

Final Project Evaluation – UN Women: Advancing Women’s Economic and Social Rights in Serbia and Montenegro

Final Evaluation Report

December 10, 2013

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Executive Summary

Purpose and scope of the evaluation

The purpose of this final evaluation was to assess the performance and results of the of the Government of Norway and UN Women project “Advancing Women’s Economic and Social Rights in Serbia and Montenegro” (2010-2013), and capture good practices and relevant lessons learned. The evaluation was intended both as an accountability tool, as well as a learning opportunity. The evaluation covers the time period from the beginning of the project in January 2010 until the time of the evaluation (September/October 2013).

Evaluation background

In January 2010, the UN Women Sub-regional Office for Central & South Eastern Europe (CSEE) launched the four-year regional project “Advancing Women’s Economic and Social Rights in Serbia and Montenegro”, financed by the Government of the Kingdom of Norway and UN Women with a total budget of 2,600,504 USD.

The overarching goal of the project was to contribute to the elimination of gender-based discrimination in the labour markets in Serbia and Montenegro by strengthening the capacities of duty-bearers and rights-holders to implement international and national commitments to women’s economic rights. The project engaged with key labour market institutions, employment services and complaint mechanisms (labour inspectorates, judges, the ombudsman’s office) in both Serbia and Montenegro to mainstream gender in their policies, operations and budgets. It also aimed to strengthen the capacities of gender equality mechanisms (GEMs) at national, provincial and local levels, as well as of gender advocates in civil society to advocate for and work towards

integrating gender equality (GE) considerations into laws, strategies, policies and budgets.

Evaluation process and methodology

The evaluation was structured into three phases: Inception (September 2013), Data collection (October 2013), and Analysis and Reporting (October- November 2013). The evaluation used a **non-experimental design** in the absence of realistic comparators or counterfactuals, and in view of the available evaluation time and resources. It encompassed a country-level assessment focusing on the relevance and performance of the project in each Serbia and Montenegro; as well as a project level assessment reflecting on overarching themes and issues (such as contextual influences at global and regional levels) affecting project implementation in both countries. The overall approach to the evaluation was utilization-focused, gender and human rights responsive, and followed a mixed method approach.

During the inception phase the evaluation team developed a set of five strategic evaluation questions which were used to structure data collection, analysis and reporting. The evaluation used three main **sources of data**: i) People; ii) documents, files, publications and relevant literature; and iii) observations during the site visits to Serbia and Montenegro (which took place in early October 2013).

To ensure validity of data, and as part of the process of synthesizing information derived from different data sources and through different means of data collection, the evaluation team used triangulation (comparing data generated from different data sources to identify trends and/or variations); and complementarity (using data generated through one method of data collection to elaborate on information generated through another).

The evaluation team utilized both qualitative and quantitative approaches to data collection and data analysis. Stakeholder participation was fostered through individual and small group interviews, a focus group, and a written survey. To analyze data, the consultants employed quantitative and qualitative (descriptive, content, comparative) and techniques, as well as elements of contribution analysis.

Key findings

Relevance and design

The project has been **highly relevant** in view of existing and emerging international and national commitments of the governments of Serbia and Montenegro respectively to furthering gender equality and women's socio-economic rights, and in light of existing gaps in awareness and skills of relevant actors. The evaluation found several strengths and no significant weaknesses in the overall design of the project.

The broad, system-focused design of the project was appropriate in view of the knowledge and data available at project onset.

It contributed to gaining comprehensive insights into the existing situation and capacities for enhancing women's economic and social rights in the labour markets of Serbia and Montenegro. UN Women was, overall, able to successfully mitigate the risk of fragmentation and spreading available resources too thin which was inherent in engaging with a large number of different partners. The multi-pronged approach and specific strategies used by UN Women to implement the project were appropriate in view of the underlying theory of change and its key assumptions. This theory of change, including its underlying assumptions, is logically convincing. However, available data currently only allow validation of its initial steps based on actual evidence.

Effectiveness

The project achieved, albeit to varying degrees, all of its envisaged outputs, and made contributions to all three of its planned outcomes. Particularly strong contributions were noted in relation to strengthening available knowledge and data on gender-based discrimination in Serbia and Montenegro, and using related insights for evidence-based advocacy. Contributions to strengthening the capacities of relevant duty bearers and rights holders were considerable, but varied in their reach, depth and likely sustainability within the respective partner organizations. The continuation and expansion of all project achievements is threatened by the lack of financial resources faced by most, if not all, partner institutions.

UN Women-supported research filled identified gaps in the existing knowledge and data on the respective issues, and helped draw broad attention to the previously neglected needs and concerns of rural women. In several cases the project, with and through its partners, was able to use research findings to inform the development of legal or policy amendments at national and decentralized levels. The project engaged with over 30 partners in Serbia and Montenegro, representing all key actors involved in promoting and ensuring the effective implementation of existing GE-related obligations and commitments in the labour markets of the two countries. Capacity development efforts involved a range of strategies, including, but not limited to (tailor-made) trainings, and participating organizations considered them to be relevant and effective in view of their immediate objectives.

Sustainability

The project helped create a number of conditions likely to support the sustainability of results. While certain achievements are likely to be sustained without further support, others will require additional efforts from national

and/or international actors. **At the same time, the sustainability of all results is threatened by contextual influences beyond the control of the project.** These include financial limitations due to decreasing donor interest in and commitments to development in the Western Balkans, which are likely to pose a significant challenge to the extent to which all partners, including those with strong capacities and commitment, will be able to continue and expand their current efforts.

In addition, the uncertainty over the future presence of UN Women in Serbia and related implications for the type and scope of support that the agency can continue to provide to partners in both Serbia and Montenegro causes considerable concerns among national partners as it threatens to leave a significant gap in the available financial and, especially, technical assistance.

Efficiency (including project management)

UN Women made successful efforts to use available project resources strategically and efficiently. Management efforts by the UN Women project team were appropriate and contributed to the effective and efficient implementation of planned initiatives. The professional skills and experience, as well as the personal dedication of the UN Women project team members in Serbia and Montenegro were an important factor contributing to the effective management of the project. While cooperation agreements with individual partners were modest in size, they often contributed to achieving results that have the potential to positively influence the work of the respective partner organization in the longer term. UN Women put appropriate systems in place to monitor and report on project progress, thereby placing emphasis on capturing not only activities but also emerging results. The project logframe, while having a number of minor weaknesses, provided useful guidance in this regard.

Experiences gained during project implementation are relevant to other UN Women programming in the area of supporting women's socio-economic rights, and other programming in similar contexts. However, UN Women has not yet fully used the opportunity to draw upon lessons and insights deriving from the project to inform organizational learning and theory building at the corporate level.

Road to impact

Evaluation data do not allow measuring the extent to which the project has contributed to making progress on the road to the envisaged impact. While available data strongly indicate that in both countries project efforts have contributed to moving existing change processes into the desired direction, a lot remains to be done before gender-based discrimination in the labour markets of Serbia and Montenegro is significantly decreased

Recommendations

The evaluation team made two, deliberately broadly formulated recommendations to UN Women, which reflect the uncertainty regarding the type and scope of UN Women's future presence and engagement in Serbia and Montenegro at the time of conducting the evaluation.

Recommendation 1: UN Women should explore how it can continue to support to the realization of women's economic and social rights in Serbia and Montenegro.

Despite the noted progress made towards the long term goal of eliminating gender-based discrimination in the labour markets of Serbia and Montenegro, a lot remains to be done in this regard in both countries. To this end, the project under review has laid valuable foundations that can and should be built upon. Without further external support many of the achievements made to date are not likely to last or contribute to further and more significant changes. UN Women should therefore explore

how it might be able to provide continued support to national actors.

The nature and scope of support that UN Women will be able to provide will, of course, depend on its available financial and human resources. The evaluation outlines **three possible scenarios** with different implications for the type and scope of UN Women's presence and ability to engage in or support programming on women's economic and social rights in Serbia and Montenegro as well as (if and as feasible) at the (sub)regional level.

Recommendation 2: UN Women HQ and RO should explore whether and how they can draw upon project specific experience more effectively to inform overall organizational learning and theory building.

UN Women HQ and RO should jointly explore whether and how relevant experiences and insights gained through the implementation of focused projects such as the one under review might be used even more effectively to inform organizational learning within UN Women, and inform the building or elaboration of existing theories – be it (in this case) as regards the work on women's socio-economic right in the particular context of the labour market; in view of working in countries in transition; or in view of the use of a system-oriented, broad project design.

Acronyms

CA	Contribution Analysis
CEDAW	Convention to Eliminate All Forms of Discrimination Against Women
CEJP	Centre for Education of Judges and Prosecutors (Montenegro)
CRNVO	Centre for Development of Nongovernmental Organizations (Montenegro)
CSEE	Central and South Eastern Europe
CSO	Civil Society Organization
DGE	Department for Gender Equality (Montenegro)
EA	Employment Agency (Montenegro)
EU	European Union
GE	Gender Equality
GED	Gender Equality Directorate (Serbia)
GEM	Gender Equality Mechanism
HQ	Headquarters
HRD	Human Resource Development
ILO	International Labour Organization
MARD	Ministry for Agriculture and Rural Development (Montenegro),
MHMR	Ministry for Human and Minority Rights (Montenegro)
NES	National Employment Service
NGO	Non Governmental Organization
NOK	Norwegian Kroner
OECD-DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
OSCE	Organization for Security and Cooperation in Europe
PO	Provincial Ombudsman (Vojvodina)
PSEEGE	Provincial Secretariat for Economy, Employment and Gender Equality -
RO	Regional Office
SIDA	Swedish International Development Agency
SME	Small and Medium Enterprises
SRO	Sub-regional office (UN Women)

Acronyms

TOC	Theory of Change
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
USD	United States (of America) Dollar
WEP	Women Empowerment Principles
WER	Women’s economic rights

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1. Introduction

In August 2013, following a competitive selection process, UN Women contracted Dr. Anette Wenderoth (Team Leader) and Zehra Kacapor-Dzihic (Evaluation Consultant) to conduct the final evaluation of the Government of Norway and UN Women project "Advancing Women's Economic and Social Rights in Serbia and Montenegro" (2010-2013). A draft version of this report has been revised based on feedback from UN Women and the Evaluation Reference Group. This final evaluation report summarizes key evaluation findings, conclusions, and forward-looking recommendations deriving from the evaluation.

1.1 Evaluation Purpose

The purpose of the evaluation is to assess the performance and results of the project, and capture good practices and relevant lessons learned. The evaluation is intended both as an accountability tool, as well as a learning opportunity. As such, it provides forward-looking recommendations as regards UN Women's programming in this thematic area and management-related issues.

Specifically, as per its terms of reference (TOR) (included in Appendix I), the evaluation aimed to:

- Assess UN Women's contribution to results, including the effectiveness of programming, strategies in implementing global commitments within national priorities for fostering women's economic and social rights.
- Map the contextual factors that enabled or restricted the achievement of results, provide an assessment scheme to measure their impact on the project.
- Evaluate UN Women's organizational performance with respect to the project.
- Evaluate the project design, project strategies, project management, including project monitoring.
- Assess stakeholders' and beneficiaries' perspectives on the usefulness of interventions and their overall satisfaction with the project.

The evaluation covers the time period from the beginning of the project in January 2010 until the time of the evaluation (September/October 2013). The intended primary users of the evaluation are UN Women field-based and regional offices, and headquarters; current and potential donors, as well as project stakeholders in Serbia and Montenegro.

1.2 Project description

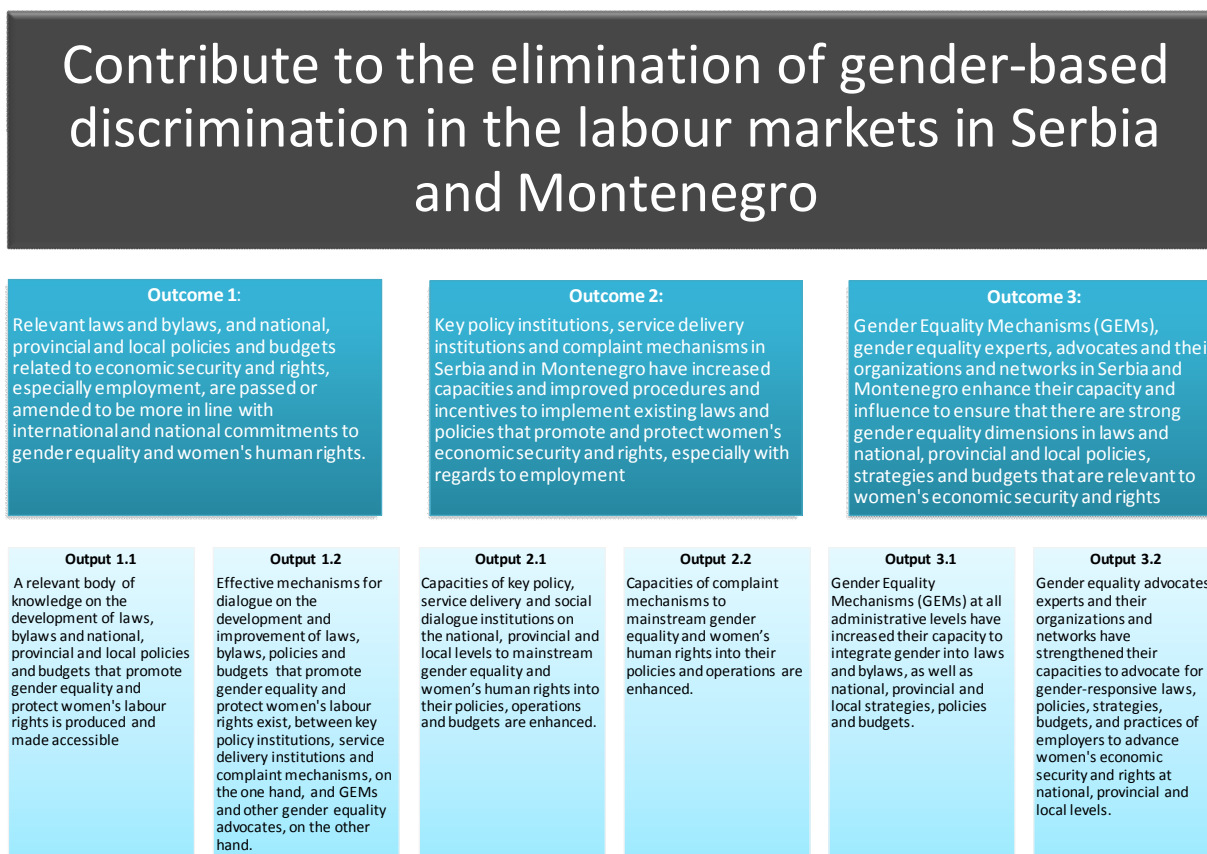
In January 2010, the UN Women Sub-regional Office for Central & South Eastern Europe (CSEE) launched the four-year regional project "Advancing Women's Economic and Social Rights in Serbia and Montenegro", financed by the Government of the Kingdom of Norway and UN Women with a total budget of 2,600,504 USD. The project built on and continued previous efforts by national and international actors to enhance women's rights (in particular economic and social rights) in the two countries.¹

¹ The project is a follow-up to two UNIFEM CEE sub-regional projects that were implemented in 2006-2009, namely "Accountability for Protection of Women's Human Rights" (in Bosnia and Herzegovina, Kosovo under SCR 1244, Montenegro, and Serbia) and "Gender-Responsive Budgeting in South-East Europe" (in Albania, Bosnia and Herzegovina, F.Y.R. Macedonia, and Serbia).

The duration of the project was originally planned to be three years (2010-2012), but was, in 2011, extended for an additional year until the end of 2013.

The overarching goal of the project was to contribute to the elimination of gender-based discrimination in the labour markets in Serbia and Montenegro by strengthening the capacities of duty-bearers and rights-holders to implement international and national commitments to women’s economic rights. The project engaged with key labour market institutions, employment services and complaint mechanisms (labour inspectorates, judges, the ombudsman’s office) in both Serbia and Montenegro to mainstream gender in their policies, operations and budgets. It also aimed to strengthen the capacities of gender equality mechanisms (GEMs) at national, provincial and local levels, as well as of gender advocates in civil society to advocate for and work towards integrating gender equality (GE) considerations into laws, strategies, policies and budgets. The expected project outcomes and outputs² are shown in Exhibit 1.1 below.

Exhibit 1.1 Envisaged Project Outcomes and Outputs



² As per revised project logframe.

1.3 Evaluation methodology and process

1.3.1 Evaluation process

The evaluation was structured into three phases as outlined below.

- 1) **Inception** (September 2013). This phase was focused on developing a preliminary understanding of the project based on document review and consultations with UN Women, and on elaborating the evaluation methodology including data collection tools. The phase culminated in the evaluation inception report, which was approved by UN Women on October 4, 2013.
- 2) **Data collection** (early-mid October 2013). During this second phase, the evaluation team collected data through in-depth document review, telephone/Skype consultations selected stakeholders, and in particular site visits to Serbia (October 7-11) and Montenegro (October 14-15). During these visits, the consultants conducted face-to-face consultations with UN Women project management and staff, as well as with project stakeholders in both countries.
- 3) **Data analysis and reporting** (late October to early November 2013). During this final phase the evaluation team analyzed and synthesized data following the questions and indicators outlined in the evaluation matrix outlined in the final inception report. This third phase culminated in the draft and final versions of this evaluation report.

1.3.2 Evaluation methodology

Overall approach

The evaluation used a **non-experimental design** in the absence of realistic comparators or counterfactuals, and in view of the available evaluation time and resources. The evaluation design consisted of the following components:

- **Country level assessment** – focusing on the relevance and performance of the project in each Serbia and Montenegro;
- **Project level assessment** – reflecting on overarching themes/issues (including contextual influences at global and regional levels) affecting project implementation in both countries.

The overall approach to the evaluation was utilization-focused, gender and human rights responsive, and followed a mixed method approach.

Utilization-focused: As outlined in the evaluation inception report, the consultant team proposed a number of modifications to the evaluation Terms of Reference, in particular the evaluation questions, based on inception phase findings regarding the key interests and needs of the intended users of the evaluation. In addition, throughout the evaluation process potential users of the evaluation report were invited to review evaluation progress and draft deliverables, and support the development of evaluation recommendations. The evaluation team also aimed to write the evaluation report in clear, understandable language.

Gender and Human Rights-responsive: The evaluation team followed UNEG Norms and Standards for Evaluation in the UN system and abided by UNEG Ethical Guidelines and Code of Conduct. Another reference point was the UNEG guidance document on Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System. The evaluation team was committed to respecting its

obligations as regards non-discrimination, access to information, and ensuring meaningful participation of project and evaluation stakeholders.

Mixed methods: The evaluation team utilized both qualitative and quantitative approaches to data collection and data analysis. Stakeholder participation was fostered through individual and small group interviews, a focus group, and a written survey. To analyze data, the consultants employed quantitative and qualitative (descriptive, content, comparative) and techniques, as well as elements of contribution analysis (see sidebar).⁴

Applying (elements of) contribution analysis: The evaluation team examined the reconstructed theory of change underlying the project³ against logic and the evidence from results observed, and examined other influencing factors. It aimed to i) clarify which, if any, elements of the theory of change were supported and/or verified by available data, and ii) reduce uncertainty about the contribution the project has been making to observed results through an increased understanding of why results did or did not occur and the roles played by the intervention and other influencing factors.

Evaluation questions and matrix

During the inception phase the evaluation team developed a set of five strategic evaluation questions that were based on the original evaluation questions as outlined in the TOR and on consultations with UN Women. These questions, as well as related sub-questions and indicators, are included as Appendix II. The respective lines of inquiry/methods of data collection for each question and sub-question are outlined in the evaluation matrix that is shown in Appendix III.

Data sources and methods of data collection

The evaluation used three main **sources of data**: i) People; ii) documents, files, publications and relevant literature; and iii) observations during the site visits to Serbia and Montenegro. In addition, the evaluation team conducted a written survey sent to eleven NGO/CSO representatives in Serbia who had attended all six trainings provided as part of the NGO capacity development programme. The evaluation included both primary and secondary data types. All individual and group interviews followed **interview protocols** that were approved by UN Women, and that had been tailored to the respective stakeholder group and aligned with the overall evaluation framework. In total, 48 individuals were consulted as part of the evaluation. An exemplary interview protocol is included as Appendix IV. A list of stakeholders consulted during the evaluation is included as Appendix V, while Appendix VI provides an overview of the documents, files etc. reviewed for the evaluation.

To ensure validity of data, and as part of the process of synthesizing information derived from different data sources and through different means of data collection, the evaluation team used **triangulation** (comparing data generated from different data sources to identify trends and/or variations); and **complementarity** (using data generated through one method of data collection to elaborate on information generated through another, e.g. use stakeholder consultations to explore reasons for strengths or shortcoming indicated in existing documents).

³ See Appendix VII.

⁴ Contribution Analysis (CA) is a theory-based approach to evaluation aimed at making credible causal claims about interventions and their results. See, for example, Mayne, J. Contribution Analysis: Coming of Age? In *Evaluation* 18(3) (Sage, 2012) pp 270-71

Scoring rubric

As requested in the evaluation Terms of Reference, the evaluation team developed a simple scoring rubric to summarize and make transparent its overall assessment of project performance in relation to the five evaluation criteria (relevance, effectiveness, efficiency including management, sustainability, and road to impact). The rubric utilized the indicators developed for each of the evaluation sub-questions. The scoring tool is included as Appendix VII. Appendix VIII provides a summary of ratings for each of the evaluation criteria.

1.4 Limitations

One moderate limitation to the evaluation process was the fact that a few contacted project partners in Serbia and Montenegro were not available for consultations during or after the respective site visits. This limited the ability of the evaluation team to triangulate information regarding activities and results achieved in collaboration with the respective partner organization. At the same time, the situation also reflected some of the challenges that the project had to address in both countries as regards commitment and/or buy-in from the respective partner organization. Another limitation was constituted by the fact that the number of potential respondents addressed with the written survey was very small (11), and that of these only 7 (i.e. 64 per cent) filled out the questionnaire. This somewhat limited the relevance of the survey as a tool for data triangulation. However, the resulting punctual data gaps resulting from the noted limitations did not negatively affect the overall soundness of evaluation findings at country or overall project levels.

1.5 Overview of the report

This report consists of four sections: following this introduction, section 2 summarizes evaluation findings and analysis in response to the evaluation questions and sub-questions. Section 3 outlines key lessons learned from project implementation. The final section 4 summarizes evaluation conclusions, and offers forward looking recommendations to UN Women.

2. Findings and Analysis

This chapter presents the main findings that emerge from the evaluation and is structured along the five evaluation questions. The answers to the evaluation questions and sub-questions are based on the analysis of available data at the level of the indicators (taking into account all information collected on each indicator); at the level of sub-questions (based on available information across indicators for the respective sub-question), and at the level of the evaluation questions (aggregating information collected for each sub-question). Details and illustrative examples for the findings are provided in textboxes and footnotes. For each evaluation criterion an overall rating is provided that is based on the scoring rubric included in Appendix VII.

2.1 Relevance and design

Evaluation question 1: How relevant and responsive has the project been to national and regional needs, priorities and commitments, and to the global and regional priorities and commitments of UN Women?

Evaluation criteria covered: Relevance

Overall evaluation rating for this criterion: Excellent⁵

2.1.1 Relevance⁶

Finding 1: The project has been relevant in view of national and international commitments and priorities of the national governments in Serbia and Montenegro respectively, as well as in view of existing knowledge and capacity gaps in both countries. It was aligned with UN Women priorities at global and sub-regional levels, and with the priorities and commitments of other development partners.

