Evaluation of the Gender Programme IPA 2010

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Final report

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## 1. Introduction

### 1.1. National context

Montenegro restored its independence on the basis of a referendum held on 21 May 2006. Thereafter the Parliament of Montenegro adopted the Declaration of Independence proclaiming Montenegro an independent and sovereign state which assumed its international obligations. In accordance with the Declaration and Decision on Independence, Montenegro acceded to a comprehensive process of succession to international treaties, whose signatory it had been in earlier state arrangements (Yugoslavia, the State Union of Serbia and Montenegro).

As a part of Montenegro's accession to European integration an national Action Plan for the Achievement of Gender Equality in Montenegro 2008-2012 was developed and adopted and contained areas defined by the Beijing Declaration and Plan for Action. Out of 12 critical areas where gender inequality is the most marked in the Beijing Declaration, Montenegro had chosen 8 : Education, Health, Violence against Women, Economy and Sustainable Development, Politics and Decision-making, Media and Culture and Institutional Mechanisms for creation and implementation of gender equality policy. The process also includes European integration, which means that the strategies and methodologies of EU practice are being adopted.

A Resolution on the Admission of Montenegro to the United Nations was adopted by the General Assembly at the session held on 22 June 2006. On 28 June 2006, the General Assembly of the United Nations decided to approve admission of Montenegro to the UN. Therefore, Montenegro acceded to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) as part of the succession process. The initial report of Montenegro submitted to the CEDAW Committee August 2010 and the Committee concluded the observations in October 2011.

The national Action Plan 2008-2012 was criticized by the CEDAW Committee in 2011 for lacking specific measures for the implementation of the Convention. The Committee is concerned about the lack of legal complaint mechanisms, the limited financial and human resources in the national machinery for the advancement of women and the persistence of stereotypes and discriminatory practices. Regarding violence against women, the Committee states that even though the Law on Protection from Family Violence has been adopted, it is not implemented correctly. Also regarding women's participation in politics and public life, the Committee is concerned of the significantly underrepresentation of women both in the Parliament and in the Municipal Councils.

A new National Action Plan for Gender Equality 2013-2017 has been developed and the strategic objectives of the are:

1. Improving human rights of women and gender equality

2. Gender-sensitive upbringing and education

3. Gender equality in economy

4. Gender-sensitive health care

5. Gender-based violence

6. Media and culture

7. Equality in the decision-making process in political and public life

8. International politics and cooperation

9. Institutional mechanisms for the implementation of gender equality policies

From an overall perspective the project IPA 2010 is addressing five out of nine strategic objectives of the NAP which are Improving human rights of women and gender equality, Gender equality in economy, Gender-based violence, Equality in the decision-making process in political and public life and Institutional mechanisms for the implementation of gender equality policies. Actually the NAP has been developed with a strong influence from the IPA 2010 project.

### 1.2. The Gender Programme IPA 2010

The overall projective of the project aims to improve the status of women as reflected in personal integrity, economic advancement and political representation. The specific objective of the project is to strengthen capacities, improve mechanisms, advance policies and improve conditions for the implementation of the National Action Plan for Gender Equality in following three areas:

1. Violence against women and domestic violence
2. Political empowerment of women
3. Economic agenda for women

The three different components have been selected from the perspective that they are correlated and together they can create synergy and a stronger impact when combined.

The project has been developed and implemented in cooperation with local stakeholders participating in the Steering Committee and the three Advisory Boards - one for each component of the programme.

The Steering Committee is the main decision-making body of the programme. It is chaired by the Deputy Minister for human and minority rights and gathers representatives of the Ministry of Finance, Ministry of Foreign Affairs and European Integrations, Delegation of EU in Montenegro, NGO, Parliamentarian Committee for Gender Equality and UNDP. The Steering Committee meets quarterly.

There is an Advisory Board for each of the three components and they gather relevant stakeholders in the particular area of concern and are flexible and open structured in order to engage interested parties during the programme period and implementation. The Advisory Boards have met 6-8 times a year. The Delegation of EU in Montenegro have been a part of all three Advisory boards.

## 2. Resume

The overall projective of the project aims to improve the status of women as reflected in personal integrity, economic advancement and political representation. The specific objective of the project is to strengthen capacities, improve mechanisms, advance policies and improve conditions for the implementation of the National Action Plan for Gender Equality in following three areas:

1. Violence against women and domestic violence
2. Political empowerment of women
3. Economic agenda for women

The project have succeeded in all the areas to strengthen capacity, improve mechanisms, advance policies and improve conditions for implementation of the NAP.

A part of the success is based on the fact that the grants are applied from the EU as a part of the integration process, which means it is taken serious by the political environment in Montenegro and therefore puts pressure for changes to happen regarding gender equality. Another important success factor is that the project has been developed and carried out with UNDP as the main facilitator and the UN system has a strong and professional approach on working strategically on improvement of gender equality and working closely together with the ngo sector as well as the governmental authorities.

The structures, the design and the implementation have been efficient and effective in order to address both the level of the beneficiaries and the overall structures and mechanisms, and the components are considered both relevant and adequate.

Especially regarding the political and the economical components, all the objectives, targets and indicators have been met.

The component on violence have some difficulties in reaching the objectives since the national database and the national SOS-line has not yet been established by the end of the project period, but it seems as both of them will be functioning during 2015.

In general the work on changing and developing mechanisms, structures and integrate new measurements on gender equality has been successful, but within all the areas, there are some points where the stability and sustainability are considered fragile and insecure. The lack of funding, training facilities, external focus and strong monitoring mechanisms might put the achievements so far at risk, if the process is not followed up and further strengthened.

Besides the recommendation listed beneath it is strongly recommended to ensure strong national monitoring mechanisms to track the progress and the lack of process in order to act properly in time.

On the component of violence against women it is recommended to continue the training of officials including social workers, police, judges, attorneys etc. and to develop it further. It is not at the level, where they can actually improve the situation enough to implement the legal framework. It is recommended to include their leaders in the trainings, since without the support of their own leaders, the competences are nor recognized neither used in proper manner.

Also, it could be considered to train health personnel in discovering violence and in how to report and how to address the presumed victim.

Public funding for the basic needs for the women's shelters and establishing more safe-places for victims, who are under threat and in danger, will be an important step.

Also secure funding for continuation of the process on awareness raising both in the public but also through the educational system in order to create the long term change of perception of violence against women.

And awareness raising amongst - especially the local - politicians could lead to a higher level of political demand and solutions - also on a local level.

A strong national monitoring system is crucial and it is not sufficient with the national database, which will register the incidents of reported violence. The monitoring system has to include the impact of the measures taken by the local authorities and the results of the protection on one side and the number of reported cases on the other side.

On the component of women in politics it is recommended to continue the support of the cross-political cooperation in the Parliamentarian Committee of Gender Equality which has been strengthened and gained new results regarding the amendment on the Election Law. This should be supported in the future by securing relevant topics to be addressed by the Committee and make sure that the Committee is provided with new political agendas and strategies by establishing cooperation with Gender Equality Committees from other EU countries.

The training of trainers have raised a new political consciousness among (some of) the Parliamentarians and it is recommended that the training will be supported in the future and that it will be mandatory for all Parliamentarians which will include the male Parliamentarians.

It is recommended that both the women's groups in the parties - but also other Parliamentarians - are offered some kind of connection with Parliamentarians in other EU countries to get inspiration etc. This does not necessarily means that everybody should travel abroad if funding is lacking, but cooperation could take place by e-mail and/or by inviting different interesting experts on gender within different areas to inspire and teach new approaches.

Gender sensitivity training of officials in the state administration and the ministries is also recommended especially due to the fact that the central machinery on gender equality is considered quite weak since the Department of Gender Equality only consists of three persons and all are quite new employed.

Also training at the local level is important. And it is recommended that three different sets of training will be developed and implemented. First, training of potential - and new - female candidates in how to promote their politics, their professional performance and how to secure gender sensitivity in their politics. Second, training of all local politicians in gender sensitivity in policies, planning and budgeting. And third, gender sensitivity training of officials and their leaders.

On the component women and economy it is recommended that the project will continue in other municipalities in the same scale.

In the future it is important to establish a strong monitoring system to secure that the local authorities continue to support women's entrepreneurship at least at the same level.

For the local authorities this means:

* to secure that training is offered on a regular basis.
* to secure small grants for new female entrepreneurs (500-2000 Euros)
* to make sure that the information on the trainings and the special measurements are communicated to all the potential female entrepreneurs
* to establish a place where the women can meet physically to network, share ideas and experiences. Network is crucial for these women, both when they start but also as they begin to grow their businesses. This is not only important for professional networking but also to strengthen their own confidence and inspire each other.
* to establish a physical place where the women can sell and/or exhibit their products. This can be open markets or a small shop, which also can be used as meeting place, as mentioned above.
* to monitor the special measurements for women and secure that they still apply to the female entrepreneurs
* establish mentoring for the women with more experienced (male) entrepreneurs
* establish networking amongst the municipalities to share good practice and results
* set up concrete objectives for the growth of the number of female entrepreneurs
* include the businesses and potential businesses for women in the local area in the policies and budgets for local development and entrepreneurship
* include female entrepreneurs in the decision-making bodies regarding regional development and business development

At the national level it is important that the access for small scale loans which apply to women, are established and that the terms and possibilities are communicated to the potential female entrepreneurs.

At the national level it is also important to raise awareness of female entrepreneurs by highlighting the importance related to the national economy and to secure that the visibility of the contributions from the female entrepreneurs is a part of the official policy. This includes that female entrepreneurs plays an important role in developing the business sector at the political level and that their ideas and interests are being taken into consideration. This could have a huge impact on the development of Montenegro's economical development. A think tank could be a possible start up with 50-50 representation from both genders. The issues could be discussing how to grow economy sustainable and inclusive at the national level.

Micro financing is good for starting up female entrepreneurship, but to create a more valuable growth on a long term basis, this is not enough. This means that women's roles in the national economy has to be taken serious and be integrated in national policies at the same level as their male business owners/developers.

Also the monitoring at the national level is crucial and especially to collect knowledge on the impact of the local measurements in order to share the knowledge and improve conditions in general are relevant methods.

The web-portal for the female entrepreneurs is a vital part in the further process. This is an easy opportunity for the women from all over the country to support, inter-act, be inspired and sell their products. The establishment of the possibility of selling through the internet will be another potential business factor, which should be exploited further - not only on a national, but also on an international basis. It is recommended that this portal is being developed further and that all female entrepreneurs have access and possibilities to use it in a professional way. Also this could initiate a national network for female entrepreneurs, which could establish a political environment and grow new approaches and ideas in developing the business sector. As mentioned above, network between female entrepreneurs are very important. And this could develop to establish new international cooperation with female entrepreneurs from other parts of Europe.

