

## **Standard Summary Project Fiche – IPA centralised programmes**

### **Project fiche: 4**

#### **1. Basic information**

##### **Background:**

**1.1 CRIS Number:** 2010/022-154

**1.2 Title:** Gender Equality

**1.3 ELARG Statistical code:** 01.36 – political criteria

**1.4 Location:** Montenegro

##### **Implementing arrangements:**

**1.5 Contracting Authority:** Delegation of the European Union to Montenegro

**1.6 Implementing Agency:** N.A.

##### **1.7 Beneficiary**

Ministry of Human and Minority Rights  
Department for Gender Equality

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##### **Costs:**

##### **1.8 Overall cost:**

778,000.00 Euro

##### **1.9 EU contribution:**

700,000.00 Euro

##### **1.10 Final date for contracting:**

Two years from the date of the signature of the Financing Agreement

##### **1.11 Final date for execution of contracts:**

Two years from the final date of for contracting

##### **1.12 Final date for disbursements:**

One year from the final date of the execution of contracts

## **2. Overall Objective and Project Purpose**

### **2.1 Overall Objective:**

The status of women – reflected in personal integrity, economic advancement and political representation – has improved.

### **2.2 Project purpose:**

Strengthened capacities, improved mechanisms and advanced policies improved the conditions for the implementation of the three specific components of the National Action Plan for Gender Equality:

- Violence against women and domestic violence;
- Political empowerment of women, and
- Economic agenda for women

### **2.3 Link with AP/NPAA / EP/ SAA**

The European Partnership lays particular emphasis on the adoption and implementation of anti-discrimination legislation. It is provided in chapter 2: Human Rights and Protection of Minorities under point 5: Adopt comprehensive anti-discrimination legislation.

Chapter 1.2 Human Rights and Protection of Minorities, point b) Gender Equality of the National Programme for Integration (NPI) 2008-2012 addresses the legislative and institutional framework and envisages short- and mid-term priorities aimed at the strengthening of the capacities of the institutional mechanisms for gender equality and for the implementation of the National Action Plan for the Achievement of Gender Equality.

The 2008 Progress Report stresses in Chapter 2.2 Human Rights and Protection of Minorities – Economic and Social Rights that efforts need to be continued to improve the protection from and raising awareness of gender-based discrimination, in particular on the labour market. According to the report domestic violence remains a cause of concern.

In its Article 79 – Working Conditions and Equal Opportunities the **SAA**, stipulates the harmonisation of legislation in the field of working conditions and equal opportunities, and stresses the commitment for the protection of human rights.

### **2.4 Link with MIPD**

The objectives of the 2009-2011 MIPD emphasise the improvement of the protection of human and minority rights, that is that further progress should be made in social inclusion, anti-discrimination and improved employment rates of youth, women and disadvantaged groups.<sup>1</sup> Furthermore, specific attention will be paid on equal opportunities and equal participation as a cross cutting issue.<sup>2</sup>

### **2.5 Link with National Development Plan**

N/A

### **2.6 Link with national/ sectoral investment plans**

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<sup>1</sup> MIPD 2009-2011, Expected results and indicators, page 17.

<sup>2</sup> MIPD 2009-2011, Annex 4, page 31

This project is based on and linked to the National Action Plan for the Achievement of Gender Equality, which was adopted by the Government of Montenegro on 31 July 2008. More concretely, the project is linked to three of the strategic goals defined by the NAP: eliminate all forms of domestic violence against women and girls (4.4), equal participation of women and men at all decision making levels (4.6), , and equal access of women and men to economic resources and creation of equal opportunities in its usage (4.5). The NAP represents the basic document for the implementation of the gender equality policy in Montenegro. The three strategic goals envisage different measures to achieve gender equality.

Chapter 5.3.4. Equality and Social Protection of the National Strategy for Sustainable Development<sup>3</sup> provides for activities aimed at the elimination of inequality and social exclusion.

The objective 3.1. of the Strategy for Employment and Development of Human Resources 2007-2011<sup>4</sup> envisages the improvement of women's employment.

The National Action Plan for Youth<sup>5</sup> foresees the decrease of prejudices and the acceptance of national, religious and cultural differences among the youth.

### **3. Description of project**

#### **3.1 Background and justification:**

Despite the upward trend in human development indicators and the economy, not all sectors of society have benefited, and a rise in gender inequality was one of the visible signs of transition<sup>6</sup>.

In Montenegro, women have never had equal conditions for realizing their human rights and opportunities to contribute to national, political, economic, social and cultural development, and consequently to benefit from it. Furthermore in the past two decades due to crisis, instability, economic transition and dramatic social changes, the position of women has significantly deteriorated. While 51.8% of the population is female, only 11% of the seats in the National Parliament are held by women, only 7% of the councillors in the local parliaments are women; out of 17 ministers only one is a woman, while one out of 21 mayors is a woman.

In addition, according to the data of the Department for Gender Equality in the Ministry of Human and Minority Rights, 39.5% of all employees are women, out of whom only 7.2% are performing managerial tasks. 8% of the women in Montenegro are co/owners of their homes/flats, 6% are car owners and 1% are business or company owners<sup>7</sup>. As a consequence, women experience discrimination with respect to income, opportunities for professional development, career promotions, etc<sup>8</sup>. High disparities in ethnic, economic and social terms are evident between different regions in Montenegro. Northern Montenegro is perceived as

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<sup>3</sup> Adopted by the Government of Montenegro in February 2007

<sup>4</sup> Adopted by the Government in August 2008

<sup>5</sup> Adopted by the Government in October 2006

<sup>6</sup> The official poverty line in Montenegro in 2008 was established at €144.68 per person per month. In 2005 and 2006 almost 71 000 citizens lived in poverty. In addition, there is a high percentage of citizens concentrated around the poverty line. It is estimated that a 20% increase in the price of basic goods and services would force many of these people into poverty, effectively doubling the poverty rate.

<sup>7</sup> Office for Gender Equality Survey 2007

<sup>8</sup> Poverty is highest among minority groups (in particular, the Roma, Ashkaelia and Egyptians), among refugees and women and children, NHDR Report 2008.

more traditional and conservative in comparison to the central and coastal regions; it is traditionally less developed and has the lowest average income per capita. . There are fewer job opportunities in the north, and less concentrated investments in infrastructure and development. Only 30% of the women in the North are employed against 45% in all Montenegro.

Furthermore, CSO surveys show that every third women is exposed to physical violence. The number of cases reported to the police remains small, but has increased by 7.3% in 2008<sup>9</sup>. Victims' environments provide only poor support resulting in victims' reluctance to report family violence, while the number of murders committed as an end of long-term family violence has increased in the last 5 years.

There is a general understanding that three of the main causes for the slow progress in achieving gender equity are:

1. lack of strong political commitment to address this issue through empowered gender mechanisms and gender sensitive policies and politics;
2. lack of an effective and efficient implementation of the Gender Equality Law (GEL) and the National Action Plan for Gender Equality (GNAP) that would mainstream gender issues within the whole legal and policy system as well as nationwide development interventions. Ultimately, GEL would enforce an in-depth review of legal norms and regulations from a gender perspective, and would identify empowerment indicators for programmes, legislation and policy. The implementation of GNAP would contribute to the improvement of the status of women in Montenegro in a measurable way;
3. donors' policy to rather mainstream gender in their work than to focus on the empowerment of women that remained under-positioned and neglected in social development and therefore suffer under numerous discriminatory practices.

