

**FINAL EVALUATION REPORT
FOR THE UNDP PROJECT**

Combating Sexual and Gender Based Violence

Contract Number: 00063754

Conducted for the United Nations Development Programme in Serbia

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List of Abbreviations

CEDAW	Convention of Elimination of all forms of Discrimination against Women
CoE	Council of Europe
GED	Gender Equality Directorate
GoS	Government of Serbia
EU	European Union
MI	Ministry of Interior
MoLSP	Ministry of Labor and Social Policy
PT	Project team
SGBV	Sexual and Gender Based Violence
VAW	Violence against Women
UN	United Nations
UNDP	United Nations Development Program

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Executive Summary

Brief Description of the Project

Although progress has been made since 2002 by the Government of the Republic of Serbia (GoS) to combat gender based violence, the institutional response and public attitude towards this form of violence has been poor and insufficient. This was emphasised by the CEDAW Committee in 2007 in its final conclusions for the GoS. Civil society's observations also indicated a prevalence of violence against women, the limited availability of services for survivors and the absence of complex and comprehensive solutions to the problem because of low institutional capacities on both national and local levels.

The Project *Combating Sexual and Gender Based Violence* aimed to develop a complex and systematic response to the problems of sexual and gender based violence (SGBV) by strengthening the legislative framework and the institutional capacities to establish public policies to combat SGBV, as well as by raising the population's awareness of the problem. The project contributes to Country Program Output 2.2.1., which calls on public authorities, communities and civil society to improve their capacities, coordination and gender mainstreaming procedures in solving the problems of gender based violence.

The Project began on July 27, 2009 and ended September 30, 2012. The total project budget was approved at 3,011,141 USD by the donor agency, the Government of Norway. The Project was managed and directed by the National Execution (NEX) modality, with a Project Team (PT) office located in Belgrade. The designated national institution (Implementing Partner) was the Serbian Ministry of Labor and Social Policy (MoLSP).

Project Evaluation

The Project's evaluation was conducted in November 2012 and finalised in December 2012 by an independent external consultant. The evaluation was based on the analysis of key project documents and interviews with project team members, stakeholders and beneficiaries (total 11 people) conducted in Belgrade (12-16 November, 2012).

In line with UNDP Serbia requirements, the final evaluation aims to assess the relevance and efficiency of project implementation and the management and effectiveness of the project objectives and results, as well as to identify potential prospects for sustainability. This report also documents lessons learned and includes recommendations to promote the Project's results.

Key Findings

Design and Strategy. The Project had a clear interventionist strategy, based on the identified needs for a systematic response by the government to combat violence against women and to raise the awareness of society in general. The framework contained seven priority outputs and mapped concrete activities that each output was to achieve. The Project implemented complex activities both at national and local levels. The strategy was based on both the qualitative long term impact (cycle of trainings, accumulation of knowledge through research and analysis, study visits, etc.), and quantitative results (media campaigns, internships for students, awards for thesis etc.). Overall, the project strategy and design was helpful in meeting the goals of the Project.

Development of Partnership. Effective partnership development between stakeholders and beneficiaries was built to bring together the expert's knowledge, European best practices and administrative capacities. The partnership has highly contributed to the timely implementation of the project and the prospects for the sustainability of the Project.

Project Implementation. The project team relied on strong project planning and monitoring schemes. This provided a basis to coordinate efforts and activities that were cost-effective. A clear monitoring framework was built into the design of the project following the programming and procedures outlined in the UNDP User guide. From the project's inception, potential risks for the Project's implementation were assessed and counter-strategies designed to overcome them. The financial management under the national (NIM) and direct (DIM) implementation regulations proved to be efficient measures to assure the accountability, transparency and reliability of national institutions.

Results and Effectiveness

Achievements of Objectives. Interviews with the PT, stakeholders and beneficiaries demonstrate that the Project made significant strides in terms of introducing a systematic change in the state's approach to violence against women. Prior to the Project, the institutions in Serbia perceived domestic violence as a private issue or as the socio-pathological behaviour of socially at-risk families. The Project succeeded in mainstreaming a gender-based approach to domestic violence within state institutions and ensuring a targeted focus on the female victims of violence. Overall, the Project strongly supported the state's efforts to create coherent responses to ensure that women have equivalent rights and access to legal remedies.

Achievement of Results.

The Project strengthened the legislative policy framework by developing and adopting the *National Strategy for Combating and Preventing Violence against Women in Family and Intimate Partnership*. It enhanced the institutional capacities of line Ministries and public institutions on national and local levels, which safeguards the state's involvement in the protection against SGBV. The *General Protocol on Cooperation and Proceedings of Institutions, Organs and Organizations in cases of Violence against Women in Family and Intimate Partner Relations* was also developed and adopted to establish the multi-sectoral cooperation of law enforcement, the judiciary, health care and social welfare. The prepared curricula for the Police, Judiciary and Civil Servants were tested in a cycle of trainings that led to up to 658 trained participants.

The Project succeeded in building institutional capacities on the local level through trainings, workshops and initiatives of cooperation among public and civil society organizations. Adopting European best practices, the Project launched a programme for perpetrators of violence against women (VAW), an important step in the effort to end VAW (based on the Norwegian model "Alternative to Violence"). Increased safe-house capacities improved the accessibility of services for the victims/survivors of VAW; however, the minimum standards set by the CoE are yet to be reached in the country.

A broad awareness raising campaign contributed to the effort to combat VAW through prevention and to increase the reporting of information on national and local levels. For example, articles on VAW increased from 90 articles in 2010 to 600 in 2011. The Project also targeted academic youth by fostering their interest in academic research on this issue.

In sum, the project was built around the strategies of an objective-output-impact framework that should allow the project success, measured according to targets met. The Project contributed towards a more coherent state policy response, based on human-rights standards, in addressing domestic violence against women. It applied effective project outcomes dissemination strategies to its project outcomes, which broadened the visibility of Project activities and outputs. The activism and awareness raising that the Project promoted at both the national and local levels established the preconditions for sustained projects results that reach beyond the Project's lifespan.

Concluding Remarks

Financial Sustainability. The financial sustainability of this Project's results is not clear. Regretfully, the Government approved the *National Strategy for Preventing and Combating Violence against Women* and has prepared its *Action Plan*, still pending approval, but with no budgetary allocations for the implementation of either. A potential prospect of financial sustainability is evident in the continued close working partnership between the GED with the UNDP.

Institutional Sustainability. The capacities of the Gender Equality Directorate at the Ministry of Labour and Social Policy have been improved to enable the formulation of public policies, their implementation and monitoring. These have proved to be effective mechanisms to ensure and sustain the coordinated institutional response to VAW.

Social and Cultural Sustainability. The prospects for the social sustainability of the Project's achievements appear very good. The project succeeded in integrating a human rights approach with the state's policy response on violence against women in the family and ensured a targeted focus on female victims of violence. The knowledge and practical skills that were gained through a programme for perpetrators of violence against women has contributed to the development of a more coherent and complex understanding and approach to solving VAW problems. A broad campaign to raise public awareness has led to greater public interest in issues that relate to the prevention of VAW and, particularly, in approaching the issue from a critical and analytical perspective rather than treating it as a criminal, deviant and sensational topic.