There is no doubt that the local authorities needs support in the future in order to secure the conditions and the growth of women's economic empowerment. It is not in itself applying to all local authorities, and it is important to realize that changing systems, behaviors and attitudes take time and a persistent effort.

The training, the knowledge, the focus and the financial support from UNDP and EU seems extremely important in order to maintain the success already gained but also for the further development. The systems are still considered fragile in Montenegro.

## 3. Methodology and design

### 3.1. Introduction

The objectives of the assignment are

- Based on the analyses of the documents produced by the programme and interviews with partners and major stakeholders, assess Programme results achieved against planned objectives, targets and indicators. It also includes assessment of effectiveness and efficiency of the intervention and sustainability of Programme benefits beyond its lifetime;

- Identify and consolidate good practices, lessons learned and make recommendations on process, management, partnerships, transparency, stakeholders' participation and other aspects of project implementation that would benefit future engagement of UNDP in this area.

The evaluation will address three different components of the programme and will work in three different stages.

The three components are:

* Political Empowerment of women
* Economic Empowerment of women
* Elimination of violence against women

They will be evaluated as three different projects since the themes, the stakeholders, the beneficiaries, the objectives and the programme activities differs

This means that each of the components will evaluated in three stages:

* Desk review of project document, progress reports, relevant national surveys including the surveys that are developed under the programme, policy and legal documents.
* Field visit with interviews with key stakeholders including representatives of the Parliament, Government, Police, Municipalities, NGOs, Women's NGOs, political parties, Delegation of European Union and UNDP staff.
* Preparation of final evaluation report.

### 3.2. Structure

The structure of the evaluation will follow the Result Orientated Monitor ring (ROM) developed by the EC for External cooperation programmes.

The questions of the evaluation to be answered will be as follows:

1) Relevance

a) Did the operation respond to the needs of the target groups?

b) Did the operation support the policy of the partner government?

c) Was the operation in line with EC development policy and strategies?

2) Quality of design

a) Was the design of the operation appropriate for reaching its objectives?

b) Did the implementation arrangements take into account the capacity of the partners, and was the design fully supported by them?

3) Efficiency

a) How well was the availability and use of inputs and resources managed?

b) How well were the activities implemented?

c) How well was the outputs achieved?

d) How well were the Partners involved and contributing?

4) Effectiveness

a) How well did the operation achieve the expected outcomes?

b) Was the project purpose achieved?

5) Impact

a) What is the operation's direct impact (i.e. contribution at the level of overall objective)?

b) To what extend does/will the operation have any indirect (positive/negative) impact?

6) Potential sustainability

a) What was the financial/economic viability of the continuation of benefits after the end of the operation?

b) What is the level of ownership of the operation by the target group and relevant stakeholders today?

c) To what degree did the policy environment support the operation?

d) To what extend did the operation contribute to partner's capacity development?

7) Good practice, lesson learned and recommendations

a) What has been established amongst the partners involved as new practice?

b) What has been achieved as new methods and strategies amongst the partners and UNDP?

c) What has been unforeseen gains, obstacles or achievements amongst the partners and UNDP?

d) Have the partners and UNDP new knowledge, demands and input for the next steps in further development?

e) Have the beneficiaries new knowledge, demands and input for the next steps in further development?

8) List of persons interviewed

9) List of documents analyzed

### 3.3. Process

Desk review

The relevant documents will be analyzed in order to answer some of the questions above. The main issues will be:

* Assessment of the success of achieving the overall objective and to what extend the indicators have been met?
* Assessment of whether the activities of the project seem relevant and appropriate when taking the surveys from the topics into account?
* Is the project aligned with the policy of the country and the EC?
* The process of the desk review will lead to formulation of the questionnaires to be conducted at the field visit.

The field visit

The field visit will be conducted in cooperation with UNDP Montenegro and will consist of interviews with key stakeholders representing the three different components in the project. The interviews will be organized as semi-structured interviews to ensure that parts of the interviews will be comparable and parts will be open for new ideas, reflections and other unforeseen inputs.

The field visit is scheduled to last a week and will be taking place partly in Podgorica and in north-Montenegro in order ensure different stakeholders from the municipalities to be involved in the evaluation process. The field visit will start and end with meeting UNDP staff in order to ensure the effectiveness and relevance of the mission.

The interviews will include representatives from the Parliament, Government (Ministry of Human and Minority Rights, Ministry of Finance - Directorate for Small and Medium Enterprises, Ministry of Labour and Social Welfare, Centers for Social Welfare), Police, pilot municipalities engaged with the component for economic empowerment of women, NGOs, women NGOs, political parties and the Delegation of European Union in Montenegro.

A full list will be prepared in cooperation with UNDP who will ensure the appointments before the field visit.

The final report

The final report will be including the relevant questions from the desk review and followed up with the answers from the field visit. The draft will be send for comments to UNDP and will be finalized with the comments from the Steering Committee.

The report will follow the above mentioned structure closely and will be divides into the three different components of the project; Political empowerment of women, Economic empowerment of women and elimination of violence against women.

The unforeseen parts of the results from the semi-structured interviews will be included in the formal structure when it is possible and the rest will be presented in a special section which hopefully will include.

Besides from assessing the compliance of the objectives, targets and indicators the report will focus deeply on the sustainability of the project(s) which includes the mindset, the understanding, changes in structures and behavior but also on financing further steps.

## 4. Analysis and findings

### 4.1. Violence against women and domestic violence

4.1.1. Relevance  **Assessment: Very good**

The combination of the different elements of the project are very relevant in Montenegro, and this has only been further strengthen from the national survey, which was a part of the project.

The lack of general awareness of both the number of cases and the consequences of the violence for women have been neglected not only by government and local officials but also among the population in general. The Law on Protection of victims of violence had not been implemented and the level of knowledge on how to implement it as well as the motivation of the administration to actually change mechanisms and structure was also almost non-existing.

The project have succeeded in good manner to address the consequences and develop activities to strengthen the law enforcement, the public awareness and thereby support the policy of the Government.

Especially the focus on training combined with the structural approach seems both adequate and relevant.

### 4.1.2. Quality of design Assessment: Very good

The overall objective of this component was to establish a sustainable and efficient system of protection of victims of domestic violence and to introduce sustainable measures to combat domestic violence.

The concrete activities of the programme consisted of three different interventions, which were

* Strengthening the system of women’s protection against violence and violence against women and girls
* Raising of awareness amongst pupils of primary and secondary schools
* Public awareness campaign.

In order to achieve this a range of concrete activities and indicators were set up. Assessing the concrete activities and indicators related to the possibility of achieving the objectives are considered very good.

The project is addressing the national structures as well as mechanisms developed in sustainable manner. The combination of adoption of the Code of Conduct, the centralized database, the country-wide SOS hotline for victims and the establishment of the multidisciplinary teams at the local level, are all measures that are vital in order to change the basic structure and the general knowledge on the theme.

Another very relevant success factor has been the strengthening of the cooperation between the relevant ministries and the ngo-sector. This kind of high level coordination on gender issues have not been implemented before in Montenegro and is considered a very important step in order to integrate sustainable structures and cooperation.

The national survey which was carried out in the beginning of the project also strengthened the relevant knowledge in order to plan the public awareness campaign and qualified the relevant arguments and target groups in order to create change in culture where domestic violence has been a taboo and considered to be private matters to be dealt with inside the family and not treated as a public offence and a political issue to be dealt with.

4.1.3. Efficiency **Assessment: Good**

The estimated result of the project is**:** A sustainable and efficient system for the protection of victims of domestic violence has been established, and sustainable measures to combat domestic violence have been introduced.

Violence in the family has been characterized as a criminal act in the Criminal Code, article 220 since 2003 as a result of NGO efforts. Since then, police, social welfare centers, medical centers, NGOs, the prosecution and courts have increased their cooperation and their effectiveness in this matter. Still, adequate and complete protection of victims of violence in the family and adequate prosecution of perpetrators remain a challenge. Therefore, following best European and regional practices, the UNDP and Department for Gender Equality in cooperation with the Ministry of Justice supported the processes of drafting a new law which will resolve the legal gap in cases of domestic violence and ensure that the perpetrators are sanctioned and victims protected whether it is treated as a minor offence or criminal act. Furthermore, the Law on the Protection from Violence in the Family requires cooperation between institutions, proper reporting and centralized data collection on cases of violence. In order to ensure that this Law is actually implemented in all those aspects, the Department for Gender Equality and UNDP has developed the Gender IPA Programme.

**The main activities planned:**

* Strengthening the system of women’s protection against violence and violence against women and girls
* Raising of awareness amongst pupils of primary and secondary schools
* Public awareness campaign.

**The concrete indicators:**

1. The Code of Conduct for combating domestic violence prepared and submitted for adoption
2. A centralized database on violence against women and domestic violence functional and comprising 100% of all cases reported
3. 100% of all coordination meetings on cases of violence victims documented and registered in the database
4. 10 multidisciplinary teams established at the local level and delivering assistance to victims of violence against women
5. A countrywide SOS hotline for victims of violence functional
6. 20 certified trainers (90% of members of multidisciplinary teams participating and certified in ToT)
7. 400 service providers/professionals trained in applying the Code of Conduct in their work with victims of domestic violence
8. 75% of women informed about service providers and institutional mechanisms assisting victims of domestic violence
9. All teachers of civil education from elementary and secondary schools trained (2009:100 teachers)
10. 100% of elementary and secondary schools offered lectures on domestic violence
11. 50% of all students in the final year of primary education (age 14 years) aware of all service providers and institutional mechanisms assisting victims of violence in their municipality and aware how to appropriately act when witnessing domestic violence
12. 50% of all students in the final year of secondary education (aged 18 years) able to identify at least five signs of domestic violence

The project described 12 concrete indicators, and has achieved 8 of them - 3 are still in process and 1 does not apply anymore. The Code of Conduct have been adopted, the trainings in two different levels have been accomplished and the awareness raising of pupils have been fulfilled. The database on violence is still under construction which means that 2 are obviously on their way to be fulfilled and the process on getting the local level to work in the same professional direction following the code of conduct is moving forward with the training and capacity building. Also the SOS line is under construction and maybe it will be set up as a pilot project in the beginning of 2015.

The project had planned on 3 activities:

1. Strengthening the system of women’s protection against violence and violence against women and girls

Result: The system has been strengthening with the adoption of the Code of Conduct but it seems that still problems are severe regarding the actual implementation at the concrete and local level. The work is still not harmonized and professional and the methodology at the local level is not sufficient and systematized. The database, the SOS line and the standardized approach by local government need to be established before the system is strengthen. But the work in progress with the database and the completed trainings are very good steps in the right direction.

