely aims to strengthen existing local capacities. At the same time the project experience has underlined the benefits of complementing local expertise with strategic use of international staff, not only in the context of facilitating cross-border exchange between jurisdictions, but also in providing specific technical expertise and experience in different settings.

Recommendations

The final section of the evaluation reports provides a number of **recommendations** to UNIFEM that are based on evaluation findings and comments outlined in the previous chapters. The recommendations are accompanied by **suggestions** that relate to practical implications of the respective issue. The four main recommendations are:

Recommendation 1: UNIFEM should explore how to further strengthen the practical usefulness of RBM tools for the day to day work of project staff.

One of the key findings of this report was that results statements and indicators as defined in the project results framework have been of only limited practical use for the team other than in their function to structure internal reporting to UNIFEM HQ. Interviews with project staff indicate that while they feel confident in their general knowledge of RBM, there is a need for additional support related to the practical application of specific tools in different project contexts. UNIFEM HQ and/or the sub-regional office have an important role to play in assisting project teams in developing meaningful results statements and indicators. The global results tracking strategy and system that UNIFEM is currently developing can play an important part in this process.

Recommendation 2: The UNIFEM Kosovo team, with support from the sub- regional office and HQ, should further improve its reporting in view of showcasing successes and tracking cumulative changes over time.

While project reports during phase III have displayed a number of strengths, our report highlighted that there is room for further improvement with regards to establishing and using baseline data effectively, and related to the effective showcasing of achievements. The latter is relevant not merely in view of celebrating successes of a particular project team, but also in view of UNIFEM's corporate learning and its ability to demonstrate the effectiveness of its approaches to a broader audience at the global level.

Recommendation 3: Within its complex regional programme UNIFEM needs to ensure that there is shared understanding of roles and responsibilities, lines of decision making and reporting.

UNIFEM's approach to working in the SEE region has continuously evolved over the past years, with new country (project) offices being created, and with both country/jurisdiction centred and thematically focused programming approaches being applied at the same time. The example of the Kosovo project illustrates that the more complex a programme structure gets, the more important (and more challenging) it is to have clearly established and agreed upon roles and responsibilities of individuals and teams, lines of decision making and reporting, and supervisory relations.

Recommendation 4: UNIFEM should review and - if required - adjust its internal strategies for ensuring an appropriate balance between available resources and scope of work.

The evaluation highlighted that UNIFEM's 'double role' as a UN agency on the one side, and a 'hands on' organization with close connections to grassroots organizations on the other is a niche that positively distinguishes UNIFEM from other organizations. While UNIFEM's financial support to partners is an important and necessary part of its success, another equally important part is non monetary support in form of advice, encouragement, and facilitating networking between individuals and organizations at various levels. However, working in a 'hands on' way is labour intense, and requires considerable time and energy. For the small Kosovo team, work overload has been an ongoing challenge.

A c r o n y m s

ADI	Association for Democratic Initiatives
ADL	Anti Discrimination Law
AGE	Agency for Gender Equality (formerly Office Gender Equality – OGE)
AGFUND	Arab Gulf Programme for United Nations Development Organizations
AOGG	Prime Ministers Advisory Office for Good Governance, Human Rights, Equal Opportunities and Gender
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEE/CIS	Central and Eastern Europe/ Commonwealth of Independent States
CSO	Civil Society Organization
DPKO	Department for Peace Keeping Operations
EU	European Union
GASGE	Group for Analysis and Studies of Gender Equality
GE	Gender Equality
IBC	International Business Center
KDSP	Kosovo Development Strategy and Plan
KGSC	Kosovo Gender Studies Centre
KIPA	Kosovo Institute for Public Administration
KPC	Kosovo Protection Corps
KPS	Kosovo Police Service
KWN	Kosovo Women’s Network
KYN	Kosovo Youth Network
LGEK	Law on Gender Equality in Kosovo
MDG	Millennium Development Goals
MYFF	Multi Year Funding Framework
NAP	National Action Plan
NDI	National Democratic Institute
NGO	Non Governmental Organization
OGE	Office for Gender Equality (now Agency for Gender Equality – AGE)
OHCHR	Office of United Nations High Commissioner for Human Rights
OSCE	Organization for Security and Cooperation in Europe
PISG	Provisional Institutions of Self-Government
PPR	Project Progress Report
RAE	Roma, Ashkali, Egyptians
RBM	Results Based Management

A c r o n y m s

RO	Regional Office
RWL	Regional Women's Lobby for Justice, Peace and Democracy in the Balkans
SCR 1325	Security Council Resolution 1325
SIDA	Swedish International Development Cooperation Agency
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNKT	United Nations Kosovo Team
UNOSEK	UN Office of the Special Envoy for Kosovo

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1. Introduction

1.1 Evaluation Background and Purpose

"From Post-Conflict to development: Advancing Gender Equality and Women's Rights in Kosovo (phase III)" constitutes the final phase of a project launched by UNIFEM in the immediate aftermath of the 1999 conflict in Kosovo. Under the previous phases I and II, UNIFEM work focused on developing capacities of women and national authorities to mainstream gender within governance at central and local levels, and to support women's leadership and equal participation in peace building and rehabilitation processes. Phase III was conceived and designed based on the findings and learning emerging from previous implementation phases. It is expected to end in mid 2008.

With a total funding of \$1,468,137.55 USD the final phase of the project focused on three priorities: i) to mainstream gender in the emerging political and legal frameworks, structures and institutions in Kosovo; ii) to develop capacity to analyze budgets from a gender perspective, especially at a local level; iii) to link partners and advocacy in Kosovo with networks and advocacy at the sub-regional level.

In late 2007, UNIFEM commissioned an external, outcome-based project evaluation in order to provide an independent in-depth assessment of the results of phase III of the project.

Based on the assignment TORs², the evaluation specifically aimed at the following:

- Evaluate the extent to which the stated project outcomes as identified in the logframe have/ have not been achieved;
- Consolidate lessons from experience and make recommendations to guide future programming for UNIFEM;
- Review project management and provide recommendations for the management of future programmes.

UNIFEM contracted two external consultants - Anette Wenderoth (Team Leader) and Argentina Grazhdani (Team Member) - to carry out this evaluation.

The client of the evaluation is UNIFEM (regional office in Bratislava, project office in Kosovo, and headquarters in New York). The findings of the evaluation will be shared with and used by UNIFEM, implementing partners, and relevant stakeholders.

This document is the draft evaluation report, which summarizes the key findings, and observations of the consultants, as well as a number of recommendations and practical suggestions.

² See Appendix III for the Evaluation Terms of Reference.

1.2 Evaluation Methodology

1.2.1 Evaluation Framework

With input from UNIFEM, the evaluation team developed a detailed methodology for the assignment as outlined in the evaluation workplan approved by UNIFEM in January 2008. An evaluation framework that outlines the major evaluation questions and sub-questions that correspond to the three key evaluation objectives stated above is included in Appendix IV.

1.2.2 Data Sources

There were three main sources of data: People, Documents, and a Field Visit.

People

A total of 40 individuals were consulted for the evaluation. Data were collected through semi-structured face-to-face and telephone interviews with individuals, small group interviews, observations, and email correspondence. Exhibit 1.1 lists all stakeholders from whom data were obtained.

Exhibit 1.1 Data Sources: People³

CONTACT	ORGANIZATION/POSITION	METHOD OF CONSULTATION
UNIFEM		
Alice Harding Shackelford	Country Program Director, UNIFEM Pakistan – formerly Europe/CIS Program officer in UNIFEM HQ	Phone Interview
Erika Kvapilova	Program Specialist, UNIFEM CEE RO, Bratislava	Phone Interview
Osnat Lubrani	Regional Program Director, CEE RO, Bratislava	Phone Interview
Flora Macula	UNIFEM Kosovo, Project Manager	Interview
Art Murtezai	UNIFEM Kosovo, Event Coordinator Assistant	Interview
Vlora Nushi	UNIFEM Kosovo, Project Assistant	Interview
Joanne Sandler	UNIFEM Deputy Director, Programs	Phone Interview
Non Governmental Organizations		
Besim Kajtazi	GASGE	Interview
Mirlinda Kusari Albina Batusha	Women's Business Association SHEERA	Interview
Violeta Krasniqi Rexha	Ombudsperson Institution	Interview
Lule Pagarusha	Association for Democratic Initiatives (ADI)	Interview
Justina Pula Shiroka	Minister of Energy. Formerly International Business Center (IBC).	Interview
Igballe Rogova	Kosova Women's Network	Interview

³ Within each sub-group, individuals are listed in alphabetical order.

CONTACT	ORGANIZATION/POSITION	METHOD OF CONSULTATION
Valbona Salihu Advije Gashi Zena Qosaj Fata Zatrici Nevenka Rikallo	Executive Director, Lawyers Association NORMA NORMA NORMA Bosn. Women's Association EMINA, N. Mitrov. Serbian Women's Association "Hand to hand", Fushe Kosove/Kosovo Polje	Group Interview
Veprora Shehu	Medica Kosova	Interview
Luljeta Vuniqi	Kosova Gender Studies Center	Interview
Governmental Organizations		
Qazim Hoxha	Acting Director, Kosovo Institute for Public Administration (KIPA)	Interview
Shqipe Krasniqi	Agency for Gender Equality (AGE)	Interview
Cyme Mahmutaj	Prime Ministers Advisory Office for Good Governance, Human Rights, Equal Opportunities and Gender (AOGG)	Interview
Fahri Sadriu	Kosovo Protection Corps (KPC)	Interview
Behar Selimi Hysni Shala	Kosovo Police Service (KPS)	Interview
Zahire Podrimcaku	Gender Officer, Municipality of Drenas/Gllogovac	Phone Interview
Remzie Maloku	Gender Officer, Municipality of Klina	Phone Interview
UN and International Organizations		
Virgjina Dumnica	UNDP	Interview
Chrystyna Galezia Visare Mujko Nimani	UN HABITAT UNFPA	Group interview
Nadia Cannata Remzije Istrefi	OSCE	Interview
Donors		
Ervor Edman	SIDA	Interview
Other Relevant Individuals		
Nekibe Kelmendi	Minister of Justice/ Women MP	Interview
Teuta Sahatqiu Sebahate Grajcevcic	Women MPs	Interview
Luljeta Vuniqi	Kosovo Gender Studies Centre (KGSC)	Interview
Xheraldina Vula	RTV21	Interview

Documents

The evaluation team reviewed and analyzed a large selection of relevant files, reports, policies, as well as the relevant sources related to the specific context of UNIFEM's work in Kosovo and in South Eastern Europe. A list of written documents and websites reviewed during the course of the evaluation is presented as Appendix V.

Observations: Field Visit

From January 28th - February 1, 2008 the Evaluation Team Leader visited Kosovo for a field mission. During this period, the Team Leader and the Evaluation Team Member who is based in Kosovo carried out data collection through in-person consultations with project stakeholders in Prishtina and Gjakova. The Evaluation Team Member continued with additional data collection after the Team Leader's field visit.

Data Analysis

The team used descriptive and content analyses to analyze the data for this study. Validity was ensured through data triangulation (using convergence of multiple data sources i.e. comparing interview data elicited from different stakeholders, and comparing data derived from interviews with information gained through document review) and compliance with standard evaluation practices. Based on the data analysis, the evaluation team developed findings and recommendations.

1.3 Organization of the Report

This report is organized into 6 chapters:

- Chapter 2 describes key elements in the external and internal project contexts that have impacted on UNIFEM's work.
- Chapter 3 summarizes key findings related to project results and effectiveness.
- Chapter 4 focuses on issues of sustainability of results.
- Chapter 5 analyzes strengths and weaknesses of UNIFEM's approach to project management.
- Chapter 6 concludes the report by summarizing lessons learned, recommendations and suggestions.

1.3.1 Kosovo Project Results Framework(s)

One challenge for the evaluation team was the fact that results frameworks for the UNIFEM Kosovo project have not only evolved during the past three years, but that there also have been different parallel versions of results frameworks at the same point in time.⁴ After reflection and consultations with UNIFEM Kosovo, Bratislava, and New York, we decided to structure this report **according to the latest project implementation plan** (2007) that conceptualizes the project along **four outcomes** with related outputs and indicators. These four outcomes are aligned with the corporate and regional UNIFEM results frameworks. While the initial three project priorities that are also referenced in the evaluation TORs⁵ appear to have been most relevant for guiding UNIFEM's day to day work, we believe that the 4-outcome structure as used in the latest implementation plan may provide a more useful structure for this report as it will allow for easier application of evaluation results in the broader context of UNIFEM's corporate learning.⁶

⁴ The latter was due to the fact that the corporate MYFF related results framework was introduced after the Kosovo project was already underway. The project continued to use the project frameworks initially agreed upon with external donors, but was also obliged to adapt its results structure to align with corporate results categories. Please also see Finding 12 of this report for a more detailed discussion of this issue.

⁵ Gender Equality Mechanisms, Economic Sector, and Women, Peace and Security.

⁶ E.g. it allows for comparison with experiences from other jurisdictions/regions that are structured along the same outcomes.

2. Context

2.1 External Context

This section outlines key developments in UNIFEM's external context during the past three years.

Finding 1: Over the past three years, gender equality and women's human rights have suffered a lack of attention as government and general public in Kosovo have been preoccupied with issues concerning Kosovo's final status and economic challenges.

Consulted stakeholders widely agreed that during the past three years the attention of Kosovo's Provisional Institutions of Self Governance (PISG) as well as of the general public have largely focused on Kosovo's final status, and on economic challenges including the issue of wide unemployment. In this setting, gender equality and women's human rights have suffered from a relative lack of attention.

The field visit for this evaluation took place very shortly before Kosovo declared independence on February 17, 2008.

The government's preoccupation with questions of national status also meant that several of UNIFEM's planned activities involving government partners had to be postponed, as the respective individuals were unavailable. A positive development within this challenging context has been that the recently formed new cabinet included two female ministers, and two female deputy ministers. At the same time women activists in Kosovo, including UNIFEM, noted critically, that despite the PISG's formal commitment to gender equality, the team representing Kosovo in status negotiations with Serbia was composed of men only.