Political Sustainability. The project provided an opportunity to tailor an integrated policy-based response that includes punitive, protective and preventive approaches towards the violence against women in Serbia. Dedicated strategic policy documents contributed to the fact that VAW became the subject of state concern and, as such, it has been drawn into the realm of public regulation. Yet despite these positive achievements, a lack of political will and true commitment persist. This may negatively affect the sustainability of project results.

Recommendations

- GED, supported by the UNDP, is recommended to maintain the cooperation it has established in its role as coordination liaison so that SGBV objectives are sustained within the political agenda of the Government. This may best be achieved through the open method of coordination (OMC) that can be a key to action when political will is lacking, but a common concern is perceived.
- The UNDP is recommended to strategically plan more focused project initiatives and seek available donors within the EU accession process in order to further promote human rights and combat gender based violence.
- The UNDP is recommended to actively engage in mainstreaming a human rights approach on gender based violence at the level of cross-border cooperation.
- The UNDP is recommended to continue its effort in developing a social and institutional environment that will contribute to a sustainable and integrated response to VAW in Serbia.

Lessons Learned

- The exchange of skills and knowledge between national and international actors is an important factor to integrate into future initiatives in order to encourage the application of European knowledge/practices/expertise to the national context.

- The “partnership approach” does work and can lead to effective results. It is important that independent consultants, experts and NGOs make joint efforts to develop a policy framework to combat SGBV and promote gender equality policies. By applying the “partnership approach,” the voices of civil society and gender experts engage in constructive alliances rather than in oppositions.
- During the period of transition, when the political and social environment is sceptical towards issues of gender equality and gender-based violence, it is important to build alliances with the policy actors who can undertake leadership and ensure political commitment to mainstream gender in policy discourses.

1. Introduction

1.1. Project Background and Development Context

Since 2000, the Government of Serbia has taken an important step in combating gender based violence through the development of progressive legislation. However, civil society has observed a poor and insufficient institutional response and improvement in public attitudes regarding sexual abuse and violence in intimate relations. This was confirmed by the CEDAW Committee in 2007 which highlighted the limited involvement of GoS in finding effective solutions to eliminate all forms of violence against women, particularly domestic violence, and in gaining approval of comprehensive measures to address it.

During the development stage of the Project, it was learned that the available research on the prevalence of gender based and sexual violence against women in Serbia was conducted in the early 2000s by the NGO *Victimology Society* in Serbia. This study demonstrated the high frequency of incidences of domestic violence against women: 30.6 percent of interviewed women reported being physically abused by their husbands/partners and 12 percent by their fathers. Every second women in the sample of 700 respondents had suffered psychological violence in intimate relations. 9 percent of respondents admitted being sexually abused by their husbands/partners (88.5 percent of the cases).¹

Responding to the remarks of the international human rights community, as well as to national voices, the project *Combating Sexual and Gender Based Violence* was initiated by the UNDP in order to strengthen the institutional capacities of organizations concerned with gender equality. The UNDP also established a systematic and complex approach to improve protection, prevention and, to a certain extent, those instruments of prosecution required by the government in order to respond to sexual and gender based violence. It accomplished this by:

- strengthening the capacity of the Gender Equality Directorate at the Ministry of Labour and Social Policy;
- improving professional knowledge and competences to address the issues of SGBV and gender equality for the state actors of relevant institutions (Ministry of labour and Social Policy, Ministry of Interior, Ministry of Justice, Ministry of Health);
- developing standards for official statistics on SGBV in relevant institutions;
- improving cooperation and coordination of key actors on SGBV;
- enhancing institutional policy mechanisms through the development of strategic policy documents to combat SGBV;
- improving access to services for the victims of SGBV;
- introducing recommendations to undertake initiatives to provide alternative services for perpetrators;
- raising awareness

This Project's goal of building an institutional framework to solve the problems of SGBV contributes to **Country Program Output 2.2.1**, which states that, "Public institutions, local government, communities and civil society have improved and coordinated capacities and gender-mainstreamed procedures to protect and support victims of violence, abuse and neglect,

¹ The same research is quoted in the shadow report to the CEDAW Committee in 2007. See: Voice of difference from Serbia. *Alternative report to the CEDAW Committee*. 2007, p. 25-26. <http://www.iwraw-ap.org/resources/pdf/Serbia%20SR%20%28general%20-%20updated%29.pdf>

and are able to engage in prevention and response planning through participation, dialogue, inter-ethnic and inter-cultural partnership.”

In support of the main objectives of the project, the donor agency, namely, the Government of the Kingdom of Norway provided funding for the activities of the Project for a duration of 36 months. The total project budget was approved at 3,011,141 USD. The Project’s starting date was June 15, 2009.

1.2. Purpose of Evaluation and Key Issues Addressed

This Evaluation Report of the Project *Combating Sexual and Gender Based Violence* has been prepared in response to a request by the UNDP Office in Serbia. Its main purpose is to examine and assess the process and results of the Project with a view to inform the potential continuation or up-scaling of the initiative. The evaluation will address:

- The relevance of the Project. It will determine the extent to which the activity is suited to international commitment and national development priorities and policies, and whether the chosen strategy of intervention and partnership is helpful to meet the Project’s goals;
- The efficiency of Project implementation, estimating the qualitative aspects of project implementation, including organizational and management aspects, as well as the capacities of the project team.
- The effectiveness of the Project to its stakeholder and beneficiaries. This is the key part of the evaluation as it determines the relative success of converting project outputs into desired policy outcomes. Because of the multiple project aims, effectiveness should be measured on policy, institutional and social levels. These will be evaluated both in quantitative terms (number of trained professionals, skills improved, increased number of articles in media, etc.) and in qualitative terms (the institutionalization of procedures and practices, improvement of cooperation, changes in attitudes to gender based violence etc.).
- The prospects for sustaining the benefits of the Project after its completion.

This evaluation report highlights the lessons learned that would improve the implementation of similar future projects in the SGBV area and provides recommendations for possible further initiatives that build on this project’s results.

The evaluation focuses on the following key questions:

1. Has the project achieved its objectives and outcomes as set in the Project document?
2. Was the intervention strategy behind the project effective?
3. Did the project adhere to the country’s project objectives and to international and European commitments?
4. What was the nature and level of cooperation with different partners in seeking results and how well did it fulfill the expectations of the participants?
5. What main tools/mechanisms were introduced to manage project implementation and achieve the main objectives?
6. What are the direct outputs of the project and have they been transformed into the intended project outcomes?
7. How was a human rights approach integrated into the project’s objectives and results?
8. To what extent are the goals of the project sustainable?
9. What are the lessons learned and prospects for future development?²

² Annex 3 provides the evaluation matrix agreed upon between the evaluator and the UNDP-Serbia team during the evaluation in November 12-16, 2012.