Alignment with national and regional needs and priorities

Evaluation matrix sub-question 1.1

In both Serbia and Montenegro, the project was aligned with existing international commitments of the respective governments under the Convention to Eliminate All Forms of Discrimination Against Women (CEDAW). Furthermore it was relevant in view of the aspirations of both countries towards integration into the European Union (EU). Serbia and Montenegro have started fulfilling requirements for accession as outline in the EU acquis,⁷ including obligations as regards gender equality. Ensuring gender equality, particularly in the areas of employment, is legally binding for EU Member States, as well as for countries seeking EU accession. The EU requires aspirant countries to adopt the existing body of treaty provisions, directives, and relevant European Court of Justice decisions such as on equal pay, equal treatment, and maternity and parental leave.⁸ The EU also requires countries to also create an institutional framework

⁵ Please see appendices VII and VIII for further details on how this and following ratings were arrived at.

⁶ According to OECD-DAC criteria, the assessment of project relevance aims to determine the extent to which project activities, including the overall goal and objectives, and the intended impacts and effects; are suited to the priorities and policies of the target groups.

⁷ See: <http://ec.europa.eu/enlargement/policy/conditions-membership/chapters-of-the-acquis/>

⁸ Following the Treaty of Rome, a number of directives further elaborate the gender equality requirements for EU member countries including: Directive 75/117/EEC (1975) on equal pay; Equal Treatment Directive 76/207/EEC focusing on gender equality in employment situations; the Directive of Social Security of 1979, 79/7/EEC and Directive 86/375/EEC on gender equality within social and health issues and employment protection; Directive 86/613/EEC on equal treatment between the

which has the capacity to monitor gender equality actions and to effectively promote the fulfillment of gender equality commitments at the national level.

In Serbia, the project was aligned with the Gender Equality Law (2009), and two related bylaws adopted in 2010¹². It also contributed to priorities set in the National Strategy for Improving the Position of Women and Promoting Gender Equality, the related National Action Plan for Gender Equality (2010-2015), and the Law on the Prohibition of Discrimination (2009). These documents envisage various instruments to ensure gender equality and protection of women, including through Gender Equality Mechanisms (GEM); court proceedings, and the integration of gender concerns into the work of government institutions. Their implementation is overseen by the Gender Equality Directorate (GED), the Commissioner for the Protection of Equality, the Ombudsperson's office, and the Gender Equality Council. In the autonomous province of Vojvodina, the Provincial Secretariat for Economy, Employment, and Gender Equality (PSEEGE) and the Provincial Ombudsman (PO) play lead roles. However, as noted in recent reports¹³ and confirmed by consulted stakeholders, the implementation of existing legislation and related commitments has been

wanting due to a lack of financial resources (possibly indicating a related lack of political will),¹⁴ as well as due to gaps in the awareness, and the required knowledge and skills within government institutions. Prior to the project, some institutions and actors, such as the labour inspectorate as well as most judges, had had no or only very limited exposure to GE related issues and information on how those related to their work. The project addressed this gap. See also sidebar.

In Montenegro, the project corresponded with the Gender

Identifying and addressing data gaps

Recently published data on participation in the labour force in Serbia show that women still experience discrimination in the labour market, as indicated by lower salaries and the existence of fewer employment prospects⁹. According to official statistics Serbia faces an unemployment rate of 22.4% (21.6% among men and 23.6% among women). At the same time, the inactivity rate among people aged 15 and older is 51.8%, and lower among men (42.8%) than among women (60.1%)¹⁰. In Montenegro, unemployment rates in all age groups are higher among women than men. The largest unemployment rate is in the age group of 15-24 with 39.3% for women and 35.6% for men.¹¹

Prior to the project, available statistical data did, however, not provide any, or only very limited information on gender related questions, such as the situation and needs of specific groups such as rural women; or on the contributions made and challenges faced by women entrepreneurs. Similarly, only little, if any, actual research had been conducted on gender based discrimination in the labour market. The project set out to both identify and help fill these data gaps.

sexes in the sphere of self-employment; and Directive of 2006 (2006/54/EC) which integrates all previous directives into one document.

⁹ The recent study commissioned by the Swiss Agency for Development and Cooperation "Gender pay gap in the Western Balkan countries: Evidence from Serbia, Montenegro and Macedonia" indicates that a woman with the same labour characteristics as a man earns 11% less.

¹⁰ Statistical Office of the Republic of Serbia, 'Labour Force Survey, 2011', Belgrade 2012

¹¹ Statistical Office of Montenegro: "Labour Force Survey 2012"

¹² To which the project contributed. See section 2.2.2.

¹³ See, for example: European Commission (2013); EU Progress Report for Serbia 2013; Brussels. The report concludes that, while "[t]he legislative and institutional framework for the observance of international human rights law is in place further efforts to ensure full implementation of the legal framework and international instruments are needed". Ibid, p. 10.

¹⁴ For example, since the adoption of the National Strategy for Gender Equality and the related Action Plan, the Serbian government had made available only five per cent of the funds required for their implementation. Source: "Technical Assistance for Evaluation of Human Resources Development Sector Implemented and Financed by IPA Programme, EU Programmes and other donors in the Republic of Serbia", (2013); p.23.

Equality Law (2007), the Law against Discrimination (2010),¹⁵ the Labour Law (2008, amended in 2011),¹⁶ and – albeit less directly - the Law against Domestic Violence (2010). Also, during project implementation, and with UN Women support, the second Action Plan for achieving gender equality in Montenegro (2013 to 2017) was adopted.¹⁷

The Montenegrin institutional framework for gender equality consists of the Department for Gender Equality (DGE) within the Ministry for Human and Minority Rights, the Gender Equality Committee within the Montenegrin Parliament, and the Ombudsperson's office, while all ministries and other public administration institutions have designated coordinators for activities relating to gender equality as required by the Law on Gender Equality. The project objectives were relevant in view of existing and acknowledged gaps in the financial and human resources and capacities of relevant government (and other) actors.¹⁸

Alignment with UN Women priorities

Evaluation matrix sub-question 1.2

The project goal and objectives were aligned with the mandate and corporate priorities of UN Women (and its predecessor UNIFEM) as identified in the corporate Strategic Plans for 2008-2011¹⁹ and 2011-2013²⁰ respectively. Furthermore it was relevant in view of the UN Women Strategic Note (2012-2013) for Central and Southeastern Europe, which stresses UN Women's emphasis on supporting women's economic empowerment in the (sub)region. Also, the project continued and expanded on UN Women's previous work on women's economic empowerment in the region, in particular its experience and expertise in relation to gender responsive budgeting (GRB).²¹

Alignment with priorities of other development partners

Evaluation matrix sub-question 1.3

In view of global agreements, the project was relevant in view of Millennium Development Goal (MDG) #3 to "Promote Gender Equality and Empower Women", as well as in relation to the Ten Principles of the United Nations Global Compact which includes UN Women as well as several other UN agencies as part of its governance framework.²²

The project was well aligned with the priorities set out in the UN Country Partnership Strategy for Serbia (2011- 2015), which states that the "UN will continue to support the Republic of Serbia's human rights

¹⁵ Passing this law was one of the requirements the country had to meet for European Union membership.

¹⁶ With support from the project, see section 2.2.2.

¹⁷ <http://www.gendermontenegro.me/action-plan-for-achieving-gender-equality-in-montenegro-in-the-period-from-2013-to-2017/>

¹⁸ See, for example, the European Commission (2013); EU Progress Report for Montenegro 2013; Brussels, p. 42, which recognizes steps have been taken to put gender mechanisms in place, but also states that "there was limited strengthening of financial and human resources to ensure that gender equality mechanisms work well and that the gender equality action plan is implemented." The report particularly highlights the need to ensure gender equality in the labour market (p.33).

¹⁹ One of the three overarching themes addressed in this Strategic Plan was to enhance women's economic security and rights.

²⁰ In particular Development Results Goal 2: Increased economic empowerment of women, especially of those who are most excluded.

²¹ See also section 2.1.2.

²² See: http://www.unglobalcompact.org/ParticipantsAndStakeholders/un_agencies/index.html

agenda in the areas such as anti discrimination, women's human rights, combating all forms of violence. [...] Gender equality, especially social and economic rights of women will be addressed through a number of interventions in the areas of employment, and favourable measures that stimulate economic development in local communities. Empowerment of women and their increased participation in political and public life will be addressed throughout UN's activities".²³ In Montenegro, the project was relevant in view of the Integrated UN Programme (2010-2015),²⁴ which stipulates that "the UN will promote gender equity and support of women empowerment in political, social and economic participation through providing technical support and expertise in developing capacity building programmes and awareness raising campaigns."²⁵

In both countries, evaluation data derived from document review and stakeholder consultations indicate that the project complemented and generated synergies with the work of other development partners (in particular the International Labour Organization (ILO), the Organization for Security and Co-operation in Europe (OSCE), and the United Nations Development Programme (UNDP), while avoiding duplication and overlap of efforts.

2.1.2 Strengths and weaknesses of project planning and design

Evaluation matrix sub-questions 1.4 and 1.5

Finding 2: UN Women deliberately shaped the project to simultaneously address the issue of gender-based discrimination in the labour market at different levels, with and through multiple stakeholders, and from different angles. This broad approach was appropriate given the existing knowledge of and data on the issue at project onset, and in view of experiences gained from previous programming. While being one of several strengths characterizing the design of the project, it also posed the challenge of spreading available resources too thin.

Overall design

The overall design of the project and the strategies that it utilized at different levels were appropriate given its underlying **theory of change** (see below), and given the types of changes that it was trying to contribute to. To guide the work of the project, UN Women – in consultation with various national partners in both Serbia and Montenegro – defined ambitious, but not unrealistic overall objectives. These reflected the decision to simultaneously address the issue of women's economic and social rights from different angles, and by trying to involve all key stakeholders – both duty bearers and rights holders - at national as well as decentralized levels.

This approach was justified and appropriate in light of the following:

- The evaluation of the GRB predecessor project²⁶ had emphasized the shortcomings of attempting to build the capacity of selected actors in isolation from their enabling (or disabling)

²³ United Nations Country Partnership Strategy 2011-2015, p. 20. Specifically, the support to women socio-economic rights falls under the UNDAF Outcomes 1 (Strengthened good governance) and 2 (Sustainable Development and Social Inclusion Enhanced)

²⁴ In particular Outcomes 2.2 and 2.3.

²⁵ UN Country Team, Integrated UN Programme 2010-2015, p. 8

²⁶ *Gender-Responsive Budgeting in South-East Europe*" (in Albania, Bosnia and Herzegovina, F.Y.R. Macedonia, and Serbia).

contexts, including existing legal and policy frameworks. One of the resulting recommendations of the report had been to pursue a more systemic approach.

- As an agency, UN Women (as well as its predecessor agency UNIFEM) is committed to applying a Human Rights Based Approach to programming (HRBA), which implies an obligation to engage with, and strengthen the capacity of both rights holders and duty bearers.
- At the time of designing the project, neither UN Women nor its national partners had sufficient knowledge or data on women's rights in the labour market in both countries that would have allowed making informed decisions on specific sub-topics to focus on, or on specific actors who might (or might not) turn out to be champions of change.

Evaluation data obtained through document review and consultations with stakeholders indicated several additional strengths of project planning and design:

- Especially in Serbia, the process of designing the overall project as well as its various components UN Women consulted with, and integrated the suggestions from various national partners, including both duty bearers and rights holders. Evaluation data indicate that in Montenegro the initial project design was less tailored to the specific needs of that country (e.g. it was not based on a formal needs assessment), and – at project onset – largely focused on the DGE as the main project partner. However, as project implementation evolved, planning of specific initiatives and new partnerships was conducted in a participatory and needs-based manner.
- The project was able to build on existing trust and partnerships between UN Women and various national stakeholders in both countries. This allowed for continuity and a longer-term perspective of efforts aimed at strengthening the capacity of these actors despite working within the setting of a time-bound project (see sidebar). At the same time; the project aimed at broadening the number and type of UN Women partners beyond so-called traditional partners (such as gender equality mechanisms and women's civil society organizations) to include actors such as judges with whom UN Women had not had previous interactions.

Emerging good practice:



Several organizations had already partnered with UN Women prior to the project under review. Consulted representatives of these organizations noted that while their partnership with UN Women had, over time, been financed through a number of different donor-supported projects, the collaboration had been **consistent and coherent**. They attributed this to the fact that UN Women had managed to successfully merge a longer-term perspective that was focused on strengthening organizational capacities with project specific and therefore shorter-term objectives.

The (justified) decision to take a broad, systemic approach inevitably held the danger of fragmentation and of spreading available resources too thin. For the most part UN Women was, however, able to successfully mitigate this risk. While the total financial resources available for individual activities and partnerships were limited, they were invested in realistically scaled and meaningful interventions, many of which led to tangible products (such as reports, studies, manuals, or guidelines)²⁷ relevant for the ongoing work of the respective actors. The resulting satisfaction over the partnership was confirmed in consultations with UN Women partners in both countries. See also section 2.3.1.

²⁷ See section 2.2.

Two-country dimension

While being implemented in two countries at the same time, the project was not specifically designed as a regional initiative. This meant that, for example, exchange between actors in Serbia and Montenegro was one among several strategies used to facilitate individual and organizational capacity development, but did not play a significantly stronger role than, for example, study visits to other countries in the (sub)region. Consulted UN Women project staff noted that conducting similar activities in two countries at the same time allowed for efficiencies, e.g. as it permitted implementation in both locations to benefit from lessons learned in the other, and as, in some cases, the project worked with the same (national/regional) experts e.g. to conduct similar research studies in both Serbia and Montenegro. Overall, the evaluation found the extent of, and the approaches taken to utilizing synergies between the two countries appropriate in view of the nature of the problem addressed, and in view of the fact that Serbia and Montenegro are not significantly closer connected with each other than they are with other countries in the (sub)region, which justified the project approach of seeking exchanges and learning experiences also with partners from other countries. At the same time, the decision to limit the number of countries addressed by the project to two, rather than aiming for a larger regional initiative, was appropriate in view of the available financial resources.

UN Women comparative advantage

Evaluation data obtained through document review and consultations with stakeholders in both countries indicate that UN Women was well positioned to implement the project due to the following factors.

- It is the only UN agency with an explicit mandate to monitor the implementation of commitments on women's economic and social rights under CEDAW.
- UN Women was able to build on a strong reputation, knowledge of, and existing relationships with women's organizations/civil society organizations in both countries as well as in the region and globally. In both countries, UN Women was and remained the only agency to engage with women's organizations working on economic empowerment issues, including rural/local level organizations.
- While some other development partners in Serbia and Montenegro

Other actors addressing gender equality in the context of the labour market

The **International Labour Organization (ILO)** has been active in both Serbia and Montenegro, in particular in view of promoting the notion of 'decent work', which touches upon issues of gender equality and non-discrimination. In Serbia the ILO is represented by a single staff member, and has therefore limited capacities to engage with and provide hands-on support to national partners. In Montenegro, the ILO has been and continues to engage with a number of UN Women partners, such as the Employers' Federation, and has committed to supporting the continuation of some gender equality related efforts.

The **Organization for Security and Co-operation in Europe (OSCE)** has been particularly active in Montenegro, where – under this project – it joined forces with UN Women and the DGE to address the needs of rural women and strengthen the capacity of GEMs at the local level.

The **United Nations Development Programme (UNDP)** has provided some support to the Serbian GED and other institutions in view of gender quality. In Montenegro, through a EU IPA project, UNDP addresses the issue of women entrepreneurship in cooperation with GED.

The **Swedish International Development Agency (SIDA)** has provided various kinds of support to Serbian Gender Equality mechanisms, as well as some (albeit limited) support for capacity development of the National Employment Service (NES) and other government actors mandated to support the implementation of the National Action Plan for GE (2010-2015).

worked on issues of either gender equality or labour rights (see sidebar), UN Women was the only organization to specifically focus on the combination of these issues. No other bi- or multilateral donors had previously worked with actors such as labour inspectors in relation to women’s rights issues.

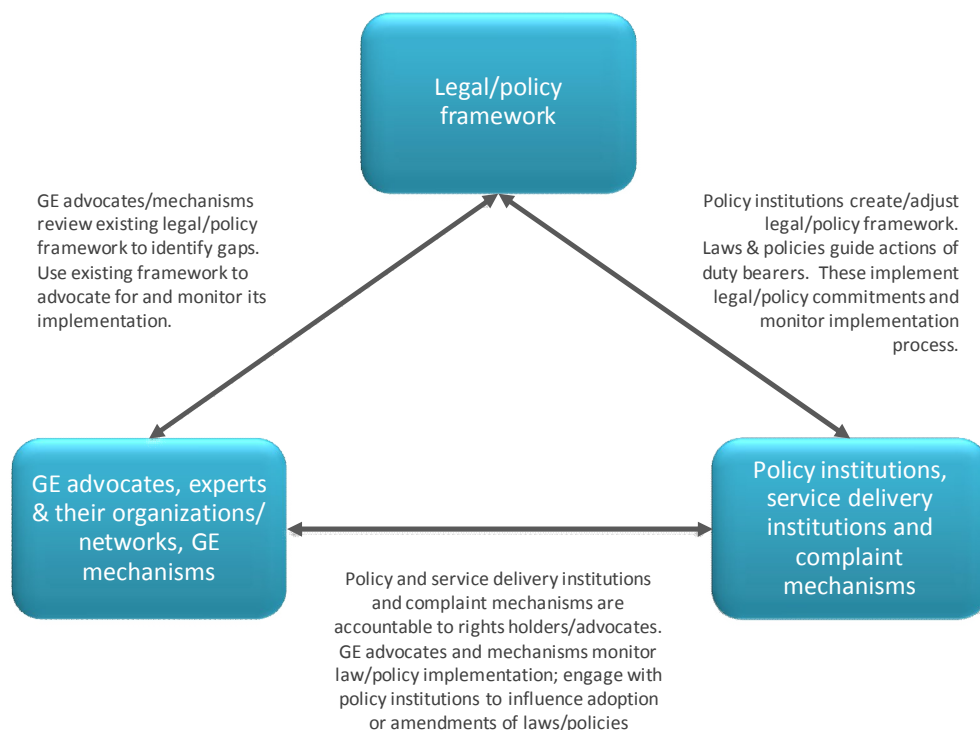
- As regards technical capacities, UN Women was able to build on its relevant experiences and expertise derived from other (global and regional) programming on women’s economic empowerment, including the noted predecessor projects on GRB and Accountability for the Protection of Women’s Human Rights.

While UN Women (then UNIFEM) had not been well known among some “non-traditional” partners (such as employment agencies or judges), consulted stakeholders widely agreed that the project team soon overcame this potential limitation through its professionalism and dedication.

Validity of the theory of change underlying the project

One key aspect of the theory of change underlying the project (see Appendix IX) was the assumption that in order to facilitate sustainable change, it is necessary to use a **multi-pronged approach** that addresses changes in the respective legal/policy frameworks, as well as the capacities (knowledge, skills, institutional mechanisms and structures) and the political will of both duty-bearers and rights-holders. This is illustrated in Exhibit 2.1.

Exhibit 2.1 Multi-pronged approach



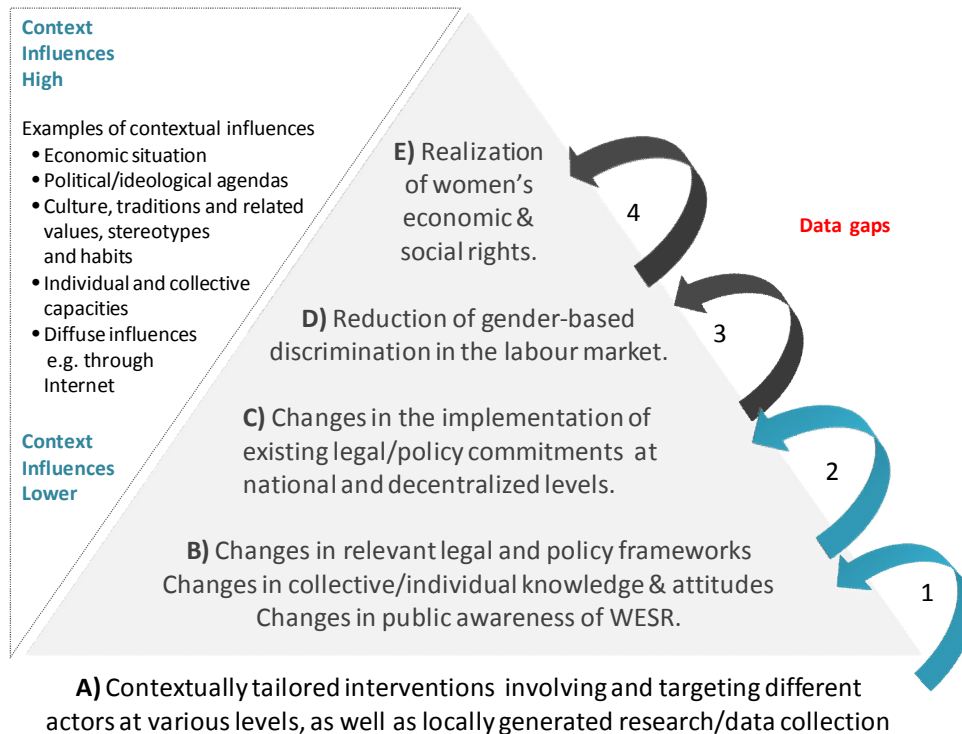
Consultations with stakeholders at national and decentralized levels showed that this assumption is widely shared among them. For example, several consulted duty bearers and representatives of GEMs noted the importance of an appropriate legal and policy framework, but also emphasized that the best

such framework was worthless if it was not implemented effectively – an issue that (as noted in section 2.1.1) had been noted as a limitation in both Serbia and Montenegro. Similarly, consulted stakeholders (GEM representatives and independent gender experts) noted that, to date, civil society was not yet playing a consistent role in informing the development of laws and policies, or in holding duty bearers accountable for effective implementation of existing commitments. Consulted stakeholders also widely shared the view that in order to influence sustainable change, efforts needed to be geared at the **national and decentralized levels simultaneously** – another key assumption underlying the project design.

Exhibit 2.2 summarizes, in deliberately simplified form, the assumed progression of change processes characterizing the theory of change underlying the project.

Evaluation data enable the validation of the initial stages of this (simplified) theory of change, up to and including changes in the implementation of existing legal and policy frameworks (i.e. steps A to C in the diagram). As further described in section 2.2 below, available evidence suggests that by helping to enhance the awareness and (organizational) capacities of key actors both inside and outside of government, the project was able to contribute to (albeit individual and anecdotally reported cases) of more and/or better efforts to implement existing relevant legislation (i.e. level C in diagram 2.2).²⁸ Data gaps exist, however, on the transition from changes in the implementation of legal/policy commitments to actual reductions of gender-based discrimination in the labour market (in Exhibit 2.2, the transition from C to D), and, subsequently, the link to changes in the realization of women’s human rights (steps D to E). While these progressions are logical and convincing, evaluation data do not permit validation of these parts of the theory of change based on available evidence.

Exhibit 2.2 Theory of change (simplified)



²⁸ See section 2.2 for examples of output and outcome level results.

These gaps in available evidence do not necessarily indicate that the theory of change is invalid or is lacking logical coherence. Evaluation data merely highlight the need for continued, long-term monitoring of existing change processes and of the various factors influencing these processes over time. Also, as further explored in sections 2.2 and 2.4, in both countries additional efforts are required to ensure that existing legal and policy frameworks are consistently implemented, rather than through isolated examples of related efforts as is currently the case.

2.2 Contributions to envisaged results²⁹

Evaluation question 2: To what extent has the project achieved or contributed to progress towards its envisaged results at the level of outcomes and outputs?

Evaluation criteria covered: Effectiveness

Overall evaluation rating for this criterion: **Very good**

2.2.1 Overview

Finding 3: Evaluation findings as regards contribution to envisaged results are positive, overall. The project fully or at least partly achieved all of its planned outputs, and there is evidence of contributions to progress towards all three envisaged outcomes. Particularly strong contributions were made in view of strengthening the available knowledge and evidence pertaining to women's economic and social rights in the labour market (outcome 1, output 1.1). Progress made towards strengthening the capacities of duty bearers and rights holders (outcomes 2 and 3) has varied considerably depending on the respective project partner.