Several consulted stakeholders stated they were hopeful that Kosovo's declaration of independence⁷ would have positive effects for issues of gender equality and women's human rights as i) Kosovo is expected to be strongly oriented towards its future access to the European Union and will thus be interested to demonstrate a commitment to equality and human rights, ii) Donor interest and commitment for investments in Kosovo are likely to increase after independence, which might help alleviate some of the country's economic concerns, and iii) Political parties in Kosovo may face increasing public pressure to develop programs and platforms that address issues beyond the question of national status. At the same time some consulted individuals were concerned that at least for some time after the declaration of independence the implementation of the Ahtisaari proposal⁸ and economic concerns would dominate public and political attention, with gender equality being yet again marginalized.

⁷ At the time of consultations, Kosovo had not yet declared its independence.

⁸ On February 2, 2007, UN Special Envoy Martti Ahtisaari delivered a draft status settlement proposal, covering a wide range of issues related to Kosovo's future, in particular measures to protect Kosovo's non-Albanian communities. While the Serbian government dismissed the proposal, Kosovar leaders widely welcomed it as a detailed schedule for working towards independence.

Finding 2: In Kosovo, a politicized environment combined with limited capacities of some of its partners has posed challenges for UNIFEM's work.

UNIFEM's collaboration with and support to some of its partners has been negatively influenced by a number of factors outside the agency's control. These include:

- Appointment of individuals to leading positions in gender equality focused bodies based on their political affiliation rather than on relevant competence, experience, or interest. This has, for example, severely limited the performance of the newly created Agency for Gender Equality (AGE)⁹, and has diminished AGE's credibility among stakeholders.
- Lack of clarity regarding the respective mandates, roles and responsibilities of AGE and the Prime Ministers Advisory Office for Good Governance, Human Rights, Equal Opportunities and Gender (AOGG), leading to tensions and lack of coordination and collaboration between the two bodies.¹⁰
- High staff turnover in government, partly due to low salaries: individuals frequently leave for better paid positions offered outside the PISG. This poses challenges for continued capacity building within government departments/agencies (e.g. in KIPA¹¹).

Finding 3: While the continued discussions over Kosovo's final status cause tensions across the Balkan region, the environment for networking and exchange among women at a regional level appears to be increasingly favorable.

The memory of the recent violent conflicts continues to influence all players in the Balkan region and in former Yugoslavia in particular. During the past three years, the (then) unresolved question of Kosovo's final status continued to cause tensions between Serbia and Kosovo, but also affected other jurisdictions. While collaboration and exchange at highest government levels still tend to be highly sensitive or, in case of Kosovo and Serbia, more or less impossible, it appears that the context for exchange among *women* leaders and women's networks from different jurisdictions is becoming increasingly favorable.

With more time passing since the immediate experience of war and conflict, women in all jurisdictions across the region increasingly realize and acknowledge that they are facing very similar issues and challenges, no matter which ethnic or other grouping they belong to. These include the experience of facing difficulties in accessing politically relevant positions, and frequently being excluded from decision making processes at the highest levels. At the same time, working with women from other jurisdictions continues to be sensitive, and bringing people together is still often dependent on the support of neutral facilitators such as UNIFEM.

⁹ Initially called "Office for Gender Equality", OGE.

¹⁰ UNIFEM has been able to retain a position that both parties in this conflict perceive as neutral and fair. UNIFEM continues to offer and provide support to both bodies, but also continues to try and mitigate in the ongoing conflict.

¹¹ Kosovo Institute for Public Administration.

2.2 UNIFEM Internal Context

This section points out some relevant developments and changes in UNIFEM's internal context during Phase III of the project.

Finding 4: During the past three years UNIFEM has undergone a number of internal changes at corporate, regional, and national levels. While largely seen as positive, these changes have also posed challenges for the UNIFEM Kosovo team.

Phase III of the Kosovo project witnessed a number of major changes in UNIFEM's corporate and regional organization. These included:

- UNIFEM has increased its presence in the South Eastern Europe (SEE) region. While the regional office in Bratislava was created as soon as 2003, offices in Serbia, Macedonia and Albania were added in 2006. For the Kosovo team this meant that its work has increasingly shifted from a national focus to a regionally integrated one. On the one hand this has opened new opportunities for networking, regional exchange, and replicating successful concepts. At the same time the shift meant a higher workload for staff members due to engagement in regional activities and related travel. UNIFEM is currently in the process of learning from experiences to date, and optimizing its approach to effectively plan for and manage an integrated regional approach to programming.
- During the reviewed project period (2005-2007) UNIFEM's global work was guided by a Multi-Year Funding Framework (MYFF).¹² The MYFF included a corporate strategic results framework that was envisaged to provide guidance for UNIFEM's global programming priorities. The introduction of the MYFF had practical implications for the UNIFEM Kosovo team in that planning, monitoring, and reporting for phase III, as the already existing project results structure had to be aligned with the corporate results and indicators outlined in the MYFF.
- UNIFEM has placed increased emphasis on the application of Results Based Management (RBM) in planning and reporting, including financial reporting, and has put efforts into building staff capacity for RBM, including of the Kosovo team members. UNIFEM's results orientation has been further supported by the introduction of the *Atlas* system to improve its financial management capacity and performance.

Section 5 of this report provides more detailed reflections on the effects of these changes for project management.

¹² 2004-2007

3. Project Relevance and Effectiveness

3.1 Project Relevance

Finding 5: During phase III of the project UNIFEM's work has remained highly relevant in the evolving Kosovar and regional context.

Our consultations with project stakeholders as well as data derived from document review indicate that UNIFEM's work during phase III has remained highly relevant within its context. The project has addressed various needs and gaps at national and regional level, in particular:

- The continued need for capacity development support for government agencies and CSOs working on gender issues in Kosovo, and for facilitation of cooperation between government and CSOs.
- The need for strong advocacy for gender equality and women's human rights at all levels. This need was particularly high as for the past few years political and public debates have been occupied with issues of Kosovo's final status and the economy.
- At a regional level, stakeholders see the continued need for facilitation of exchange between women from different jurisdictions through international parties that are respected, perceived as neutral, and have access to high level international bodies.

One factor that appears to have contributed to the high contextual relevance of UNIFEM's work is that the design of the third project phase was based on the findings of an evaluation of the previous two phases, and included extensive partner consultations with government and CSO stakeholders. The selected thematic project foci align with priorities described in the Kosovo National Action Plan for Gender (NAP) that had been developed in the previous project phase with input from a broad number of local stakeholders.

The Kosovo National Action Plan for Gender (NAP) includes several priorities, several of which (here in italics) are directly addressed by the UNIFEM project: *The Integration of Women in the Economy, Human Rights and Violence Against Women and Children, Women in Politics, Equal Education for Women and Men, Health and Social Welfare, Culture.* A strategic objective addresses the *overall implementation, monitoring and evaluation of the NAP.*

While the continued needs for gender equality and women's rights advocacy in Kosovo and the region have resulted in UNIFEM's work being highly relevant, they also pose a challenge in relation to limiting UNIFEM's work to a manageable scope: In a context where nearly anything is relevant because the needs are high it is difficult to limit UNIFEM's work to a manageable scope and say 'no' to new opportunities for collaboration or support. Also, besides Kvinna til Kvinna, UNIFEM is the only international organization focusing on gender equality and women's rights in Kosovo, which has resulted in high demand for its support. While UNIFEM's corporate, regional, and project results frameworks have provided some guidance, maintaining a reasonable and focused scope of work has been a challenge for the Kosovo team.¹³

¹³ Please also see Section 5.

3.2 Effectiveness

This section summarizes our key findings of UNIFEM's overall effectiveness, and in relation to the four outcome areas as described in the 2007 Implementation Plan.¹⁴

3.2.1 Overall Progress towards Results

Finding 6: UNIFEM has made considerable progress towards all envisaged project results. Consulted partners agree that UNIFEM has been able to do remarkable work with limited resources.

Project documents and interview data indicate that UNIFEM has been able to achieve considerable progress under all of its outlined results areas.¹⁵

All consulted stakeholders – including representatives from different CSOs, government agencies, UN agencies, and another donor organization – described UNIFEM as a key player within the Kosovo context that has significantly contributed to advancing women's rights and gender equality in Kosovo. Stakeholders did not only confirm the results of the various individual initiatives documented in UNIFEM progress reports, but also illustrated a wealth of links between individual project components and players that were not always captured in project documents. Several informants emphasized the relevance of UNIFEM's work and achievements in the local context, and expressed their acknowledgement for UNIFEM's ability to achieve results with very limited human and financial resources (see also sidebar).

"I was really surprised when I came to the UNIFEM office for the first time and realized how small a team they actually had. Based on what I knew about their work, and the many things they were involved in, I had always assumed UNIFEM must have a big office with many staff members."

(UNIFEM partner from government institution)

"It is amazing how much they (UNIFEM) do with only two people on their staff. It is amazing how they add value to the very little funding they have."

(UNIFEM NGO partner)

Our data show that phase III of the Kosovo project effectively built on achievements from the previous project phases. For example, the National Action Plan for Gender, which was developed during phase II, was a key tool for UNIFEM's advocacy and capacity building work in phase III. UNIFEM continued to work with individuals and organizations who had already been involved in the NAP development or other previous initiatives, thus building on established trust and partnerships. At the same time UNIFEM was able to broaden its field of partners during phase III to include institutions such as the Kosovo Protection Corps (KPC), the RAE women's network, or the Kosovo Youth Network. In various cases, UNIFEM partner organizations utilized their capacities gained during previous project phases to support new UNIFEM partners, thus working towards building a shared understanding of and commitment to women's human rights among institutions.

UNIFEM also played an important leadership role in relation to the UN Kosovo Team's (UNKT) work on gender issues, and was effective in establishing and strengthening exchange of women leaders at the regional level.

¹⁴ Please refer to Section 1.3.1 for our rationale for using these 4-outcomes to structure our report, rather than the 3 priorities as described in the evaluation TORs.

¹⁵ This applies to the three priority areas described in the initial project planning documents, as well as to the four outcomes outlined in later planning frameworks.

3.2.2 Progress towards Outcomes

Finding 7: UNIFEM has made considerable achievements under all four project outcomes and their related outputs. A particular strength has been its work on strengthening leadership commitment, technical capacity and accountability mechanisms for gender equality in mainstream institutions.

Interview and document review data provide evidence of UNIFEM's broad achievements during the past three years. Progress has been made towards all four outcome areas and all of their respective outputs. This section summarizes some key observations on each of the four outcomes. The structure for each outcome-related section is based on the current outputs and indicators for the respective outcome as provided in the 2007 Project Implementation Plan.

Outcome 1: Legislation and policies at national and regional levels are formulated and implemented to promote and protect women's human rights.¹⁶

UNIFEM's work under this outcome focused on i) continued capacity building for government institutions and civil servants, and ii) strengthening the ability of CSOs to monitor the degree to which government bodies lived up to their commitments regarding gender equality and women's rights. There is evidence of progress under both foci. Main reference points for UNIFEM's work in this area were the Kosovo National Action Plan for the Achievement of Gender Equality (NAP), and the Law on Gender Equality in Kosovo (LGEK).

Output 1.1 Capacity of gender equality advocates strengthened to contribute to formulation and implementation of NAPs and other GEMs, particularly in the enforcement of women's legal rights.¹⁷

Key achievements under Outcome 1 included:

- Continue support for the **Advisory Office on Good Governance, Human Rights, Equal Opportunities and Gender** (AOGG) of the Prime Minister's office. UNIFEM provided financial and technical support that helped the AOGG in its work on promoting the implementation of the NAP. In 2005, AOGG's advocacy work led to the establishment of the Office for Gender Equality (OGE)¹⁸ as a new gender mechanism at the central level, as well as to the appointment of a gender officer/focal point in each ministry. AOGG also managed to ensure that the NAP as well as the LGEK were included in the Plan for Implementation of the Standards for Kosovo. With UNIFEM's support AOGG worked to enhance the knowledge and awareness of various ethnic communities on the LGEK and the Anti Discrimination Law (ADL), and increase the capacity of civil servants related to implementing both laws. The office also successfully advocated for including gender perspectives into the draft Kosovo Human Rights Strategy (KHRS).

¹⁶ Corresponds with parts of project priority area i) "To mainstream gender in the emerging political and legal frameworks, structures and institutions" as described in the evaluation TORs.

¹⁷ Indicator 1.1.1: Kosovo Development Strategy and Plan (KDSP) reflects gender equality provisions with accompanying budgetary allocations. Indicator 1.1.2: Gender strategies developed by select ministries.

¹⁸ Later transformed into the Agency for Gender Equality (AGE).

- Supporting the newly established **Agency for Gender Equality (AGE)**¹⁹ in developing its own capacity, and in carrying out activities according to its mandate. With UNIFEM's technical and financial assistance AGE was able to review several policies/laws from a gender perspective²⁰, and provide capacity building for municipal gender officers and ministerial human rights officers. AGE successfully advocated for inclusion of gender perspectives into all 22 sectors of the 2006-2013 Kosovo Development Strategy and Plan (KDSP), as well as into the 2006 European Partnership Action Plan for Kosovo. UNIFEM also assisted AGE in working to strengthen the capacity of ministerial gender officers with regards to integrating gender issues in strategic planning. In 2007, AGE embarked on a process of drafting the new Kosovo Program on Gender Equality, which is envisaged to replace the NAP as the key national framework and action plan.
- UNIFEM worked with various CSO partners towards **enhancing their capacity for holding government bodies accountable** for its obligations to gender equality. For example, UNIFEM supported the Kosovo Women's Network's (KWN) "Kosovo Wide Legal Literacy Campaign" that advocated for government accountability with regards to upholding human rights and gender equality. The campaign made use of a legal literacy brochure developed by the Group for Analysis and Studies of Gender Equality (GASGE) with UNIFEM support.

A key challenge in UNIFEM's work with AGE and the AOGG has been the increasingly difficult relationship between the two bodies that is partly based on their overlapping and insufficiently defined mandates and resulting rivalry, as well as on disagreements regarding the general approach taken by the respective other agency. AOGG, but also the wider NGO community in Kosovo, have expressed strong disappointment with AGE's performance to date. While a continued lack of capacities is one issue, AGE has also been perceived as being unable to secure high level political support for its work, and as lacking the political will to engage with relevant stakeholders and to fulfill its mandate. Part of this criticism is based on the observation that AGE has failed to include and consult with civil society organizations. The recent development of the new Programme for Gender Equality (the NAP successor) under AGE has been widely perceived as less participatory and inclusive than the development of the previous NAP that had been led by UNIFEM.