1.3. Approach and Methodology of the Evaluation

The evaluation approach was determined by the Terms of Reference (ToR, Annex 1), which were closely followed. The final evaluation field visit was conducted over a period of 5 days (12th - 16th November, 2012) by an independent consultant.

The data for analysis was generated from:

- A review of relevant project documentation provided by the UNDP office in Serbia and other project material available at www.gendernet.rs (Annex 2)
- A visit to Serbia by the evaluator on November 12-16, 2012;
- Semi-structured interviews using questions with key project team members, stakeholders and project beneficiaries (Annex 1);
- In-depth analysis and interpretation of the data collected following the visit to Serbia.

The interview questions were prepared to ensure a greater reliability of the data collected through a triangulation method, i.e., asking similar questions of the stakeholders in the process (the implementing party and the beneficiaries) and comparing their answers. The evaluation adopted a participatory approach in which interviewees were encouraged to discuss (among other things) their own experiences of the Project, what impact it had made on their own organization, community or society, what they felt had been its successes and failures, and what needed to be changed to strengthen the delivery of the Project objectives and outcomes. Wherever possible, the information collected was crosschecked among various sources to ascertain its veracity, particularly if there were conflicting claims.

Given the demanding timeline for the evaluation, the on-site evaluation was performed in Belgrade by meeting stakeholders and beneficiaries from the capital of Serbia without site visits to regional/local settings. Thus, the evidence from the local context is limited. The planned meeting with the former National Director of the Project was cancelled due to her busy schedule, and therefore data on project implementation and management was collected only from project documentation and an interview with the Project manager.

A draft evaluation of the report was submitted on November 29, 2012 and the final report was completed after the receipt of comments from the UNDP on December 12, 2012.

2. Main Findings

2.1. Assessment of the Project Strategy and Design

The rationale of the project is based on a complex approach that aims to:

- Strengthen the legislative and policy framework;
- Enhance the capacities of institutions to protect victims of SGBV and encourage their engagement through inter-institutional cooperation and coordination;
- Raise Awareness.

With these goals in mind, the project planned and implemented a large number of diverse activities that would enable policy actors to take on new tasks in the protection and prevention of gender based violence. The Project goals were well specified and substantiated by context analysis. The objective-output- impact framework contained seven priority outputs and mapped concrete activities that each output would achieve at both national and local levels. The activities covered a) consultancy, research and analysis; b) trainings for diverse target groups (civil servants, police, judiciary, health care, centres for social work, NGOs, media representatives); c) the development of strategic policy documents, uniform procedures and protocols for the conduct of officials of state institutions; d) the standardization of mechanisms for data collection in state institutions; e) support services to SGBV victims f) a broad scope for the campaign to raise awareness. The strategical framework was improved by incorporating programmes to work with perpetrators of gender based violence. This is an important development, in keeping with human rights and gender analysis, because it broadens the public discourse to include not only the perspective of the victim, but also the responsibility of the perpetrator.³

Annual reports and interviews with the project team and beneficiaries suggest that the Project's focus was based on both its qualitative long term impact (such as a cycle of trainings, the accumulation of knowledge through research and analysis, and study visits) and quantitative results (for example, media campaigns that involve society at large, internships for students, awards for a thesis on SGBV). The development of strategic policy documents (a national strategy and action plan, protocols of conduct for police, judiciary, health care and local authorities and curricula on SGBV for civil servants, police and judiciary) complemented the Project objectives and strengthened institutional mechanisms and capacities in order to sustain effective Project outcomes. Overall, the Project strategy and design was helpful in meeting its goals.

2.2. Project Relevance

The overall relevance of the Project is high. As mentioned above, it corresponds to the Country Programme outcome and takes into consideration the Concluding remarks of the UN CEDAW Committee. This project is also in line with the UN's CEDAW General Recommendation 19 on violence against women, the Council of Europe's Committee of Ministers' Recommendation (2002)5 to member states on the protection of women against violence and the National

³ OSCE. 2009. Bringing Security Home: Combating Violence against Women in the OSCE Region. A Compilation of good practices.

European Commission. 2010. Feasibility Study to Access the Possibilities, Opportunities and Needs to Standardize National Legislation on Violence against Women, Violence against Children and Sexual Orientation Violence. Luxembourg: Publication Office of the European Union.

Conference on Combating Violence against Women within the Council of Europe's Campaign to Combat Violence (2007). The project adheres to the fourth priority of the EU Strategy for Equality between Women and Men 2010-2015 that puts emphasis on both the protection of victims and the need to develop a comprehensive and effective policy framework to combat gender-based violence.⁴ On the national level, the Project is designed to address the issue of combating gender based violence, which is one of six priorities of the National Strategy for Improving the Position of Women and Promoting Gender Equality 2010-2015 in the Republic of Serbia (adopted by the Government of the Republic of Serbia in 2009).

Current research on the EU member states' implementation of international and European obligations to combat violence against women suggests building sufficient capacity at local levels to improve the geographical spread of support services to victims of VAW.⁵ Thus, the Project is in line with European initiatives. In terms of geographical scope, the project activities targeted regional/local areas by providing trainings for local police, judicial bodies, healthcare, CWS and NGOs and by enhancing the social learning process for local public and civil society actors and media. By engaging the local public authorities and local actors to protect victims of domestic violence, the Project made an effort to create a sustainable structure at the local level.

Interviews with the project team and beneficiaries revealed that the Project outputs, tools and approaches, and particularly the results of the Project's activities, were considered very important contributions to the government's commitments to eliminate gender based violence and to endorse a human rights and non-discrimination approach. In targeting the government, the Project relied on the due diligence standard articulated in the 1993 UN Declaration on the Elimination of Violence Against Women. It calls on the state to assume the obligation of taking positive steps to prevent and protect women from violence and to respond to acts of violence against women.

2.3. Development of Partnership

The annual project implementation reports show that a close cooperation between the Gender Equality Directorate, the Project team and the UNDP was established. This partnership was built to support inter-institutional coordination between the GED and the project administrative capacities of the Project team and the UNDP. The partnership has highly contributed to the effective and timely implementation of the Project and the prospects for sustaining its results.

The GED was in a position to request line ministries to commit to the Project implementation by delegating their staff and ensuring participation in trainings on SGBV. In addition to its access to various state institutions, the GED holds the mandate for gender equality policy development and the implementation of activities identified in the National Strategy for the Advancement of the Position of Women and Gender Equality. The GED has relied on the Project to strengthen its cooperation with local equality bodies and to enhance their voices in local communities. The Minister of Labour and Social Policy appointed the National Project Director and delegated this director of the GED to undertake leadership of the Project. In 2010, the National Project Director was reappointed, and the state secretary of the Ministry of Labour and Social Policy took the lead

⁴ *European Commission*. 2010. Strategy for equality between women and men 2010-2015. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:0491:FIN:EN:PDF>

⁵ *European Commission*. 2010. Feasibility Study to Access the Possibilities, Opportunities and Needs to Standardize National Legislation on Violence against Women, Violence against Children and Sexual Orientation Violence. Luxembourg: Publication Office of the European Union

in the Project. Feedback received from the project team and stakeholders suggests that leadership by a high-ranking state official contributed to the Project's increased credibility among state institutions. It also greatly improved ownership by the MoLSP and MI for the Project results through its active engagement, cooperation, constant communication and exchange of information on project activities, results, possible risks and the solutions to overcome them.

