

Evaluation of the IPA Project: “Communicating Gender Equality”

Evaluation report

December 2022

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# List of acronyms

AEM Agency for Electronic Media

CGE Communicating Gender Equality

CPD Country Programme Document

EUD Delegation of the European Union to Montenegro

EU GES Gender Equality Strategy of the European Union 2020-2025

HRMA Human Resources Management Authority

IMF International Monetary Fund

IPA Instrument for Pre-accession Assistance

MCM Ministry of Culture and Media

MHMR Ministry of Human and Minority Rights

MPA Ministry of Public Administration

MONSTAT Statistical Office of Montenegro

NATO North Atlantic Treaty Organisation

NSGE National Strategy for Gender Equality 2021-2025

OECD-DAC Organisation for Economic Co-operation and Development’s Development Assistance Committee

OSCE Organisation for Security and Co-operation in Europe

PARS Public Administration Reform Strategy 2022-2026

SDG Sustainable Development Goal

SoI Statement of Intent

ToC Theory of Change

UN United Nations

UNDAF United Nations Development Assistance Framework

UNDP United Nations Development Programme

UNEG United Nations Evaluation Group

RTCG Radio and Television of Montenegro (national public service broadcaster)

# Introduction

With slightly less than 620 000 inhabitants[[1]](#footnote-1), Montenegro is the least populated country in the Western Balkans. Although, according to MONSTAT’s 2021 assessment, women make up to 50.6% of the total population, they still represent a minority in social, economic and political life.

Since the proclamation of its independence in 2006, Montenegro has become a member of international organisations such as the UN, the Council of Europe, OSCE, IMF, the World Bank Group, NATO etc. In 2010, Montenegro became an official candidate for membership of the European Union (EU).

Along with establishing and deepening partnerships with international organisations, Montenegro has ratified all significant international documents, integrated them into its legal framework creating the preconditions for developing policies and measures related to the protection of human rights and achieving gender equality. Nevertheless, although the **legislative framework** is often rightfully praised as being **in line with all international requirements**, Government has **not demonstrated sufficient commitment** to gender mainstreaming.

One of the most significant challenges is related to the lack of the institutional capacities for full implementation of adopted legislature. For example, Department for Gender Equality[[2]](#footnote-2) which has a mandate to support gender mainstreaming throughout government numbering slightly more than 51 000 employees from 538 institutions[[3]](#footnote-3) on both central and local level numbers **only one** permanent staff member[[4]](#footnote-4).

Montenegro’s society remains patriarchal, with the huge presence and impact of customary norms, especially when it comes to inheritance, land, and ownership over immovable property. Representation of women in decision-making bodies, their share in entrepreneurship and the percentage in managerial positions in the economic sphere remain low. This assessment is supported by the empirical data. Namely, the **Gender Equality Index for Montenegro** calculated for the first time in 2019 showed an existence of a strong gender equality gap - the **score was 55** while the **average score for 28 EU** member states was **67.4** points on a 0-100 scale[[5]](#footnote-5). The index showed that women in Montenegro are the least equal when it comes to power, followed by time, knowledge, money and work.

Figure 1: Montenegro and the EU-28; comparison between core domain values of gender equality index, 2019

Till date, in Montenegro, gender equality work targeted many of its aspects such as women in politics and economy or violence against women, but dimension of gender mainstreaming and capacity development in **institutions mandated with regulating culture and media were absent**.

However, **human rights**, **culture institutions** and **media** are **natural allies**, with same mission and task of acting as intermediators between institutions and citizens’ rights and interests. Therefore, strengthening of institutional capacities working on communications and public broadcasting service carriers to promote, design and implement gender equality principles in all policies and practices should become amplifier of many ongoing efforts to address gender equality concerns.

The “Communicating Gender Equality” (CGE) project tends to make the most of this potential field for action.

Description of the intervention

The “Communicating Gender Equality” project has been implemented by the **Office of the United Nations Development Programme** (UNDP) in Montenegro and the **Department for Gender Equality** at the Ministry of Human and Minority Rights (MHMR), with the financial support from the **Delegation of the EU to Montenegro** (EUD). The implementation of the project began on **1st February 2021**, and its initial duration was planned to be 18 months. However, in the spring of 2022, a no-cost extension of 5 months was requested from the benefactors, which resulted in the project ending on **31st December 2022**. The total budget allocated for the project was **USD 265,479.64**, and the EU provided slightly more than 90% of the funds for its implementation.

## Target group context

CGE project has identified and prioritised the following main target groups:

* people employed in the media sector and
* civil servants, especially those who work in jobs related to public relations and communications

**The Media**. Editors and journalists were selected as a target group because they have enormous importance and responsibility while reporting on the world around us - language is adopted through media: they influence the shaping of public opinion, ideas, attitudes, and behaviour; they are intermediaries in social changes and have a great influence on the development of democracy in society. At the same time, the media is responsible for transmitting and maintaining gender stereotypes because citizens consume media content and thus adopt distorted messages. The way in which the media will interpret reality will depend on editorial criteria, personal experiences of journalists, as well as their political, ideological and cultural orientation. Therefore, the media are crucial for communicating gender equality. Nevertheless, it is noticeable that Montenegro is experiencing stagnation in this field. Namely, according to the research "Media through gender lenses in Montenegro", carried out as part of the CGE project, **women were only 21% of the persons** [[6]](#footnote-6) **who appeared in Montenegrin media content as those who spoke, those who were read about or those that were seen in the news from newspapers, on television and on portals**. The figure is **4% lower than the world average[[7]](#footnote-7)**, and **only 0.4% higher than** the result achieved **in 2016**, when the previous iteration of the research was conducted. In addition, the report points out that the biggest imbalance exists in reporting on the economy, which aligns with the thesis about the emphasised economic inequality between women and men in Montenegro.

**Civil servants**. According to a 2020 survey[[8]](#footnote-8) conducted for the needs of UNDP, 80% of employees in public institutions believe that the topic of gender equality is the duty of contact persons or teams for gender equality, and not the jurisdiction of all employees in the institution. At the same time, three out of four employees in public institutions claim that they have not received a single training in the field of gender equality in the last five years. The data indicates the **existence of a wide space for training and strengthening the capacities** of employees in public administration when it comes to gender equality, and especially its communicating.

At the same time, the same applies not only to civil servants, but also to state policies. If policies are not gender mainstreamed, then the communications of the institutions cannot be either. In Montenegro, the broad majority of them are not - according to the National Strategy for Gender Equality 2021-2025 (NSGE), a preliminary basic check for the Strategy development suggested that **73.2% of national sectoral strategic documents do not address the matter of gender equality in any way**[[9]](#footnote-9). When interpreting this data, it should be considered that discrimination and the support of stereotypes were influenced by things such as - the way certain policies are processed, what topics are communicated, who communicates them, who the messages are intended for, as well as how are women presented in audio - visual content that institutions communicate.

## Theory of change

The CGE project Theory of change (ToC) has been based on **three premises**.

The first is that **language plays a key role in the way we interpret the world**, including the way we think and behave. The choice of words often reflects unconscious assumptions about the values, gender roles and capabilities of women and men.

The second is that gender and **gender roles are social and cultural constructs**, manifested through language and defined through power relations between women and men.

The third states that language, gender, culture and rights intersect in intricate and complex ways. **Socio-cultural norms** (manifested through the language) **can** positively or negatively shape gender roles and relationships, and either **fe**ed or **deconstruct negative gender-based stereotypes**. If internal and external communication is shaped to tackle stereotypes, and to promote values and gender equality, the likelihood of creating a gender mainstreaming environment is enhanced.

All three premises point to the fact that language, i.e. communication, can be perceived as a platform for challenging patriarchal norms and establishing new values. Public communications, traditional media, and increasingly important social media are key agents in this process.

To summarize, the theory of change followed the hypothesis that **if** the representatives of the target groups increase their knowledge and capacities regarding gender responsive communication through gender mainstreaming of the strategic documents, the introduction of mandatory accredited training programs, and the application of instructions from the toolkits created during the project, which will make gender equality perspective an integral part of day-to-day communications work, **then** it will contribute greatly to the creation of affirmative public discourse and promotion of women, human rights and gender equality.

Furthermore, the ToC stated that **if** horizontal cooperation is established between individuals from the fields of culture, media and academia, **then** it will be the basis for creating partnerships and successful awareness campaigns aimed at the general population and dedicated to the promotion of gender equality, **because** such cooperation will create fertile ground for implementation of innovative solutions aimed at creating awareness of discriminatory practices that exist in Montenegrin society and combating stereotypes related to male-female relationships.

## Logical result framework

In accordance with the ToC described above, a specific objective of the project – **Enhance capacities to promote and integrate gender equality in governing, culture, media and human rights institutions to encourage and promote a culture of tolerance and gender equality in public discourse** – has been formed and presented in the logical result framework. This specific objective (SO) is organised around two results (R) that incorporate 13 activities (A). The graph below shows the linkages between specific objective, results and activities:

SO1: Enhance capacities to promote and integrate gender equality in governing, culture, media and human rights institutions to encourage and promote a culture of tolerance and gender equality in public discourse

R1: Created enabling environment for public discourse that enables reduction in structural inequality between women and men

R2: Created awareness about discriminatory practices through reinforced horizontal cooperation among human rights, culture and media institutions and organisations on gender equality concerns

A1: Media monitoring - review of media reporting through gender lenses

A2: Develop Toolkit for gender equality in communication and media

A3: Thematic Forums on gender equality in communication and media

A4: Innovative campaign addressing portrayal of gender biases in communication and media content

A5: Development of video stories on topics related to gender equality

A6: Video clips for social media

A1: Review and amend regulations and normative framework on communication

A2: Gender Mainstream National Communication Strategy

A3: Gender Equality Assessment of the institutional communication products and practices from gender equality perspective

A4: Developed guidelines for gender mainstreaming

A5: Introduce mandatory accredited training programme on communication and gender equality in partnership with HRMA

A6: Develop E-learning modality of gender mainstreaming in communications

A7: Conduct Training of Trainers on communication and gender mainstreaming in partnership with HRMA

Figure 2: Simplified structure of the logical result framework

Although the result framework has sound logic, it can be said that it is insufficiently developed and that it does not have precisely defined outputs. Namely, although it follows the "activity -> result -> specific objective" intervention logic, which is compatible [[10]](#footnote-10) with the much more common "activity -> output -> outcome" logic, "results" from the above-mentioned framework could be more appropriate as an "outcome” (not output) level objectives. This conclusion is based on the definition that outcomes are “actual or intended changes in development conditions that interventions are seeking to support”, while outputs are defined as a “short-term development results produced by project and non-project activities”[[11]](#footnote-11). This is supported by the character of the indicators that are listed with the results within the framework itself - they are significantly more ambitious than the usual indicators for outputs [[12]](#footnote-12), and their realisation is not under the direct control of the implementation partners [[13]](#footnote-13). Specifically, the level of achievement of these indicators requires joint work of many partners and largely depends on their willingness to contribute, which means that implementing partners have only an indirect influence on the achievement of indicators.

Still, in the absence of output level objectives, the evaluator assessed progress of the result indicators, bearing in mind that “creating enabling environment for public discourse that facilitates reduction in structural inequality between women and men”[[14]](#footnote-14) is a long-term process influenced by plethora of factors.

# Evaluation purpose, objectives and scope

## Purpose of the evaluation

The evaluation of the“Communicating Gender Equality” project was commissioned by the UNDP**.**

The evaluation is designated to satisfy a **two-fold purpose** - to assess the achievements of the “Communicating Gender Equality” project inclusively and to determine its overall added value for reducing the gender gap in Montenegro. It is an opportunity to benefit from an independent assessment of activities implemented within the project and its performance. The evaluation will assist UNDP, the EUD and the MHMR to be informed of project's performance and to plan future upscaling interventions.

## Objectives of the evaluation

The ToR defined the **objective** of the evaluation as “to conduct evaluation of the IPA Project: Communicating Gender Equality and its project activities”, based on the analysis of the documents produced by the Project, as well as interviews with partners and major stakeholders.

Specifically, the evaluation aimed to:

* Assess project results achieved against planned objectives, targets and indicators, including the aspects of effectiveness and efficiency of the intervention and sustainability of project benefits beyond the lifetime of the project;
* Identify and consolidate good practices, lessons learned and make recommendations on process, management response, partnerships, transparency and other aspects of project implementation that would benefit future engagement of UNDP in the area.

This way, the evaluation will determine project’s overall added value for decreasing the gender gap in Montenegro.

Additionally, the evaluator reviewed and analysed the project’s processes, innovations and strategic partnerships that proved critical in conducting the intended project activities and the factors that facilitated and/or hindered the progress in achieving the project outputs, both in terms of the external environment and risks, as well as internal, including: weakness in the design, coordination, management, human resource skills and resources.

## Scope of the evaluation

The **scope** of the evaluation relates to results, target groups, timeframe and geography of the project.

**Results.** The evaluator has assessed if and to what extent the planned activities had been conducted and results achieved. Part of these efforts included the analysis of the CGE’s processes, innovations, strategic partnerships and linkages that proved critical in producing the intended results.

**Target groups.** Target groups are employees in public administration[[15]](#footnote-15), as well as media representatives, CSOs representatives and communication experts.

