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**POST PROJECT EVALUATION
FOR THE
UNITED NATIONS DEMOCRACY FUND**

**UNDEF Funded Project / UDF-13-575-KOS
Am I Equal in Kosovo Society?**

6 July 2018

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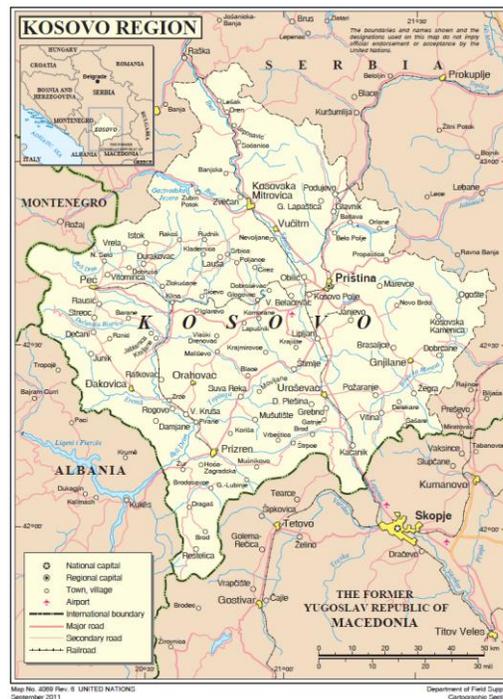
The views expressed in this report are those of the evaluator. They do not represent those of UNDEF or of any of the institutions referred to in the report.

Authors

This report was written by Dieter Wagner.

Project Area

Entire Kosovo, particularly areas covered by 11 radio stations. Six municipalities visited by the evaluator: Prishtina, Mitrovica, Leposavic, Prizren, Glogovac, Peja/Pec.



**References to Kosovo shall be understood to be in the context of Security Council Resolution 1244 (1999)*

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I. OVERALL ASSESSMENT

The project ran from 1 March 2015 – 31 May 2017, with a total grant of USD 200,000 (out of which UNDEF retained USD 10,000 for monitoring and evaluation). It was designed by the Independent News Centre Media Network, based in Prishtina (INC) and was implemented in partnership with the Kosovar Gender Studies Centre (KGSC) and the Center for Legal Aid and Regional Development (CLARD), and in cooperation with TV, radio and other media located in 11 municipalities of Kosovo. The target population consisted of women victims of domestic violence and gender discrimination, women NGO representatives, women activists, media editors, civil society representatives, journalists and student journalists, as well as human resource management staff in public institutions and private corporations. As defined in the Project Document, the objective was to improve the situation of women in Kosovo with the help of media advocacy and direct engagement with stakeholder representatives. Accordingly, the project's three key outcomes were defined as follows:

1. Public awareness concerning key gender problems raised;
2. Capacity of women and key stakeholders (local women NGOs, media, and corporations) enhanced;
3. Implementation of legal provisions and policies against gender discrimination and promoting women's advancement increased.

The grantee faced a number of implementation challenges. A political crisis in Kosovo, which drew public attention to stalled government and parliament business, resulted in the grantee's decision to postpone the national and local TV debates under the project's awareness raising component. The same issue delayed analytical activities, including the project's final conference, leading UNDEF to grant a three-month extension. Under the component intended to support the implementation of legal provisions, the absence of labour-market specific laws and / or administrative regulations on sexual harassment in the workplace caused the cancellation of the gender discrimination and sexual harassment training of human resource management staff who would track the improvement of their company's gender related human resources practices, and of the plan to support such tracking through quarterly monitoring visits by the grantee and implementing partners. Instead, the grantee and implementing partners targeted politicians and government representatives with policy advocacy in support of labour market specific laws against sexual harassment in the workplace.

The most significant results of the project included:

- Production of a comprehensive media programme, which consisted of 60 radio debates, 15 short drama programmes, 11 TV debates, as well as 20 radio jingles, six TV spots. These were aired throughout Kosovo, to encourage victims from among the audience to report gender-based violence, harassment and discrimination.

- Participation of more than 100 students (planned: 20) in journalism workshops, who subsequently contributed to media products about gender discrimination and the advancement of women's rights, either through individual outputs or through continued participation as project interns.
- Communication of vital information (e.g. about the existence of women shelters) to previously isolated and unaware women; something that in a patriarchal society dominated by taboos and restrictions represents an unparalleled achievement.
- A remarkable degree of empowerment achieved by some of the project participants (student journalists and NGO representatives).

Overall, **the project's strategy and methodology were relevant**, as they were consistent with the profile and needs of the project's beneficiaries. However, the projected third outcome, the promotion of legal provisions and policies against gender discrimination and supporting women's advancement, fell victim to design flaws: it was not coordinated with key government and business representatives, and did not take into account their prior commitment. This had a negative bearing on the project's relevance.

The public outreach, in particular the Radio/TV shows, made the topic more approachable. These were effective, as they provided the audience with a better understanding of women inequality issues in Kosovo's society. The capacity building component saw impressive levels of student involvement; and NGOs effectively supported the radio dramas, but there were also **shortcomings which limited the project's effectiveness**: Professional journalists did not participate in capacity building as planned. The extent to which replacement activities, such as support to the already existing government help lines instead establishing a dedicated phone helpline, and the advocacy workshop with government officials instead of the corporation HR staff training, remains unclear. The grantee's advocacy for improved implementation of legal provisions and policies, which replaced the projected tracking of positive changes in the workplace, finally did not generate any results.

In accordance with the project's principal focus on raising public awareness, the production of media outputs accounted for 73% of the budget. The 4% allocation the grantee made to activities supporting the project's outcomes for capacity building and promotion of legal provisions and policies on the other hand appears low, but was still acceptable given the fact that the grantee's part-time staff resources charged to the budget were also used to implement these activities. The input – output relationship of the project's media production and capacity building is therefore considered efficient. Limited achievements with regards to the promotion of legal provisions and policies, however, **affected the project's efficiency negatively**.

Usually, the design of a project's results framework and the monitoring of and reporting on the target indicators allow for a preliminary analysis of progress and potential impact. Although the grantee had limited understanding of the purpose of results frameworks, and

hence difficulties with the formulation and use of SMART indicators, there are signs that **the project still generated some positive impact**: in individual cases the evaluator found heightened levels of journalistic and support capacity for gender issues, which demonstrates that the grantee's capacity building efforts were successful.

Project partners have played their part and still maintain their role to fight the issue. However, **sustainability is at risk**: In order to overcome the generational and cultural challenges that this project has encountered, it requires more than public awareness raising and capacity building for representatives of women's groups, women's NGOs, public authorities, public service agencies, legal and service professionals, as well as private sector employers.

UNDEF added value: Given the current state of affairs and the fact that media involvement continues, it is fair to say that UNDEF's support was a timely and appropriately made investment to raise awareness, capacity and to generate push for change.

The evaluation's *key recommendations* to the grantee and UNDEF are:

- **Clearly identify the needs of the target group to avoid overlap and/or make capacity building worthwhile.** Target participants need to be motivated to participate from the design stage of the project.
- **Newly introduced, alternative outputs and activities require approval by UNDEF, and must include the formulation of new, measurable baseline and target indicators,** so progress towards the originally planned outcome can still be determined.
- **Advocacy needs to include continuous observation of the political climate:** if the operational environment is not conducive to advocacy for change, consider alternative activities.
- **Given the challenges encountered, the best way forward appears to be the provision of relevant, gender-sensitive education for the future generations of Kosovo.** Contemporary curricula explaining women's rights, and introducing the discussion about gender issues, can generate a change of attitude towards the appropriateness of implementation of laws and regulations that protect women from domestic violence and sexual discrimination and harassment in the workplace.

Lessons learned that could also be applied to other projects include:

- **When designing project activities, conduct a risk assessment that not only establishes what the risks are** (typically: non-participation, disinterest), **but also their underlying reasons** (i.e. why would target groups not participate). Taking these into account, the grantee's research and coordination will avoid overlap with existing initiatives and lack of cooperation of targeted beneficiaries.
- **For meaningful assessment of project results, develop baseline and target indicators**

that are specific, measurable, achievable, relevant and time-bound (SMART).

- Turn baseline and end-of-project surveys into useful tools that determine how your activities and results have contributed towards the achievement of the project's outcomes.
- Consider the use of Radio and TV to introduce previously controversial and/or "taboo" issues, in order to remove them from isolation and to encourage public debate and intervention.

II. PROJECT CONTEXT

(i) The project and evaluation objectives

This report contains the evaluation of the project entitled "Am I Equal in Kosovo Society?". The project ran from 1 March 2015 – 31 May 2017 (including a 3-month extension), with a total grant of USD US\$ 200,000 (out of which UNDEF retained USD 10,000 for monitoring and evaluation).

