Final Evaluation of the UN Joint Programme
“Strengthening National Capacities to Prevent Domestic Violence”

Time Frame of the Evaluation: April – May 2012

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FYR Macedonia

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<tr>
<td>CAHVIO</td>
<td>Council of Europe Convention on preventing and combating violence against women and domestic violence (aka Istanbul Convention)</td>
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<td>CAT</td>
<td>Committee Against Torture</td>
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<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination Against Women</td>
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<tr>
<td>CESCR</td>
<td>Committee on Economic, Social and Cultural Rights</td>
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<td>CRC</td>
<td>Convention on the Rights of the Child</td>
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<tr>
<td>CSO</td>
<td>Civil Society Organization</td>
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<tr>
<td>EHO</td>
<td>Educational and Humanitarian Organization</td>
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<td>ESE</td>
<td>Association for Emancipation of Women</td>
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<td>EU</td>
<td>European Union</td>
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<td>ISA</td>
<td>Institute of Social Affairs</td>
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<td>IPH</td>
<td>Institute of Public Health</td>
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<td>LCB</td>
<td>Local Coordinative Bodies</td>
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<td>MARAC</td>
<td>Multi-Agency Risk Assessment Conference</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<td>MoES</td>
<td>Ministry of Education and Science</td>
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<td>MoH</td>
<td>Ministry of Health</td>
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<td>MoIA</td>
<td>Ministry of Internal Affairs</td>
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<td>MoJ</td>
<td>Ministry of Justice</td>
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<td>MoLSP</td>
<td>Ministry of Labour and Social Policy</td>
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<td>NAPGE</td>
<td>National Action Plan for Equal Opportunities for Men and Women</td>
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<td>NCB</td>
<td>National Coordination Body</td>
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<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<td>NSPDV</td>
<td>National Strategy for Protection against Domestic Violence</td>
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<td>RBME</td>
<td>Results Based Monitoring and Evaluation</td>
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<td>SAT</td>
<td>Stabilisation and Association Treaty</td>
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<td>SNC PDV</td>
<td>Strengthening National Capacities to Prevent Domestic Violence</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNFPA</td>
<td>United Nations Population Fund</td>
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<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<tr>
<td>UN WOMEN</td>
<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
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<td>WHO</td>
<td>World Health Organisation</td>
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Executive Summary

Introduction
The UN Joint Program “Strengthening National Capacities to Prevent Domestic Violence” (SNC PDV) was launched in November 2008 in support of the FYR Macedonia Government’s effort to implement the National Strategy for Protection against Domestic Violence 2008-2011 (NSPDV). With the funding from the Government of the Netherlands and the UN Trust Fund, for the past three and a half years, SNC PDV has supported the Government and the civil society sector in improving the inter and intra-sectoral coordination and strengthening the mechanisms for prevention of violence and provision of adequate victim support services with the following outcomes: (1) Efficient policy-making and improved policy-implementation accountability of all relevant national stakeholders; (2) Extensive and comprehensive protection and support to the victims of DV; (3) Increased public awareness on DV.

A team of two evaluators were contracted in April 2012 to conduct an external and independent evaluation of the SNC PDV. The objectives of the evaluation were to assess the overall progress towards achieving the three SNC PDV outcomes, their relevance, efficiency and effectiveness in the implementation of SNC PDV and implications for future similar interventions.

Methodology
The evaluation was carried out in April – May 2012 in three phases – inception report, data collection in Skopje, FYR Macedonia, and analysis and report writing. The evaluation was based on an approved evaluation matrix and was guided by the United Nations the UNDP’s Handbook on Planning, Monitoring and Evaluating for Development Results (2009) and Outcome-Level Evaluation: A Companion Guide to the Handbook on Planning, Monitoring and Evaluating for Development Results for Programme Units and Evaluators (December 2011).

Data were collected through document review, field mission, desk review and a survey. More specifically, document review included SNC PDV programme documentation such as proposal, revised M&E framework and annual reports; field mission in FYR Macedonia consisted of group and individual interviews with 50 participants representing the five participating UN Agencies, donor, government agencies, civil society and private sector as well as independent experts; desk reviews of two key newspapers and project documents for the economic empowerment pilot project and semi-structured survey with 20 beneficiaries of this project.

Data were analysed using qualitative and quantitative methods. Thematic analysis was applied to the review of documents and interview/focus group responses. Statistical analyses were performed on the results of the survey. The triangulation of data allowed the team to identify key findings and formulate recommendations. The first draft of the evaluation report was shared with all the participating agencies; these provided additional comments and documentation in support of the final report.