The relationship with AGE illustrates a professional and moral dilemma for UNIFEM: One strength of UNIFEM's work in Kosovo has been to support partner organizations and help strengthen their capacities, but not impose specific approaches on them. In working with AGE, UNIFEM has employed this principle, and has provided support as requested and wished for by AGE.

However, in doing so UNIFEM also had to witness that the new gender mechanism stepped behind some of the successes previously achieved in Kosovo, e.g. the participatory development of the NAP. Some stakeholders therefore raised the question whether UNIFEM should have been more 'pushy' and directive with AGE. At the same time others pointed out that UNIFEM's 'soft' approach further strengthened its credibility and high reputation in the eyes of local partners, and allowed it to retain its position as a neutral entity that has the continued potential to mediate between different stakeholders.

The overlap of AGE and AOGG mandates has also led to a vacuum with regards to providing leadership and supervision to municipal gender officers, and gender focal points in ministries. While both AGE and AOGG have provided some capacity building support to them, there is a lack of coherent leadership and guidance for these officers. The tensions between AOGG and AGE have also to some extent weakened the position of both offices vis-à-vis the Kosovo Parliament and the Prime Minister's office, and has caused disagreement within the NGO sector.

¹⁹ The Office for Gender Equality (OGE) was established in 2005 as a direct consequence of the Law on Gender Equality. It was later renamed an "Agency" to indicate its executive powers.

²⁰ E.g. the draft Kosovo Economic Policy Strategy.

Outcome 2: Mainstream institutions establish leadership commitment, technical capacity and accountability mechanisms to support gender equality and women's empowerment.²¹

UNIFEM's approach in phase III of the project both focused on deepening results achieved in previous phases (e.g. build on its capacity development work with KIPA), as well as on broadening its partnerships to help build the capacities and commitment of other mainstream institutions (e.g. KPC). UNIFEM's work under this outcome has been especially successful in relation to output 2.2 (see sidebar): There is evidence for the successful *institutionalization* (and thus sustainability) of leadership and commitment to supporting gender equality and women's empowerment in several of its partner organizations.

Key examples of achievements under Outcome 2 include:

- With the Kosovo Gender Studies Centre (KGSC) UNIFEM developed a process and methodology for analyzing and monitoring the status of **CEDAW implementation** in Kosovo. A team comprised of lawyers, NGO activists and government officials led by the KGSC is working on the alternative report. A first draft report is currently underway. It is envisaged that the methodology used for the report can be used to easily update findings on an annual basis.²²
- UNIFEM's work with AGE and the AOGG that included various capacity building and awareness raising initiatives led to increased knowledge and skills of directors of municipalities and other high-level municipal officials related to the implementation of **CEDAW** and other international standards such as the **SCR1325**, as well as of the ADL and the LGEK.

- UNIFEM continued its close cooperation with the **Kosovo Institute for Public Administration** (KIPA) as the key entity responsible for the training of civil servants across Kosovo. With UNIFEM support KIPA was able to build sustainable internal capacity for delivering gender trainings: KIPA now has a pool of 25 certified trainers able to

Output 2.1: Regional learning and capacity of government and civil society organizations strengthened on CEDAW implementation, reporting and monitoring.

Output 2.2: Technical capacity of government strengthened to institutionalize gender equality trainings for public servants in Kosovo.

Output 2.3: UNCT better able to reflect coordinated support on gender equality.²³

independently conduct trainings on gender in KIPA and other PISG institutions. Further more, the gender training modules that had been developed by KIPA and UNIFEM in phase II of the project have now been included into the standard training curricula for civil servants.

One important part of UNIFEM's work with mainstream institutions during phase III has been its support to the **Security Sector** in Kosovo, specifically with the Kosovo Police Service and the Kosovo Protection Corps.

²¹ Corresponds with parts of project priority area i) "To mainstream gender in the emerging political and legal frameworks, structures and institutions" as described in the evaluation TORs.

²² UNIFEM had initially worked with the NGO GASGE on this project, but it turned out that GASGE did not have the capacity to conduct the research as planned due to competing obligations of its members. UNIFEM subsequently terminated the collaboration with GASGE on this issue and found another, more suitable partner in the KGSC. With the declaration of independence, Kosovo is expected to be eligible to submit an official CEDAW report. This would fall under the responsibility of AGE. UNIFEM has already discussed with AGE how to approach this task, and is likely to support the agency in this. Kosovo has included CEDAW in its constitution that is expected to be adopted in April 2008.

²³ Indicator 2.1.1: CEDAW monitoring mechanisms initiated. Indicator 2.2.1: Institutionalization of mechanisms and gender trainings within selected government bodies and UN agencies.

With UNIFEM support, the **Kosovo Police Service (KPS)** has established a Gender Equality Board that has developed internal policies and regulations for gender equality based on Kosovo's Gender Equality Law. KPS has been able to institutionalize gender mandates across institutional units/departments, and has developed a detailed Action Plan for gender mainstreaming at central and regional levels. KPS has also worked to enhance public awareness about its gender mandate and projects through public information campaigns, e.g. on its work on addressing domestic violence.

UNIFEM and the KPS have worked together to enhance the capacity of the Kosovo Academy for Public Safety, Education and Development (KAPSED) that is in charge of training of police officers at all levels. The school now has a cadre of trainers for gender equality, as well as a tailored training curriculum that has been integrated into all regular programs.

In reaching out beyond its institutional border, the KPS has constituted a Gender and Security Task Force and is working with the European Union Planning team on how to ensure the integration of gender perspectives into the post-UNMIK security sector in Kosovo. Furthermore, in the context of UNIFEM's regional work on SCR1325, KPS representatives have shared their experiences with gender mainstreaming with colleagues from neighbouring jurisdictions.

The **Kosovo Protection Corps (KPC)**, inspired by the example of KPS, engaged with UNIFEM in order to strengthen its approach to gender mainstreaming. To date, KPC has created a central Board for Gender Equality, as well as a Gender Advisory board at the regional/local level. UNIFEM assisted KPC in enhancing and knowledge and awareness on gender equality of all Board members, as well as of KPC senior staff. KPC has also embarked on integrating gender into its mandatory training for new staff members.

Another area of progress under Outcome 2 is UNIFEM's work with and within the **UN Kosovo Team (UNKT)**. Interviews with other UNKT members, and document review indicate, that UNIFEM has been an active, respected, and appreciated member of the UNKT and has successfully worked to enhance the team's collaboration on gender equality issues. During the past three years, UNIFEM

- Supported the capacity building of UNDP and UNKT staff on gender equality and women's human rights.²⁴
- Initiated the establishment of a UNKT theme group on Human Rights, Vulnerable groups and Protection. UNIFEM and OHCHR co-chair the working group. UNIFEM has also been an active participant in the UNKT's working groups on the Millennium Development Goals, and on HIV/AIDS.

Individual Leadership:

UNIFEM's work with the KPS illustrates the high relevance that the leadership of committed individuals can have for initiating organizational change. During the previous project phase, the former Deputy Commissioner of the KPS, a police General, participated in various UNIFEM-led trainings on Gender equality. Finding himself very interested in gender equality issues, and, through the trainings, finally learning about related tools and approaches that were relevant to his work, the general eventually became one of the KIPA certified trainers for gender equality. He has since been involved in numerous trainings for civil servants. At the same time, he was able to successfully promote gender equality perspectives in his own organization, and raise the Kosovo Protection Corps' interest in doing the same. The General has been active in regional UNIFEM supported activities aiming to share the experiences of the KPS with security sector institutions in neighboring jurisdictions such as Albania. He also serves on the Board of the Kosovo Women's Network.

²⁴ Together with UNDP, UNIFEM developed a successful joint proposal on strengthening 'Women's participation in shaping the future of KS'. Implementation was expected to start in February, 2008.

- Played the lead role in developing a joint UN project proposal on MDG 3 with participation of UNFPA, OHCHR, UNICEF, UN-HABITAT, and UNDP. The comprehensive proposal with a suggested budget of 5.7 million Euros is aiming to strengthen the empowerment of women in Kosovo across the various sectors served by different UN agencies. UNIFEM, in cooperation with the Kosovo Agency for Gender Equality, is envisaged to act as the administrative agency for this joint programme. Consulted UNKT members described the process of jointly developing the proposal as valuable for raising the awareness and commitment of the team for gender equality and women's rights. (See also sidebar).

To date, the UNKT has not been able to secure funding for its MDG 3 proposal, partly due to its proposed budget size. While several donors indicated interest, their potential contributions were not enough to fund the full project. However, the UNKT is decided not to split the original proposal into smaller sized chunks, as it firmly believes in the need to address women's empowerment in a holistic, cross sectoral way.

Interviews with UNKT members from other UN agencies indicated, that UNIFEM is regarded as *the* relevant authority and source of technical expertise among UN agencies when it comes to gender equality. While other agencies do have their own gender focal points, these often deal with gender equality as one among several tasks, and thus have only limited capacity to focus on gender related programming. This makes UNIFEM's advice and support particularly welcome and valuable.

Outcome 3: Gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programs and resource allocations.²⁵

UNIFEM's work under Outcome 3 focused on two areas. The first was to strengthen the ability of women's organizations in Kosovo and the Balkan region for effective monitoring of government activities and advocacy by using international instruments such as the SCR1325 and CEDAW.

Achievements under this first output were particularly strong and include:

- With UNIFEM's technical and financial support, women's NGOs in Kosovo and Bosnia and Herzegovina engaged in the ongoing monitoring of SCR1325 and the launching or related reports for both jurisdictions. UNIFEM also worked to enhance the capacity of these NGOs to continuously improve the quality of their reports.

Output 3.1: Women's organizations capacity increased for monitoring accountability of governments in peace negotiations/negotiations on the final status of Kosovo.

Output 3.1: Key NGOs able to advocate for gender equality in employment and in local budget processes in Kosovo.²⁶

- UNIFEM supported the Kosovo Women's Lobby, a group of female members of parliament, women in media and women in the private sector in strengthening their ability to advocate for gender equality in a more strategic way, including by using international instruments such as SCR1325.

²⁵ Outcome outputs correspond with parts of priority areas ii) ("To develop capacity to analyze budgets from a gender perspective, especially at a local level") and iii) ("To link partners and advocacy in Kosovo with networks and advocacy at the sub-regional level") as described in the evaluation TORs.

²⁶ Indicator 3.1.1: Women's rights advocates establish networks and mechanisms to monitor negotiations on final status of Kosovo. Indicator 3.1.1: Number of NGOs capable of undertaking gender analysis of labor markets and local sectoral budgets.

- UNIFEM’s status as a UN agency enabled individual NGOs as well as women’s coalitions such as the Kosovo Women’s Lobby to have high level meetings (e.g. with the SRSG) which they used to advocate for women’s rights and the inclusion of gender perspectives into the ongoing peace and status negotiations.
- UNIFEM’s support to women’s NGOs from different ethnic communities in Kosovo led to increased exchange, communication, and collaboration among Albanian, Serbian, and Bosniak women in Kosovo. It also helped to increase dialogue between Serbian women in Kosovo enclaves and members of the Government of Kosovo at both central and local levels, allowing women from ethnic minorities to advocate more effectively for their needs and priorities. UNIFEM’s small grants to Serbian and Bosniak women’s NGOs allowed them to enhance their member’s knowledge and awareness of women’s legal rights in Kosovo.
- Due to UNIFEM’s facilitation, regional women’s networks for peace in the region were created. The Women’s Peace Coalition, comprised of the Kosovo Women’s Network (KWN) and the Serbian NGO Women in Black is engaged in local and sub-regional initiatives that, some of which related to the recent debate over Kosovo’s final status. Together, the organizations criticized the absence of women from the decision making processes over the status debate. During the status negotiations the coalition jointly advocated for both sides to be constructive and reach a solution that would honour human rights. UNIFEM assisted the coalition in successfully applying for a US\$ 296K grant from the UN Democracy Fund for its work.²⁷

The evaluation underlined the **relevance of a regional perspective** to UNIFEM’s programming. Not only are the issues and challenges for gender equality and women’s human rights similar across the region, but also have many of the current political and economical tensions that affect individual jurisdictions their roots in the history and development of the whole region. The long debated question of Kosovo’s final status may be the most obvious example for the interconnectedness of local (national) and regional issues.

UNIFEM’s facilitation also led to the creation of the regional Women’s Lobby for Peace, Security and Justice in South East Europe,²⁸ a network of women – including women in high level government positions – who have established an ongoing exchange of experiences, news, and ideas across the region. Members of regional networks repeatedly named UNIFEM’s status as a UN agency and its reputation as neutral entity as a relevant factor that had helped in initiating contact across jurisdictions (see also sidebar).

“UNIFEM is the umbrella under which women come together to realize their rights.”
(Member of the Regional Women’s Lobby.)

The NGO Medica Kosova was supported in conducting an advocacy campaign demanding that women survivors of wartime rape were acknowledged in an amendment of the law on compensation for civilian victims of war. The amendment is currently under deliberation by the Minister of Social Welfare. Medica’s work illustrates how UNIFEM’s support has helped a grass roots level NGO to successfully advocate at the national level.

The second focus of UNIFEM’s work under Outcome 3 was to enhance the capacity of Kosovo NGOs for **evidence based advocacy for gender equality in the economic sector**. UNIFEM’s work was focused on supporting two local NGOs, the Kosovo Business Women’s Association SHE-ERA, and the International Business Centre (IBC), in conducting studies and using them for advocacy purposes.

²⁷ UNIFEM has served as the monitor for project implementation.

²⁸ Also known as the Regional Women’s Lobby.

- SHE-ERA conducted two studies on gender responsive budgeting (GRB), one at municipal and one at central level. The results of both studies were used for the NGOs's advocacy work, focusing on improving the situation of rural women (at municipal level), and the need for Kosovo wide standards and protocols for gender balanced resource allocation. Recommendations from the municipal study and report were included in the Gjakova Economic Development Strategy. At central level, recommendations from the study were included in the economic section of the Kosovo Development Strategy and Plan.
- IBC conducted a survey in 15 communities in Kosovo on Women in the Labour Market, and developed a set of recommendations for consideration by the government. IBC engaged with a number of other partners working on economic research in Kosovo, and worked to enhance their awareness of the need for gender segregated data collection and analysis. The partner jointly developed a strategy for broader dissemination of IBC's report, and for using it as an advocacy tool in the future.