This section summarizes evaluation findings on project contributions to results at the levels of outputs and outcomes, as well as on internal and external factors supporting or hindering project performance.

Evaluation findings on project contributions to its envisaged results are almost exclusively positive, resulting in the overall rating of 'very good for the evaluation criterion of effectiveness. Varying degrees of progress have been made towards achieving the outputs formulated in the project logframe, and contributions towards all three formulated outcomes were observed. While available data do not permit measuring the extent to which the project has made progress towards its overarching goal of contributing to the elimination of gender-based discrimination in the labour markets of Serbia and Montenegro, available data indicate that it has made meaningful contributions to strengthening the capacities of key actors and their efforts to this end at national and decentralized levels, as well as to strengthening the overall enabling environment for change in the two countries.

²⁹ The understanding of effectiveness guiding the section is the OECD's DAC definition, which focuses on measuring the extent to which an aid activity attains its objectives, giving consideration to the extent to which objectives were achieved and the major factors influencing the achievement or non-achievement of the objectives.

2.2.2 Strengthened relevant legal and policy frameworks and budgets related to economic security and rights³⁰

Evaluation matrix sub-question 2.1.1

Finding 4: In both Serbia and Montenegro, the project helped strengthen the legal and policy frameworks for women's economic security and rights in the labour market. Key tools to achieving this end were targeted research studies that explored different aspects of the issue; as well as successful efforts to facilitate dialogue among key actors at national and decentralized levels.

As reflected in the original project document, the respective legal and policy frameworks for gender equality in general and women's economic and social rights in both Serbia and Montenegro were already relatively strong at project onset. However, a number of gaps existed, which the project helped identify and address.

Data derived from document review and stakeholder consultations indicate that the various **research studies and related publications**³¹ commissioned and supported by the project were (and continue to be) effective tools in facilitating the adoption or amendment of existing legal and policy frameworks and budgets.³² Examples include the following:

- In Serbia, the project supported the Ministry of Economy and Regional Development (currently Economy and Finance) in conducting a Baseline Study on the Entrepreneurship of Women in Serbia; as well as a Gender Impact Analysis of Existing Government Measures in Support of Entrepreneurship in Serbia. In 2012, related research findings and recommendations led the Ministry to establish a **new credit line for women entrepreneurs**. See also sidebar. Together with stakeholder consultations facilitated by UN Women, the two studies also informed a number of amendments to the new credit line in 2013. These included changing the criteria for applications to allow women who own at least 25 per cent (instead, as originally required, 51 per cent) of a company accessing financing; and introducing a new variable for gender in the Agency for Business Registers which, for the first time, allows for monitoring business ownership from a gender perspective.

At the time of writing this report (October 2013), the Serbian Ministry is also in the process of preparing a new **Strategy for Small and Medium Enterprises (SME)**, which will include a separate chapter for women's entrepreneurship that will draw upon findings and recommendations deriving from the two research studies.

³⁰ Project Outcome 1: "Relevant laws and bylaws, and national, provincial and local policies and budgets related to economic security and rights, especially employment, are passed or amended to be more in line with international and national commitments to gender equality and women's human rights."

³¹ The project supported a total of 27 publications (10 in Montenegro and 19 in Serbia). All publications supported by the project in Serbia are available at <http://rs.one.un.org/index.php?org=18&lang=en&page=12&type=1&id=235&link=235> and for both countries are listed in Appendix VI. The project also supported a number of short films which aimed at demonstrating more effectively the issues and needs faced by specific groups of women (i.e. documentaries on rural women in Montenegro and in AP Vojvodina; on women entrepreneurs in Vojvodina;) or capturing project-supported advocacy efforts (i.e. film on NGO "Power of Cooperation" conference).

³² Project Output 1.1: "A relevant body of knowledge on the development of laws, bylaws and national, provincial and local policies and budgets that promote gender equality and protect women's labour rights is produced and made accessible."

- In Montenegro, the project supported the conduct of extensive research on the situation and needs of rural women. Resulting findings shaped the **Programme for Improving the Employability of Women in Rural Areas in Montenegro (2013-2016)**, developed and led by the Department for Gender Equality (DGE) at Ministry for Human and Minority Rights (MHMR) and the Ministry for Agriculture and Rural Development (MARD).
- In Serbia, the project supported the Provincial Secretariat for Economy, Employment and Gender Equality - PSEEGE³³ in drafting the **Strategy for the Improvement of the Economic Position of Rural Women in the Province of Vojvodina (2012-2016)** based on an analysis of existing policies and laws that had been conducted under a previous UN Women-supported project. The strategy has not yet been formally adopted by the Provincial Assembly due to restructuring within the Secretariat, which led to delays in decision-making processes, as well as due to changes in relevant national legislations. Nevertheless, the draft document has provided PSEEGE with strategic guidance, and has already informed a number of concrete activities funded through the provincial budget. These included trainings for rural women and support for rural women's organizations. See also sidebar.

Emerging good practice: Accompanying the full policy cycle



Both in Vojvodina and Montenegro UN Women was able to support and accompany the whole policy cycle related to efforts around addressing the needs of rural women: From defining the issue and reviewing existing data; over conducting research and data collection; sharing research findings as part of stakeholder consultations and drafting a formal policy document or strategy; to the adoption and (beginning) implementation of the new policy frameworks. Consulted stakeholders in both locations emphasized that, in their view, some or all of the momentum created during the initial parts of these processes might have been lost had it not been for UN Women's continued financial and technical support and encouragement. For UN Women the continued engagement also allowed the agency to continuously monitor and collect data on an evolving change process, rather than being limited to documenting punctual achievements such as the publication of a research study.

- In both countries, the project provided financial and technical assistance to the respective Statistical Offices, resulting in the production of the statistical publications Women and Men in Serbia 2011³⁴ and Women and Men in Montenegro 2010 and 2012 respectively. The latter has been used as main data source in development of new **Montenegrin National Action Plan for Gender Equality 2013-2017**.
- In Serbia, the project supported a comprehensive study on the lifestyles of and relations between women and men of different generations, education levels and geographic locations. The study that was conducted by a highly respected researcher resulted in the publication Gender Barometer in Serbia: Development and Everyday Life.³⁵ While it has not (yet) directly influenced specific changes in legal or policy frameworks, it has – according to consulted stakeholders – been very well received among gender advocates and experts, and has been frequently quoted and used in public discussions. Several individuals noted that, in their view, the publication carries the potential to significantly influence future thinking and discourse on gender equality in Serbia.

³³ Formerly for Labour, Employment and Gender Equality.

³⁴ Preparatory activities for development of Women and Men in Serbia 2014 (such as facilitating dialogue between data users and producers) have been supported in the final months of the project and were ongoing during the evaluation process.

³⁵ Please see: www.gb.rs. Full study in Serbian, summary in English available at: <http://www.gb.rs/wp-content/uploads/2013/03/Rodni-barometar-u-Srbiji-web-istovi1.pdf>.

Consulted national stakeholders in both countries attributed successful changes in legal frameworks, policies, strategies, or budgets also to the broader support provided by UN Women to **strengthen the respective partner's organizational capacities**.³⁶ For example:

- UN Women provided technical assistance to a working group within the Serbian Ministry of Labour and Social Policy (MLSP) to develop **two by-laws under the Gender Equality Law**. The first addressed the content and method of submission of plans for measures to be taken by employers to eliminate or mitigate unequal gender representation in their companies; and the second focused on keeping records of court decisions issued in cases of civil lawsuits in area of gender-based discrimination.
- In the Serbian municipality of Stara Pazova, the project assisted the local GEM in developing and successfully advocating for the adoption of a **Gender Equality Act** as well as of the first local **"Action Plan for the Improvement of the Position of Women and Advancement of GE 2011-2013"**.
- In Montenegro, the Department for Gender Equality (DGE), with technical and financial support from UN Women, successfully advocated for and provided input to **amendments to the Labour Law** to include gender-sensitive provisions including on equal pay for work of equal value for both women and men employees; parental leave, including paternal leave; and an obligation for all public institutions and their organs to keep sex-disaggregated data and make it public (2012). See also sidebar. In addition, DGE's evidence-based advocacy work and its collaboration with the Human Resources Management Agency of Montenegro led to an **amendment to the Law on Civil Servants**, with provisions on obligatory training on gender equality for all public officials.
- The three Montenegrin municipalities of Bar, Pljevlja, and Budva adopted **local ordinances on gender equality**, committing them to implementing the law on gender equality in their respective local administration and service delivery. The ordinances were based on UN Women-supported municipal gender analyses on local-level allocations of funds including for non-governmental organizations and for programmes on employment and sports.

UN Women also supported the DGE in various efforts aiming to foster **implementation** of the noted changes to the Labour Law, by reaching out to both duty bearers and rights holders. For example, besides training for labour and safety inspectors (see section 2.2.3), the DGE organized a public campaign titled "Find the time to be a dad" that addressed the newly introduced possibilities of both men and women taking parental leave. According to consulted DGE staff members, the numbers of men who make use of this possibility, while still very low, have since notably increased.

³⁶ See also section 2.2.3.

Reviewed documents and consultations with stakeholders showed that throughout project implementation, UN Women made successful efforts to encourage and facilitate meaningful **dialogue and coordination** among various duty bearers as well as among and with rights holders/gender advocates.³⁷ The respective dialogue mechanisms varied, and included regular working groups, roundtable discussions, workshops and seminars, as well as formal and informal meetings with and among stakeholders. See also sidebar. For example, in Montenegro the DGE at MHMR and MARD started to conduct regular meetings and information exchange to clarify their respective responsibilities in relation to implementation of the “Programme on Improving Employability of Women in Rural Areas”. Also, all research studies commissioned and/or supported by the project included public consultations and dissemination sessions, e.g. in form of round table discussions involving a broad range of stakeholders.

Emerging good practice: Coordination mechanisms



Disseminating research findings through roundtable discussions or similar events can be an effective first step for bringing diverse relevant stakeholders together around a common cause and facilitating dialogue among them. The work around the issue of rural women in Serbia and Montenegro also implies that effective coordination does not necessarily require a formal and/or permanent coordination body, but that it can emerge organically as part of the process of addressing a specific issue in a participatory way.

In both countries, the evaluation team did not find information on the extent to which the various changes in laws, policies or strategies have been implemented at national and decentralized levels, and with what effects in view of women's economic and social rights. This is not surprising given that most of the noted achievements are fairly recent.

2.2.3 Enhanced capacities of relevant duty bearers to implement existing laws and policies that promote women's economic security and rights³⁸

Evaluation matrix sub-question 2.1.2

Finding 5: The project made considerable contributions to strengthening the individual and organizational capacities of the targeted partners. The degree to which it was able to reach significant proportions of staff in each organization (including senior managers), and help to institutionalize the implementation and monitoring of gender equality related commitments varied considerably between project partners.

In both Serbia and Montenegro the project engaged with the same types of actors and institutions with roles to play in view of ensuring women's economic and social rights in the labour market. This included both duty bearers in policy and service delivery entities, as well as representatives of other social dialogue partners, in particular associations of employers and of women entrepreneurs.

³⁷ Output 1.2: “Effective mechanisms for dialogue on the development and improvement of laws, bylaws, policies and budgets that promote gender equality and protect women's labour rights exist, between key policy institutions, service delivery institutions and complaint mechanisms, on the one hand, and gender equality mechanisms (GEMs) and other gender equality advocates, on the other hand.”

³⁸ Outcome 2: “Key policy institutions, service delivery institutions and complaint mechanisms in Serbia and in Montenegro have increased capacities and improved procedures and incentives to implement existing laws and policies that promote and protect women's economic security and rights, especially with regards to employment.”

Evaluation data deriving from document review, observations, and stakeholder consultations provide evidence of project achievements not only at the output, but also the outcome level, e.g. there are several examples of project contributions to enhancing the awareness, knowledge, and skills of individuals as well as of institutions, which subsequently resulted in the respective actors making visible efforts to (better) implement existing legal or policy obligations related to gender equality.³⁹

Outlined below are examples of key project contributions in relation to strengthening the capacities of various institutions and/or types of actors at national, municipal and local levels.

Policy, service delivery and social dialogue institutions⁴⁰

Labour inspectorates and National Employment Agencies

Evaluation data indicate that in both countries the project has contributed to **raising the awareness** of targeted individuals as regards existing legal obligations for gender equality pertaining to their area of work, as well as to enhancing (to some extent) **institutional capacities** e.g. by contributing to the development of tools and guidelines for how to address GE in the conduct of labour and safety inspections, or as part of providing advice to work seekers and/or engaging with employers. See also sidebar.

In both Serbia and Montenegro, consulted UN Women staff and national stakeholders described the work with labour inspectorates and employment agencies as highly relevant in view of strengthening the realization of legal provisions addressing women's economic and social rights in the labour market. At the same time they noted that engaging these institutions has been challenging due to limited (if any) support and buy-in from senior leadership,⁴¹ and due to the fact that addressing issues of gender equality was new to most individuals working in this field. In addition, in all targeted institutions limited financial resources pose a challenge in view of continuing or expanding GE related training or other measures.

Judiciary

In both countries, the project supported efforts to raise the knowledge and awareness of (new and experienced) **judges** as regards their potential role in implementing existing legal commitments to ensuring women's economic and social rights.

- In collaboration with the Judicial Academy of Serbia, UN Women supported the development and roll-out of a training curriculum on women's social and economic rights (including labour and property rights) for members of the judiciary, targeting both future judges (first-year students) and current judges. The curriculum was integrated as part of regular capacity development program of the Judicial Academy and over 140 judges of basic and misdemeanor courts passed trainings based on it under the project. The Judicial Academy was also supported in carrying out research on how women's socio-economic rights were factually addressed in Serbian court proceedings. The resulting publication⁴² has been widely disseminated among judges and provides them with a practice-oriented resource to

³⁹ This is the outcome level result as suggested in the (reconstructed) theory of change underlying the project that is included as Appendix VII.

⁴⁰ Output 2.1: "Capacities of key policy, service delivery and social dialogue institutions on the national, provincial and local levels to mainstream gender equality and women's human rights into their policies, operations and budgets are enhanced."

⁴¹ In one case reflected by the fact that no one from the respective institution was willing to be consulted for this evaluation.

⁴² "Women's Socio-economic Rights in the Republic of Serbia" (2012).

consult when addressing cases of violations of women's labour rights and gender-based discrimination.

- In Montenegro, the DGE, with financial and technical assistance from UN Women, partnered with the Centre for the Education of Judges and Prosecutors (CEJP) to develop and implement the first official gender equality component within the educational programme for judges. As of today, almost all practicing judges in Montenegro have been reached.

In both countries, formal pre- and post training assessments, as well as informal comments made to staff of the respective judicial training institution and trainers indicate that the targeted participants assessed the training modules as relevant, and noted that they had increased their awareness and knowledge of how to apply relevant legal provisions in their daily work. See also textbox below. At the time of the evaluation, no data was available, however, on whether and how judges have applied this knowledge and awareness when dealing with actual cases, and with what consequences.

Engagement with Labour Inspectorates and Employment Agencies

In Montenegro, UN Women provided financial and technical support for the cooperation between the **Labour Inspectorate** (Inspection for Occupational Safety and Health) and the **DGE**. Jointly, the partners led a gender-sensitive analysis on safety at work, and integrated research findings in a Rulebook on Conducting Gender Sensitive Safety at Work Inspections. Consulted stakeholders noted that, as a result, safety inspectors have begun to collect gender sensitive data as part of their regular inspections. Also, DGE staff noted that labour inspectors now sometimes asked for their advice when coming across cases involving gender based discrimination.

In Serbia, following UN Women-supported capacity development efforts with the **Serbian Labour Inspectorate** (which included trainings for approx. 180 inspectors, regional exchange and development of materials) one branch office⁴³ developed and adopted official instructions for labour inspectors on how to conduct gender-sensitive labour inspection visits and comply with the Gender Equality Law. At the time of this evaluation it is not clear whether other branch offices will adopt the same or similar instructions as well. As of to date, senior leadership in Belgrade does not appear to have shown significant leadership in this regard.

In Montenegro, 123 employees (approximately 35 per cent of all staff) of the **Employment Agency (EA)** participated in trainings on the Law on Gender Equality and how gender can and should be integrated in their work. The trainings were based on desk research and staff consultations to assess whether and how gender was already mainstreamed within the agency. At the time of the evaluation the EA had not yet developed binding guidelines or mechanisms to ensure that staff members applied gender quality related insights into their daily work. Consulted EA staff members acknowledged that more needed to be done to ensure sustainable changes in practices, but also noted that the trainings had resulted in notable changes as regards the consistent use of gender sensitive language in the context of job advertisements posted within and by the agency.⁴⁴

In Serbia, the project supported the **National Employment Service (NES)** in conducting a baseline study to identify existing knowledge and practices as regards GE in the context of the agency's work. NES, with support from UN Women, then provided training on gender mainstreaming and equal opportunities in the labour market to more than 300 counsellors in 12 out of a total of 32 NES branch offices. Training assessments indicated that participants declared to be better equipped to recognize and respond to different needs of women and men clients, and to provide more gender-sensitive service delivery. However, available data do not provide information on whether and how this new knowledge has been applied by NES staff, and with what effects.

⁴³ In the Rasinsky region

⁴⁴ The Serbian/Montenegrin language distinguishes between male and female forms of occupational titles. The use of gender-sensitive language includes that job announcements include both male and female terms for the posted position, thereby indicating clearly that applications from both men and women are welcome.

Social dialogue partners

In both Serbia and Montenegro the project sought partnerships with additional social dialogue partners, in particular associations of employers and organizations of women entrepreneurs.⁴⁵

In both countries, the collaboration with these partners focused on i) understanding and promoting the **Women's Empowerment Principles (WEP)** (see sidebar) among relevant actors; and ii) establishing **baseline data** on existing knowledge, attitudes and practices in view of corporate social responsibility with focus on GE, and related good practices. Key achievements are outlined below.

Given that judges tend to have considerable room to interpret and apply existing laws and regulations, their personal beliefs and commitment to gender equality are essential for ensuring that existing legal obligations are translated into practice. In reaching out to judges, UN Women and its partners therefore put particular emphasis on raising participants' awareness of existing legal obligations and providing them with examples of how these obligations had already been applied in actual court cases.

- By providing technical assistance, trainings on WEPs, and small grants for gender related activities, UN Women helped strengthen the **organizational capacities** of the Serbian Association of Employers and the Association of Business Women. Both organizations expressed their commitment to promoting and advocating for gender equality and women's empowerment among their members, and have taken on the role of knowledge hubs on women's socio-economic rights. They now proactively provide companies with information and practical guidance on how to integrate WR in business operations and have secured some funding from other donors to continue related efforts in the future.
- With support from UN Women, the Serbian Employers Association carried out a survey that provided a **snapshot of GE-related opinions and practices** among approximately 100 Serbian employers. The study revealed very low awareness of GE related principles and practices as well as of employers' legal obligations. These findings informed the design of subsequent training workshops targeting employers, as well as relevant government staff at national and decentralized levels. These (and similar) interventions are likely to have contributed to 64 Serbian companies having **signed on to the WEPs**, thereby indicating their commitment to establishing and/or expanding pro-women

Women's Empowerment Principles

In 2011, UN Women initiated cooperation with the United Nations Global Compact.⁴⁶ a global network of businesses committed to implement certain standards related to human rights, labour rights, anti-corruption and environment. The Women's Empowerment Principles is a joint global initiative between UN Women and the UN Global Compact, which constitute a set of, socially responsible corporate practices towards women that can be implemented and replicated by employers around the world.

⁴⁵ In Serbia, UN Women made some efforts to work with the Social and Economic Council, but disengaged when it became clear that the constantly changing membership of the body did not allow for achieving sustainable results within the project's life cycle. Also, UN Women explored opportunities for engaging with labour unions, but decided against this undertaking given the very large number and fragmentation of existing unions, and the fact that existing capacity development needs of these institutions appeared to be so immense that the project was not likely to make any meaningful contributions given its duration and resources. However, union representatives were invited to participate in relevant events, such as round-table discussions related to the dissemination of research findings.

⁴⁶ For more information on the Global Compact, see: <http://www.unglobalcompact.org/> and on the Women's Empowerment Principles www.wepprinciples.org.

corporate social responsibility practices. At the time of conducting this evaluation not data was available, however, on whether and how these companies have translated their commitment into practice.

- The project provided financial and technical assistance to the Montenegrin Employers' Federation to carry out a **study on women in business**. Research findings were presented in several roundtable meetings that brought together actors from public, private, and NGO sectors. The study was the first of its kind in Montenegro, and filled a void as regards data on women in business. While it has not yet had any visible effects, it is used to inform the strategy on women entrepreneurs that is currently being prepared by the Directorate of Development of Small and Medium Enterprises (SME) in the Ministry of Economy.
- UN Women provided financial assistance to the Montenegrin Centre for Education of Non-governmental Organizations (CRNVO) to compile a Guide to Corporate Social Responsibility towards Women at Workplace, Women at Marketplace and Women in Community.⁴⁷ The publication was disseminated to employers through CRNVO and through the Montenegrin Employers' Federation. While there is no data available on whether and how employers have applied the tool, it is notable that the guide constitutes the **first locally developed materials on gender-sensitive corporate sector responsibility** based on the WEPs. As such, it carries the potential to provide relevant and context specific information to interested employers.
- In Montenegro, the project supported and facilitated the creation of the **"Equally of course!" award** to recognize private companies for their contributions to empowering women and promoting gender equality. The award selection committee was convened by the NGO Women's Alliance for Development and included representatives from the non-governmental sector, trade unions, employer federations, Ombudsman, DGE, academia, and judiciary. Subsequently, the DGE and the Montenegrin Chamber of Commerce agreed to establish the award as an annual event in order to create an ongoing positive incentive for firms to implement measures pertaining to their corporate social responsibility. See also sidebar.

UN Women, in collaboration with the **Serbian Association of Employers**, had originally envisaged establishing a similar award in Serbia to recognize good employment practices in private sector firms. However, given that the concept of corporate social responsibility and the WEPs were still very new, it was almost impossible to identify examples of good practices in this regard, particularly among fully nationally owned (as opposed to international) enterprises. The partners therefore decided that available project resources would be used more effectively by providing training on WEPs to a larger number of employers. The Association is still planning on introducing an award at a later time.

Some consulted stakeholders in Montenegro described similar challenges in identifying firms that had actually established measures that could count as good practice. The decision to still go ahead with the award was based on the view that the process and award itself created an opportunity for promoting the issue and making it publicly visible, as well as for creating an incentive for companies to consider implementing at least some measures.

Whether one of these two approaches (establishing the award early on or delaying it) proves to be more effective in terms of providing incentives for companies to embrace corporate social responsibility and/or gender equality remains to be seen in the longer term.

⁴⁷ Available in Montenegrin at: <http://www.crnvo.me/biblioteka/finish/3-crnvo-publikacije/49-vodic-kroz-drustvenu-odgovornost-.html>.

Complaint mechanisms⁴⁸

In both Serbia and Montenegro the project contributed to strengthening the organizational capacities of relevant complaint mechanisms as regards their ability to better address and respond to cases of gender based discrimination, in particular in the labour market.

- Technical and financial support from UN Women helped partner institutions (the Provincial Ombudsman (PO) in Vojvodina, the Serbian Commissioner for the Protection of Equality, and the Office of the Protector of Human Rights and Liberties in Montenegro) increase the **knowledge and awareness of their staff members** as regards existing legal and policy commitments pertaining to women’s socio-economic rights, as well as on their own roles and responsibilities in this regard. In Vojvodina, the office of the Provincial Ombudsman adopted a gender equality inception kit for new employees, thereby further institutionalizing its commitment to addressing GE issues.
- The project encouraged and supported partner institutions in proactively **reaching out to relevant stakeholders** – including rights-holders at the local level, as well as other government officials. This included visiting and establishing contact with rural women – a group whose needs and living conditions had been almost unknown to all of the complaint mechanisms (see sidebar).⁵¹
- UN Women’s financial support also allowed the partners to implement additional measures to increase their **visibility**, e.g. through the establishment of a dedicated webpage on gender equality by the Provincial Ombudsman,⁵² and the dissemination of promotional materials explaining the role of the PO, and ways of filing complaints with it.