There are two institutional gender mechanisms at national level,

- the Department of Gender Equality within the Ministry of Human and Minority Rights (formerly the Prime Minister's Office for Gender Equality, established in 2003), and
- the Parliamentary Committee for Gender Equality, established in 2001.

The Department for Gender Equality has been an engine for the development of the strategic framework for achieving gender equality by development and advocating for the Gender Equality Law and National Action Plan<sup>10</sup>. The Parliamentary Committee, on the other hand, has unfortunately neither been active for the last six years, nor did its members introduce gender issues in the parliamentary debates.

There has been a weak, almost non-existing cooperation between the two gender mechanisms in this period. Only since the establishment of the new Parliament in May 2009 a new Chair of the Committee has been appointed and expectations have been raised in regard to more fruitful and effective cooperation.

The prerequisite for the implementation of the Gender Equality Law and the National Action Plan is an institutional and cultural transformation process that should include the elimination

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<sup>9</sup> EU Progress Report, December 2008

<sup>10</sup> Annex 4

of gender biases in national development frameworks, as well as the incorporation of gender awareness into policies, programmes and institutional reforms. Furthermore, the capacities of the Gender Equality mechanisms need to be significantly increased and strengthened in terms of financial and human resources - currently the Department of Gender Equality employs two persons, while an organizational management study has shown that at least seven people should be employed to cover the full scope of work - for the implementation of the domestic laws and policies and ratified international conventions.

The achievement of real gender equality is the implementation of the vision of Lisbon.

The goals of the EU Roadmap for Equality between Women and Men (Gender Roadmap) are: equal economic independence for women and men; reconciliation of private and professional life; equal representation in decision-making; eradication of all forms of gender-based violence; elimination of gender stereotypes; promotion of gender equality in external and development policies. The Roadmap is a commitment for the achievement of equal opportunities and for each of the aforementioned area it identifies priority objectives and actions. Thus, this Roadmap represents the Commission's commitment to drive the gender equality agenda forward, reinforcing partnership with Member States, and other actors.

Therefore UNDP will provide support to the Department for Gender Equality to develop a strategic and sustainable, concrete and measurable approach to law enforcement, political and economical empowerment of women and decrease of violence against women and domestic violence. UNDP will pay special attention to assist in bridging the gap between capacities of Government, Parliament, private sector and NGOs in addressing gender adequately and in meeting EU accession conditions by developing gender sensitive tools to monitor progress and ensure accountability.

### **3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact**

The Gender Equality Project aims to contribute to the improvement of status of women reflected not only at the strategic level, but at the very operational, daily lives of women in Montenegro.

- a) Primary beneficiaries of this project will be victims of family violence who, through this project, will be provided with systematic support and protection from the perpetrator. This will mean in practice that Montenegrin citizens will be informed about the establishment of an SOS telephone line with a number valid for the whole country that can be called for free. Certified activists will provide advice and professional support to victims and will initiate institutional support and protection within 24h.

In order to ensure a smooth, fast and victim oriented service and support of this kind, secondary project beneficiaries will be following institutions:

Ministry of Social Welfare, Centers for Social Welfare, Ministry of Health, Medical Centers in all municipalities, Directorate of Police and all municipality security centers, prosecution and courts. These institutions will directly benefit from defining and standardizing institutional guidance for cases of family violence. In addition, the Code of Conduct will guarantee the standardization of reporting; provide formats for the cases of violence and for all stakeholders, a centralized data base, communication lines between institutions and regular

coordination meetings. All this will ensure quick and adequate support and protection of victims of family violence.

Such a close standardized and regular cooperation of multi-task-teams at national and local level will permit regular monitoring and evaluation of this new victim support and protection system, and allow for improvements on the basis of lessons learned. It will also allow an accurate data collection, more efficient court protection of victims of gender based violence and victims of domestic violence and therefore a stronger impact on the prevention of such cases in future. An awareness campaign will contribute to achieve these results.

Best regional and EU practices have proven that such a coordinated system ensures the best protection for victims of violence. Beside the development and introduction of the Code of Conduct in cooperation between institutions, there will be a training and educational component aimed at increasing capacities of institutions as well as of individuals that will be trained to pass their knowledge within their institutions. Such an approach provides sustainability, furthers synchronization and is a precondition for high professional standards, even beyond project end.

In addition, preventive measures will include activities in the educational system by involving lecturers/teachers in elementary and secondary schools in sensitizing students with regard to violence and domestic violence and providing information on professional and institutional support and protection, and on how to combat and prevent domestic violence. This will sensitize the young generation for early signs of violence against women and girls and thus contribute to mitigate and eventually eliminate domestic violence.

The existing under-representation of women in all areas of decision-making represents a fundamental democratic deficit. This is for example reflected in legislation that provides equal rights but does not provide equal opportunities to women and men.

The democratic deficit is visible also in political parties and institutions, where, beside low representation of women, there are no policies that protect women's rights and interests. A Problem of such complexity needs to be addressed from various angles.

Women who are to be involved in politics as well as parties that will receive training and capacity building will be the direct beneficiaries of this project. Indirect beneficiaries will benefit from the catalytic effect of the political parties' and sensitized politicians' work.

The approach to achieve political empowerment of women on three levels (through legal quota and the structure and sensitization of political parties) is a replication of experience gained in many EU member states (Sweden, Norway, etc.) However, when legal frameworks, political parties, institutional compositions and structures, are addressed in order to ensure equal rights and benefits for women (as final beneficiaries), sustainable impact – i.e. a change of values at individual and cultural level - can be realistically expected only some time after the end of this project .

Women that are managing or would like to begin with entrepreneurs' activities are the direct beneficiaries of the economic component of this project. In particular, women entrepreneurs will benefit from financial and technical assistance in order to develop, enhance and increase their business ideas. Women entrepreneurs will also gain knowledge in management, marketing, finance and legislation. These measures will lead to a significant increase of the overall percentage of women entrepreneurs and to a strengthening of their capacities to play an active role in the economic development of Montenegro.

The establishment of a revolving fund (Trust Fund for Women's entrepreneurial activities – TFW) aimed to facilitate access to credit for women entrepreneurs that would like to realize their business idea and start up their own business, will introduce sustainability in this component. . The philosophy behind the revolving fund will ensure a catalytic effect in a two years period for creating additional businesses.

### **3.3 Results and measurable indicators**

#### **Result 1.**

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.

##### **Indicators for Result 1:**

- The Code of Conduct for combating domestic violence prepared and submitted for adoption
- A centralised data base on violence against women and domestic violence is functional and comprises 100% of all cases reported
- 100% of all coordination meetings on cases of violence victims are documented and registered in the data base
- 10 multidisciplinary teams<sup>11</sup> have been established at local level and are delivering assistance to victims of violence against women
- A countrywide SOS hotline for victims of violence is functional
- 20 certified trainers (90% of members of multidisciplinary teams participated and certified in ToT)
- 400 service providers/professionals<sup>12</sup> trained in applying the Code of Conduct in their work with victims of domestic violence
- 75% of women are informed on service providers and institutional mechanisms assisting victims of domestic violence
- all teachers of civil education from elementary and secondary schools trained (2009:100 teachers)
- 100% of elementary and secondary schools extended lectures on domestic violence
- 50% of all students in the final year of primary education (age 14 years) know all service providers and institutional mechanisms assisting victims of violence in their municipality and know how to appropriately act when witnessing domestic violence
- 50% of all students in the final year of secondary education (age 18 years) are able to identify at least five signs of domestic violence

#### **Result 2.**

Gender sensitivity of political parties and administrative authorities strengthened

##### **Indicators for Result 2:**

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<sup>11</sup> Local multidisciplinary teams will comprise Centres for Social Welfare, the Police, medical staff, representatives of the judiciary, NGOs, and local gender focal points. Local multidisciplinary teams will be located in ten municipalities mirroring the organisation and positioning of social welfare centres.