To date, UNIFEM's support has helped to lay some foundations, which future initiatives in the Kosovo economic sector could build on. The completed studies have demonstrated what evidence based advocacy in the economic sector can look like, and how it can be used to work with decision makers and other stakeholders to promote the inclusion of gender perspectives.

Overall however, project achievements in the economic sector are comparatively limited. The work under this output appears to be less interlinked with other project components than we observed for other initiatives. Also, while UNIFEM's work in other areas has included a variety of approaches and individual initiatives, its work in the economic sector to date has consisted of isolated studies only and – to some degree - their use as advocacy tools.

Given that one of the three initial Kosovo project objectives was to 'develop capacity to analyze budgets from a gender perspective', the comparatively limited attention that work in the economic sector has received is surprising. To some degree this may be due to the fact that work on gender responsive budgeting in Kosovo has been part of UNIFEM's *regional* GRB project. The overall effectiveness of UNIFEM's GRB work in Kosovo would thus need to be assessed not only in view of its contribution to the Kosovo project, but also in view of its contribution to the regional GRB initiative. At the same time this does not eliminate the observation that work in the economic sector in Kosovo does not appear to have been approached systematically i.e. beyond the level of individual activities.

Outcome 4: Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls.³⁰

Output 4.1: Increased capacity of NGOs in Kosovo to raise awareness of discrimination of youth and minority groups (focusing on women's rights).²⁹

UNIFEM's work under this outcome has focused on supporting minority women's groups, and youth NGOs to strengthen their ability to effectively raise awareness of discriminatory practices against their respective groups, with a focus on the violation of women's rights. Achievements include:

- Enhanced capacities of the Roma, Ashkali, and Egyptian (RAE) women's network to effectively advocate for their rights. UNIFEM's support to the Kosovo Gender Studies Centre (KGSC) as the implementing agency helped the network to re-establish itself as a formal organization with an

²⁹ Indicator 4.1.1: Increase in public discussions on discrimination of youth and minorities, including women in minority groups in Kosovo.

³⁰ Correspond with parts of priority area iii) ("To link partners and advocacy in Kosovo with networks and advocacy at the sub-regional level") as described in the evaluation TORs.

agreed upon governance structure and a designated coordinator.³¹ As such, the network was able to provide input to the Kosovo Strategy for RAE, and also increase public awareness about the work of the network and the situation of RAE women in Kosovo through appearances on TV.

- UNIFEM worked together with the Kosovo Youth Network (KYN) to develop a project aiming to advocate for the inclusion of gender perspectives into the Kosovo Youth Action Plan and the Law on Youth Empowerment and Participation. Also, the KYN committed to mainstreaming gender within its own activities.

Compared to the other three outcomes, outcome four appears a bit as a 'mixed bag' approach, i.e. as a combination of initiatives that did not fully fit under one of the other outcomes, but that were similar enough (as they both deal with disadvantaged groups) to be merged together. To some extent this may be linked to the fact that the initial project design and ongoing project planning were structured along three priority areas rather than four outcomes, with the support for RAE women being included under the area of "Women, Peace and Security". The work with the Kosovo Youth Network was not initially planned for, but was added on as the opportunity for engaging with the KYN offered itself.

The work under outcome 4 is less visibly linked to UNIFEM's other major achievements than is the case for most initiatives under outcomes 1-3³². In case of working with RAE women this lack of integration may reflect the existing marginalized status of RAE women i.e. the fact that their interests and needs are not (yet) necessarily the ones of 'mainstream' organizations in Kosovo. The collaboration with the KYN, however, appears to be a stand alone initiative not visibly driven by broader strategic considerations.

In our view, there are **a number of other achievements** and characteristics of UNIFEM's work that are not currently captured under Outcome 4, but could be - as that they illustrate that and how UNIFEM works towards changing harmful and discriminatory attitudes and practices that violate the rights of women and girls. For example:

- UNIFEM upkeep close links to the local media, in particular to the TV station RTV21. The station is well known for addressing socially relevant and often sensitive topics, including on gender equality and human rights. RTV21 has been an important ally for UNIFEM, as well as for many of the women NGOs and coalitions that UNIFEM works with. For instance, the station produced and broadcasted an educational documentary (the first ever) on SCR1325, and facilitated subsequent discussions on the topic. Project reports do not yet mention and showcase this strategic collaboration and its effects (e.g. increased media presence of women advocates and discussion time on women's issues) although they are strong examples of how UNIFEM and its partners work to address harmful and discriminatory attitudes. Another example in this area is UNIFEM's work with Medica Kosova that included bringing the taboo topic of wartime rape to the public's attention.
- The 2006 visit of UNIFEM good will ambassador Nicole Kidman to Kosovo appears to have triggered considerable public interest and attention. While project reports have described parts of the visit, they have not included more in depth analysis on the question whether and how Ms. Kidman's involvement may have helped to raise awareness or change attitudes of the public, or what lessons can be learned in relation to the potential role of celebrities as effective means to raise public awareness about women's human rights issues.

These examples might hold opportunities for UNIFEM for further reflection upon the generic underlying approach they represent, and related lessons learned for UNIFEM's work under the corporate outcome 4.

³¹ The network had existed in the past, but without an agreed upon internal structure or an action plan, and had over time more or less ceased to exist.

³² For outcome 3 this only refers to output 3.1.

4. Sustainability

This section looks at the potential sustainability of achieved results after the UNIFEM Kosovo project ends.

Finding 8: While the current instable context in Kosovo poses challenges to the sustainability of results, UNIFEM has created solid foundations for continued progress and achievements with regards to gender equality and women's human rights.

Challenges for sustainability: As described in section 2.1 above, the current Kosovo context remains instable and prone to changes, which – at least to some degree - threaten the sustainability and continuity of past achievements. Particular challenges to the sustainability of the results achieved by UNIFEM and its partners to date are posed by:

- The very recent change of Kosovo's status holds the potential for severe changes in all sectors and at all levels. Several consulted stakeholders were concerned, that at least for some time after the declaration of independence gender equality and women's issues would continue to suffer from a low profile compared to, for example, the tasks of implementing the Ahtisaari proposal and dealing with Kosovo's economic challenges. While the situation also holds considerable potential for women activists to ensure that gender equality is an integral part of the new Kosovar state³³, the exclusion from women in decision making processes to date gives reason for concerns.
- Changes of government priorities and approaches can occur in relation to changes in political leadership. For example, it is currently unclear whether the recently elected government will adopt and use the Kosovo Development Strategy and Plan, a comprehensive document that had been developed under the previous leadership.³⁴ UNIFEM has put considerable effort in supporting partner organizations to successfully advocate for the inclusion of gender perspectives into this document.
- Following the declaration of independence, a number of the so called "vital laws" are about to be adopted by government to satisfy the requirements of the Ahtisaari Proposal.³⁵ It currently appears that at least some of these laws will be adopted without public consultations. Gender advocates fear that gender issues and women's human rights will be ignored in the drafting and passing of these laws. There are also concerns related to the fact that the draft Kosovo constitution does not entail provisions for ensuring equal gender representation in the Kosovo parliament.
- Staff turnover especially in government institutions due to low salaries or politicization of the workplace can limit the degree to which individual capacities continue to contribute to organizational change. For example, KIPA is facing increasing challenges as several of its certified gender trainers have left their previous positions and are no longer available as gender trainers.

³³ The goal of EU accession is widely regarded as carrying considerable potential to act as an incentive for the current or future Kosovo governments to ensure that gender equality is not dropped from the national agenda. It is hoped that the EU will take a strong stand with regards to expected gender equality standards and principles that EU access would be dependent on.

³⁴ The status of the KDSP was unsure even under the former government though, which never formally adopted the plan. At present it appears that the overall KDSP development exercise may have been largely in vain, in the sense that it has not lead to a document that is likely to be implemented by government.

³⁵ These include laws on Local Government (which may affect the roles of municipal gender officers), Municipal finance, Municipal borders, Cultural heritage, the Kosovo Police, Kosovo Security Forces (Army), or the Kosovo Intelligence Service.

- In the current situation there is no guarantee that existing institutions will continue to exist in their current form as Kosovo establishes itself as an independent state. However, related changes do not necessarily have to be negative: Over time, Kosovo may review the relevance of existing institutions, and adapt their number and mandate to the existing local needs and capacities. Such a process could, for example, help solve the current overlap of mandates and related tensions between AGE and the AOGG.

Strengths and Opportunities: Sustainability of results is not merely conditional on UNIFEM’s partner institutions continuing to work in their exact current form and function. Instead, sustainability is also dependent on the continuation of processes, principles, and approaches to gender equality and women’s rights, and their adaptation to evolving contexts. UNIFEM’s work to date has been geared towards ensuring sustainability in this dynamic sense. Some key characteristics of UNIFEM’s approach that are relevant in this context are:

- *Rights Based Approach:* UNIFEM has continuously based its work on existing international agreements and instruments for gender equality, and has strengthened the capacity of a broad number of stakeholders (civil society and government) to effectively use these instruments as advocacy tools. Through its rights based approach UNIFEM has helped to establish a stable point of reference for women advocates that will remain accessible regardless of changes within the Kosovo context.
- *Institutionalization:* In UNIFEM’s support has helped to institutionalize a commitment to gender equality in various public institutions (besides KPS and KPC also KIPA - the key agency for training of public servants). Having gender equality established as an integral part of the respective organization’s structure and strategies enhances the likelihood that gender issues will continue to be addressed even if individuals leave the organization.
- *Ownership:* UNIFEM’s work has been based on the expressed needs and priorities of local stakeholders and has thus focused on building local ownership for achievements. This increases the likelihood that stakeholders have an interest to defend and expand achievements to date.
- *Accountability:* UNIFEM has worked with both government and with civil society, and has facilitated connections between the two levels. In continuously working with duty bearers and with rights holders, UNIFEM has worked towards establishing public expectations of, and demand for transparent and accountable governance.
- *Networking:* UNIFEM has supported a number of charismatic (male and female) change agents. While some individuals may change their roles and positions over time, most are likely to continue to engage as advocates for gender equality and women’s rights. The latter is furthered by UNIFEM’s work on creating networks and fostering linkages between different sectors, initiatives and partners.
- *Enabling partners:* UNIFEM has assisted several partner organizations (such as the KWN) access funding from other donor agencies, thus allowing them to continue and expand their work, as well as enhance their knowledge and skills related to securing resources.

Following independence, it is expected that the **KPC** will be transformed into Kosovo’s army. KPC has indicated its willingness and commitment to ensure that the established mechanisms for gender equality will be included into the structure of the new organization

In the current Kosovo context, it would be unrealistic to think of sustainability in terms of the mere continuation or duration of results that have been achieved to date. In the dynamic and fragile environment of Kosovo and the Balkan region, sustainability is more likely to be found in the continuation of momentum and commitment, in the application of knowledge and skills gained to date, in the use and broadening of networks, or in the increasing institutionalization of gender perspectives in existing and new organizations. UNIFEM's approach has contributed to laying the foundations for this kind of 'dynamic' sustainability. At the same time, the contextual challenges posed to the continuation of achievements are severe, which implies a continued relevance for external support and assistance through international players such as UNIFEM at least in the foreseeable future.³⁶

³⁶ In this context it is important to note that the European Union (EU) is expected to play an increasing role in Kosovo's further development, which in turn may pose increasing requirements for UNIFEM and other agencies to ensure that their strategies and results are aligned with or at least linked to EU policies and envisaged results.

5. Project Management

Finding 9: Consulted stakeholders in Kosovo were highly appreciative of UNIFEM's overall approach with its combination of high level advocacy and 'hands on' support.

All consulted project stakeholders in Kosovo expressed high acknowledgement and praise for the work of UNIFEM – both of the Kosovo team, as well as of other UNIFEM consultants they had worked with. Some key characteristics of UNIFEM's approach that were indicated in interviews and supported through document review are:

- UNIFEM's status as a **UN agency** provides NGO/CSO partners with the needed legitimization for their work, and helps individuals and groups with gaining access to high level forums they would not otherwise be able to

"UNIFEM grants are important to us, but most important is its support in networking. Under UNIFEM's umbrella we have been able to successfully network with women from the region, and jointly influenced international decision makers." NGO partner

access. For example, due to UNIFEM's facilitation, the Regional Women's Lobby was able to meet with the UN Office of the Special Envoy for Kosovo (UNOSEK), Department for Peace Keeping Operations (DPKO), and other international decision makers to advocate for the inclusion of gender perspective in status debates.³⁷

- At the same time, several informants described UNIFEM as exceptionally approachable and '**down to earth**' compared to other international organizations. UNIFEM team members were described as being always

"When I call [the UNIFEM project manager] and she is busy she always apologizes for not being available, and offers another time when we can speak. I have never experienced that kind of accessibility with other UN or international agencies." NGO partner

available to provide advice or hands on support (see also sidebar). Stakeholders perceived UNIFEM staff (local and international) as highly knowledgeable and well informed about the local context as well as about relevant regional and international issues.

- Having **local staff members** play the lead role in UNIFEM's work in Kosovo was widely seen as an asset of UNIFEM's approach by Kosovar (Albanian) as well as international stakeholders. The current Kosovar staff members know all key players working on gender and women's human rights issues, and are themselves widely known in the community. They are intimately familiar with the local and regional contexts, they are not (or at least considerably less) hindered by language barriers and can therefore go out into the field and directly connect with partners of different ethnic groups to find out about their needs and concerns. At the same time, due to their affiliation with UNIFEM as a UN agency, local team members tend to be perceived as 'somewhat international', which allows them – at least to some degree- to play a mediating/facilitation role between members of different ethnic groups in Kosovo and in the region. Especially in this cross border facilitation role however, **strategic support from international** (and thus 'more neutral') UNIFEM colleagues has been particularly useful.³⁸

³⁷ UNIFEM's position as a UN agency has also posed challenges for the Kosovo project. For external partners, it is not always evident or easily understandable, that the Kosovo office is a *project* office, rather than a permanent UNIFEM *representation* office. While resources available for office staff is dependent on limited project funds and thus linked to specific tasks, demands on the UNIFEM team are not.