2. Raising of awareness amongst pupils of primary and secondary schools

Result: The awareness raising has been conducted and estimated 50 % of the pupils have been introduced through civic education

3. Public awareness campaign.

Result: Public awareness campaigns seem to have had a huge impact on a national level and a lot of attention in the media. The project has been working professionally and strategically on these activities.

### 4.1.4. Effectiveness Assessment: Problems

The overall objective of this component was to establish a sustainable and efficient system for the protection of victims of domestic violence and introduction of sustainable measures to combat domestic violence.

There is not yet established a sustainable and efficient system for protection of victims. There are good steps in the right direction, but there still remain several procedures and systems to be established at the local and national level. Due to the fact that the project has been working on different levels and had included the first survey on gender-based violence, the attitude and the knowledge and perception of violence are changing, which means that there are good possibilities to develop sustainable measures in the future.

The assessment is that capacity has been strengthening, policies have been advanced and the project has been an improvement of conditions for implementing the National Action Plan on combating violence against women. But it had not yet concretely improved mechanisms even though the structures are improving and are moving in the right direction. And the development of a stronger legal framework combined with raising political awareness are clearly an improvement combined with the stronger cooperation on high political level with the women's organizations.

4.1.5. Impact **Assessment: Good**

The most direct impact of the project are the improvement of the legal framework and the awareness raising and cooperation between the relevant ministries. Also the serious and high level of cooperation between relevant authorities and the women's organizations are considered as concrete impact from the design and implementation of IPA 2010.

The strengthening of the capacity of women's organization is also an important impact of the project and the decision of leaving the awareness training of the public sector to the women's organization has created not only capacity building amongst the civil servants but has also strengthened the cooperation and communication between the public authorities and the women's organization.

The integration of domestic violence in the Social Reform is another important step, and the introduction of the Social Card will strengthen the systematized knowledge and the treatment of women exposed to violence.

The gender sensitivity training of social workers, police officers, judges, attorneys and other public servants are another concrete impact which by the time are hard to measure, but it will support the further development in this area.

The awareness raising through the media and the campaigning have created a more open environment to talk about domestic violence, but there is still - especially in the rural areas - a lot to be done.

The training and the establishment of the multidisciplinary teams have started a process where the different stakeholders meet and talk about the problems related to domestic violence, but the cooperation on concrete cases do not function at this time.

4.1.6. Potential sustainability **Assessment: Problems**

The legal framework including the new Code of Conduct is considered strong and sustainable, but the level of implementation is considered fragile and insufficient. The Social Card and the national database will be effective tools in combating violence and also the SOS-line, which hopefully will be established at the national level within short time, will also be an important contribution.

But there is still severe problems in the implementation of the legal framework, which needs to include more training and developing new structures at the local level to get the authorities to address the theme properly and to actually reach solutions.

It is considered that more funding and training is needed in order to get the multidisciplinary teams to work properly, and even though they are really making an effort in some local areas, the approach and the measures are not at the level, which they ought to be, the severeness of the problem taking into consideration.

Also, the awareness raising through campaigning and training is still important to continue. This is a cultural pattern which takes time and effort to change, and it is still not regarded a strong political issue in the municipalities.

The women's organizations have been empowered through the IPA 2010, but they still need funding and especially the few women's shelters are run only by voluntarily basis and have not sufficient finances to meet the needs, which will probably rise when the official system starts to function more professional. The establishment of the national SOS-line and the registrations on the national database will probably get more women to report on violence and the demand for adequate shelters and safe houses will rise as well.

4.1.7. Good practice, lesson learned and recommendations

The cooperation between ministries on gender equality is a new practice and the involvement of the women's organization at this high level is also a new experience.

The women's organizations have been empowered through the process and because of the training, they have provided, there are now stronger linkages between the public servants working in this area and the women's organizations.

The training of officials including social workers, police, judges, attorneys etc. has to be continued and developed further. It is not at the level, where they can actually improve the situation enough to implement the legal framework. It is recommended to include their leaders in the trainings, since without the support of their own leaders, the competences are nor recognized neither used in proper manner.

Also, it could be considered to train health personnel in discovering violence and in how to report and how to address the presumed victim.

Public funding for the basic needs for the women's shelters and establishing more safe-places for victims, who are under threat and in danger, will be an important step.

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And awareness raising amongst - especially the local - politicians could lead to a higher level of political demand and solutions - also on a local level.

A strong national monitoring system is crucial and it is not sufficient with the national database, which will register the incidents of reported violence. The monitoring system has to include the impact of the measures taken by the local authorities and the results of the protection on one side and the number of reported cases on the other side.

### 4.2. Political empowerment of women

4.2.1. Relevance **Assessment: Very good**

The overall objective and the background for this component is in line with CEDAW recommendations. The project team aimed at working with political parties to better understand what prevents women from being elected to office, and to create debate around quota systems as an approach to reaching the target of 30% participation of women in politics. The project targeted stakeholders within the education and lobbying sectors, and wanted to enhance the gender sensitivity of political parties’ and politicians’ communication.

The estimated result of the project is: Gender sensitivity in political parties and administrative authorities strengthened.

Party and electoral system reform have proved an effective tool for increasing women’s activism in countries with widely different cultures. Therefore IPA 2010 had a three-fold approach: a) empowerment of women in politics and sensitization of male politicians; b) strengthening of political party structures by introducing gender-sensitive policies and programmes and c) improving legislation by introducing gender-sensitive provisions in the Electoral Law, the Law on Political Parties and the Law on Financing of Political Parties.

The combination of addressing the structures of the electoral system, strengthening the gender aspect in policies and training trainers within the political parties seems both relevant and adequate measures.

4.2.2. Quality of design **Assessment: Very good**

The overall objective of this component was to strengthen gender sensitivity in political parties and administrative authorities.

The main activities planned:

* Enhance political representation of women
* Strengthen Parliamentarians' capacities with regard to gender equality issues
* Establishment of strategic partnerships and alliances with relevant political parties in EU Member States
* Capacity building for NGOs and CSOs to monitor and report on the implementation of gender equality policies for the 2013 elections

The strong approach on legislative changes regarding qualifying the quota system will be a significant method in order to enhance political representation in the future. The process in itself worked to strengthen the cooperation in the parliamentarian Gender Equality Committee, where representatives from all the parties had to work together in order to get the Act adopted.

The training of Parliamentarians have also had the three-double purpose to 1) train the parliamentarians in gender sensitivity, 2) teached them to train other Parliamentarians and 3) made them able to qualify the political agenda in their own parties.

But the design do not directly integrate the gender sensitivity of the administration in the project plan. The target groups are mainly the Parliamentarians, the political system and the political parties.

4.2.3. Efficiency **Assessment: Very good**

The estimated result of the project is: Gender sensitivity in political parties and administrative authorities strengthened.

Women’s equal participation in political life plays a pivotal role in the general process of the advancement of women. Women’s equal participation in decision making is not only a demand for simple justice or democracy but can also be seen as a necessary condition for women’s interests to be taken into account. Without the active participation of women and the incorporation of women’s perspectives at all levels of decision making, the goals of equality, development and peace cannot be achieved. Until gender parity is reached in governance, women cannot reach full equality with men in any sphere. The absence of women’s voices in shaping the most fundamental political instruments—the most critical of which is the national budget—has ensured the preservation of gender inequity even with regard to women’s health and security in their own homes.

**The concrete indicators:**

1. At least 50% of the political parties represented in the parliament having gender-sensitized programmes
2. 20 members of the parliament certified as trainers
3. Training manual developed for the empowerment of women in Parliament
4. Amendments ready for adoption
5. 3 measures to overcome capacity gaps in parliamentary political parties proposed and submitted for adoption
6. 20 trained NGOs/CSOs monitoring elections

The project had set up 6 concrete indicators and achieved 5, which are introduction of gender equality in the parties programmes, 20 members of Parliament certified as trainers, development of training manual, the amendment on quotas ready for adoption and NGOs monitoring elections. Also the project has achieved to actually have one out of three concrete measures introduced. And 7 out of 9 of the parliamentarian parties have integrated gender equality principles in their programmes and 8 of them have established women's groups. The indicator on training NGOs/CSOs have been changed during the programme into more general capacity building.

**Main activities:**

1. Enhance political representation of women

Result: The number of female politicians in the local governments has enhanced significantly as an direct impact of the law on quotas. The next election for Parliament will also enhance the number of women as a result of this law.

1. Strengthen Parliamentarians' capacities with regard to gender equality issues

Result: There is no doubt that the project have strengthen the Parliamentarian’s capacity with regard to gender equality issues through the training, the discussions, the media campaign and the study tour to Slovenia. This is also clear when looking at the integration of gender equality principles in the party programmes in 7 out of 9 parties and the establishment of 8 women's groups.

1. Establishment of strategic partnerships and alliances with relevant political parties in EU Member States

Result: There has been knowledge exchange and study visit, but this can be developed much further.

1. Capacity building for NGOs and CSOs to monitor and report on the implementation of gender equality policies for the 2013 elections.

Result: There has been conducted awareness training and capacity building, round table meetings and training.

4.2.4. Effectiveness **Assessment: Very good**

The overall objective of this component was to strengthen gender sensitivity in political parties and administrative authorities.

The project has clearly been strengthening both the gender sensitivity in the parties and in the administrative authorities to a sudden extend. The women's groups and the changes of party programmes are important steps and so is the enhanced cooperation between the female politicians on cross cutting issues.

Capacity has been improved as a result of trainings and this could have a huge impact in times to come. The discussions and the lobby campaigning for quotas have created new awareness on women in politics and the study brings forward new knowledge which is essential due to the fact that it is possible to be very specific in new projects and strategies to be developed. This include that it has improved the conditions for implementation of the National Action Plan. Regarding the aim to have improved mechanisms on enhancing women’s political representation and leadership, the project has fulfilled some important steps with the introduction of the new amendment, but there seems to be a strong resentment in the political environment on new legislation and affirmative action within this field.

4.2.5. Impact **Assessment: Very good**

The project has established gender equality as a political issue on a high level regarding the parties policy programmes and the establishment of women's groups in almost all the parties.

The 18 Parliamentarians who has been trained have gained new knowledge on gender sensitive policy and have started the process of cooperating on cross-cutting issues in the Parliamentarian Gender Equality Committee. They also have the capacity of training other politicians in gender equality issues and themes.

The cooperation between the women's organizations and the Parliamentarians have been strengthen and the general awareness in the population have been raised through media campaigning.

The law on 30 % quotas for the underrepresented gender has been qualified with the new amendment which ensure that every forth candidate on the electoral list shall be one of the underrepresented gender and if any elected candidate of the underrepresented gender is being prevented for some reasons , the substitute shall be of the same (underrepresented) gender. The new amendment of the law have had a huge impact on the local elections where the female representation has increased from 16,75 % to 25,10 %. The result still remains to be seen at the Parliamentarian level to the next election. The amendment was only introduced in March 2014.