**Timeframe.** The evaluation covered the entire period of implementation of the project, i.e. period from 1st February 2021 till 31st December 2022.

**Geography.** The main focus of the evaluation geographically was the whole territory of Montenegro.

# Evaluation approach and methods

The framework for the evaluation has been set in the Terms of Reference, and following its provisions, the evaluation has developed a tailor-made methodology. The main reference for the evaluation methodology remains OECD/DAC Evaluation Criteria[[16]](#footnote-16). Additionally, the evaluator adhered to UNDP Evaluation Guidelines[[17]](#footnote-17) and UN Evaluation Group’s (UNEG) Ethical Guidelines for Evaluation[[18]](#footnote-18).

The evaluation methodology has been designed to ensure that the principles of leaving no one behind, human rights-based approach and gender equality are considered and analysed throughout the process.

## Evaluation criteria and questions

The evaluator has followed the evaluation criteria from the ToR (relevance, effectiveness, efficiency, impact and sustainability). Besides evaluation criteria, the ToR included a total of 22 evaluation questions that were analysed by the evaluator. Based on the analysis, five key evaluation questions were proposed, alongside a number of sub-questions to ensure that all areas indicated under the ToR are considered and covered. The evaluation report answered these questions using specific indicators generated for each evaluation question to assess the current situation, delivery of results and progress towards the intended outcomes[[19]](#footnote-19).

## Data collection methods and tools

Data for this evaluation were collected from various sources including CGE related documents, key informant interviews and secondary data sets.

The evaluation followed approaches described below:

### Document review

The evaluation has started with an initial **review of the documents** provided by the project team and accessed via open sources[[20]](#footnote-20).

These include many different levels and types of documents, such as:

* **Strategic** - e.g., UNDAF Montenegro 2017-2021[[21]](#footnote-21), EU Gender Equality Strategy (EU GES) 2020-2025[[22]](#footnote-22) and National Strategy for Gender Equality 2021-2025[[23]](#footnote-23);
* **Project** - e.g. project description, project budget and documentation related to request for no cost extension;
* **Project deliverables** - e.g. Gender Equality Profile of Montenegro[[24]](#footnote-24) report and Women in Montenegro publication[[25]](#footnote-25);
* **Meeting records** - proceedings and minutes

The evaluator has benefited from the MAXQDA software support, coding the documents related to specific evaluation criteria and using them to answer specific questions.

### Key informants’ interviews - primary data collection

The evaluator has prepared specific interview guide to ensure systemic and uniform collection of data[[26]](#footnote-26), asking open-ended questions and offering opportunities for a more in-depth discussion about specific points related to CGE’s implementation and results.

The key informants’ interviews served as tools to collect evidence-based, reliable, solid, and

comprehensive information about the CGE project.

Within the inception and document review phase, evaluator liaised with UNDP to conduct the stakeholder mapping, resulting in a list of key informants to be consulted during the evaluation process. The interlocutors for key informant interviews were selected purposefully from among this group of individuals.

The selection has been made by dividing stakeholders into subgroups based on their involvement in the CGE implementation under specific objectives or the types of activities. The time constrains for this evaluation prevented the evaluator from meeting with all of the stakeholders suggested by the UNDP project team. However, **at least one stakeholder per conducted project activity was interviewed** in order to ensure that the “leaving no one behind” principle was obeyed.

Additionally, **criterion of saturation**, i.e. stopping data collection when including more cases (interviews) does not contribute any new information about the key researched concepts was also implemented.

In order to facilitate data collection process, most of the primary data were collected remotely using Zoom online conferencing tool. In addition, group interview has been used as a tool for conversation with UNDP project team members that were involved in the designing and implementing activities. This method was particularly useful as it enabled complementarity of information obtained from project team members.

In total, the primary data collection process included consultations with **23 stakeholders** (20 women and 3 men)[[27]](#footnote-27).

The Table 1 provides a detailed overview of the type of stakeholders.

|  |  |  |  |
| --- | --- | --- | --- |
| Stakeholder’s type | Number of interviewees | Male | Female |
| UNDP | 2 | 0 | 2 |
| Government | 3 | 0 | 3 |
| Media representatives | 5 | 0 | 5 |
| Academia | 2 | 1 | 1 |
| Consultants/experts | 10 | 2 | 8 |
| Donors | 1 | 0 | 1 |
| TOTAL | 23 | 3 | 20 |

Table 1: Key informants interviewed during the evaluation

Evaluator prepared transcripts from all interviews and established a sound coding system, following the evaluation criteria, using MAXQDA software during the analysis.

The evaluator considers the data collection methods and tools to be adequate given data needs, budget, and time constraints.

## Data analysis

Once the primary data collection was finalised, evaluator embarked on data analysis and synthesis of evidence and findings. The scope, complexity, and the period covered by the evaluation required an analytical approach deriving from UNDP Evaluation Guidelines and international practices.

The evaluation was designed as utilisation-focused and consultative, maximizing the value of the evaluation findings, conclusions and recommendations for the intended users and supporting lessons learning for future interventions. A mixed-method approach to gather qualitative and quantitative information to answer specific evaluation questions was used. More specifically, the following analysis methods were applied:

* Descriptive analysis of quantitative data collected through document review of available monitoring data, reports and external sources with cross-tabulation for evaluation indicators;
* Qualitative iterative data analysis, which allowed to connect and structure key thought units related to each evaluation question deriving from stakeholder interviews into clusters and identifying the key topics within each cluster. These formed emergent themes from each category for further analysis.

Additionally, **triangulation of data** that served to highlight any inconsistencies between document analysis and the feedback from key informants was conducted. It also has determined if inputs were coming from multiple stakeholder categories. Observations or comments that only came from a single source or a single category of stakeholders were given less weight during the building of the analysis. Findings highlighted in the report are those emerging from multiple actors and across multiple stakeholder categories.

The rationale for using this approach was to increase the credibility and validity of the findings, and enabled to collect a more detailed and balanced picture of the CGE project and its results. The qualitative research software and the coding system enabled easier analysis and cross-examination, identifying convergence, inconsistency and contradictions.

## Limitations and mitigation measures

The evaluation included a primary data collection phase (comprising of mainly online interviews) designed to collect in-depth information about the status of CGE outcomes and respective activities and complement the initial findings from the desk review. This phase also enabled to identify links between different issues impacting on achievement of the CGE project outcomes, and broader, the progress towards greater gender equality in Montenegro.

However, the evaluation was affected by several limitations, the main one being related to very limited time for primary data collection. This was mitigated by data collection conducted mainly remotely through virtual meetings, using Zoom as communication channel. Although this approach sped up the data collection process, it created a new limitation - namely, a lack of opportunity to observe and gain insights from in-person interviews, as it would have been done in in-person evaluation.

Furthermore, some of the key stakeholders were included in a small number of activities which made them unable to provide relevant broader perspective of the project. This was mitigated by adjusting the interview guide to each relevant stakeholder’s category.

The assessment of efficiency has been mainly focused on management processes and structures. The evaluator has been analysing minutes from the Steering Committee meetings and using interviews with some of the Steering Committee members to assess this evaluation criteria.

Finally, sustainability and impact are ex-post measures and ideally, measuring these dimensions requires a longer time-period after the completion of the project. Still, this was ToR requirement and the evaluator tried to forecast possibilities to create impact and opportunities to ensure sustainability. However, changing realities of Montenegro and political instability that is affecting the country in last couple of years could considerably affect the government’s policy priorities and compromise these conclusions.

## Ethical considerations

The evaluator was aware of the UNEG’s Ethical Guidelines for Evaluation[[28]](#footnote-28). The evaluation followed ethical considerations in selecting interviewees, interacting with them, and respecting their personal and institutional rights.

As a first step, an invitation letter[[29]](#footnote-29) was sent to the stakeholders explaining the reasons and objectives of the evaluation and the scope of the questions. Additionally, stakeholders have received an informed consent form[[30]](#footnote-30) through which they were able to familiarize themselves with their rights regarding the content they will communicate. During the interview, before asking any questions related to the CGE project evaluation, evaluator once more briefly explained the content of the consent form to the interviewees. Stakeholders had the right to refuse to participate or to withdraw from the interview at any time.

The evaluator also ensured respondents’ privacy and confidentiality, as the disclosure of confidential information could seriously jeopardize the efficiency and credibility of the evaluation process. Therefore, the evaluator is responsible for exercising discretion in all matters of the CGE project evaluation, not divulging confidential information without authorisation. The evaluator respected informants' right to provide information in confidence; he also ensured that sensitive information cannot be traced to its source so that the key informants are protected from reprisals. Original data, including interview records and notes from interviews, will be retained in confidential files until completion of the evaluation. After the final report is accepted, the data and files will be permanently deleted.

The evaluator is fully independent, unaware of any conflicts of interest for this work. During the evaluation process, the evaluator followed the principles of impartiality, credibility, and accountability.

# Presentation of findings

This chapter presents the review of the overall performance of the project “Communicating Gender Equality” from different perspectives: project relevance, efficiency, effectiveness, impact and sustainability of project results. The evidence collected and presented as key findings in this report derive from thorough review of documents that were obtained from UNDP, secondary data sources gathered by the evaluator throughout the process, and interviews with key informants. All findings were triangulated to ensure balanced and evidence-based review of the project performance.

## Relevance

The analysis in this chapter has been carried out with the intention to evaluate CGE project’s relevance at any point during the life-cycle of the project. The evaluator assessed the particular area of involvement and the validity of the CGE’s intervention logic, including if the project addressed the identified priorities of the institutional partners and needs of the target groups. The evaluator also analysed whether the DFF targeted values and benchmarks remained valid and what are the areas of relevance for future interventions in the target area.

*The CGE Project draws strength from the expertise of UNDP. It is very relevant from the point of view of Montenegro's internationally accepted obligations, the government's strategic commitments and the needs of target groups. The design of the project indicates a strong national ownership of the action.*

The CGE project is **compatible with international priorities** and undertaken obligations that Montenegro has in terms of working on the socio-economic and political rights of women, and it is also **in line with ongoing** **activities within the government**, i.e. ongoing reform processes that are taking place in the system itself and are related among other things, to the development of the Government's new communication strategy, the standards and principles of integrating gender mainstreaming in communications, the adoption of a set of media laws, etc.

On the international level, the project's activities are aimed at fulfilling SDG no. 5, which concerns gender equality, specifically goal 5.5, which is directed to "ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life". The project goals are aligned with the Beijing Declaration and Platform for Action [[31]](#footnote-31) adopted in 1995, which actively calls for the integration of gender perspectives [[32]](#footnote-32) in legislation, public policies, programs and projects. In addition, the project is compatible with the strategic goals of the Declaration related to women and the media – particularly goals J.1 (Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication) and J .2 (Promote a balanced and non-stereotyped portrayal of women in the media).

In addition to international priorities and assumed obligations, the **CGE project is also in accordance with UNDP strategic documents** such as the UN Development Assistance Framework [[33]](#footnote-33) (UNDAF) and Country Programme Document[[34]](#footnote-34) (CPD) for Montenegro. Also, project is **harmonised with EU policies** relevant for this area, the most important of which is the EU GES 2020-2025.

When it comes to the national strategic framework, the project "in design relied on support in the implementation of NSGE 2021-2025, which relies on work with the media and the fight against gender stereotypes"[[35]](#footnote-35). Specifically, project activities are **fully relevant to the second operational objective of the NSGE** - "Improving the areas of education, culture, and media to reduce the level of stereotypes and prejudices towards women and persons of different gender identities".

During the design of the project, care was taken to ensure that the project was innovative, but also that it was an extension of already existing activities carried out by the implementing partners. Thus, although the project innovatively targeted "cultural creativity and media as a kind of neuralgic points of the system in which a large impact can be ensured with small financial resources”[[36]](#footnote-36), it was based primarily on the previously established cooperation between UNDP, **EUD** and **Department for Gender Equality**. Namely, among other things, these three organisations collaborated on the "Support for anti-discrimination and gender equality policies" project, which was financed under the IPA 2014 instrument[[37]](#footnote-37). The lessons learned from that project influenced the involvement of other state institutions in the implementation of the project in addition to the Department for Gender Equality[[38]](#footnote-38). In this way, the **sense of local ownership was enhanced** because the process of implementing the program proceeded in such a way that the state institutions were not only consumers, i.e., beneficiaries, but also have participated in the design of the content of all project activities.

Thus, in addition to the aforementioned Department, the following partners from the state sector were also involved in the implementation and monitoring of the project:

* **Human Resources Management Authority** (HRMA), which is a key institution aimed at increasing the capacity and skills of employees in public administration;
* **Ministry of Public Administration** (MPA), which coordinates the comprehensive process of public administration reform.
* **Ministry of Culture and Media** (MCM), which includes the Directorate for Media, which among other things is responsible for monitoring the situation in the media system and preparing draft laws in the field of media;

Apart from the line ministries and HRMA, it is important to highlight the cooperation achieved with the media in Montenegro, above all with the national public service broadcaster (**RTCG**). This way, the segment of the project focused on the media scene in Montenegro gained importance. Basis for cooperation was created not only in terms of training for media workers, but also in terms of the production and broadcasting of innovative communication content aimed at communicating gender equality not only to media representatives and public officials, but also to the general population, which contributed to the achievement of project goals.