³⁸ Several informants mentioned occasions in which Kosovar UNIFEM staff members had faced challenges in working with international colleagues from other UN agencies who did not acknowledge them as 'full' UNIFEM representatives by. In some cases, UNIFEM tried to strategically use international consultants to support the local team in such settings.

- Several stakeholders highlighted that UNIFEM did **not impose** specific approaches or ideas, but actually listened to the needs and suggestions of its local partners. This was seen as highly positive and exceptional compared to their experiences with other donor agencies. (See also sidebar).

“UNIFEM’s support to us was never perceived as threatening, but people felt that they were doing things themselves.” Representative of PISG institution
- Stakeholders who had received funding from UNIFEM stated that they found UNIFEM’s **reporting requirements reasonable** and effective. Reporting templates were well structured and comparatively easy to use, and the UNIFEM team was always available to provide advice and assistance if anything was unclear.
- UNIFEM’s **partnerships** with organizations and individuals are not limited to the duration of a project funded by UNIFEM, but often begin beforehand and continue to exist afterwards.³⁹ Rather than a donor, UNIFEM is thus perceived as a partner and ally who is genuinely interested and passionate about the issues at stake, and who treats those it works with as partners rather than as mere grant recipients.
- Within a highly politicized and polarized environment, UNIFEM has managed to remain neutral and continue to work with and mitigate between different partners (e.g. AGE and AOGG, as well as between AGE and women NGOs).

Finding 10: Some aspects of UNIFEM’s internal context have posed challenges with regards to project management. While the Kosovo and regional teams have been able to mitigate most of their potentially negative effects, there is a need for further reflection and discussion within UNIFEM to improve future programming.

Interviews with members of the UNIFEM Kosovo team, staff at the CEE sub-regional office and at HQ indicated that project management during phase III of the Kosovo project faced a number of challenges that – to various degrees – impacted on performance. While there was no single issue that was perceived as a major obstacle, the sum of individual challenges deserves further reflection and discussion within UNIFEM. They include:

Workload: The Kosovo project team has handled a remarkable workload with a broad variety of partner initiatives having to be managed at the same time. Team members fulfilled coordinative and supervisory functions for different projects, as well as administrative tasks, and provided hands on support and advice for individual partner organizations. While none of the consulted project partners complained about a lack of attention or assistance from UNIFEM, UNIFEM team members themselves indicated concerns that the workload increasingly kept them from spending sufficient time in the field and with partners. This limited their ability to closely monitor project progress, identify ongoing and emerging needs of partners, or provide more adequate capacity building support in areas such as RBM based planning and reporting (see also sidebar).

Several of UNIFEM’s NGO partners still have only rudimentary knowledge and skills of RBM and require considerable help from UNIFEM to complete project reports and other documents. Given the broad number of partners UNIFEM works with, this takes up a lot of time and energy. At the same time, there has until now been no room for providing systematic and in depth RBM capacity building for partner organizations that might help reduce UNIFEM’s workload in the long term.

³⁹ Similarly, during phase III of the project UNIFEM has continued and built upon existing partnerships that were established during the previous project phases.

One evident reason for this work overload is the very *small number of project staff* working at the Kosovo office. The other side of the same coin however is the question to what extent UNIFEM has been successful in *limiting its activities to a manageable size* given its available human resources. Project team members themselves indicated that one ongoing challenge for them has been to say 'no' to partner organizations requesting support, or to decline opportunities for engaging in emerging initiatives that deemed relevant.

In addition, the Kosovo Project Manager has increasingly been immersed in regional activities, which further restricted her available time. In a context where the need for advocacy and capacity building on gender equality and women's rights is high, the difficulty to turn down emerging opportunities is highly understandable. Furthermore, UNIFEM's ability to react to emerging opportunities is one of its strengths, and a key asset for an organization working in a dynamic environment. However, if work overload is starting to affect the quality of support that can be provided to different partners, and/or if it affects UNIFEM's ability to monitor and reflect upon its own work, UNIFEM may need to rethink its current approach to defining boundaries and limitations of its work based on available (staff) resources. This also links to the degree to which current results frameworks and other RBM tools have been helpful in providing guidance and orientation with regards to deciding upon priorities.⁴⁰

Lines of Decision Making and Reporting: Within UNIFEM's regional approach, there have been a number of challenges with regards to clear decision making and reporting lines. For example:

- Consulting with colleagues for decision making purposes is a key part of UNIFEM's corporate culture. In some cases however, staff members reported that at the end of such consultations it remained unclear who would now take an actual decision on what was to be done. This was particularly the case in regional initiatives that spread across different jurisdictions;
- The relationship between different international advisors working on the Kosovo project and the Kosovo Project Manager or in the region was at times not clearly defined with regards to leadership, reporting lines, and supervisory functions;
- The Kosovo Project Manager has had changing supervisors over time, including - at one point - two different ones at the same time.⁴¹ This has made it difficult for relationship building, and has posed challenges with regards to providing continued, systematic support and advice.

Financial management: Staff in Kosovo has found it challenging to effectively track project expenses and remaining budget resources on an ongoing basis. This was partly due to the fact that the Kosovo office does not have direct access to the newly introduced *Atlas* system for financial management.⁴² This resulted in frequent calls for information to the team in Bratislava, thus adding to the regional team's workload. Over time, the two teams decided that it would be helpful if the Kosovo office received monthly updates upon expenditures. This has somewhat improved the situation, but

Global Challenge: The challenge of having to operate on short term service contracts is not specific to the Kosovo project, but is experienced by UNIFEM staff across the world. This is largely due to UNIFEM's status as a Fund with relatively small core resources, which in turn limits the organization's ability for long term commitments to staff. One of UNIFEM HQ's priorities during the past four years has been to increase core funds in order to improve working security for more staff members. It is likely however, that a lot of UNIFEM's work will remain project based and dependent on external, project based funds, resulting in continued short term contracts for project staff.

⁴⁰ See also Finding 12.

⁴¹ One in relation to her work on the Kosovo project, and another regarding her work on regional programming.

⁴² Another reason appears to have been work overload that in some cases led to, for example, overlooking upcoming deadlines related to the projects of UNIFEM supported partner organizations in Kosovo.

Kosovo and regional staff continue to see room for improvement of financial management practices. To our knowledge, UNIFEM HQ, in collaboration with the regional and sub-regional offices is currently working on its plans for further decentralization including of financial management functions. Some of the related challenges experienced by the Kosovo and regional teams may be addressed during this process.

Staff contracts: Throughout the project Kosovo team members have worked on service contracts, which provide comparatively less security and (to the knowledge of consulted staff members) fewer benefits than regular UN staff contracts. Also, while the scope of work and the variety of tasks fulfilled by staff have steadily increased, their TORs, titles and salaries have remained the same. While all staff members have remained highly committed to their work, some individuals have experienced these issues as an indication of a lack of acknowledgement of their accomplishments, dedication and professional growth.

Finding 11: UNIFEM project reports have been informative, detailed, and make visible efforts to focus upon results. They show room for improvement with regards to showcasing projects achievements, and using baseline data to demonstrate changes over time.

Our overall impression of UNIFEM project reports was positive: Reports⁴³ provide a considerable amount of details on project activities, but –especially in the more recent ones – also explicitly link activities to *results*, i.e. to changes that have occurred due to or with contribution of project interventions. They include relevant background information that helps readers to better understand contextual challenges. Further, recent reports use vignettes that illustrate the type and relevance of specific achievements in the words of the respective local partners.

Capturing cumulative changes and changes over time: A weaker aspect of project reports is the degree to which they capture higher level changes. Reports provide very little summative analysis of the degree to which various individual initiatives under an output have accumulated to progress towards the respective output, or the degree to which there has been progress towards the overarching outcome.

Baseline data does not necessarily have to be quantitative in nature. For example, in view of assessing the capacities of key partners (such as KIPA, or of selected women's NGOs), the use of *rubrics* might have been helpful. Rubrics allow specifying different components of what 'weak', 'moderate', 'advanced' etc. capacities in a certain area look like. (Self) assessment of partners' capacities at different points in time can also be a helpful tool in the process of capacity building as it helps partners to reflect upon their own learning (needs) and progress.

Similarly, it is not evident whether and what kind of baseline data was used to assess overall project progress during the lifetime of phase III. In particular the final project report could have benefited from including more visible references to 'before and after' type comparisons. As UNIFEM's work built on two previous project phases it did have the opportunity to determine baseline data for at least a selected number of areas. At minimum, the project would have been able to refer to project reports from previous phases as a source of 'proxy' baseline information.

Showcasing achievements: Another area for improvement is that at present project reports miss out on several opportunities for showcasing achievements and highlighting their relevance. For example:

- There are several instances in which UNIFEM has acted as a *catalyst*, i.e. where it has made modest investments, which have led to broader changes. E.g.: UNIFEM's facilitation role for regional networking between KWN and Women in Black triggered a broad range of subsequent activities of these coalition partners. Also, UNIFEM initiated contact between representatives from the security sector and women NGOs in Kosovo. This opened new opportunities for the

⁴³ To external donors and to UNIFEM HQ.

NGOs to inform and educate the security sector about issues such as domestic violence, which in turn influenced internal changes within KPS and KPC. Support to KWN's work on increasing good governance through educating voters has contributed to KWN being invited by OSCE to officially monitor the elections in November 2007.

- Some of the approaches developed and implemented in phase III of the project have been *innovative*, such as reaching out to security sector institutions in Kosovo and making them key allies in promoting and taking action towards gender equality.
- Some approaches that had been developed and successfully tried in Kosovo have been (or are about to be) *replicated* in other jurisdictions. For example, Albania, Serbia and Macedonia have expressed interest in using the Kosovo experience for developing their own National Action Plan for Gender following a similar process.

While project reports mention the respective initiatives, they are currently not highlighted as examples for UNIFEM's role as a catalyst, for innovation or replication – all categories that UNIFEM corporate (global) reports are trying to highlight. Based on conversations with the Kosovo team our impression is that this lack of showcasing is not due to a lack of ability or willingness to do so, but rather a matter of time available for report writing, and for reflection and analysis of project achievements.

Finding 12: UNIFEM has made visible efforts to apply a results based approach to project management and to align the Kosovo project structure with corporate and regional results. To date it appears however that the resulting frameworks have not yet become meaningful tools for day to day management.

Our analysis of project documents, as well as interviews with UNIFEM staff illustrated a number of challenges the project has faced in relation to the meaningful application of results based management (RBM).

Multiple conceptualizations of the project structure: As mentioned earlier in this report, one challenge for the evaluation team was to grasp the actual structure of the Kosovo project due to the existence of various results frameworks depicted in different UNIFEM documents. Exhibit 5.1 illustrates some of these differences.⁴⁴

Exhibit 5.1 Differing Project Results Frameworks

DOCUMENT	PRIORITY AREAS/OUTCOMES	OUTPUTS
UNIFEM Project Planning/Approval Document	3 priority areas	14 objectives (outputs)
Reports to SIDA and AGFUND	3 priority areas, not identical but very similar to project planning/approval document.	No outputs, but explanations of foci for each priority area
Project Implementation Plan 2005	3 priority areas identical with those described in SIDA/AGFUND reports 3 outcomes (one for each priority area). Not identical but thematically similar with the foci described for each area in the donor reports	5 Outputs
Implementation Plan 2006	2 overarching goals (aligned with corporate MYFF) 4 outcomes (outcome #3 is used twice with differing subordinated outputs). Thematic overlap with outcomes described previously, but broader and more generic	9 Outputs

⁴⁴ Please also see Appendix VI for a more detailed table contrasting different depictions of the project results structure.

DOCUMENT	PRIORITY AREAS/OUTCOMES	OUTPUTS
PPR 2006	2 overarching goals (aligned with corporate MYFF, same as in 2006 implementation plan) 5 Outcomes. All but one identical with outcomes described in 2006 implementation plan, but numbering differs	9 Outputs, largely identical with those described in 2006 implementation plan.
Implementation Plan 2007	2 overarching goals (aligned with corporate MYFF) 4 outcomes identical with those used in 2006 implementation plan (outcome #3 used twice with different outputs)	7 Outputs, largely identical with 2006 implementation plan. Two outputs # 3.1.

Two main factors appear to be responsible for most of these differences:

- 1) The introduction of UNIFEM's corporate MYFF with the resulting obligation for all project offices to align their own work with the corporate results framework. The differences between the results structure shown in the implementation plan of 2005 and that of 2006 are due to this development.
- 2) The differences between internal UNIFEM documents such as the PPR or Implementation Plans and reports to external donors reflect the ongoing challenge that (as in other UNIFEM offices) the Kosovo team has to respond to various different reporting requirements: Besides UNIFEM's internal reports, the team also has to respond to the requests of its different donors who tend to expect not only a specific reporting format but also a particular 'cut' on the presented information. The structure of donor reports did not change in 2005/06 to align with the corporate MYFF but remained the same.⁴⁵

The introduction of the corporate UNIFEM results framework meant that an existing project structure had to be fit into a new and partly pre-defined results framework. At the same time, the old 'cut' on UNIFEM's work (i.e. its division into three focus areas) continued to be used in reports to external donors. This made it difficult for the team to perceive the new 4-outcome structure as a fitting representation of what the project was trying to achieve, and to use the new framework as a meaningful tool for planning, implementation, and monitoring.

These challenges indicate that while UNIFEM has adopted the concept of RBM in its **form**, this does not appear to have fully happened with its **content**. In other words: while RBM frameworks, terminology and tools have been applied to the project (and thus a RBM *format* introduced) most of these have remained rather detached from the day to day reality of project management. Interviews with staff members indicate that the project team did not perceive and use them the MYFF aligned results statements or indicators as helpful aides that would have provided useful guidance, but rather as accountability templates that had to be filled in while having little to do with how the team conceptualized the 'actual' project structure.

In our experience, this **detachment of RBM form and content** is a very common challenge during the initial phases of RBM introduction. In case of the Kosovo team, it appears to be less based on a lack of understanding of RBM principles, but rather on a lack of time available for reflecting upon the potential relevance of the new tools for re-conceptualizing the existing project.