4.2.6. Potential sustainability **Assessment: Good**

The legal framework which have been established is considered sustainable and will lead to more women in politics both at the national and the local level.

The integration of gender equality in the political parties programmes is considered fragile until it have resulted in actual new policies. This means that there still is hard work to do for the politicians who wants to change the society and the structures into a system including more gender equality. The establishment of the women's groups are also good, but still fragile, steps in the right direction.

The trainers, which have been trained as a part of IPA 2010, are aware and wants to make an effort, but it is obvious that they will have a hard time convincing - especially their male colleagues - to participate in the gender awareness training. So they will need support in the future and small funding in order to organize facilities for conducting trainings.

The new amendment will - as mentioned above - lead to more female politicians, which means that there will be a need for training of potential female candidates - especially at the local level. The training is important in order to secure that the women elected will be able to make a political difference of their own and not only being parts of the local political system on the premises of the male colleagues

### 4.2.7. Good practice, lesson learned and recommendations

A good new practice is the establishment of high-level cooperation between the ministries and the women's organizations on issues on promotion of gender equality. This should be supported in the future as well to ensure further development and establish this as a permanent practice.

The cross-political cooperation in the Parliamentarian Committee of Gender Equality has been strengthened and gained new results regarding the amendment on the Election Law. This should be supported in the future by securing relevant topics to be addressed by the Committee and make sure that the Committee is provided with new political agendas and strategies by establishing cooperation with Gender Equality Committees from other EU countries.

The training of trainers have raised a new political consciousness among (some of) the Parliamentarians and it is recommended that the training will be supported in the future and that it will be mandatory for all Parliamentarians which will include the male Parliamentarians.

It is recommended that both the women's groups in the parties - but also other Parliamentarians - are offered some kind of connection with Parliamentarians in other EU countries to get inspiration etc. This does not necessarily means that everybody should travel abroad if funding is lacking, but cooperation could take place by e-mail and/or by inviting different interesting experts on gender within different areas to inspire and teach new approaches.

Gender sensitivity training of officials in the state administration and the ministries is also recommended especially due to the fact that the central machinery on gender equality is considered quite weak since the Department of Gender Equality only consists of three persons and all are quite new employed.

Also training at the local level is important. And it is recommended that three different sets of training will be developed and implemented. First, training of potential - and new - female candidates in how to promote their politics, their professional performance and how to secure gender sensitivity in their politics. Second, training of all local politicians in gender sensitivity in policies, planning and budgeting. And third, gender sensitivity training of officials and their leaders

### 4.3. Economic agenda for women

4.3.1 Relevance **Assessment: Very good**

The overall objective of this component was to addresses the creation of economic opportunities for women within the context of the economic crisis. The project aimed at setting up comprehensive non-financial measures for support of entrepreneurship on the local level. The Programme was to be implemented in pilot municipalities - Cetinje, Kolasin and Mojkovac, while in the later phase, municipality of Pljevlja will be added.

This component was changed during the project period in cooperation with EC and those changes will not be a part of the evaluation which therefore will concentrate on the new activities and targets. It is just to be mentioned that the changes seem appropriate since the new indicators and objectives have been reached.

The poverty of women - especially in the rural areas - is severe and due to traditional family structure, women do not have access to finances of their own in order to create small scale businesses. Also the local municipalities did not have special measures to promote female entrepreneurship. As a part of the IPA 2010 project, a comprehensive research on women and entrepreneurship in Montenegro was conducted to qualify the project and the process.

The project is therefore addressing the component with three strategic approaches. One is to meet and find the women, where they are and taking care of their individual needs. The second is to establish local ownership and training facilities at the local level and the third is to address the structures on entrepreneurship in order to include women.

This combination is considered both very relevant and adequate.

4.3.2 Quality of design **Assessment: Very good**

The research from 2011 showed that women`s entrepreneurship status were covering three categories of potential female entrepreneurs – unemployed, employed in the public sector and women from villages. Assessment included individual and social barriers, like motivation factors and learning needs, as well as institutional and systemic barriers, like problems in accessing credits due to requirements related to collaterals, or inadequate institutional support, lack of entrepreneurs’ networks, etc. On the other side, the report also analyzed existing opportunities for financial support in Montenegro, including credit lines for women offered by Investment Development Fund and commercial banks.

The analyses showed that although entrepreneurship potential in Montenegro is very high, there are serious barriers both at the level of society (stereotypes, patriarchal mentality, lack of entrepreneurial motivation, lack of family support, but also serious lack of knowledge and skills necessary for entrepreneur, etc.) and institutional/systemic levels. The last one is mainly related to the fact that only neglecting percentage of women can afford available IRF and bank credits because they cannot offer collaterals, and because they don`t have adequate support during the implementation of their business plans. As a consequence, sustainability of female business is questionable and risky and represents additional demotivating factor for potential entrepreneurs. Based on the main findings of the assessments and recommendations related to more substantial support to development of entrepreneurial skills and necessary institutional infrastructure at the local level, IPA 2010 partners agreed that it was necessary to rethink the detailed IPA 2010 activities and to try to find some sustainable solutions at the local level.

The overall objective of this component was to enhance women’s entrepreneurship and employment through the development and implementation of specific measures.

The main activities planned was to:

- Strengthening women’s entrepreneurship

- Training programme and promotional campaign to support women’s entrepreneurship

- Development of a network of female entrepreneurs

- Support to disadvantaged women’s employment

The indicators and the project implementation are considered very good in order to reach the overall objective.

4.3.3. Efficiency **Assessment: Very good**

The overall objective was to enhance women’s entrepreneurship and employment through the development and implementation of specific measures.

Equal opportunities have been largely accepted as a socially worthwhile objective, but an objective which is still considered a burden or a constraint on economic growth and development. The narrow and short-term economic perspective in Montenegro tends not only to ignore the interests and wellbeing of the female labour force but also fails to recognize the need to develop new coherent systems of social and economic organization in the interests of both men and women. Therefore this Project component aimed to tackle this issue through the analysis of the potential for equal opportunities to contribute to economic and social wellbeing, broadly defined. Analyses of needs and obstacles, female entrepreneurs are facing when accessing credit and development of businesses, will lead towards development of new financial products and services specifically for women based on the experiences of European banks. Female entrepreneurs will gain in this process the support of mentoring experts in all phases of the business development.

The indicators developed was:

1. Comprehensive researches on women entrepreneurial status, on potentials and barriers for women businesses in Montenegro developed
2. Assessment on educational needs of women in pilot municipalities developed, followed with the individual plans for enhancing women’s entrepreneurship skills
3. Tailor-made educational programs for women in target municipalities delivered, at least 30 women per municipality
4. At least 15 women per municipality developed business plan by the end of the project
5. Individual mentorship plan for women developed in close cooperation with local government
6. At least 10 women per municipality submitted their business plan to financial institutions, donor organizations and other available financial sources or registered their business by the end of the project.

The project aimed at achieving 6 indicators and they have all been fully met.

The main activities planned:

- Strengthening women’s entrepreneurship

Result: Women’s entrepreneurship has been strengthened through the project on a very concrete level.

- Training programme and promotional campaign to support women’s entrepreneurship

Result: Both the comprehensive training programme and the promotional campaign have been developed and carried out at the national and local level.

- Development of a network of female entrepreneurs

Result: A virtual platform has been developed and published and are used by female entrepreneurs and the networks are functioning on a local basis in the municipalities where the project has been conducted.

- Support to disadvantaged women’s employment

Result: The project did include women with different disadvantages even though they were not explicit mentioned in the advertisements to present the project. But some of the participants were long-term unemployed and/or poor women.

4.3.4. Effectiveness **Assessment: Very good**

The estimated result was to enhance women’s entrepreneurship and employment through the development and implementation of specific measures.

The changes of this part of the programme which were developed from the research that was created at the beginning of the project seems to have been a relevant change since the new indicators have been fully met. There is no doubt that both the female entrepreneurs themselves and the local authorities have been through a process which have been strengthening their capacities. This also means that the conditions to improve the implementation of the NAP has been successfully achieved and the project have been developing a set of very concrete recommendations developed by civil society and local governments. There are though local differences on the level of implementation of local specific measures on promoting female entrepreneurship. It has also been clear through the project implementation that the municipalities where there has been a sudden awareness and pressure from the political level combined with small grants for the female entrepreneurs to apply for have been crucial success factors.

4.3.5. Impact **Assessment: Very good**

The impact in this component has been very concrete in the pilot municipalities.

Three NGOs organized training courses in order to help women achieve basic entrepreneurial skills. The participants of these courses have also been able to attend trainings for specific jobs. The training of general entrepreneurial skills encompassed the following topics and subjects: administrative procedures, opening and registration of business, terms of lending and financing, management, marketing skills, formation of a business plan, administrative skills, as well as communicative skills and the incitement of teamwork. Topics of specific training courses are: technology or production and storage of cheese, organic production, standards and branding, care for guests – village tourism.

Strengthening of capacities of the existing infrastructure in municipalities in order to make them capable to offer continuous advice and support to entrepreneurs. Through this activity, the IPA 2010 aimed to initiate the process of upgrading the skills of local administration to work with local women on development of their entrepreneurial potentials. Also, the intention was to make the local authorities more aware that women entrepreneurship could be the significant contributor to local economic development.

Consultants, in cooperation with the local employees from the municipalities, have developed the plans for every individual women related to further implementation of the business plans. In these documents, the role of the municipalities has been clearly indicated. In the four pilot municipalities at least 15 women have completed a business plan. The exact numbers are 16, 18, 16 and 19.

The Women Entrepreneurship Open Day was organized by the IPA 2010, Montenegrin Chamber of Commerce, Montenegrin Employers Federation and Montenegro Business Alliance. The aim of the event was to enable direct contact and cooperation between representatives of business sector and women who are starting their own businesses, in order to facilitate networking, information flow and expression of interests for financing some of 54 business plans that were presented at the event. Business plans were developed by women from 4 municipalities in Montenegro. 54 women had the opportunity to showcase their businesses after the conference and participants had the opportunity to try their products.

A roundtable on women's entrepreneurs was held and attended by representatives of the banks, micro-credit institutions, Investment-Development fund of Montenegro and the line ministries. The aim of the round table was to open a dialogue in order to define the best strategy for the development of women’s entrepreneurship in Montenegro.

A conference “Women to politics, politics to women” was held. The Conference addressed the issues of gender-sensitive policies in the Montenegrin economy and women’s entrepreneurship as a response to unemployment, poverty. The special emphasis was put on the entrepreneurial potential of rural women. The Conference resulted in a list of 14 different recommendations.