Local ownership and relevance of the project was also enhanced by the fact that during the project implementation a significant number of **consultants and experts from the fields of culture, academia, communications, and media were included**. Consultants and experts engaged in the project were **predominantly local**, which contributes to the relevance of the project in two ways:

* **Local expertise** comes with **deep familiarity** and understanding of the **local context**, which helps provide relevant and efficient support which was especially relevant during trainings for journalists and public servants.
* Contracting local expertise is an **investment in building local expertise**.

Through interviews with key informants, it was established that the activities were extremely relevant from the point of view of key stakeholders and beneficiaries of the project from both media and public administration. This particularly refers to the **strengthening of the capacity of the Department for Gender Equality**, to which one of the engaged consultants was assigned during the project, which was "of key help in maintaining the minimum work process in view of the institutional changes and rotation of employees that took place in state institutions in the last two years".”[[39]](#footnote-39).

Finally, an additional factor that contributed to relevance is related to the fact that the project was **financed by the EUD and implemented by the UNDP**. The state administration, as well as non-state partners, attach more importance to projects where EUD figures as one of the partners since membership in the EU is recognised as a strategic commitment of Montenegro. Additionally, as one of the interlocutors from the state administration pointed out, "UNDP is recognised as one of the hubs when it comes to projects related to gender equality, so when they stand behind the project, the institutions react more seriously because it has an international factor stuck to it”[[40]](#footnote-40).

## Efficiency

*The CGE project has successfully overcame the challenges related to the small number of staff and the political turbulence in the country that marked the duration of the project, which could affect the effectiveness of the project implementation. Although the project was financially modest in scale, it managed to implement a comprehensive portfolio of activities effectively and timely.*

The CGE project, despite its **modest budget**[[41]](#footnote-41) when it comes to projects managed by international organisations, proved to be very ambitious, with a large number of implemented activities and established partnerships.

The partners that participated in implementation of activities but also beneficiaries appreciate CGE project and UNDP as implementing partner for “**tailor-made approach**” and “**deep knowledge of the topic**”[[42]](#footnote-42). What they point out as a positive thing is the **volume of communication** that UNDP had with partners in order to keep them involved in the project[[43]](#footnote-43).

At the same time, several interlocutors who worked on the implementation of project activities have emphasises existence of the "rigid hierarchical moment in which every possible approval is aimed at one person"[[44]](#footnote-44) attributed to the UNDP team. Although well-intentioned, this criticism can be subsumed under the **quality assurance policies** conducted by the UNDP team that enabled the high efficiency of the project itself[[45]](#footnote-45).

The implementation of its comprehensive portfolio of activities was efficient but was found to **spread human resources too thin**. Namely, the personnel structure of the project meant that two individuals would be engaged in it, and not at full capacity. The Project Coordinator was to be engaged full-time (100%), and in implementing the project he was to be assisted by a Project Assistant who would be engaged for 70% of the working time. A larger number of people on the project could not be hired considering the amount of the grant and the EU rules on the percentage of the grant size allocated to the project staff in relation to the total budget. Nevertheless, "from the aspect of the time invested in the project itself, practically four people worked on it full time, which represents a kind of invisible added work and value”[[46]](#footnote-46). This shortcoming should be recognised by donor organisation when implementing future activities.

Apart from the numerically small team that supervised the implementation of the project, one of the main challenges was the **political situation in the country**. Specifically, elections in 2020 brought in significant political transformation on a personal and structural level, as the Government was for the first time in three decades formed without until then predominant Democratic Party of Socialists. Since then, during the 23 months of the project duration, two Montenegrin governments have fallen, and the current one is in a technical mandate since August 2022. **Institutional changes**, such as changes in the jurisdiction of certain state institutions[[47]](#footnote-47) and personnel changes accompanied by lack of the institutional memory within them, affected the lengthy process of appointment of the state secretaries within the ministries, and therefore the communication with state partners. These challenges were successfully overcome through the construction of an **advanced oversight structure of the project**.

The CGE project established an oversight structure commensurate with the size of the project, consisting of a **Steering Committee** and an **Advisory Board**. That way, policy level decisions made within the project were entrusted to the Steering Committee[[48]](#footnote-48), day to day management was assured through the Project Coordinator, while the Advisory Board[[49]](#footnote-49) composed of experts from the fields of culture, media and academia had a strong advisory role in the adaptation of project activities as the goals of the project would be better achieved. The purpose of such a project structure was to facilitate high-level commitment and ensure regular communication and exchange of information on strategic priorities with the partners. Additionally, it was critical to ensure commitment, and generate high-level political support for the project.

Political instability, as well as the desire to maximize the achievements of the project, influenced the implementation team to ask the EUD for a **no-cost extension** of the project in accordance with the appropriate procedures. The extension was approved, and the project was extended from the initial 18 months to 23 months. Although the extension did not imply an increase in project costs, during it a redistribution of budget funds was carried out in accordance with the lessons learned during the project's duration. Namely, although the utilisation rate of the budget funds was good, with the full funding expected to be used as planned, some savings were made and these have been reallocated to budget lines related to **enhancing the visibility of the project** and activities related to awareness rising. Review of project documentation and stakeholder interviews showed that the amendments contributed to the efficiency of the project and indicated flexibility and agile management in light of changing dynamic political processes in the country.

## Effectiveness

The following section provides a review of project performance and its catalytic potential of delivered activities to contribute to project objectives as envisaged in the intervention logic. Project gathered wide range of partners which include media, public administration, academia, NGOs, private sector and prominent journalists and communication experts. **Building on each other strengths and capacities**, project offered platform for tailored training, knowledge and skills development and offered systemic solutions for gender responsive communications in Montenegro Moreover, the project relied on the expertise, strategic positioning of UNDP in its support for increasing the level of gender equality through mainstreaming gender perspective in Montenegro and UNDP’s ability to gather and direct all the partners towards the desired objective. The support was delivered through a mix of **policy development, capacity building and awareness raising work**, aimed at achieving two results:

* Creating enabling environment for public discourse that enables reduction in structural inequality between women and men;
* Creating awareness about discriminatory practices through reinforced horizontal cooperation among human rights, culture and media institutions

The assessment of project’s contribution to each of related results is presented below.

*R1: Creating enabling environment for public discourse that enables reduction in structural inequality between women and men*

*The CGE project provided guidelines for improving the legislative framework regarding gender mainstreaming in the media. In addition, expert support was provided to project partners to improve the capacity of their personnel through the preparation of studies, analyses and educational toolkits, as well as the organisation of capacity building trainings.*

The interlocutors agree that the CGE project had a very thorough approach. Namely, unlike most of the projects in which they participated before, in this project a significant part of the resources was spent on the **analysis** of gender mainstreaming policies in Montenegro and the **implementation of research**. This way, the project created a **knowledge base**, on which it could upgrade other activities[[50]](#footnote-50). Within the group of activities that fall under this result, most were achieved in terms of policy development and capacity building. Specifically, three reports and one toolkit were created.

The evaluation recognises the document **Analysis of media legal regulations from a gender perspective** as a starting point, which deals with domestic and international legislation on media and gender equality. In addition, the analysis formulated proposals for the improvement of the set of media laws[[51]](#footnote-51) and Statute and the Code of Conduct of RTCG. Interlocutors from the field of media note that the **timing of the activity was great**[[52]](#footnote-52), because it coincided with the legislative changes related to the set of media laws. The recommendations contained in this report were included in the draft media laws, and were created on the basis of a comparative analysis with countries such as France and Ireland and represent the best practice of these countries for encouraging gender equality in the media. The interlocutors point out that the **Parliament** of Montenegro **should vote** on these laws **at the beginning of 2023**, and if the drafts are adopted, it will represent a significant progress in the legislative framework when it comes to gender mainstreaming in the Montenegrin media.[[53]](#footnote-53).

In addition to recommendations related to a set of media laws, the project also aimed to develop **guidelines for gender mainstreaming of the National Communication Strategy**. Although the guidelines have been drawn up and the interlocutors recognize their value, they are still waiting for implementation because the Government stopped work on the creation of the Strategy due to the political crisis described in the previous chapter[[54]](#footnote-54).

The area in which the **recommendations** have **already been adopted** and **applied** is related to the **RTCG statutory acts**. In particular, RTCG provided significant support to the project primarily through cooperation on awareness raising, but also through accepting inputs for policy framework and capacity development of its staff[[55]](#footnote-55). Thus, the recommendations related to gender mainstreaming of the Code of conduct of RTCG were adopted and became an integral part of the legislation within RTCG.

In addition to the adaptation of the policy and legislative framework, the project was also aimed at recognizing the role that gender mainstreaming in public administration has when it comes to gender equality. Therefore, in the course of the project, the experts created an analysis of **Gender Responsive Communication in Public Administration**, the goal of which was to analyse gender responsive communication in the public sector through the prism of the strategic and legislative framework, assess the capacities of public relations officers, and create proposals for strategic communication framework for this topic. A natural extension of this assessment was the creation of the **Toolkit for gender responsible communication in public administration**[[56]](#footnote-56). This toolkit contains a series of rules for gender-responsive communication and is intended for all those who deal, directly or indirectly, with communications in public administration, and its content has received a positive response from the interlocutors. This attitude is reflected above all in the fact that the interlocutors emphasize that they use it in their work[[57]](#footnote-57).

Creating an environment for public discourse that enables reduction in structural inequality between women and men also includes **capacity building** through the organisation of trainings and workshops. First of all, one of the key products of the project has been the **cooperation with HRMA**, which manages the training process for employees in the public administration. The cooperation included gen**der mainstreaming of the training programme "Communication with the public in the public sector"**, to build capacities of the first generation of trainers, and **reaccreditation of the programme with additional learning module** entitled "Gender responsive communication in public administration", to develop competencies of the communication trainers in regard to gender in public communications.

Through a total of **5 trainings** conducted during the CGE project, **118 professionals** (journalists, communication and media experts, public administration officials) **improved their knowledge and skills**. Interlocutors from all target groups emphasize the importance of trainings. They believe that trainings have been **designed innovatively**, that "all the participants were both trainers and trainees at the same time, because through the exchange of knowledge and experiences, the best practices were reached"[[58]](#footnote-58), and that they have noticed that the participants of the training for the first generation of trainers have already **started to implement what they learned** in practice"[[59]](#footnote-59).

In addition to in-person training, the project created an **e-learning modality** for gender mainstreaming in communication. The e-course consists of ten lessons lasting approx. 10 minutes each, tackling various topics, that will provide the employees in public administration with the opportunity to learn about principles of gender equality and their mainstreaming in public administration's work. The result of the creation of this system will be the fact that "the scope of public servants undergoing trainings for gender mainstreaming will increase to around 2000-3000 per year[[60]](#footnote-60) which would never happen if the trainings were conducted only in person“[[61]](#footnote-61). This will have a catalytic effect on the creation of a stimulating environment for the implementation of anti-discrimination policies and the strengthening of gender equality, two processes that are at the core of the Sustainable Development Agenda until 2030 and EU integration.

Unfortunately, at the time of the evaluation, the e-learning modality was not yet available to public administration employees and the general public. The reason for this is the cyber attack conducted on government's information technology (ITC) infrastructure in August 2022. Although four months have passed since the attack, interlocutors from the government pointed out that a large number of digital systems are still out of order, and that a number of employees in the ministries do not have basic services (like functional e-mail addresses) available. As stated by one of the interlocutors, „final tests are conducted by the employees from the IT sector, which means that the systems could be operational at the beginning of 2023, which will further provide a possibility to upload e-course materials.“

*R2: Creating awareness about discriminatory practices through reinforced horizontal cooperation among human rights, culture and media institutions*

*The CGE project made strong contributions related to awareness rising and stereotype breaking. The project goals were achieved thanks to high quality assurance standards implemented by the UNDP, innovative communication approaches and cooperation with wide range of partners which include media, public administration, academia, NGOs, private sector and prominent journalists and communication experts.*

Gender awareness raising work has been designed to increase general public sensitivity, knowledge and understanding about gender (in)equalities. Awareness raising process reinforced through horizontal cooperation among human rights, culture and media has been designed as three-path approach which helps to facilitate the exchange of ideas, improve mutual understanding and develop competencies and skills necessary for societal change as well as institutional/organisational transformation. Gender awareness raising work has been based on methods that generate a favorable space for debate, promote public and experts’ interests and encourage communicational reform within institution and media. Innovative and very cost efficient methods were used [[62]](#footnote-62).

Although the research papers and analyses created during the CGE project are inextricably linked, stem from each other and complement each other, awareness rising about discriminatory practices as a project goal is closer to **2 research studies**, **1 toolkit** and **3 publications**, and their effectiveness in achieving the project's goals will be discussed in this part of the chapter.

From the point of view of comprehensiveness, the most significant of the publications analysed here is the **Gender equality profile of Montenegro**. It was made with the aim to present a comprehensive analysis of the state in specific sectors regarding the legal and institutional framework and gender equality aspects. The analysis also included whether there are preconditions for integrating gender equality principles into the policy-making process in the specific sector[[63]](#footnote-63). Creation of such a study is a requirement of the EU GES, with which the project team once again underlined the **importance and readiness for cooperation with the EU** when it comes to topics related to gender equality.