The project was designed by Independent News Centre Media Network (INC), Prishtina, Kosovo. It was implemented in partnership with the Kosovar Gender Studies Centre (KGSC) and the Center for Legal Aid and Regional Development (CLARD), and in cooperation with TV, radio and other media located in 11 municipalities of Kosovo. As defined in the Project Document (UDF-KOS-13-575), the objective was to improve the discriminatory situation of women in Kosovo with the help of media advocacy and direct engagement with stakeholders, namely local women, key women NGOs, media, public officials and corporations, by raising public awareness of key gender problems, by enhancing the capacity of the stakeholders, and by supporting the implementation of legal provisions and policies targeting gender discrimination and promoting women's advancement. Accordingly, the target population consisted of women and men of all ages and ethnicities, and more specifically women victims of domestic violence and gender discrimination, women NGO representatives, women activists, media editors, civil society representatives, journalists and student journalists, as well as public institutions and private corporations involved in human resources management.

(ii) Evaluation methodology

The evaluation aimed to answer questions across the Development Assistance Committee (DAC) criteria of *relevance, effectiveness, efficiency, impact, and sustainability*, as well as the additional criterion of *UNDEF value added* (see Annex 1).

The evaluation took place from May – June 2018 with the fieldwork in Kosovo conducted from 4 – 8 June 2018. The evaluator reviewed available project documentation and contextual / background materials on issues surrounding discrimination of and violence against women in Kosovo (Annex 2). Initial and final interviews were held with INC in

Prishtina, involving its Director and project staff. Other meetings focused on interviews and exchanges with the grantee's implementation partners, and included field visits to three local radio/TV stations as well as representatives of the project's target groups from six municipalities of Kosovo, to confirm the project beneficiaries' experiences and to obtain updates of their most recent activities. These interviews and group meetings involved 7 project staff and 16 project stakeholders and end-beneficiaries.

(iii) Development context

The latest UNDP Human Development Report for Kosovo (2016) identified a continued shortage of qualified teaching staff at pre-, primary and secondary school levels, meaning that the Kosovar population still lacks access to quality education, which affects their employability and hence quality of life. Women represent the largest proportion of this unemployed and poorly educated population: The employment rate of women in Kosovo in 2014 was only 12.5%, and with 4.2% the employment rate of young women aged 15-25 years was the lowest when compared with other labour markets in the Western Balkans.¹

The social and economic dependency of women in Kosovo often resulted in exposure to high levels of violence. According to the Agency of Gender Equality for Kosovo (2015), the number of violations of women's human rights has increased over the past decade. Reliable data on the issue is, however, difficult to gather, particularly since cases of domestic violence and rape go traditionally unreported: they are still treated as personal issues that must be resolved within the family.

The Organization for Security and Cooperation in Europe (OSCE) recently revealed the fact that a significant proportion of men in Kosovo "partially agree" that women "deserve" to be beaten. Its survey on "Men's Perspective on Gender Equality in Kosovo", among others asked men whether "[...] there are times when a woman really deserves to be beaten". Over 32% of respondents answered they "partially agree", 8.7% fully agreed, while 54% disagreed.² Rooted in the traditions of a patriarchal society, these male views were also reflected by the female perspective, which soon after became the subject of a morning radio show³ aired by an INC Media Network station. Interviews held with women in rural villages of Kosovo produced consistent statements, such as: "[...] my husband from time to time hits me, slaps me once or twice, but I have to admit that most probably I deserve it. I am sure that I made a mistake and made him nervous"; or: "[...] my husband has the habit to beat me, but to tell you the truth - I think that due to this beating I have become a better wife, a better person".

While the legal framework governing the protection of the rights of women in Kosovo is compliant with European Union provisions, the levels of conversion of legal provisions,

¹ Source: <http://hdr.undp.org/en/content/kosovo-human-development-report-2016>

² Source: <https://www.koha.net/arberi/96465/osbe-burrat-ne-kosove-pajtohen-se-grate-meritojne-dhune-fizike/>, 31 May 2018

³ Flutra Hasani, representing the Anima project, interviewed by Arientyn Abudyli on Radio Urban FM, June 2018

awareness and actual implementation of the related laws remain low. Prominent examples of how this affects enforcement in Kosovo is the current lack of protection of those women that are among the few achieving access to the labour market from (i) discrimination when applying for jobs and (ii) from sexual harassment in the workplace. Given the absence of (a) labour-market specific rules that define the facts constituting gender-based discrimination or sexual harassment, and (b) the processes to be applied in such cases, very few public and private sector employers maintain codes of conducts or guidelines. Once again it remains therefore unknown how many women have been enduring these forms of workplace-related discrimination and harassment without reporting it. But there are more patterns of discrimination despite existing legal protection, which aggravate Kosovar women's social and economic situation: Although Kosovo's constitution and inheritance and family laws guarantee women equality in inheritance, the 2014 Kosovo Gender Profile established that women own only 15.2% of the area's registered property (including land).⁴

III. PROJECT STRATEGY

(i) Project strategy and approach

The objective of the project "Am I Equal in Kosovo Society?", as defined in the Project Document (UDF-KOS-13-575) in February 2015, was to improve the discriminatory situation of women in Kosovo with the help of media advocacy and direct engagement with stakeholders.

Discrimination against women is one of the many challenges that post-conflict Kosovo faces. Women represent the least educated fraction of Kosovar society. They are the largest group of illiterate people, and among them especially girls and women from the Roma, Ashkali, and Egyptian communities. Given these circumstances, women are underrepresented in both the public and private sectors, as well as in politics and the media. Pressing societal key issues like domestic violence, the absence of a right to inheritance, as well as discrimination and sexual harassment at the workplace did not obtain sufficient attention, and as a consequence, remained practically unaddressed. According to the grantee's initial analysis, the above key issues were not resolved due to a lack of awareness of women's rights and their problems; a lack of capacity among key stakeholders, including women and women's NGOs, authorities and private companies; and a lack of effective implementation of laws and policies intended to improve the situation of women in the Kosovar society. INC saw therefore a need to: (1) exploit the potential of the media, and in particular of local radio stations, to communicate messages about women's rights in the languages of Albanian, Serbian, and Rom in order to raise awareness; (2) involve women, men, representatives of women's groups, women's NGOs, public authorities, public service agencies, legal and service professionals, as well as private sector employers in media programme production, and as participants in live radio and TV debates; and (3) directly work with the same

⁴ Source: <http://hdr.undp.org/en/content/kosovo-human-development-report-2016>

stakeholders to address the issues of discrimination and sexual harassment and to achieve significant changes in the treatment of women at home, in the workplace, and in public spheres.

Accordingly, the project's three key outcomes were defined as follows:

1. Public awareness concerning key gender problems raised;
2. Capacity of women and key stakeholders (local women NGOs, media, and corporations) enhanced;
3. Implementation of legal provisions and policies against gender discrimination and promoting women's advancement increased.

Initially founded as a network of seven local Kosovo Albanian radio stations in 2007⁵, the INC Media Network was joined by ten local Kosovo Serbian radio stations on the occasion of local government and parliamentary elections in 2009 and 2010, with the aim to jointly produce programmes informing and motivating citizens to participate in elections. The network to this date continues to collate and exchange information, and broadcasts jointly produced news programs. The underlying mission of the INC Media Network is to promote the application of professional, independent, challenging and critical journalism.

(ii) The project objective and intervention rationale

The Project Document translates INC’s programmatic approach into a structured plan of project activities and intended outcomes. The framework below aims to capture the project’s *initial* logic systematically, and attempts to link activities and intended outcomes with medium-term impacts and long-term development objectives, which evaluators observed dispersed over different sections of the grantee’s Project Document.

| Project Activities & Interventions | Intended outcomes | Medium Term Impacts | Long Term Development Objectives |
|---|--|--|---|
| <p><u>1. Raising public awareness concerning key gender problems</u></p> <p>Baseline and end-of-project surveys to analyse the level of awareness and knowledge of citizens living in 11 municipalities</p> | <p>Public awareness raised concerning gender violence, discrimination in employment and sexual harassment in the workplace</p> | <p>Key gender issues are more openly and frequently talked, commented, discussed, and debated about in the public, particularly by women</p> | |

⁵ Source: <http://inc-medianetwork.com/about-us/>

| | | | |
|---|---|--|--|
| <p>Two-day launch conference promoting active participation in and inputs of participants</p> <p>Production of 60 radio debates, 15 short drama programmes and 11 TV debates</p> <p>Production of 20 radio jingles, 6 TV spots and informational flyers and posters</p> | | | |
| <p><u>2. Building capacity of women and key stakeholders (local women NGOs, media and corporations)</u></p> | <p>Capacity raised among key stakeholders, including women's NGOs, authorities and private companies, to advocate equality and defend the rights of women</p> | <p>Women and men are more often involved in media program production to directly defend women's rights</p> | <p>The issue of discrimination of women in Kosovo is being addressed continuously, with the help of media advocacy and direct engagement with stakeholders</p> |
| <p>Organisation of a four-day workshop for 20 journalists and 20 representatives of women NGOs and CSO</p> | | | |
| <p>80 Media products about gender discrimination and the advancement of women's rights conceived by journalists trained</p> | | | |
| <p>Completion of 12-month internship by 10 journalism students, who will assist in the production of media programmes</p> | | | |
| <p><u>3. Promotion of legal provisions and policies against gender discrimination and supporting women's</u></p> | | <p>Direct engagement induced significant changes in the</p> | |

advancement

Establishment of a hotline for reporting gender-based discrimination and provision of free legal services