Interviews with staff members indicate that the project team did not perceive and use them the MYFF aligned results statements or indicators as helpful aides that would have provided useful guidance, but rather as accountability templates that had to be filled in while having little to do with how the team conceptualized the 'actual' project structure.

⁴⁵ Some other minor inconsistencies remain unexplained, e.g. the difference between outcomes described in Implementation plan and PPR of the same year (2006), or the numbering of outcomes and outputs in the implementation plans for both 2006 and 2007.

Usefulness and appropriateness of results indicators: Consulted UNIFEM staff members pointed out that a particular challenge throughout phase III of the project was to define appropriate and useful indicators for monitoring progress. This is also reflected in project reports. For example:

- For Output 3.1 “Key NGOs able to advocate for gender equality in employment and in local budget processes in Kosovo” the related indicator is the “*Number of NGOs capable of undertaking gender analysis of labor markets and local sectoral budgets.*” UNIFEM progress reports and our consultations with stakeholders however indicate that the number of NGOs UNIFEM has worked with (two) says little about the actual relevance of achievements in this area. Accordingly, the achievements UNIFEM reports describe include the effective application of knowledge and skills for evidence based advocacy, and resulting changes in decision making of local government bodies. In doing so, UNIFEM reports demonstrate that the current performance indicator for this output is not suited to sufficiently capture the essence of what UNIFEM is achieving.
- For Output 4.1 “Increased capacity of NGOs in Kosovo to raise awareness of discrimination of youth and minority groups (focusing on women's rights)” the related indicator is “*Increase in public discussions on discrimination of youth and minorities, including women in minority groups in Kosovo.*” This indicator statement actually describes a result, i.e. a directional change, rather than a static measure that would help determine whether and what type of change has taken place. Reviewed project reports do not illustrate whether and to what degree UNIFEM used this indicator to monitor and report upon progress.⁴⁶

The challenge of defining not too many, but useful indicators is an issue not only for the Kosovo project team or the regional office, but for UNIFEM as a whole. HQ's current initiative to develop a tracking system for the new corporate strategy including a set of revised and optimized indicators is a response to this challenge, and may help alleviate some of the current challenges.

The examples illustrate an important ongoing **challenge** for UNIFEM: on the one hand the need to limit the number of performance indicators to a realistically manageable number, while on the other side ensuring that the selected indicators capture the complex reality of achieved results. While the use of quantitative indicators appears to be a good way to limit the number of indicators and provide ‘objective’ accountability for results⁴⁷, quantitative indicators are often also of only of limited use for capturing the actual dimensions of social change.

Another challenge for UNIFEM is to develop indicators that are able to capture progress in a dynamic context that requires programming to be (at least to some degree) flexible in order to respond to emerging or changing needs and opportunities.

Link of outputs to outcomes: In the current project results framework, the logical ‘link’ of outcome and outputs statements, i.e. the question of how achieving the described outputs will contribute towards the broader level outcome, is not always immediately plausible. This is most evident in case of outcome 4 and the related output, but to some degree also applies to the other outcomes. Project reports, as described above, tend not to provide a lot of help in clarifying linkages between outputs and outcomes.

⁴⁶ The issue of reporting against indicators is also linked to the existence of multiple results frameworks for the programme’s work as described above. The only explicit indicators we are aware of are the ones described in the Project Implementation Plans that are – in the latest version - structured along four outcomes. Reports to donors such as SIDA and AGFUND however are structured along the initial three project priorities for which, to our knowledge, no specific indicators were designed. For the project team this either meant to use the indicators described in the implementation plan, or not use any indicators at all when compiling donor reports.

⁴⁷ In the past, UNIFEM’s nearly exclusive use of *qualitative* indicators has been criticized. See, for example, the 2007 MYFF evaluation. In this light, it is laudable that UNIFEM has included some quantitative indicators in the Kosovo PMF.

6. Lessons Learned and Recommendations

6.1 Lessons Learned

This section outlines a number of lessons that can be derived from the experiences gained during phase III of the Kosovo project, and that may be relevant for UNIFEM programming in other jurisdictions.

Local/International Staff: The project has demonstrated a number of benefits and advantages of having local staff act as the key UNIFEM representatives on the ground. In the eyes of many Kosovar (and international) stakeholders, this has further increased UNIFEM's credibility as an organization that takes local interests and needs seriously, and that genuinely works to further strengthen existing local capacities. At the same time the project experience has underlined the benefits of complementing local expertise with strategic use of international staff, not only in the context of facilitating cross-border exchange between jurisdictions, but also in view of providing in-depth technical expertise and experience in different settings.

Continuity of Partnerships: With various partner organizations (such as the Kosovo Women's Network or the Kosovo Gender Studies Centre) UNIFEM has worked over an extended period of time and has utilized these partners to help strengthen the capacities of other organizations (e.g. KPS supporting KPC, or KGSC helping with the training of KIPA staff). This approach has contributed towards creating formal and informal local networks of trainers and gender equality advocates across organizations, whose work has continued even after UNIFEM's financial support for a specific initiative had run out.

Neutrality: In a post-conflict region such as the Balkans, it is of high importance for UNIFEM to act as and be perceived as a neutral party. Its UN status and its mix of local and international staff members help UNIFEM in being perceived as such a neutral entity. Another key factor in this context is UNIFEM's demonstrated willingness and ability to work with everyone without taking sides, and its dedication to reaching out to vulnerable groups regardless of their ethnic, religious, or political backgrounds.

Post-Conflict Bridging: UNIFEM's work at the national level in Kosovo, and at regional level has demonstrated how shared concerns over women's human rights can successfully serve as a bridge that re-connects women (and men) from different jurisdictions and helps them (re)-discover common ground and common issues in a setting that is otherwise focused on emphasizing national, ethnic, or other differences between them.

Working with Government: Working in fragile environments carries a considerable amount of risk in view of continuity and thus sustainability of results. This is particularly the case in view of UNIFEM's work with government institutions that are more prone than NGOs to be affected by political changes – which, in an evolving jurisdiction, are likely and frequent. From a mere 'value for money' point of view, this may raise questions whether working with government partners in fragile contexts is 'worth the investment', given the risk of frequent changes in staff and institutional structures. If, on the other side, one overarching goal of programming is to facilitate and strengthen interaction between rights holders and duty bearers, then working with government partners is essential. By supporting and engaging with government institutions, UNIFEM publicly models the very core of a rights-based approach, namely the normative expectation that women's human rights are to be addressed not only by civil society, but also by government. Its function of connecting right holders and duty bearers makes UNIFEM's engagement with government institutions highly valuable, even if short-term successes within individual government institutions may be limited.

Costs and Benefits of a ‘soft’ approach: UNIFEM’s work is characterized by its willingness to respond to the needs and priorities of local partners. UNIFEM aims to broaden its partners’ knowledge and awareness on gender relevant issues, but decidedly refrains from imposing specific ideas or initiatives. This approach contributes to UNIFEM’s positive reputation and credibility among local and international partners, and enhances the likelihood of building sustainable local ownership for results. At the same time, it sometimes limits UNIFEM’s ability to ‘push’ towards initially envisaged results in a linear way (as shown, for example, in its collaboration with AGE). This can be a challenge in view of donor expectations and internal obligation to demonstrate specific results within a certain timeframe.

6.2 Recommendations

This final section provides a number of **recommendations** to UNIFEM that are based on our findings and comments outlined in the previous chapters. Each recommendation is accompanied by **suggestions** that relate to practical implications of the respective issue.

Recommendation 1: UNIFEM should explore how to further strengthen the practical usefulness of RBM tools for the day to day work of project staff.

One of the key findings of this report was that results statements and indicators as defined in the project results framework have been of only limited practical use for the team other than in their function to structure internal reporting to UNIFEM HQ.

The upcoming introduction of the new UNIFEM corporate strategic plan (2008 – 2011) will require from UNIFEM staff at all levels to again rethink and “re-package” their work according to a new set of corporate results. The challenges encountered during the past three years related to the introduction of the MYFF can help UNIFEM optimize the introduction and use of the new plan and related RBM tools. Interviews with project staff indicate that while they feel confident in their general knowledge of RBM, there is a need for additional support related to the practical application of specific tools in different project contexts. UNIFEM HQ and/or the sub-regional office have an important role to play in assisting project teams in developing meaningful results statements and indicators. The global results tracking strategy and system that UNIFEM is currently developing can play an important part in this process.

Some suggestions:

- In developing future project/programme frameworks, it will be helpful to ensure a clear distinction between results as depicting *changes* (in size, number, direction, quality), and indicators as specific and *neutral* measures, that do not in themselves indicate a direction of change.
- UNIFEM may want to explore to what extent a combination of quantitative and qualitative indicators can be applied to do justice to the social nature of issues that UNIFEM is trying to influence. Indicators that ask for the mere presence or absence of something (“Gender strategies developed by ministries” – Yes/No) can be limiting in that they do not invite for exploration of questions such as whether the respective ‘something’ is relevant, useful, or appropriate in its context. Where feasible, UNIFEM may wish to try and capture qualitative aspects of progress as well as quantitative aspects (e.g. “Number and Quality of gender strategies developed by ministries”) while aiming to keep the total number of indicators per output small.

- While we are aware that time tends to be a rare commodity for most UNIFEM staff, it may be worth exploring whether in the future project and programme teams can allocate more time for in depth discussion leading to the development of results statements and measures/indicators suitable to track progress. Results frameworks tend to reduce complex concepts into condensed statements, which usually imply a multitude of possible underlying dimensions. E.g., the *quality of gender strategies* could be defined by their alignment with international standards/instruments, their compliance with national frameworks, their relevance in the current policy context (do they duplicate or overlap with existing strategies or do they cover new ground?), the degree to which they are understandably written, etc. While the final indicator statement will not include this level of detail, the process of jointly discussing what, for example, 'quality' will refer to in the respective context can enhance the practical value of the resulting indicators and results frameworks.
- The Kosovo and (Sub)Regional project teams may want to indicate what, if any, specific areas for additional capacity building and/or support they might need from HQ (or from each other) in relation to the development and use of RBM tools.
- Discussions over relevant and realistic results statements and indicators should include the fact that UNIFEM's programming tends to include some degree of flexibility and 'ad hoc' support to emerging initiatives, or react to changes in the project context (e.g. changes of government priorities). The aim should be to aim for results and indicators that, while providing guidance for limiting and focusing programming choices, are also broad enough to allow for some degree of flexibility.

Recommendation 2: The UNIFEM Kosovo team, with support from the sub- regional office and HQ, should further improve its reporting in view of showcasing successes and tracking cumulative changes over time.

While project reports during phase III have displayed a number of strengths, our report highlighted that there is room for further improvement with regards to establishing and using baseline data effectively, and related to the effective showcasing of achievements. The latter is relevant not merely in view of celebrating successes of a particular project team, but also in view of UNIFEM's corporate learning and its ability to demonstrate the effectiveness of its approaches to a broader audience at the global level.

Some suggestions:

- The Kosovo Teams may want to discuss with the sub-regional office and/or HQ what types of support, tools, or enabling conditions (such as more time allocated for reporting) the team would consider to be helpful for further improving its reporting practice, and which of these are feasible.
- The development of a corporate results tracking system – as is currently being prepared by UNIFEM HQ – may be able to help mitigate some of the current reporting challenges e.g. by allowing UNIFEM staff to assign different *codes* to project achievements in order to mark them as 'a case of' something. Thus, a particular achievement could be coded as an example of progress under outcome 1, but also as an example of an innovative approach. This kind of simplified reporting might also relieve staff members of some of the workload currently created by the multiple obligations of reporting internally and to external donors.⁴⁸

⁴⁸ And also provide some relief for staff at the regional office, who currently 'translate' the Kosovo team's donor reports (which follow a different structure) into the MYFF aligned UNIFEM PPR templates.

- Further reflection is needed on how to establish meaningful baseline data, and how/when to utilize it to measure progress over time. Given UNIFEM's multiple initiatives and ways of engagement, it is unlikely that baseline data could (or should) be established for every aspect of programming. Rather, UNIFEM may wish to choose selected parameters that are key for its work, such as 'capacity development', and establish user oriented tools (e.g. rubrics⁴⁹ or scorecard-type tools) to determine what types of capacities the project is trying to strengthen, what existing capacities of partners are at project onset, and what improved capacities are expected to look like.⁵⁰
- In the context of measuring progress over time, UNIFEM may also want to discuss to what extent it can further enhance the use of self-assessment processes of its partners, e.g. in relation to assessing changes in partners' capacities over time.

Recommendation 3: Within its complex regional programme UNIFEM needs to ensure that there is shared understanding of roles and responsibilities, lines of decision making and reporting.

UNIFEM's approach to working in the SEE region has continuously evolved over the past years, with new country (project) offices being created, and with both country/jurisdiction centred and thematically focused programming approaches⁵¹ being applied at the same time. The example of the Kosovo project illustrates that the more complex a programme structure gets, the more important (and more challenging) it is to have clearly established and agreed upon roles and responsibilities of individuals and teams, lines of decision making and reporting, and supervisory relations.

The end of the Kosovo project and the introduction of UNIFEM's new corporate Strategic Plan will pose new demands to team members across the sub-region, but will also offer opportunities to review and enhance existing structures and practices based on the experiences gained so far. Ensuring a clear division of responsibilities among staff members also is a precondition for the successful application of an Internal Control Framework within the sub-regional office and its programmes.

Some Suggestions:

- Rather than aiming to develop 'ideal' management structures, UNIFEM may wish to ensure that there is sufficient room and support for ongoing, systematic reflection and exchange not only on UNIFEM's developmental, but also its organizational effectiveness (i.e. issues of project/programme management). The main purpose of such a mechanism would be to foster UNIFEM's ongoing organizational learning and development.
- Establishing roles and responsibilities of individuals and teams can include exploring and specifying what particular strengths different individuals and teams bring to the program, and how these can be best combined to ensure the highest possible impact. This can include more in depth analysis and discussions over the most strategic use of local and international staff members in different settings.

⁴⁹ A rubric is a scoring tool for subjective assessments. It is a set of criteria and standards linked to learning (or professional development) objectives that is used to assess a learner's performance in agreed upon areas. Rubrics allow for standardized evaluation according to specified criteria, making assess simpler and more transparent.