“Reaching out to potential clients is very unusual in our country. Some people in our own institution feel that we should not do something like that, but focus on dealing with complaints. They do not recognize that we need to create demand for our work. People need to know we exist, and how we can help them.”

“When doing outreach, we learned a lot about the people whose rights we are supposed to protect. Going to the people makes you realize that generic promotion of our work is not enough.”

“Learning about the life of women in rural areas was our ‘biggest find’ – we have learned lots about their lives. We talked to several hundred women, who told us that it was the first time anyone had asked about their needs.”

(Representatives of Serbian complaint mechanisms)

In Serbia, the number of gender equality related complaints received by the Commissioner for the Protection of Equality has slightly increased over the past three years.⁴⁹ While it is not possible to attribute this change to the work of the project, consulted representatives of the complaint mechanisms that UN Women worked with strongly agreed that project had significantly contributed to enhancing their organizational capacities and strategic positioning. They also emphasized that their own financial and human resources would not have sufficed to carry out the noted measures independently.⁵⁰

⁴⁸ Output 2.2: “to mainstream gender equality and women’s human rights into their policies and operations are enhanced.”

⁴⁹ As noted in the Commissioner’s most recent Regular Annual Reports, the number of complaints submitted on the grounds of the sex of the complainant increased from 6 (2010) to 36 (2011) and 42 (2012). In 2012, the 42 received complaints constituted 10.6 per cent of the total number of complaints submitted to the Commissioner.

⁵⁰ See also section 2.2.5.

⁵¹ In Vojvodina, the information gained by the Provincial Ombudsman during these visits informed the comprehensive Programme for Rural Women noted in section 2.2.2 above.

⁵² Please see: <http://www.ombudsmanapv.org/rp/>

- Another important contribution to strengthening the organizational capacity of complaint mechanisms was UN Women's ability to **connect the respective institutions with relevant government and especially non-governmental partners** at regional, national, and decentralized levels. This was particularly evident in relation to the project's collaboration with the Serbian Commissioner for the Protection of Equality, a relatively new institution that became operational only in 2011. Based on its existing contacts, UN Women assisted the Commissioner in establishing contact with local GEMs (whose coordinates are often not available on municipal websites), and other gender advocates at the decentralized level. See sidebar.

2.2.4 Enhanced capacities and influence of gender equality mechanisms, gender advocates, and experts

Evaluation matrix sub-question 2.1.3

This section explores to what extent the project has contributed to strengthening the capacities of GEMs, gender equality advocates, experts and their organizations for ensuring that GE dimensions are included in relevant laws, policies, strategies and budgets at national and, provincial and local levels, and for monitoring the implementation of related commitments.

Finding 6: In both Serbia and Montenegro the financial and technical support provided by the project contributed to strengthening the organizational capacities of GEMs at national and decentralized levels. The project also helped identify existing gaps in the existing capacities of non-governmental organizations working on women's socio-economic rights, and started to address some of the identified needs.

Gender equality mechanisms (GEM)⁵³

Two key partners as regards the project's work with GEMs were the DGE in Montenegro and the PSEEGE in Vojvodina. See also sidebar. Both institutions had been UN Women's partners prior to the project under review, and their collaboration was able to build and expand on the trust and capacities already established in the past.⁵⁵ Key types of improvements that UN Women helped to bring about within and in collaboration with the DGE and PSEEGE are the following:

In Serbia, the project had intended, and had initially set out to also work closely with the Gender Equality Directorate (GED). However, in 2011 the GED informed UN Women that none of the types of institutional support offered through the project were of interest to the Directorate, thereby putting an end to the collaboration.⁵⁴

- Expanding **staff members' knowledge and skills** on how to mainstream gender in public administration and policy, including in the context of the labour market. For example, PSEEGE

⁵³ Output 3.1: "GEMs at all administrative levels have increased their capacity to integrate gender into laws and bylaws, as well as national, provincial and local strategies, policies and budgets."

⁵⁴ According to consulted gender experts and NGO representatives in Serbia and Montenegro, over the past two to three years the GED has neither been active nor particularly visible in view of actively promoting the gender equality agenda in Serbia or the region. At the time of this evaluation there was also uncertainty about the future of the Directorate not only as regards its current leadership, but also its overall continued existence.

⁵⁵ Consulted representatives from both GEMs noted that it was difficult for them to isolate the results deriving from support received under this particular project. Instead they emphasized that they attributed several of their own successes to the ongoing partnership with and the support received from UN Women over a longer period of time.

staff noted that a UN Women-supported study visit to Sweden had helped them with relevant knowledge and skills on gender mainstreaming, which they were able to apply in a subsequent collaboration with the Secretariats for Education and for Administration, Regulation and National Minorities respectively. PSEEGE staff also reported on having been more active and more successful in reaching out to senior Secretariat staff to increase their awareness on gender equality issues.

- The ongoing technical and financial support provided by UN Women to the DGE in Montenegro, including – for a limited time – financing an additional staff position, allowed the DGE to engage in a number of activities that it could not have addressed with its regular budget and human resources. For example, consulted DGE staff noted that without UN Women's support its engagement with and for rural women would likely not have happened to the same extent. Similarly, by channeling funds for other actors in Montenegro through the DGE, UN Women contributed to **enhancing the department's visibility, status and influence** among other government actors, thereby assisting the DGE in establishing itself as a coordinating body and reference point for various actors, in particular those whose mandate includes supporting rural women.

The project – either directly or through its implementing partners - also engaged with a number of **GEMs at the municipal level** (e.g., in Serbia: in Kragujevac and Stara Pazova, and in Montenegro: in Bar, Pljevlja, and Budva) to strengthen knowledge and skills of GEM members and local government staff for budget and policy analysis and monitoring from a gender perspective (see section 2.2.2). Available evaluation data do not provide information on the extent to which related local commitments (as, for example, formulated in local ordinances on gender equality) have been implemented and with what effects for women in the respective municipalities. Also, it remains to be seen to what extent the shown commitment to furthering gender equality will be sustained (including through financial allocations) over time,⁵⁶ and what role local GEMs can play in this regard. This does, however, not diminish the symbolic relevance of the noted achievements as concrete examples of how efforts can be made at the municipal level to translate national legislation into locally relevant guidelines and budgets. Supporting the noted municipalities in becoming the first in their respective countries to develop relevant measures holds the potential to encourage them to continue their engagement in the future.

⁵⁶ See also section 2.4.

Gender advocates, experts, and their organizations and networks⁵⁷

In both countries, but particularly in Serbia, the project supported the capacity development of women's organizations through trainings (see sidebar), small grants, as well as (in Serbia only) financial assistance for small ad hoc activities. Project activities were deliberately aimed at organizations that were already addressing women's economic and labour rights in their work, and that were based outside of the respective capital. The project was able to engage with almost all such organizations active during its implementation.

Several of the initiatives implemented by different NGOs using the small grants received from the project led to tangible results, illustrating the respective organization's ability to apply their knowledge and skills for policy analysis and evidence based

advocacy in order to influence changes in local policies and mechanisms and for strategic documents to be amended. Illustrative examples of results achieved include:

- The advocacy work conducted by the NGO Femina Creativa contributed to principles of gender mainstreaming, including gender-sensitive language and concrete measures for advancement of women, being integrated in the "Strategy for Local Sustainable Development of City of Subotica" for period 2013-2022 that was adopted in May 2013. The same NGO contributed to two municipalities in Vojvodina adopting budgeted Action Plans for the Improvement of the Socioeconomic Position of Women 2012.
- In the Serbian city of Užice, advocacy conducted by the Women's Centre Užice (WCU) contributed to the allocation of funds in the Local Employment Action Plan to support self-employment of rural women (and youth), and for employment of women from vulnerable groups through public works projects. WCU also influenced changes to the Statute of the City of Užice, which resulted in enhancing the strategic positioning of the local gender equality mechanism within the public administration. Furthermore, the city of Užice adopted its first annual Action Plan for the Improvement of the Position of Women, and allocated resources for

Capacity development for women's organizations

In the period December 2010 to October 2012, UN Women implemented a comprehensive capacity development programme for women's organizations involving over 30 women from 18 NGOs. The programme included a series of six training and networking sessions designed to strengthen the analytical skills of participants, and their ability to successfully advocate for policies that benefit women in their local communities. The sessions were based on the ongoing assessment of participants' needs. Also, once the trainings were completed, UN Women conducted another capacity and needs assessment to help participating organizations and individuals identify next steps and remaining areas requiring more efforts to strengthen their individual and collective abilities.

Pre and post self-assessments of participants conducted after each training session, as well as a survey of those individuals who attended all six training sessions (see Appendix X) showed a (self-reported) increase in participants' knowledge. Also, by bringing like-minded organizations from different parts of the country together for the first time, the project contributed to building a sense of community and installing an increased sense of self-confidence and motivation to act among them. The ad hoc funding provided by UN Women towards the end of the project, allowed Serbian NGOs to build on this newly gained momentum, e.g. by providing geographically distant organizations to get together to share ideas and, in at least one case, work on a joint project proposal to another donor.

⁵⁷ Output 3.2: "Gender equality advocates, experts and their organizations and networks have strengthened their capacities to advocate for gender-responsive laws, policies, strategies and budgets, and practices of employers, to advance women's economic security and rights at national, provincial and local levels".

its implementation from the city's 2012 budget. One of the plan's key objectives was promotion of and support to women's entrepreneurship.

At the time of this evaluation, no data were yet available on the (actual or anticipated) longer term effects of the grants and other capacity strengthening measures for gender advocates and their organizations supported by the project. Consulted NGO representatives, trainers and gender experts involved in related measures widely agreed that project efforts addressed at NGOs have been highly relevant and effective. However, they also noted that many, if not most, women's organizations in Serbia and Montenegro still have a long way to go before they can consistently and effectively engage in evidence-based advocacy and monitoring of policy implementation. Stakeholders highlighted positively that the UN Women-supported trainings and other efforts had helped NGOs and their supporters to identify and acknowledge the scope of existing capacity gaps, while also outlining possible paths to address them. See also sidebar.

In Serbia, several of the consulted trainers and gender experts involved in the project noted that, in their view, the most effective way to further strengthen NGO capacity might not necessarily be through more training, but through application-focused methods such as ongoing coaching and mentoring. However, they also highlighted that as long as the Serbian women's movement remained unfocused and fragmented, it would remain difficult for any one organization to really make a difference.

Thus, in addition to supporting the capacity development of individual organizations at national and decentralized levels, consulted trainers and gender experts also emphasized the need for broader efforts geared towards **helping the Serbian women's movement review and re-define its common priorities and approaches** in light of the evolving national and regional context.

2.2.5 Unintended effects

Evaluation matrix sub-question 2.2

Finding 7: Through its contributions to strengthening the technical, financial, and leadership capacities of its national partners, the project contributed to a number of unintended positive effects. There was no evidence of unintended negative effects.

Document review and consultations with stakeholders in Serbia and Montenegro showed that in several cases project-supported efforts developed their own dynamics, which led to positive results that could not have been predicted and that had not been deliberately intended by the project. For example:

- UN Women-supported the NGO Fenomena in carrying out a research study on the number of women in management and female business owners in the Serbian municipality of Kraljevo. The study resulted in a booklet on women entrepreneurs, as well as a documentary film and a website. An unplanned positive 'side effect' of the work was that it led to the **creation of a local association of women entrepreneurs** that is still active to date.
- UN Women's support to various actors in both Serbia and Montenegro related to data collection on and outreach to this particular group led to a number of positive developments, none of which were foreseen at project onset, in particular the respective strategies for addressing the socio-economic needs of rural women (see 2.2.2). Another unexpected result was the formation of an informal group of 25 rural women leaders in Vojvodina facilitated by the PO. Similarly, the Women's Centre Užice facilitated the establishment of three rural women's organizations in the Užice area. Members of these networks are now able to share information with other women as regards their rights and how to seek help if needed.

- The UN Women-supported work of the Provincial Ombudsman with several private sector companies to inform them on the WEPs inspired the company Elektro Vojvodina to independently conduct an internal process of developing a gender equality plan. Based on this positive experience, the PO started working with other water and public utility companies in the province, going considerably beyond what had been agreed in and covered by the funding agreement with UN Women.

These and similar examples are relevant not only in view of assessing the effectiveness of the project, but also in view of the likely sustainability of results (see section 2.4).

2.2.6 Factors supporting or hindering the achievement of results

Evaluation matrix sub-question 2.3

Finding 8: The main factors supporting progress towards results were the dedication and professional skills of involved project partners at national and decentralized levels, and the flexible approach adopted by UN Women for supporting these actors. However, a number of contextual influences limited results achievement. These include a challenging overall economic situation, as well as persistent beliefs and attitudes denying the need for measures to enhance gender equality.

The table below outlines the key factors that – as indicated by evaluation data derived from document and literature review, stakeholder consultations, and observations during the country site visits – either supported or posed challenges to project implementation and progress towards planned results. For each factor, the table indicate the relative importance of the respective influence.⁵⁸ If not otherwise indicated, the noted rating equally applies to Serbia and Montenegro.

Exhibit 2.3 Factors affecting performance

Factor	Nature of influence on project’s ability to make progress towards its planned results	Degree of influence
Positive/supporting factors		
Interest, dedication, commitment, and existing capacities of project partners at national and decentralized levels.	Contributed to activities being implemented effectively and within agreed upon budgets. In several cases, partners took initiatives further than what had been agreed upon or was funded by UN Women, thereby demonstrating leadership for and ownership of results.	Strong
UN Women project management ⁵⁹	UN Women was able to build on existing trust and mutual knowledge developed with several national partners prior to the project, which helped the collaboration to run smoothly. UN Women’s willingness to flexibly adjust agreed upon project activities to evolving needs and insights	Strong

⁵⁸ It is not possible to measure or quantify the exact influence of different factors on project performance. Instead, the noted ratings that are based on a three-point scale (low, medium, strong) intend to illustrate the relative influence of different factors when compared to each other. “Low” influence = factors that were either not mentioned frequently by stakeholders and in reviewed documents, or that were generally described as having had no or only little influence on project performance. “Medium” influence = factors that were mentioned frequently by consulted stakeholders and/or in documents, and that were consistently described as considerable influences on project performance; “Strong” influence = factors that were consistently described as having significantly influenced the type and degree of results achieved (or not achieved) by the project, e.g. driving forces behind stakeholder commitment and attitudes.

⁵⁹ See also section 2.3.1.

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Factor	Nature of influence on project's ability to make progress towards its planned results	Degree of influence
	was a key factor that allowed project partners to achieve and even surpass envisaged results.	
Goal of EU integration. Knowledge that EU access will require effective implementation of existing legal obligations and (international) standards as regards gender equality.	Some consulted actors (more so in Montenegro) described the goal of EU integration with optimism and regarded related obligations to comply with existing legal requirements as a strong incentive. Others (more so in Serbia) appeared to be less familiar with existing GE-related requirements for EU accession, and how these fit into the general government reforms Serbia was undertaking. In both countries some stakeholders noted that the accession process was linked to so many obligations that it was hard to keep track of and pay adequate attention to all of them.	Montenegro: Medium Serbia: Low-Medium
Negative/hindering factors		
Unfavourable overall economic situation, coupled with high unemployment, economic pessimism and frustration.	The challenging overall economic situation contributed to a lack of interest in gender equality/corporate social responsibility among many targeted stakeholders, in particular employers /small business owners. This was combined with the assumption that to address GE issues would require financial investments. Similar attitudes were expressed by various duty bearers in service delivery institutions in both countries who felt that pressing economic problems needed to be addressed before one could pay attention to GE concerns.	Strong
Lack of understanding and/or acknowledgement of the need for measures to further gender equality including in the labour market.	Although the notion of gender equality is not new in Serbia and Montenegro, many duty bearers as well as the general public still have no or only a very limited understanding of the concept. For the project this meant that in many cases efforts had to focus on first of all helping actors understand and acknowledge that issues worth addressing existed at all, before being able to tackle the 'how' of addressing them. I.e. there was a considerable need to try and influence general attitudes of actors, before being able to help them develop relevant skills.	Strong
General weaknesses in the functioning of government agencies at national and decentralized levels as regards accountability, performance based staff incentive systems, and decentralized decision making.	The combination of these factors negatively influenced the willingness and ability of many government actors to proactively engage in GE related interventions (rather than waiting for explicit orders to do so). Similarly, the overall lack of a culture of accountability has contributed to underperformance when it comes to implementing existing legal and policy obligations at national and decentralized levels. This also affects the extent to which civil society organizations and gender advocates have developed a culture of holding government accountable for its GE related actions.	Medium to Strong
Weak, fragmented civil society organizations grounded in a tradition of activism.	The existing gaps in NGO capacities made the capacity development efforts supported by the project even more relevant. At the same time experiences gained during the project also indicated that the existing capacity gap is bigger than had been initially assumed. This has implication for the extent to which NGOs can effectively influence policy development and/or monitor the implementation of GE commitments in the near future.	Medium to Strong ⁶⁰

⁶⁰ It needs to be noted that some of the NGO partners that UN Women worked with in Serbia and Montenegro already have strong capacities as regards policy analysis and advocacy work. The observation made here relates to the overall picture of all NGOs working on women's economic empowerment/labour issues in the two countries.

2.3 Project management and efficiency⁶¹

Evaluation question 3: To what extent were the existing project management structures appropriate for the effective and efficient use of available resources?

Evaluation criteria covered: Efficiency and effectiveness

Overall evaluation rating for this criterion: **Very good**

2.3.1 Strengths and weaknesses of project management

Evaluation matrix sub-question 3.1

Finding 9: The management structures and approaches used by UN Women were appropriate and, together with the technical competence and personal dedication of the project team, contributed to the effective implementation of the project. At the global level UN Women missed opportunities for drawing upon project experiences to inform organizational learning.

Management structures

The lean project management structure was centred on the small team in Serbia and Montenegro (see sidebar). Within the team, roles and responsibilities of individual members were clearly defined and focused on providing ongoing and, if needed, hands-on support to project partners at national and decentralized levels. The project team stayed unchanged for most of the project duration which contributed to coherence and continuity in view of approaches and partnerships.

The UN Women project team consisted of:

An **international project manager** (based in Belgrade) responsible for the overall management of the project including communication with the donor and with UN Women SRO and HQ;

Two **national project officers** (both based in Belgrade) focusing on Women's labour rights and gender mainstreaming/gender responsive budgeting respectively;

A **national project officer** (based in Montenegro);⁶²

A **project associate** for the overall project (based in Belgrade), who provided operational support to the team.

Having a dedicated national project officer based in Montenegro was an advantage as it allowed for in-person interaction with and support to national partners who – according to consulted stakeholders – highly appreciated this opportunity. Also, it gave the project direct access to information on developments on the ground, and further contributed to its reputation of being grounded in a sound knowledge of national and local realities and needs. When the project officer left in the summer of 2012, the project manager decided not to replace her, but to use the funds originally set aside for her position to invest in additional project activities. This was appropriate given that for the remainder of the project no new initiatives had been envisaged for Montenegro, and that existing activities were already capably led by the DGE. Consulted stakeholders in Montenegro confirmed that, while they regretted the departure of the Montenegro based officer, this change did not negatively influence subsequent project implementation. This was also due to the efforts by the remaining UN Women team in Belgrade to keep up ongoing communication and exchange with partners in Montenegro.

⁶¹ The OECD DAC criteria define efficiency as measuring the outputs – qualitative and quantitative – in relation to the inputs.

⁶² Until June 2012. This was the first time that UN Women had a staff member based in Montenegro.

While the small team allowed for efficiencies, it also meant that individual staff members were often stretched and at the limit of their capacity, also due to the fact that each of them provided a considerable amount of hands-on support to project partners. The project manager faced the additional burden of de facto fulfilling the role of UN Women's representative in Serbia, which meant attending and contributing to various coordination bodies and events involving national and international development partners that went beyond the immediate scope of the project (and beyond the project manager's official terms of reference). While this additional work did not significantly limit her overall ability to effectively manage the project under review, it did mean that she was able to spend less time than she could have done otherwise on engaging with project partners or supporting other project team members.

The UN Women Sub Regional Office (SRO) in Bratislava played a very modest role in project management, focused on occasionally providing advice and technical support when asked to do so, while otherwise allowing the project team ample room for planning and decision making. SRO involvement became even more limited during the later part of the project due to the (ongoing) process of organizational restructuring within UN Women, and the related departure of several SRO staff members who had been involved in the project.

Interactions of the project team with UN Women headquarters (HQ) mostly consisted of exchanges with the Women's Economic Empowerment section in the Policy Division at HQ. Consulted individuals from the project team as well as from the SRO in Bratislava also noted, however, that the SRO made only limited, if any, efforts to actively showcase project activities and achievements to relevant colleagues at HQ. This appears to have been at least partly due to the noted limitations in SRO staff capacity. UN Women may thereby have missed opportunities for informing organizational learning and theory building, given that project experiences and achievements could have provided valuable insights relevant in view of UN Women's work in other countries in transition, as well as in view of its thematic work on women's economic and social empowerment in and through the labour market.

Management approaches

Evaluation data derived from document review and stakeholder consultations indicate that UN Women reviewed and incorporated lessons learned from past experiences not only in the overall project design (see section 2.1.2), but also in view of how to engage with partners in a professional, respectful, and culturally sensitive way (see sidebar).

All consulted project partners emphasized the positive role played by the UN Women team due to their subject matter expertise, knowledge of the national, regional, and global contexts, and their personal dedication. The team was

"UN Women was the first donor with whom we didn't just have a donor-recipient relationship, but where it really felt that we were working together towards a common goal and that we were on the same side."
NGO representative

"The cooperation with UN Women was unique. They consulted us before designing the intervention, and made sure that things were well tailored to this particular context. They were always open to discussions, brainstorming, and really integrated our ideas and suggestions. They were flexible and focused on what was needed to produce good results. For example, they would only determine the expected products and deliverables that should derive from our research based on emerging research findings and experiences." Researcher

"UN women staff were demanding, but their demands were based on competence and made sense. They did not simply insist on things just because they had at some point been written down." National project partner

"UN Women was very cooperative and competent. They dared to think outside the box. And they recognized the relevance of and need for locally generated knowledge and concepts." Researcher

"Everything around us kept changing. UN Women being flexible allowed us to adapt and achieve results regardless of the changing context." National project partner

particularly praised for its flexibility, which allowed project partners to adapt plans according to changing context or evolving insights. Further, consulted project partners in both countries repeatedly acknowledged the fact that UN Women provided them with tailor-made and context specific solutions – ranging from supporting locally conducted research and data collection, to ensuring that capacity building interventions such as trainings met the particular needs and expectations of the respective target group.

One key characteristic of UN Women's approach to managing partnerships was its declared and proven willingness to work with any actor willing and interested to engage with them, as well as its ability to facilitate exchange and collaboration among these partners (see sidebar). Several consulted stakeholders described UN Women as always having "an open door for everyone". At the same time, UN Women also made decisions to ending collaboration if the respective partner did not indicate interest or commitment (e.g. in case of the GED in Serbia). This approach was appropriate given the finite time and resources available to the project, in view of its broad, system-oriented approach; and in light of the fact that other actors were both willing and able to use resources to achieve actual results.

Emerging good practice: Fostering exchange and coordination among partners



UN Women played an important role in bringing different actors in both Serbia and Montenegro together, facilitating and enabling exchange both among similar actors (e.g. among different government actors, or among NGOs), as well as among diverse actors (e.g. by organizing roundtable discussion involving public and private sector as well as civil society representatives).