<sup>12</sup> In ten municipalities each training couple will provide a minimum of two trainings for 20 participants (social care workers, medical staff, the police, the judiciary, and NGOs) on the legal provisions and the implementation of the Code of Conduct..

- At least 50% of the political parties represented in the parliament have gender sensitised party programmes
- 20 members of the parliament certified as trainers<sup>13</sup>
- Training manual developed for the empowerment of women in the Parliament
- Amendments ready for adoption<sup>14</sup>
- 3 measures to overcome capacity gaps in parliamentary political parties proposed and submitted for adoption
- 20 trained NGOs/CSOs monitor elections

### Result 3.

Women's entrepreneurship and employment enhanced through the development and implementation of specific measures

Indicators for Result 3:

- Plan for women's entrepreneurship developed
- 100% of the Trust Fund for Women's entrepreneurship activities pledged in women's start up business ideas
- At least 20 women's start up businesses by the end of the project<sup>15</sup>

## 3.4 Activities:

### Component I – Violence against Women and Domestic Violence

Component 1 will support the combat against gender based violence and strengthen the system of women's protection against domestic violence and violence against women and girls through institutional cooperation and awareness creation. Establishing an appropriate institutional framework and qualified, sustainable institutional cooperation will require the following activities:

- 1.1 Conduct assessment of the existing procedures, regulations and institutional collaboration regarding domestic violence and violence against women and girls;
- 1.2 Draft the Code of Conduct for combating and preventing domestic violence and violence against women and girls (three national workshops, including local stakeholders and regional experts) and submit for adoption and signing by the representatives of the Ministry of Social Welfare, the Ministry of Health, the municipalities and their security centres, the Ministry of Justice, the courts, the Directorate of the Police;
- 1.3 Prepare a base line study on violence against women and domestic violence in Montenegro
- 1.4 Establish a national, centralised data base on violence against women and domestic violence at the judiciary, prosecution, police, health institutions, social welfare centres
- 1.5 Establish local multidisciplinary teams in 10 municipalities for the assistance of victims of violence against women;
- 1.6 Develop training curricula and manuals and conduct a training for trainers (20 trainers) programme for members of multi-disciplinary teams

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<sup>13</sup> Certified trainers will be members of the Parliamentary Committee for Gender Equality and Committee for Human Rights, with equal representation of all parliamentary political parties, gender and minorities

<sup>14</sup> Electoral Law, Law on Political Parties and Law on Financing of Political Parties.

<sup>15</sup> Equal territorial representation



- 1.7 Prepare and implement a training programme for the professionals working in the services for support to victims of gender based violence (400 individuals in ten municipalities; two trainings for 20 professionals each);
- 1.8 Establish a national SOS line for victims of gender based violence;
- 1.9 Establish regular coordination meetings of all parties involved in the assistance aimed at victims of gender based violence.

Elementary and secondary school teachers, teachers of civic education and psychologists will be involved to increase students' knowledge and awareness of violence against women and girls and of domestic violence by sensitizing elementary and secondary school students to violence against women and girls, gender equality and non-violent behaviour. This can be achieved by the following activities:

- 1.10 Develop a training module for elementary and secondary schools teachers and psychologists on preventing and combating domestic violence and violence against women and girls;
- 1.11 Train teachers of civic education in elementary and secondary schools in teaching prevention and combating domestic violence and violence against women and girls
- 1.12 Include the topic domestic violence and violence against women and girls in the curricula (civic education) of elementary and secondary schools

A public awareness campaign will address violence against women and girls and domestic violence by the following activities:

- 1.13 Develop the idea and the TOR for a public awareness campaign on domestic violence and violence against women and girls;
- 1.14 Employ an agency to conduct a nationwide awareness campaign (visual identity, print, promotion and broadcasting);
- 1.15 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;
- 1.16 Conduct annual assessments of knowledge, awareness and attitudinal change through standardized interviews;

## Component II – Political Empowerment of Women

Component II will contribute to enhance political representation of women through legislative activities and advocacy meetings. This will require the following activities:

- 2.1 Organize training and exchange of lessons learned by local NGOs/CSOs, regional partners and partners of EU member states (in Montenegro)
- 2.2 Prepare the Amendment to the Electoral Law, Law on Political Parties and Law on Financing of Political Parties and submit for adoption;
- 2.3 Prepare and conduct promotion and advocacy of the affirmative actions, taking into consideration lessons learned by local, regional and international partners.

For the identification of capacity gaps in parliamentary political parties with regard to gender policies and for the initiation of a specific plan of actions for capacity building interventions the following activities will be implemented:

- 2.4 Conduct an in-depth assessment of the parliamentarian political parties' programmes and statutes as well as of the participation of women in political parties;
- 2.5 Organise advocacy meetings with political parties leaders/representatives
- 2.6 Organise a thematic round table on the status of women in political parties

In order to strengthen parliamentarians' capacities with regard to gender equality issues the following activities are planned:

- 2.7 Support the drafting and signing of a MoU between the Government Department for GE and the Parliamentary CGE;
- 2.8 Prepare and conduct a training for trainers programme for members of the CGE and the HRC;
- 2.9 Design and implement educational seminars for MPs on gender equality
- 2.10 Conduct public promotion of results / networks

The establishment of strategic partnerships and alliances with relevant political parties in EU member states will provide the basis for a comprehensive approach in gender policy implementation and alignment with EU best practices. Therefore the following activities are envisaged:

- 2.11 Conduct desk survey on best EU practices with regard to political empowerment of women, including quota introduction
- 2.12 Support establishment of cooperation with identified entities being appropriate partners with a good track record regarding political empowerment of women;
- 2.13 Invite representatives of various parties identified as appropriate partners with a good track record regarding political empowerment of women for information exchange and training.