⁵⁰ In this context the concept of 'Outcome Mapping' may be of interest, as it focuses on agreeing upon and defining specific *behaviours* of partners that development interventions are aiming to achieve. For more information on Outcome Mapping see, for example, http://www.idrc.ca/en/ev-26586-201-1-DO_TOPIC.html.

⁵¹ In particular on Gender Responsive Budgeting, and SCR1325.

- Establishing clearly defined roles and responsibilities may also be a way of expressing acknowledgement of staff members and teams. While the challenge of staff working on service contracts is likely to remain, other causes of staff frustration and de-motivation such as the perceived lack of acknowledgement for achievements may be addressed through ensuring that staff members' TORs are up to date and reflect their actual responsibilities, and that supervisory lines reflect the position and experience of staff members.

Recommendation 4: UNIFEM should review and - if required - adjust its internal strategies for ensuring an appropriate balance between available resources and scope of work.

The evaluation highlighted that UNIFEM's 'double role' as a UN agency on the one side, and a 'hands on' organization with close connections to grassroots organizations on the other is a niche that positively distinguishes UNIFEM from other organizations. While UNIFEM's financial support to partners is an important and necessary part of its success, another equally important part is non monetary support to partners in form of advice, encouragement, and facilitating networking between individuals and organizations at various levels. However, working in a 'hands on' way is labour intense, and requires considerable time and energy. For the small Kosovo team, work overload has been an ongoing challenge.

Some suggestions:

- UNIFEM may wish to explore whether and how it can better base its work planning on concrete experiences with project implementation as gained during the Kosovo project. How much staff/time does realistically have to be planned in for providing hands on support to partner organizations? What resources may be needed for providing systematic capacity building to partner organizations (e.g. on RBM) that can help diminish the workload put on UNIFEM staff?
- In relation to enhancing partner organizations' capacities in key areas such as results oriented project planning and reporting, UNIFEM may want to consider developing a more systematic approach to helping partners to enhance their capacities in these areas (including, for example, a set of needs assessment tools and standard training modules).
- A realistic scope of work is also linked to the use of RBM tools (in particular of results frameworks) as helpful guides for determining strategic project/programme priorities, and also a reference point for – at least sometimes – saying “no” to new opportunities.
- In project proposals to external donors, UNIFEM may wish to explore whether and how it can improve its approach to building a case for including more resources for UNIFEM project staff given the considerable workload that ongoing coaching and mentoring require.
- At UNIFEM corporate level explore, possibilities to access (more) core funds to ensure that country (project) offices have adequate human resources to meet the requirements not only of externally funded projects, but also of the day-to-day demands put to the office in its (perceived) function as a UNIFEM representation office.⁵²

⁵² Many stakeholders are not aware of the difference between a *project* office – that is predominantly funded with limited resources allocated for specific project purposes, and a UN agency *representation* office that is equipped to respond to a number of day-to-day demands such as attending (UN) meetings, or representing the agency in other ways.

Appendix I List of Findings

- Finding 1: Over the past three years, gender equality and women's human rights have suffered a lack of attention as government and general public in Kosovo have been preoccupied with issues concerning Kosovo's final status and economic challenges.
- Finding 2: In Kosovo, a politicized environment combined with limited capacities of some of its partners has posed challenges for UNIFEM's work.
- Finding 3: While the continued discussions over Kosovo's final status cause tensions across the Balkan region, the environment for networking and exchange among women at a regional level appears to be increasingly favorable.
- Finding 4: During the past three years UNIFEM has undergone a number of internal changes at corporate, regional, and national levels. While largely seen as positive, these changes have also posed challenges for the UNIFEM Kosovo team.
- Finding 5: During phase III of the project UNIFEM's work has remained highly relevant in the evolving Kosovar and regional context.
- Finding 6: UNIFEM has made considerable progress towards all envisaged project results. Consulted partners agree that UNIFEM has been able to do remarkable work with limited resources.
- Finding 7: UNIFEM has made considerable achievements under all four project outcomes and their related outputs. A particular strength has been its work on strengthening leadership commitment, technical capacity and accountability mechanisms for gender equality in mainstream institutions.
- Finding 8: While the current instable context in Kosovo poses challenges to the sustainability of results, UNIFEM has created solid foundations for continued progress and achievements with regards to gender equality and women's human rights.
- Finding 9: Consulted stakeholders in Kosovo were highly appreciative of UNIFEM's overall approach with its combination of high level advocacy and 'hands on' support.
- Finding 10: Some aspects of UNIFEM's internal context have posed challenges with regards to project management. While the Kosovo and regional teams have been able to mitigate most of their potentially negative effects, there is a need for further reflection and discussion within UNIFEM to improve future programming.
- Finding 11: UNIFEM project reports have been informative, detailed, and make visible efforts to focus upon results. They show room for improvement with regards to showcasing projects achievements, and using baseline data to demonstrate changes over time.
- Finding 12: UNIFEM has made visible efforts to apply a results based approach to project management and to align the Kosovo project structure with corporate and regional results. To date it appears however that the resulting frameworks have not yet become meaningful tools for day to day management.

Appendix II List of Recommendations

- Recommendation 1: UNIFEM should explore how to further strengthen the practical usefulness of RBM tools for the day to day work of project staff.
- Recommendation 2: The UNIFEM Kosovo team, with support from the sub- regional office and HQ, should further improve its reporting in view of showcasing successes and tracking cumulative changes over time.
- Recommendation 3: Within its complex regional programme UNIFEM needs to ensure that there is shared understanding of roles and responsibilities, lines of decision making and reporting.
- Recommendation 4: UNIFEM should review and - if required - adjust its internal strategies for ensuring an appropriate balance between available resources and scope of work.

Appendix III Evaluation TORs

Background

Project "From Post Conflict to Development: Advancing Gender Equality and Women's Rights in Kosovo" Phase III constitutes a final phase of a project launched by UNIFEM in the immediate aftermath of the 1999 conflict in Kosovo. Under the previous phases I and II, UNIFEM work focused on developing capacities of women and national authorities to mainstream gender within governance at central and local levels, and to support women's leadership and equal participation in peace building and rehabilitation processes. Phase III was conceived designed and built based on the findings and learning emerging from previous implementation phases. The activities planned under this phase were endorsed by a diverse group of stakeholders and partners from Government and civil society as well as from the UN.

With a total funding of \$1,468,137.55 USD the final phase of the project focused on the following objectives: first, to mainstream gender in the emerging political and legal frameworks, structures and institutions in Kosovo; secondly, to develop capacity to analyze budgets from a gender perspective, especially at a local level; thirdly, to link partners and advocacy in Kosovo with networks and advocacy at the sub-regional level. Phase III of the project will end in mid 2008.

Objectives of the Evaluation

The evaluation will be carried out between September and December 2007 and will be for a total of 25 days. The purpose of this outcome-based evaluation is to provide an independent in-depth assessment of the results of the project "From Post-Conflict to development: Advancing Gender Equality and Women's Rights in Kosovo (PHASE II)". The findings of the evaluation will be shared with and used by UNIFEM, implementing partners, and relevant stakeholders. The evaluation will specifically aim at the following:

- Evaluate the extent to which the stated project outcomes as identified in the logframe have/ have not been achieved;
- Consolidate lessons from experience and make recommendations to guide future programming for UNIFEM;
- Review project management and provide recommendations for the management of future programmes.

Scope of the evaluation:

The evaluation will address the following questions, measuring national level work:

a. Programme Results, Relevance and Sustainability

- Achieving programme results: To what extent has the programme achieved its expected results and how? i.e., outputs, contribution to outcomes. What factors account for these results? Were there any unanticipated results? What was not achieved and why?
- Assessing programme relevance: To what degree have changes in the Kosovo context merited a change in project outcomes? At what point in time during Phase III implementation should such changes to project outcomes have been made.
- Strengths and weaknesses: What programmatic strengths and weaknesses emerge from the above analysis of the Kosovo Project Phase III?

- Sustainability: What evidence exists about the sustainability of the networks and other initiatives supported by the programme and the results that have been achieved? What measures have been put in place? What are the key challenges?
- Was the strategy adopted by the project effective in terms of achieving the expected results?

b. Programme Management

- Overall, how effective was programme management?
- How effective was programme monitoring at different levels, the project team, UNIFEM sub-regional office, and UNIFEM headquarters? To what extent was monitoring undertaken and used to improve programme design and implementation?

c. Lessons learned and Recommendations

- What lessons from programme experience could be consolidated from this evaluation and other assessments that could be of value to UNIFEM's peace and security work at the global level as well as to Kosovo?

Products of the evaluation:

- Methodology for outcome based evaluation and process for evaluation.
- Integrated evaluation report highlighting analysis of key evaluation issues under section III a. findings and conclusions, lessons learned and recommendations. The main body should not exceed 30 pages. The report should annex the following: i) evaluation TOR; ii) list of key resource persons interviewed; and iv) key documents reviewed. The evaluation report may also include one or two other annexes on a highly selective basis.
- Two-page executive summary of the integrated report.

Evaluation Methodology

The evaluator will be selected based on a competitive basis, based on a review of methodologies proposed for the evaluation. The methodology will then be finalized in details at the beginning of the contract based on feedback by the Evaluation Manager and the team. The evaluation will involve the following:

- Desk review of all relevant documents on the programme, e.g., those relating specifically to the programme context at the regional and country levels, the programme document, logframe, implementation plan, monitoring reports, assessment and learning mission reports, donor reports, expenditure reports etc. This will be done prior to any field visit, focus group discussion, or individual interviews.
- Interviews and/or group discussions with stakeholders and partners - Selected 'face to face' individual interviews and phone interviews.
- Field visits.

Competencies

Evaluation will be conducted by a team composed of an international consultant as Evaluation Team Leader and a national consultant with proven expertise and track record in evaluating developmental projects and qualifications around the specific thematic issues under evaluation. UNIFEM is looking for applicants with the following qualifications:

a) Evaluation Team Leader

- thorough understanding of gender and development issues, preferably in post-conflict context
- knowledge and experience around the thematic areas under review (gender equality mechanisms, peace building and economic sector)
- experience in leading an evaluation and managing an evaluation team
- demonstrated ability and excellent communication skills to facilitate group discussions
- demonstrated ability to produce high quality evaluation reports, including recommendations for future work of the funding organization/ a donor
- experience and understanding of the regional and sub regional context; knowledge of local language an asset

b) Evaluation Team Member

- knowledge of the status of women and gender equality agenda in Kosovo
- excellent communication skills
- excellent writing skills and ability to extract key findings from the documents/ interviews/ minutes/ reports
- willingness and ability to travel within Kosovo
- high proficiency in English

Required Skills and Experience

- The Evaluation Team Lead is expected to have experience in evaluation of at least 10 years
- The Evaluation Team Member is expected to have experience in evaluation for at least 5 years

Appendix IV Evaluation Framework

AREA OF INQUIRY	KEY QUESTION	SUB-QUESTION	DATA SOURCES	COLLECTION METHODS
<p>1. Contextual Scan</p>	<p>What have been or are expected to be key changes or developments in UNIFEM's external and internal environment that have influenced the organization's work in Kosovo?</p>	<p>External Context:</p> <p>What key developments/changes have influenced the context of gender equality and the advancement of women's rights in the Kosovo context?</p> <p>To what extent have changes/developments in the regional context had an effect on UNIFEM's work in Kosovo?</p> <p>To what extent have developments in the UN system affected UNIFEM's work in Kosovo?</p> <p>What changes/developments at global and regional level have affected or are expected to affect the?</p> <p>Internal Context:</p> <p>What changes have taken place within UNIFEM in Kosovo or at regional level?</p> <p>How have these changes affected UNIFEM's performance in Kosovo?</p>	<p>Documents: Relevant background documents on Kosovo and the region in general, and women's rights issues in particular. UNIFEM CEE regional reports & analyses</p> <p>People: UNIFEM staff (Prishtina and Bratislava), other donors and UN agencies working in Kosovo, Women's organizations/NGOs in Kosovo, relevant Ministries/government agencies in Kosovo</p>	<p>Document Review</p> <p>Interviews in person and per phone/skype.</p>

AREA OF INQUIRY	KEY QUESTION	SUB-QUESTION	DATA SOURCES	COLLECTION METHODS
<p>2. Effectiveness and Relevance</p>	<p>To what extent has the project achieved its expected results and how? i.e., outputs, contribution to outcomes?</p> <p>What unintended results were achieved?</p>	<p>What evidence do existing data provide with regards to the extent that UNIFEM has made progress towards its objectives (as measured by defined indicators)? Specifically: What evidence is there of progress/achievements on:</p> <ul style="list-style-type: none"> • Mainstreaming gender in the emerging political and legal frameworks, structures and institutions in Kosovo; • developing capacity to analyze budgets from a gender perspective, especially at a local level; • Linking partners and advocacy in Kosovo with networks and advocacy at the sub-regional level. <p>What factors account for these results? What was not achieved and why?</p> <p>Is there an indication of stronger progress in specific results areas than in others?</p> <p>Is there indication of any unintended results (positive or negative) of UNIFEM's work?</p> <p>To what extent have the project's intended results remained relevant in view of the changing Kosovo context? Would developments in Kosovo have merited a change in project objectives/envisaged results?</p>	<p>Documents: Relevant project documents including: proposal/concept paper, semi annual/annual reports, financial documents, internal memos and correspondence, outreach and information materials.</p> <p>People: UNIFEM staff (Prishtina and Bratislava), other donors and UN agencies working in Kosovo, Women's organizations/NGOs in Kosovo, relevant Ministries/government agencies in Kosovo.</p>	<p>Document Review</p> <p>Interviews in person and per phone/skype.</p>
<p>3. Sustainability</p>	<p>How likely is the sustainability of achieved results after the project ends?</p>	<p>What evidence exists about the sustainability of the networks supported by the project?</p> <p>What evidence exists about the sustainability of capacity building results that have been achieved?</p> <p>What evidence exists about the sustainability of results related to mainstreaming gender into frameworks/policies etc.?</p> <p>What measures have been put in place to enhance the sustainability of results? What are the key challenges to sustainability?</p>	<p>Documents: Relevant project documents including: semi annual/annual reports.</p> <p>People: UNIFEM staff (Prishtina & Bratislava), donors, UN agencies, Women's organizations/NGOs, relevant Ministries/government agencies in Kosovo.</p>	<p>Document Review</p> <p>Interviews in person and per phone/skype.</p>

