

COVER PAGE

Country: Montenegro

UNDAF Outcome(s)/Indicator(s)¹:

CPD Outcome 1: Social inclusion and poverty alleviation
Gender issues mainstreamed through National development strategies, policies and legislation

Expected Outcome(s)/Indicator (s):

Strengthened capacities of the gender mechanisms to implement gender policies

Baseline:

1. Limited capacities of the Governmental gender mechanism
2. Lack of gender sensibility and knowledge of the Parliamentary gender board

Indicators:

- 1.1. Number of public officials trained in gender equality issues
- 1.2. Prepared and sent initial CEDAW Report from Montenegro
- 1.3. Enhanced mandate and position of the gender mechanisms within the Government
- 2.1. Number of Parliamentarians trained in gender equality issues

Expected Output(s)/Annual Targets:

- ❑ 20 experts in the Government, CSOs and in the Parliament skilled/qualified in gender mainstreaming;
- ❑ 100 employees in the Government trained on gender equality issues;
- ❑ 20 Government focal points trained for CEDAW reporting
- ❑ Developed MOU between all actors in legal system for setting up standard procedures in gender analyses of all legal documents;
- ❑ 30 % Parliamentarians trained in gender equality
- ❑ Gender Equality law passed in the Parliament

Management Arrangement: UNDP execution

Programme Duration: April 2007 – April 2009

Narrative

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.

This will be achieved by supporting the Governmental Office of Gender Equality in effective implementation of the National Action Plan for Gender Equality. UNDP efforts will be 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 will be provided for gender-disaggregated data processing to facilitate better policy making. Main partners will be Office of Gender Equality, parliamentary Board for gender equality, Ministry of Justice, Ministry of Labour and Social Welfare, NGOs/CSOs ect.

¹ For global/regional projects, this is not required
* UNDP Gender Policy document

SITUATION ANALYSIS

Strengthened capacities of the gender mechanisms and increased representation of women in design making to implement gender policies

While notable progress has been made over the past decade, efforts aimed at building democratic institutions and promoting human rights and equal opportunities in the Montenegro have not yet achieved fully sustainable status within the government structures.

Despite additional efforts to consolidate legislation with regards to gender with EU standards, Office for gender equality still hasn't gain any political support in this regard from the public or governmental institutions. Therefore, not many things changed in practical terms.

In addition, development of the Strategic plan for the Office for Gender Equality within the sub-regional gender project, could be used just partially, as position of Office for Gender Equality remained within the General Secretariat of the Government with a same limited mandate and capacity² described in following «creation of conditions and ensurance of equality and egalitarianism in line with defined standards and commitments taken by the international treaties, compliance of all activities in this field and establishment of cooperation with international, local and non-governmental organisations dealing with gender equality issues and women human rights».

Assessment of the Office for Gender Equality organizational management and capacity (conducted also within the sub-regional gender project) have shown that two employees in the Office – Head of Office³ and assistant do not present strong gender mechanisms and therefore adequate response of the Government in ensuring effective fulfilling of international standards related to equal opportunities into MNE legislation, policies and practice. Also, status of the Office within the Governmental system

Second formally existing gender mechanism is in the Parliament of Montenegro that have been absolutely passive body for last two mandates (8 years) and therefore importance of its activating will be of enormous importance. Gender based discrimination seems to be most visible in the political sphere of society and in the design making positions. Namely, Montenegro is on the bottom of the world scale in political participation of women and in this part of the world, only Albania has lower percentage.

Despite up-coming Gender equality law and EU accession recommendations related to equal opportunities policies, this Parliamentarian gender mechanism does not reflect understanding of the gender equality issues nor sensibility for running and promoting of such politics.

Therefore, educational gender trainings and additional knowledge transfer is needed for the parliamentarians to ensure capacities of the public institutions to implement international conventions and to run gender sensitive politics.

Greatest challenge remains in tackling most common problems of both gender mechanisms reflected in insufficiently developed knowledge and skills necessary for further development of the gender mechanisms; lack of knowledge and will in the state administration and in the parliament in regard to the gender equality; non-compliance of domestic legislation with european standards ect.