Given the limited amount of time for this evaluation exercise, field observations outside Skopje did not occur. The evaluation team did not have an opportunity to visit any of the municipalities where interventions had been implemented; it rather relied on the NGO reports and the annual
reports produced by the UN. While no beneficiaries of direct services were contacted, we relied on opinions of service providers such as NGOs and one Centre for Social Work.

**Evaluation Findings**

**Progress toward outcomes**

The support provided by the SNC PDV has been essential to fill the gaps in capacity building for both the government and the civil society. This is also confirmed by the fact that little other support is available in the same area of action by other international actors despite the need. Thus, SNC PDV achieved numerous short-term results and some have even contributed to macro level changes.

**Outcome 1: Efficient policy-making and improved policy-implementation accountability of all relevant national stakeholders.** Review of reports and interviews showed that the capacities of duty bearers and / or rights holders were strengthened through SNC PDV. This was particularly significant in facilitating multi-sectoral cooperation in protecting DV victims and survivors. For the first time, a National Coordination Body with a membership of government and non-government representatives ensured that multi-sectoral approach and cooperation was achieved. With Program’s support, the National Coordination Body (NCB) endorsed two comprehensive Assessments of the need for alignment of the national domestic violence legislation *vis a vis* the Istanbul Convention requirements. A special thematic session was organized for the members of the parliament where the two Assessments were presented and then delivered to the members of parliament. A new national DV strategy 2012-2015 is under way – the document explores linkages and achievement noted and takes them further, with a particular emphasis on M&E mechanisms. Within the purview of the new strategy, it is also foreseen that laws and by-laws related to DV will be aligned with the Council of Europe Convention on preventing and combating violence against women and domestic violence (CAHVIO aka Istanbul Convention). It is expected that by the end of the programme, close to 10% of the members of the NCB have made at least one DV intervention per half year. Data on this is being collected by the Institute of Social Affairs. At the time of this evaluation, a telephone survey conducted by ISA showed that the Ministry of Labour and Social Policy (MSLP) has proposed priorities and needs for interventions in the National Strategy for Combating Pedophilia based on the data on DV provided by ISA; MTLSP and MoES ordered changes in the way women and children victims of DV are treated in the SNC PDV sponsored Counseling Center for Children and Families, part of the Skopje Centre for Social Work.

**Outcome 2: Extensive and comprehensive protection and support to the victims of DV.** The SNC PDV has addressed some of the factors identified by respondents as the major causes of delays in law enforcement. For example, interviews consistently pointed to the gaps in effective implementation of DV related legislation. Production of the Umbrella Protocol with a referral mechanism and five sectoral protocols, albeit not legally binding, provided avenues for aiding policy implementation in DV related action and will serve to improve provision of services from various sectors including the police, health professionals, teachers, social workers, psychologists and NGO service providers. The drafting of the umbrella and five protocols for inter alia, law enforcement and health-care personnel outline clear procedures of coordination. And although these are not yet legally binding, they offer the potential to help coordination of action among various sectors in protecting DV victims. Other relevant actions included awareness and training.
activities that targeted attitudes of law enforcement officers that discourage women from reporting cases, high dismissal rates of cases by police and prosecutors, high withdrawal rates of complaints by victims, low prosecution rates, low conviction rates, failure of courts to apply uniform criteria, particularly in relation to measures to protect victims and provision of free legal aid and legal representation in courts.

SNC PDV through its interventions responded to the needs of women affected by or survivors of DV and built the capacity of duty bearers. Interviews with a broad range of respondents show that, SNC PDV has paved the way for responding adequately to the needs of women affected by or survivors of DV. The documentary on DV and surveys on economic empowerment in particular showed that funds channeled through SNC PDV helped them especially to acquire knowledge of the procedures to follow to seek protection from officials.

SNC PDV to a great extent also responded to the needs of duty bearers by increasing their skills and improving their capacities to interact with survivors of DV.

More than half of the institutions surveyed that have been introduced to the protocols are currently using these protocols. The first mechanism for economic empowerment of women victims of domestic violence was established in 2010. Close to 53% of the victims who were involved in the economic empowerment programme were employed (57 out of the 107 who applied). In 2012 women victims are still part of the government operational plan for economic empowerment of vulnerable groups. All Civil Society Organizations that provide legal aid to victims of DV operate on mandatory standards set by the National Coordination Body. As of the time of the evaluation there were 25 referrals to the University Clinic of Psychiatry Counseling Centre for Psychosocial Treatment of DV Perpetrators. While a DV Counselling Centre for Children and Families is fully operational there are challenges related to scaling it up. The MOU has been signed with MLSP, yet no funding from the government is yet available.