One of the major impacts of Component II - the increase of female parliamentary representation - will be measured at the parliamentary elections in 2013. Therefore, NGOs and CSOs shall be enabled through capacity building to monitor and report on the implementation of gender equality policy in the run-up to the 2013 elections. This will require the following activities:

- 2.14 Establish a network for political empowerment of women with interested NGOs and CSOs;
- 2.15 Organise regular bi-monthly meetings to share information
- 2.16 Organise joint development of the campaign for the introduction of quota
- 2.17 Established close cooperation on the project with NGOs

### Component III – Economic agenda for women

In order to strengthen women's entrepreneurship the following activities will be implemented:

- 3.1 Draft and support adoption of the Plan for the Development of Women's Entrepreneurship including the establishment of a trust fund for women's start-up activities (TFW);
- 3.2 Assessment of women's entrepreneurship status in Montenegro including their problems in accessing credit;
- 3.3 Identification of possible beneficiaries of a TFW
- 3.4 Development of the regulatory framework for the TFW
- 3.5 Establishment of the Commission for the evaluation of applications submitted to the TFW
- 3.6 Establishment of the TFW
- 3.7 Establishment of the entity managing the implementation of the TFW
- 3.8 Field promotion of new affirmative measures and of the TFW

- 3.9 Counselling to develop women's business ideas
- 3.10 Counselling for women submitting applications to the TFW after being trained under the training part of this module (activity 3.2)
- 3.11 Ensuring sustainability of the TFW beyond the end of project duration

In order to raise awareness among women on entrepreneurship training programmes and promotional campaigns to support women entrepreneurship will be implemented as follows:

- 3.12 Organization of awareness raising campaigns on women's entrepreneurship addressing women and girls; assessment of women entrepreneurs' training needs;
- 3.13 Organization of seminars for training of women entrepreneurs (management marketing, finance, legislative);
- 3.14 Organization of seminars for training of women entrepreneurs (management marketing, finance, legislative) enabling participants to access the Trust Fund;
- 3.15 Organization of an event related to the International Women Entrepreneurs Day (15 May);
- 3.16 Promotion of women's entrepreneurship as engine for local economic development.

In order to develop a critical mass of self-employed women the development of a network of women entrepreneurs, including the following activities will be supported:

- 3.17 Assessment of the actual network of women entrepreneurs
- 3.18 Organization of regular meetings of women entrepreneurs to monitor and advice
- 3.19 Organisation of field visits with bank officials
- 3.20 Dissemination of best practices

In order to support disadvantaged women's employment the following activity will be implemented:

- 3.21 Advocacy for the tax free system for employers who employ disabled women and women over 50 years of age.

### **3.3 Conditionality and sequencing:**

The project requires the coordinated commitment of several government institutions, the Parliament, NGOs, financial institutions and the private sector<sup>16</sup>. Given that the project concept is based on the National Action Plan for Gender Equality analyses and inputs of all relevant institutions have been integrated.

Representatives of all relevant stakeholders in all three project components will be invited to join the Advisory Boards for each component of the project and to contribute to the effective and efficient implementation of the project. Commitments to work towards the achievement of results set by the project will be maintained through local, national and regional knowledge networks, regular meetings and the development of specific expertise.

This project design is aligned with a number of on-going initiatives and drafts of laws. The conditionalities for each of the project components are following:

1. Violence against women
  - a) Adoption of Law on Protection from Domestic Violence;

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<sup>16</sup> Ministry of Labour and Social Welfare, Ministry of Health, Police Directorate, Prosecution, Courts, local self-governments, parliamentary political parties, Parliamentary Committee for Gender Equality, NGOs, Ministry of Finance, Directorate for Small and Medium sized enterprises, banks.

- b) All relevant institutions and organisations (Ministry of Health, Ministry of Labour and Social Welfare, Police Directorate, Prosecution, Courts, NGOs) are signing the Code of Conduct;
  - c) Courts establish data base on trials and profile of domestic violence cases
  - d) Heads of relevant institutions are willing to assign individuals that will commit work time to multidisciplinary commissions at national and local level;
  - e) The Ministry of Education provides time for teachers to attend trainings;
  - f) The Ministry of Education includes violence against women and girls and domestic violence in the primary and secondary school civic education curricula
  - g) Openness of media to support and cover the issue of domestic violence.
2. Political empowerment of women
- a) Openness of political parties and readiness to accept and implement suggestions regarding gender sensitive policies;
  - b) Politicians interested in becoming trainers for gender equality in politics;
  - c) Agreement on the establishment of a partnership between two national gender mechanisms (Governmental Department for Gender Equality and Parliament Committee for Gender Equality);
  - d) Willingness of political party/ies from EU member state(s) to support capacity development and advocacy for quota;
  - e) NGOs interested in increasing capacities to monitor and report on the implementation of gender equality policies.
3. Economical empowerment
- a) State institutions such as the Directorate for Small and Medium Sized Enterprises, SMEDA, interested to establish partnership with the Department for Gender Equality and participate in the Project;
  - b) Banks and financial institutions open for cooperation and support to the Trust Fund for Women's start up activities (TFW);
  - c) Women interested in applying for the Trust Fund for Women.

### **3.4 Linked activities**

There have been a number of initiatives that are contributing to the achievement of gender equality in Montenegro. Important interventions were made in the field of violence against women, mostly by NGOs and Governmental Office for Gender Equality (now the Department for Gender Equality) and occasionally UN agencies (UNDP and UNIFEM). While there was no intervention of the government in this regard, persistent advocacy activities have resulted in the introduction of domestic violence into the Criminal Code in 2003. Still, assistance to victims of violence, organized support and cooperation between institutions have been strengthened by the above mentioned actors. Although certain improvements have been made in operational and legal aspects there are still major obstacles in the system of protection of victims of violence and adequate prosecution of perpetrators. Furthermore, strengthening of cooperation between institutions, reporting of cases of violence and prosecuting remain a challenge up to date. Following projects have contributed to the results achieved until now:

- SOS Network establishment - financed by Netherlands Government (1999/2000) Establishment and maintenance of a shelter for women and child victims of violence – financed by a number of international donors (Swedish SIDA, Canadian CIDA and others), 2000- up to date Establishment of the first local pilot multidisciplinary team in Niksic – financed by Kvinna till Kvinna

(2001/2002)Regional project on legal assessment and compatibility with international legislative – UNIFEM 2006Round tables on regional best practices on legislation and service support to victims – UNDP 2007Annual network campaigns on 16 days against gender based violence – financed by UNDP, UNCT, OSCE, Open Society Institute, Governmental Gender Equality Office.

Political empowerment of women remains insufficient despite being regarded as a priority in many international reports, alerts, and conventions, which is also reflected in the under-representation of women in the Parliament after the last elections in 2009. Projects that have been implemented up to date are the following:

- Women Can Do It – supported by Norwegian Peoples Aid (2000-2008)Accountability for the Protection of Human Rights/Constitutional gender sensitive reform – financed by UNIFEM (2006-2007)Empowerment of members of parliamentary political parties and parliamentarians – financed by the foundations Konrad Adenauer Stiftung and Eduardo Frei (2004 – up to date) Strengthening of gender mechanisms – financed by UNDP (2006-2008).

The Gender Equality Project is the continuation of the efforts to strengthen the position of women in political parties and to combat gender based violence with a coherent approach and the involvement of all relevant stakeholders. Terms set by requirements for EU integration are an additional supportive process in terms of willingness of political and administrative authorities to cooperate and enhance their capacities.

### **3.5 Lessons learned**

Domestic violence is a complex social problem inherited through keeping up certain social and behavioural patterns. This project intends to address the problem through improved legislation, enhanced institutional cooperation, raised public awareness and regional transfer of knowledge with regard to best practices and lessons learnt. An important lesson learnt from previous activities is the necessity for institutionalised networking and daily cooperation between relevant institutions and NGOs. Furthermore, methodology in the work of each institution, specifically in terms of accuracy, reporting and data collection needs to be significantly improved. Most of the problems in analysing, monitoring and addressing the issue of domestic violence are based on non-consistent data collection and a non-centralised data base. Through this project lessons learnt will be accumulated and used as a basis.