UNDP RESPONSE

The purpose of the UNDP overall Gender Programme is to develop specific framework of the capacity building of the relevant government institutions to implement GEL with relevant gender mechanisms in the context of EU integrations and achievement of MDGs (specifically MDG 3), by the means of following outputs:

1. Strengthened capacities of the gender mechanisms and increased representation of women in design making;

² Gender Equality Office has been established in line with the Decision of the Government of the Republic of Montenegro on 27 March 2003² with the aim to implement the work within the project framework «Foundation of Equal Gender opportunities within the Government of the Republic of Montenegro» and to coordinate activities of all governmental and non-governmental bodies and organisations, local and international organisations dealing with gender equality questions and women human rights. This decision puts into the focus rather unclear and exsively ambitious mandate of the Office which was absolutely untenable in terms of functionality

³ Being is in line with the Assistant General Secretary of the Government

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- 1a) Identified capacity gaps in the gender equality mechanisms and initiated specific plan of actions for capacity building interventions;
- 1b) Strengthened strategic partnerships and alliances within relevant government ministries, gender mechanisms, CSOs and UNDP to ensure comprehensive approach in adoption and implementation of Gender Equality Law (GEL); implementation of National Action Plan and reporting to international treaties according to ratified conventions;
- 1c) Supported mandate enhancement and position of the gender mechanism within the governing structure;
- 1d) Maintained regional knowledge transfer on Gender Equality Law implementation between gender mechanisms in Bosnia and Herzegovina (BIH) and Montenegro with the aim to further encourage partnership and contribute to alignment and coherence of best practices and lessons learned capitalizing on each other's strengths;
- 1e) Increase of knowledge of political parties representatives about equal opportunities politics and relevant international legal and political frames for its implementation;
- 1f) Promotion of affirmative actions towards equal opportunities in politics in accordance with general CEDAW Assembly⁴ recommendations and MDG 3 implementation indicators;
- 1g) Promotion of policies for greater political participation of women.

2. Improving legal and policy ground for achievement of gender equality

- 2a) Adoption of Gender Equality Law in Montenegro and its implementation acting through amendments on other related laws;
- 2b) Revision and adoption of National Action Plan for achievement of gender equality (2008-2010).

The prerequisite for the Gender Equality Law and NAP implementation is institutional, political, economical and cultural transformation process that should include eliminating gender biases in national development frameworks; incorporating gender awareness into policies, programmes and institutional reforms.

Partnering regional gender mechanisms and civil society organizations in BIH and Montenegro will have opportunity to consolidate lessons and best practices.

UNDP will assist in bridging the gap between institutional capacities to address gender adequately and in meeting EU accession conditions by developing gender sensitive tools to monitor progress and ensure accountability.

STRATEGY FOR THE PROJECT

Strengthened capacities of the gender mechanisms and increased representation of women in design making to implement gender policies

The project aim is to support Governmental office for gender equality, on their request, in better positioning of the Governmental gender mechanism within the Government structure to create preconditions for the promotion of equal opportunities, introduction of gender democracy, gender mainstreaming and to contribute to formulate policies and strategies to reduce poverty and support sustainable development.

This project aims to establish a common methodology for all relevant ministries to report to the international treaties (UN CEDAW committee) about implementation of an innovative and structured gender mainstreaming approach in legislation and policies especially upon introduction of Gender Equality Law.

Important segment of the program is learning potential for Parliamentarians in regard to European integration and preconditions of balanced gender equality in the legislation as well as in the political practice.

The partner institutions (UNDP, Office for gender equality and parliamentarians) will exchange innovative approaches to the empowerment of status of women – politicians identifying good practices in

⁴ UN CEDAW Committee that reviews state members reports and policies on advancement of women's development and gender equality and provides general and country-specific recommendations

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the Europe in that way contributing to the shaping of women specific political education and introduction of affirmative measures. This will be way to promote equal opportunities, gender democracy and gender mainstreaming and to contribute to

- Increase of number of women in the Parliament and on the design making position;
- Development of policy programs giving more women a greater share in political decision making on various political levels;
- Creation of environment for the introduction of quota in Electoral Law;
- Establishment a network of institutions, organizations and individuals through exchange of experiences and exemplary training policies.

Information desegregation and awareness raising will ensure that wider public in Montenegro learns more about gender-balanced democracy and its benefits trough political learning.