Outcome 3: Increased public awareness on DV. Interviews conducted with government representatives and civil society during the field mission also confirmed that, while the FYR Macedonia recognizes DV as a serious problem and uses NSPDV as a policy framework, effective implementation remains a crucial problem. To address the indifference of society toward DV and its consequences for society, among services providers, law enforcement officials, government representatives, NGOs, and men and women in general, SNC PDV supported and organized awareness-raising and capacity-building activities that aimed sensitization, outreach and community mobilization activities, and the use of mass media and social media targeting in particular, but not limited to, men (UNFPA led Campaign 1) and young people (UNFPA led Campaign 2 and 3 thus keeping the issue on the agenda in FYR Macedonia nationally and locally; UNICEF led campaign on violence in schools). SNC PDV built bridges of communication between civil society and government section by supporting the former to provide training and technical assistance to the latter, especially in the realm of service provision locally. The public awareness raising has been noted as one of the key achievements of SNC PDV. A constant theme in interviews with all stakeholders was that one of the key achievements of SNC PDV is its contribution to opening up the space for significant discussions on DV. A proxy of their impact is the number of calls reporting DV incidence received by the SOS centres. In the words of one interviewee: “There is a saying that recognition is half of the solution to the
problem. The SNC PDV has helped bring that recognition, talking openly about DV, taking it to different forum, recognition that we have a problem, instead of denial and ignoring the problem. Every case of violence is reported, media picks on this issue.” A proxy to the impact of the awareness campaigns was the increase in reporting of DV related campaigns. Steps have been taken toward understanding how a child’s well-being is affected by exposure to domestic violence and schools have been encouraged to embrace a prevention and protection role to ensure that the young generation reflects on violence free environments. Civil society that works on issues of violence has improved coordination of information on services provided.

Relevance
The SNC PDV was well aligned with the national priorities on addressing domestic violence as expressed in the NSPDV. Based on the criteria developed for the evaluation, SNC PDV appears a relevant mechanism to develop capacities for the government and civil society toward the implementation of actions that prevent DV and protect victims against it. During its lifetime, the SNC PDV contributed to increased awareness among various groups of the gravity of DV and actions responded to the needs of women affected by or survivors of violence and built the capacity of duty bearers. SNC PDV was very much a dynamic program that adapted to the current developments and needs of beneficiaries.

While the design of SNC PDV used either government sources of analysis, and dated research, this was significantly redressed during the implementation of SNC PDV. Several agencies commissioned research and assessments to make the interventions relevant.

However, more efforts should have been made to situate domestic violence within a larger context of understanding the effect of other forms of violence as an infringement of human rights. While DV is recognized as an issue of serious concern for FYR Macedonia and the contributions of SNC PDV particularly relevant in that they have brought the country to the point of recognizing DV as a problem that needs to be tackled, civil society representatives fear that focusing only on this form of violence has closed avenues for these to engage in discussions with the government regarding other forms of violence. Further reaching rural women, ethnic minorities and people with disabilities remains a challenge for a next program.

Effectiveness of SNC PDV
The results of SNC PDV are congruent with the initial goals of the program. Activities undertaken by SNC PDV have helped increase capacities to prevent DV and protect against DV in the various sectors of the government and civil society as reported above. Factors that contributed to the effective delivery included the conceptualization of capacity and capacity development as a cross-sectoral issue; inclusion of stakeholders from the government, private sector and civil society; dynamism and ability to respond flexibly to contextual changes and needs; promotion of ownership by the government; and creation of synergies with other government programs or actions.

Efficiency
The majority of the activities of SNC PDV, implemented during 2008 – 2012 were completed within the allocated budget and within a reasonable time-frame. Agreements with the government to provide facilities as in the case of the Counselling Centre for the Perpetrators or
the case of the DV Counselling Centre for Children and Families have contributed to the sustainability of these efforts. No other efforts were made to mobilize resources and support the long-term sustainability of interventions. However, the evaluators were informed that a new proposal has been submitted to donors.

**Management of the Joint Agency Action**
The UN Joint Action is perceived to add value to the current efforts to reduce DV in FYR Macedonia. SNC PDV is valued for its composition of UN agencies and mobilizing multi-sectoral action and NGOs with expertise primarily in violence against women and girls. The management structure of the SNC PDV worked well during the period; the Standard Agreement signed with the Donor and the MoUs between the participating agencies regulated action. SNC PDV was managed by dedicated and hard-working staff. Their commitment to end DV in FYR Macedonia and to support national and local counterparts has been applauded by all stakeholders.