When it comes to the political empowerment of women the complexity of the problem becomes even wider. Few women in politics, poor political culture and democratic capacity, gender stereotypes, conservative and closed political structures, dominant male political elite with a masculine model of rule present a big area for intervention. Up to date, projects targeted at the empowerment of women addressed the political sensitization of women that are already active in politics. Several public appeals and political actions of NGOs demanding quota for women in the Parliament have failed. Practices in the region and in EU have proved that serious impact can be achieved only if the intervention has a three folded 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. Each of these three components should be accompanied by awareness raising activities.

#### 4. Indicative Budget (amounts in €)

Amounts net of VAT			TOTAL EXP.RE	SOURCES OF FUNDING								
				IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB	INV	EUR (a) = (b) + (c) + (d)	EUR (b)	%	Total EUR (c)= (x) + (y) + (z)	%	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	%
Activity 1												
contract 1	778.000,00		700 000	700.000,00	90 %	78 000	10	78 000,00 *				
TOTAL IB												
TOTAL INV												
TOTAL PROJECT			700 000	700 000	90%	78 000	10	78 000				

\*UNDP contribution

#### 5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1 (IPA direct grant)	Not applicable	Q4 2010	Q3 2013

## **6. Cross cutting issues**

### **6.1 Equal Opportunity**

While the project itself has been focused on empowerment of women specifically, all components will include and involve men. This is because gender equality is the matter of social affairs, social benefit and prosperity and therefore is an interest of both women and men. Violence against women addresses this problem in a way that strengthens service and protection of victim but focuses also the work with perpetrators. Besides prosecuting for criminal act conducted, the perpetrator will be treated in a way that has a chance of recovery and re-socialisation with the family. In addition, multidisciplinary teams, as well as teachers in elementary and secondary schools will consist of both women and men and will disseminate the knowledge on gender equality and anti-discrimination.

As an ultimate goal itself, gender equality is to be in a focus of political actions of all stakeholders. Therefore, our educational work on empowerment of women will be targeting men as well as women. Besides gender sensitivity that the politician with the democratic capacity should be characterised with, there are obligatory international conventions that need to be fulfilled in order to prove seriousness and political commitment toward international community (EU and UN). This is additional reason why both women and men should work together to ensure equality in society whether it's about the status of women, minority, and people living with disability. This project will strongly contribute to the enhancing of democratic capacities of political and administrative authorities but also (through public campaigns) of wider public. Ultimate goal is that every citizen in the streets cherishes equality as its own value.

### **6.2 Environment**

Partners on this project will ensure that the project is conducted in fully environment friendly manner starting from very symbolic acts such as purchase of pencils, both size page printing and reduced printed materials (specifically plastic and non environment friendly materials).

### **6.3 Minorities**

Project will pay specific attention on representation of minorities in all components of the project as minorities are often groups that are particularly vulnerable, either as a result of past or current discrimination (national minorities, indigenous people) or because they are otherwise marginalized, such as those affected by mental disability or substance abuse, or - all too often - on both accounts. The discrimination of these groups has complex roots and cannot be resolved overnight. Within project special attention will be paid on the representation of the minorities in the advisory boards of all three Project components in order to ensure their inputs and sensitive approach to the implementation. Advantage of the Project is in the fact that most of the political actors will be involved in its implementation. Furthermore, political parties in the Parliament consist of all minorities in the society and they will be direct beneficiaries of the Component II of this Project. Special attention will be paid to Roma participation. This issue will be raised with political parties while Roma women will be targeted on the empowerment trainings for women.

National and local multidisciplinary teams will consist of representatives of relevant national and local partners that will be invited to ensure delegation of minority representatives mirroring percentage of their representation in local community in order to ensure better

understanding of the obstacles these groups might face with (specifically when it comes to the people leaving with disability).



## ANNEX 1: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche	Programme name and number <b>Gender Equality</b>	
	Contracting period expires: 2 years after signature of Financing Agreement	Disbursement period expires: one year after the final date for execution of the contract
	Total budget : <b>778.000,00</b>	IPA budget: <b>700.000,00</b>

Overall objective	Objectively verifiable indicators	Sources of Verification	Assumptions
The status of women – reflected in personal integrity, economic advancement and political representation – has improved.	a) reported cases of violence correspond to the average level of EU member states' reports on violence against women b) Women are highly represented in the Parliament and at decision making positions (up to 40%) c) Women's unemployment rate reflects their participation rate in the economy d) women receive equal pay for equal work, experience and qualification	a) NGO reports, police reports, Social care Centres reports b) Political parties structure, Parliament and Government compositions b-1) Local development plans, Local Assembly reports, Local Development Plans and Gender Analyses c) Employment Bureau reports and statistics d) Plan for development of women's entrepreneurship and Government decision of financial stimulation and support to women entrepreneurs	Effective, responsive, accessible and supportive systems willing to promote and protect rights of women, including both formal and informal processes, with due considerations for the rights of the poor, minority women and women from vulnerable groups.
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
Strengthened capacities, improved mechanisms and advanced policies improved the conditions for the implementation of the National Action Plan for Gender Equality:	Increased number of reported cases of violence for 25% by 2014, while baseline presents annually reported 507 cases to Police and 345 to NGOs Up to 725 women victims of violence reported, received	Annual NGO reports Official Annual Police reports	<b>Continued positive trend for introduction of gender equality in all areas on National policy</b>

<p>(i) Violence against women and domestic violence;</p> <p>(ii) Political empowerment of women, and</p> <p>(iii) Economic agenda for women</p>	<p>support and protection from multidisciplinary teams at the national and local level</p> <p>Court data base on domestic violence trials established</p> <p>At least 30% of parliamentarians are women (25 MPs instead of existing 9 in 2009) in the Parliament by 2013</p> <p>Women constitute at least 30% of main and executive boards of 5 parliamentary political parties</p> <p>Increase at least 20% of women owners and managers of entrepreneurship from existing 16%</p> <p>20 women have established a sustainable enterprise</p>	<p>Annual Social centres data</p> <p>Annual Health institutions data</p> <p>Annual Court and Prosecution data</p> <p>Quota in Electoral Law</p> <p>Political Parties Lists</p> <p>The electoral lists and composition of the Parliament after elections in 2013</p> <p>Business register</p> <p>International organisations reports on the protection of human rights, especially women's rights</p> <p>Government's reports on the implementation of international binding instruments</p> <p>Annual progress report on the implementation of National Action Plan</p> <p>National Commission reports</p> <p>Statutes and programs of political parties</p> <p>Working books</p>	<p><b>Willingness of institutions to strengthen cooperation</b></p> <p><b>Political parties implement gender equality component introduced in statutes and programs</b></p> <p><b>Positive attitude towards change in political parties</b></p>
<b>Results</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
<p><b>1. 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</b></p>	<p>The Code of Conduct for combating domestic violence prepared and submitted for adoption and signature</p> <p>A centralised data base on violence against women and domestic violence is functional and comprises 100% of all cases reported</p> <p>100% of all coordination meetings on cases of violence</p>	<p>Code of Conduct</p> <p>Memorandum of Understanding between all relevant institutions</p> <p>Training report/Certificates</p> <p>Trainers reports and evaluations</p>	<p><b>Local stakeholders are willing to strengthen inter-institutional cooperation</b></p>