In order to secure visibility of the program for economic empowerment of women, as well as in order to secure sustainability of the program, the IPA 2010 team agreed to develop the web portal where women will present their business ideas to the potential donors. Portal will contain 3 areas: Business idea area (where women will present their business plans and needs for funding), Success stories area (where women who already received funding will present their business, cooperation and their story on how they have attracted the donor), Business Shop area (women who have product to sell will have their product placed in the shop – where other businesses or individuals can buy directly from the supplier). All three areas are necessary in order for web portal to become interactive and frequently used tool.

4.3.6. Potential sustainability **Assessment: Good**

The municipalities involved have developed their own measures in order to promote female entrepreneurship and some have also developed strong cooperation with local NGOs working within this field. The local structures seems to be sustainable, but will still need monitoring and focus from the outside.

The female entrepreneurs are now vital role models in their local communities and other women who were reluctant to participate when the project started are now waiting to participate in the next round.

The problems that might arise are that when the IPA 2010 project stops, the local focus on pushing the female entrepreneurship forward as a political agenda might disappear. In one of the municipalities they had arranged a small shop in the city where the female entrepreneurs could meet and hold exhibitions with their products, but by the end of the project period, the shop was closed by the municipality.

The web portal developed by the IPS project is yet not functioning and will be crucial in order to remain the network, the inspiration and the possible marketing for the female entrepreneurs. The development on this will be an important assess in the creation of sustainability.

Also funding for the female entrepreneurs are important. It is clear that the municipalities, where they had access to small grants for the women to apply for from other sources, had a higher success in getting the women started. And this is small amounts which are needed and often 500-2000 Euros will get the women's businesses started. As they grow, they will need financing at another level, and the necessity for small loans are important, which is negotiated from the IPA 2010 team with the Government.

The process of continuing this component in the rest of the municipalities will need support on training, change of structures and focus from an outside partner - as the IPA 2010 - in order to get started.

### 4.3.7. Good practice, lesson learned and recommendations

The cooperation with local ngo's in finding, nurturing and training the women have been crucial to achieve the success. The combination with engaged local authorities has also been extremely important. And the role models created in the process will continue to be good examples both for other potential female entrepreneurs and for the local authorities in keeping up the good development.

Also, the access to small grants for the women to apply for, is very important even though the amounts seems small.

The process of creating local ownership has been established to a sudden extent. A very important step is that the local municipalities have developed new measures to support the female entrepreneurs in the future.

It is recommended that the project will continue in other municipalities in the same scale.

In the future it is important to establish a strong monitoring system to secure that the local authorities continue to support women's entrepreneurship at least at the same level.

For the local authorities this means:

* to secure that training is offered on a regular basis.
* to secure small grants for new female entrepreneurs (500-2000 Euros)
* to make sure that the information on the trainings and the special measurements are communicated to all the potential female entrepreneurs
* to establish a place where the women can meet physically to network, share ideas and experiences. Network is crucial for these women, both when they start but also as they begin to grow their businesses. This is not only important for professional networking but also to strengthen their own confidence and inspire each other.
* to establish a physical place where the women can sell and/or exhibit their products. This can be open markets or a small shop, which also can be used as meeting place, as mentioned above.
* to monitor the special measurements for women and secure that they still apply to the female entrepreneurs
* establish mentoring for the women with more experienced (male) entrepreneurs
* establish networking amongst the municipalities to share good practice and results
* set up concrete objectives for the growth of the number of female entrepreneurs
* include the businesses and potential businesses for women in the local area in the policies and budgets for local development and entrepreneurship
* include female entrepreneurs in the decision-making bodies regarding regional development and business development

At the national level it is important that the access for small scale loans which apply to women, are established and that the terms and possibilities are communicated to the potential female entrepreneurs.

At the national level it is also important to raise awareness of female entrepreneurs by highlighting the importance related to the national economy and to secure that the visibility of the contributions from the female entrepreneurs is a part of the official policy. This includes that female entrepreneurs plays an important role in developing the business sector at the political level and that their ideas and interests are being taken into consideration. This could have a huge impact on the development of Montenegro's economical development. A think tank could be a possible start up with 50-50 representation from both genders. The issues could be discussing how to grow economy sustainable and inclusive at the national level.

Micro financing is good for starting up female entrepreneurship, but to create a more valuable growth on a long term basis, this is not enough. This means that women's roles in the national economy has to be taken serious and be integrated in national policies at the same level as their male business owners/developers.

Also the monitoring at the national level is crucial and especially to collect knowledge on the impact of the local measurements in order to share the knowledge and improve conditions in general are relevant methods.

The web-portal for the female entrepreneurs is a vital part in the further process. This is an easy opportunity for the women from all over the country to support, inter-act, be inspired and sell their products. The establishment of the possibility of selling through the internet will be another potential business factor, which should be exploited further - not only on a national, but also on an international basis. It is recommended that this portal is being developed further and that all female entrepreneurs have access and possibilities to use it in a professional way. Also this could initiate a national network for female entrepreneurs, which could establish a political environment and grow new approaches and ideas in developing the business sector. As mentioned above, network between female entrepreneurs are very important. And this could develop to establish new international cooperation with female entrepreneurs from other parts of Europe.

There is no doubt that the local authorities needs support in the future in order to secure the conditions and the growth of women's economic empowerment. It is not in itself applying to all local authorities, and it is important to realize that changing systems, behaviors and attitudes take time and a persistent effort.

The training, the knowledge, the focus and the financial support from UNDP and EU seems extremely important in order to maintain the success already gained but also for the further development. The systems are still considered fragile in Montenegro.

## 5. Conclusions

The overall projective of the project aims to improve the status of women as reflected in personal integrity, economic advancement and political representation. The specific objective of the project is to strengthen capacities, improve mechanisms, advance policies and improve conditions for the implementation of the National Action Plan for Gender Equality in following three areas:

1. Violence against women and domestic violence
2. Political empowerment of women
3. Economic agenda for women

The project have succeeded in all the areas to strengthen capacity, improve mechanisms, advance policies and improve conditions for implementation of the NAP.

A part of the success is based on the fact that the grants are applied from the EU as a part of the integration process, which means it is taken serious by the political environment in Montenegro and therefore puts pressure for changes to happen regarding gender equality. Another important success factor is that the project has been developed and carried out with UNDP as the main facilitator because the UN system has a strong and professional approach on working strategically on improvement of gender equality and working closely together with the ngo sector as well as the governmental authorities.

The structures, the design and the implementation have been efficient and effective in order to address both the level of the beneficiaries and the overall structures and mechanisms, and the components are considered both relevant and adequate.

Especially regarding the political and the economical components, all the objectives, targets and indicators have been met.

The component on violence have some difficulties in reaching the objectives since the national database and the national SOS-line has not yet been established by the end of the project period, but it seems as both of them will be functioning during 2015.

In general the work on changing and developing mechanisms, structures and integrate new measurements on gender equality has been successful, but within all the areas, there are some points where the stability and sustainability are considered fragile and insecure. The lack of funding, training facilities, external focus and strong monitoring mechanisms might put the achievements so far at risk, if the process is not followed up and further strengthened.

Besides the recommendation listed beneath it is strongly recommended to ensure strong national monitoring mechanisms to track the progress and the lack of process in order to act properly in time.

On the component of violence against women it is recommended to continue the training of officials including social workers, police, judges, attorneys etc. and to develop it further. It is not at the level, where they can actually improve the situation enough to implement the legal framework. It is recommended to include their leaders in the trainings, since without the support of their own leaders, the competences are nor recognized neither used in proper manner.

Also, it could be considered to train health personnel in discovering violence and in how to report and how to address the presumed victim.

Public funding for the basic needs for the women's shelters and establishing more safe-places for victims, who are under threat and in danger, will be an important step.

Also secure funding for continuation of the process on awareness raising both in the public but also through the educational system in order to create the long term change of perception of violence against women.

And awareness raising amongst - especially the local - politicians could lead to a higher level of political demand and solutions - also on a local level.

A strong national monitoring system is crucial and it is not sufficient with the national database, which will register the incidents of reported violence. The monitoring system has to include the impact of the measures taken by the local authorities and the results of the protection on one side and the number of reported cases on the other side.

On the component of women in politics it is recommended to continue the support of the cross-political cooperation in the Parliamentarian Committee of Gender Equality which has been strengthened and gained new results regarding the amendment on the Election Law. This should be supported in the future by securing relevant topics to be addressed by the Committee and make sure that the Committee is provided with new political agendas and strategies by establishing cooperation with Gender Equality Committees from other EU countries.

The training of trainers have raised a new political consciousness among (some of) the Parliamentarians and it is recommended that the training will be supported in the future and that it will be mandatory for all Parliamentarians which will include the male Parliamentarians.

It is recommended that both the women's groups in the parties - but also other Parliamentarians - are offered some kind of connection with Parliamentarians in other EU countries to get inspiration etc. This does not necessarily means that everybody should travel abroad if funding is lacking, but cooperation could take place by e-mail and/or by inviting different interesting experts on gender within different areas to inspire and teach new approaches.

Gender sensitivity training of officials in the state administration and the ministries is also recommended especially due to the fact that the central machinery on gender equality is considered quite weak since the Department of Gender Equality only consists of three persons and all are quite new employed.

Also training at the local level is important. And it is recommended that three different sets of training will be developed and implemented. First, training of potential - and new - female candidates in how to promote their politics, their professional performance and how to secure gender sensitivity in their politics. Second, training of all local politicians in gender sensitivity in policies, planning and budgeting. And third, gender sensitivity training of officials and their leaders.

On the component women and economy it is recommended that the project will continue in other municipalities in the same scale.

In the future it is important to establish a strong monitoring system to secure that the local authorities continue to support women's entrepreneurship at least at the same level.

For the local authorities this means:

* to secure that training is offered on a regular basis.
* to secure small grants for new female entrepreneurs (500-2000 Euros)
* to make sure that the information on the trainings and the special measurements are communicated to all the potential female entrepreneurs
* to establish a place where the women can meet physically to network, share ideas and experiences. Network is crucial for these women, both when they start but also as they begin to grow their businesses. This is not only important for professional networking but also to strengthen their own confidence and inspire each other.
* to establish a physical place where the women can sell and/or exhibit their products. This can be open markets or a small shop, which also can be used as meeting place, as mentioned above.
* to monitor the special measurements for women and secure that they still apply to the female entrepreneurs
* establish mentoring for the women with more experienced (male) entrepreneurs
* establish networking amongst the municipalities to share good practice and results
* set up concrete objectives for the growth of the number of female entrepreneurs
* include the businesses and potential businesses for women in the local area in the policies and budgets for local development and entrepreneurship
* include female entrepreneurs in the decision-making bodies regarding regional development and business development

At the national level it is important that the access for small scale loans which apply to women, are established and that the terms and possibilities are communicated to the potential female entrepreneurs.