Quarterly visits to 20 major public and private employers promoting good practices supporting the battle against gender discrimination and sexual harassment

Two-day training on gender discrimination in the workplace for 20 human resource managers and tracking of actual implementation of agreed positive changes

Publication of the final project report for dissemination in hardcopy and through media

Final conference to present results and to discuss and agree on follow-up actions to sustain the project's impact

Improved implementation of legal provisions and policies promoting the advancement of women and preventing domestic violence against women, as well as discrimination and sexual harassment of women at the workplace

treatment of women at home, in the workplace and in public spheres

IV. EVALUATION FINDINGS

(i) *Relevance*

Baseline Situation

The grantee's initial assessment of the baseline situation was the result of a combination of INC's own media work experience and analysis. This also included research undertaken by its implementing partners about the target population and its concerns. In the absence of conclusive data on those aspects of gender-based violence focused on by this project, the grantee's initial research work was limited to activity-oriented observations, analysis based on female listener feedback on gender discrimination and violence against women obtained during radio debates and music festivals, as well as results of research and round table discussions conducted by implementing partner KGSC on the subject of gender-motivated, abusive practices Kosovar women experienced at work.

This way of insight prompted the grantee's concern that the identified pressing societal key issues of domestic violence, the absence of a right to inheritance, as well as discrimination and sexual harassment at the workplace did not obtain sufficient attention, and as a consequence, remained practically unaddressed. According to the grantee's research the roots of these issues lied mainly in (1) a lack of awareness of women's rights and their problems (2) a lack of capacity among key stakeholders, including women and women's NGOs, authorities and private companies; and (3) a lack of effective implementation of laws and policies intended to improve the situation of women in the Kosovar society.

The project response

Based on this assessment, INC concluded that there was a need (1) to exploit the potential of local radio stations to involve and communicate with women about gender discrimination via radio, in particular as victims of violence prefer to maintain privacy, (2) to apply a male-inclusive approach to capacity building and media production as the equality of sexes

Selected baseline findings

- Survey held after project launch -

- A very small fraction of Kosovar citizens - 2.6% of the survey sample - consider they are informed and knowledgeable about Kosovo laws on gender equality.
- Almost half of the respondents – 49.4% - would not report the person who committed domestic violence against them.
- A significant proportion of 46.2% do not trust the institutions (30.2% think of the police) in charge helping victims of violence.
- If a couple divorces, 16% would want the wife to return to her family, while 50.8% expect the family's house or joint apartment to be sold and the proceeds shared.
- 58.6% of the respondents think that the mother should get custody of children in case a divorce was the result of violence.
- According to the view of 66.9% of the surveyed population, only sons are entitled to inherit family property.

cannot be achieved unless men are also involved in the defence of women's rights, and (3) to directly work with stakeholder representatives to address the issues and to achieve a treatment of women at home, in the workplace, and in public spheres, that meets their needs and rights. Within this framework, evaluators found various examples of relevant project design, addressing the baseline aspects and involving a variety of relevant stakeholders:

1. Raising public awareness concerning key gender problems

In line with the wider purpose of the activities under this project component the *baseline and end-of-project surveys* were measures designed to analyse the level of public awareness and knowledge concerning key gender issues. Accordingly, both surveys were meant to be held among citizens living in the 11 municipalities targeted by the grantee's network of local radio stations. The surveys were to be designed by implementing partner KGSC, to be conducted by the INC Media Network Team among 100 respondents per municipality, and their results were meant to be used for discussion during the project's launch and final events and impact analysis of the project's media programme impact analysis. A two-day *launch conference* for 30 participants promoting active involvement in and inputs from women NGOs, public authorities, and the media was expected (a) to consider the results of the previous survey, and (b) to review the possible content and discuss details of the media programs.



Ulrike Lunacek, former Member and Vice President of the European Parliament, prominently supported the launch conference

The objective of the *media programme*, which was planned to consist of the production 60 radio debates, 15 short drama programmes and 11 TV debates, was to encourage victims from among the audience to report violence and discrimination. The *radio debate shows* were intended for dissemination in Albanian (35 programmes), Serbian (15), and Rom (10), and designed to feature guest speakers who were either women's rights activists or victims, with 30 of these covering the topic of gender violence, 15 discrimination in employment and 15 sexual harassment. The *short drama programmes* (6 on gender violence, 5 on discrimination in the workplace, and 4 on sexual harassment) were to be based on personal experiences of women victims and followed a similar objective. Involving former women victims to closely collaborate with professional actors and actresses in the production was meant to add authenticity, and hence credibility. The *TV debates* finally were designed to host participants similar to the radio debates, but included also governmental representatives in order to discuss current cases and issues women face. The purpose of a second media package of 20 *radio jingles*, 6 *TV spots and flyers and posters* was to further raise awareness by disseminating

quotes from radio and TV debates and dramas, by providing targeted, useful information about available legal means against sexual harassment, by promoting the free help line number and to encourage the audience to engage by sharing their experiences and opinions.

2. Building capacity of women and key stakeholders (local women NGOs, media and corporations)

The following activities served to turn the project's concept of pro-active, participatory media advocacy into practice, thus deepening the understanding that lasting cooperation between civil society and media professionals is required to keep the public informed and to keep the agenda of overcoming women's discriminatory situation in the focus of the public. With the *organisation of a four-day workshop for 20 journalists and 20 representatives of women NGOs and CSOs*, the grantee intended to help journalists and media outlets to obtain inputs from women's NGOs and CSOs, in order to inspire potential content of future media programmes, and to evaluate the way gender issues are represented in media. The initial workshop design comprised of four thematic blocks. Its work plan foresaw to (1) provide participants with skills in communication strategy development and advocacy, (2) build knowledge how to prepare media programmes that effectively tackle gender discrimination and domestic violence, (3) engage participants to improve collaboration between civil society and journalists, and (4) inform about the existing set of instruments addressing the issues of violence against women, gender discrimination and sexual harassment in the workplace (including Kosovo's constitution, laws and international conventions the government has signed up to).

In addition, the grantee foresaw that those twenty journalists - including ten students of journalism - who participated in the above workshop to produce at least four media products each (i.e. at total of *eighty outputs e.g. reports, columns, interviews, and short radio/TV documentaries*). The journalists' outputs were expected to be broadcasted / published through the media outlets they were affiliated to. The student journalists' outputs subsequently were to be used by the INC media network and its outlets. Eventually, the outputs of these project activities would also feed into the INC media network's website and social media. The participation of students in this activity was designed to take the shape of twelve-months *Media Internships*, which also foresaw that they would assist with the production of the media programmes described above.



15 korrik 2016 11:01



Dita Dobranja

Kur ka lindë motra jeme, një kojshike pat thanë pa pikë marre "Uuu! A prap çikë a?". Se rastësisht urimet, për vajzë, sidomos nëse një familje tashma e ka një vajzë, janë komplet të paimagjinueshme. Ky muhabet tregohet ende në familjen tonë, me tregu sa paturpshëm mundet me qenë dikush i mbrapshtë. Në vazhdimësinë e anekdotave si kjo, motra jeme edhe unë e kemi një mik të familjes shumë për qejf.

Student journalist Dita Dobranja's media output a of gender inequality in Kosovo

3. Promotion of legal provisions and policies against gender discrimination and supporting women's advancement

The design of activities under the project's third component was rather ambitious, as it assumed (a) consensus among private and public sector employers on how to prevent their employees from gender discrimination and sexual harassment in the workplace and (b) the existence of an unoccupied field for the operation of a hotline for victims to call in concerning gender-based issues, in combination with fully functioning arrangements to facilitate emergency situations and legal aid needs.

Accordingly, it was planned to establish *a phone hotline where gender-based discrimination could be reported and reference to free support services could be obtained*. The service was meant to be free of charge, with calls being treated anonymously, in order to provide easy and safe access to the grantee's hotline workers (from implementing partners KGSC and CLARD), and to the police (in cooperation with e.g. the Domestic Violence Unit of the Kosovo Police). Witnesses and victims of violence and discrimination would have had the option to either (i) be fast tracked to the police unit in charge to arrange for swift responsive action in cases of emergency, or (ii) be connected with KGSC specialists or gender rights lawyers of CLARD for free practical or legal assistance. The grantee's implementing partners were particularly qualified for the task. Since 2012 KGSC works to increase gender awareness and to ensure the inclusion of gender-sensitive policies in all sectors of life. In line with its mission to promote and protect Human Rights, CLARD since 2007 provides free legal aid (advice and representation) for citizens in need.

Quarterly visits to 20 major public and private employers were designed to promote good practices supporting the battle against gender discrimination and sexual harassment in the workplace. The grantee foresaw to identify human resources (HR) managers to become the project's contact persons, in order to raise the awareness of major employers' HR departments and management teams. During follow-up meetings these contact persons were expected to sign a Memorandum of Understanding (MoU) in order to persuade them to introduce standards and procedures addressing gender discrimination, as well as sexual harassment in the workplace, and to ensure the adoption of policies banning the obligation of female job applicants to disclose information on their marital status.