The project team also organized regular meetings bringing together project partners in Serbia and Montenegro respectively. This allowed different actors to gain a better understanding of the efforts undertaken by other actors, thereby forming a clearer idea of the 'bigger picture' as regards work on women's economic empowerment. Furthermore, project-funded initiatives allowed partner organizations to engage in purposeful and targeted collaboration, thereby increasing their ability and experience of coordinating their GE-related efforts.

Monitoring, reporting, and evaluation

During project implementation, UN Women made efforts to continuously strengthen project monitoring and reporting mechanisms. Monitoring of project activities was conducted on an ongoing basis, both in view of tracking and keeping records of the use of financial resources, as well as in relation to progress towards envisaged results made by different partners. The latter was done through written progress reports required and received from implementing partners on a quarterly basis,⁶³ as well as through ongoing, informal exchange with these partners using email, telephone, or in face to face visits.

One key tool developed and consistently used to guide work planning as well as monitoring and reporting was the project **logframe**. The original version of the logframe was slightly revised following the first year of implementation, and again following the mid-term review in 2011. The revisions aimed to better reflect the actual work of the project (e.g. its work with social dialogue partners such as employers' associations in both countries). From a pure results based management (RBM) point of view, the logframe (both in its original and revised versions) has a number of minor weaknesses. These are:

- In case of outcomes 2 and 3 it is not evident that the noted outcome level result constitutes a higher-level change than the related outputs; i.e. both outcomes and related outputs address

⁶³ With exception of those with whom UN Women had a memorandum of understanding, e.g. the Commissioner for the Protection of Equality and the Serbian Labour Inspectorate.

the notion of strengthened capacities. An alternative approach would have been to formulate the outcome level result as a somewhat more ambitious result, e.g. changes in the extent to which relevant actors implement existing legal and policy obligations;⁶⁴

- In some cases – as also pointed out in project progress reports - the work conducted in collaboration with a particular national partner ‘fit’ under several outcomes at the same time. In particular the work of the national GEMs in Serbia and Montenegro can be seen as a contribution to both outcome 2 (given the institution’s possible role for policy development) and outcome 3 (with its focus on GEMs). Similarly, many achievements relevant in view of outcome 1 are directly linked to the results of capacity development efforts captured under outcomes 2 and 3.

However, the evaluation team acknowledges that this observation may merely reflect the inter-connectedness of the different dimensions that the project was aiming to address simultaneously, i.e. one of the guiding assumptions underlying the project’s theory of change (see section 2.1.2). Also, and most importantly, according to consultations with UN Women project staff and as evidenced in the project progress reports, the noted weaknesses did not diminish the relevance and usefulness of the logframe as a tool to structure project planning, monitoring, and reporting.⁶⁵

To help project partners structure their progress reports, UN Women distributed a simplified version of the standard reporting template required by the UN Women RO. Most consulted project partners described project reporting requirements as clear and understandable, but some noted that in their view reporting had sometimes placed an undue burden on them and especially on their own partners at local levels, many of whom were not used to writing in English. However, others – especially those already experienced in working with and reporting to international donors - found the type and level of detail of information required by UN Women adequate and comparatively modest. Project partners’ varying levels of experience were also reflected in the quality of their reports to UN Women, which differed considerably in their attention to detail and focus on results rather than activities. The project team spent considerable time and effort on working with project partners to revise draft reports – not just in view of UN Women’s information needs, but also in view of strengthening partners’ ability to compile precise and results-oriented reports.⁶⁶

Emerging good practice: Reporting



The project progress reports appropriately reflect the evolution of project implementation and available data: while the first report focuses on the level of activities, the second annual report is organized around output level achievements, while the third and fourth reports respectively address progress towards the envisaged outcomes as well as related output level achievements.

The main tools for capturing project progress were UN Women’s **annual reports** to the Government of Norway. The reports provide an adequate overview of project activities and achievements. They also illustrate the ongoing (successful) efforts of the project team to continuously improve its reporting. For

⁶⁴ The reconstructed theory of change included in Appendix VII takes this approach.

⁶⁵ An alternative approach to structuring the logframe could have been to define one outcome focused on the respective national enabling environments (capturing outputs related to the respective legal and policy frameworks on the one hand, and efforts with national level duty bearers/influential actors on the other hand), and a second outcome focusing on changes at the decentralized level (including outputs on working with CSOs/gender advocates, and work with relevant duty bearers including GEMs, as well as other policy and service providing institutions). This might have helped avoid the noted uncertainty as to where to ‘fit’ the work with different kinds of partners.

⁶⁶ A skill relevant for the respective organization in view of potential future work with other donors.

example, as the project unfolded, progress reports became more concise and more focused on results than on activities (see sidebar). Also, they increasingly included critical reflections on what had not worked well and why, and made efforts to link achievements made during the reporting period back to earlier ones, thereby providing an element of cumulative reporting. In addition to written reports, the UN Women project team was in frequent exchange with all relevant stakeholders (including the donor, as well as project partners) to keep them abreast of relevant developments, events, or achievements.

In 2011, UN Women conducted a **midterm review** of the project. The assessment was organized as an internal exercise supported by an external consultant. It focused on reviewing the relevance, design and management of the project, in particular the continued appropriateness of the project logframe in light of actual implementation experiences. The review led to a number of moderate changes to the results framework, but confirmed its overall relevance and usefulness for project planning, monitoring, and reporting. The review only marginally addressed the dimension of project effectiveness and of factors affecting performance. While this was understandable given the limited time and resources available for the review, addressing effectiveness in more depth, at least in a selective way (e.g. by focusing on a number of selected partners or areas of engagement), could have been valuable for demonstrating that the chosen project approach and strategies contributed to results, and that resources were not being spread too thin. Also, the review might have allowed identifying opportunities for learning warranting additional, more in-depth monitoring efforts focused on a specific issue.

2.3.2 Efficient management of project funds

Evaluation matrix sub-question 3.2

Finding 10: UN Women used the available project funds strategically and efficiently. Despite having made the deliberate choice to work with a multitude of different partners and addressing the issue of women’s economic rights from different angles simultaneously, UN Women was, for the most part, able to avoid spreading available resources too thin.

The original project budget was NOK 12,872,000. However, in 2011 the Government of Norway granted a one year (cost) extension of the project adding another NOK 1,503,000.⁶⁷ This was complemented by UN Women HQ with an additional 438,654 USD,⁶⁸ bringing the total project budget up to approximately **2,600,504 USD**. The one year extension allowed the project to not only complete originally planned activities, but also expand existing ones and add a number of additional interventions in 2013, including the noted small scale activities with women’s NGOs in Serbia.

The review of financial project data and narrative reports, and consultations with project partners show that UN Women was able to achieve a lot with limited resources (see also sidebar).

“They (UN Women) had miniscule funding and managed to do miracles with that.” Gender expert/trainer

Over the course of its implementation, the project had cooperation agreements with over 30 partners (25 in Serbia and 8 in Montenegro). The total amounts made available to individual project partners (either directly in form of grants or MOUs, or in form of trainings, study tours etc.) were – for the most part – modest: Cooperation agreements signed with different partners in 2011 (which sometimes covered initiatives with the respective partner up to 2012 or 2013) had an average size of \$ 33,365, with

⁶⁷ Approximately 254,900 USD

⁶⁸ \$ 60K in 2011, \$ 70K in 2012, and \$ 308.6 K in 2013.

individual agreements ranging from \$ 172K⁶⁹ to \$ 10K.⁷⁰ Nevertheless, most consulted stakeholders agreed that they constituted very relevant

“The funding was important, but what was even more relevant for us was the fact that UN Women was there for us, and that we could ask them for advice whenever we needed it.” Government partner

contributions. This was also due to the fact that the provided financial assistance was complemented by ongoing technical assistance, advice, and support from UN Women project staff (see also sidebar). Only one non-government partner organization noted that resources obtained through the project had hardly been sufficient to cover the costs of their initiative.

Throughout the project UN Women made deliberate efforts to ensure the strategic and efficient use of financial and human resources, including by:

- Building on partnerships, networks and capacity development efforts carried out under previous UN Women supported projects in the region;
- Seeking opportunities for synergies with the work of other donors (e.g. ILO, OSCE, and UNDP) to avoid overlap, foster complementary of efforts, and ensure sustainability of results.⁷¹
- Focusing on working with willing and engaged partners and discontinuing initiatives (e.g. with the GED in Serbia) if they did not carry the promise of achieving sustainable results led by the respective national partner.
- Aiming to lay the foundations for systemic change, rather than focusing on isolated individual actors alone. Part of this approach included efforts to establish baseline data on existing attitudes, knowledge and practice in various sectors and/or institutions, and the conduct of targeted research to explore selected issues in the specific contexts of Serbia and Montenegro. In doing so the project contributed to clarifying the nature and scope of the issue of women's economic empowerment in the context of labour markets in Serbia and Montenegro, thereby laying the foundations for future informed efforts by national and/or international actors.
- Drawing, as much as possible, on available local knowledge and expertise to plan and conduct capacity development activities. This was relevant not only in view of cost-effectiveness, but also in view of sustainability (see section 2.4).

⁶⁹ With the Department for Gender Equality in Montenegro.

⁷⁰ With the Montenegro Ombudsman.

⁷¹ One example is the collaboration with the OSCE and the DGE in Montenegro around addressing the needs of rural women.

2.4 Sustainability⁷²

Evaluation question 4: To what extent are the benefits and achievements of the projects likely to continue after the project has ended?

Evaluation matrix sub-questions 4.1 and 4.2

Evaluation criteria covered: Sustainability

Overall evaluation rating for this criterion: Good

Finding 11: The project helped create a number of conditions likely to support the sustainability of results. While certain achievements are likely to be sustained without further support, others will require additional efforts from national and/or international actors. The sustainability of all results is threatened by contextual influences beyond the control of the project. Stakeholders also expressed concerns over the expected changes in the engagement of UN Women in Southeastern Europe.

UN Women made appropriate and largely successful efforts to create or strengthen existing conditions likely to foster the continuation and dynamic adaptation of results by:

- Contributing to strengthening the overall **enabling environment** for addressing women's economic rights in the context of the labour market as regards the existing legal and policy frameworks. This included:
 - Helping to increase the availability of relevant, locally generated research and data on gender equality dimensions in different parts of the labour market, which will remain available to stakeholders beyond the duration of the project;
 - Helping to develop individual and organizational capacities of key actors (duty bearers as well as rights holders/gender advocates), and supporting these actors in assuming or expanding their already existing leadership role as regards gender mainstreaming in the context of the labour market;
 - Facilitating partnerships and networking among national and local actors, thereby enhancing actual and potential future coordination of efforts among them.
- Facilitating the **institutionalization** of provisions for addressing gender equality e.g. by helping to incorporate them in (mandatory) training programmes for judges⁷³ and civil servants, and by supporting the development of practice-oriented guidelines and manuals (e.g. the tools for gender sensitive labour inspections in one branch office of the Serbian labour inspectorate).
- Genuinely supporting national actors in **taking ownership** of results, e.g. by ensuring that partners were not only beneficiaries, but co-creators and drivers of different initiatives. This was also supported by the flexibility demonstrated by UN Women, which allowed partners to apply their own judgment to adapt and adjust interventions based on evolving contexts;
- Helping to increase **awareness and knowledge of formerly neglected issues and groups**, in particular the situation and needs of rural women, thereby contributing to key actors acknowledging the need to address these needs;

⁷² According to OECD-DAC criteria, the assessment of sustainability is focused on the extent to which achieved benefits (outcomes) are likely to continue beyond the project lifecycle and designated funding period.

⁷³ Managed and implemented by the CEJP in Montenegro and the Judicial Academy in Serbia.

- Supporting actors in Serbia and Montenegro in exchanging experiences and ideas and learning from actors in other countries in the region and/or Europe, and helping to familiarize actors in both countries with **relevant international standards and frameworks** such as the Women’s Empowerment Principles as promoted by the Global Compact.

At the same time, a variety of contextual factors beyond the immediate influence of UN Women or other actors are **threatening the sustainability** of the achievements that the project has contributed to.

This includes the hindering factors noted in section 2.2.6 above, which also posed challenges throughout project implementation. Key issues in this regard are the continued lack of buy-in and support from high-level decision makers in relevant government agencies; and the challenging overall situation of political transition and economic instability affecting both countries. The latter contributes to the existing, (and likely worsening) situation as regards the availability resources for NGOs as well as for government institutions many of which are dependent on external donor funding when it comes to gender quality related initiatives. See also sidebar.

Consulted stakeholders in both Serbia and Montenegro unanimously noted that the upcoming change in UN Women’s presence and engagement in their countries would leave a significant gap (see also sidebar). This anticipated gap related not only to available financial support for GE-related efforts, but also to the availability of high-level technical and moral support and access to relevant networks.⁷⁵

To date, several of the partner organizations that the project supported have demonstrated **strong commitment, leadership, and technical capabilities** to independently drive efforts for implementing legal and policy obligations related to women’s socio-economic rights.⁷⁴

In other cases, while the project has contributed to enhancing organizational capacities, efforts undertaken to date have only **‘scratched the surface’**, be it in terms of being able to reach a significant proportion of staff members (e.g. in case of the Serbian NES), involving and securing commitment from senior level managers (e.g. in case of the Labour Inspectorates in both countries), or ensuring that GE related recommendations and/or tools are made mandatory and that their use is enforced (e.g. in the Employment Agency of Montenegro). In these cases, **more efforts** by national and/or international actors are needed to ensure that achievements made to date can be built upon and expand.

For all government and non-government actors, even those with existing strong capacities and commitment, the **lack of financial resources** and increasing financial **uncertainty** in light of declining donor contributions is likely to constitute significant obstacles to continuing and/or expanding existing efforts to address women’s economic rights in the context of the labour market.

“The gender equality theme [in Montenegro] would not be so pronounced without UN Women’s support. I am scared what the withdrawal of UN Women may mean.”

“Their [UN Women’s] departure will be a great loss for us and the country”.

“I am very sorry UN Women is leaving. Apart from OSCE there are no other donors interested in this work.”

National stakeholders

⁷⁴ E.g. the DGE in Montenegro, the PSEEGE and the Provincial Ombudsman in Vojvodina, as well as selected NGO partners such as the Women’s Centre in Užice.

⁷⁵ At the time of writing, it is uncertain what, if any, form of presence UN Women will maintain in Serbia after the upcoming end of this and other current projects. It appears to be certain, however, that there will be no presence in Montenegro, and it is not yet clear whether, how, and to what extent Montenegrin actors will be included in future projects or programmes supported by UN Women. In both countries, most consulted stakeholders described the expected scenario as “UN Women leaving”.

2.5 Road to impact

Evaluation question 5: What progress has been made on the road to the envisaged impact?

Evaluation criteria covered: (Road to) impact, effectiveness

Overall evaluation rating for this criterion: Adequate

Finding 12: Evaluation data do not allow measuring the extent to which the project has contributed to making progress on the road to the envisaged impact. While available data strongly indicate that in both countries project efforts have contributed to moving existing change processes into the desired direction, a lot remains to be done before gender-based discrimination in the labour markets of Serbia and Montenegro is significantly decreased.

As noted in section 2.1.2, available evaluation data allow validating the initial stages of the envisaged progression of change implied by the project's theory of change, up until changes in the extent and quality of implementing existing legal and policy commitments assuring women's social and economic rights. There is no information available, yet, on the extent to which achievements made to date have influenced, or will influence, changes in the extent to which women are the subject of discrimination in the labour market. However, as outlined in previous chapters, the project has made important contributions both in view of influencing the enabling environments for such changes in both countries, as well as by facilitating the establishment of important baseline data. The latter provides the basis for tracking and identifying changes in relevant dimensions of gender-based discrimination over time. In doing so the project contributed to helping national actors better understand and 'map out' the dimensions of the issue and systematically track related progress, as well as to identifying gaps and needs as regards their own knowledge and skills to address it.

The question of progress towards the envisaged project impact cannot be discussed in separation of the larger context of the economic and political future of Serbia and Montenegro. One key question in this regard is, of course, whether and when the envisaged integration in the European Union will occur, and, if so, with what consequences. Key factors and bottlenecks likely to pose challenges for the pursuit of gender equality have been described in sections 2.2.6 and 2.4.

Overall, consulted stakeholders widely agreed that, while progress has been made, considerably more time and efforts are needed in both countries to influence awareness and willingness of key actors to address issues of gender equality, including in the labour market. In this context national partners as well as consulted UN Women project staff emphasized the need to work towards ensuring positive change for all women, including those from often marginalized groups (such as women from ethnic minorities and in rural areas). See also sidebar.

During the project partner coordination meeting in June 2013,⁷⁶ project partners concluded that much has been accomplished in the field of women's socioeconomic rights, but noted that - compared to the daunting challenges - progress to date had remained slow and insufficient. They acknowledged that efforts were still often piecemeal without effecting sustainable change, and highlighted that, for example, gender equality was still not included in the official school curriculum.⁷⁷

⁷⁶ Involving the Office for Gender Equality of the Government of Montenegro, Commissioner for Protection of Equality, Provincial Ombudsman, Women's Centre Užice, Association of Business Women, Serbian Association of Employers, Centre for the Support of Women Kikinda.

⁷⁷ Source: 4th project progress report.

3. Lessons learned

A number of '**emerging good practices**' demonstrated by the project have been pointed out throughout the report. Based on these, as well as on other evaluation findings presented in the previous sections, the evaluation team would like to highlight the following **lessons** that – as confirmed by UN Women staff and national stakeholders – have been learned through the experience of the project under review.⁷⁸

Continued, longer term engagement with national partners facilitates results achievement. Several of the involved national partners were involved for the whole, or at least most of the duration of the project (including the DGE in Montenegro, the Judicial Academy of Serbia, the Provincial Ombudsman's office, the Labour Inspectorate, and the PSEEGE). Several of these partners, e.g. the PSEEGE, had worked with UN Women on similar issues prior to this particular project. The continued relationship allowed for building and deepening mutual trust, as well as a better understanding of the needs, capacities, and challenges faced by the respective partner. It also allowed UN Women to accompany not only individual one-off interventions (such as the conduct of a research study), but to be part, support, and be able to collect data on the whole cycle of change processes, from research and awareness raising, over consultation processes, to the development and adoption of (draft) legislation or policy documents and their beginning implementation. The latter is relevant both in view of project accountability, as well as in view of learning and theory building on the dynamics of change processes.

Flexibility in project implementation allows project partners to assume ownership and leadership for results achievement. UN Women repeatedly encouraged and supported its partners to revise activities and plans if required by changes in their respective contexts, or if implied by emerging new opportunities. This flexibility, together with the consistent approach of treating project partners as professionals able to make informed decisions (rather than as contractors having to deliver on a fixed, agreed upon product) allowed national partners to express and demonstrate their commitment, capacities, and leadership.

The importance of locally generated data and concepts is not to be underestimated. Consulted stakeholders in both countries strongly emphasized the relevance and usefulness of locally generated research and data as the basis for evidence-based advocacy. Being able to refer to locally produced data and concepts was seen to be crucial for overcoming the otherwise common reaction of actors to dismiss efforts to promote gender equality as being based on 'foreign' concepts and not being relevant in the respective national or sub-regional contexts. The project demonstrated how research finding and resulting recommendations informed policy and programme development. Also, e.g. in case of the needs assessment of rural women in Montenegro and the Gender Barometer in Serbia, they explored new methodological terrain that can inform future efforts of researchers and gender advocates.

Capacity development requires time. Efforts aiming to support the process of capacity development need to be tailored to the respective stakeholders, and employ a variety of complementary strategies. UN women successfully mitigated the challenge of working with very different groups of stakeholders by developing tailor-made capacity development programmes based on consultations with the respective stakeholders that were continuously adapted and adjusted based on feedback and experiences with their initial implementation. While trainings constituted an important part of most of these programmes, the content and delivery modus of these trainings was shaped to fit the needs and expectations of the respective target group. Also, in most cases, trainings were complemented by other

⁷⁸ The noted lessons confirm similar observations made in project progress reports, in particular the 4th progress report.

measures geared towards institutionalizing and enforcing the actual application of knowledge and skills presented to participants, e.g. through the development and adoption of guidelines or tools.

4. Conclusions and Recommendations

4.1 Conclusions

This section summarizes a number of conclusions based on the main evaluation findings.

Conclusion 1:

The project has been highly relevant in view of existing and emerging international and national commitments of the governments of Serbia and Montenegro respectively to furthering gender equality and women's socio-economic rights, and in light of existing gaps in awareness and skills of relevant actors. The evaluation found several strengths and no significant weaknesses in the overall design of the project.

Origin: Evaluation question 1 (relevance and design).

Evaluation criteria: Relevance, effectiveness.

The project was relevant in view of existing international commitments and national legal and policy obligations, as well as in relation to the goal of EU accession that is currently driving reform processes in both Serbia and Montenegro. It addressed important gaps in the existing knowledge and data on gender-based discrimination in the labour markets of both countries, as well as capacity development needs of partners within and outside of the respective governments at central and decentralized.

The broad, system-focused design of the project was appropriate in view of the knowledge and data available at project onset. It contributed to gaining comprehensive insights into the existing situation and capacities for enhancing women's economic and social rights in the labour markets of Serbia and Montenegro. UN Women was, overall, able to successfully mitigate the risk of fragmentation and spreading available resources too thin which was inherent in engaging with a large number of different partners. The multi-pronged approach and specific strategies used by UN Women to implement the project were appropriate in view of the underlying theory of change and its key assumptions. This theory of change, including its underlying assumptions, is logically convincing. However, available data currently only allow validation of its initial steps based on actual evidence.

Conclusion 2:

The project achieved, albeit to varying degrees, all of its envisaged outputs, and made contributions to all three of its planned outcomes. Particularly strong contributions were noted in relation to strengthening available knowledge and data on gender-based discrimination in Serbia and Montenegro, and using related insights for evidence-based advocacy. Contributions to strengthening the capacities of relevant duty bearers and rights holders were considerable, but varied in their reach, depth and likely sustainability within the respective partner organizations. The continuation and expansion of all project achievements is threatened by the lack of financial resources faced by most, if not all, partner institutions.

Origin: Evaluation questions 2 (effectiveness); 4 (sustainability); and 5 (road to impact).

Evaluation criteria: Effectiveness, sustainability, road to impact.

UN Women-supported research filled identified gaps in the existing knowledge and data on the respective issues, and helped draw broad attention to the previously neglected needs and concerns of

rural women. In several cases the project, with and through its partners, was able to use research findings to inform the development of legal or policy amendments at national and decentralized levels. The project engaged with over 30 partners in Serbia and Montenegro, representing all key actors involved in promoting and ensuring the effective implementation of existing GE-related obligations and commitments in the labour markets of the two countries. Capacity development efforts involved a range of strategies, including, but not limited to (tailor-made) trainings, and participating organizations considered them to be relevant and effective in view of their immediate objectives. While some project achievements are likely to have contributed to actual changes to how the respective partner organization or institution addresses GE concerns, in other cases capacity development efforts have only helped to create a basis that will require additional efforts in order to contribute to visible change in institutional/organizational practices.

Financial limitations due to decreasing donor interest in and commitments to development in the Western Balkans are likely to pose a significant challenge to the extent to which all partners, including those with strong capacities and commitment will be able to continue and expand their current efforts. In this context, the uncertainty over the future presence of UN Women in Serbia and related implications for the type and scope of support that the agency can continue to provide to partners in both Serbia and Montenegro causes considerable concerns among national partners as it threatens to leave a significant gap in the available financial and, especially, technical assistance.

Conclusion 3: UN Women made successful efforts to use available project resources strategically and efficiently. Management efforts by the UN Women project team were appropriate and contributed to the effective and efficient implementation of planned initiatives.