Trough project we will look into most interesting and innovative practices in the SEE Region in regard to position of gender mechanisms within Governmental and Parliamentary structures and their effectiveness, visibility and transparency in the implementation of National Action Plans. It will pilot several of these practices, analyze their impact on the targeted public and evaluate the methodology, tools and results obtained under the partnership with other governmental institutions/ministries. The transfer of good regional and national practice will take place through regional gender mechanisms leaders and experts and NGO/CSOs forums.

In addition, it will hold a series of interactive workshops with legal government experts and parliamentary board for gender equality members, to better understand purpose of gender sensitive policies, to discuss synchronization and mainstreaming of Gender Equality Law provisions within other laws as well as reporting to international treaties.

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PROJECT RESULTS AND RESOURCES FRAMEWORK

Complete the table below for the outcome that the project is designed to address.

<p>Intended Outcome as stated in the Country/ Regional/ Global Programme Results and Resource Framework: CPD Outcome 1: Social inclusion and poverty alleviation</p> <p>Gender issues mainstreamed through National development strategies, policies and legislation.</p>				
<p>Outcome indicators as stated in the Country/ Regional/ Global Programme Results and Resources Framework, including baseline and targets. <u>Indicator:</u> Gender policies mainstreamed in accordance with EU recommendations. <u>Baseline:</u> Underdeveloped Governmental gender mechanism to implement the NAP, Gender Equality Legislation, and gender policies.</p> <p><u>Indicator:</u> Affirmative action applied in accordance with EU recommendations. <u>Baseline:</u> 12% of women in Parliament and 5% in municipal parliaments.</p>				
<p>Applicable MYFF Service Line: Goal 1: Achieving the MDGs and reducing the human poverty, Service line 1.6: Gender mainstreaming</p>				
<p>Partnership Strategy: Government – Office for Gender Equality, Parliamentarian Board for gender equality; Public institutions; CSOs/NGOs and international donors</p>				
<p>Project title and ID (ATLAS Award ID): Gender Equality Programme Award ID: 00046897</p>				
Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible parties	Inputs
<p>1. Strengthened capacities of the gender mechanisms to implement gender policies</p> <p>Baseline: 1. Limited capacities of the Governmental gender mechanism 2. Lack of gender sensibility and knowledge of the Parliamentarian gender board 3. Low participation of women in the parliament and design making positions</p>	<p>1. 15 gender experts further developed/ skilled/qualified in gender mainstreaming</p> <p>2. 100 employees in the</p>	<p>1. Training of experts</p> <p>Actions a-Advanced training for experts b-Study visits c-Regional consultants</p>	<p>UNDP and Office for Gender Equality</p>	<p>1. Regional Consultants Travel Trainers/experts Trainings</p> <p>2.</p>