The evaluator and INC's director meet former project trainee Fatime Jasiqi (middle), the Ministry of Education's Gender Equality Officer

It was also planned to offer these contact persons participation in a *two-day training aimed to support the achievement of a discrimination-free working environment* to be conducted by KGSC

(to clarify what typically represents sexual harassment and job discrimination) and CLARD (to explain how to address cases once they become known, and the rights of victims and the compensations they are entitled to). The training's objective was to prepare HR managers for the *tracking of actual implementation of agreed positive changes*, and thus to play a key role in the continuous protection and promotion of female job applicants and employees in their workplace. For this purpose, INC planned to develop and to provide to trackers a model code of ethics and guidelines. The HR managers' tracking reports would be discussed during the quarterly visits the project grantee and implementing partners would pay to employers (mentioned above). It was also foreseen to capitalise on the reporting materials to inspire debates in radio and TV programmes, and to convert unique cases into radio dramas.

The remaining activities under this project component were meant to consolidate the project's achievements prior to project conclusion, and included the production of a *final project publication for dissemination* in hardcopy, through the internet and social media, and the organisation of a *final conference*, in order to present progress with violence prevention/resolution, improvements in workplace discrimination, analyse the results of the project's two surveys, and to discuss and agree on follow-up actions to sustain the project's impact.

Overall, the above strategy and methodology were relevant, as they were consistent with the profile and needs of the project's final beneficiaries. As far as the project's third outcome is concerned, risk mitigation measures were, however, not as pronounced and this certainly had a negative bearing on the project's relevance. This remark refers in particular to the fact that the grantee's project design – despite the traditionally sensitive context and the volatile political situation – was not based on coordination with and prior commitments of key government and business stakeholders, and instead (1) foresaw a rather autonomously managed helpline, and (2) assumed that employers would support the project's proposed measures to protect women in the workplace (c.f. effectiveness section for details).

(ii) Effectiveness

According to the grantee's Final Report to UNDEF, the project's implementation faced a number of challenges. A political crisis in Kosovo, which stalled Government and Parliament business for more than one year, resulted in the grantee's decision to reschedule the TV debates. The same issue led to delayed implementation of the end-of-project survey, as well as the project's final report publication and conference, for which UNDEF granted a three-month extension of the project duration. The absence of labour-market specific laws and / or administrative regulations on sexual harassment led to the cancellation of the gender discrimination and sexual harassment training and tracking by employers' HR officers and the grantee's plan to support tracking through quarterly monitoring visits, of which were replaced by policy advocacy to key stakeholders.

Evaluators noted variations at the level of the initially planned output indicators; therefore,

the project in some areas fell short of its objectives. The grantee via its locally and nationally aired media programme, however managed to reach out and communicate vital information for example about the existence of women's shelters to previously isolated and unaware beneficiaries – something that for women in a patriarchal society dominated by taboos and restrictions represents an unparalleled achievement.

1. Raising public awareness concerning key gender problems

Typical survey unit pricing for the *baseline and end-of-project surveys* was not taken into account at the project design stage.

Compared to the original plan, the services of a survey company were added, which made it necessary to identify a different mode of operation: a reduced survey sample limited to a population of 700 residents from 7 instead of 11 municipalities was chosen to keep spending within budgetary ceilings. It strikes though that the grantee's final reporting effectively used only one survey

criterion for purposes of impact analysis, while all other data was used to inform discussions at the project's launch and final events separately. The two-day *launch conference* was held from 21 to 22 April 2015, involving high-level participation and contributions by more than 40 (planned: 30) persons, among them the President of Kosovo, the Vice-President of the European Parliament, and representatives of international organisations, women NGOs, public authorities, and the media. The event, which was covered by radio, TV and print media, considered the project's initial survey results and made a number of recommendations supporting the project's outcomes, most importantly the need to permanently allocate municipality budgets with funding for shelters for women victims of domestic violence and to introduce clear law and implementing rules addressing sexual harassment in the workplace.

The *media programme* consisted of radio debates, short drama programmes and TV debates. INC and its network produced as planned *60 radio debates in Albanian, Serbian and Roma language*. While the grantee referred to them as debates involving interaction, the radio show recordings listened to by the evaluator rather qualified as interviews. One such interview, which always included the participation of a local women NGO representative, covered the absence of information for employers, and their HR management, how to deal with sexual harassment situations employees are facing and reporting at their workplace. Radio Urban FM host Hana Zeqa explained that at the time of the interview with the guests of her show, no explanations were available what was considered as sexual harassment, although its



Programmes in Prizren focused on access to jobs and medical services for early married Roma women victims of domestic violence

occurrence was certain: despite the lack of clear definitions, reportedly a high number of women have confirmed to have experienced it. Other radio debate coverage the grantee documented included key issues such as: (a) domestic violence and the reasons women do not report it - effectively demonstrating the difficulty of breaking established taboos in a patriarchal society, (b) low levels of knowledge among women about available support, as well as absence of trust in institutions; economic inequality of women - effectively displaying disparities when it comes to access to education, selection criteria applied to job applicants, attribution of salary levels, and inheritance; and (c) the underlying cause of non-implementation of existing laws and international conventions on human rights the government of Kosovo has signed up to – effectively proving that awareness among institutions as well as women is crucial, since the negligence of institutions had already led to tragic endings in a number of cases.

The 15 short radio dramas in Albanian and Serbian were produced as planned, based on true experiences of women victims, which were mostly identified from among cases legally assisted by implementing partner CLARD. The evaluator noted the dramas focused on domestic violence, abuse and the issues women faced following separation, due to need for shelter and shortage of funds. The grantee explained that no dramas on gender discrimination and sexual harassment in the workplace were produced, as it was difficult to identify women victims willing to share their plight. The evaluator met with women victims, who participated to varying degrees themselves in the production, for example by sharing their stories with professional actors, or by lending their own voice. Women victims told the evaluator that their motivation for participation was their desire to raise awareness and make an impact on radio listeners, paired with the hope that publicity might help create pressure to progress their individual cases. The evaluator shares the grantee's view that sharing their experience through drama effectively made the topic more approachable, as it encourages the audience to discuss the issue publicly.

**Radio Information Jingle:
Police actions to be taken in case of a
domestic violence complaint**

- Respond to any report of acts or threats of domestic violence or to any violation of a protection order [...] regardless of who reports it.
- Inform the public prosecutor about criminal offences which are ex officio prosecutable, within max 24 hours, while officer on duty will file a report to start criminal proceedings.
- Take the suspect in custody for 48 hours if reasonable grounds to suspect a case of domestic violence
- Issue a temporary emergency protection order if complaint is processed after court working hours.
- Inform the victim about the right of a protection order and NGOs & service providers offering victim protection, social support.
- Provide, if deemed necessary, transport for the victim and dependents to a shelter or other suitable safe haven, an appropriate medical facility for examination or treatment and to the court.

The political crisis prompted the grantee to modify the implementation schedule of the TV debates: In order to avoid distraction by prolonged public focus on a stall of government and

parliament business, it was decided to broadcast them at a later stage, at increased frequency within a shorter period of time. As planned, eleven TV debates were held, at 2 national and 2 local TV stations chosen to maximize territorial and language coverage. Recordings viewed by the evaluator, however, rather qualified as interviews. Participants included different stakeholder representatives from judiciary, government, police, youth and international organizations tackling women issues, thus effectively providing the audience with a better understanding of women inequality issues in Kosovo’s society and informing citizens about the existing legal framework governing women’s rights. As planned, these programmes were introduced with videos produced by former trainees of the project’s capacity building component. All these TV debates were also published on websites and social networks in order to set up a video archive of all the shows. The evaluator during a visit to participating local Serbian language station “RTV MIR” in the town of Leposavic witnessed the local Synergia Youth NGO’s programme director telling moderator Vesna Vukasinovic that the UNDEF project’s TV debates effectively encouraged more people to intervene in and report cases of domestic violence.

As far as the second media package of *radio jingles, TV spots and flyers and posters* are concerned it appears that the concept of short duration, poignant imagery, and concise messaging was particularly effective to inform and to change community attitudes and behavior in the context of domestic violence and to encourage increased reporting of cases of violence and abuse. All 11 partner stations participated in the dissemination of the TV and radio messages in three languages, which provided e.g. statistical facts from the project’s survey, and information about the steps to be taken by police when a complaint was filed.



Project postcard image displaying traditional folk elements and the message “Only 10% of property is held by and in the name of women”

Postcards and posters similarly featured simple and powerful messages, examples of which include:

- Violence against women is a social disease that can be cured;
- Life is too precious to be spent with the wrong person;
- Violence against women will not go away as long men and boys will tolerate it.