From an analytical point of view, the previously mentioned study **Media through gender lenses in Montenegro** is extremely important. The study was conducted on the basis of international methodology, and is a continuation of the research conducted by UNDP in 2016. The contribution of the study is reflected in the fact that the government, the media and the professional public have received concrete data on the extent and in which way women appear in the Montenegrin media. The additional value of the study is that it has a comparative moment, i.e. the situation can be compared with 2016 in order to monitor the change in trends.

As the role of awareness raising is primarily dedicated to the media, whose main role is the dissemination of information and messages, the **Toolkit for gender responsive journalism** was created to support the achievement of this project result. Although the preparation of the toolkit was finalised in December 2022, the guidelines contained in it were previously used during the training for journalists, and their usefulness was double-checked in that way. The impressions of editors and journalists who had the opportunity to use it are very positive[[64]](#footnote-64), and most often it is pointed out that the form in which the toolkit is written helps them in their work, since one part of it refers to case studies.[[65]](#footnote-65).

When it comes to **printed material** intended for **awareness rising and reinforcing horizontal cooperation among human rights, culture and media**, three thematic publications should be highlighted. Unlike the previous ones that deal with the legal framework, quantitative analysis of the presence of women in the media or guidelines for gender mainstreamed reporting in the media, these are to a greater extent **dedicated to the general population** and are **aimed at breaking potential stereotypes about the role of women in Montenegrin society**.

First of them, the **Study on gender aspects of cultural and media contents** examines how gender stereotypes that continue to pervade Montenegrin society influence the creation of dominant cultural discourses that shape the country's social reality. Some of the main questions that the study raises are the position of women in culture, the obstacles for women in the cultural sphere and what are their causes, and whether cultural content reflects, exacerbates or alleviates gender inequalities.

Study **The conquest of freedom** deals with the history of the struggle for women's rights in Montenegro. The study uses archival material to describe this struggle in the period from the end of the First World War to 1953[[66]](#footnote-66). By portraying women as free and independent agents, especially in the period of the Second World War, it largely destroys traditional patriarchal stereotypes about male-female relations.

Nevertheless, of these three publications, the **monograph "Women of Montenegro"** had the greatest impact on Montenegrin society. The monograph was made with the desire to depict women and their role in the outline of Montenegrin history in accordance with the attainable historical material. It sheds light on unjustly neglected women and pays tribute to the contribution they had made in the development of Montenegro. Its first of all a story about identity, and consequently emancipatory in perception of struggle for women's rights in society. In the words of one of the interlocutors, "it is a basic reading that has never existed in our country, about 60 women who were rulers, musicians, professors, partisans or pilots, made to talk about all the problems that women have today“[[67]](#footnote-67).

The monograph was a huge success and is **one of the main awareness-raising products of the project**. The interlocutors have pointed out that "it is emancipatory as much for women as for men"[[68]](#footnote-68), and that it "represented a platform for creating different types of trainings, forums and seminars where it was presented“[[69]](#footnote-69). They have also added that "at one point, so much media attention was created that to a certain extent it was not understood by the project team what the figures were and how much attention this product actually attracted"[[70]](#footnote-70). Interlocutors from the media pointed out that they are "grateful that UNDP seised the idea to implement such an activity, and then to improve and finalize it." Apart from the finalisation of the project, UNDP played a key role in the dissemination of the monograph itself, which had a positive impact on awareness raising. Namely, although 400 copies of the monograph were printed as part of the project, it was nowhere near the demand. Therefore, through a partnership with the administration of the Capital City of Podgorica and the "Radosav Ljumović" National Library, UNDP provided funds for additional printing[[71]](#footnote-71). In order to cope with the enormous demand, the monograph has been converted into .pdf format that can be downloaded via a QR code or from the UNDP's website.

**Art and digitization** were combined once more within the project, this time in order to promote the monograph through additional innovative activities. Namely, for the needs of the awareness campaign, **six digitalised steel sculptures** were created in cooperation with Montenegrin artist. One of their roles was to communicate video stories about women from the monograph via scanning the QR code available within the instalation. The sculptures are located in the inner city center of the Montenegrin capital, in locations that have a high frequency of pedestrians, thus ensuring the extensive reach of the messages.

In addition, once again the cooperation with RTCG proved to be very effective, because national public broadcaster decided to show short video clips talking about the women highlighted in the monograph immediately before its central information programme[[72]](#footnote-72). All this contributed to the fact that the project partners were **contacted by cultural institutions from the countries of the Western Balkan region** who wanted to create a similar product in their own countries.[[73]](#footnote-73).

The innovativeness of the project was reflected in the fact that, in addition to printed publications, **awareness raising** aimed at breaking stereotypes about male-female relationships was successfully created through **interactive exhibitions, thematic forums and audio-visual content**. For example, the exhibition **"Sing Mare, Sing My Precious"** displayed during December 2021 and January 2022 in Podgorica had about 500 visitors, while the promotional video related to the exhibition published on Facebook had a reach of about 30 000. This multimedia exhibition was focused on breaking gender and other stereotypes that are used to define the role of women in traditional societies and addressing patriarchy in an innovative way.

All the above products were the subject of another type of awareness raising campaign, i.e. **thematic forums[[74]](#footnote-74)** which have aimed for opening media and public communication space for the dialogue on the gender stereotypes. The project team organised a total of 13 forums and 3 consultative dialogues in which 621 participants took part.

Since television is still the main source of information for the citizens of Montenegro, the project team wanted to influence public opinion in this way as well. This was achieved through the **G SPOT podcast**. The podcast consisted of **13 episodes with 3 guests per each**[[75]](#footnote-75). In terms of this activity, the **smart approach** used by the CGE project team also came to the fore, which was reflected through a strong connection not only with people who are recognised as those who deal with gender issues in Montenegro, but also with the so-called "unusual suspects" like influencers from numerous areas of public life who generated additional attention as a guests of the podcast episodes. Also, once again the cooperation with RTCG resulted in a great synergy, as the podcast was broadcast in prime time and then the entire cycle of 13 episodes was repeated, which contributed to the high level of viewership.[[76]](#footnote-76). The interlocutors predominantly expressed praise regarding the topics covered by the podcast, the choice of guests, but also the realisation itself [[77]](#footnote-77).

Activities related to awareness rising were symbolically amalgamated through **Gender week** that started at the end of November 2022, in the last month of the project. This multi-day manifestation[[78]](#footnote-78) sublimated all the results of the project by targeting topics such as media, women's leadership, gender-based violence, gender and culture, etc.

## Impact

*The CGE project provided policy inputs and ensured results at individual and institutional levels that are a strong basis for contributing to an enabling environment for strengthening gender equality through mainstreaming gender perspectives*

Impact measures the effect of the project in meeting its objectives. By definition, the latter is beyond the scope of a particular intervention but a positive impact could be expected if the outputs of the project are achieved so that it helps to meet the wider objective. Impact (as much as sustainability) can only be assessed after certain period upon the end of the project. However, it is increasingly conventional in project evaluations to anticipate or forecast both impact and sustainability. Therefore, the evaluator anticipated and assessed possible impact of the CGE project, looking at the expected deliverables, results and specific objective.

On an **individual level**, the CGE project ensured impact among all project participants who acquired additional skills related to introducing a gender perspective in the daily performance of their work tasks. The impact on the individual level can be expected not only for media employees who have acquired new knowledge and skills focused on gender-responsive reporting, but also for public officials who communicate certain messages to the general public on behalf of state institutions[[79]](#footnote-79). Also, the impact is expected in terms of the development of knowledge of staff who will work on the development of strategic documents in the future and be trained to introduce principles related to gender mainstreaming into them[[80]](#footnote-80). In the end, individual impact related to deconstruction of stereotypes can be expected for members of the general population who came into contact with the communication products of the project. The popularity of project products such as the G SPOT podcast or the “Women of Montenegro” monograph, and the impact these products have left in society, can support this.

**Institutional impact** can be expected through the fact that the organisations participating in the project were exposed to the expert support and the practical know how that can be implemented in order to increase their internal capacities. This primarily refers to Department for Gender Equality, HRMA and RTCG. Another aspect of possible impact at the institutional level could be expected through strengthened cooperation between organisations participating in the project.

The potential impact on the **policy** (systemic) **level** can be expected due to the fact that thanks to the CGE project, gender mainstreaming has become a topic that is no longer new, but it is expected that the state administration and the media actively deal with it. In addition, the impact has already been permanently realised through the gender mainstreamed Code of Conduct of RTCG, re-accredited training program within the framework of HRMA and publications[[81]](#footnote-81) and research studies that are circulating among the general public. Finally, guidelines for the development of the Government's National Communication Strategy and proposals aimed at amending the set of media laws[[82]](#footnote-82) were produced during the project and they can potentially have an impact if (and when) the country's political situation stabilises.

## Sustainability

*The CGE project was aimed at building sustainability through strong national ownership of partner organisations. The sustainability of the project is predicted primarily at the individual level and at the level of project deliverables that can function independently. Potential challenges in terms of sustainability are related to the limited resources, the resistance of upper-level management in both public institutions and media and the re-traditionalisation of Montenegrin society.*

UNDP has succeeded in ensuring the partnership and relatively strong sense of national ownership by the key partnering institutions, which presents a strong foundation for sustainability. The evaluation found that the project was based on a joint understanding about where the efforts related to communicating gender equality should be heading and the commitment to contribute to it. The project engagement on individual, institutional and policy levels described in the previous chapter contributed to sustainability prospects of project interventions. This combination contributed to building durable partnerships, especially through Steering committee and Advisory board, and enhanced individual and institutional capacity.

Mostly, the sustainability is perceived at the individual level, in form of **improved skills or established connections and cooperation lines**. Interviewees have highlighted produced materials[[83]](#footnote-83) as an important deliverable that would remain available and could provide benefits for the stakeholders. The fact that HRMA's communication training program is gender mainstreamed[[84]](#footnote-84), which enables this institution to independently continue the dissemination of knowledge, also contributes to sustainability. Once fully operationalised, it will create strong regulatory and institutional foundations for improved performance in the area of communicating gender equality. However, government representative emphasised that “all of that (training processes) needs to be constantly modernised, to be integrated, to be supplemented and updated in order to have the desired effects and stay alive”, which could create a sustainability risk.

On the institutional level, an attempt was made to ensure sustainability through strengthening cooperation and communication with partners involved in the implementation of the project. In addition to state institutions, RTCG, with which UNDP signed a Statement of Intent (SoI), should be highlighted. Although part of the SoI refers to the rights and obligations arising from the CGE project, it represents the basis for deepening the cooperation between UNDP and RTCG, and follow up initiatives for further cooperation can arise from this contractual basis.

When speaking about awareness rising deliverables of the project, interviewees dominantly perceive that they are sustainable by themselves and will be recognisable as a stand-alone products - if not in print, the publications are available in an electronic version, while the podcast is available via the YouTube channel owned by UNDP Montenegro. Thus, they can be (re)used further as an education and awareness rising resource. Additionally, the fact that the sculptures mentioned in the “Effectiveness” chapter will remain placed indefinitely at two micro-locations in the Podgorica’s city centre, ensures the sustainability of the awareness raising activity, while the possibility to easily and repeatedly modify the content that is communicated via QR code further contributes to it.

Nevertheless, interviewees from all stakeholder groups emphasised potential challenges for sustainability.

First emphasised challenge was related to the fact that project **sustainability on the institutional and policy level depends greatly on the upper-level management staff**, regardless of the type of institution. In short, the desire to include gender perspectives in the daily work of journalists and public servants can easily be thwarted if their superiors are not responsive to that initiative. On the other hand, even if the willingness of the employees does not exist, it can be created by the will of the superior who wants to impose certain activities.

Furthermore, interlocutors from several groups pointed out that they are afraid, as one of them said, of "**repatriarchalisation, retraditionalisation and clericalisation**, due to which we seem to be moving backwards as a society”. This processes in the public sphere are attributed to the political and institutional crisis by which the country is currently influenced.

In the end, the respondents pointed out that the **state apparatus is characterised by inertness**, even when it functions efficiently, and that its commitment towards gender equality and gender mainstreaming **will depend** to a large extent **on the competing priorities and resource limitations**, which may threaten government’s ability to maintain reform in this area. Other non-government subjects could face challenges related to ensuring adequate public funds, insufficient coordination of policies and to limited capacities within the subject.

# Conclusions and lessons learned

This chapter provides a set of conclusions and lessons learned derived from the evaluation process, relating to the relevance of the project interventions to gender equality priorities, assessment of efficiency, effectiveness, impact and sustainability of the project. The following main conclusions and lessons have been formulated:

**Relevance:**

**Conclusion no. 1:** The CGE Project draws strength from the expertise of UNDP. It is very relevant from the point of view of Montenegro's internationally accepted obligations, the government's strategic commitments and the needs of target groups. The design of the project indicates a strong national ownership of the action.

**Lesson no 1:** Investing efforts to design a project in close consultation with main national counterparts assists relevance of the intervention, ownership by the line ministries and strategic positioning. This in turn enhances the implementation process and delivery of the project results.

**Efficiency:**

**Conclusion no. 2:** The CGE project has successfully overcame the challenges related to the small number of staff and the political turbulence in the country that marked the duration of the project, which could affect the effectiveness of the project implementation. Although the project was financially modest in scale, it managed to implement a comprehensive portfolio of activities effectively and timely.