The Project has had a very highly-skilled and devoted project implementation team. During the recruitment process, as indicated in the Update of Status Implementation document (27-07-2009), there was a disagreement between the GED and UNDP about whether selected candidates had adequate experience for the relevant project team positions. The UNDP undertook an active role in providing support in the capacity development of project team members to enhance their competences so that they could complete the assigned tasks of the Project. As a result, the direct Project beneficiaries referred to the project team members as "very competent" with very strong expert knowledge and experience. Most importantly, they were viewed as truly engaging themselves in the process of achieving the quality and efficiency of the activities, rather than simply meeting formally planned outputs. Interviews with beneficiaries suggest that the project team succeeded in creating a mutually beneficial partnership, offering flexibility when carrying out planned activities and encouraging open communication. This greatly contributed towards generating much goodwill and interest among beneficiaries, who responded with the investment of their own energy, time and resources.

This strategic and mutually beneficial partnership was built with civil society organizations on the national and local levels through conferences, consultations, working group meetings and grant competition procedures. A diverse range of issues were taken into consideration by inviting civil society organizations that work for the social inclusion of the Roma, disabled women and sexual minorities. Through this partnership, knowledge on international and European best practices were accumulated and disseminated, inter-institutional dialogue was ensured, and concrete strategic documents (national strategy, action plan) were developed. This served well to raise the visibility of project results on the national and local levels and also empowered civil society voices in the development of policy on issues of combating violence against women.

2.4. Assessment of Project Implementation

The Project was executed under UNDP requirements for the National Execution (NEX) modality with the GED as the National Implementing Partner and the UNDP providing technical support.

The Project team served as the main focal point between the Project and Government institutions and provided general oversight as well as guidance on project implementation. Guidance for programming activities related to the SGBV project was provided by the Project Board and included representatives of the GED as Senior beneficiary, the National Project Director and a representative of the Ministry of Labor and Social Policy as Executive Members, and representatives from the Norwegian Ministry of Foreign Affairs and the UNDP as Senior Suppliers. The Project Document indicates that the execution and implementation arrangements were formalized in an agreement between the Government and the UNDP. Annual reports on Project implementation and interviews with the project team suggest that consultations, coordination, and collaboration between the project team, the implementing partner and the UNDP occurred on a regular basis.

The same core team members worked on the Project's implementation during the Project period, except for the project manager who was replaced in November 2011. This continuity in the project team contributed to a consistent implementation process from beginning to end.

When technical support was required, the Project's approach was to engage various short-term consultants (mostly national), through public procurement procedures, to complete research or the academic analysis of policy documents, to develop and produce the curricula for civil servants, police and judiciary, to produce handbooks and training materials and other similar tasks. The project team managed to engage the best available experts to carry out a quality of work that helped it complete project tasks and build strong partnerships among consultants. Judging from interviews, informal initiatives were taken by the consultants to discuss and agree upon the common conceptual aspects of SGBV in order to apply these to the content of the curricula and trainings for diverse target groups (police, judiciary and civil servants).

Interviews revealed that the stakeholders and beneficiaries' participation was generally strong during the Project's implementation. The broad partnership was valued by the civil society organizations for maintaining transparency. Interviews with beneficiaries, however, highlight some critical remarks on the operational level. The interviewed actors criticised the limited intervention by the Project team to effectively manage debates and to outline clear roles and responsibilities for participating parties within the working group that drafted the strategic policy documents. As a consequence, some leading NGOs withdrew from this process. These operational obstacles did not impede the delivery of the final product or the partnership networks with civil society; however, it revealed the need for better planning in the selection of strategic partners and negotiating their functions and expectations within a specific task. In general, the Project team succeeded in ensuring the stakeholders and partners' involvement, which is very important for promoting long-term commitments to combat SGBV in the context of a politically unstable context.

2.5. Assessment of the project management

The project team relied on effective project planning and monitoring schemes. The project team provided evidence that Project activities were planned annually, reviewed each quarter and amended when needed. This allowed the project team to monitor planned expenditures and quickly intervene to provide needed activities, using the resources available. A clear monitoring framework was built into the design of the project and followed the programming and procedures outlined in the UNDP User guide. The project team produced annual reports, an overview of project results, and reports on implemented activities that included detailed descriptions of project performance and the achieved quantitative indicators.

Judging from the documentation provided, the annual targets of the Project were quite realistic regarding the time required to satisfactorily implement planned operations. Since the Project's inception, the project team assessed potential risks for Project implementation, designed the necessary counter-strategies to overcome them and regularly reviewed the external environment for any effect it might have on the Project's implementation. The interviews with the project team and stakeholders indicated that the chosen management strategy facilitated the implementation of the Project and the achievement of expected results. UNDP support was significantly valued by the team to mitigate any potential challenges during the implementation phase, particularly between national stakeholders, the National Project Director and politicians at the Ministry of Labour and Social Policy.

The financial management of the project was carried out under the national (NIM) and direct (DIM) financial regulations. All bids were put out to competitive tender (requiring a minimum of three bids except in exceptional circumstances), followed national/or UNDP public procurement rules and procedures, and aimed to find value for money across all project activities. Management procedures to procure Project goods and services and to recruit consultants followed existing national/or UNDP public procurement rules and procedures. The procurement process was entirely managed by the Project team. The project NIM procurement procedures were used in line with national laws and approved by the Project manager and National Project Director. The application of the dual procedures served as a capacity building process for national institutions. National Implementation (NIM) was applied after the process of capacity assessment of the institutions and prior to the start of the Project. A Letter of Agreement between the UNDP and the national implementation partner was signed in order to agree upon the procurement provisions. Though monitoring and exchange of expertise by the UNDP was maintained, this UNDP policy also has the positive impact of making national institutions accountable, transparent and trustworthy.

The information provided by the Project team shows that the Project was audited twice during the Project's life by external auditors procured by UNDP. Following UNDP regulations, final audit conclusions were not provided to this evaluator. Nevertheless, the project team presented firm evidence that resources were used efficiently. Judging from interviews with the project manager and team, some resources were secured in the final stage of the project's implementation due to revision of the budget and savings through currency exchange. The Project then produced more products with the committed resources than planned at the beginning. For example, a feasibility study was carried out on the development of national SOS line in Serbia. This activity was complemented by an exchange with the UK about best practices on establishing SOS lines. In training sessions for Project beneficiaries, dissemination of the UK experts' knowledge was presented by Professor Liz Kelly and focused on various services for victims.