Origin: Evaluation questions 2 (effectiveness) and 3 (management and efficiency)

Evaluation criteria: Effectiveness, efficiency

The professional skills and experience, as well as the personal dedication of the UN Women project team members in Serbia and Montenegro were an important factor contributing to the effective management of the project. The team was able to use available resources strategically and efficiently. While cooperation agreements with individual partners were modest in size, they often contributed to achieving results that have the potential to positively influence the work of the respective partner organization in the longer term (e.g. tailor-made tools or guidelines, research studies, or contacts with relevant other actors at national or regional levels).

UN Women put appropriate systems in place to monitor and report on project progress, thereby placing emphasis on capturing not only activities but also emerging results. The project logframe, while having a number of minor weaknesses, provided useful guidance in this regard. The internal midterm evaluation conducted in 2011 provided relevant insights, but addressed the issues of project effectiveness and likely sustainability only superficially.

Conclusion 4: Experiences gained during project implementation are relevant to other UN Women programming in the area of supporting women's socio-economic rights, and other programming in similar contexts. UN Women has not yet fully used the opportunity to draw upon lessons and insights deriving from the project to inform organizational learning and theory building at the corporate level.

Origin: Evaluation questions 1 (relevance); 2 (effectiveness); 3 (management and efficiency); 4 (sustainability); and 5 (road to impact).

Evaluation criteria: Relevance, effectiveness, efficiency, sustainability

The project allowed UN Women to explore comparatively new terrain within its corporate experience and expertise, such as working with representatives of the private sector, or engaging with actors such as labour inspectors on the issue of gender equality. Related experiences, achievements and lessons are relevant in view of UN Women's global work on furthering women's economic empowerment. Similarly, the work in Serbia and Montenegro holds learning opportunities as regards the work in other middle-income countries/countries in transition (in particular in, but not limited to Central and Eastern Europe). For example, as noted in this report, consulted stakeholders repeatedly emphasized the need to build development efforts on locally generated knowledge and concepts. To date, UN Women has not yet fully tapped into these (or additional) opportunities for learning to inform its global work.

4.2 Recommendations

The following recommendations to UN Women are based on the evaluation conclusions outlined in section 4.1. Their deliberately broad formulation reflects the current uncertainty regarding the type and scope of UN Women's future presence and engagement in Serbia and Montenegro.

Recommendation 1: UN Women should explore how it can continue to support to the realization of women's economic and social rights in Serbia and Montenegro.

Based on conclusions 1, 2, 3 and 4

Despite the noted progress made towards the long term goal of eliminating gender-based discrimination in the labour markets of Serbia and Montenegro, a lot remains to be done in this regard in both countries. To this end, the project under review has laid valuable foundations that can and should be built upon. Without further external support many of the achievements made to date are not likely to last or contribute to further and more significant changes. UN Women should therefore explore how it might be able to provide continued support to national actors.

Operational implications:

The nature and scope of support that UN Women will be able to provide will, of course, depend on its available financial and human resources. The following suggestions are therefore based on three different scenarios that, based on the information currently available to the evaluation team, seem realistic.

Scenario 1: UN Women can mobilize funds for a second phase of the project and retains a (project) presence in Serbia.

Under this scenario, UN Women would be able to build upon, and continue efforts started under the current project. It would be dependent on responsible UN Women staff being able to secure interest and commitment from one or several donors willing to support a second phase of the project.

The experiences and data generated during the first phase of the project would permit making informed decisions on one or more selected sub-themes that a second phase could address in more depth. For example:

- Efforts could focus on the needs and rights of rural women, and on supporting the implementation of related programmes and action plans developed with support from UN Women under the current project.
- Another theme – which the current project addressed only marginally - are the rights of women from disadvantaged groups, e.g. from ethnic minorities. Similarly, a second phase could raise the

question of the role that men and boys can play in view of ensuring gender equality in the labour market more explicitly than was done under the current phase.

- Another important area of work could relate to supporting and/or facilitating some sort of visioning process among women's organizations and gender advocates in Serbia (and, if deemed relevant, also in Montenegro). This would contribute to clearly positioning the issue of women's socio-economic rights within the broader women's movement, and help actors plan for next steps.

At the same time, a second phase of the project should maintain, at least to some extent, the system-focused approach taken under the current project, i.e. by engaging stakeholders at both national and decentralized levels; working with duty bearers and rights holders; and going beyond 'traditional' gender equality partners such as GEMs and women's organizations. A second phase of the project could maintain this general approach, but focus its efforts on a smaller number of stakeholders, e.g. those organizations/institutions who have expressed and demonstrated strong commitment for GE, including through the words and actions of senior managers. For example, UN Women could explore how it might be able to continue working with judicial training institutions in order to expand on, but also monitor the longer-term effects of achievements made to date on the actual behaviour and decisions made by judges.

A second phase should, ideally, include both Serbia and Montenegro. If feasible in light of existing resources, UN Women, in consultation with national partners, may also want to explore the possibility of broadening the geographic scope of the project during a second phase, to pursue a truly **regional** initiative. Related efforts could build on, deepen and expand existing relationships and professional networks with stakeholders from other countries in the sub-region that were, albeit to limited extent, already supported during the first phase.

Scenario 2: UN Women retains a presence in Serbia but does not implement its own programming on women's economic and social rights.

Under this scenario UN Women has a modest presence in Serbia –e.g. in form of a gender advisor – but does not implement its own projects and has no presence in Montenegro. This setting would allow UN Women to continue to provide some technical support to key partners in Serbia and, ideally, also in Montenegro. In doing so the agency could make contributions by:

- Providing on-demand advice and support to government and non-government actors;
- Conducting ongoing evidence-based advocacy and awareness raising among relevant duty bearers (including current project partners) at national and decentralized levels;
- Facilitating networking among like-minded actors and stakeholders with similar responsibilities and/or goals within each country, as well as in the (sub)region and internationally;
- Assisting in further strengthening the capacities of gender advocates/women's organizations (see Scenario 1).

Scenario 3: Serbia and Montenegro are solely served through UN Women HQ, the Regional Office in Istanbul and/or the country office in Bosnia and Herzegovina.

This scenario would allow UN Women to keep up the contact established with key partners, in particular national GEMs as well as women's organizations, to ensure that the respective actors remain informed about, and contribute to international discussions and exchanges of lessons learned and good practices on women's socio-economic empowerment. This could include ensuring that representatives from

Serbia and Montenegro are being consulted to provide input to global exchanges, or have the opportunity to showcase successes on an international stage.

Given that UN Women has a global mandate, Serbia and Montenegro, as all UN member states, can request and receive technical assistance from the agency if and as needed. UN Women would decide in each case whether the respective request would be best served from HQ, RO, or the nearest country office (in this case Bosnia and Herzegovina). Given that this requires member states to proactively request assistance, this opportunity is not likely to benefit non-government actors, and/or many duty bearers beyond existing GEMs.

Recommendation 2: UN Women HQ and RO should explore whether and how they can draw upon project specific experience more effectively to inform overall organizational learning and theory building.

Based on conclusions 1, 2, and 4

UN Women is still in the process of finalizing the considerable changes to its overall regional architecture, including the opening of the new Regional Office in Istanbul. Once the RO is fully operational, it will need to clarify its roles and responsibilities vi-a-vis HQ, as well as in view of existing country and project offices in the region.

Operational implications:

UN Women HQ and RO should jointly explore whether and how relevant experiences and insights gained through the implementation of focused projects such as the one under review might be used even more effectively to inform organizational learning within UN Women, and inform the building or elaboration of existing theories – be it (in this case) as regards the work on women's socio-economic right in the particular context of the labour market; in view of working in countries in transition; or in view of the use of a system-oriented, broad project design.

Appendix I Terms of Reference: Final Project Evaluation “Advancing Women's Economic and Social Rights in Serbia and Montenegro”

Background, Purpose and Use of Evaluation

Over the past years, UN Women has provided support to national and local stakeholders in strengthening democratic governance and advancing gender equality through initiatives aimed at enhancing women's economic and social rights.

In 2010, the UN Women Sub-regional Office for Central & South Eastern Europe (CSEE) has launched a four-year regional project „Advancing Women's Economic and Social Rights in Serbia and Montenegro“, financed by the Government of the Kingdom of Norway and UN Women. The project is a follow-up to two UNIFEM CEE sub-regional projects that were implemented in 2006-2009, namely “Accountability for Protection of Women's Human Rights” (in Bosnia and Heregovina, Kosovo under SCR 1244, Montenegro, and Serbia) and “Gender-Responsive Budgeting in South-East Europe” (in Albania, Bosnia and Herzegovina, F.Y.R. Macedonia, and Serbia).

The overarching goal of the project is to contribute to the elimination of gender-based discrimination in the labour markets in Serbia and Montenegro by strengthening the capacities of duty-bearers and rights-holders to implement international and national commitments to women's economic rights. The project aims to strengthen the capacities of key labour market institutions, employment services and complaint mechanisms (labour inspectorates, judges, the ombudsman's office) in both Serbia and Montenegro to mainstream gender in their policies, operations and budgets. It will also strengthen the capacities of gender equality mechanisms (GEMs) on all administrative levels (national, provincial and local levels) and gender advocates in civil society to advocate and to integrate gender equality into laws, strategies, policies and budgets.

This final evaluation of the project is donor mandated and in compliance with UN Women's Evaluation Policy requiring mandatory evaluation of programmes with budgets over 1 million USD..

The evaluation will:

- assess UN WOMEN's contribution to results, including the effectiveness of programming, strategies in implementing global commitments within national priorities for fostering women's economic and social rights.
- map the contextual factors that enabled or restricted the achievement of results, provide an assessment scheme to measure their impact on the project.
- evaluate UN WOMEN's organizational performance with respect to the project.
- evaluate the project design, project strategies, project management, including project monitoring.
- assess the stakeholder's and beneficiaries perspective on the usefulness of interventions and their overall satisfaction with the project.

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It will set forward-looking recommendations on how to strengthen UN WOMEN's programming, monitoring, and evaluation system at the project and other relevant levels.

The final evaluation will support the planning of follow-up activities by identifying successful approaches and spaces to further enhance performance. The final evaluation will serve as a tool and learning product to secure future progress.

The evaluation's primary audience are the project stakeholders, donors, partner organisations, as well as UN WOMEN field-based and regional offices and headquarters.

Context of the Evaluated Project

The "Advancing Women's Economic and Social Rights in Serbia and Montenegro" project continued previous efforts to enhance women's rights (in particular economic and social rights) in the two countries.

Over the past years, both Serbia and Montenegro have established legal and policy frameworks supporting the advancement of women's rights and gender equality, and established gender equality mechanisms at the executive level. European integration, a key political priority for both countries, has to a large extent, driven changes in legislation, policies and institutional frameworks. One of the key national commitments is in the area of improvement of women's economic position, as stated in National Action Plans on gender equality, and in light of the fact that women's participation on the labour market is still not on par with that of men. Provisions related to women's labour rights are included in the Gender Equality Laws and Labour Laws of the two countries. However, policy and legal commitments have not been fully implemented and translated into concrete advances for women, especially those from specific groups of the population. The latest CEDAW Committee Concluding Observations for Montenegro (as of October 2011) and for Serbia (as of June 2007) point to implementation gaps and to the need for challenging still entrenched gender stereotypes that affect women's equal access to and benefiting from paid formal employment.

Description of the Project

"Advancing Women's Economic and Social Rights in Serbia and Montenegro" regional project is funded by UN Women and the Government of the Kingdom of Norway with a total project budget of 2,600,504 USD. The project started in January 2010 and is planned to finish in December 2013. The project covers Serbia and Montenegro.

Chain of results:

The overarching goal of the project is to contribute to the elimination of gender-based discrimination in the labour markets in Serbia and Montenegro by strengthening the capacities of duty-bearers and rights-holders to implement international and national commitments to women's economic rights.

Advancing towards this goal, the project focuses on achieving the following three outcomes:

Outcome 1: Relevant laws and bylaws, and national, provincial and local policies and budgets related to economic security and rights, especially employment, are passed or amended to be more in line with international and national commitments to gender equality and women's human rights.

Outcome 2: Key policy institutions, service delivery institutions and complaint mechanisms in Serbia and in Montenegro have increased capacities and improved procedures and incentives to implement

existing laws and policies that promote and protect women's economic security and rights, especially with regards to employment.

Outcome 3: Gender Equality Mechanisms (GEMs), gender equality experts, advocates and their organizations and networks in Serbia and Montenegro enhance their capacity and influence to ensure that there are strong gender equality dimensions in laws and national, provincial and local policies, strategies and budgets that are relevant to women's economic security and rights.

In order to achieve these outcomes, specific outputs are:

Output 1.1.: A relevant body of knowledge on the development of laws, bylaws and national, provincial and local policies and budgets that promote gender equality and protect women's labour rights is produced and made accessible.

Output 1.2.: Effective mechanisms for dialogue on the development and improvement of laws, bylaws, policies and budgets that promote gender equality and protect women's labour rights exist, between key policy institutions, service delivery institutions and complaint mechanisms, on the one hand, and GEMs and other gender equality advocates, on the other hand.

Output 2.1.: Capacities of key policy, service delivery and social dialogue institutions on the national, provincial and local levels to mainstream gender equality and women's human rights into their policies, operations and budgets are enhanced.

Output 2.2.: Capacities of complaint mechanisms to mainstream gender equality and women's human rights into their policies and operations are enhanced.

Output 3.1.: Gender Equality Mechanisms (GEMs) at all administrative levels have increased their capacity to integrate gender into laws and bylaws, as well as national, provincial and local strategies, policies and budgets.

Output 3.2: Gender equality advocates, experts and their organizations and networks have strengthened their capacities to advocate for gender-responsive laws, policies, strategies, budgets, and practices of employers to advance women's economic security and rights at national, provincial and local levels.

Key project strategies:

Capacity development of duty-bearers, capacity development of rights-holders and evidence-based policy advocacy are key strategies for the project.

Linkages to UN WOMEN strategic documents and national priorities

The project outcomes and outputs feed directly into current UN Women CSEE Workplan for 2012-2013 (previously CEE Sub-regional Strategy (2008-2011)).

Thematically, the project focuses on the advancement of women's economic and social rights in the context of ongoing policy and institutional reforms in Serbia and Montenegro that are driven predominantly by the EU integration processes, but importantly, focusing also on the implementation of relevant CEDAW Committee recommendations and recommendations following the 2009 EU Progress Reports for Serbia and Montenegro.

Project Partners

To achieve the above mentioned outcomes the project engages various partners from government at different levels (national, provincial, local), independent human rights institutions, civil society and academia.

Institutions in Serbia:

- 1) Ministry of Labour, Employment and Social Policy – Labour Inspectorate
- 2) Ministry of Finance and Economy
- 3) Judicial Academy
- 4) National Employment Service
- 5) Gender Equality Council
- 6) Social and Economic Council
- 7) Commissioner for the Protection of Equality
- 8) Statistical Office of the Republic of Serbia
- 9) Global Compact Serbia
- 10) Provincial Secretariat for Economy, Employment and Gender Equality
- 11) Republic Protector of Citizens
- 12) Provincial Ombudsman
- 13) Commission for Gender Equality of the Municipality of Stara Pazova
- 14) Commission for Gender Equality of the City of Kragujevac

Civil society organizations and associations of employers institutions in Serbia:

- 15) Center for Support of Women (Kikinda and Novi Sad)
- 16) Association of Business Women (Belgrade)
- 17) Victimology Society of Serbia (Belgrade)
- 18) Fenomena (Kraljevo)
- 19) Femina Creativa (Subotica)
- 20) Women's Center (Užice)
- 21) Women's Initiative (Priboj)
- 22) Peščanik (Kruševac)
- 23) Serbian Association of Employers.

Institutions in Montenegro:

- 24) Department for Gender Equality of the Ministry for Human and Minority Rights
- 25) Employment Agency

26) Office of Protector of Human Rights and Liberties in Montenegro

27) Parliamentarian Committee for Gender Equality

Civil society organizations and association of employers in Montenegro:

28) ANIMA– Center for Women`s and Peace Education

29) Center for Development of Nongovernmental Organizations (CRNVO)

30) Montenegrin Federation of Employers

31) SOS Telephone for Women and Children Victims of Violence Podgorica

32) Women's Alliance for Development

Execution and Project Management

UN WOMEN (CSEE SRO) served as the executing and implementing agency of the project through the Project Office Serbia.

Structure of Project Management:

- Project manager (international) based in Belgrade, Serbia, reporting the Regional Programme Director for Central and South Eastern Europe
- Project associate for the overall project, based in Belgrade, Serbia
- Two national project officers in Serbia, focusing on women's labour rights and gender responsive budgeting respectively
- National project officer in Podgorica, Montenegro

The Project had a coordination/advisory mechanism „Partner Coordination Group“, which acted as a forum for coordination among project partners, and policy and quality assurance, providing strategic and policy guidance to support the achievement of programme results and ensuring stakeholder participation.

Scope of Evaluation, Key Evaluation Issues, Questions and Criteria

The evaluation is a final project evaluation. It will cover activities conducted in the project's two countries Serbia and Montenegro that have taken place since the beginning of the project (January 2010) until the time of the evaluation.

Evaluation Questions:

For the purposes of this evaluation, the key questions identified by the stakeholders were organized in line with OECD DAC criteria under several main Evaluation criteria covered: relevance, effectiveness, efficiency, sustainability, and (road to) impact⁷⁹. Furthermore, the evaluation will assess capacity development, partnerships, visibility and RBM/monitoring/evaluation as cross-cutting themes.

⁷⁹ The Impact will be assessed to the extent possible given the timing of the evaluation. In the context of this project evaluation, the "effectiveness" criteria will measure the extent of achievement of outcomes and outputs. "Efficiency" will assess quantitative and qualitative outputs, in relation to the inputs of the project. The questions categorized under "relevance" will assess the coherence of the project's vision and strategies with UN WOMEN's organizational goals, the regional contexts and strategies and how the project adapted to these factors. Evaluation questions that refer to "sustainability" examine whether and how the benefits generated will continue at the end of the project, for

Relevance and Coherence:

- 33) To what extent do the project's objectives and target groups address identified needs in the national and regional context?
- 34) Were the relevant normative and strategic frameworks adequately articulated within UN WOMEN (internally)?
- 35) Are the objectives formulated at the start of the project still valid? Were there any changes within the environment of the project which would lead to a need to re-phrase them?

Effectiveness:

- 36) To what extent did adequate planning and project design contribute to the achievement of the programme objectives?
 - a) What are the changes produced by the project at the national and regional level?
 - b) Were the changes produced by the project in line with the objectives?
 - c) What has been the progress made towards achievement of the expected outcomes and expected results?
 - d) What are the results achieved?
 - e) To what extent were the originally defined objectives of the intervention realistic (achievable)?
- 37) Is the project design articulated in a coherent way? Are goals, outcomes, and outputs clearly articulated?
- 38) What were the reasons for the achievement or non-achievement of results?
 - a) To what extent is UN Women particularly well placed to manage this project and to work towards its objectives?
 - b) Which factors enable UN Women to effectively engage in the activities of the project?
 - c) To what extent have the existing management structures supported the programming and implementation, including monitoring?
 - d) How were lessons learned identified in previous UN Women evaluations utilized to inform this project and its management structures?
- 39) How were relevant actors and stakeholders included in UN WOMEN programming and implementation, incl. policy advocacy processes? To what extent have beneficiaries been satisfied with the results? (Please use scoring and consider using an online survey to reach to a larger number of beneficiaries.)
- 40) To what extent did the project produce unintended effects?

a reasonably long period of time. Sustainability may refer to the financial or technical capacity of partner organizations to continue the initiative, national ownership of the initiative, and adaptive, operational, or management capacities of national partners.

Efficiency:

- 41) To what extent were the project funds managed effectively? Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity?
- 42) Have UN Women's organisational structure, managerial support and coordination mechanisms effectively supported the delivery of the project?

Sustainability:

- 43) Is the project supported by national/local institutions? Do these institutions demonstrate ownership of the project results, leadership, commitment and technical capacity to maintain/implement the benefits of the project?
- 44) What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time following the end of the project? In how far were the project results institutionalized?

Impact (road to):

- 45) What are the intended and unintended, positive and negative, long term effects of the project?
- 46) What would the development have been like without the project intervention?

Forward looking insights:

- 47) Should women's economic rights (WER) programming continue in the future? Were the approaches and strategies used by UN WOMEN effective, relevant and potentially sustainable? Which other approaches/beneficiaries etc. should be considered?
- 48) What did the stakeholders and beneficiaries consider as the most necessary approaches/areas of future WER interventions in their respective countries? At the regional level?

The final set of evaluation questions will be agreed in the inception report.

The project performance should be assessed based on the scoring rubric (Table 1) for the following evaluation domains, countries, the regional aspect and finally at the project level. In the overall project assessment, the country-based activities should be weighted with 30% (Montenegro) and with 70% (Serbia).

	Montenegro	Serbia	Project overall
Relevance/Coherence			
Effectiveness			
Efficiency			
Sustainability			
Impact			
Capacity Development			
Partnerships, Coordination			
RBM/M&E			

Scoring rubric for project’s performance

Rating	Performance description
Excellent (Always)	Performance is clearly very strong or exemplary in relation to the evaluation question/domain. No gaps or weaknesses were identified.
Very good (Almost always)	Overall strong, but not exemplary performance on virtually all aspects of the evaluation question/domain. Weaknesses are not significant and are managed effectively.
Good (Mostly, with some exceptions)	Performance is reasonably strong on most aspects of the evaluation question/domain. No significant gaps or weaknesses, and less significant gaps or weaknesses are mostly managed effectively.
Adequate (Sometimes, with many exceptions)	Performance is inconsistent in relation to the question. There are some serious but non fatal gaps/weaknesses. Meets minimum expectations/requirements as far as can be determined.
Poor (Never or occasionally with clear weaknesses evident)	Performance is unacceptably weak in relation to the evaluation question/domain. Serious and widespread weaknesses on crucial aspects. Does not meet minimum expectations/requirements.
Insufficient evidence	Evidence unavailable or of insufficient quality to determine performance.

Source: Adapted from “Policy and Guidelines for the Conduct of External Evaluation and Review”, New Zealand Qualifications Authority, September 2009 and further drawing on Rich Tobin.

Evaluation Approach

The overall approach of this evaluation is utility-focused, as advised by some of the intended users of the evaluation, and aligned with UN WOMEN’s evaluation strategy guidelines, UNEG norms and standards, and based upon emerging recommendations from the field of project evaluation. (Relevant information and background notes can be obtained from <http://www.unwomen.org/about-us/evaluation/>). The evaluation should adhere to UN WOMEN Evaluation Report Quality Standards.

UN WOMEN’s evaluations are expected to adhere to a framework supporting human rights-based (HRBA), results-oriented and gender responsive monitoring and evaluation. Towards this purpose, the evaluation of the project will encompass the principles of gender equality and human rights, ensuring that the evaluation process respects these normative standards, and aims for progressive realization of the same by respecting, protecting and fulfilling obligations of non discrimination, access to information, and ensuring participation through a combination of consultative and participatory evaluation approach. For more details on human rights and gender equality in evaluation refer please to the UNEG Handbook Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance.

The evaluation will be conducted in a transparent and participatory process involving relevant UN WOMEN stakeholders and partners.

The evaluating team may further define the overall approach by adopting complementary methodologies and approaches.

Evaluation Process

The evaluation process will consist of the following phases:

- Preparation, mainly devoted to structuring the evaluation approach, preparing the TOR, compiling programme documentation, and hiring the evaluation team; (implemented by UN WOMEN).
- Inception, which will involve discussion and if need be reconstruction of theory of change, project activities analysis, inception consultations, inception report with detailed timeline, distribution of responsibilities among team members and evaluation methodology; a list of stakeholders will be provided by UN WOMEN at the beginning of the evaluation.
- Data collection and initial analysis, including country based collection of information (national consultants), desk reviews and field visits of team leader and team members.
- Data analysis, interpretation and synthesis stage, focusing on structuring of findings, analysis of findings, their interpretation and presentation in a full draft evaluation report (full draft evaluation report is a fully completed report with all annexes).
- Submission of draft evaluation report for feedback from UN WOMEN and incorporation of relevant feedback.
- Validation of draft report by stakeholders (minimum 4 stakeholders per country).
- Finalization of report.
- Preparation of a Management Response and uploading the report on the Evaluation Resource Centre site (implemented by UN WOMEN).