**Lesson no 2:** Experience from the project shows the risks of spreading resources too thin which results in overburdening the project team. Higher percentage of budget directed on staffing could support the project management efforts which could further guarantee that project activities will be conducted effectively and timely.

**Effectiveness:**

**Conclusion no. 3:** The CGE project provided guidelines for improving the legislative framework regarding gender mainstreaming in the media. In addition, expert support was provided to project partners to improve the capacity of their personnel through the preparation of studies, analyses and educational toolkits, as well as the organisation of capacity building trainings.

**Lesson no 3:** Evidence-based projects such as this one have a greater chance of achieving the planned results. Based on the analyses and studies carried out, it is much easier to formulate the content of the capacity-building trainings forthe target groups and to advocate for the improvement of the legislative matrix in the concrete areas.

**Conclusion no. 4:** The CGE project made strong contributions related to awareness rising and stereotype breaking. The project goals were achieved thanks to high quality assurance standards implemented by the UNDP, innovative communication approaches and cooperation with wide range of partners which include media, public administration, academia, NGOs, private sector and prominent journalists and communication experts.

**Lesson no 4:** The network created between experts from the fields of culture, media and academia proved to be the key for creating innovative communication products that served to raise awareness of the general population. The added value of those products is that they did not approach the topic of gender equality directly, but indirectly, in a sophisticated way, telling the story of gender equality in innovative ways through culture, economy, media and politics. Since communication products created by the experts of above-mentioned profile resulted in great public interest, this kind of cooperation represents a good model for future related projects.

**Impact:**

**Conclusion no. 5:** The CGE project provided policy inputs and ensured results at individual and institutional levels that are a strong basis for contributing to an enabling environment for strengthening gender equality through mainstreaming gender perspectives.

**Lesson no 5:** The capacity development of public administration and media representatives should be seen as a long-term investment in both future programming as well as a mean of maximising partnerships with corresponding institutions. It needs to be an effort embedded in broader change processes that are owned and driven by those involved, that are context‐specific and that are as much about changing values and mindsets, as they are about acquiring new skills and knowledge. The base was created through the training program for trainers, and its value will depend primarily on the willingness and resources of the public administration and RTCG which will conduct further trainings independently of UNDP.

**Sustainability:**

**Conclusion no. 6:** The CGE project was aimed at building sustainability through strong national ownership of partner organisations. The sustainability of the project is predicted primarily at the individual level and at the level of project deliverables that can function independently. Potential challenges in terms of sustainability are related to the limited resources, the resistance of upper-level management in both public institutions and media and the re-traditionalisation of Montenegrin society.

**Lesson no 6:** Investing in relationships and partnerships proved to be highly valuable for ensuring sustainability of the project. The ability to engage in policy dialogue together with a high level of trust and willingness of national partners to work with UNDP is due to the investment made in developing and maintaining relationships.

# Recommendations

The analysis of primary and secondary data served to define findings (and also concerns and challenges during CGE project implementation) serving for conclusions. Considering these inputs, recommendations have been defined, as a framework for further consideration and follow up to the Office of the UNDP in Montenegro and national stakeholders.

The following main recommendations have been formulated:

**Recommendation no. 1**: **Enhance relations between UNDP and EUD in order to strengthen the importance of the gender equality agenda**

*(For UNDP and EUD)*

Taking into account that membership in the EU is the main foreign policy goal of Montenegro, that the European Commission is the largest foreign donor in the country, and that UNDP is recognised as an expert hub when it comes to gender equality, UNDP and EUD need to further improve the relationship between them, which must not be based only on a strictly formal relationship between the grantee and the grantor, but must grow into a deeper, strategic partnership so that the gender equality is constantly communicated as a priority issue towards the state institutions, private entities and individuals.

**Recommendation no. 2:** **Accelerate efforts to adopt the government's National Communication Strategy and set of media laws**

*(For UNDP, EUD and national authorities)*

Within the CGE project two sets of legislative recommendations were created: 1) recommendations for gender mainstreaming of the National Communication Strategy and) recommendations related to set of media laws based on the best examples of comparative international practice. Efforts to include as many recommendations as possible in the final versions of these acts must be continued.

**Recommendation no. 3: Continue work on strengthening the personnel and financial capacities of the Department for Gender Equality while at the same time developing networks and contacts with other line ministries**

*(For UNDP, EUD and national authorities)*

The capacities of the Department for Gender Equality must be strengthened considering that it is a focal point when it comes to gender equality. At the same time, it is necessary to develop cooperation between UNDP and other line ministries, while strengthening the awareness of their staff that their institution must also include gender perspectives in its work.

**Recommendation no. 4: Continue further cooperation in terms of capacity training and dissemination of knowledge and awareness raising products with representatives of HRMA and RTCG**

*(For UNDP, HRMA and RTCG)*

Appreciating the role of HRMA in the dissemination of capacity trainings and of RTCG as the largest public media outlet in the country, cooperation should be continued regarding the capacity building of their staff (Training of trainers). In addition, UNDP, with its influence in the area of gender equality and based on the agreements concluded with both institutions, should encourage the widest possible use of e-learning modality and digital versions of the Toolkit for gender-responsive communication (HRMA) and encourage the occasional replay of the G SPOT podcast (RTCG).

**Recommendation no. 5: Continue the implementation of periodic quantitative research in this area, which would enable the monitoring of trends and changes in the project area, e.g. presence of women in media**

*(For UNDP and national authorities)*

Government policies, in order to be successful, must be data driven and evidence based. Therefore, periodic research projects similar to “Media through gender lenses” should be carried out with the financial support of international partners in order to monitor changes in trends related to the participation of women in social life and/or media in Montenegro over time. Financial support for the participation of Montenegro in the Global Media Monitoring Project (GMMP), the largest international study of gender in the news and media, should be considered. Since the current iteration of this research was carried out in 2020 in 145 countries, and the realization was financially supported by UN Women and UNICEF, Montenegro could potentially join the project in 2025 when the next wave of the GMMP is scheduled.

**Recommendation no. 6: Work on inventing new and replicating existing innovative ways to deconstruct stereotypes related to gender topics**

*(For UNDP, national authorities, culture and communication experts, academia and media)*

Guided by the success achieved by forms such as the G SPOT podcast or the “Women of Montenegro” monograph, UNDP should continue cooperation with experts in the fields of culture, communications and media in order to design new innovative awareness-raising tools. Enhance the use of social media to communicate activities and results.

# Annexes

## Annex 1: List of interviewed persons

|  |  |  |
| --- | --- | --- |
| Stakeholder type | Name and organisation/institution | Interview type |
| UNDP | Kaća Đuričković, Gender Programme Manager | Online |
| Maša Vučinić, Project Coordinator | Online |
| Donor organisation | Mladenka Tešić, Delegation of the EU, Programme Manager for Human Rights and Democratisation | Online |
| Government | Biljana Pejović, Department for Gender Equality, Head of the Department | In person |
| Bojana Šćepanović, Human Resources Management Authority, Independent advisor and PR of the HRMA | Online |
| Almedina Vukić-Martinović, Secretariat-General of the Government, Deputy General Secretary; Gender equality trainer | Online |
| Academia | Marko Savić, University of Montenegro Teaching Associate; Advisory board member; Moderator of the G SPOT podcast | Online |
| Tatjana Koprivica, Scientific associate at Historical Institute; Advisory board member; Coeditor of the “The conquest of freedom“ study; Participant of the G SPOT podcast | Online |
| Media | Aleksandra Sekulović-Vojvodić, RTCG, Advisor for Strategic Development | Online |
| Tatjana Debeljević, RTCG, Editor of the Informative Programme: Advisory board member | Online |
| Rajka Raičević, ADRIA TV, Programme Director; Advisory board member | Online |
| Slađana Đukanović, Café del Montenegro portal, journalist; Advisory board member | Online |
| Danijela Lasica, Vijesti TV, Editor and journalist; Advisory board member; | Online |
| Consultants/Experts | Ana Vujošević, Narrator of “Women in Montenegro” short video stories; Participant of the G SPOT podcast | Online |
| Dragana Maljević, Communication expert; Advisory board member | Online |
| Dušanka Pejović, Media expert; Advisory board member; Author of “Analysis of media legal regulations from a gender perspective”, “Media through gender lenses” and “Toolkit for Gender Responsible Journalism” | Online |
| Marija Jovović, Communication trainer | Online |
| Miodrag Strugar, Communication expert; Advisory board member; Participant of the G SPOT podcast | In person |
| Mirha Tahirović, Gender equality trainer | Online |
| Mirjana Ivanović, Communication trainer; Advisory board member; Author of the “Gender responsive communication in public administration” and the corresponding toolkit | Online |
| Mirko Mijanović, Head of the HR Bureau of the Parliament of Montenegro; Gender equality trainer | Online |
| Sanja Vojinović, “Radosav Ljumović” National Library, Deputy Director | Online |
| Tijana Todorović, Coeditor of “Women in Montenegro” monography | Online |

## Annex 2: List of analysed documents

Project document

*Original project document (action description and budget description)*

*Addendum for no-cost extension (amended action description and budget description)*

Progress reports

*1st Steering Committee Report, November 2021*

*CGE project progress report, January 2022*

*2nd Steering Committee Report, May 2022*

*3rd Steering Committee Report, December 2022*

Project deliverables - research analyses and toolkits

*Analysis of media legal regulations from a gender perspective*

*Gender profile of Montenegro*

*Gender responsive communication in public administration*

*Gender week concept note*

*Media through gender lenses*

*Monography “Women of Montenegro”*

*Study on gender aspects of cultural and media contents*

*Toolkit for Gender Responsible Communication in Public Administration*

*Toolkit for Gender Responsible Journalism*

Strategic documents

*Country Programme Document Montenegro 2017-2021*

*Country Programme Document Montenegro 2023-2027*

*Beijing Declaration and Platform for Action*

*EU Gender Equality Strategy 2020-2025*

*National Strategy for Gender Equality 2021-2025*

*Public Administration Reform Strategy 2022-2026 with Action plan for 2022-2024*

*UNDAF Montenegro 2017-2021*

*UNDAF Montenegro 2023-2027*

## Annex 3: Evaluation matrix

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Specific sub-question | Indicators | Data sources | Data collection tools | Data analysis |
| Evaluation criteria: RELEVANCE |
| Key Question 1: Has the CGE project aligned its intervention with the needs of beneficiaries and gender equality strategic priorities in Montenegro? |
| To what extent/Is the project relevant in terms of the needs and potentials/resources of the key stakeholders and beneficiaries? Is sufficient local/national ownership demonstrated?To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country? | Evidence of project adapted to the key stakeholder’ and beneficiaries’ needs (e.g. in terms of selection of priorities to be supported and outreach to institutions) based on comprehensive analysis of context and needs in specific areaEvidence of beneficiaries’ needs and priorities consideredEvidence of the level of acceptance for and support to the CGE project by relevant stakeholdersThe extent of partners involved in the design and implementationEvidence of alignment with national strategies/policiesPerception of stakeholders on the degree of alignment t of the project objectives and interventions with Montenegro’s strategies and EU integration negotiationsEvidence of the degree of enduring relevance of the CGE (measured through the flexibility of the project and changes introduced during planning and implementation) | (Inter)national policy and legal documents including relevant strategies and action plansUN(DP) policy documentsProject documentation, project progress reports and other materialsQualitative data from KIIs from:* Government of Montenegro,
* UNDP,
* EUD,
* project beneficiaries and other relevant project stakeholders
 | Document reviewSemi-structured interviews | Analysis of quantitative data based on document reviewQualitative iterative data analysisTriangulation between data sources, data collection tools and data type |
| Evaluation criteria: EFFICIENCY |
| Key Question 2: Has the implementation of the CGE project been efficient concerning adherence to the work plans (timely implementation), flexibility and responsiveness? |
| How have the synergies between the responsible implementing partners and UNDP contributed to project goals?How well have the various activities transformed the available resources into the intended results in terms of quantity, quality and timeliness? (In comparison to the plan)Were the management and administrative arrangements sufficient to ensure efficient implementation of the project? | Evidence of the proper selection of the project partners by the UNDPEvidence of frequency of meetings of the Steering CommitteeEvidence of timely implementation of activities Evidence that sound of management system was in place and facilitated efficient implementation of the CGE projectDegree of adequacy of: * Budgets
* Material
* Human resources