**Lessons learned**
- The existence of NSPDV with specific activities prioritized, enabled the UN to plan on a short- and long-term basis with the government for better utilization of resources.
- The integrated approach to addressing DV, one that recognizes the need to include multiple agencies in interventions has facilitated inter-agency cooperation. More importantly, it has changed the government mentality to ensure that addressing prevention and protection from DV is an integrated function and no longer confined to one specific agency.
- Learning to articulate and prioritize demands for capacity building link directly to the improvement in the work of government ministries. Ensuring that resources are allocated to DV and that this is backed by an institutionalized agreement for cooperation allows for a more targeted and efficient intervention.
- The inclusion of civil society and the private sector contributes to the global ownership of DV initiatives, and allows for general buy-in among the public. By modifying activities as needed, the flexibility shown by SNC PDV has enhanced its prospects for local ownership.
- Solidly-designed communication strategies have been conducive to the satisfactory results of SNC PDV. Sound planning of the communication scheme throughout SNC PDV was essential in preventing misunderstandings, improve communication among agencies, secure buy-in from the counterparts, and build institutional memory within the beneficiary institutions.
- UN agencies hold a comparative advantage to assist FYR Macedonia with DV activities. Sound expertise is located in their staff. Further the solid reputation and positioning of the UN in FYR Macedonia are factors that contribute to the establishment of relations that are based on trust and respect, hence leading to positive results.
- A well-organized staffing structure impacts the successful implementation of a joint program. Clarification of the Terms of Reference and Responsibilities for the Chief Technical Advisor to coordinate the overall effort of all agencies as the implementation progressed was particularly helpful in improving coordination among agencies.
- Commitment is a key factor of success not only within government, but also in the business sector and the civil society. In strengthening capacities of these actors, their absorptive capacity needs to be closely examined prior to placing any specific demands on them. A realistic understanding of the implications the introduction of programs such as SNC PDV bring on
government level officials and other actors in terms of time and capacities they have make for smooth implementation of these programs.

**Conclusion**

The SNC PDV has proven to be a relevant mechanism to address capacity development for the government and civil society in FYR Macedonia. It addresses a gap that is seen as important by all stakeholders, is aligned with the goals set out in the National Strategy for Protection Against Domestic Violence, and is seen as meeting the needs of the various beneficiaries.

In the period between 2008 and 2012, SNC PDV achieved numerous short-term results, and these results were important to beneficiaries. It is certain that contributions of SNC PDV, especially its awareness campaigns are bound to have produced long-term impacts in that DV has become an issue of public concern and there is more proactivity to report DV in the media and to authorities mandated to address DV. Further, contributions at the legislative and policy level, capacity development of public officials at various levels and service provision are bound to affect how state agencies work and coordinate at the national and local level. Yet, for these results to have a longer duration, they also require interventions that are sustained over time and that are multifaceted; greater participation, including financial support from core resources, from the government is needed.

With respect to efficiency, the SNC PDV is managed frugally, has a very lean management structure, and low overhead costs. SNC PDV has used its resources well, i.e., results achieved were commensurate with resources invested. While this is laudable in that most resources are directed at beneficiaries, agencies participating in SNC PDV vary in terms of size of their staff and composition and may not have appropriate or sufficient dedicated staff to conduct the routine monitoring and evaluation that a project such as this required.

These achievements notwithstanding, long-term results will take incremental steps and more than just one intervention. Participants agreed that many different types of interventions started within SNC PDV need to continue as important in addressing DV (raising awareness, developing capacities for various stakeholders, economic empowerment programs, working in schools and medical facilities). As well, sustaining results depends on a variety of factors including strengthening the implementation of legal and institutional practices, securing institutional stability, especially in terms of human resources, building synergies that consider cultural and social understandings of protecting victims and survivors of DV. While SNC PDV contributed to building various capacities of counterparts, this process may be halted after the funding ends due to the limited resources available at the government level or to the NGOs. Further, counterparts have limited capacity in monitoring and evaluation, reporting, and in establishing partnerships with each other to streamline action against DV. Future interventions may need to address these.

It is the belief of the evaluation team that despite all the achievement noted in this first successful effort, more remains to be done. SNC PDV is the first systematic effort in which joint action provided a template of how DV may be addressed cross-sectorally at the national and local level. Despite its magnitude and reach however, SNC PDV was in no position to solve all the issues related to domestic violence and gender-based violence in FYR Macedonia. The UN and other stakeholders in FYR Macedonia need to engage on action that continues the work started by
SNC PDV. Repeatedly, national and local counterparts suggested that SNC PDV or a similar venture should continue as more remains to be done. Significant expectations are placed on UN Agencies to continue the work. Yet the sustainability of any such action is unlikely without greater participation, including financial support from core resources from the government of FYR Macedonia.