Tentative schedule of evaluation activities:

Phase and Deliverables	Timeline	Responsible person and estimated # of workdays (WD)
Start of contract	No later than by 10 September	M&E Specialist in cooperation with CEESRO Operations Manager
Inception report and preparation of field missions	10 - 20 September	Evaluation team Team Leader 5.5 WD Nat Cons 3 WD
UN Women provide feedback on inception report	27 September	
Field mission Data collection in field & initial analysis	1st half of October	Evaluation Team Leader and National Consultant Team Leader 8 WD (5 days in Serbia, 3 days in Montenegro) Nat Cons 8 WD (5 days in Serbia, 3 days in Montenegro)
Data analysis, interpretation & synthesis		Evaluation team
Submission of full draft evaluation report to UN WOMEN for feedback and quality assurance		Evaluation team Team Leader 9 WD Nat Cons 4 WD
		M&E Specialist, Project Manager, CEESRO Programme Specialist, UN Women Eval Office (if needed)

Phase and Deliverables	Timeline	Responsible person and estimated # of workdays (WD)
Incorporation of feedback by UN WOMEN and submission of final draft to UN WOMEN	5 November - 10 November	Team Leader 2.5 WD Nat Cons 2 WD
Review of final draft by UN WOMEN (if needed another round of feedback/incorporation of feedback)	11 November – 25 November	M&E Specialist, Project Manager, CEESRO Programme Specialist
Final draft sent for validation to stakeholders	25 November	Nat Cons 0.5 WD
Validation by stakeholders	2 December	Stakeholders (Project Advisory Board and other stakeholders)
Submission of final eval report with incorporated feedback from stakeholders	4 December	Nat Cons 0.5 WD Team Leader 0.5 WD
Preparation and approval of management response	5 December – 11 December	M&E Specialist, Project Manager, CEESRO Programme Specialist, Regional Programme Director/OIC
Dissemination of final eval report	12 December	M&E Specialist

An updated, more detailed, schedule of evaluation activities will be part of the inception report, but the overall timeline of the evaluation and the key deliverables should not be significantly changed.

Evaluation Design and Methods

For its design, the evaluation will deploy a theory of change approach⁸⁰ to analyze how UN Women’s support is provided in advancing gender responsive policies. The theory of change will take into consideration the UN Women Strategic Plan 2011-2013 and other strategic and policy frameworks that inform UN Women’s work in this area.

The evaluation will use a variety of data collection methods and sources with a view to triangulate data. The methods should be participatory, ensure collection of disaggregated data, interrogate gender roles, be context and culturally sensitive and whenever possible mixed (qualitative and quantitative).

Following methods are suggested for answering the evaluation questions:

- Desk review of documents
- Semi-structured key informant interviews
- Group discussions

⁸⁰ The theory of change approach to evaluation is a widely deployed evaluation methodology that makes assumptions explicit about how program is supposed to work and create social change. It focuses on the causal relationships between resources, activities, short-term and long-term outcomes and the context of the intervention, including its unintended consequences. Like any planning and evaluation method, theory-driven evaluations require the stakeholders to be clear on long-term goals, identify measurable indicators of success and formulate actions to achieve goals. However, its focus on causal relations between resources, activities, outcomes and the context of intervention makes this method particularly suitable for the assessment of complex programmes. The theory-driven approach makes the programme transparent, allowing the stakeholders to see how it is thought to be working from multiple perspectives. It helps to identify critical areas and issues on which the evaluation should focus. Overall, a theory-driven approach by mapping a process of change from beginning to end establishes a blueprint for the work ahead and anticipates its effects, and it reveals what should be evaluated, when, and how.

- Face-to-face and self administered, incl. online, surveys

The evaluators should suggest further methods as appropriate.

Existing information sources:

The evaluation team needs to make themselves familiar with UN WOMEN and other documents to engage with the background of the project and the situation of women's rights in the region.

Key documents in this regard are:

- Project documentation, incl. logical framework, budgets, donor progress reports, mid-term review report etc.
- Strategic documents of UN WOMEN (Annual Workplan 2011-2013)
- CEDAW comments
- National Strategies on Gender Equality
- UNDAF reports in the countries

Existing information sources about the project will be shared electronically via an online collaboration platform (dropbox).

Stakeholder Participation:

This evaluation has been created with an inclusive approach, incorporating suggestions for the evaluation from members of the Evaluation Reference Group who play advisory and decision-making role in this evaluation.

Expected Products:

All deliverables should be submitted to the evaluation task manager. The reports should be written in English, in a succinct and user-friendly language.

- An inception report. The report will contain:
 - Description of evaluation objectives, scope, methodology/methodological approach, data collection, list of key informants/agencies, review of evaluation questions, performance criteria, issues to be studied.
 - Description of theory of change/intervention logic
 - Work plans for all members of the evaluation team with clear timelines and responsibilities.
 - Evaluation matrix (with at least eval questions, indicators, methods of data collection, data sources, evaluation criteria)
- A full draft evaluation report. Should be no more than 40 pages (excluding Annexes). The structure of the full draft and final reports should be as follows:
 - Executive Summary (to be prepared for final report)
 - List of acronyms
 - Programme description
 - Evaluation Purpose
 - Evaluation Methodology and Process

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- Findings organized by evaluation questions (numbered)
- Lessons Learnt/Good Practices
- Recommendations
- Annexes (including interview list without identifying names for sake of confidentiality/anonymity, data collection instruments, list of all documents consulted, Terms of Reference, evaluation matrix)
- Validation of findings at the national level in the form of a meeting with stakeholders or electronically (to be determined in consultation with UN WOMEN))
- A final report with incorporated feedback of UN WOMEN and stakeholders.

Evaluation Team - Composition, Experience and Competencies Requirements

A team of 2 consultants will be recruited for this evaluation. The team will consist of Team Leader (Senior Evaluation Consultant) and one national consultant based in Serbia, who will cover both Serbia and Montenegro.

The team leader will have essential expertise in development programme evaluation, ability to conduct qualitative and quantitative analysis, requisite skills in facilitation, interviewing and writing/reporting, and language proficiency in English.

The team member will have evaluation related expertise, knowledge of gender issues and public administration. S/he will be fluent in English and the respective local language/s.

All team members need to be familiar with human rights and gender responsive approach to evaluation.

Team Leader: Competencies, Experience, Education and Language requirements:

- At least 5 years of demonstrated experience in evaluation of international development projects and programs
- Demonstrated evaluation experience on gender issues incl. gender responsive policies, women's empowerment, public administration
- Demonstrated work experience in/on South Eastern Europe
- Demonstrated experience with applied research with data collection, analytical and presentation skills and demonstrated ability to structure information
- Excellent interpersonal, communication and interview skills
- Excellent writing skills in English
- Experience as a team leader of multinational teams, demonstrated cultural sensitivity
- Prior experience working for international organizations
- Master's degree in a relevant field (social sciences, e.g. sociology, political science, international relations, legal studies, public policy, international development) field
- Integrity
- Knowledge of the local language is an advantage.

Team members: Competencies, Experience, Education and Language requirements

- At least 3 years of demonstrated experience in evaluation, data collection, incl. interviews, analysis
- Knowledge of gender issues and public administration in Serbia and Montenegro
- Master's degree in a relevant field (social sciences, e.g. sociology, political science, international relations, legal studies, public policy, international development) field
- Proven experience as a team member in multinational teams
- Integrity
- Excellent language knowledge of the respective state language
- Good writing skills in English.

Ethical Code of Conduct

All members of the evaluation team are required to follow the UNEG ethical code of conduct. (<http://www.unevaluation.org/unegcodeofconduct>)

Management of Evaluation

This evaluation is managed by the UN WOMEN Sub-regional office for Central and South Eastern Europe. The Evaluation Task Manager in UN WOMEN is the CSEE SRO Monitoring and Evaluation Specialist.

Appendix II Evaluation questions

Evaluation questions	Indicators	Evaluation criteria
1. How relevant and responsive has the project been to national and regional needs, priorities and commitments, and to the global and regional priorities and commitments of UN Women?		Relevance (including project design)
1.1 How relevant were the project’s objectives and target groups in view of the identified needs in the national and regional contexts?	a) Alignment of with identified government priorities and commitments at national, regional and global levels (as, for example, outlined in CEDAW, MDGs, national constitutions, and National Strategies). b) Alignment with needs and priorities as identified by the targeted groups themselves.	
1.2 How relevant was the project in view of global and regional priorities of UN WOMEN?	a) Project alignment with UN Women global and regional (corporate) normative and strategic frameworks.	
1.3 How relevant was the project in view of the priorities of other development partners?	a) Alignment with explicit or implicit priorities of other development partners (including other UN agencies) as, for example, outlined in UNDAFs	
1.4 What were strengths and weaknesses of project planning and design?	a) Extent to which project goals, outcomes, and outputs were clearly articulated. b) Extent to which the originally defined objectives of the intervention were realistic (achievable). c) Extent to which project objectives were rephrased (if needed) to adapt to changes in the project environment. d) Stakeholder perceptions of strengths and weaknesses in project planning and design.	
1.5 To what extent was UN Women adequately placed to manage this project and to work towards its objectives?	a) Previous UN Women experience and existing expertise in the programming countries and subject matter. b) Stakeholder perceptions of UN Women’s comparative advantage as regards the project and its objectives.	
2. To what extent has the project achieved or contributed to progress towards its envisaged results at the level of outcomes and outputs?		Effectiveness
2.1 To what extent has the project achieved its intended outputs and contributed to, or is likely to contribute to, the achievement of the planned project outcomes? 2.1.1 To what extent has the project contributed to strengthening relevant legal and policy frameworks and budgets related to economic security and rights, especially employment (outputs 1.1 and 1.2) 2.1.2 To what extent has the project contributed to enhancing the capacities of relevant duty bearers to implement existing laws and policies that promote women's economic security and rights, especially with regards to employment (outputs 2.1 and 2.2) 2.1.3 To what extent has the project	a) Evidence of progress towards output and outcome level indicators as per (revised) logframe. b) Evidence of project contribution towards anticipated changes (as per theory of change) c) Stakeholder views on key achievements and missed opportunities.	

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Evaluation questions	Indicators	Evaluation criteria
contributed to enhanced capacities and influence of rights holders and their organizations/networks for ensuring that GE dimensions are included in relevant laws, policies, strategies and budgets at national and provincial and local levels (outputs 3.1 and 3.2).		
2.2 What, if any, unintended (positive or negative) effects did the project produce at regional, national, or local levels?	a) Evidence of unintended effects at regional, national, or decentralized levels.	Effectiveness
2.3 What factors supported or hindered the achievement of results?	a) Type and nature of contextual changes/trends and related opportunities or challenges for the project at global, regional, national and decentralized levels. b) Project staff and stakeholder views on factors supporting or hindering the project's success. c) Extent to which project beneficiaries are satisfied with the extent to which relevant actors and stakeholders have been included in UN Women programming and implementation, including in policy advocacy processes.	
3. To what extent were the existing project management structures appropriate for the effective and efficient use of available resources?		
3.1 What were strengths and weaknesses of the existing management structures (including for monitoring, reporting, and evaluation) that supported programming and implementation, including monitoring at national and regional levels?	a) Types of management structures in place at national and regional levels (including for monitoring, reporting, and evaluation). b) Extent to which lessons learned identified in previous UN Women evaluations were utilized to inform the design of this project including its management structures. c) Extent to which UN Women's organisational structure, managerial support and coordination mechanisms at various levels have effectively supported the delivery of the project.	Efficiency and effectiveness (including project management)
3.2 To what extent were the project funds managed efficiently?	a) Extent to which project outputs were achieved within planned budgets. b) Types of measures put in place by UN Women to ensure the strategic and efficient use of resources. c) Project staff views on the comparative efficiency of different (combinations of) strategies/activities used in the programming countries.	
4. To what extent are the benefits and achievements of the projects likely to continue after the project has ended?		
4.1 What factors are likely to support or hinder the extent to which project benefits will be maintained following the end of the project?	a) Extent to which national/local institutions demonstrate ownership of the project objectives and results. b) Extent to which national/local institutions demonstrate leadership, commitment, and technical capacity to maintain/implement the benefits of the project.	Sustainability

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Evaluation questions	Indicators	Evaluation criteria
4.2 To what extent did the project contribute to creating or strengthening factors likely to support the sustainability of achievements?	a) Extent to which project results are institutionalized. b) Extent to which the project contributed to strengthening national/local ownership, leadership, commitment, and technical capacity.	
5. What progress has been made on the road to the envisaged impact?		
5.1 How likely are project achievements made to date to contribute to the envisaged long-term changes?	a) Extent to which project logic and theory of change can be validated by data. b) Stakeholder views on likelihood of project achievements contributing to envisaged longer term changes. c) Types of supportive factors and bottlenecks likely to facilitate or hinder the evolution of the desired change processes.	(Road to) impact and effectiveness

Appendix III Evaluation Matrix

Evaluation Questions	Lines of inquiry/Methods	Stakeholder consultations					Observations
		Document review	UN Women project mgmt. & staff	Duty bearers in Serbia and Montenegro	Rights holders in Serbia and Montenegro	Other dev. partners in Serbia and Montenegro	
1. How relevant and responsive has the project been to national and regional needs, priorities and commitments, and to the global and regional priorities and commitments of UN Women?							
1.1 How relevant were the project's objectives and target groups in view of the identified needs in the national and regional contexts?		√	√	√	√	√	√
1.2 How relevant was the project in view of global and regional priorities of UN WOMEN?		√	√				
1.3 How relevant was the project in view of the priorities of other development partners?		√				√	
1.4 What were strengths and weaknesses of project planning and design?		√	√				
1.5 To what extent was UN Women adequately placed to manage this project and to work towards its objectives?		√	√	√	√	√	√
2. To what extent has the project achieved or contributed to progress towards its envisaged results at the level of outcomes and outputs?							
2.1 To what extent has the project achieved its intended outputs and contributed to, or is likely to contribute to, the achievement of the planned project outcomes?		√	√	√	√	√	√
2.2 What, if any, unintended (positive or negative) effects did the project produce at regional, national, or local levels?		√	√	√	√		√
2.3 What factors supported or hindered the achievement of results?		√	√	√	√	√	√
3. To what extent were the existing project management structures appropriate for the effective and efficient use of available resources?							
3.1 What were strengths and weaknesses of the existing management structures (including for monitoring, reporting, evaluation) that supported programming & implementation, including monitoring at national & regional levels?		√	√	√	√		√
3.2 To what extent were the project funds managed efficiently?		√	√				

Evaluation Questions	Lines of inquiry/Methods	Stakeholder consultations					Observations
		Document review	UN Women project mgmt. & staff	Duty bearers in Serbia and Montenegro	Rights holders in Serbia and Montenegro	Other dev. partners in Serbia and Montenegro	
4. To what extent are the benefits and achievements of the projects likely to continue after the project has ended?							
4.1 What factors are likely to support or hinder the extent to which project benefits will be maintained following the end of the project?		√	√	√	√	√	√
4.2 To what extent did the project contribute to creating or strengthening factors likely to support the sustainability of achievements?		√	√	√	√		
5. What progress has been made on the road to the envisaged impact?							
5.1 How likely are project achievements made to date to contribute to the envisaged long-term changes?		√	√	√	√	√	√

Appendix IV Exemplary interview protocol

For Project Partners: Government Agencies/ Institutions

Thank you for making time to see us. UN Women contracted a team of two independent consultants to conduct the final evaluation of the project "Advancing Women's Economic and Social Rights in Serbia and Montenegro". An important part of this evaluation is to seek the views of project partners in both Serbia and Montenegro on the overall project relevance, effectiveness, potential sustainability of results, as well as in view of forward looking recommendations. The interview will last approximately 45 to 60 minutes. Please be assured that what you say is being treated confidentially, that means in the evaluation report we do not attribute specific views or opinions to individuals. If we use direct quotes we only do so in anonymized form, and only if they cannot be easily attributed to a particular informant.

Background

- 1) Please very briefly describe since when and in what capacity/ with what responsibilities you have been involved in the project.

Relevance

- 2) To what extent was the project aligned with explicit priorities and needs of the (national/decentralized) government and/or your agency/institution?
- 3) In your view, how well was UN Women positioned to manage this kind of project? (E.g. in view of their sector experience and expertise, reputation, influence)

Effectiveness

- 4) What positive changes has the project contributed to?
 - As regards strengthening relevant legal and policy frameworks and budgets related to economic security and rights, especially employment?
 - As regards enhancing the capacity of your agency/institution? (Please specify what capacities and how)
 - The capacities of other duty bearers or rights holders and/or their interaction/communication
 - Other changes?
- 5) On a scale of 1 to 5, where one is 'not at all satisfied' and 5 is 'very satisfied', how satisfied are you with the results of the project to date? Please explain your rating (e.g., if applicable, describe what else could or should have been achieved)
- 6) What, if any, contextual influences (e.g. political, economical, social situation) have influenced the work of the project as well as your own efforts in this area?
- 7) To what extent were relevant actors and stakeholders included in UN Women programming and implementation, including in policy advocacy processes?

Efficiency/Management

- 8) What, if any, strengths and weaknesses related to project management did you notice? (E.g. related to the type, format and frequency of reporting; or the clarity and appropriateness of guidance provided by UN Women.

Sustainability

- 9) Looking ahead, which of the achievements made to date are likely to be sustained or expanded without further external support? Which will require further support?
- 10) What do you consider the key factors likely to support or hinder the sustainability of results?

Road to Impact

- 11) The project was aiming to contribute to the longer term goal of eliminating gender-based discrimination in the labour markets of Serbia and Montenegro. Looking beyond the work of individual actors, how far or close do you feel Serbia/Montenegro currently is from that goal? What are the main bottlenecks/obstacles to achieving this goal? Where, in your view, has most progress been made?
- 12) What remains to be done? What should be priorities for future action?

Other

- 13) Do you have any other observations or comments that you would like to share with us?

Thank you very much for your cooperation!

Appendix V List of stakeholders consulted during the evaluation

Organization/Institution	Title/role of individual(s) to be consulted	Means of consultation
UN Women		
	(Former) Regional Director.	Skype interview
	Project manager (based in Belgrade)	Interview
	Project associate for the overall project (based in Belgrade)	Interview
	National project officer (Serbia) - Women's labour rights	Interview
	National project officer (Serbia) - gender mainstreaming and gender responsive budgeting	Skype Interview
	National project officer (Montenegro)	Email
Project partners/stakeholders in Serbia		
Institutions		
Commissioner for the Protection of Equality	Junior Advisor	Interview
Judicial Academy	Two Advisors	Interview
Ministry of Finance and Economy	Head of SME Policy Unit	Email
National Employment Service	Advisor for Project Development and Implementation Gender focal point Two certified trainers of staff in NES Branch offices in the area of gender equality	Interview
Provincial Ombudsman	Deputy Ombudsman for Gender Equality PR and Collaboration Programmes Advisor	Interview
Provincial Secretariat for Economy, Employment and Gender Equality	Two Advisors for Project Development and Implementation	Interview
Civil society organizations and associations of employers		
Association of Business Women (Belgrade)	President Vice President	Interview
Center for Support of Women (Kikinda and Novi Sad)	Director Project Coordinator	Interview
Fenomena (Kraljevo)	Project Coordinator	Interview
Serbian Association of Employers	Assistant Director - Sector for Legal Affairs and Social Dialogue	Interview
Women's Center (Užice)	Project Coordinator	Interview

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Organization/Institution	Title/role of individual(s) to be consulted	Means of consultation
Various NGOs	Seven NGO representatives who had participated in all six of the trainings offered as part of the NGO capacity building programme.	Electronic survey
Others		
Experts/trainers	Five individuals (four female, one male)	Focus Group
Experts	Director of Programmes, SeConS - Development Initiative Group Scientific Counselor, Institute for Criminological and Sociological Research	Interviews
Project partners/stakeholders in Montenegro		
Institutions		
Department for Gender Equality of the Ministry for Human and Minority Rights	Director Two Advisors	Interview
Employment Agency	Manager of Human Resource Center Senior Advisor for Research	Interview
Parliamentarian Committee for Gender Equality	Chair	Interview
Civil society organizations and associations of employers		
Center for Development of Nongovernmental Organizations (CRNVO)	Deputy Executive Director	Interview
Montenegrin Federation of Employers	Deputy Executive Director PR Manager	Interview

Appendix VI List of documents reviewed

UN Women corporate/regional documents

- UNIFEM Strategic Plan 2008-2011
- UN Women Strategic Plan 2001-2013
- Strategic Note 2012-2013. Central and Southeastern Europe Sub-region.