vis-à-vis the volume of tasks carried out | (Inter)national policy and legal documents including relevant strategies and action plansUN(DP) policy documentsProject documentation, project progress reports and other materialsQualitative data from KIIs from:* Government of Montenegro,
* UNDP,
* EUD,
* project beneficiaries and other relevant project stakeholders
 | Document reviewSemi-structured interviews | Analysis of quantitative data based on document reviewQualitative iterative data analysisTriangulation between data sources, data collection tools and data types |
| Evaluation criteria: EFFECTIVENESS |
| Key Question 3: Has the CGE project contributed to partnerships and skill-development of the targeted groups related to the communicating gender equality? To what extent did the project contribute to the attainment of objectives and results initially expected in project document? |
| Have the capacity development measures served the needs and demands of the stakeholders? What has been achieved in institutionalizing the acquired knowledge and skills?To what extent has the project effectively contributed to strengthening partnership between UNDP, state institutions, civil society organisations, media professionals and academia?Has the project appropriately reached its target groups?How effectively has the project built necessary and sustainable capacity of people and institutions? To what extent is the project on track to achieve its expected results? What has been achieved? | Evidence that journalists and members of public administration enhanced their capacities regarding gender mainstreaming in communicationOpinions of stakeholders (beneficiaries and targeted groups) regarding their application of acquired skills and knowledgeEvidence of political support for endorsement of communication of gender equalityEvidence of achieved results and their potential for promoting gender equalityEvidence of capacities and legal framework improvedEvidence of project results achieved | (Inter)national policy and legal documents including relevant strategies and action plansUN(DP) policy documentsProject documentation, project progress reports and other materialsQualitative data from KIIs from:* Government of Montenegro,
* UNDP,
* EUD,

project beneficiaries and other relevant project stakeholders | Document reviewSemi-structured interviews | Analysis of quantitative data based on document reviewQualitative iterative data analysisTriangulation between data sources, data collection tools and data types |
| Evaluation criteria: IMPACT |
| Key Question 4: Has the CGE project contributed to enabling environment for gender equality including mechanisms for continuing communicating gender equality and awareness rising about discriminatory practices? |
| Has the project contributed or is likely to contribute to medium or long-term reducing of gender gap, communicating gender equality or other results? What are the main benefits (qualitative and quantitative) for the target groups? | Evidence of project medium and long-term impact on gender equality on individual, institutional and policy levelEvidence of partnerships established that will continue producing positive effects on a medium or long-term level  | (Inter)national policy and legal documents including relevant strategies and action plansUN(DP) policy documentsProject documentation, project progress reports and other materialsQualitative data from KIIs from:* Government of Montenegro,
* UNDP,
* EUD,

project beneficiaries and other relevant project stakeholders | Document reviewSemi-structured interviews | Analysis of quantitative data based on document reviewQualitative iterative data analysisTriangulation between data sources, data collection tools and data types |
| Evaluation criteria: SUSTAINABILITY |
| Key Question 5: Has the CGE project contributed to sustainable partnerships, policies and capacities of stakeholders to continue with gender mainstreaming and promoting gender equality in Montenegro? |
| To what extent do stakeholders support the project’s long-term objectives?How will the project ensure sustainability of its results and impacts when the project will have ended (i.e. continuity of developed capacities, use of knowledge, improved practices, etc.)?Did the project have a concrete and realistic strategy to ensure sustainability? | Stakeholder’s opinions about partnership, actual involvement and ownership of results achieved during implementation of the CGEExamples of strengthened partnerships between stakeholders as a result of CGE implementationOpinion of the stakeholders regarding sustainability of the achieved results and progress in the areas of CGE interventionOpinion about appropriateness and responsiveness of capacity development programs to stakeholder’s needsEvidence of innovative practices and novel approaches during the Project’s implementationEvidence of concrete changes in Government of Montenegro’s and other key stakeholder’s policies, regulations, and plans that can sustain achieved project results | (Inter)national policy and legal documents including relevant strategies and action plansUN(DP) policy documentsProject documentation, project progress reports and other materialsQualitative data from KIIs from:* Government of Montenegro,
* UNDP,
* EUD,

project beneficiaries and other relevant project stakeholders | Document reviewSemi-structured interviews | Analysis of quantitative data based on document reviewQualitative iterative data analysisTriangulation between data sources, data collection tools and data types |

## Annex 4: Guides for semi-structured interviews and the following forms

Guides for semi-structured interviews

*Please, could you introduce yourself and describe what was your role during the design and implementation of the CGE project?*

*How well you were informed about the project implementation and results? (Based on the answer, questions will be selected among following)*

Relevance:

*To what extent were lessons learned from other relevant projects considered in the project’s design?*

*To what extent/Is the project relevant in terms of the needs and potentials/resources of the key stakeholders and beneficiaries? What were the main circumstantial factors considered in the project plans and implementation?*

*Is sufficient local/national ownership demonstrated?*

*Have there been any changes in policies and strategy development that have affected the project? If yes, have necessary revisions and adaptations been designed?*

*To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?*

*What is the relevance of the Project actions regarding needs in the area of GE, EU added value, sustainability and complementarity with other ongoing initiatives and accordingly interventions?*

*What are the areas of relevance for future interventions in the target area?*

Efficiency:

*How have the synergies between the responsible implementing partners and UNDP contributed to project goals?*

*What challenges have been faced? What has been done to address the potential challenges/problems?*

*In what ways could the project improve its efforts in achieving the expected results and maximizing impact?*

*How well have the various activities transformed the available resources into the intended results in terms of quantity, quality and timeliness? (In comparison to the plan)*

*Were the management and administrative arrangements sufficient to ensure efficient implementation of the project?*

*How has donor coordination impacted the efficiency of implementation and results?*

Effectiveness (depending on area of cooperation):

*To what extent is the project on track to achieve its expected results? What has been achieved?*

*Have the capacity development measures served the needs and demands of the stakeholders? What has been achieved in institutionalizing the acquired knowledge and skills?*

*Do you think that the CGE contributed to skills-development of the targeted groups, especially related to communicating gender equality?*

*To what extent has the programme effectively contributed to strengthening partnership between UNDP, state institutions, civil society organisations, media professionals and academia?*

*Has the project appropriately reached its target groups? Is the project serving the needs of vulnerable groups, i.e. women, youth, minorities?*

*How has the project implemented the commitments to promote ownership, alignment, harmonisation, management for development results and mutual accountability?*

Impact:

*Has the programme contributed or is likely to contribute to medium or long-term reducing of gender gap, communicating gender equality or other results?*

*What are the main benefits (qualitative and quantitative) for the target groups?*

Sustainability:

*To what extent do stakeholders support the project’s long-term objectives?*

*To what extent are the project outputs sustainable?*

*How will the project ensure sustainability of its results and impacts when the project will have ended (i.e. continuity of developed capacities, use of knowledge, improved practices, etc.)?*

*Did the project have a concrete and realistic strategy to ensure sustainability?*

*In case of sustainability risks, are sufficient mitigation measures proposed/conducted?*

Invitation letter

*Dear XX,*

*I am contacting you regarding the final evaluation of the "Communicating Gender Equality" project, which, with the financial support of the European Union, is being implemented by the UNDP Office in Montenegro.*

*The goal of the evaluation is to collect information about the project's relevance, efficiency, effectiveness, impact and sustainability, i.e. to determine the extent to which its goals were achieved and whether the project led to the expected positive changes. Additionally, the goal of the evaluation is to establish the strengths and weaknesses of project management, implementation and monitoring.*

*The evaluation is conducted using qualitative research methods, i.e. interviews with key project partners. UNDP has provided me with your contact information since you are selected to be our interlocutor and share experiences and views on the project.*

*The deadline for organising and conducting these interviews is very short, so please suggest a date between XX and XX, on which they could be held. The interview can be conducted in person or online via the Zoom communication tool and will last no more than 45 minutes.*

*I hope that you will appreciate the importance of this evaluation and that you will contribute to the realisation of the project with your participation.*

*If you need additional information about the evaluation, please contact me at this e-mail address or the phone number XXX XXX XXX.*

*Best regards,*

*XX*

Informed consent form

*Research Project Title: Communicating Gender Equality*

|  |
| --- |
| *Please check the boxes* |
| *I confirm that I have read and understood the Invitation letter explaining the above research project and I have had the opportunity to ask questions about the project.* |  |
| *I understand that my participation is voluntary and that I am free to withdraw at any time during the study and withdraw my data within 7 days after the conducting of the interview without giving a reason, and without any penalty.  I understand that beyond provide time frame it may not be possible to remove my data from the study.* |  |
| *I understand that my responses will be kept anonymous and I give permission for members of the research team to have access to my anonymised responses.* |  |
| *I consent to being audio recorded.* |  |
| *I understand how audio will be used in research outputs. I am aware that I will not be named in any research outputs but I could be identified by people I know through the stories I tell.* |  |
| *I agree for my personal data to be kept in a secure database so I can be contacted about future studies.* |  |
| *I agree to take part in this study* |  |

*Name of the Participant: Signature: Date:*

*Name of the Researcher: Signature: Date:*

## Annex 5: Terms of reference

**TERMS OF REFERENCE**

1. **Job title:** NationalConsultant for the Evaluation of the *IPA Project: Communicating Gender Equality*
2. **Type of position:** National consultant
3. **Post Reference:** MNE 2022-065
4. **Duty Station:** Home based and throughout Podgorica, Montenegro
5. **Duration of appointment:** December 13th to December 31st, 2022 (18 consultancy days)
6. **Contract type:** Individual Contract (IC)
7. **Reports to:** UNDP Gender Manager

**I Background information:**

The promotion of gender equality and the empowerment of women is central to the mandate of UNDP and intrinsic to its development approach. UNDP is leading strategic process in order to advance gender equality agenda in line with international frameworks (EU & UN) and development priorities of the country.

Women in Montenegro make half of population (50.61%) but society has not yet seen a fully accomplished overall development contribution of women, particularly not to the extent corresponding to their real potential. According to the Constitution, Montenegro is declared as a "civil, democratic, ecological and the state of social justice, based on the rule of law". However, women still represent a minority in social, economic and political life.

While inequalities and gender stereotypes exist in social structures and the minds of people, communication and media in different formats have the potential to propagate and perpetuate or to ameliorate these. Furthermore, the conscious or unconscious biases that majority of citizens, both men and women, sometimes have towards one-sidedly reductionist masculinist perspectives is partially due to the lack of capacity understand issues with regards to women’s rights and gender equality more broadly.

Till date, in Montenegro gender equality work targeted many of its aspects such as women in politics and economy, violence against women, but dimension of gender mainstreaming and capacity development in communications, culture and media were absent. Increased agency allows women to move from complete compliance with constraining and unequal gender norms to questioning such norms in the face of potential opportunities – to changing their aspirations as well as their ability to seek and achieve desired outcomes. In a more enabling environment, which not only creates more opportunities but also changes the individual’s capacity to aspire to access them, transformative change is more likely. The most powerful results in terms of norms evolving towards gender equality and resulting in greater agency lie in the expansion of education.

Therefore, strengthening of institutional capacities working on communications and public broadcasting service carriers to promote, design and implement gender equality principles in all policies and practices should become amplifier of many ongoing efforts to address gender equality concerns.

There is a clear intersection between women’s empowerment and public communications and media development. The proliferation of communications, PR professionals and media formats, the explosion of new technologies and the emergence of social media in many parts of the world have provided multiple sources for access to gender-related information and knowledge. The media, regardless of the technology used (traditional, social media etc.), remain one of the main sources of information, ideas and opinion for most people in the country. While inequalities and gender stereotypes exist in social structures and the minds of people, communication and media in different formats have the potential to propagate and perpetuate or to ameliorate these. Furthermore, the conscious or unconscious biases that many communication professionals, both men and women, sometimes have towards one-sidedly reductionist masculinist perspectives is partially due to the lack of capacity to report on women and gender more broadly.

In order to address these complex issues systematically, the office implements a number of programmatic interventions, with the main areas of work being integration of gender equality in public administration including advancing communication for gender equality addressing political and economic empowerment of women, including role of women in peacebuilding, security, social cohesion and GBV.

The UNDP gender programme will provide tailored expert support towards strengthening policy framework and development of human capacities for integration of gender equality principles in the work of public administration, and media, as well as embracing new communication technologies that can be powerful tool for learning, exchanging knowledge and promoting gender equality.

Furthermore, the Programme aims to support development and adoption of gender mainstreaming in communications toolkit for the government of Montenegro, capacity development for civil servants working on communication through close partnership with Government relevant line Ministries, Human Resource Management Authority; Ombudsman, PR Service of the Government/ Bureau for Communications with Citizens and Media and ensure dissemination of knowledge to civil servants working on communications and gender equality, and media through thematic forums with UNDP experts.

**Objectives of the assignment**

**II Duties and responsibilities:**

The objective of the assignment is to conduct evaluation of the IPA Project: Communicating Gender Equality and its project activities to note progress against planned objectives, targets, and indicators, identify possible implementation gaps, and set recommendations for further actions.

The evaluation of the IPA Project Communicating Gender Equality will specifically aim at the following:

1. Based on the analyses of the documents produced by the Project (reports, studies, research, assessments, analyses, papers, communication products, etc.) and interviews with partners and major stakeholders, assess Project results achieved against planned objectives, targets and indicators, as per Project Document.
2. It will also include assessment of effectiveness and efficiency of the intervention and sustainability of Project benefits beyond its lifetime
3. Identify and consolidate good practices, lessons learned and make recommendations on process, management response, partnerships, transparency, stakeholders` participation and other aspects of project implementation that would benefit future engagement of UNDP in this area.

**Scope of Work and Evaluation Questions**

The evaluation will be undertaken in close cooperation with the UNDP Gender Programme Manager and Gender Team throughout the process to ensure national ownership, transparency, and mutual accountabilities.