2. Building capacity of women and key stakeholders (local women NGOs, media and corporations)

Under this project component, the grantee and its implementing partners foresaw to organise *workshops for journalists and representatives of women NGOs and CSOs*. While contrary

to the understanding of the project plan, workshops were held separately for NGOs and student journalists, the grantee failed to present the evaluator with conclusive reasons. Decision was also taken not to include 10 professional journalists in this training. Interest proved low, as this project was not the first to offer journalist training focused on sexual harassment and gender based violence.⁶ A review of the available documentation by the evaluator confirms that separate workshops for the planned number of 20 NGO representatives from across Kosovo and for 100 student journalists (significantly higher than the planned number of 10) were conducted. The latter was held for students of two private universities, which maintain social science faculties and departments of journalism (Kolegji Universum and Kolegji AAB). As foreseen, workshop sessions included two guest lecturers: Jeta Xharra, Director of the Balkan Investigative Reporting Network and popular weekly debate TV host, and Alma Lama, who following a successful career in investigative journalism on gender violence at the time of the project had become a Member of Parliament and co-chair of the Parliamentary Committee on Gender Equality. The evaluator’s review, however, also clarified that the workshops were less effective than foreseen: The student workshops lasted only for about two hours⁷, and the NGO workshop’s agenda remained vague, when compared to the comprehensive nature of the project plan’s original training programme, which comprised of four distinct, daily topics (see the relevance section above). Instead, it was of more general nature, explaining the potential of traditional and social media to inform public opinion, and the approach to be taken to attract the interest of the media.

“As an economist - not a journalist – I found the work-shops methodologically very helpful. I’d appreciate a follow-up on specific aspects, such as training on how to report regularly about trends for which statistics are available to explain reasons, implications and consequences, to help my readership absorb analytical information.”

Former student journalist workshop participant

“Media raise awareness of women's plight and hopefully draw attention to particular cases. However, anonymity is really important.”

Former NGO workshop participant

The fact that no professional journalists were trained in the workshops affected the way the *media products about gender discrimination and the advancement of women’s rights* were generated. While the project’s trainees still delivered 80 media outputs as planned, they were entirely sourced from among the former student participants of the workshops, more precisely by 10 student journalists and by another 10 students who were selected from among 40 applicants for the project’s *media internships*. During his field visit, the evaluator was able to meet 2 of these project participants and established that student journalists mostly worked independently to research and produce self-standing *reports and columns* on agreed topics. Project interns worked closely with the grantee’s team to cover the issue of

⁶ The evaluator was referred to a Kosovo presence of the NGO “Global Girl Media”, which offers to young women information on the same issues and training in “[...] digital journalism and storytelling to affect social change.”

Source: <http://globalgirlmedia.org/category/city/kosovo/>

⁷ Source: Second Project Milestone Verification, conducted by UNDP on behalf of UNDEF on 24 November 2015.

divorce in combination with domestic violence and family property heritage disputes, and to produce contributions to *interviews and short radio/TV documentaries* under the project's media programme.

3. Promotion of legal provisions and policies against gender discrimination and supporting women's advancement

The evaluator is of the view that the design of this project component sufficiently coordinated with key government and business stakeholders and this did not take into account their prior commitments in this area. This led to flaws in the project design, as the grantee (a) planned to autonomously run a helpline despite the existence of an existing phone helpline under the Victims' Advocacy and Assistance Office (VAAO)⁸, and (b) assumed that employers would support the project's proposed measures to protect women from sexual harassment without a clear labour-market specific legal basis⁹. Aiming to ensure that implemented activities effectively contribute to the outcome expected from this project component, the grantee therefore decided to address initial design flaws as follows:

The establishment of a phone helpline for victims of gender-based violence was replaced by *promotion and support for the existing helpline* operated by VAAO under the Secretariat of Kosovo's State Prosecutor. Accordingly, some of the grantee's *radio jingles, TV spots, flyers and posters* directly advertised this helpline to raise awareness of its existence and advertise its services, while other flyers and posters featuring the above described simple and powerful messages were complemented with the phone number of the helpline. The evaluator's interviews with the grantee's implementing partners confirmed the nature of their support to the helpline: KGSC focused on lobbying relevant government bodies to ensure that cases registered by the helpline actually reach the police and are dealt with by the courts applying the existing legal provisions of the penal code. The implementing partner subsequently lobbied responsible public sector agencies to speak more frequently in public about women victims to encourage them to come forward. Here the objective was also to raise awareness that reports to the helpline can also include cases of sexual harassment at the workplace. In addition, a famous local actress was involved in the production of the media spots to catch the public's attention. Among the implementing partners, CLARD's role most directly and effectively supported the helpline. In line with the original plan, CLARD provided free of charge case-by-case specialized legal assistance. Cases reached them, however, not only through referrals but also through their own network of partners, which includes the police, courts, the bar association, NGOs from across Kosovo and the office of the Ombudsperson (in cases of gender discrimination). In addition, legal assistance was also provided to individuals, who contacted CLARD directly as a result of its visibility in the media (e.g. in

⁸ The VAAO helpline was initially supported by the Organization for Security and Cooperation in Europe (OSCE), and operates under the Secretariat of Kosovo's State Prosecutor. VAAO reports helpline statistics since 2011, and its case handling statistics regarding domestic violence and offenses against sexual integrity date back as far as 2003. Source: Secretariat of the State Prosecutor's Bulletin No. 1 (2014), "12 Years serving Victims of Crime", http://www.psh-ks.net/repository/docs/BULETINI_ANGLISHT.pdf

⁹ A grantee output summarising the recommendations of the project's launch conference clarifies that no law was in place that governed the aspect of sexual harassment in the workplace.

the project's TV debates).

The grantee then focused on *promoting good practices supporting the battle against gender discrimination and sexual harassment in the workplace*. Without clear legal basis to tackle sexual harassment in the workplace, chances to obtain signed MoUs, and hence agreement to quarterly monitoring visits to review the results of the tracking of changes, were slim. INC therefore organised only one time (planned: quarterly) visits to major employers. The grantee claims that two meetings (with Electro Energy of Kosovo and Railway Transport of Kosovo) still led to signed MoUs, but failed to explain why this success



NGO ALMA's director Shemsije Seferi, former media training participant, also focuses on livelihoods and social services for separated women in Peja.

was not capitalized upon by piloting the planned quarterly monitoring of these employers' sexual harassment tracking. Examples of other, less successful, information visits to employers include: Post Telecom of Kosovo, Prishtina Airport, the Economic Chamber of Kosovo, the Agency for Tourism and Hoteliers, and the Central Bank of Kosovo - the latter of which claimed¹⁰ to have already clear documentation and procedures in place.

In an attempt to plug legal and practical gaps in the public sector, *training on gender discrimination and sexual harassment in the workplace* was carried out at Kosovo's Ministry of Education, involving the participation of representatives in charge of gender equality at government ministries and municipalities. The training offered practical information and guidance and was held for a day (planned: 2 days) on 29 June 2016. The training familiarised the participating gender officers with definitions/terminology, introduced practical advice on how to process sexual harassment and proposed to establish a clear policy for the workplace, through raising awareness on the topic amongst employees, determining the consequences for employees who commit sexual harassment, and introducing reporting forms. Related materials were disseminated among all participants, which – as confirmed to the evaluator by the Ministry of Education's Gender Equality Officer – were widely shared among colleagues in government offices. The same interview confirmed that, in the absence of guidance from the Prime Minister's office, it remains unclear whether and when such policy could be implemented formally to employees of government offices. The same materials were, however, already used by the Ministry of Education to inform schools how to interpret, report and act upon sexual harassment.

The above-mentioned lack of a legal framework and policies on sexual harassment led to the *cancelation of both the gender discrimination and sexual harassment tracking* by HR officers of major employers, and the grantee's plan to support tracking through *quarterly monitoring visits* to the business community collaborating with the project. The grantee responded with

¹⁰ Source: Third Project Milestone Verification, conducted by UNDP on behalf of UNDEF on 23 May 2016.

targeted policy advocacy, by holding meetings with the Member of Parliament and Head of the Parliamentary Committee on Gender Equality, Lirije Kajtazi; as well as with government representatives including the Prime Minister's political advisor, Vlora Dumoshi; the Prime Minister's head of the department of Law, Besim Kajtazi; and the head of the office for protection of victims of violence in the Ministry of Justice, Basri Kastrati. The objective was to promote either (i) the elaboration of a dedicated draft law to Kosovo's Parliament or (ii) the introduction of an administrative order executable¹¹ under the current law. The grantee's initiative reportedly was well received; however, success was limited to oral expressions of support due to the previously described political crisis, which led to a general standstill.

The *final project publication* was disseminated¹² in hardcopy, through the internet and social media, and to serve the participants of the project's *final conference* as reference document. Thirty representatives from Kosovo's women NGOs were invited and reviewed the project activities to discuss and agree on follow-up actions to sustain the project's impact. Participants recommended that the project's guideline documentation on sexual harassment and its reporting should be made widely accessible. To ensure employers throughout Kosovo will be informed, it was suggested to cooperate with the Agency for Gender Based Violence under the Prime Minister's Office, the Ministry of Labour and Social Welfare, the Ministry of Local Administration, as well as civil society groups and NGOs dealing with gender-based issues. The review of existing school text books was declared a priority, in order to remove outdated and gender insensitive content and introduce information preventing gender-based violence and sexual harassment to education at an as early as possible stage. The event concluded with the learning that it is impossible to overcome the issues addressed by means of a single project. It also confirmed the project's approach to continuously involve men contributes to change and thus the consolidation of the position of women in society.