UN Women project documents

- Decent Work Agenda Checklist
- Original Project Document (signed on 15/12/2009)
- Revised Project Document (as of 15/02/2011)
- Third Party Cost Sharing Agreement between the Government of Norway and the United Nations Development fund for Women, signed on November 13, 2009
- Project progress reports
- Monitoring tables (2010-2013)
- Selected progress reports submitted by national partners/implementing partners
 - Study Visit reports
- Midterm Evaluation report (2011)
- Annual project workplans
- Monitoring frameworks
- UN Women newsletters
- Selected project related communication (e.g. memos, notes to file, emails)

UN Women supported publications/tools⁸¹

Montenegro

- Maja Bacovic; Methodological Guide for Monitoring Gender Equality
- Branka Vlahovic (2010); Discrimination against women in the workplace: Labour Inspectors Manual, Ministry for Human and Minority Rights, Podgorica, available at <http://www.mmp.gov.me/vijesti/102856/Promovisan-prirucnik-Diskriminacija-zena-na-radnom-mjestu.html>
- Dr Dejan Djurdjevic et al. (2010); How to Claim my Rights, Ministry for Human and Minority Rights, Podgorica, available at <http://www.minmanj.gov.me/vijesti/102556/Promovisana-publikacija-Kako-da-ostvarim-svoja-prava.html>

⁸¹ All project supported publications are also available on <http://rs.one.un.org/index.php?org=6&lang=en&page=16&type=1&id=125&link=125>

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- Statistical Office of Montenegro (2010); Women and Men in Montenegro, available at https://www.google.rs/url?sa=t&rct=j&q=&esrc=s&source=web&cd=10&cad=rja&ved=0CFUQFjAJ&url=http%3A%2F%2Fwww.minmanj.gov.me%2FResourceManager%2FFileDownload.aspx%3Frid%3D59796%26rType%3D2&ei=AAVAUsWQBoXVswb8xYHwDw&usg=AFQjCNGGSWWm9LC_ZnzeKSol-NgqpSmjWg&bvm=bv.52434380,d.bGE
- Ministry for Human and Minority Rights (2011); Towards Politics of Gender Responsive Budgeting in Municipalities of Montenegro ,
- Ministry for Human and Minority Rights (2011); Research on the Needs of Women in Rural Areas, available at <http://issp.me/wp-content/uploads/2013/04/prelom-Istrazivanje-opotrebama-zena-u-ruralnim-oblastima.pdf>
- Employment Agency of Montenegro (2011); Research on the Extent of Awareness and Implementation of Gender Equality Measures in the Employment Agency of Montenegro, Employment Agency of Montenegro, Podgorica
- Slavica Bajic et al. (2012); Gender Equality in Theory and in Practice: Judicial Personnel Manual, Ministry for Human and Minority Rights, Podgorica
- Statistical Office of Montenegro (2012); Women and Men in Montenegro, Podgorica
- Tamara Pesic (2012); Gender Statistics: Analysis of the publication Women and Men in Montenegro, not published
- Montenegrin Employers Federation (2012); Women 's Business- Potential of the Montenegrin Economy, Podgorica
- Dr Mirjana Kuljak et al. (2012); Guide through Corporate Social Responsibility to Employed Women, Women in the Labor Market and Women in the Community, Center for Development of Non-Governmental Organizations (CRNVO), Podgorica

UN Women supported publications in Serbia

- Olivera Popovic (2010); Corporate Social Responsibility and Advancing the Status of Women in the Labour Market. The Association of Business Women, Belgrade
- Natasa Perisic Pavlovic (2010); Discrimination against Women in the Workplace: Manual for Labour Inspectors, Ministry of Labour and Social Policy, Belgrade
- Aleksandra Vladislavljevic (2011); A Practical Tool for Gender Responsive Budgeting in three steps- GRB3, UN Women, Belgrade
- UN Women (2011); Gender Equality in Business, UN Women, Belgrade
- Dr Marija Babovic (2012); Baseline study on the entrepreneurship of women in Serbia, UN Women, Belgrade
- Vesna Nikolic Ristanovic et al. (2012); Discrimination of Women in the Labour Market in Serbia, Victimology Society of Serbia, Belgrade
- Dr Marija Babovic (2012); Standalone report on monitoring women's entrepreneurship, UN Women, Belgrade
- Dr Marija Babovic (2012); Standalone report on women's entrepreneurship profile, UN Women, Belgrade

- Dr Marija Babovic (2012); Standalone report on the obstacles and challenges for women's entrepreneurship, UN Women, Belgrade
- Sonja Avlijas et al. (2012); Gender Impact Analysis of Selected Support Measures for Entrepreneurship in Serbia, UN Women, Belgrade
- Sonja Avlijas et al. (2012); Key Findings and Recommendations of the Study on Women's Entrepreneurship in Serbia and Gender Analysis of Government Support Measures for Entrepreneurship, UN Women, Belgrade
- Dr Marina Blagojevic Hughson (2012); Women and Men in Serbia: What do the Numbers Tell Us? , UN Women, Belgrade
- Dr Marina Blagojevic Hughson (2013); Gender Barometer in Serbia: Development and Everyday Life, UN Women, Belgrade
- The Commissioner for Protection of Equality (2012); Serbia without Discrimination. Join Us!
- Mr Marina Matic et al. (2012); Socio-economic rights of women in Serbia, Judicial Academy, Belgrade
- Provincial Secretariat for Labour, Employment and Gender Equality (2012); Gender Responsive Budgeting in Public Administration, Novi Sad
- Provincial Ombudsman (2013); Women and Discrimination, Novi Sad
- Ruzica Rudic Vranic and Tatjana Obradovic Tomic (2012); Gender Sensitive Local Development, Femina Creativa, Subotica
- Ruzica Rudic Vranic (2013); Gender Sensitive Development: Past, Present and Future, Femina Creativa, Subotica

Other documents/websites

- Commissioner for Protection of Equality (Serbia). Regular Annual Reports for 2010, 2011, 2012
- European Commission (2013); EU Progress report for Serbia 2013, Brussels
- European Commission (2013); EU Progress report for Montenegro 2013, Brussels
- European Union (2013); Evaluation of Sector of Human Resources Development (HRD) Implemented and Financed by IPA Programme, EU Programmes and other Donors in the Republic of Serbia; Belgrade Serbia
- Relevant National Strategies/Policies/Legal frameworks from Serbia and Montenegro
- Relevant websites of government/non-government partners
- Statistical Office of Montenegro (2012); "Labour Force Survey 2012", Podgorica
- Technical Assistance for Evaluation of Human Resources Development Sector Implemented and Financed by IPA Programme, EU Programmes and other donors in the Republic of Serbia", (2013);
- UN Country Team (2013); Elimination of Discrimination against women in Serbia: To the UN Committee on the Elimination of Discrimination against women on the Occasion of Review of Serbia's Compliance with the Convention on Elimination of All Forms of Discrimination against Women (CEDAW)

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- United Nations Country Partnership Strategy 2011-2015, Serbia
- UN Country Team Montenegro, Integrated UN Programme 2010-2015
- UNEG Code of Conduct for Evaluation in the UN System
- UNEG (2011); Integrating Human Rights and Gender Equality in Evaluation. Towards UNEG Guidance, New York
- UNEG (2005/2012) Norms for Evaluation in the UN System
- UNEG (2005/2012) Standards for Evaluation in the UN System
- UNEG (2010) Quality Checklist for Evaluation Terms of Reference and Inception Reports

Appendix VII Project performance scoring rubric

The evaluation team’s assessment of project performance in relation to the five evaluation criteria (relevance, effectiveness, efficiency including management, sustainability, and road to impact) was based on the available evidence for each of the **indicators** for the evaluation questions and sub-questions as outlined in the Inception Report (chapter 3.3).

To summarize the resulting overall assessment, the team used the following **scoring rubric**, which is a slightly modified version of the rubric suggested in the evaluation terms of reference.

Rating	Performance description	Application using evaluation question indicators
Excellent (Always)	Performance is clearly very strong or exemplary in relation to the evaluation question/domain. No gaps or weaknesses were identified.	Measures for all indicators relating to the respective evaluation question and sub-questions are “yes/positive”.
Very good (Almost always)	Overall strong, but not exemplary performance on virtually all aspects of the evaluation question/domain. Weaknesses are not significant and are managed effectively.	Measures for most indicators relating to the respective evaluation question and sub-questions are “yes/positive” and no indicator is rated as ‘no/negative’.
Good (Mostly, with some exceptions)	Performance is reasonably strong on most aspects of the evaluation question/domain. No significant gaps or weaknesses, and less significant gaps or weaknesses are mostly managed effectively.	At least one indicator is measured as ‘yes/positive’; and most indicators are rated as either ‘yes/positive’ or ‘mixed’. Not more than one indicator per evaluation question is rated ‘no/negative’.
Adequate (Sometimes, with many exceptions)	Performance is inconsistent in relation to the question. There are some serious but non fatal gaps/weaknesses. Meets minimum expectations/requirements as far as can be determined.	Measures for most indicators relating to the respective evaluation question and sub-questions are ‘mixed’, and no indicator is measured with a clear ‘yes/positive’.
Poor (Never or occasionally with clear weaknesses evident)	Performance is unacceptably weak in relation to the evaluation question/domain. Serious and widespread weaknesses on crucial aspects. Does not meet minimum expectations/requirements.	Measures for most indicators relating to the respective evaluation question and sub-questions are ‘no/negative’.
Insufficient evidence	Evidence unavailable or of insufficient quality to determine performance.	NA

Appendix VIII Scoring of project performance

The table below summarizes the evaluation team’s assessment of project performance in relation to the evaluation criteria using the scoring table shown in Appendix VII.

We would like to emphasize that the provided ratings **should be read with caution**, i.e. taking into consideration that they are based on the interpretation of mostly qualitative data that was assessed against qualitative indicators. Furthermore, the number of sub-questions and related indicators developed for each evaluation question varied. Thus, the main purpose of the scoring table is to make the overall assessment that the evaluation team derived at more transparent. It complements, rather than replaces the more nuanced narrative analysis provided in the evaluation report.

After careful consideration the evaluation team decided to provide ratings for overall project performance only, rather than for Serbia and Montenegro separately, given that, as outlined in the report, the evaluation found no significant differences between project performance in the two countries respectively.

Evaluation questions	Indicators	Positive Yes/	Mixed ⁸²	No/ negative	Scoring
1. How relevant and responsive has the project been to national and regional needs, priorities and commitments, and to the global and regional priorities and commitments of UN Women?					
1.1 How relevant were the project’s objectives and target groups in view of the identified needs in the national and regional contexts?	a) Alignment of with identified government priorities and commitments at national, regional and global levels (as, for example, outlined in CEDAW, MDGs, national constitutions, and National Strategies). b) Alignment with needs and priorities as identified by the targeted groups themselves.	✓ ✓			Excellent
1.2 How relevant was the project in view of global and regional priorities of UN WOMEN?	a) Project alignment with UN Women global and regional (corporate) normative and strategic frameworks.	✓			
1.3 How relevant was the project in view of the priorities of other development partners?	a) Alignment with explicit or implicit priorities of other development partners (including other UN agencies) as, for example, outlined in UNDAFs	✓			
1.4 What were strengths and weaknesses of project planning and design?	a) Extent to which project goals, outcomes, and outputs were clearly articulated.	✓			
	b) Extent to which the originally defined objectives of the intervention were realistic (achievable). c) Extent to which project objectives were rephrased (if needed) to adapt to changes in the project environment. d) Stakeholder perceptions of strengths and weaknesses in project planning and design.	✓ ✓ ✓			

⁸² “Mixed” refers to cases where available evidence for the respective indicator did not allow a clear ‘yes/no’, ‘positive/negative’ assessment, but provided evidence of both successes and remaining gaps in relation to the respective indicator.

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Evaluation questions	Indicators	Yes/ Positive	Mixed ⁸²	No/ negative	Scoring
1.5 To what extent was UN Women adequately placed to manage this project and to work towards its objectives?	a) Previous UN Women experience and existing expertise in the programming countries and subject matter. b) Stakeholder perceptions of UN Women's comparative advantage as regards the project and its objectives.	√			
2. To what extent has the project achieved or contributed to progress towards its envisaged results at the level of outcomes and outputs?					
2.1 To what extent has the project achieved its intended outputs and contributed to, or is likely to contribute to, the achievement of the planned project outcomes? 2.1.1 To what extent has the project contributed to strengthening relevant legal and policy frameworks and budgets related to economic security and rights, especially employment (outputs 1.1 and 1.2) 2.1.2 To what extent has the project contributed to enhancing the capacities of relevant duty bearers to implement existing laws and policies that promote women's economic security and rights, especially with regards to employment (outputs 2.1 and 2.2) 2.1.3 To what extent has the project contributed to enhanced capacities and influence of rights holders and their organizations/ networks for ensuring that GE dimensions are included in relevant laws, policies, strategies and budgets at national and, provincial and local levels (3.1/ 3.2).	a) Evidence of progress towards output and outcome level indicators as per (revised) logframe. b) Evidence of project contribution towards anticipated changes (as per theory of change) c) Stakeholder views on key achievements and missed opportunities.	√ √ √	√		Very good
2.2 What, if any, unintended (positive or negative) effects did the project produce at regional, national, or local levels?	a) Evidence of unintended effects at regional, national, or decentralized levels.	√			
2.3 What factors supported or hindered the achievement of results?	a) Type and nature of contextual changes/trends and related opportunities or challenges for the project at global, regional, national and decentralized levels.	NA ⁸³ √ ⁸⁴			

⁸³ Descriptive indicator, not suitable for rating project performance.

⁸⁴ Rated only in view of factors that were in the realm of issues that the project was realistically able to influence or manage.

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Evaluation questions	Indicators	Yes/ Positive	Mixed ⁸²	No/ negative	Scoring
	b) Project staff and stakeholder views on factors supporting or hindering the project's success. c) Extent to which project beneficiaries are satisfied with the extent to which relevant actors and stakeholders have been included in UN Women programming and implementation, including in policy advocacy processes.	√			
3. To what extent were the existing project management structures appropriate for the effective and efficient use of available resources?					
3.1 What were strengths and weaknesses of the existing management structures (including for monitoring, reporting, and evaluation) that supported programming and implementation, including monitoring at national and regional levels?	a) Types of management structures in place at national and regional levels (including for monitoring, reporting, and evaluation). b) Extent to which lessons learned identified in previous UN Women evaluations were utilized to inform the design of this project including its management structures. c) Extent to which UN Women's organisational structure, managerial support and coordination mechanisms at various levels have effectively supported the delivery of the project.	√			Very good
3.2 To what extent were the project funds managed efficiently?	a) Extent to which project outputs were achieved within planned budgets. b) Types of measures put in place by UN Women to ensure the strategic and efficient use of resources. c) Project staff views on the comparative efficiency of different (combinations of) strategies/activities used in the programming countries.	√			
4. To what extent are the benefits and achievements of the projects likely to continue after the project has ended?					
4.1 What factors are likely to support or hinder the extent to which project benefits will be maintained following the end of the project?	a) Extent to which national/local institutions demonstrate ownership of the project objectives and results. b) Extent to which national/local institutions demonstrate leadership, commitment, and technical capacity to maintain/implement the benefits of the project.		√		Good
4.2 To what extent did the project contribute to creating or strengthening factors likely to support the sustainability of achievements?	a) Extent to which project results are institutionalized. b) Extent to which the project contributed to strengthening national/local ownership, leadership, commitment, and technical capacity.	√	√		
5. What progress has been made on the road to the envisaged impact?					

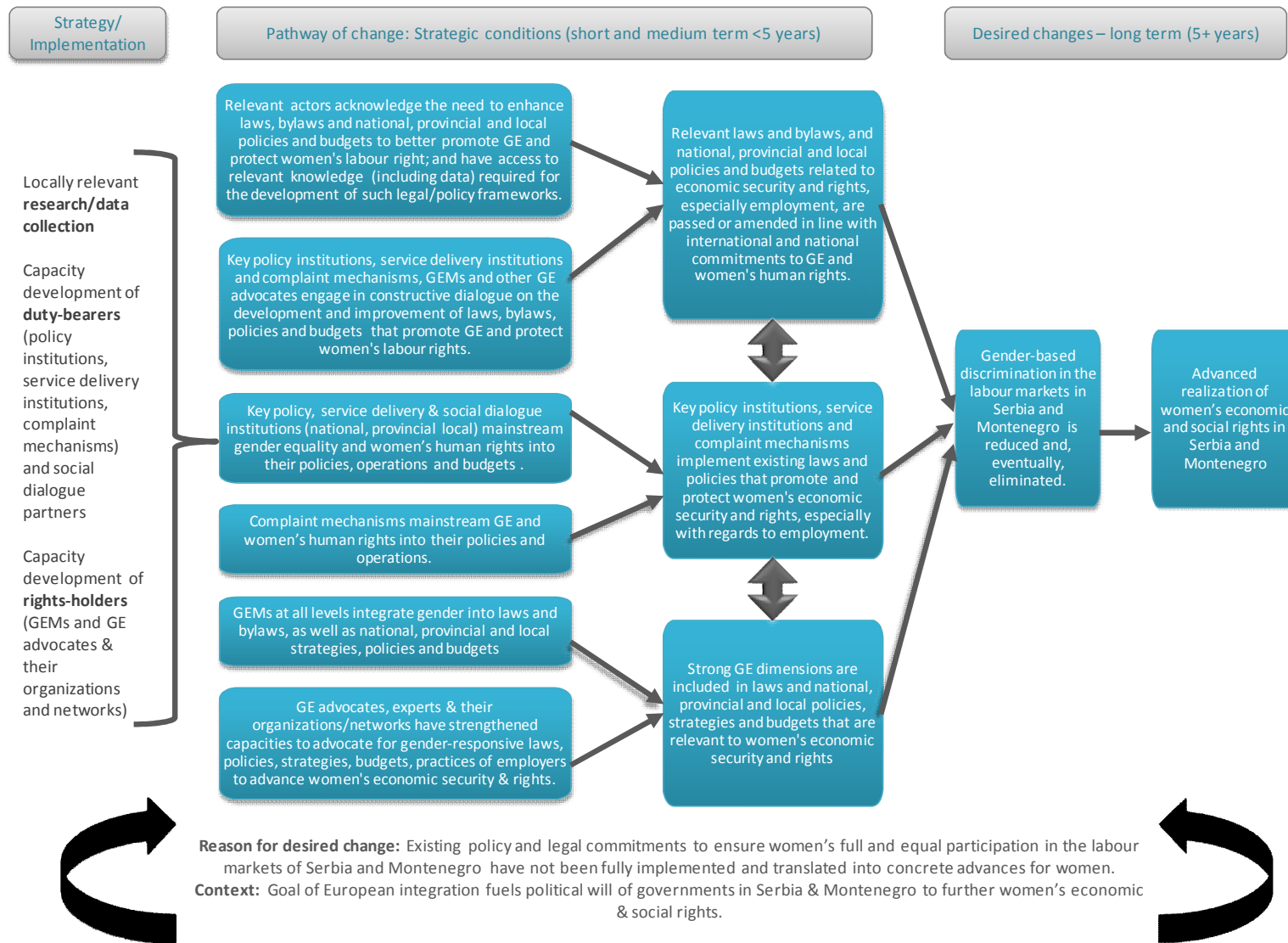
Advancing Women’s Economic and Social Rights in Serbia and Montenegro

Evaluation questions	Indicators	Yes/ Positive	Mixed ⁸²	No/ negative	Scoring
5.1 How likely are project achievements made to date to contribute to the envisaged long-term changes?	a) Extent to which project logic and theory of change can be validated by data. b) Stakeholder views on likelihood of project achievements contributing to envisaged longer term changes. c) Types of supportive factors and bottlenecks likely to facilitate or hinder the evolution of the desired change processes.		✓ ✓ ✓ ⁸⁵		Adequate ⁸⁶

⁸⁵ While this is a descriptive indicator, the rating reflects the evaluation finding that both supportive and hindering factors exist that are likely to influence future progress on the desired road to impact.

⁸⁶ As noted in the evaluation report, available data do not permit measuring the extent to which the project has contributed to progress on the road to envisaged impact. Available data strongly suggest that project efforts have contributed to moving existing change processes into the desired direction. At the same time, a lot remains to be done in both countries, and change agents are likely to continue to face significant obstacles in their efforts. This is reflected in the rating of ‘adequate’ – i.e. the rating does not reflect any gaps in the design or implementation of the project.

Appendix IX (Reconstructed) theory of change



Key Assumptions underlying the theory of change:

- Eliminating gender-based discrimination in the labour market is a key step towards advancing and, eventually, fully realizing women's broader economic and social rights;
- In order to facilitate sustainable change, it is necessary to use a **multi-pronged approach** that addresses changes in the respective legal/policy frameworks, as well as the capacities (knowledge, skills, institutional mechanisms and structures) and the political will of both duty-bearers and rights-holders;
- In order to bring about actual changes in the functioning of the labour market, it is necessary to address **national and decentralized levels simultaneously**.
- Legal and policy commitments need to be supported by **budget allocations** in order to be effective.
- Supporting the (individual and collective) **capacity development** of duty bearers and rights holders can entail a wide variety of individual actions based on the particular needs of the respective partners (be it individuals or institutions/organizations). These can include, but are not limited to: facilitating access to relevant information/knowledge or data; providing technical assistance to complete specific tasks; support the development of relevant technical skills; facilitate exchange with relevant actors from other countries; and facilitate networking among relevant actors within the same country.

Appendix X Summary of survey results

As noted in section 1.3, the evaluation team sent out a written survey to 11 NGO/CSO representatives who had attended all six of the trainings conducted by UN Women as part of the capacity development programme for NGOs. Seven (7) contacted participants responded and their feedback is summarized below.

- Four respondents stated that over 75% of the training content were relevant for their work, two (2) stated that between 50-75% were relevant, and one (1) that between 25-50% were relevant.
- Three (3) respondents often use knowledge and skills acquired in the trainings, three (3) state that these skills and knowledge have become part of their regular work; and one noted to use the skills and knowledge from time to time.

There was only one narrative example provided to illustrate how respondents were able to apply acquired knowledge/skills or instruments:

“At UN Women in trainings, I have acquired sufficient knowledge and skills which I have applied in communication with the Mayor. This enabled me to ensure funds for office rent from the [...] municipality budget. Namely, I learned that, in order to ensure that we are able to achieve some rights, we need to point out the benefits that the other side has if we meet the requirements. I made it clear to the Mayor that if the municipality pays rent thus ensuring that our organization has the ability to work and realize projects, we will pay taxes that will go into the budget of the municipality, meaning that the money that we get from them, in fact, will be returned to the Municipality...”

The respondents named the following areas of knowledge, skills and instruments or tools which they themselves and/or their organizations apply in their regular work:

- Media presentation of the work of the organization.
- Designing materials that we offer to the public and its design.
- Awareness of the importance of data collection and the way data are presented to the public.
- Transferring message techniques
- Devising advocacy actions.
- Use of resources of women's organizations through cooperation.
- Analysis of the city budget
- Gender responsible budgeting and related instruments (2x)
- Gender analysis
- Monitoring of local employment plan
- Understanding of the functioning of institutional mechanisms
- Defining problems, problem tree....
- Defining the audience, developing techniques for advocacy, lobbying decision-makers....
- Creating messages, communication skills...
- Public performance

- Lobbying
- Advocating for gender- sensitive local policies, communication skills
- Monitoring of policies, using media available in the region
- Mapping problems in the local community
- Networking and motivating actors in the community to solve problems
- Presentation skills of problems and suggestions for solving the problem to representatives of local authorities
- Communication skills.
- Ability to assess what things that I do benefit others.
- More realistic assessment of expectations.
- Approaches to participation in TV and radio broadcasts
- Appropriate ways to dress up for TV

Respondents noted the following as areas as the ones where they need additional capacity building:

- To ensure funds for the long-term projects and to achieve sustainability.
- Advocacy
- For me, acquisition of knowledge is a process that consists of establishing some knowledge and learning new techniques. I simply think that all were equally important and necessary, and I think that in every training session we acquire some techniques and some knowledge.
- I need some more skills, because I think the knowledge I gained did not give the desired result. It may be that I did not learn all possibilities properly, since I first became acquainted with the programs and skills.
- Budget Analysis and Monitoring Skills
- I need to learn more about communication, how to avoid stage fright, how to become more self-confident. It is essential to me to find out more about economic empowerment of women.

The following were named as **factors enabling or limiting their ability** to apply the knowledge and skills gained in the trainings.

Enablers:

- Most help was to be able to have had financial support for activities related to the practical application of acquired knowledge.
- My profession, knowledge of economic processes
- Most useful for me was to hear examples of good practice from other organizations, also examples from personal experience that trainers used, case that they had or cited examples of other organizations.
- Support of the previous local government for economic empowerment of women, and I would add, especially rural women
- Literature that accompanied training, the exchange of best practice and presentation of activities already being implemented in some cities by the participants, similar content on the website....

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- Recognizability of the organization as dedicated to solving local problems by local community
- Good lectures, excellent lecturers, topics that are important and necessary.

Disablers:

- Political Environment - an election year and new government in our local community
- Experience that local authorities will not accept proposals from NGOs
- Trainings have been very good but intensive, and sometimes it was hard. But only after some distance in time, when everything settles see how much you "rose" and how much you have progressed. And we do a lot in between workshops so that is an extra effort...
- Lack of involvement of women organizations in my municipality, and very often this is caused by total ignorance of the opportunities that are available to them
- Slow or total lack of possibility to obtain relevant information from professionals
- I was not involved from the beginning of the training, so I missed some of the sessions.

Additional comments made by respondents:

- I liked the most the fact that the UN WOMEN respected our proposals and suggestions. Our needs in the creation of training and time and venue were taken into account. Also, at any time, I was able to get support and possibility to clarify all doubts. That immeasurably helped us to feel free in the implementation of project activities that were supported by UN WOMEN.
- For me personally, my organization, a series of trainings that we attended was of great importance and I have all the praise in every respect, both organizational and evaluative.
- Cooperation with UN Women has also been at high level in all the following respects:
 - Communication - (cooperation with the entire team and volunteers);
 - Financial - all very fair, during the project and after the completion of the reporting period;
 - Project team - all praise to the perseverance and patience, kindness..... in working with us
 - To sum it, from my standpoint, it's been a pleasure and privilege to work with you! Thank you!
- Of course I'm very happy that I had an opportunity to meet with the UN Women programme. I would recommend repeating some trainings (for those who have not mastered all the programmes) because there were colleagues who are more than ten years in this subject, so some of us at times missed some things.
- Organization of seminars, activities and their presentation by UN WOMEN are always highly professional. There is never enough of learning, and because UN Women knows the work of our organization, we fully trust and adopt your recommendations for new topics. In any case, we need as many concrete examples and practices as possible.
- Thank you for giving me an opportunity to attend your training and for choosing top experts to be lecturers!