An analysis of the Project's progress reports and interviews with the project manager revealed that the Project aimed at investing in the development of an integrated policy approach and a multidisciplinary intervention structure to combat sexual and gender based violence, rather than building and providing services. It requires skilful management to implement such complex activities and time and resources to create the dialogue and networks with the stakeholders, line ministries, national and local public institutions, civil society organizations and media. Success in these areas significantly contributed to the achievements of the Project goals.

3. Results and effectiveness

3.1. Achievement of Objectives

The key international obligations undertaken by the GoS as referred to in the chapter "Relevance" require that the state recognizes that violence against women is a form of discrimination as well as a human rights violations. Human rights standards require that the state should protect and assist, prevent, punish and provide remedies for acts of VAW. International obligations require the state to implement the rights-fulfilling functions in good-faith and in effective ways, rather than merely enact formal legal provisions.⁶

⁶ *Special Rapporteur on Violence against Women. The Due Diligence Standard as a Tool for the Elimination of Violence Against Women*, 35, U.N. Doc. E/CN4/2006. P.61

The Project took a significant step in terms of introducing systematic change in the state's approach to violence against women. Prior to the project, the institutions in Serbia perceived domestic violence as a private issue or as the socio-pathological behaviour of socially at-risk families. The Project succeeded in mainstreaming a gender-based approach to domestic violence within state institutions and ensuring a targeted focus on the female victims of violence. MoLSP as a national implementing partner of the Project and duty-bearer for national gender equality policy, initiated an integrated human rights approach within the policy discourse and in multidisciplinary interventions. During all stages of the Project, MoLSP approached and cooperated with line ministries and a number of relevant institutions whose response is necessary in order to provide adequate prevention, protection and support to the victims of gender based violence. These institutions include the Ministry of Justice, the Ministry of Interior, the Ministry of Health, as well as numerous institutions at the local level and NGOs. Overall, the Project strongly supported the state's efforts to create coherent responses to ensure that women have equivalent rights and access to legal remedies.

3.2. Achievement of results

The maintenance of project output records was the responsibility of the Project team which it has performed in an entirely adequate manner. Analysis of the Project documents and interviews with the project team and beneficiaries demonstrates that the projected results were very realistic, in line with the Project's goals and were all achieved by the end of the Project. The direct project beneficiaries and stakeholders have acknowledged their satisfaction with the Project outcomes in terms of the knowledge accumulated and project products that resulted (research, policy documents, protocols of conduct for police, judiciary, civil servants, health care, manuals and handbooks), as well as the impact made through the cooperation and coordination between state and civil society organizations, the improved access to services for victims of SGBV and the raised awareness of society in general. As highlighted below, the project achievements are consistent with the international human rights framework.

3.2.1. Strengthened Legislative Framework

- The Project developed the *National Strategy for Combating and Preventing Violence against Women in Family and Intimate Partner Relationships* and a *National Action Plan*. The Strategy was adopted by the Government of the Republic of Serbia in 2011, while the NAP was submitted to the Gender Equality Directorate and the adoption is pending. The adoption of the Strategy indicates the institutional policy framework which has a clear gender perspective in addressing domestic violence. The National Strategy was translated and published in two languages, English and Serbian, under Project support. The document is a powerful tool for civil society organizations to build their advocacy strategies in demanding that the state commit to its implementation.

3.2.2. Strengthened Institutional Capacities for Establishing Public Policies to Combat SGBV

- The Project introduced integrated service delivery and an inter-institutional protocol on cooperation. In order to strengthen the institutional response to VAW, the project developed *The General Protocol on the Cooperation and Proceedings of Institutions, Organs and Organizations in Cases of Violence against Women in Family and Intimate Partner Relationships*, which was adopted in 2011 by the Government of the Republic of Serbia in the form of a General Conclusion. This is an important strategic document advancing protection for the victims of domestic violence by establishing the multi-sectored cooperation of police, judiciary, health care, social welfare and other institutions. The

General Protocol sets guidelines for inter-institutional cooperation between line Ministries (Ministry of Interior, Ministry of Justice, Ministry of Health and Ministry of Labor and Social Policy), introduces an integrated services approach that facilitates more efficient measures to protect victims, and obliges line ministries to adopt specialized protocols of conduct in cases of VAW. The Ministry of Health was the first to adopt the specialized protocol for health care professionals and the UNDP printed and distributed them to 1500 stakeholders. Involving the Ministry of Health, as some beneficiaries noted, has been an important strategic shift in the approach to VAW, expanding it from a narrow social policy issue into a broader public health concern.

- The project supported the development of curricula on VAW and gender equality for law enforcement, the judiciary and civil servants that were accredited by the respective institutions and included in their regular training programs. The curricula were tested during the trainings under Project support. A human rights approach to gender equality and violence against women was integrated into the curricula and trainings for law enforcement and civil servants. The process of accreditation was complicated due to different procedures of accreditation by each institution. Therefore, the project team had to invest time and human resources in order to negotiate among experts and institutions and adjust formal requirements in order to proceed with accreditation.
- The project initiated the development of uniform standards for data collection regarding SGBV with the purpose of strengthening inter-institutional cooperation on data exchange and providing an effective institutional response to VAW cases. As stakeholders noted, the initiative is very timely, but implementation by line ministries is limited. Therefore, the sustainability of these conclusions and recommendations regarding the advantages for standardized data collection as an important monitoring instrument in responding to VAW cases is unclear.
- The project succeeded in building institutional capacities on a regional/local level through trainings and workshops for judicial bodies, law enforcement, healthcare, centers of social welfare and civil society organizations. In total, 658 participants passed through seven two-days workshops. Judging from interviews, the project supported initiatives of cooperation among local institutions to implement awareness raising activities. These inputs for cooperation brought complex results: the visibility of local equality bodies was raised, local protocols/memorandums on partnership between public institutions and civil society organizations were signed and cooperation among cross-sectored actors in preventing and combating gender based violence was created.
- The effort to involve local public institutions was the first step in working with local communities, which were targeted through the supporting projects of NGOs. During the Project, there were two separate calls for grants to NGOs to implement 1) supporting services and 2) awareness raising. In 2010-2011, there were 19 projects selected for supporting services and 16 for awareness raising. Judging from interviews, this was an important step to enhance inter-sectored coordination and awareness raising on the local level. However, some interviewees pointed out that regardless of the transparent competition results (it was clear who won the grants), professional information about the organizations' projects (objectives, scope of activities and expected results) was not publicly available. The exchange of information and the potential for cooperation and coordination between civil society organizations after the grant competition was not clearly envisioned. Some interviewed civil society organizations interpreted this as likely

to result in a limited impact for the institutional sustainability of the project. The grant competition process usually reinforces competition among NGOs, service providers and advocates in their struggle for funds. In the context of limited resources, the development of mechanisms for the exchange of information and the consolidation of competences among NGOs might better contribute to long lasting strategies to combat SGBV, particularly in the response to less common forms of violence and in meeting the needs of minority groups.