The national evaluation specialist will undertake the following duties and responsibilities:

* Conduct a comprehensive desk review of project-related documents in line with UNDP evaluation policies and based on this information, draft and submit an inception report containing the following:
* a) the appropriate methodology to be applied during the evaluation;
* b) the work plan and any technical instruments to be used during the assignment, while being guided by the set of evaluation questions as presented. The national evaluation specialist will conduct on-site field visits, meetings, discussions, and interviews with programme stakeholders (Ministry of Human and Minority Rights, Human Resource Management Authority, Ministry of Culture, Capital City Podgorica, National Public Broadcaster (RTCG)), Delegation of European Union in Montenegro, UNDP staff and other relevant partners). The national evaluation consultant is also expected to conduct interviews and meetings with UNDP senior management and Programme and IPA Project: Communicating Gender Equality Team.
* Draft evaluation report based on the agreed methodology, presentation of findings, presentation of the lessons learned and clear strategic recommendations exploring possible adjustments and alignments for further gender equality actions implementation in the context of Montenegro.

The evaluation report must include, but not necessarily be limited to, the elements outlined below:

* Title and opening pages,
* Project and evaluation information details,
* Table of contents,
* List of acronyms and abbreviations,
* Executive summary,
* Introduction and overview,
* Description of the intervention being evaluated,
* Evaluation scope and objectives,
* Evaluation approach and methodology,
* Data analysis,
* Findings and conclusions,
* Recommendations with evidence-based judgement of the Project implementation (applying EU and UN principles of evaluation) that include effective, efficient, relevance regarding needs, EU added value, sustainability, and complementarity with other ongoing initiatives and accordingly interventions),
* Lessons learned,
* Report annexes.

Finalize the evaluation report, accounting for the UNDP Gender Programme Manager and Gender Team and stakeholders’ feedback on the first draft.

**Evaluation questions:**

RELEVANCE:

* To what extent were lessons learned from other relevant projects considered in the project’s design?
* To what extent/Is the project relevant in terms of the needs and potentials/resources of the key stakeholders and beneficiaries? What were the main circumstantial factors considered in the project plans and implementation?
* Is sufficient local/national ownership demonstrated?
* Have there been any changes in policies and strategy development that have affected the project? If yes, have necessary revisions and adaptations been designed?
* To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?
* What is the relevance of the Project actions regarding needs in the area of GE, EU added value, sustainability and complementarity with other ongoing initiatives and accordingly interventions?
* What are the areas of relevance for future interventions in the target area?

IMPACT, EFFECTIVENESS, AND EFFICIENCY:

* To what extent is the project on track to achieve its expected results? What has been achieved?
* How have the synergies between the responsible implementing partners and UNDP contributed to project goals?
* What challenges have been faced? What has been done to address the potential challenges/problems?
* Has the project appropriately reached its target groups? Is the project serving the needs of vulnerable groups, i.e. women, youth, minorities?
* Have the capacity development measures served the needs and demands of the stakeholders? What has been achieved in institutionalizing the acquired knowledge and skills?
* In what ways could the project improve its efforts in achieving the expected results and maximizing impact?
* Are the expected results clearly defined, both quantitatively and qualitatively, and are they achievable with the planned approach and resources?
* How well have the various activities transformed the available resources into the intended results in terms of quantity, quality and timeliness? (In comparison to the plan)
* Were the management and administrative arrangements sufficient to ensure efficient implementation of the project?
* How has the project implemented the commitments to promote ownership, alignment, harmonisation, management for development results and mutual accountability?
* How has donor coordination impacted the efficiency of implementation and results?

SUSTAINABILITY:

* To what extent do stakeholders support the project’s long-term objectives?
* How will the project ensure sustainability of its results and impacts when the project will have ended (i.e. continuity of developed capacities, use of knowledge, improved practices, etc.)?
* Did the project have a concrete and realistic strategy to ensure sustainability?
* In case of sustainability risks, are sufficient mitigation measures proposed/conducted?

**Methodology and Evaluation Ethics**

The national evaluation consultant may employ any relevant and appropriate quantitative or qualitative methods it deems appropriate to conduct the project evaluation. Methods should include a desk review of documents; interviews with stakeholders, partners, and beneficiaries; field visits; use of questionnaires or surveys, etc. However, a combination of primary and secondary, as well as qualitative and quantitative data should be used.

The national evaluation consultant is expected to revise the methodological approach in consultation with UNDP Gender Programme Manager and UNDP Gender Team and key stakeholders as necessary, particularly the intended users and those affected by evaluation results. The national evaluation consultant should present its findings in both quantitative data and qualitative recommendations.

The national evaluation consultant is expected to hold interviews and meetings with the relevant staff of UNDP, IPA Project: Communicating Gender Equality, main Project partners and beneficiaries (Ministry of Human and Minority Rights, Human Resource Management Authority, Ministry of Culture, Capital City Podgorica, National Public Broadcaster (RTCG)), Delegation of European Union in Montenegro, and other relevant partners).

The national evaluation consultant will be expected to share the list of interviews to be conducted with UNDP IPA Project: Communicating Gender Equality Team beforehand. The suggested methodology should be compatible with the UNDP approach to evaluations as described in the [Handbook for Planning, Monitoring and Evaluation.](http://web.undp.org/evaluation/guidance.shtml#handbook)

The national evaluation consultant is expected to use its findings and expertise to identify the lessons learned, and to propose recommendations for improving future efforts of the Gender Programme toward achieving results. Upon signing of the contract, the national consultant will receive a list of documents to be consulted for its review. The national consultant will have latitude to design a detailed evaluation scope and methodology and will present a proposed work plan as part of the inception report to UNDP in order to optimize the time spent during the field mission.

The evaluation will be conducted in accordance with the principles outlined in the UNEG [‘Ethical Guidelines for Evaluation.’](http://www.unevaluation.org/document/detail/2866) The national evaluation consultant must address any critical issues in the design and implementation of the evaluation, including evaluation ethics and procedures to safeguard the rights and confidentiality of information providers.

|  |  |  |
| --- | --- | --- |
| Expected Results | Tentative due dates: | Approval by |
| Methodology to be applied during the evaluation, as well as the work plan and technical instruments to be used during the course of the assignment is drafted, submitted, and endorsed by UNDP. | 16 December 2022 | Gender Programme Manager/Gender Programme Team |
| Field visits, meetings and interviews are conducted, gathering data to be used in the evaluation report | 20 December 2022 | Gender Programme Manager/Gender Programme Team |
| Draft and submit Evaluation report with the methodology applied, a presentation of findings, presentation of the lessons learned and clear strategic recommendations to the UNDP and its partners, based on the findings acquired during the field mission and through the relevant project Documentation. | 25 December 2022 | Gender Programme Manager/Gender Programme Team |
| Final Evaluation report accounting for the UNDP and stakeholders’ feedback on the first draft is produced and validated by UNDP.The final report will also be presented to the members of the Steering Committee. | 31 December 2022 | Gender Programme Manager/Gender Programme Team |

**The expected results/deliverables:**

Under the supervision of the Gender Programme Manager/Gender Team, the consultant is expected to deliver the following result:

* Deliverable 1. Submission of the Methodology *(as per details stated above)*: 20% of the total amount of the contract
* Deliverable 2. Draft of the Evaluation Report which should contain report should include executive summary, evaluation methodology, analyses and findings, good practices and lessons learned and recommendations *(as per details stated above):* 50% of the total amount of the contract
* Deliverable 3. The final Evaluation Report, taking into account feedback given by partners, stakeholders and submit it to the Gender Programme Manager. The report should include executive summary, evaluation methodology, analyses and findings, good practices and lessons learned and recommendations (as per details stated above): 30% of the total amount of the contract

Payments will be made upon successful completion of the deliverables and their acceptance by the IPA Project: Communicating Gender Equality Manager/Team, including submission of a certificate of payment.

**III. Competencies:**

* Demonstrates integrity by modeling the UN’s values and ethical standards;
* Promotes the vision, mission and strategic goals of UN/UNDP;
* Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
* Ability to lead strategic planning, results-based management and reporting;
* Builds strong relationships with clients, focuses on impact and result for the client and responds positively to feedback;
* Consistently approaches work with energy and a positive, constructive attitude;
* Demonstrates good oral and written communication skills;
* Demonstrates ability to manage complexities and work under pressure, as well as conflict resolution skills

**IV. Qualifications and expertise:**

* University degree in social sciences, Law, political sciences or other relevant discipline.
* Master’s degree will be considered as an asset.
* At least 5 years of relevant professional experience in the field of gender equality.
* Extensive knowledge of results-based management evaluation, as well as of participatory M&E methodological and practical considerations in conducting evaluations of development interventions is required.
* Proven expertise and experience in UNDP or EU project/programme evaluation.
* Excellent social, communication and reporting skills;
* Fluency in English language; knowledge of local language will be considered as an advantage.

**V. Consultant’s Signature:**

Name:

Signature: \_\_\_\_\_\_\_\_\_\_\_\_\_\_

Date: \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

1. Last 2021 assessment of the Statistical Office of Montenegro (MONSTAT), available at: <http://monstat.org/uploads/files/demografija/procjene/2021/procjene%20stanovnistva%20i%20osnovni%20demografski%20indkatori.pdf> [↑](#footnote-ref-1)
2. Part of Ministry of Human and Minority Rights (MHMR) [↑](#footnote-ref-2)
3. *Public Administration Reform Strategy 2022-2026 with Action plan for 2022-2024*, available at: <https://www.gov.me/dokumenta/823842f4-2ffd-4a0d-936e-c1b00c669115> [↑](#footnote-ref-3)
4. Four working places have been systematised within the Department. However, due to the lack of funds, only two individuals are employed, one of whom is on maternity leave [↑](#footnote-ref-4)
5. *Gender Equality Index Montenegro 2019,* available at: <https://eurogender.eige.europa.eu/system/files/events-files/gender_equality_index_2019_report_final.pdf> [↑](#footnote-ref-5)
6. *Rodno ogledalo medija u Crnoj Gori (Media through gender lenses in Montenegro*), UNDP, p. 17, report version in Montenegrin language available at: <https://www.undp.org/sites/g/files/zskgke326/files/2022-10/UNDP%20-%20Rodno%20ogledalo%20medija%20u%20Crnoj%20Gori%20WEB.pdf> [↑](#footnote-ref-6)
7. Based on the Global Media Monitoring Project (GMMP), the largest international study of gender in the news media. GMMP was conducted in 1995 for the first time, while the last iteration of the research was conducted in 2020 and it included 145 countries of the world (Montenegro was not included). “Media through gender lenses in Montenegro” tried to follow the methodology proposed by GMMP, although the methodology of this multinational study is much more complex. More information about GMMP available at: https://waccglobal.org/our-work/global-media-monitoring-project-gmmp/ [↑](#footnote-ref-7)
8. *Gender mainstreaming – attitudes and perceptions of the employees in public administration*, IPSOS, 2020, report version in Montenegrin language available at: <https://www.undp.org/sites/g/files/zskgke326/files/migration/me/2158c2eecf784b135c772c8bd24ca8bbd522d72c5ffe8666bc5f6a4128c45bdd.pdf> [↑](#footnote-ref-8)
9. *National Strategy for Gender Equality 2021-2025*, p. 30, English version available at: <https://www.gov.me/en/documents/33985332-d431-4c25-9643-e9a15d76e548> [↑](#footnote-ref-9)
10. *Guidelines on linking planning/programming, monitoring and evaluation*, European Commission, 2016, p. 34, available at: <https://neighbourhood-enlargement.ec.europa.eu/system/files/2019-01/20160831-dg-near-guidelines-on-linking-planning-progrming-vol-1-v-0.4.pdf> [↑](#footnote-ref-10)
11. *Handbook on planning, monitoring and evaluating for development results*, UNDP, 2009, P. 56-58, available at: <https://neighbourhood-enlargement.ec.europa.eu/system/files/2019-01/20160831-dg-near-guidelines-on-linking-planning-progrming-vol-1-v-0.4.pdf> [↑](#footnote-ref-11)
12. Potential outputs for this project could be „1.1. Regulatory framework on public communication improved to ensure gender mainstreaming in public communication“ or „1.2. Increased capacities for gender mainstreaming in public communications in key government institutions, public media, and private media“ etc. [↑](#footnote-ref-12)
13. Which is one of the key characteristics of the output indicators [↑](#footnote-ref-13)
14. One of the expected project results [↑](#footnote-ref-14)
15. Especially those from Ministry of Human and Minority Rights, Ministry of Culture and Media, Ministry of Public Administration and Human Resource Management Agency. [↑](#footnote-ref-15)
16. *Applying Evaluation Criteria Thoughtfully*, OECD, OECD Publishing, Paris, 2021, available at: <https://www.oecd-ilibrary.org/development/applying-evaluation-criteria-thoughtfully_543e84ed-en> [↑](#footnote-ref-16)
17. *UNDP Evaluation Guidelines*, Independent Evaluation Office of UNDP, New York, 2021, available at: <http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf> [↑](#footnote-ref-17)
18. *Ethical Guidelines for Evaluation*, United Nations Evaluation Group (UNEG), 2020, available at: <http://www.unevaluation.org/document/detail/2866> [↑](#footnote-ref-18)
19. These evaluation questions, indicators and evidence, following all the questions from the ToR have been presented in the evaluation matrix in the Annex 3 [↑](#footnote-ref-19)
20. A full list of documents consulted during the evaluation have been provided in Annex 2 [↑](#footnote-ref-20)
21. Available at: <https://montenegro.un.org/en/43249-integrated-united-nations-programme-montenegro-2017-2021> [↑](#footnote-ref-21)
22. Available at: <https://ec.europa.eu/newsroom/just/items/682425/en#:~:text=The%20Gender%20Equality%20Strategy%202020%2D2025%20sets%20out%20a%20vision,achieving%20a%20Union%20of%20Equality.> [↑](#footnote-ref-22)
23. Available at: <https://www.gov.me/en/documents/33985332-d431-4c25-9643-e9a15d76e548> [↑](#footnote-ref-23)
24. Available at: <https://tacso.eu/wp-content/uploads/2022/05/MONTENEGRO.pdf> [↑](#footnote-ref-24)
25. Available at: <https://www.undp.org/montenegro/publications/women-montenegro> [↑](#footnote-ref-25)
26. Guide for semi-structured interviews used during the evaluation have been provided in Annex 4 [↑](#footnote-ref-26)
27. A full list of stakeholders consulted during the evaluation have been provided in Annex 1 [↑](#footnote-ref-27)
28. *Ethical Guidelines for Evaluation*, United Nations Evaluation Group (UNEG), 2020, available at: <http://www.unevaluation.org/document/detail/2866> [↑](#footnote-ref-28)
29. A template of the invitation letter sent to the stakeholders have been provided in Annex 4 [↑](#footnote-ref-29)
30. A template of the informed consent form sent to the stakeholders have been provided in Annex 4 [↑](#footnote-ref-30)
31. Available at: <https://www.un.org/womenwatch/daw/beijing/pdf/Beijing%20full%20report%20E.pdf> [↑](#footnote-ref-31)
32. Strategic objective H.2 of the Declaration [↑](#footnote-ref-32)
33. UN Development Assistance Framework for Montenegro (2017-2021), available at: <https://unece.org/DAM/operact/Technical_Cooperation/Delivering_as_One/UNDAF_country_files/UNDAF_files_2015-2020/Montenegro-UNDAF-2017-2021-Final.pdf> [↑](#footnote-ref-33)
34. Country Programme Document for Montenegro (2017-2021) available at: <https://www.undp.org/sites/g/files/zskgke326/files/migration/me/c4986ab85c602c358a498f076420e9b31726ca7042a5b9e03b4800713097807d.pdf> [↑](#footnote-ref-34)
35. KII with the EUD and UNDP representatives [↑](#footnote-ref-35)
36. KII with the UNDP representative [↑](#footnote-ref-36)
37. It is important to note that the CGE project bases its activities to a significant extent on the results of that project. Namely, as part of this project, the "Gender Equality Index" study (2019) was conducted for the first time in Montenegro, as well as the "Media through gender lenses in Montenegro" research (2016). The second mentioned research was again carried out within the CGE project, which represents a double benefit: 1) it shows how to sustainably design the project and maximize the profit from the limited resources that the project team had at its disposal and 2) it allows to measure progress in the media representation of women over time, comparing results obtained in 2016 and 2022 [↑](#footnote-ref-37)
38. Representative of one of the implementing partners stated that "we looked back at the lessons learned from before, as in that we have to involve more ministries because it is somehow expected from MHMR as the umbrella organisation for human rights and the Department for Gender Equality to influence other bodies as well and other ministries, which is a little unrealistic to expect, taking into account that there is usually one person permanently employed with two assistants, so we simply had an entry point there. In order for more people to be involved, then see if you have those so-called change agents in different ministries to ensure some relevance and durability of the results" [↑](#footnote-ref-38)
39. KII with the Government representative [↑](#footnote-ref-39)
40. KII with the Government representative [↑](#footnote-ref-40)
41. Both the representatives of the UNDP and the representatives of the EUD emphasised this claim [↑](#footnote-ref-41)
42. „These are women who are so deep in the subject that they know what are all the slippery fields where one can stumble when dealing with this topic of gender equality, even when one is knowledgeable about it. So every piece of advice meant a lot to me because they leave nothing to chance“, KII with the academia representative [↑](#footnote-ref-42)
43. “ UNDP tried to bring us all together, even during the implementation of activities in which we are not involved, so that we, as an interested public, attend those events. In that way they facilitated the networking between us, which resulted in couple of really good ideas we have implemented during the project“, KII with the communication consultant [↑](#footnote-ref-43)
44. KII with academia representative [↑](#footnote-ref-44)
45. “Our policy assurance is also important for efficiency, the fact that certain partnerships do not happen by chance, but somehow people gravitate towards us in a very targeted manner, and in the end, the product of the project always has the shape and the social strength that UNDP gives to it.”, KII with UNDP representative [↑](#footnote-ref-45)
46. KII with the UNDP representative [↑](#footnote-ref-46)
47. In December 2020, the Department for Gender Equality became part of the unified Ministry of Justice, Human and Minority Rights and was lowered to the level of the Directorate, which deprived it of some of its independence in action. After that, after the fall of PM Krivokapić's government in February 2022, the Department was returned to its previous status, and the area of ​​human and minority rights was again singled out into a separate ministry. [↑](#footnote-ref-47)
48. The representative of the MHMR, on behalf of the Government of Montenegro, was selected the Steering Committee Chair, which has additionally amplified the national ownership of the project. Steering Committee also included representatives of the key project staff, EUD, MCM, MPA and HRMA. [↑](#footnote-ref-48)
49. 24 individuals in total (17 women and 7 men) [↑](#footnote-ref-49)
50. „We knew where to go next, what we wanted to improve and how to implement it. Previously, at similar UNDP and other projects, we would often talk about some topics, without having very accurate or fresh data as a baseline“, KII with media representative [↑](#footnote-ref-50)
51. Law on Media, Law on Audio-visual Media Service and Law on National Public Service Broadcaster [↑](#footnote-ref-51)
52. „It is incredible how lucky we were that UNDP started this project right now, when the whole set of these media laws is being revised. Through the project, we created proposals that we later included in the draft law, and if it is approved, it will be a tectonic change, if 50% of it is approved, I will be very happy.“, KII with consultant [↑](#footnote-ref-52)
53. Some of the changes foreseen by the drafted bill are: duty of the Regulatory Body (Agency for Electronic Media – AEM, evaluator's remark) to conduct periodic analysis on existence of stereotypes in media content and advertisement, with the focus on informative and entertainment content; mandatory quotas of minimum 40% of women in management of regulatory bodies and public broadcasters (there are no quotas at the moment); gender mainstreaming of annual working plans and budgets etc. [↑](#footnote-ref-53)
54. „The good thing is that the guidelines are there, they are very useful and we are ready to implement them, but somehow... Krivokapić’s government, Abazović’s government, now technical mandate. The people in the department changed and somehow the whole process related to strategy stopped. No one has publicly said that they have given up, but for now it is not something that is seen as a priority.“, KII with government representative [↑](#footnote-ref-54)
55. „You know, it all went quite naturally. Our director comes from the NGO sector, he was there for 100 years, he knows well who and what UNDP is. If they invite you to collaborate with them, it's a sign of the prestige you enjoy, you don't think twice when they invite you“, KII with media representative [↑](#footnote-ref-55)
56. Toolkit with the same goal will be created separately for editors and journalists [↑](#footnote-ref-56)
57. “It means a lot to me. These are some guidelines in work that I was not aware of when I entered this topic, but in a clear way, through specific case studies, they show what and how to do. Basically, I have already included it in the trainings that I plan to do in my institution”, KII with communication trainer [↑](#footnote-ref-57)
58. KII with media representative [↑](#footnote-ref-58)
59. „I was very glad when I saw a colleague from Ministry X who shared the text on the ministry's social networks. I'm sure she didn't write it just like that, no one writes about those topics because they have a lot of other work, but she slipped gender perception in a completely imperceptible way. I was reading a topic about entrepreneurship, and actually I was indirectly pointed out to the economic inequality between men and women through specific statistical data. That's exactly what gender mainstreaming is“, KII with government representative [↑](#footnote-ref-59)
60. Based on PARS, total number of public administration employees in Montenegro is estimated on slightly more than 50 000 [↑](#footnote-ref-60)
61. KII with governemnt representative [↑](#footnote-ref-61)
62. „Sometimes it seems to me that they made ten euros out of one, because only UNDP can make so many products aimed at promotion for such a small amount of money";

"I think that in any case, you should take into account the rather limited amount of 200 000 euros for the project. What can you do for that amount to bring about some huge strategic changes, and also taking into account that the duration of the project was less than two years. So, in some aspects, the project exceeded the indicators and somehow exceeded the expectations"“, KII with government and donor representatives [↑](#footnote-ref-62)
63. Rule of law, education and science, employment and social protection, healthcare, agriculture etc. [↑](#footnote-ref-63)
64. „Honestly, I was a big opponent of this topic in the beginning. Whenever someone started talking about gender mainstreaming, I always interrupted them. But after the training I went through and after familiarizing myself with the contents of the toolkit, I realised how little I knew. Actually, I don't know anything. And since then, I started to work on myself, to apply the contents of the toolkit“; KII with media representative [↑](#footnote-ref-64)
65. „We are a female editorial staff, mostly women, and we use the toolkit. It means a lot to us because it describes practical situations, what we encounter every day - there I have guidelines on how to write a research text on a topic related to women, how to introduce a gender perspective through any topic, how to write about some sensitive topics, e.g. femicide“, KII with media representative [↑](#footnote-ref-65)
66. In that year, the Anti-Fascist Women's Front, the most important women's political organisation of communist federal Yugoslavia created in 1942, was disbanded, with the explanation that "equality between women and men has been achieved." [↑](#footnote-ref-66)
67. KII with consultant [↑](#footnote-ref-67)
68. KII with consultant [↑](#footnote-ref-68)
69. KII with academia representative [↑](#footnote-ref-69)
70. KII with government representative. The announcement video for the presentation of the monograph symbolically held on March 8, 2020 had a reach od 27 900 via Facebook and 22 000 via Instagram. [↑](#footnote-ref-70)
71. KII with consultant [↑](#footnote-ref-71)
72. „We immediately agreed to broadcast it before the main informative program transmitted at 7PM, which is followed by about 100,000 viewers every day (sixth of the inhabitants of Montenegro, evaluator's remark), so you can imagine the achieved reach“, KII with RTCG representative [↑](#footnote-ref-72)
73. KII with consultant [↑](#footnote-ref-73)
74. For example, separate thematic forum was dedicated to the promotion of the monograph “Women of Montenegro”, while one of them was organised as a follow up activity closely related to “Sing Mare, Sing My Precious” exhibition [↑](#footnote-ref-74)
75. In total, there were 39 guests (23 women and 16 men), leaders from numerous areas of public life [↑](#footnote-ref-75)
76. 40 000 households reached via RTCG. For comparison, based on the last population census conducted in 2011 Montenegro has 192 242 households. Data available at: [https://www.monstat.org/userfiles/file/popis2011/saopstenje/domac%20i%20porodice,%20cg-za%20sajt.pdf](https://www.monstat.org/userfiles/file/popis2011/saopstenje/domac%20i%20porodice%2C%20cg-za%20sajt.pdf) Additionally, accompanying campaigns gained reach of more than 194 000 via Instagram and more than 43 000 impresions ia Facebook [↑](#footnote-ref-76)
77. “The popularity of the podcast was contributed by UNDP's position on the issue of not compromising on quality and the technical part related to production. At the time when the podcast was recorded, 4-5 similar forms were created, but none of them visually looked like G SPOT. In terms of production, it was great - modern, visually refined, effective“, KII with academia representative [↑](#footnote-ref-77)
78. It lasted 6 days, included 7 events and topics, 23 leaders and experts, had about 350 participants and reached about 200,000 people through the media [↑](#footnote-ref-78)
79. “I am convinced that the initial barrier, if it existed regarding the topic itself and the lack of awareness that we do not communicate gender equality, especially in state institutions, has been broken in the right way and that the gap has been reduced. I feel there is a jump both qualitatively and quantitatively”, KII with communication consultant [↑](#footnote-ref-79)
80. „People who will be part of working groups will be capacitated to use knowledge, use the concept, implement the adopted principle.“, KII with UNDP representative [↑](#footnote-ref-80)
81. “We have been working with the intention that this (monograph) will have its importance even in much better times, in 10, 15 or 20 years, and that it will then be an absolutely accepted study, nothing new, but just one in a series of such that will follow and not as now where everyone says “wow, what an achievement”, KII with the consultant [↑](#footnote-ref-81)
82. “We have set a kind of value basis, because if you don't have a value basis, and you only have technical things, you can hardly achieve any progress. In short, we cannot ask for something from the media, if it is not in the laws or by-laws. Amend the law and enforce it afterwards”, KII with media consultant [↑](#footnote-ref-82)
83. “You have documents (toolkits, evaluator’s remark) that have been prepared, which are good and of high quality, and which, let's say, are not tied closely to a short period of time. They are set at the level of principles and standards.”, KII with communication expert [↑](#footnote-ref-83)
84. “Through gender mainstreaming and re-accreditation, you have created an infrastructure, it is no longer just an impact at the individual level which is much smaller”, KII with communication expert [↑](#footnote-ref-84)