	<p>victims are documented and registered in data base</p> <p>10 multidisciplinary teams<sup>17</sup> have been established at local level and are delivering assistance to victims of violence against women</p> <p>A countrywide SOS hotline for victims of violence against women is functional</p> <p>20 certified trainers (90% of members of multi-disciplinary teams participated and certified in ToT)</p> <p>400 service providers/professionals<sup>18</sup> trained in applying the Code of Conduct in their work with victims of domestic violence</p> <p>75% of women are better informed on service providers and institutional mechanisms assisting victims of domestic violence</p> <p>all teachers of civil education from elementary and secondary schools trained (2009: 100 teachers)</p> <p>100% of elementary and secondary schools extended lectures on domestic violence</p> <p>50% of all students I n the final year of primary education (age 14 years) know all service providers and institutional mechanisms assisting victims of violence in their municipality and know how to appropriately act when witnessing domestic violence</p> <p>50% of all students in the final year of secondary education (age 18 years) are able to identify at least five signs of domestic violence</p>	<p>Annual assessment on behavioural change – Perception survey</p> <p>Curriculum</p> <p>Evaluation of classes on domestic violence by students</p>	<p><b>Ministry of Education supportive for extending of lectures on domestic violence in curriculums</b></p>
<p><b>2. Gender sensitivity of political parties and administrative authorities strengthened</b></p>	<p>At least 50% of the political parties represented in the parliament have gender sensitised party programmes</p> <p>20 members of the parliament certified as trainers<sup>19</sup></p>	<p>Cooperation agreement between Parliamentarian Committee for GE, Department for GE, UNDP and Political parties</p>	<p><b>Political parties are willing to cooperate</b></p> <p><b>Openness of political parties and</b></p>

<sup>17</sup> Local multidisciplinary teams will comprise Centres for Social Welfare, the Police, medical staff, representatives of the judiciary, NGOs, and local gender focal points. Local multidisciplinary teams will be located in ten municipalities mirroring the organisation and positioning of social welfare centres .

<sup>18</sup> In ten municipalities each training couple will provide a minimum of two trainings for 20 participants (social care workers, the police, medical staff, the judiciary, and NGOs) on the legal provisions and the implementation of the Code of Conduct.

<sup>19</sup> Certified trainers will be members of the Parliamentarian Committee for Gender Equality and Committee for Human Rights, with equal representation of all parliamentary political parties, gender and minorities

	<p>Training manual developed for the empowerment of women in the Parliament developed</p> <p>Amendments ready for adoption<sup>20</sup></p> <p>3 measures to overcome capacity gaps in parliamentary political parties proposed and submitted for adoption</p> <p>20 trained NGOs/CSO monitor elections</p>	<p>Certificates</p> <p>Manual published</p> <p>Media plan, press clipping and media reporting</p> <p>Proposal document submitted to the Parliament</p> <p>Capacity gap analysis document</p> <p>Certificates</p>	<p>readiness to accept suggestions regarding gender sensitivity of internal party documents</p>
<p><b>3. Women's entrepreneurship and employment enhanced through the development and implementation of specific measures</b></p>	<p>Plan for women's entrepreneurship developed</p> <p>100% of the Trust Fund for Women's entrepreneurship activities pledged in women's start-up business ideas</p> <p>at least 20 women's start-up businesses by the end of the project<sup>21</sup></p>	<p>Plan document</p> <p>Business plans</p> <p>Business register</p> <p>Commission assessment reports</p>	<p><b>Women in urban and rural areas stimulated and active in starting up their own businesses</b></p>
<b>Activities</b>	<b>Means</b>	<b>Costs</b>	<b>Assumptions</b>
<p><b>1 Violence against women</b></p> <p><i>Strengthening the system of women's protection against violence and violence against women and girls</i></p> <p>1.1 Conduct assessment of the existing procedures, regulations and institutional collaboration regarding domestic violence and violence against women and girls;</p> <p>1.2 Draft the Code of Conduct for combating and preventing domestic violence and violence against women and girls (three national workshops, including local stakeholders and regional experts) and submit for adoption and signing by the representatives of the Ministry of Social Welfare, the Ministry of Health, the municipalities and their security centres, the Ministry of Justice, the courts, the Directorate of the Police;</p>	<p>Contract 1 - Direct agreement with UNDP: €778.000</p> <p>IPA: €700.000</p> <p>UNDP contribution €78.000</p>		<p><b>All relevant actors show sensitivity for gender equality</b></p> <p><b>Multidisciplinary teams at local level financially supported by municipalities</b></p>

<sup>20</sup> Electoral Law, Law on Political Parties and Law on Financing of Political Parties.