- This Project is the first in Serbia to start a programme that works with the perpetrators of violence against women. Three social centers in Belgrade, Kragujevac and Nis have been trained in the methods of working with perpetrators, using the globally recognized Norwegian model “Alternative to Violence”. As interviews with project beneficiaries suggest, this activity relies on a logical scheme of implementation, including excellent planning and implementation. A manual and DVD were prepared for social workers on the methodologies and tools for working with perpetrators. They were produced and accredited using Project resources to ensure continuing professional learning opportunities for new specialists. This is an added-value of the Project since this accreditation was not planned at the beginning. Currently, programs for perpetrators are recognized by European societies as an indispensable part of protection and assistance in efforts to end violence against women.⁷ Therefore, accredited programs for social workers are highly likely to facilitate the application of protective measures in this country. The introduction of a programme that focuses on working with perpetrators, however, revealed certain critical issues in this country with many women’s crisis centers opposed to the initiative. Disapproval of treatment for the perpetrator usually occurs from a concern about increased competition for the same financial funds. The other problems faced by implementers of the program relate to limited human resources, the lack of flexibility in providing the services and the absence of multi-sectored cooperation opportunities in the municipal centers for social welfare. Therefore, the long term results for maintaining an efficient, quality service is challenging. Nevertheless, European best practices⁸ suggest investing in the development of a range of various perpetrator programmes, which integrate a gender analysis and human rights framework and engage multiple actors to perform them.
- The project supported existing safe houses and established new ones for women coming from vulnerable groups. All women’s shelters in Serbia benefited from the grant competition procedures that were established. As project documentation shows, 4 new safe houses were opened during the implementation of the project. Thus the total capacity of safe houses in Serbia increased by 50% and provided opportunities to accommodate over 200 women in the country. However, this positive increase in capacity did not meet the total capacity of needed services. The CoE recommendation of one safe house per 10.000 inhabitants has not yet been reached in Serbia⁹.

⁷ *Organization for Security and Cooperation in Europe*. Bringing Security Home; Combating Violence Against Women in the OSCE Region. A Compilation of Good Practices. Vienna, 2009. *European Commission*. 2010. *Feasibility Study to Access the Possibilities, Opportunities and Needs to Standardize National Legislation on Violence against Women, Violence against Children and Sexual Orientation Violence*. Luxembourg: Publication Office of the European Union

⁸ *European Commission*. 2010. *Feasibility Study to Access the Possibilities, Opportunities and Needs to Standardize National Legislation on Violence against Women, Violence against Children and Sexual Orientation Violence*. Luxembourg: Publication Office of the European Union.

⁹ *Combating violence against women: minimum standards for support services*, Council of Europe, 2008, Strasbourg, EG-VAW-CONF(2007).

3.2.3. Awareness Raising

- The Project engaged in a broad campaign to raise awareness about violence against women that attracted national and local media, students and artists to contribute to the prevention of VAW in family and intimate relations. The Project took into consideration the lessons learned in the recent UNWOMEN project that was supported in the Province of Vojvodina. Instead of starting a national campaign, the Project focused on local media to generate media campaigns and work with journalists and editors. This strategic choice to start working with local media and gradually approaching national media led to the engagement of media throughout the Project's implementation. As project documentation indicates, the project met with fairly broad coverage, and the fact that 80% of the articles were published on the front pages of national dailies indicates a tendency towards sensitive reporting. The project trained more than 90 journalists and editors to take a more educated view of the topic. Additionally, the *Manual for Media Reporting about Family Violence and Gender-Based Violence* was composed, published and distributed to journalists.
- The project became active within the annual global "16 Days of Activism Campaign" in local media in order to raise awareness and call on local authorities to take more responsibility. As annual implementation reports illustrate, in 2010 only 90 articles in printed local media mentioned domestic violence on their cover pages; in the 3rd quarter of 2011 that number reached 600. This is a positive trend that indicates a growing understanding that violence against women is an issue of concern for the entire society.
- The project organized competitions for MA students to encourage the interest of the broader academic community to pursue academic research on the issues of SGBV. As the project documentation suggests, the project undertook strong organizational schemes in the competition for awards in 2010 and 2011. The project also awarded two documentary movies which were publicly broadcast on public TV and at a film festival in Belgrade.

In all its efforts, the Project contributed towards changing the focus on domestic violence against women and introducing a human rights approach in the State's policy response. The project developed very realistic and clear project outputs and delivered comprehensive project outcomes. It applied effective dissemination strategies which enhanced the broad visibility of the Project activities and outputs. The activism and awareness raising that was promoted at both the national and local levels are the preconditions for sustained Project results that last beyond the Project's lifespan.

4. Concluding remarks: Prospects for Sustainability

4.1. Financial Sustainability

The financial sustainability of the Project results is not clear. As the main stakeholder of the project explained, the Gender Equality Directorate is the main national body tasked with the implementation of the *National Strategy for Improving the Position of Women and Promoting Gender Equality in the Republic of Serbia* and the *National Strategy for Preventing and Combating Violence against Women in Intimate Partner Relations* including its *Action Plan*. However, as a result of the economic crisis, a reduced annual budget for GED was approved for 2013. Regretfully, the Government approved the Strategy with no budgetary allocations for its

implementation. Given this situation, continued donor support is likely to be indispensable not only to advance efforts in the area of SGBV, but merely to ensure the sustainability of the results achieved.

The enhanced institutional capacities of line ministries (Ministry of Justice, Ministry of Interior, Ministry of Health and Ministry of Labor and Social Policy) to foster inter-institutional cooperation backed with modest funding might ensure the sustainability of the project's results. The potential prospect of financial sustainability is evident in the close and continuous working partnership between the GED and the UNDP. By building upon the results already achieved and by employing a more focused approach to the specific issues of SGBV, promising new initiatives might be worked out and submitted under different financial mechanisms. Thus, the GED in partnership with the UNDP should continue to explore existing donor opportunities that support the national initiatives to combat SGBV.

4.2. Institutional Sustainability:

There have been several examples of successful mainstreaming into policy strategies and the institutionalization of Project objectives and the results gained thus far. The capacities of the Gender Equality Directorate at the Ministry of Labour and Social Policy have been improved to enable the formulation of public policies, along with their implementation and monitoring. These have proven to be effective mechanisms to ensure and sustain a coordinated institutional response to VAW.

4.3. Social and Cultural Sustainability

The prospects for the social sustainability of the Project's achievements appear very good. The project succeeded in integrating a human rights approach to the state's policy response on violence against women in the family and ensured a targeted focus on female victims of violence. The knowledge and practical skills gained during the work with perpetrators of violence against women has contributed to the development of a more coherent and complex understanding and approach to solving VAW problems.