At the national level it is also important to raise awareness of female entrepreneurs by highlighting the importance related to the national economy and to secure that the visibility of the contributions from the female entrepreneurs is a part of the official policy. This includes that female entrepreneurs plays an important role in developing the business sector at the political level and that their ideas and interests are being taken into consideration. This could have a huge impact on the development of Montenegro's economical development. A think tank could be a possible start up with 50-50 representation from both genders. The issues could be discussing how to grow economy sustainable and inclusive at the national level.

Micro financing is good for starting up female entrepreneurship, but to create a more valuable growth on a long term basis, this is not enough. This means that women's roles in the national economy has to be taken serious and be integrated in national policies at the same level as their male business owners/developers.

Also the monitoring at the national level is crucial and especially to collect knowledge on the impact of the local measurements in order to share the knowledge and improve conditions in general are relevant methods.

The web-portal for the female entrepreneurs is a vital part in the further process. This is an easy opportunity for the women from all over the country to support, inter-act, be inspired and sell their products. The establishment of the possibility of selling through the internet will be another potential business factor, which should be exploited further - not only on a national, but also on an international basis. It is recommended that this portal is being developed further and that all female entrepreneurs have access and possibilities to use it in a professional way. Also this could initiate a national network for female entrepreneurs, which could establish a political environment and grow new approaches and ideas in developing the business sector. As mentioned above, network between female entrepreneurs are very important. And this could develop to establish new international cooperation with female entrepreneurs from other parts of Europe.

There is no doubt that the local authorities needs support in the future in order to secure the conditions and the growth of women's economic empowerment. It is not in itself applying to all local authorities, and it is important to realize that changing systems, behaviors and attitudes take time and a persistent effort.

The training, the knowledge, the focus and the financial support from UNDP and EU seems extremely important in order to maintain the success already gained but also for the further development. The systems are still considered fragile in Montenegro.

## 6. List of all the indicators of the project and their fulfillment

### 6.1. Violence against women and domestic violence

1. **The Code of Conduct for combating domestic violence prepared and submitted for adoption**

Result:

The Code has been officially signed by the Government officials and judges at the ceremony held on November 25, 2011.

1. **A centralized database on violence against women and domestic violence functional and comprising 100% of all cases reported**

Result: The work is still in process and the aim is to cooperate and integrate the database with other social indicators. The database is expected to be included in the regular working process of the Social Welfare Reform. The Social card is being introduced which will be umbrella system for all the data collection within the social sector. The work is still in progress.

1. **100% of all coordination meetings on cases of violence victims documented and registered in the database**

Result: Since the database is being integrated in the Social Welfare Reform with introduction of the Social Card, this indicator is now considered irrelevant.

1. **10 multidisciplinary teams established at the local level and delivering assistance to victims of violence against women**

Result: The establishment of the multidisciplinary teams is a part of the social welfare reform and they are established and functioning to a sudden level in some municipalities.

1. **A countrywide SOS hotline for victims of violence functional**

Result: SOS line is: national SOS line free of charge, 24 hours service; includes support in minority languages (Roma and Albanian), up to 40 min psychological consultations; data collection; reporting case of violence and supporting them through multi-sectorial process and data collection. Establishment of the SOS line for victims of violence will encourage partnerships between Government and NGOs where part of financial support for NGO work, besides resources for the clients’ free SOS line will be provided from the state budget. This requires advocacy work of UNDP Gender Programme and Department for Gender Equality. Advocacy work will be intensified as of Autumn 2013. To update-establishment of SOS line is in charge of the Ministry of Labor and Social welfare. The Programme provided expert support in preparing the proposal for establishment of the SOS Line, but the Ministry is late with establishing the line because of the process of the reform of social welfare system. The new Law of Social and Child protection stipulates adoption of a number of bylaws which would regulate the sphere of provision of social services, and since many of them are not adopted yet, the service of SOS line is on hold. However, intensive negotiations are currently ongoing, with the proposal from the Programme side, as to introduce SOS line as of 1st January 2015 as a pilot-project, until all the legislation is set in place.

1. **20 certified trainers (90% of members of multidisciplinary teams participating and certified in ToT)**

Result: The Gender Programme organized 2 trainings for trainers from police and centers for social work, who will further train professionals from multidisciplinary teams against violence in family. Teams will consist of professionals working in relevant institutions at the local level - police, centers for social work, courts and hospitals. The goals of 2 trainings were to strengthen internal capacities of institutions dealing with family violence to implement legal provisions and to use Code of Conduct in their everyday practice and to strengthen cooperation among institutions implementing the Code. The Gender Programme previously developed a necessary training material, including handbooks, brochures and training curricula.

1. **400 service providers/professionals trained in applying the Code of Conduct in their work with victims of domestic violence**

Result: The Gender programme announced the open call for NGOs to organize 11 trainings in 10 cities in Montenegro in which the centers for social welfare exist. According to the Law on

protection from family violence, centers for social wellfare are planned to be hubs for the work of

multidisciplinary teams. The 3 NGOs with the most significant experience in the area of violence

have been chosen to organize trainings – Center for Womens Rights, SOS Niksic and SOS Podgorica.

During November and December 2012, more that 350 professionals (police officers, social workers and health workers) have been trained to understand the Code of Conduct, to learn about the role of their institutions in prevention and protection of victims, as well as to understand the main principles of inter-sectorial cooperation.

1. **75% of women informed about service providers and institutional mechanisms assisting victims of domestic violence**

Result: It is not mentioned in the Progress Report 2014

1. **All teachers of civil education from elementary and secondary schools trained (2009:100 teachers)**

Result: In May 2014, the two one-day seminars for 40 teachers of civic education in elementary and secondary schools, on gender equality and prevention of family violence were held in cooperation with the Bureau for Education. There were 2 additional seminars in October 2014.

1. **100% of elementary and secondary schools offered lectures on domestic violence**

Result: Explanation for 10, 11, 12, 15, 16-Having in mind that during the reform of the curriculum for the two subjects-Civic education and Healthy life styles the topic of violence in family was integrated, the Gender Programme agreed with the Bureau for Education and the Ministry of HMR to give priority to the training of teachers of civic education.

When it comes to result 11 and 12-Since on average every second pupil chooses civic education as an optional subject, this implies that at least 50% of the students have raised their awareness on the topic of domestic violence.

1. **50% of all students in the final year of primary education (age 14 years) aware of all service providers and institutional mechanisms assisting victims of violence in their municipality and aware how to appropriately act when witnessing domestic violence**

Result: See under 10.

1. **50% of all students in the final year of secondary education (aged 18 years) able to identify at least five signs of domestic violence**

Result: See under 10.

Other activities, which are not included in the indicators, are:

**13. Prepare a baseline study on violence against women and domestic violence**

In Montenegro there has never before been conducted a baseline study on violence in the family. The study contained four segments: 1) desk study on legal and institutional framework for combating family violence, 2) public opinion poll among 1100 citizens of Montenegro 3) structured interview with 100 victims of violence and 4) two case studies that illustrate functioning of the system of protection and support to victims. The main findings showed that 92% of citizens believe that domestic violence exists in Montenegro and that victims of domestic violence are usually women and children, while men are recognized as violators. Citizens perceived the following factors as causes of domestic violence: abuse of power by family members (29%), addiction diseases (22%), economic crisis (21%), and patriarchal society (18%). The study clearly showed that people are not familiar enough with competences of institutions dealing with protection of victims of violence, since they believe that the police and social care centers should be addressed while they neglect the work of courts and prosecutors. Also, they equalize the role of non-governmental organizations and social care centers in the process of protection of violence victims.

**14. Establish regular coordination meetings of all parties involved in assistance aimed at victims of gender-based violence.**

Result: Coordination is enabled through advisory boards for violence, as they comprise all the stakeholders which are involved in the assistance to victims of violence.

**15. Develop a training module for elementary and secondary teachers and psychologists on preventing and combating domestic violence and violence against women and girls.**

Result: See under 10.

**16. Include the topic "Domestic violence and violence against women and girls" in the curricula of elementary and secondary schools.**

Result: See under 10.

**17. Develop the idea and the ToRs for a public awareness campaign on domestic violence and violence against women and girls and 18. Employ the agency to conduct a national-wide awareness campaign.**

Result:

In 2011, the Programme team concluded that campaign “16 days of activism against violence against women”, which is organized every year from November 25 to December 10 represents a good momentum to promote the new Law on protection from violence in family and the Code of Conduct.

NGO activities have been successfully conducted during the campaign period and draw high attention of the general public. All national media and local media covered NGO activities.

In 2012, based on the findings and recommendations of the Gender Programme research on family violence, the national-wide campaign against family violence and violence against women has been designed and realized between November 26 and 10 December. Target Audience was general public in Montenegro – ordinary citizens, witnesses of family violence (family members, family, neighbors, friends, coworkers) and victims of family violence, as well as institutions dealing with protection and providing support to the family violence victims and NGOs. The Campaign slogan was `Speak louder than silence. Stop family violence`.

In February 2013 Gender Programme participated in the global campaign against violence over women „One billion rising“.

In November-December 2013, the campaign “16 days against violence against women“ covered the following activities:

a) Cooperation with the Parliament of Montenegro in organizing the control hearing of the Minister of Labour and Social Welfare Predrag Bošković, MA; the Assistant Minister of Health Mensud Grbović, MD; and the Director of the Police Administration Slavko Stojanović, on the topic – Implementation of the Strategy on Protection against Domestic Violence 2011 -2015, during the nineteenth meeting of the Gender Equality Committee of the Parliament of Montenegro

b) Celebration of the International Human Rights Day

c) Meeting of the Political club to fight against domestic violence

In February 2014, GP participated in the global campaign against violence against women “One billion rising”. Support was provided to NGO Shelter to organize activities within the campaign-public dancing at the square and theater performances.

**19. Organize campaigns on domestic violence and violence against women and girls in Roma settlements in close cooperation with NGOs working with and in Roma settlements.**

Result: Will be implemented during November 2014.

**20. Conduct annual assessments of knowledge, awareness and attitudinal change through standardized interviews.**

Result: It is currently in the final phase and will be presented during the campaign in November 2014.

### 6.2. Political empowerment of women

1. **At least 50% of the political parties represented in the parliament having gender-sensitized programmes**

Result*:* In order to better prepare political parties for more substantial work with potential members of political parties and strengthening their existing woman’s groups, national consultant has been engaged to conduct in-depth assessment of political parties’ programs and statutes, to analyze existing practices for recruitment of female members and to propose adequate measures for increasing percentage of women in politics. This study will enable better understanding of the entry points as well as barriers to the empowerment of women and the possibility that parties as political power stakeholders introduce affirmative action's within their own structure, being fully aware of the political benefits for them from this process. The results of the study have been shared among partners and served as a base for preparation of the training programme for political parties participating in local elections in Tivat and Herceg Novi. Currently there are 9 parliamentarian parties in Montenegro out of which 7 have integrated gender equality principles in their programme and 8 of them have established women's groups.