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<p>(10 women in the Parliament, 1 in the Government, 1 women Mayor)</p> <p>4. Lack of political will and interest for increase of political participation of women (0 political parties have gender mechanisms nor gender sensitised programs)</p> <p>Indicators:</p> <p>1.1 Number of public officials trained in gender equality issues</p> <p>1.2 Prepared and sent initial CEDAW Report from Montenegro</p> <p>1.3 Enhanced mandate and position of the gender mechanisms within the governing structure</p> <p>3.1 Number of political parties trained- educated in gender equality issues</p> <p>3.2 Increased number of women in political parties structures</p> <p>3.3 Created better environment for gender sensitive politics</p> <p>4.1 Number of political parties introduced policies for gender equality</p> <p>4.2 Affirmative actions for gender equality introduced in relevant legal documents</p>	<p>Government trained for gender equality</p> <p>2.a.20 Government focal points trained for CEDAW reporting</p> <p>2.b. Developed MOU between all actors in legal system for setting up standard procedures in gender analyses of all legal documents</p> <p>3. Gender Equality law passed in the Parliament</p> <p>4. 40 politicians-party leaders and women political leaders trained in running and lobbying for gender sensitive politics</p> <p>4.1 Members of Gender Equality board – 20 trained and sensitised for the lobbying, advocating and support in introduction of affirmative actions</p> <p>5. In-depth analyses of political party programs,</p>	<p>2. Trainings for public officials</p> <p>Actions:</p> <p>a-5 thematic trainings for public officials in Government of MNE</p> <p>b-2 trainings for CEDAW Reporting</p> <p>c-PR activities</p> <p>3. Advocating</p> <p>Actions:</p> <p>a-PR campaign</p> <p>b-Meetings with political parties representatives</p> <p>c-Round table</p> <p>4. Trainings for Parliamentarians</p> <p>Actions:</p> <p>4.1 3 trainings for parliamentarians</p> <p>4.2 Coordinating meetings of the Parliamentary gender board</p> <p>4.3 Regional coordination</p> <p>5. In-depth study</p> <p>Actions:</p> <p>5.1 National and international consultant selection</p>	<p>UNDP, team of trainers, Parliamentarian Board for gender equality and Office for Gender Equality</p> <p>UNDP, Parliamentarian Board for gender equality and Office for Gender Equality</p> <p>UNDP, Parliamentarian Board for gender equality and Office for Gender Equality</p> <p>UNDP and Office for Gender Equality</p>	<p>National Consultants PR Trainers Seminars in PG</p> <p>3. PR agency Media</p> <p>4. National Consultants PR Trainers Meetings in PG</p> <p>5. National consultant Meetings Travel Seminars</p>
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	<p>electoral law and compatibility with EU standards</p> <p>6. Increase of visibility of gender mechanisms in public</p> <p>6.1 Better understanding and gained public support for the introduction of affirmative action norms</p>	<p>5.2 Interviews 5.3 Publishing</p> <p>6. Awareness raising campaign Actions: 3.1 Media campaign 3.2 Advocacy 3.3 Project Structure establishment 3.4. Project Board meetings</p> <p>7. Project Management Actions: a-Project Structure establishment b-Project Board meetings</p>	<p>UNDP, Office for Gender Equality, Parliamentarian Board for gender equality and PR agency</p> <p>UNDP, NGOs/CSOs, Board for gender equality and Office for Gender Equality</p>	<p>6. Travel PR Agency</p> <p>7. Coordinator Board meetings Travel</p>
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MANAGEMENT ARRANGEMENTS

Executing Agency:

UNDP is the UN's global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. UNDP is on the ground in 166 countries, working with them on their own solutions to global and national development challenges. As they develop local capacity, they draw on the people of UNDP and its wide range of partners.

World leaders have pledged to achieve the Millennium Development Goals, including the overarching goal of cutting poverty in half by 2015. UNDP's network links and coordinates global and national efforts to reach these Goals. Its focus is helping countries build and share solutions to the challenges of democratic governance, poverty reduction, crisis prevention and recovery, energy and environment, and HIV/AIDS

UNDP integrates information and communications technology for development into its work in democratic governance and poverty reduction, helping developing countries improve government accountability and service delivery. UNDP helps countries attract and use aid effectively. In all its activities, the UNDP promotes the protection of human rights and the empowerment of women.

UNDP has extensive experience to deliver multi-sectoral governance projects in the Montenegro linked with the specific aim of strengthening national institutional capacities as well as facilitating policy-formulating debates on various inter-connected governance issues. Of particular relevance is their strengthening of the capacity and partnership between government and civil society organizations.

The UNDP Country Office in Montenegro will, directly manage this Gender Programme.

Programme Board: The Project Board as a group responsible for making on a consensus basis management decisions for a gender programme when guidance is required by the Project Coordinator, including recommendation for UNDP/ Implementing Partner approval of project revisions.

Project reviews by this group will be made at designated decision points during the running of a project, or as necessary when raised by the Project Coordinator. The Project Coordinator for decisions consults this group when PM tolerances (i.e. constraints normally in terms of time and budget) have been exceeded.