<sup>21</sup> Equal territorial representation

<p>1.3 Prepare a baseline study on violence against women and domestic violence in Montenegro;</p> <p>1.4 Establish a nationalized, centralized data base on violence against women and domestic violence at the judiciary, prosecution, police, health institutions, social welfare centres;</p> <p>1.5 Establish local multi-disciplinary teams in 10 municipalities for the assistance of victims of violence against women;</p> <p>1.6 Develop training curricula and manuals and conduct training for trainers (20 trainers) programme for members of multi-disciplinary teams;</p> <p>1.7 Prepare and implement a training programme for the professionals working in the services for support to victims of gender based violence (400 individuals in ten municipalities; two trainings for 20 professionals each));</p> <p>1.8 Establish a national SOS hotline for victims of gender based violence;</p> <p>1.9 Establish regular coordination meetings of all parties involved in the assistance aimed at victims of gender based violence.</p> <p><i>Awareness creation amongst students of primary and secondary schools</i></p> <p>1.10 Develop a training model for elementary and secondary school teachers and psychologists on preventing and combating domestic violence and violence against women and girls;</p> <p>1.11 Train teachers of civic education in elementary and secondary schools in teaching prevention and combating domestic violence and violence against women and girls;</p> <p>1.12 Include the topic domestic violence and violence against women and girls in the curricula (civic education) of elementary and secondary schools</p> <p><i>Public awareness campaign</i></p> <p>1.13 Develop the idea and the TOR for a public awareness campaign on domestic violence and violence against women and girls;</p> <p>1.14 Employ an agency to conduct a nationwide awareness campaign (visual identity, print, promotion and broadcasting);</p> <p>1.15 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;</p> <p>1.16 Conduct annual assessments of knowledge, awareness and attitudinal change through standardized interviews;</p>			<p><b>Political parties are willing to incorporate gender equality and quota for women in their programs and statutes</b></p>
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<p><b>2 Political empowerment</b></p> <p><i>Enhance political representation of women</i></p> <p>2.1 Organize training and exchange of lessons learned by local NGOs/CSOs, regional partners and partners of EU member states (in Montenegro);</p> <p>2.2. Prepare the Amendment to the Electoral Law, Law on Political Parties and Law on Financing of Political Parties and submit for adoption;</p> <p>2.3. Prepare and conduct promotion and advocacy of the affirmative actions, taking into consideration lessons learned by local, regional and international partners.</p> <p><i>Identification of capacity gaps and initiation of a specific plan of action for capacity building interventions</i></p> <p>2.4 Conduct an in-depth assessment of the parliamentary political parties programmes and statutes as well as of the participation of women in political parties;</p> <p>2.5 Organise advocacy meetings with political parties leaders/representatives;</p> <p>2.6 Organize a thematic round table on the status of women in political parties.</p> <p><i>Strengthen Parliamentarians' capacities with regard to gender equality issues</i></p> <p>2.7 Support the drafting and signing of an MoU between the Government Department for GE and the Parliamentarian CGE;</p> <p>2.8 Prepare and conduct a training for trainers programme for members of the CGE and the HRC;</p> <p>2.9 Design and implement educational seminars for MPs on gender equality;</p> <p>2.10 Conduct public promotion of results / networks</p> <p><i>Establishment of strategic partnerships and alliances with relevant political parties in EU member states</i></p> <p>2.11 Conduct desk survey on best EU practices with regard to political empowerment of women, including quota introduction;</p> <p>2.12 Support establishment of cooperation with identified entities being appropriate partners with a good track record regarding political empowerment of women;</p> <p>2.13 Invite representatives of various parties identified as appropriate partners with a good track record regarding political</p>			<p><b>Banks and financial institutions open for cooperation and establishment of the Trust fund for women</b></p>
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<p>empowerment of women for information exchange and training</p> <p><i>Capacity building for NGOs and CSOs to monitor and report on the implementation of gender equality policies for the 2013 elections</i></p> <p>2.14 Establish a network for political empowerment of women with interested NGOs and CSOs;</p> <p>2.15 Organize regular bi-monthly meetings to share information;</p> <p>2.16 Organize joint development of the campaign for the introduction of quota;</p> <p>2.17 Established close cooperation on the project with NGOs</p> <p><b>3. Economic agenda for women</b></p> <p><i>Strengthening women's entrepreneurship</i></p> <p>3.1 Draft and support adoption of the Plan for development of women's entrepreneurship including the establishment of a Trust Fund for women's start-up activities (TFW);</p> <p>3.2 Assessment of women's entrepreneurship status in Montenegro including their problems in accessing credit;</p> <p>3.3 Identification of potential beneficiaries of a TFW;</p> <p>3.4 Development of the regulatory framework for the TFW;</p> <p>3.5 Establishment of the commission for the evaluation of applications submitted to the TFW;</p> <p>3.6 Establishing of the TFW;</p> <p>3.7 Establishment of the entity managing the implementation of the TFW;</p> <p>3.8 Field promotion of new affirmative measures and the TFW;</p> <p>3.9 Counselling to develop women's business ideas;</p> <p>3.10 Counselling for women who intend to submit applications for the TFW after being trained as per activity 3.2;</p> <p>3.11 Ensuring sustainability of the TFW beyond the end of project implementation</p> <p><i>Training programme and promotional campaign to support women entrepreneurship</i></p> <p>3.12 Organization of awareness raising campaigns of women's entrepreneurship addressing women and girls; Assessment of women entrepreneurs' training needs;</p> <p>3.13 Organization of seminars for training of women</p>			
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<p>entrepreneurs (management, marketing, finance, legal issues);</p> <p>3.14 Organization of seminars for training of new women entrepreneurs (management, marketing, finance, legal issues) enabling the participants to access the Trust Fund;</p> <p>3.15 Organization of an event related to the International Women Entrepreneurs Day – 15 May;</p> <p>3.16 Promotion of women's entrepreneurship as engine for local economic development.</p> <p><i>Development of a network of women entrepreneurs</i></p> <p>3.17 Assessment of the existing network of women entrepreneurs;</p> <p>3.18 Organisation of regular meetings of women entrepreneurs to monitor and advice;</p> <p>3.19 Organisation of field visits with bank officials;</p> <p>3.20 Dissemination of best practices</p> <p><i>Support to disadvantaged women's employment</i></p> <p>3.21 Advocacy for the tax free system for employers who employ disabled women and women over 50 years of age.</p>		
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#### Preconditions

Established cooperation with all relevant partners in the project (Ministry of Labour and Social Welfare, Ministry of Health, Police Directorate, local self-governments, parliamentary political parties, Parliamentary Committee for Gender Equality, NGOs, Ministry of Finance, Directorate for Small and Medium sized enterprises, Banks)

Commitment of partners to implement the activities

Adoption of the Law on Protection from Domestic Violence

The Commission for monitoring the implementation of the Law on Protection from Domestic Violence established



**ANNEX II: amounts (in €) Contracted and disbursed by quarter for the project** - \* the amount refers to the IPA financing only

<b>Contracted</b>	<b>Q3 2010</b>	<b>Q4 2010</b>	<b>Q1 2011</b>	<b>Q2 2011</b>	<b>Q3 2011</b>	<b>Q4 2011</b>	<b>Q1 2012</b>	<b>Q2 2012</b>	<b>Q3 2012</b>	<b>Q4 2012</b>	<b>Q1 2013</b>	<b>Q2 2013</b>	<b>TOTAL</b>
Contract 1		700.000*											700.000
<b>Cumulated</b>		<b>700.000</b>											<b>700.000</b>
<b>Disbursed</b>	<b>Q3 2010</b>	<b>Q4 2010</b>	<b>Q1 2011</b>	<b>Q2 2011</b>	<b>Q3 2011</b>	<b>Q4 2011</b>	<b>Q1 2012</b>	<b>Q2 2012</b>	<b>Q3 2012</b>	<b>Q4 2012</b>	<b>Q1 2013</b>	<b>Q2 2013</b>	100%
Contract 1		200.000				215.000				215.000		70.000	700.000
<b>Cumulated</b>		<b>200.000</b>				<b>415.000</b>				<b>630.000</b>		<b>700.000</b>	<b>700.000</b>

## **ANNEX III Description of Institutional Framework**

### **Organizational units of the Ministry for Human and Minority Rights**

I Sector for the promotion and protection of minority rights and other minority national communities

II Sector for the promotion and protection of human rights

III Department for Gender Equality

IV Department for the promotion and protection of the rights of RAE population

V Minister Cabinet

VI Service for general and financial tasks

*In total 27 job positions*

**The Department for Gender Equality** performs the tasks related to: preparation, creation and coordination of researches on different aspects of gender equality; coordination of the activities of all governmental and nongovernmental bodies and organisations, local and international organisations dealing with gender issue; monitoring of the implementation of international treaties in the field of gender equality and initiation of compliance of domestic rules with international treaties and other international instruments relating to gender equality; performing tasks in the field of gender equality related to the European integration; building of necessary administrative capacities for fulfilment of the obligations coming from the membership in the Council of Europe and United Nations; establishment of regional cooperation in the field of gender equality; accession to the international donor funds and providing additional financial resources for gender equality; development of project proposals for IPA funds; development of the reports on the implementation of multilateral agreements in the field of gender equality; cooperation with the Directorate for Human Resources.

The Department envisages 7 job positions and currently there are two persons employed – Senior Advisor in charge for coordinating the work of the Department and Advisor in charge for conducting researches and analysis. Annual budget for the Department regular duties is 50,000 Euro.