In reviewing the research and analysis in this field, positive replications of individual project results by beneficiaries have been found. The research *Mapping of Domestic Violence against Women in Central Serbia*, for example, applied and tested methodology and standards of the World Health Organization for studying VAW and was very successful in the analysis of this very sensitive topic. The presentation of the data of the research was available and frequently visited on the webpage of the Regional UNDP office in Bratislava. As the interviews pointed out, the elaborated research methodology will be replicated in Bosnia and Herzegovina, allowing for a comparative analysis between countries

The broad campaign to raise public awareness assisted in generating greater public interest in the issues of prevention related to VAW and, most importantly, in approaching the issue from a critical and analytical perspective rather than viewing it as a criminal, deviant and sensational topic. This was illustrated by the large number of local and national campaigns, the voluntary initiatives of local media actors, the award competition organized by academic establishments, the engagement of young artists in documentary film production, the dissemination of knowledge and learning through participatory trainings, and through public conferences and other related activities. Without opinion polls or survey-based evidence on changing population

attitudes throughout the project, it is difficult to judge the medium/long-term cultural impact. However, the interviewees were certain that the Project has made a difference that was reflected the increased media interest and the number of articles published.

The Project has produced a significant number of publications and research, curricula for professional trainings, handbooks and much other material. As reported by the Project team, the project deliverables are freely and easily available from www.gendernet.rs

4.4. Political Sustainability

The Project provided an opportunity to tailor an integrated, policy-based response that encompasses a punitive, protective and preventive approach in Serbia towards violence against women in the family. As the interviewees pointed out, before the Project started, the state was not actively engaged in the policy making to combat VAW. Dedicated strategic policy documents contributed to the fact that VAW has become a subject of state concern and, as such, the issue has been drawn into the realm of public regulation. Despite all these positive achievements, certain concerns were expressed by the stakeholders and beneficiaries. Though the strategic policy documents were adopted by governmental orders, the lack of political will and true commitment by politicians and line Ministries to implement the adopted documents persist. This may negatively affect the sustainability of project results.

Recommendations

- Though financial resources are very scarce, the GED is recommended to maintain the cooperation it has established and to continue in its position as coordinating liaison in order to sustain SGBV objectives within the political agenda of the GoSt. This may best be achieved through the open method of coordination (OMC) which is often a key to action when political will is lacking, but a common concern is perceived. The GED, supported by the UNDP, is urged to undertake leadership to communicate and coordinate very concrete and achievable targets set out in the National Strategy on Combating Sexual and Gender Based Violence in Family and Intimate Partnerships and to monitor and evaluate their implementation as a mutual learning process. For this purpose, the GED will apply the already gained capacities of planning, identifying partners in line ministries, negotiating targets and evaluating achieved outcomes. The process does not follow strict rules, leaving substantial flexibility in its practical application. This policy strategy is useful in order to keep the topic on the policy agenda and to gradually progress toward implementing the concrete targets.
- The UNDP is recommended to plan more strategically focused project initiatives and to seek available donors within the EU accession process in order to further promote human rights and combat gender based violence. The strong multi-level partnership built with civil society organizations during the Project enhances the strategic role of the UNDP to continue empowering the voices of diverse grassroots organizations supporting the process of legal and social reforms that have to be undertaken by the State during the EU accessions process. Relying on this partnership with NGOs, the UNDP can productively continue to monitor the implementation of commitments undertaken by the GoS that combat gender based violence and provide technical support as required. This support to the development of strategies that combat violence and create social inclusion can be developed into those important and timely instruments required by the EU and that may be applied during the transition period.
- The UNDP is recommended to actively engage in mainstreaming a human rights approach on gender based violence at the level of cross-border cooperation through regional networks or through support to developing their people as a technical assistance resource. Good practices, accumulated knowledge, capacities and the experiences of the implemented Project are excellent know-how instruments to be replicated in the neighbouring countries of the South-East European region, if adjusted to their specific

contexts. This might enhance development across neighbouring countries towards convergence, based on a fundamental rights perspective.

- The UNDP is recommended to continue its effort in developing the social and institutional environment that will contribute to a sustainable and integrated response to VAW in Serbia. The new initiated project by three UN agencies – UNDP, UNWOMEN and UNICEF – and supported by UNTFVAW, can provide a significant input, both in strengthening political commitments to reduce gender based violence and in mainstreaming human rights and gender perspectives in the policymaking process.

Lessons Learned

There have been no specific lesson-learned exercises during the Project implementation, up to the point of this final evaluation. However, judging from interviews with the project implementers, stakeholders and beneficiaries, a number of lessons learned relevant to the implementation of other UNDP project could be identified.

- The interplay of know-how between national and international actors is an important factor to integrate into future initiatives in order to facilitate the effectiveness of the application of European knowledge/practices/expertise within the national context. National actors play a key role in incorporating the received European knowledge and good practices into the local context. Successful transmission of European knowledge and expertise is possible when national actors adjust them to the country's environment and generate knowledge regarding the most recent issues of SGBV and gender equality and apply that to local expectations.
- The “partnership approach” does work and can lead to better results. It is important that independent consultants, experts and NGOs make joint efforts to develop a policy framework to combat SGBV and promote gender equality policies. In the policy making process the tensions between “expertise” (expert's knowledge) and “democracy” (presentations of the experiences of grassroots organizations which sometimes appear to represent the radical feminist positions of minority and other groups) can create unproductive dichotomies. Gender expertise is an important element for progressing in gender equality policies, including questions of combating gender-based violence. However, obstacles can occur when an experts' knowledge might not cover those wider concerns of women that are usually grasped by the grassroots organizations, including those that deal with marginalised women. By applying the “partnership approach” the voices of civil society and gender experts engage in constructive alliances rather than oppositions.
- In the period of transition when the political and social environment is sceptical towards gender equality and gender-based violence, it is important to build alliances with the policy actors who can undertake leadership and ensure political commitment to mainstream gender in policy discourses. The continued focus on the improvement of institutional capacities, on the active engagement of prominent policy players in the government (line ministries) and on ensuring institutional ownership of the project outcomes should be maintained and gradually transformed into a long-lasting strategy. This is important to facilitate changes in policy contexts and to sustain socially inclusive and human rights-based public discourses.

Annex 1: List of key people met and interviewed

Ms. Jelena Tadzic, Programme Officer, UNDP

Mr. Milan Simic, Project manager on the Project, UNDP

Ms. Vesna Jaric, Gender advisor of the Project, UNDP

Ms. Dusica Popadic, NGO Incest Trauma Centre, beneficiary of the Project, member of the working group in drafting National Strategy

Ms. Stanislava Otasevic, NGO Center for Promotion of Women's Health, beneficiary of the Project, member of the working group in drafting National Strategy

Ms. Sanja Copic, NGO Victimology Society of Serbia, beneficiary of the Project, member of the working group in drafting National Strategy, expert in developing the curriculum for civil servants and trainer.

Ms. Olivera Pavlovic, think tank SeCons, beneficiary of the Project, completed research *Mapping of Domestic Violence against Women in Central Serbia*

Ms. Marija Babovic, think tank SeCons, beneficiary of the Project, completed research *Mapping of Domestic Violence against Women in Central Serbia*

Ms. Jasna Vujacic, Independent Advisor in Gender Equality Directorate at the Ministry of Labour and Social Affairs

Ms. Vera Despotovic – Stanarevic, Social Welfare Office of the Belgrade Municipality. Introduced and started implementing the programs to work with perpetrators of domestic violence.