Project Board composition:

1. Mr Garret Tankosic Kelly, UNDP RR, (Senior Supplier role – to represent interests of designing, developing, facilitating, procuring and implementing the project's products)
2. Ms Nada Drobnjak, Head of Gender Equality Office;
3. Ms Ljubica Beba Dzakovic, Head of the Parliamentarian Board for gender equality
4. NGO representative (chosen by NGOs network)
5. Representative of the Ministry of finance
(All three Senior Users – will represent their interests as they will use and/or will be affected by the programme and its products)

UNDP Gender Programme Coordinator– The Gender Programme Coordinator will be under the direct supervision of the UNDP Team Leader of Socio Economic Participation Programme Cluster. Programme Coordinator will manage the related programme components implementation and perform a variety of services pertaining to the implementation, management and promotion of the UNDP gender initiatives and its projects. S/he will have responsibilities, for among other things to manage the preparation and implementation of work plans; ensure that all projects are planned and implemented in close coordination with

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UNDP's ongoing programmes/projects to increase synergy between projects; ensure that projects are planned and implemented in line with the UNDP's development priorities (Country Programme Document 2007 – 2009); meet and coordinate with government institutions, Gov. Office for Gender equality, NGOs/ CSO, relevant banking and financial institutions, Parliament and local stakeholders for operational and strategic collaborations; Manage consultancy services for gender mechanisms; ensure the implementation process to be carried out in participatory manner.

The Program coordinator is also responsible for ensuring synergies between Gender Programme components. S/he has at least a few years of experiences in gender issues, advanced experience in civil society and degree in a relevant field. S/he has competency to demonstrate leadership to make sure the local ownership and bottoms-up decision making process.

MONITORING AND EVALUATION

Monitoring / Risks

Risk 1:

Weak buy-in from some government ministries and Parliamentarian Board for gender equality for training and implementation of new gender equality legislation from government ministries.

Mitigation Strategy: To increase local buy-in UNDP could use a number of approaches such as using established UNDP networks with ministries, parliament and civil society organizations to help build greater local buy in. In addition, a UNDP Project Board consists of representatives from the Government, Parliament and NGOs that have sufficient clout/influence to help influence policy change.

Risk 2:

Weak spill over of results and weak follow up activities to implement legislation and developed related gender sensitive policies for two reasons – lack of political will and/or lack of financial resources.

Mitigation Strategy: This risk can be addressed by ensuring that a comprehensive methodology with EU accession recommendations is developed and promoted to ensure its relevancy to targeted audience.

In addition, UNDP Montenegro will seed additional funds from other donors to continue activities and provide sustainable programming and partnership.

Risk 3:

Lack of funds/resources to implement planned programme outputs

Mitigation Strategy: UNDP will develop fundraising plan to ensure additional financial support from other donors to the gender programme implementation.

Risk 4:

The most common risk in implementing advanced training of trainers is to create a pool of “elites” who keep their knowledge and professional skills to themselves without proper action to spread that knowledge and promote the issue at hand.

Mitigation Strategy: This risk can be addressed by ensuring a comprehensive methodology is developed before implementing the training which is regularly reviewed in between trainings to ensure its relevancy to targeted audience. UNDP will also ensure that all trainers provide status reports.

UNDP will also provide additional consultations for trainers to assist them with the implementation of their training sessions within their respective organizations/ministries.

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Risk 5:

Most challenging aspect is to create positive environment in rigid political parties systems to accept and therefore implement gender sensitive policies.

Mitigation Strategy: There are two approaches in tackling issue of political participation of women. First is understanding of its importance and background, while second approach is knowledge about urge to respect international treaties recommendations for the introduction of affirmative actions in the practice and legislation. Therefore UNDP will develop politically sensitive training modules for the parliamentarians to present in adequate way gender related affirmative actions and promote it.

In addition, UNDP will invite respectable regional experts to present comparative analyses from the region and its compatibility with EU accession processes.

Risks 6: Time constraints of public officials to attend trainings / training “fatigue” amongst trainees.

Mitigation Strategy: This potential risk can be mitigated by a) ensuring careful reviews of “situation analyses,” by making contents of the trainings relevant to their daily work and including practical step by step advice to trainees on how to apply gender issues to their daily tasks; b) proper scheduling is made to avoid conflicts with key parliamentary sessions and other key events; and c) the identification of alternative learning activities can help mitigate training fatigue.

Evaluation and reporting

UNDP will conduct an external independent evaluation once each programme output are completed.

An audit will be performed based on UNDP internal procedures.

UNDP will provide Project Board and additional donors with annual project reports on UNDP's results towards the achievement of the set outputs and outcome as well as Millennium Development Goals related to gender equality.