## **ANNEX IV Reference to laws, regulations and strategic documents:**

- Constitution of Montenegro (October 2007);
- Law on Gender Equality (July 2007);
- Criminal Code (2003, 2004, 2006, 2008);
- Labour Law (June 2008);
- The Law on Employment (February 2002);
- The Law on Health Protection (June 2004);
- Family Law (January 2007);
- The Law on the Election of Parliamentary Members and Councillors (2002);
- National Action Plan for the Achievement of Gender Equality 2008-2012
- National Program of Integration of Montenegro to the EU;
- National Strategy for Sustainable Development;

- National Strategy of Employment and Development of Human Resources for the period 2007-2011;
- The Strategy for Development and Poverty Reduction;
- The National Action Plan for The Decade Inclusion for the Roma People 2005-2015 in the Republic of Montenegro;
- The Strategy for Improvement of the Status of RAE population in Montenegro 2008-2012;
- The Strategy for Integration of Disabled Persons in Montenegro;
- The Strategy for Advancement of Reproductive Health.

#### **ANNEX V: Details per EU-funded contract (\*) where applicable:**

This action is intended to be carried through a Direct Agreement between UNDP Country Office Montenegro and the European Commission (EC).

UNDP is the UN's global development network, an organization advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. UNDP works on the ground in 166 countries, working with them on their own solutions to global and national development challenges.

UNDP advocates for nationally-owned solutions and helps to make them effective through ensuring a greater voice for poor people, expanding access to productive assets and economic opportunities, and linking poverty programmes with countries' international economic and financial policies. At the same time, UNDP support innovative projects; connect countries to global best practices and resources; promote the role of women in development; and bring governments, civil society and outside founders together to coordinate their efforts.

Making gender equality a reality is a core commitment of UNDP. As a crosscutting issue, gender must be addressed in everything the organization does. Gender equality is not merely a desirable by-product of human development; it is a core goal in its own right. Gender discrimination is the source of endemic poverty, of inequitable and low economic growth, of high HIV prevalence, and of inadequate governance. Any form of gender discrimination is a denial of human rights, an obstacle to human development. Gender mainstreaming means being deliberate in giving visibility and support to women's contributions and addressing the differential impact of strategies, policies, programmes and projects on women compared with men. It requires a focus on actual results in terms of gender equality in the practice areas at all levels.\*

UNDP Montenegro Country Programme Document (CPD) has defined for its first outcome - Social inclusion and poverty alleviation, within which UNDP will focus on promotion of participation of women in the areas of business, politics and governance, and providing support to fight against violence in family.

In Montenegro, UNDP had been providing continuous support to the Governmental Office for Gender Equality in effective implementation of the National Action Plan for Gender Equality. UNDP efforts have been concentrated on advocating for gender legislation, integrating gender equality in the national policy priorities and supporting the formulation and implementation of frameworks enabling more favourable development opportunities for women. In addition, support was provided in the strategic development and capacity building of the Office for

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\* UNDP Gender Policy document

Gender equality. Main partners in this work remained Governmental Office of Gender Equality, recently re-named into Department for Gender Equality within the Ministry of human and minority rights, Parliamentary Committee for gender equality, Ministry of Justice, Ministry of Labour and Social Welfare, NGOs/CSOs ect

UNDP has substantial experience in working on issue related to women's rights and gender equality, advocating for introduction of human rights standards from developed countries.

Being present in all West Balkan countries since the process of transition and reform, who are in different stages of EU accession process, UNDP can through its network facilitate exchange of best practices in light of EU process advancements. In addition, it could be said that UNDP is in a position to effectively mobilize its internal expertise and capacities in transferring the knowledge and lessons learnt which is specifically focusing on women's rights protection.

Further, Capacity Development as the core of its development activities, UNDP is well positioned to again mobilize its resources in assessing capacities of main partners, developing development of the appropriate response and implement the capacity development actions for sustainable results. Capacity development activities will be mainstreamed through out Programme engaging both in-house experts as well as experts from the region who had worked on similar programs. UNDP plans to, among others, engage experts from its expert rooster in Bratislava Regional Center (BRC) who had been engaged in establishing UNDP would use it's experts, manuals and tools in conducting capacity assessments, analyses and in designing appropriate response to capacity development needs.

Given the wide range of intervention activities within this Programme, there is a need for coordinated action that will ensure synergy with key national partners.

**Human resources** devoted to the project implementation consist of following personnel:

Head of Department for Gender Equality and Adviser as full contribution of the Ministry for human and minority rights, Gender Programme Manager from UNDP as partial contribution of UNDP (50%) , Gender focal points from 15 ministries, as full ministries contributions and, national and international experts in the field of gender that will be hired through Programme. For the effective work on the Gender Programme will be required following characteristics of the personnel engaged:

- Demonstrates personal integrity and ethical standards; promotes the vision, mission, and strategic goals of human – women rights; displays cultural, religion, race, nationality and age sensitivity and adaptability;
- Ability to provide top quality policy advice services on gender issues, specialized policy experience in gender mainstreaming, women's rights and development issues; substantial knowledge and experience of policies and measures to increase women's empowerment and effectiveness in decision-making at various levels.

### **Available knowledge and expertise**

There is rather diverse situation in Montenegro with regard to the expertise and experience with regard to gender equality issues. For last decade Montenegrin women's movement was enriched with quite number of experts in women's rights coming from different governing institutions, political parties, academia, media and NGOs. Gender expertise has been recognised in several fields contributing to the creation of positive environment towards gender sensitive policies by awareness raising and advocating activities. Civil society organizations capacities remain challenge in terms of strengthening and development of human resources, but important actors in promoting women's interests. Governmental

Department for Gender Equality, during last two years, mentors and supports the network of governmental professionals – gender focal points within administrative authorities – in becoming gender experts in their own fields.

There is a significant potential to reinforce local knowledge with outside experience, and, as the project progresses, to share the knowledge gained beyond Montenegro at the cross border level with gender mechanisms from the BIH, Serbia, Macedonia and Croatia.

Here, Steering Committee and Advisory Boards will play an important role in leveraging existing national and regional expertise and the knowledge products at the local level in order to support those with less experience, and to develop synergistic approaches that will lead to greater progress overall. By bringing the various actors together there is a major opportunity to pool and expand strategic knowledge and build a strong and supportive local collaborative structure that will in turn underwrite stronger national action.

Therefore, by this Project it is envisaged to use available and existing expertise and establish cooperation with regional and national experts in all of three components of the Project in order to ensure transfer of knowledge and further development of capacities.

### **Start up – Trust Fund for Women**

Trust Fund for women entrepreneurs will be established by Department for Gender Equality, UNDP and Directorate for Small and Medium Enterprises for start up businesses. Financial Fund will provide financing opportunity to women that can't provide loan guarantees to Commercial Banks. Selected and supported women start up businesses, beside loans with low interest rates, will be provided with consultancy, training and monitoring of businesses. Therefore, the advantages of this Trust Fund for women in comparison with regular commercial banks will be: loans with no property guarantees; low interest rates; longer grace periods, mentorship and consultancy. The Fund will have revolving nature in the period of three years the whole amount will be repaid to the Fund. Fund will be managed on daily basis by Directorate for Small and Medium Enterprises in using their own credit line software and monthly reporting, grounded on MoU to be signed between stakeholders. For the establishment of this Fund Department for Gender Equality and UNDP will use initial 100,000 euros from the IPA 2010 grant, while partnering Directorate will provide additional 100,000 euros for women start up businesses under same conditions. Long term management and ownership of the Trust Fund for women entrepreneurs received from IPA 2010 will remain on the Department for Gender Equality, once the Gender Programme is finalised.