Ms. Biljana Brankovic, Independent consultant, beneficiary of the Project, consulted in drafting National Strategy, Action Plan, completed research on SOS hotlines and contributed to the other project activities.

Annex 2: List of documents reviewed by evaluator

Project Document for the UNDP Project *Combating Sexual and Gender Based Violence*

Inception Report of the Project *Combating Sexual and Gender Based Violence*

Annual Report on SGBV Project Implementation, 2010

Annual Report on SGBV Project Implementation, 2011

Baseline data for the media campaign, 2009-2012

SGBV Project Plan of Activities 2009-2010

Plans for operations for the reporting period 2009-2010

List of Publications and Researches Published through the SGBV Project

Report on Overview of SGBV Project Results, October 2011

Report on Implemented Activities 2012

Standard letter of agreement between the UNDP and the Government of the Republic of Serbia for the Provision of the Support Services

Quarterly Progress Reports Combating Sexual and Gender Based Violence, 2009, 2010

E-mail communication among the working group in drafting the National Strategy for Prevention and Elimination of Violence against Women in the Family and Intimate Partner Relationships

National Strategy for Prevention and Elimination of Violence against Women in the Family and Intimate Partner Relationships, 2011

Annex 3. Evaluation matrix

by Vilana Pilinkaite Sotirovic
for evaluation of the project
Combating Sexual and Gender Based Violence

Criteria/Sub criteria	Questions to be addressed by evaluator	What to look for	Data sources	Data collection methods
Relevance	How the project contributed to the Country Programme objectives	Real project objectives	Annual reports, progress reports	Desk research of documents produced by the project
	What SGVB problems the project addressed	Relevance of planned activities to the raised objectives	Project team	Interviews
	How project outputs enhanced the solutions of SGBV	Estimated project outputs	Stakeholders and beneficiaries' opinions	
	How implementation of the planned project activities was ensured, monitored and adjusted to the existing context	Management and operational strategies Communication strategies	Project management team Interviews Reports	Desk research and interviews
	What impact the project activities and outputs brought to combat violence	Data showing the increase of reported cases Visibility in the public this project brought (institutional visibility, political commitments and general	Interviews of project management team, stakeholders and beneficiaries, annual reports and progress reports.	Interviews, desk research

		<p>perception change towards the issue of gender based violence)</p> <p>Ownership of the project outputs increased (reduced resistance of law enforcement, etc.)</p>		
Effectiveness	<p>What strategies by the project team were developed to involve project stakeholders and ensure their ownership of the project process and outputs?</p>	<p>Were Project outputs institutionalized and integrated into the procedures and practices of Ministries and their responsible areas?</p> <p>What is the added value of the project (did it involve voluntarily media reports, more activities under the same resources, project innovations, good practices of other countries adjusted to their national and local contexts)?</p> <p>Limits of project process and outputs (conferences as formats for the exchange of ideas and knowledge, operational shortcomings, clear role distribution in the consultation process on the</p>	<p>Progress reports, interviews with project team, stakeholder and beneficiaries</p>	<p>Desk research</p> <p>Interviews</p>

		drafting of national documents)		
	How cooperation and coordination of various actors/voices were elaborated and ensured	<p>Benefits that the project brought from this cooperation?</p> <p>How were regional capacities enhanced?</p> <p>What were challenges were faced by the project implementer to maintain this complex and huge number of activities? How did they arrive at a solution? (What processes in drafting project outputs were poorly performed? What operational obstacles between project implementers and beneficiaries occurred? How did project team respond to solve operational obstacles with the beneficiaries of the project?</p> <p>What tools did project implementers succeed in creating to support project outcomes (strategies, protocols, data collection)?</p> <p>What are the potential</p>	Progress reports, interviews with project team, stakeholder and beneficiaries	Interviews Desk research

		weaknesses for sustaining project outputs on the project's agenda (How well is that strategy supported by human and financial resources)?		
	How can the commitment of policy actors to ensure prevention work in the field of SGBV be measured ?	Should there be mandatory or optional trainings for law enforcement? Are financial resources secured? What steps to empower institutional mechanisms could be undertaken?		
Efficiency	How did the staff of the project team change during the project?	Are there frequent drop outs or staff changes?	Interview with project manager	Interviews, Desk research
	How were good practices of other countries adjusted to the concrete context? How did the project benefit from the social learning process?	What research methodologies were used? How can international and European experience enhance the project outputs?	Interviews with project team, beneficiaries and stakeholders	Interviews

	<p>What operational challenges were faced by project implementers? How effectively were they solved to maintain quality of the content of the project outputs?</p>	<p>Planning annual quarterly activities</p> <p>Analysis of changing contextual factors?</p> <p>Identification of risk factors and measures to solve them</p>	<p>Annual reports, reports in progress</p>	<p>Desk research</p>
Sustainability	<p>Financial sustainability</p>	<p>How are state resources allocated for systematic solutions in the area of GBV</p> <p>Potentials for new initiatives</p>	<p>Project team and stakeholder's (GED) interviews</p>	<p>Interviews</p>
	<p>Institutional/political sustainability</p>	<p>How was the work of institutions empowered?</p> <p>What new targets and ways of institutional coordination were set?</p>	<p>Interviews with stakeholder (GED)</p>	<p>Interviews</p>
	<p>Social/cultural sustainability</p>	<p>How much did the awareness raising campaign contribute to the change of violence against women? What shifts in the public opinion did occur?</p> <p>Were public attitudes towards institutional capacities transformed so that more trust in it occurred?</p>	<p>Project team, beneficiaries</p>	<p>Interviews</p>

		<p>(research shows that victims do not trust institutions and do not look for their assistance)</p> <p>How were perpetrators programs adjusted?</p>		
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Criteria/Sub criteria	Questions to be addressed by evaluator	What to look for	Data sources	Data collection methods
Supporting policy dialogue on human development issues	How have UN and Council of Europe standards been incorporated into the project activities and outputs?	Were identified UN principles dealt with? What standards were reached by the project?	Annual reports, progress reports, available materials on the web	Desk research
	What strategies to empower the survivors were foreseen?	Protocol, service enhanced, awareness improved	Project team Stakeholder (GED) beneficiaries	Interviews
Contribution to gender equality	What meanings of gender equality are incorporated into the project objectives and outputs?	How did the Project incorporate the 3 meanings of GE?	Project team Reports	Interviews Desk research
	What innovations on gender equality policy targets were brought by the project?	Program for perpetrators, its adaptation and its perception by the general society	Project team Stakeholder (GED) beneficiaries	Interviews
Addressing equality issues (social inclusion)	How were structural issues of gender inequality addressed?	Methodologies of data collection and mapping studies on SGBV	Beneficiaries interview	Interviews

	How were diversity and equality incorporated into the project objectives and activities? What outputs were identified?	Methodologies of data collection and mapping studies of SGBV National strategy	Project team and beneficiaries' interviews	Interviews
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