(iii) Efficiency¹³

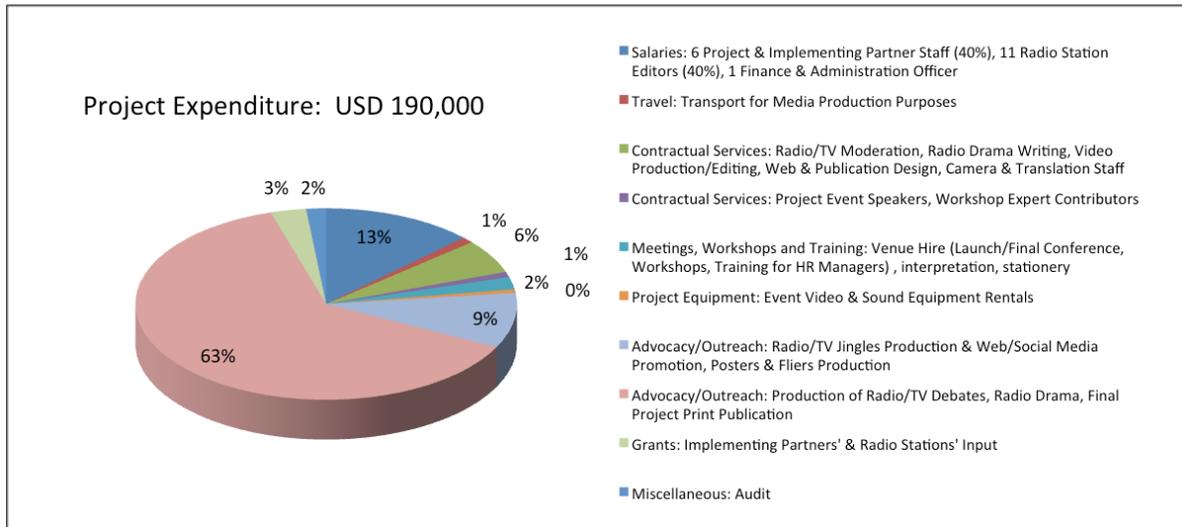
Activities raising public awareness concerning key gender issues clearly represented the project's principal focus. Accordingly, the *production of media outputs* accounted for 73% of the budget, which related to expenditure committed for (a) Radio/TV jingles production and web/social media promotion, Radio/TV debates and Radio drama production; (b) posters and fliers production; the project's final print publication, and (c) transport for media production purposes. The relative amount of funds spent does not appear

¹¹ A draft Policy against Sexual Harassment in Public Administration Bodies of Kosovo (not elaborated under this project) exists but never made it to approval and implementation. This policy would be covered by Assembly of Kosovo Law No. 2004/3 Against Discrimination and the Assembly of Kosovo Law nr. 2004/2 on Gender Equality, also taking account other applicable legislation and in relation with the recruitment in the public administration.

¹² The grantee distributed 100 hardcopies, 80 softcopies by email, and made it available via its website at <http://inc-medianetwork.com/raporti-perfundimtar-pas-realizimit-te-aktiviteteve-te-projektit-are-we-equal/>

¹³ Quantitative assessments made in this section are based on the total amount of project expenditure, which excludes the budget amount reserved for evaluation by UNDEF.

disproportionately high when compared with the audience the grantee expected to reach.¹⁴



Spending about USD 24,400 for project staff, and USD 10,900 for externally recruited Radio/TV moderation, radio drama writing, video production/editing, web and publication design, as well as camera work and translation/interpretation, the nominal human resources spending of the grantee amounts to 19% of the total budget, which is deemed efficient.

Compared to the project's total budget (USD 190,000), the 4% allocation the grantee made to activities supporting the project's components for *capacity building and promotion of legal provisions and policies* (expenses covering expert contributions and technical/logistical event aspects, USD 6,800) appears insignificant. While low, it is still acceptable given the fact that the grantee's part-time staff resources charged to the budget were also used to implement these activities. The cumulative attendance in the project's conferences, workshops and trainings (200 persons)¹⁵ therefore caused only moderate unit costs of USD 34 per participant, which hence efficiently served to inform, train, and motivate a significant number of women NGO representatives, interested students and HR managers in order to prevent gender discrimination and support women's advancement.

¹⁴ The grantee spent USD 139,000 from UNDEF funds for the production of media outputs, while the project targeted to reach an audience of 60,000 persons. In other words, the totality of media outputs was produced at a cost of USD 2.32 per potential recipient. The grantee, however, had difficulty to verify the respective target indicator (c.f. impact section).

¹⁵ Based on participation of approx. 200+ persons: Conference events (70), student workshops (100), student interns (10), public sector HR managers (7), public sector gender equality officers (20).

According to the grantee's financial reporting the budget was spent in full. It has been noted that (small) budget line reallocations were made from savings under the equipment budget (US \$585), as phone helpline equipment became unnecessary. The evaluator established, however, that what at first sight appears to be disciplined management within financial limits was actually the result of budget depletion and subsequent coverage from the grantee's own financial resources.

"We are awaiting instructions from the Prime Minister's Office on how and when to implement guidelines against sexual harassment. In the meantime I am working directly with teachers and experts to ensure that the project's materials are correctly understood. I also hope that these might usefully address issues that our employees and teachers potentially may experience back at their homes."

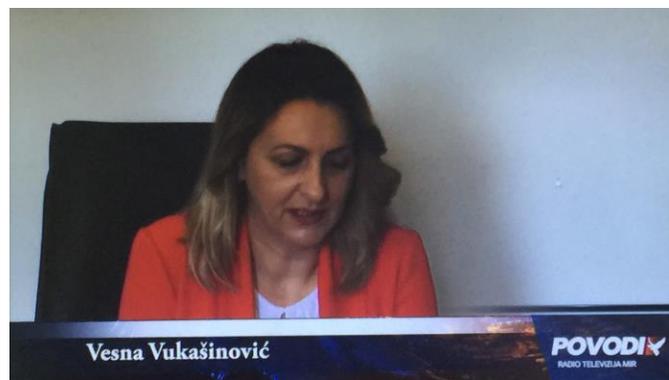
**Gender Equality Officer,
Ministry of Education**

In conclusion evaluators are of the view that the grantee's overall spending policy has been acceptable. While the input – output relationship of the project's media production and capacity building was efficient, it holds also true that this is less so the case for the project's third component: (1) without actual phone helpline work, the extent to which implementing KGSC's lobbying supported the existing helpline's performance remains unclear, and (2) without tracking of positive changes, the grantee's policy advocacy resulted (i) neither in prevention of gender discrimination in the labour market (ii) nor a routine for reporting and processing sexual harassment in the workplace.

(iv) Impact

Usually, the design of a project's results framework and the monitoring of and reporting on the target indicators allow for a preliminary analysis of impact. The evaluator's review and discussion with the grantee, however, revealed that the grantee had limited understanding of the purpose of results frameworks, and hence difficulties with the

formulation and use of specific, measurable, achievable, relevant and time-bound indicators:



Since project completion RTV MIR anchor Vesna Vukasovic has kept the debate going in and around Leposavic.

- In terms of *raising public awareness*, the grantee failed to provide representative quantitative evidence: First the range of participating media partners was presented, while the target indicator was an audience of 60,000 radio listeners. Then the grantee reported that the number of radio listeners understanding the current laws and policies had increased by 30%, instead of the targeted: 80%. The grantee claimed that this assessment was based on a comparison between the results of the baseline and end-of-project surveys, more specifically by combining respondents' knowledge whether domestic violence, violence at work and psychological abuse are punishable by law. The evaluator's review of both surveys, however, found only marginally improved knowledge rates ranging between 3% and 16%.
- As far as *capacity building* is concerned, first-time participation of former women victims of gender-motivated violence in drama production was achieved. Similarly, the grantee had no trouble with mobilising first-time student journalists. However, the indicator reporting failed to confirm that student journalists delivered the targeted number of media outputs, and also did not take into account the fact that the other half of these media outputs were produced by project interns, and not by professional journalists.
- With regards to *improved implementation of legal provisions and policies*, the grantee's indicator reporting attempted to

Individual impact: Heightened awareness concerning key gender issues

"Working with INC improved my knowledge", says *Tringa Prekorogja*, former Media Intern. Her internship experience leads her to conclude that the media productions positively affected the public's knowledge and perceptions: "I got a lot of information about gender discrimination for my internship work just from listening to all the media outputs of INC. Radio listeners and TV spectators must have experienced this just in the same way. One cannot but say that this project made people effectively more curious. Today I listen far more to radio than before to obtain news and information, and it is my impression that INC and project partners have continued to inform about gender issues."