Final Evaluation Report

AREA OF INQUIRY	KEY QUESTION	SUB-QUESTION	DATA SOURCES	COLLECTION METHODS
4. Project Management	How effective was UNIFEM's approach to project management?	<p>To what extent have the systems and processes put in place for project management been effective? (Results and activity planning, financial management, communication and outreach, stakeholder management, team coordination, HR management)?</p> <p>How effective was programme monitoring at different levels, the project team, UNIFEM sub-regional office, and UNIFEM headquarters? To what extent was monitoring undertaken and used to improve programme design and implementation?</p> <p>What are the key roles that UNIFEM has played in different contexts and in regard to different players?</p> <p>What have been key challenges encountered with regards to project management?</p>	<p>Documents: Annual and semi annual reports. Any other documents relevant in context of project management.</p> <p>People: UNIFEM staff Prishtina and Bratislava</p>	<p>Document Review</p> <p>Interviews in person and per phone/skype.</p>
5. Lessons Learned & Recommendations	<p>What lessons learned can be generated from the findings?</p> <p>What recommendations can be provided for future programming?</p>	<p>What lessons can be learned with regards to</p> <ul style="list-style-type: none"> • The relevance and effectiveness of UNIFEM's project within its current context? • Strengths and weaknesses of the project approach? • Sustainability of results? • UNIFEM's approach to project management? <p>What recommendations for future programming result from the analysis? (In particular in view of UNIFEM's work in other post-conflict scenarios.)</p>	All of the above	Synthesis

Appendix V Reviewed Documents

DIMENSION	REVIEWED DOCUMENTS
Context	<p>Convention on the Elimination of All Forms of Discrimination against Women (1979)</p> <p>UNIFEM MYFF, 2004–2007 (and updates)</p> <p>UNIFEM Strategic Plan, 2008–2011</p> <p>UNIFEM Multi-Year Funding Framework 2004-2007 for Europe and the Commonwealth of Independent States (and updates)</p> <p>Evaluation of UNIFEM’s Multi-Year Funding Framework (MYFF) System, 2007</p> <p>Programming Guide: Implementing UNIFEM MYFF 2004–2007 (Ten Questions and Answers), June 2004</p> <p>Waldorf, Lee: CEDAW and the Human Rights Based Approach to Programming. A UNIFEM Guide. UNIFEM: May 2007</p> <p>Ministry for Foreign Affairs, Sweden: Strategy for Sweden’s Development Cooperation with Kosovo 2005 –2008</p> <p>UNIFEM / UNDP Project concept paper/proposal: Women’s Participation in Shaping the New Kosovo</p> <p>Commission of the European Union: Kosovo under UNSCR1244 - 2007 Progress Report. November 2007.</p> <p>Agency for Gender Equality (AGE): Kosovo Program on Gender Equality 2007-2013. Explanatory material Draft 1</p> <p>Memorandum of Understanding between UNIFEM Central and Eastern Europe and KDSP Secretariat, Office of the Prime Minister. 2006</p> <p>UNIFEM - Report of the regional consultation gender within the security sector and small arms control. June 5-7, 2007 Durrës, Albania</p>
UNIFEM Project Documents and Internal Reports	<p>UNIFEM Project implementation plans 2005-2007 - From Post-Conflict to Development: Advancing Gender Equality and Women’s Human Rights in Kosovo</p> <p>RER/99/W02 Phase III From Post-Conflict to Development: Advancing Gender Equality and Women’s Rights in Kosovo UNIFEM Central and Eastern Europe Office, Bratislava</p> <p>UNIFEM Program progress report Gender Budgeting in South East Europe, July – December 2006</p> <p>UNIFEM: Main Outcomes of the National Action Plan for the Achievement of Gender Equality in Kosova to the date, June 2006</p> <p>UNIFEM Program progress report Implementing Security Council Resolution 1325 on Women Peace and Security in South East Europe, 2006 – November 2006</p> <p>UNIFEM Program progress report From Post-Conflict to Development: Advancing Gender Equality and Women’s Human Rights in Kosovo, December 2005 – November 2006</p> <p>UNIFEM brochure: “Monitoring the Implementation of Security Council Resolution 1325 on Women, Peace and Security”</p> <p>PAC Minutes – Kosovo Phase II – EUR/CIS Section “From Post-Conflict to Development: Advancing Gender Equality and Women’s Human Rights in Kosovo”, September 5, 2003</p> <p>Slide Presentation on outcomes of Evaluation of From Post-Conflict to Development: Advancing Gender Equality and Women’s Human Rights in Kosovo – Phases I-II</p> <p>Annual report 2006 - UNIFEM Central and Eastern Europe. Bratislava, Slovakia</p>

DIMENSION	REVIEWED DOCUMENTS
UNIFEM reports to Donors	<p>UNIFEM Final report to the AGFUND From Post-Conflict to Development: Advancing Gender Equality and Women’s Human Rights in Kosovo (2005 –2007), Nov. 2007</p> <p>Third progress report to the AGFUND “From Post-Conflict Development: Advancing Gender Equality and Women’s Human Rights in Kosovo” January – July 2006</p> <p>UNIFEM From Post-Conflict to Development: Advancing Gender Equality and Women’s Human Rights in Kosovo - Annual project progress report 2006 to the SDC</p> <p>Program Progress Report to SIDA “From Post-Conflict to Development: Advancing Gender Equality and Women’s Human Rights in Kosovo”, July – December 2005</p>
Reports by UNIFEM partner organizations in Kosovo	<p>Final project report. Kosova Women’s Network: Empowering Women in Decision Making and Increasing Good Governance through Educating Voters, September-December 2007/ September-November 15, 2007</p> <p>NORMA: Final report Meetings of women from Kosova NGOs, November 2006</p> <p>Mirlinda Kusari: Report Gender Budget Analysis and the Impact of Fiscal Policies on the Poverty Level of Rural Women in the Municipality of Gjakova, UNIFEM / KFOS, 2006</p> <p>Kosovar Gender Studies Center (KGSC): Final project report Monitoring the Implementation of CEDAW in Kosovo and Empowering the RAE Women’s Network December 2006 – November 2007</p> <p>Agency for Gender Equality (AGE): UNIFEM assistance to Agency for Gender Equality during 2006. (Memorandum)</p> <p>Association for Democratic Initiatives- ADI: Promotion of Anti discrimination Law and Equal Opportunities Legislation, Protection and Promotion of Minority Women Rights and let’s know our rights, Finalization of the National Strategy on Human Rights. September-December 2006</p> <p>Various: Memos, correspondence, MOUs, other project documents related to broad range of partner projects supported by UNIFEM during phase III (→ CD-Rom with programme data provided by UNIFEM Kosovo)</p>
Websites	<p>UNIFEM corporate website: http://www.unifem.org/</p> <p>UNIFEM Regional Office for Central and Eastern Europe website http://www.unifem.sk/</p> <p>Women, War, Peace http://www.womenwarpeace.org/</p>

Appendix VI Project Results Frameworks

The table below lists the project results structures as presented in different project documents reviewed for the evaluation. The table lists key goals/priority sectors named in the respective documents (bold font) as well as the related outcomes. In cases where no specific outcomes are named (column for donor reports), we quote the foci under each priority area as mentioned in documents.

Further below, the table also lists the various outputs related to each of the outcomes/foci as listed in the respective documents.

Versions of the Project Results Framework

EVALUATION TORS	DONOR REPORTS (SIDA, AGFUND)	PROGRAMME IMPLEMENTATION PLAN 2005	UNIFEM PPR (Nov 2006)	PROGRAMME IMPLEMENTATION PLAN 2007
Goals/Objectives and Outcomes				
i) To mainstream gender in the emerging political and legal frameworks, structures and institutions	Gender Equality Mechanisms Enable government institutions to effectively implement a national action plan for Kosovo and other gender equality mechanisms, and enforce women's legal rights; Increase the capacity of civil society to enhance government accountability on gender equality.	Gender Equality Mechanisms Outcome 2. Legal and political frameworks (new or revised) in Kosovo are engendered and effective in promoting WHR.	Achieve Gender Equality in democratic governance in times of peace and in recovery from war Outcome 2: Legislation and policies at national and regional levels are formulated and implemented to promote and protect women's human rights. Outcome 3: Mainstream institutions demonstrate leadership commitment, technical capacity and accountability mechanisms to support gender equality and women's empowerment.	Achieve gender equality in democratic governance in times of peace and in recovery from war Outcome 1: Legislation and policies at national and regional levels are formulated and implemented to promote and protect women's human rights. Outcome 2: Mainstream institutions establish leadership commitment, technical capacity and accountability mechanisms to support gender equality and women's empowerment.
ii) To develop capacity to analyze budgets from a gender perspective , especially at a local level	Economic Sector Strengthen the capacity of government and civil society to conduct evidence-based analysis on women in the economy and to use the evidence strategically for advocacy.	Economic Sector Outcome 1. Kosovo government and civil society build capacity and demonstrate will to implement gender sensitive policies.	Reduced feminized poverty and exclusion Outcome 1: Gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programs, and resource allocations.	Reduced Feminized Poverty and Exclusion Outcome 3: Gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programs and resource allocations.

EVALUATION TORs	DONOR REPORTS (SIDA, AGFUND)	PROGRAMME IMPLEMENTATION PLAN 2005	UNIFEM PPR (Nov 2006)	PROGRAMME IMPLEMENTATION PLAN 2007
iii) To link partners and advocacy in Kosovo with networks and advocacy at the sub-regional level	<p>Women, Peace and Security</p> <p>Increase women's capacity to monitor and advocate for the implementation of United Nations Security Council resolution 1325, MDGs and CEDAW; Support Roma women in their efforts to network, mobilize and advocate on behalf of their communities; Involve women in the analysis, documentation and application of lessons learned in post-war Kosovo</p>	<p>Women, Peace and Security</p> <p>Outcome 3. Key gender equality actors have the knowledge and tools to advocate for and influence policy, programmes and resource allocations and to monitor accountability in the post-conflict context</p>	<p>Achieve Gender Equality in democratic governance in times of peace and in recovery from war</p> <p>Outcome 1: Gender equality advocates have the knowledge and are positioned to spearhead and transform policies, programs, and resource allocations.</p> <p>Outcome 4: Women are empowered to actively participate in decision making in national and sub-regional peace processes.</p> <p>Outcome 5: Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls.</p>	<p>Achieve gender equality in democratic governance in times of peace and in recovery from war</p> <p>Outcome 3: Gender equality advocates have the knowledge and are positioned to spearhead and transform policies.</p> <p>Outcome 4: Harmful and discriminatory attitudes and practices change to promote and protect the rights of women and girls.</p>
Outputs related to the Outcomes listed above				
NA	<p>Variety of initiatives named under each priority area, but no specific outputs. Foci include:</p> <p>Providing technical support to institutional gender equality advocates</p> <p>Increasing the capacity of advocates to build government accountability on gender equality.</p> <p>Strengthening United Nations Kosovo Team accountability on gender and women's human rights Gender training</p>	<p>1.1 Strengthened capacity of government and civil society to conduct evidence-based analysis and advocacy on women in the economy</p> <p>2.1 Government institutions enabled to effectively implement the NAP and other GEMs, and enforce women's legal rights.</p> <p>2.2 Increased capacity of civil society to enhance government accountability on gender equality.</p> <p>3.1 Women's capacity</p>	<p>1.1 Key NGOs able to advocate for gender equality in employment and in local budget processes in Kosovo</p> <p>2.1 Capacity and gender equality advocates strengthened to contribute to formulation and implementation of NAPs and other GEMs, particularly in the enforcement of women's legal rights</p> <p>3.1 Regional learning and capacity of government and civil society organizations strengthened on CEDAW implementation, reporting, and</p>	<p>Output 1.1 Capacity of gender equality advocates strengthened to contribute to formulation and implementation of NAPs and other GEMs, particularly in the enforcement of women's legal rights.</p> <p>Output 2.1: Regional learning and capacity of government and civil society organizations strengthened on CEDAW implementation, reporting and monitoring.</p> <p>Output 2.2: Technical capacity of government strengthened to institutionalize gender equality</p>

EVALUATION TORs	DONOR REPORTS (SIDA, AGFUND)	PROGRAMME IMPLEMENTATION PLAN 2005	UNIFEM PPR (Nov 2006)	PROGRAMME IMPLEMENTATION PLAN 2007
	<p>of civil servants.</p> <p>Integrating gender equality and women's human rights within the national development strategy.</p> <p>Increasing the involvement of NGOs in the analysis of women in the economy and related advocacy efforts</p> <p>Monitoring reports on United Nations Security Council resolution 1325</p> <p>Increasing capacity of women's organizations to advocate their participation in peace processes (or equivalent).</p> <p>Supporting peace-building networks and inter-ethnic dialogue</p> <p>Involving gender equality advocates in Internal Security Sector Review (ISSR).</p> <p>Gender training and capacity-building for the security sector</p>	<p>increased for monitoring and advocacy on SCR1325, MDG and CEDAW indicators.</p> <p>3.2 Women's capacity increased for the analysis and application of lessons learned in Kosovo</p>	<p>monitoring</p> <p>3.2. Technical capacity of the government strengthened to institutionalize gender equality trainings for public servants in Kosovo.</p> <p>3.3 UNCT better able to reflect coordinated support on gender equality</p> <p>4.1 Capacity of national women's machineries strengthened in Kosovo and SEE to advance implementation of gender equality legislation and/or NAP.</p> <p>5.1: Increased capacity of NGOs in Kosovo to raise awareness of discrimination of minority groups (focusing on women's rights).</p>	<p>trainings for public servants in Kosovo.</p> <p>Output 2.3: UNCT better able to reflect coordinated support on gender equality.</p> <p>Output 3.1: Women's organizations capacity increased for monitoring accountability of governments in peace negotiations/negotiations on the final status of Kosovo.</p> <p>Output 3.1: Key NGOs able to advocate for gender equality in employment and in local budget processes in Kosovo.</p> <p>Output 4.1: Increased capacity of NGOs in Kosovo to raise awareness of discrimination of youth and minority groups (focusing on women's rights).</p>