1. **20 members of the parliament certified as trainers**

Result: In order to strengthen capacities of political parties to be gender-sensitive and to act in accordance with the gender equality principles (1st module)was organized from 25 to 29 June 2012 The trainers are expected to upgrade internal capacities of political parties and create conditions for further transmission of knowledge and experience related to gender sensitive and gender responsive policies to male and female party members. This comprehensive training program was attended by twenty (20) trainees, facilitated by an experienced team of international experts. It was designed in a way to provide participants with necessary knowledge and skills and get an insight into best European practices in this area. The process of education and building capacities of women politicians has been continued with the new training cycle which included Training of trainers on technical skills, and Training of Trainers on advocacy and public presentation skills. In the period April – May 2013 the new training cycle was designed with support of recruited international consultant. Training was designed with aim to upgrade 20 selected trainers’ training skills, as well as their ability to use techniques of advocacy and public presentation. All trainers have been tasked to organize at least one training for women in all political parties through which trainers gained their first practical experience. Self -evaluation from these trainings have been basis for follow up training on public advocacy held from 28-30 June 2013 (3rd module).

These educational activities were coming in quite right timing for many political parties:

- DPS established party women’s group ZAD on May 24th and they would need to start with internal educational and capacity building process;

- SNP Party bodies have agreed to women’s initiative to introduce new party architecture - Women’s Congress and Women’s associations at National and local levels with political program, as well as proportional financial the party for their work.

- SDP experiences strong internal struggle between Women’s Forum and other party organs in regard to position of the women’s organizations and their participation in party life;

- DF consists of political parties which are still at very basic level of women’s political empowerment where some do have newly established women’s associations such as NOVA while other parties do not.

- POZITIVNA is youngest parliamentarian political party with strong gender orientations and high women participation. Still they do not have organized group or structured work on this matter.

In such ambient Gender Programme provided all political parties with trainers who passed intensive training process and who will be able to deliver basic gender training programme within their political parties and generate discussions on gender equality and women’s political work that would differ significantly from the current level. It is expected that this educational process and in-parties awareness work on women’s participation will upgrade women’s political work in long track and will align it with citizen’s expectations as per finding in our survey on political participation of women. Parallel to that, we have organized individual consultations, in order to prepare female political groups in all parliamentarian political parties to advocate for change in their internal party gender policies. Consultant used the main findings of the research that has been done last year, which identified the entry points for advocacy for each of the political parties in Montenegro. This will be useful platform for women to prepare for local elections coming late this year or beginning of 2014 latest.

On October 25-27th 2013, additional training was organized on the techniques of public appearance (4th module). The seminar was aimed at gathering formerly delegated representatives of parliamentary political parties in Montenegro that participated in previously organized training programs: „Gender equality and the role of politicians“ June 2012, „Training for trainers-technical skills“ May 2013, „Advocacy and lobbying“ June 2013. The focus of this seminar was put on the skills of public appearance and speaking and public relations that are an important part of a job of politicians.

1. **Training manual developed for the empowerment of women in Parliament**

Result: Five modules have been developed and used for the training of female parliamentarians mentioned above. The modules included training in gender equality, training techniques, public presentation skills and advocacy and lobbying.

1. **Amendments ready for adoption**

Result: At the Conference "Women in politics" issue of political processes and introduction of quota have been raised. In cooperation with all present representatives of all parliamentarian political parties, the Gender Programme team and Department for Gender Equality have worked to develop joint Electoral Law and amendment for the introduction of quota. With support of regional experts amendments have been drafted and later have submitted it to the Parliamentarian working group under the strong political pressure and non-supportive environment. Amendments were discussed by Parliamentarian working group.

1. **3 measures to overcome capacity gaps in parliamentary political parties proposed and submitted for adoption**

Result: One amendment was submitted and adopted. The other two measures are still in progress in Parliament, but are not close to be adopted.

The changes to the Electoral Law have been introduced on March 30, 2014. As a result of the advocacy efforts, the Article 19 and Article 49 brought the requirements related to sequence at the candidate lists, as well as related to replacement of members of parliament with the member belonging to the same gender:

Article 19:

“For the purpose of exercising the gender equality principle, there shall be no less than 30% of candidates of less represented gender in the candidate list.

In the candidate list among each four candidates according to sequential order in which they are listed (first four candidates, next four candidates etc. to the end of the list) there shall be at least one candidate of less represented gender.

The candidate list that fails to meet the requirements referred to in paragraph 1 and 2 of this Article shall be considered to contain flaws preventing it to be declared a candidate list, and the submitter of the list shall be invited to remove the flaws of the list, in accordance with this Law.

The submitter of the candidate list that fails to remove the flaws referred to in paragraph 2 of this Article shall be denied the declaration of the candidate list by the election commission in accordance with this Law. “

Article 49:

“If the term of office terminates for a councilor or representative of less represented gender, the first following candidate from the candidate list of less represented gender shall be elected to replace him.

If on the list of candidates from which the councilor or representative was elected there are no more candidates of less represented gender, the first following candidate from the list shall be elected”

1. **20 trained NGOs/CSOs monitoring elections**

Result: Two NGOs are monitoring elections and have been included in a training programme by UNDP Regional Centre in Bratislava.

Other activities, which are not included in the indicators, are:

7. **Conduct desk survey on best EU practices with regard to political empowerment of women, including quota introduction**

Result: The study was conducted by a national consultant. The goal of this document is to offer an overview of the best European policies that lead to the strengthening of women’s political participation, including the impact of quotas. The overview is based on the standards established by the most relevant international organisations, as well as on revealing practices of individual countries and their legal frameworks which could be taken by Montenegro as useful lessons learnt. Moreover, the document offers a view on current state of affairs within Montenegrin policies, practices and statistics that should serve as food for discussion in Montenegro on the best mechanisms to encourage women’s participation in politics and attain gender balance in representation.

**8.** **Support the establishment of cooperation with identified entities that are appropriate partners with a good track record regarding political empowerment of women in the EU countries.**

Result:

Indicator 8 is linked to indicator 10, and linked to visit of Aleksandra Cas Granje and TAIEX conference which has been reported in Progress report as an additional activity

**9. Establish partnerships with representatives of various parties identified as appropriate partners with a good track record regarding political empowerment of women for information exchange and training**

Result: The Programme team and UNDP representatives met with parliamentarian political parties’ leadership of the DPS, SNP, PZP as well as all 10 women parliamentarians to discuss the possibilities of introduction of 30% quota for women in the Electoral Law.

**10. Organize training and exchange of lessons learned by local NGOs/CSOs, regional partners and partners of EU member states (in Montenegro)**

Result: The conference „Political participation of women as a factor for societal development“, was held on December 10-14, 2011 in Budva. Representatives of political parties for Montenegro and the region, relevant parliamentary and governmental bodies for gender equality, NGOs and media were invited to participate at the conference, to share their practices and to support the process of political empowerment of women in Montenegro.

**11. Prepare and conduct promotion and advocacy of the affirmative action's, taking into consideration lessons learned by local, regional and international partners**

Result: Demanding political processes and high political pressures to gain agreement about Electoral law in the requested timeframe by EU have not been friendly environment for positioning the discussions and appeals about quota for women. NGO support was gained in the form of petition signing and more than 30 respectable and publically recognized NGOs have supported this initiative. Last, but not the least, the Programme team organized a wide advocacy campaign for implementation of quota. Within the campaign significant support gained from the Academic and science community in Montenegro. 242 professors from three Universities in Montenegro signed petition for the introduction of affirmative action of 30% quota for women in the Electoral Law. This was communicated to the Speaker of the Parliament and working group on electoral law through public addressing of all 10 women MPs pointing out historically appealing support of academics.

**12. Organize advocacy study tour with political party leaders/representatives to one European country**

Result: Gender Programme organized a study visit of members of Montenegrin political parties to Slovenia. The purpose of the visit was that both women and men politicians from Montenegro broaden their knowledge and exchange experience about processes and changing dynamics which can occur due to introduction of formal requests for greater participation of women in politics. The visit was evaluated as very successful, both in terms of the programme and the composition of Montenegrin delegation. It was shown that the gender equality issue is one of the issues around which, in many aspects (participation of women in decision-making, equal pay for equal work, violence over women, the need for public care for children and all who need it) a wide political consensus can be reached, even though challenges are many.

**13. Establish a network for the political empowerment of women with interested NGOs and CSOs**

Result: In the period of September through November 2013, the GP organized a series of meetings with stakeholders aimed at advocating for improving affirmative action for the increase of women participation in politics. The campaign consisted of direct meetings with political parties, representatives of international organizations, presentation of the proposals for amendments of the Electoral Law in the Parliament, etc. GP also supported coalition of NGOs to develop a joint press release related to introduction of additional legal mechanisms to guarantee 30% of women in the Parliament.

**14. Conduct advocacy campaign for the introduction of affirmative action in electoral system**

Result:

First intervention related to this programme line was the comprehensive assessment of political participation of women in Montenegro.

Second activity was support to the International Conference "Cetinje Parliamentary Forum: Women, Peace, and Security – Two Years Later”.

Third activity within this campaign is that in the period of September through November 2013, the Gender programme organized a series of meetings with the aim of lobbying for improving affirmative action for the increase of women participation in politics.

The fourth activity- Meeting organized between the Committees for Gender Equality, Human Rights and European Integration and Alexandra Cas Granje, Director for Enlargement of the European Commission at the Parliament of Montenegro.

The fifth activity- On November 27-28 2013, the two-day international workshop was organized in partnership between the EU TAIEX Unit and the Gender Programme IPA 2010.

The sixth activity was an educational seminar on gender equality and women’s political empowerment was organized. The event gathered representatives of political parties and parliamentarians. It was conducted by trainers from political parties as a part of the overall efforts of GP to support the process of political empowerment of women.

In the period January – June 2014, GP worked on sustainability of results and conclusions from the two-day international workshop which was organized in partnership between the EU TAIEX Unit and the Gender Programme in November 27-28 2013. The main aim of these activities was to initiate broader discussion in the region related to gender equality and its correlation with the development priorities and current political discussions on national and local levels.