Individual impact: Improved capacity to advocate equality and defend the rights of women

Following her workshop participation, *Shemsije Seferi*, Director of NGO ALMA, encouraged victims to participate in the radio dramas and occasionally spoke about women issues on local radio stations, but was also busy securing income-generating opportunities for single mothers with safety concerns. Given their economic difficulties, following separation provoked by domestic violence, she sought inspiration and visited the *LIMA project facility for qualification and continued education* in Markt (Lower Austria) in 2016. Based on her insight, aiming to generate employment for women victims and also support local women farmers, she proposed to the Municipality and the Ministry of Innovation & Entrepreneurship the creation of a restaurant run by women victims, serving traditional food in a tourist location.

Dita Dobranja writes for a local blog site and having previously researched economic gender issues, she registered for the student journalist training. Her project media output (see image in the section on relevance) thereafter dealt with today's perpetuation of gender inequality, e.g. male descendants still obtaining preferential treatment in education and inheritance: "The training motivated me to dig deeper. As there is not a lot of research available yet, it is very likely that I will be writing a PhD thesis on this subject matter."

reflect the changes that had happened since the initial project plan¹⁶, but failed to detail the extent to which INC's input contributed to actual achievements: While the quantity of helpline calls received and followed-up on is significantly higher than targeted it is clear that the grantee was actually not as planned involved in the helpline's case management. Finally, no effort was made to measure the consequences of the grantee's advocacy, which replaced the quarterly monitoring of the tracking of the introduction of anti-harassment processes by the business community.

Compared to the baseline findings (c.f. section on relevance), and on the basis of group interviews held with 7 project staff and 16 project stakeholders and end-beneficiaries, it is the evaluator's independent view that the project still generated some positive effects¹⁷. Examples of individual cases of (1) heightened key gender awareness and (2) improved capacity to advocate equality and the rights of women are provided in the text box summaries above.

(v) Sustainability

Considering the project's achievements, the evaluator at the time of the field visit mainly focused on those activities the grantee planned to maintain beyond the project's lifetime, in order to ensure sustainability of the outcomes. These were (a) the continued production of media outputs addressing the issue of gender discrimination, specifically domestic violence and discrimination and sexual harassment in the workplace; (b) the continued operation of a phone helpline; and (c) the continued tracking of positive changes occurring in the workplace.

a. Continued production of media outputs addressing the issue of gender discrimination

There is evidence that members of the INC media network have continued to deliver media products in different formats, which address issues of gender discrimination previously covered under the UNDEF project. The evaluator was presented with recent Radio Urban FM morning show excerpts that demonstrate the continued attempt to expose and overcome gender discrimination which continues to dominate life in rural communities of Kosovo. RTV MIR, as a direct follow-up to the project, and in cooperation with RTV Mitrovica and the Mitrovica Council for Peace and Tolerance, has also produced a new series of TV debates on the topic of domestic violence, involving academics, as well as representatives of municipal administrations, church, NGOs and civil society activists. Among the issues raised was a regional action plan for women rights currently under preparation by four northern municipalities of Kosovo, which is also hoped to identify a solution for the absence of a Serbian language shelter for women. Separate discussions of the evaluator with a MIR TV moderator and implementing partner KGSC also confirmed that these ongoing awareness raising actions address specifically rural women in order to

¹⁶ According to UNDEF's project officer, INC modified baseline and target indicators without prior consultation.

¹⁷ In line with current development practice, an effort was made to identify recent anecdotes or to obtain, where possible, details of relevance complementing the grantee's available report documentation, to conduct an independent assessment of impact.

overcome what is often perceived as a generational and cultural issue rooted in lack of access to appropriate education and information. According to their views, Kosovo's current primary and secondary school curriculum is unprepared to offer dearly needed modern-day education materials and practices facilitating the discussion about gender issues and providing information about sexual hygiene and health protection for the Kosovar youth.

b. No support to the continued operation of the phone helpline

Given that VAAO, not the implementing partners, operated the phone helpline this aspect no longer is of direct relevance to the sustainability of this project. While the hotline operation remains the responsibility of the Secretariat of Kosovo's State Prosecutor, the UNDEF project's implementing partners expressed concern, stating that helpline-registered cases of domestic violence are not prosecuted.

c. The tracking of positive changes occurring at the workplace was never implemented

Since the grantee did not undertake this planned activity it is not directly relevant to the project's sustainability. According to implementing partner KGSC, the prospects for positive changes remain bleak. Although sexual harassment in the workplace is punishable by law through a provision in the penal code, at the time of writing, not a single case of acknowledged sexual harassment exists. The few known complaints that have been made to were withdrawn within short periods of time, without reasons publicly recorded. Given their previously limited success, the grantee INC and partner KGSC are therefore continuing their advocacy and lobbying for workplace-specific legal provisions at political parties' and employers' levels respectively.

From the above and findings of the previous sections it is clear that sustainability is at risk. This is not to say that the grantee, and hence the media sector, did not fulfil their role to fight the issue. However, more than public awareness raising and capacity building of stakeholders are required to overcome the generational and cultural challenges that this project has encountered. Thus, the best way forward appears to be the provision of relevant, gender-sensitive education for future generations, i.e. today's children and youth of Kosovo. In the medium term, the continued awareness raising and capacity building activities will be useful to maintain an environment that is conducive to the protection of women. In the long term, only the integration of modern-day education materials and practices facilitating the discussion about gender issues can generate a change of attitude towards the appropriateness of implementation of laws and regulations that protect women from domestic violence and sexual discrimination and harassment in the workplace.

(vi) UNDEF Value Added

Given the current state of affairs and the fact that media involvement continues, it is fair to say that UNDEF's support was a timely and appropriately made investment to raise

awareness, capacity and to generate push for change.

The project and its products were transparently branded as supported by UNDEF.

V. CONCLUSIONS AND RECOMMENDATIONS

| Relevance | |
|---|--|
| <i>Conclusion</i> | <i>Recommendation</i> |
| Overall, strategy and methodology were relevant, as they were consistent with the profile and needs of the project's beneficiaries. | N/A |
| However, the projected third outcome was not based on coordination with and prior commitments of key government and business stakeholders. | When designing project activities, conduct a risk assessment that not only establishes what their inherent risks are, but also the risks' underlying reasons. Research and coordinate to avoid overlap (cf. output: helpline) and lack of cooperation (cf. output: employer's tracking). |
| Furthermore, the grantee's results framework and survey work were inadequate to enhance the project's relevance. | Develop indicators that are SMART ¹⁸ and use baseline and end-of-project surveys as a way to determine how your activities contributed towards the achievement of the project's outcomes. |
| Effectiveness | |
| <i>Conclusion</i> | <i>Recommendation</i> |
| The public outreach of the project's media products, and in particular its Radio/TV outputs, made the topic more approachable and effectively provided the audience with a better understanding of women inequality issues in Kosovo's society. | Continue to use Radio and TV to introduce previously controversial and/or "taboo" issues, in order to remove them from isolation and to encourage public debate and intervention. |
| The capacity building component saw impressive levels of student involvement; and NGOs effectively supported the radio dramas, but professional journalists did not participate. | Clearly identify the needs of your target group to make capacity building worthwhile and avoid overlap (cf. existing journalist training offers by other NGOs). |
| The extent to which new activities, which replaced the planned phone helpline output, supported the already existing helpline's performance remains unclear. | New, alternative activities require the formulation of new, measurable baseline and target indicators (agreed to by UNDEF), so progress towards the originally planned outcome can still be determined. |

¹⁸ SMART indicators are specific, measurable, achievable, relevant and time-bound.

| | |
|---|--|
| The grantee's policy advocacy, which replaced the projected tracking of positive changes in the workplace, did not generate any results. | Advocacy needs to include continuous observation of the political climate: if the operational environment is not conducive to change, consider alternative activities. |
| Efficiency | |
| <i>Conclusion</i> | <i>Recommendation</i> |
| The input – output relationship of the project's media production and capacity building components is considered efficient. | N/A |
| Overall efficiency was negatively affected by limited achievements under the third project outcome (no helpline contribution, unsuccessful advocacy). | N/A |
| Impact | |
| <i>Conclusion</i> | <i>Recommendation</i> |
| During group interviews with project stakeholders and end-beneficiaries the evaluator found individual examples of heightened levels of awareness and journalistic & support capacity for gender issues, and therefore independently formed the view that the project still generated some positive impact. | N/A |
| Example for <i>increased awareness</i> : there is indication that the media products made radio listeners and TV spectators more curious. They turn more often to these media to obtain news and information on gender issues. | See above point made that media publicity can help remove controversial issues from isolation |
| Example for <i>enhanced capacity</i> : beyond working with media, NGOs develop income-generating projects to address the economic difficulties single mothers face following separation provoked by domestic violence. | NGOs: Continue to engage with the media to support prevention of and fight against domestic violence. Media: Support NGO's search for creative solutions - to give women victims a long-term perspective. |
| Sustainability | |
| <i>Conclusion</i> | <i>Recommendation</i> |
| The project partners have played their part and still maintain their role to fight the issue. However, more than public | The best way forward appears to be the provision of relevant, gender-sensitive education for the future generations of Kosovo. |

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| <p>awareness raising and capacity building of stakeholders will be required to overcome the generational and cultural challenges that this project has encountered.</p> | <p>Contemporary curricula explaining women's rights, and introducing the discussion about gender issues, can generate a change of attitude towards the appropriateness of implementation of laws and regulations that protect women from domestic violence and sexual discrimination and harassment in the workplace.</p> |
| <p>UNDEF Value Added</p> | |
| <p><i>Conclusion</i></p> | <p><i>Recommendation</i></p> |
| <p>UNDEF's support was a timely and appropriately made investment to raise awareness, capacity and to generate push for change.</p> | <p>N/A</p> |

VI. LESSONS LEARNED

To strengthen the outcome and similar projects in the future, the evaluator recommends to UNDEF and project grantees the following lessons learned:

Lesson learned:

To avoid flawed project activity design, conduct an assessment that not only establishes what the activities' inherent risks are (typically: non-participation, disinterest, feasibility issues), but also their underlying reasons (i.e. why would target groups not participate). This process ideally involves all stakeholders, which the grantee aims to include in the project.

Rationale:

The grantee's assessment stopped short by identifying non-participation and disinterest as risks that some project activities might face, but failed to "dig deeper" in order to determine the respective reasons. Research could have avoided overlap with similar initiatives, as (a) journalist trainings were already available, and (b) a phone helpline was already in place. In addition, coordination with stakeholders could have established the absence of labour-market specific laws against sexual harassment as reason for employers' lack of motivation to engage in the tracking of positive changes in the workplace.

Lesson learned:

For meaningful assessment of project results, develop results frameworks with baseline and target indicators that are specific, measurable, achievable, relevant and time-bound (SMART). Then, turn baseline and end-of-project surveys into useful tools that help you to determine how your project's specific activities and results have contributed towards the achievement of the project's outcomes.

Rationale:

Usually, the design of a project's results framework and the monitoring of and reporting on the target indicators therein allow for a preliminary analysis of progress and potential impact. The evaluator's review and discussion with the grantee, however, revealed that the grantee had limited understanding of the purpose of results frameworks, and hence difficulties with the formulation and use of SMART indicators.

Lesson learned:

Consider the use of Radio and TV to introduce previously controversial and/or "taboo" issues, in order to remove them from isolation and to encourage public debate and intervention.

Rationale:

The public outreach of the project's media products, and in particular its Radio/TV shows, made the topic more approachable and effectively provided the audience with a better understanding of women inequality issues in Kosovo's society.

VII. ANNEXES

ANNEX 1: EVALUATION QUESTIONS

| DAC criterion | Evaluation Question | Related sub-questions |
|----------------|--|--|
| Relevance | To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels? | <ul style="list-style-type: none"> ▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context? ▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? ▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse? |
| Effectiveness | To what extent was the project, as implemented, able to achieve objectives and goals? | <ul style="list-style-type: none"> ▪ To what extent have the project's objectives been reached? ▪ To what extent was the project implemented as envisaged by the project document? If not, why not? ▪ Were the project activities adequate to make progress towards the project objectives? ▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this? |
| Efficiency | To what extent was there a reasonable relationship between resources expended and project impacts? | <ul style="list-style-type: none"> ▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives? |
| Impact | To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy? | <ul style="list-style-type: none"> ▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? Examples? |
| Sustainability | To what extent has the project, as designed and implemented, created what is likely to be a | <ul style="list-style-type: none"> ▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)? |

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| | continuing impetus towards democratic development? | |
| UNDEF value-added | To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors? | <ul style="list-style-type: none"> ▪ What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues? |

ANNEX 2: DOCUMENTS REVIEWED

UNDEF

- Final Narrative Report
- Mid-Term Progress Report
- Project Document
- Extension Request Form
- Milestone Verification Reports
- Financial Utilization Reports
- Project Officer's Evaluation Note

INC Media Network

- Baseline Survey Presentation
- Launch event agenda and recommendations
- Radio Debate Files
- Radio Drama Transcripts
- Radio Jingle Files
- Project Fliers, Brochure and Posters
- Student Journalist Workshop Attendance Lists
- Final Report Publication
- Images (project events)

Other sources

- Kosovo Human Development Report 2016 (UNDP), <http://hdr.undp.org/en/content/kosovo-human-development-report-2016>
- Extracts from the OSCE survey entitled "Men's Perspective on Gender Equality in Kosovo", as reported on <https://www.koha.net/arberi/96465/osbe-burrat-ne-kosove-pajtohen-se-grate-meritojne-dhune-fizike/>, 31 May 2018
- Radio interview with Flutra Hasani, representing the "Anima" project, interviewed by Arientyn Abudyli on Radio Urban FM, week of 4 June 2018
- Sexual harassment often hushed due to possible consequences at the workplace, Global Girl Media, video report on <http://globalgirlmedia.org/city/kosovo/sexual-harrasment-often-hushed-due-to-possible-consequences-at-the-workplace/>

Laws, conventions

- Draft Policy against Sexual Harassment in Public Administration Bodies of Kosovo (not in force at the time of the evaluation visit). This policy would be covered by Assembly of Kosovo Law No. 2004/3 Against Discrimination and the Assembly of Kosovo Law nr. 2004/2 on Gender Equality, also taking account other applicable legislation and in relation with the recruitment in the public administration

ANNEX 3: SCHEDULE OF INTERVIEWS

| 4 June 2018 | |
|---|---|
| <i>Grantee's Project Briefing (Prishtina)</i> | |
| Independent News Centre Network (INC) | Adus Ramadani, Director |
| | Arientyn Abudyli, Senior Editor |
| | Berna Caka, Radio Jingle & TV Spot voice |
| | Hana Zeqa, Radio Debate host |
| | Desumena Valerilaci, Project Coordinator |
| | Drtion Pllana, Technical Producer / Radio Drama |
| 5 June 2018 | |
| <i>Beneficiary Field Interviews: Local Radio and TV stations (INC members) from three municipalities</i> | |
| Radio Mitrovica (Albanian language programme) | Majlinda Brahim, Chief Editor |
| RTV MIR, Leposavic (Serbian language programme) | Nenad Radosavljevic, Director Vesna Vukasinovic, Moderator / Journalist |
| Radio Romano Avazo, Prizren (Rom language programme) | Nexhip Menekshe, Director Vera Paqaku, Moderator / Journalist |
| <i>Beneficiary Interview: Public Sector Employers</i> | |
| Ministry of Education, Prishtina | Fatime Jasiqi, Gender Equality Officer |
| 6 June 2018 | |
| <i>Implementing Partner Interviews (Prishtina)</i> | |
| Kosovar Gender Studies Centre (KGSC) | Luljeta Demoli, Executive Director |
| Center for Legal Aid and Regional Development (CLARD) | Anton Nrecaj, Legal Advisor |
| <i>Beneficiary Interview (Prishtina): Former student journalist training participant</i> | |
| Former student journalist trainee | Tringa Prekorogja, former Project Intern (3 media outputs: interviews and background information for radio debates and jingles) |
| <i>Beneficiary Interview (Prishtina): Women victims</i> | |
| Women victims who inspired a radio drama | 2 persons |
| 7 June 2018 | |
| <i>Beneficiary Field Interviews: Former training participants from Women NGOs located in two different municipalities</i> | |
| NGO "Center for the Promotion of Women's Rights" (QPDG), Glogovac | Kadire Tahiraj, Executive Director |

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| NGO "Association for the Emancipation of the Female" (ALMA), Peja | Shemsije Seferi, Executive Director |
| <i>Beneficiary Interview (Peja): Women victims</i> | |
| Women victims who inspired and actively participated in radio dramas | 2 persons, one of which participated in drama no. 11 |
| <i>Beneficiary Interview (Prishtina): Former student journalist training participant</i> | |
| Former student journalist trainee | Dita Dobranja, former Student Journalist (media output: blog article "Hajt se vec vajze osht") |
| 8 June 2018 | |
| <i>Grantee's Debriefing (Prishtina)</i> | |
| Independent News Centre Network (INC) | Adus Ramadani, Director |
| | Arientyn Abudyli, Senior Editor |
| | Berna Caka, Radio Jingle & TV Spot voice |

ANNEX 4: ACRONYMS

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| ALMA | Association for the Emancipation of the Female |
| CLARD | Center for Legal Aid and Regional Development |
| CSO | Civil Society Organization |
| DAC | Development Assistance Committee |
| HR | Human Resources |
| INC | Independent News Centre Media Network |
| KGSC | Kosovar Gender Studies Centre |
| MoU | Memorandum of Understanding |
| NGO | Non-Governmental Organization |
| OSCE | Organization for Security and Cooperation in Europe |
| QPDG | Center for the Promotion of Women's Rights |
| UNDEF | United Nations Democracy Fund |
| UNDP | United Nations Development Programme |
| USD | United States Dollar |
| VAAO | Victims' Advocacy and Assistance Office |