### 6.3. Economic agenda for women

1. **Comprehensive researches on women entrepreneurial status, on potentials and barriers for women businesses in Montenegro developed**

Result: A comprehensive research has been conducted by a national consultant and was published in December 2011. The analyses showed that women`s entrepreneurship status were covering three categories of potential female entrepreneurs – unemployed, employed in the public sector and women from villages. Assessment included individual and social barriers, like motivation factors and learning needs, as well as institutional and systemic barriers, like problems in accessing credits due to requirements related to collaterals, or inadequate institutional support, lack of entrepreneurs’ networks, etc. On the other side, the GP also analyzed existing opportunities for financial support in Montenegro, including credit lines for women offered by Investment Development Fund and commercial banks.

The analyses showed that although entrepreneurship potential in Montenegro is very high, there are serious barriers both at the level of society (stereotypes, patriarchal mentality, lack of entrepreneurial motivation, lack of family support, but also serious lack of knowledge and skills necessary for entrepreneur, etc.) and institutional/systemic levels. The last one is mainly related to the fact that only neglecting percentage of women can afford available IRF and bank credits because they cannot offer collaterals, and because they don`t have adequate support during the implementation of their business plans. As a consequence, sustainability of female business is questionable and risky and represents additional demotivating factor for potential entrepreneurs. Based on the main findings of the assessments and recommendations related to more substantial support to development of entrepreneurial skills and necessary institutional infrastructure at the local level, GP partners agreed that it is necessary to rethink the detailed GP activities and to try to find some sustainable solutions at the local level.

1. **Assessment on educational needs of women in pilot municipalities developed, followed with the individual plans for enhancing women’s entrepreneurship skills**

Result: Within the component related to economic empowerment of women at the local level, the Gender Programme supports development of women entrepreneurship at the local level through introducing supportive measures that will allow individual approach to clients and continuous consultation and mentorship. These measures will be piloted in 3 municipalities - Cetinje, Mojkovac and Kolasin, while Pljevlja will be covered in the next phase. Measures include training, mentorship, direct supervision, training for self-evaluation, etc, aimed to develop necessary business skills. Besides, entrepreneurs will be supported in networking and supporting each other, as well as in thinking strategically about innovations that can allow them to keep and to advance their position at the market.

1. **Tailor-made educational programs for women in target municipalities delivered, at least 30 women per municipality**

Result: Building the skills and knowledge of existing and potential women entrepreneurs through seminars and Mentorship support. From January to March 2013, programme teams were formed in Cetinje, Kolasin and Mojkovac. Each team is composed of GP-contracted consultant and NGO/s, as well as local coordinator who will mobilize women to participate in the program. The teams conducted research of the educational needs. The research indicated that entrepreneurship in the three municipalities involved was in the highest numbers in interested women of age 41-50 years, who have a degree or average professional aptitude and unemployed, or who work for an informal business. When considering areas of future employment, the three stand-out positions were: production of souvenirs, village tourism and food production (milk products, drying of medical plants or fruits). Results of the first phase of the programme were presented to local government officials in the beginning of April and the second phase of the programme (trainings, information meetings, mentoring and study visits) were presented. Educational phase will encompass general entrepreneurial skills and also specific training courses, especially designed to meet the needs of women in all three municipalities.

In the period April-May, partnering three NGOs (ZOPT, RRA and Business Center Bar) organized training courses in order to help women achieve basic entrepreneurial skills. The participants of these courses have also been able to attend trainings for specific jobs (which they would have chosen during the aforementioned research of educational needs). The training of general entrepreneurial skills encompassed the following topics and subjects: administrative procedures, opening and registration of business, terms of lending and financing, management, marketing skills, formation of a business plan, administrative skills, as well as communicative skills and the incitement of teamwork. Topics of specific training courses are: technology or production and storage of cheese, organic production, standards and branding, care for guests – village tourism. Mentoring will be carried out for the following subjects: confectionery, licensing of food, tourism, production of organic cosmetics and soap.

In addition, series educational and informational open-form meetings were used to discuss the following topics: financing entrepreneurship, possibilities for networking and mutual support of related or connected jobs, as well as ideas which are current and topical in regard to the local development. Educational and informative meetings gathered all local stakeholders (business, local civil servants, citizens, representatives of banks, NGOs, etc.) and in all three municipalities are dedicated to the following subjects: organic food production, MIDAS and other IPA funds, networking and cooperation with subcontractors, possibilities for lending, business incubators, regulations and taxes, drying and production of medical plants and fruits, and connecting with alignments of employers. In the scope of the program, there will also be organized visits to successful small and mid-sized companies, and successful businessmen and businesswomen will offer their voluntary contribution to the whole process, enabling future entrepreneurs through mentoring and advising.

In the second phase the training of general entrepreneurial skills (administrative procedures for opening and registration, credit terms and financing, management, marketing, business plan development, communication skills, etc.), as well as for specific knowledge of the application of future entrepreneurs (souvenirs, organic farming, rural tourism, etc.) was organized for the three municipalities.

In the third phase, the individual work with each of the women was going on in order to fill the knowledge gaps and to help them better understand necessary steps for realization of their business ideas. During this period, informative and educational meetings and visits to the successful entrepreneurs were organized in order to encourage networking at local, regional and national levels.

1. **At least 15 women per municipality developed business plan by the end of the project**

Result: Result: Strengthening of capacities of the existing infrastructure in municipalities through on-job training of local employees, in order to make them capable to offer continuous advice and support to entrepreneurs. Through this activity, the GP aimed to initiate the process of upgrading the skills of local administration to work with local women on development of their entrepreneurial potentials. Also, GP`s intention was to make the local authorities more aware that women entrepreneurship could be the significant contributor to local economic development. Last but not least, the GP aims to ensure sustainability of program results after the end of the program. In order to have detailed insight into the business procedures at the local level, and more importantly the obstacles women face when applying for various licenses, analyses of local development plans and local administration procedures were conducted and the municipalities were asked to delegate one local employee to serve as a contact-person during the program implementation. Also, all municipalities selected local employees to participate in the trainings together with the group of women, in order to upgrade their knowledge and skills related to work with clients. At the end of the training program, consultants, in cooperation with the local employees who attended the seminars, have developed the plans for every individual women related to further implementation of the business plans. In these documents, the role of the municipalities has been clearly indicated.

In the four pilot municipalities at least 15 women have completed a business plan. The exact numbers are 16, 18, 16 and 19.

1. **Individual mentorship plan for women developed in close cooperation with local government**

Result: It is included in indicator 3.

1. **At least 10 women per municipality submitted their business plan to financial institutions, donor organizations and other available financial sources or registered their business by the end of the project.**

Result: At “Women’s Entrepreneurship Open Day” 54 women presented their business plans for potential investors.

Other activities, which are not included in the indicators, are:

**7. Strengthening of capacities of local community and civil society organizations (local NGOs and media) to raise public understanding and support to women entrepreneurship, to help in motivating potential entrepreneurs, to support networking, etc.**

Result: The first activity was organization of the round table on women’s entrepreneurship in Montenegro. The roundtable was attended by representatives of the banks, micro-credit institutions, Investment-Development fund of Montenegro and the line ministries. The aim of the round table was to open a dialogue in order to define the best strategy for the development of women’s entrepreneurship in Montenegro.

As a second activity, conference “Women to politics, politics to women” was held. The Conference addressed the issues of gender-sensitive policies in the Montenegrin economy and women’s entrepreneurship as a response to unemployment, poverty. The special emphasis was put on the entrepreneurial potential of rural women. The Conference resulted in a list of 14 different recommendations.

**8. Coordination meetings of all stakeholders**

Result: The Women Entrepreneurship Open Day was organized by the Gender Programme IPA 2010, Montenegrin Chamber of Commerce, Montenegrin Employers Federation and Montenegro Business Alliance. The aim of the event was to enable direct contact and cooperation between representatives of business sector and women who are starting their own businesses, in order to facilitate networking, information flow and expression of interests for financing some of 54 business plans that were presented at the event. Business plans were developed by women from 4 municipalities in Montenegro. 54 women had the opportunity to showcase their businesses after the conference and participants had the opportunity to try their products. Women entrepreneurs present at the Women Entrepreneurship Open Day had a chance to negotiate with potential investors and buyers and gain more visibility for their businesses.

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**9. Visibility**

Result: In order to secure visibility of the program for economic empowerment of women, as well as in order to secure sustainability of the program, the GP team agreed to develop the web portal where women will present their business ideas to the potential donors. Portal will contain 3 areas: Business idea area (where women will present their business plans and needs for funding), Success stories area (where women who already received funding will present their business, cooperation and their story on how they have attracted the donor), Business Shop area (women who have product to sell will have their product placed in the shop – where other businesses or individuals can buy directly from the supplier). All three areas are necessary in order for web portal to become interactive and frequently used tool.

## 7. List of persons interviewed

Ana Nikolic, Deputy Mayor of Cetinje, Municipality of Cetinje

Ilmira Lika, Former member of local government for 8 years

Biljana Pejovic, Head of the Gender Equality Department

Irena Boskovic, Former Head of the Gender Equality Department

Ivana Rascanin , Social worker, Coordinator of multidisciplinairy team, Center for Social Welfare, Podgorica + Danilovgrad

Jelena Krivcevic, Director of NGO ``Regional Development agency for Bjelasica, Komovi and Prokletije``

Maja Ikevari , Chief administrator, Mojkovac Municipality

**Nada Drobnjak, MP, President of the Parliamentarian Committee for Gender Equality**

**Slavko Milic,** Head of the Department for family violence, Police dep Niksic

Snezana Jonica, Member of Parliament, representative of the SNP opposition party

Tatjana Perovic, Member of local government, Podgorica, President of women’s group

Maja Raicevic, Director of NGO, Center for Women's Rights (name of the center?)

Mladenka Tesic and Dawn Aidie Baird, Delegation of EU to Montenegro (What are their correct titles?)

### Miodrag Dragisc, Assistant Resident Representative and Social Inclusion Team Leader, UNDP Montenegro

Kaca Djurickovic, Gender Programme Manager, UNDP Montenegro

Sanja Elezovic, Technical Advisor, Gender Programme, UNDP Montenegro

Vanja Scepovic, Gender Project Coordinator, UNDP Montenegro

## 8. List of documents analyzed

* Grant Application IPA 2010 (original)
* Corrected Grant Application IPA 2010
* Annual Narrative Report June 2014
* National Action Plan for Gender Equality 2013-2017
* Protocol on actions, protection from and prevention of domestic violence in English
* Study on family violence and violence against women in Montenegro, 2012
* Research on Women entrepreneurship in Montenegro, 2011
* Study in Attitudes toward women in politics in Montenegro, 2012
* Gender segregated statistics on beneficiaries of IPA 2010
* Gender segregated statistics on elections in Montenegro
* Gender Equality Index, EU
* www.me.undp.org
* Report on the implementation of the (CEDAW) Convention from Montenegro, 2010
* Concluding observations of the Committee on the Elimination of Discrimination against Women in Montenegro, 2011