**Recommendations**
The evaluation team has grouped recommendations based on future programmatic interventions, including policy-making and implementation, protection of victims of DV and prevention of DV, and performance criteria, relevance, effectiveness including sustainability, and efficiency as well as partnership management. The key recommendation of this evaluation is that achievements have been noted, and work forward should focus on keeping the momentum gained through SNC PDV.

**Policy making and implementation**
- Embed DV within the larger context of gender-based violence and ensure that gender relations and gender issues in general, continue to be given significant emphasis especially in M&E.
- Work with the new NCB and the relevant ministries toward improving the management of this entity by appointing a technical NCB coordinator; expanding membership to include members of the Judicial Council and members of Parliament as observers; participating government members to NCB should work on DV issues in the relevant ministries as part of their overall duties.
- Translate the final version of the Istanbul Convention and ensure that systems that deliver services to DV victims are ready to fulfill obligations deriving from the future ratification of this convention.
- Assist FYR Macedonia in improving a harmonized system for monitoring and evaluating DV strategy. Projects/activities carried out by the government should feature a built-in evaluation methodology, to avoid lack of data and time-lags in the evaluation.

**Protection and support to victims of DV**
- Develop mechanisms that ensure policies and protocols relate to DV are consistently applied and monitored, and the rights and needs of victims are duly considered by law professionals and service providers.
- Expand training for first responders to DV cases among the police, health professionals and SOS lines with more advanced knowledge; customize training for front-line workers and offer training of longer duration.
- Support should be sought and maintained for direct services for women and children, victims of DV. These include initiatives to reform the CSW, further training for SOS lines and ensuring the sustainability of specific centers dealing with DV and the shelters.
- In building support systems that enable DV victims regain control of their lives, give careful consideration to customize subsidy system for employment to DV victims and link economic empowerment and career building to other social supports that are required to support victims and help them stay safe, such as housing, transportation, income, childcare and education.
• Explore government models for supporting NGOs to provide free legal aid. It is necessary that a cost-benefit analysis of the consequences that derive from not providing this type of aid be commissioned to best inform policies regarding this service.
• Review or draft legislation that effectively protects victims of DV.

**Prevention**
• Create and sustain primary prevention programs aimed at preventing DV. These programs should be available to people starting with early childhood and continuing across the life span and should recognize and reflect the social determinants of health, including gender, poverty, employment and inequality.
• Sensitize journalists about the complexity and importance of the issue in order to provide better quality of the DV articles in future. Special consideration should be placed on presenting the DV as an infringement of human rights, avoiding the perpetuation of DV myths and taking stronger commitment in condemning violence.
• Building on the work started at the Counseling Centre for DV Perpetrators, explore modalities that target men who are abusive and controlling in intimate partner relationships, hold them accountable and support them to move towards respectful and non-violent relationships.

**Relevance**
• Build on research and evidence that exists currently and on the broad range of field experience that has been developed through SNC PDV to ensure that actions remain consistently relevant; direct support to participatory research at both the diagnostic level and follow-up or validation that victims’ needs are met.
• Make more efforts to target and reach diverse groups, such as rural women, people with disabilities and people leaving in remote ethnic areas. Future interventions need to take into consideration the different dynamics and lifestyles of people in these categories and customize prevention and protection interventions in a way that makes it relevant to their experiences and challenges.

**Effectiveness**
• Ensure in the short-term that capacity building work is effectively monitored and evaluated. This should include follow-up with beneficiaries to assess the effectiveness and utilization of skills and to provide further support where required.
• Support the government of FYR Macedonia to draw a realistic plan for future financial resourcing for both ministerial and municipal services related to DV, and continue to promote decentralization of funding, so that the realistic sustainability of the interventions can be ensured. All line ministries should show within their overall action plans how they will work on DV, and the budget that will support this.
• Consider adopting a quality assurance role for DV capacity-building both in terms of resources/materials development and workshops. This could draw in regional or international resources, to provide technical inputs to training implemented by other actors, encouraging coordination and systematic prioritization of training and promoting realistic but effective approaches to monitoring and evaluation.
• Seek and maintain support for regional activities, organizations and networks through exchange visits in order to improve the sustainability of capacity activities and produce a coherent regional response and mobilize knowledge in the region for joint action.
Efficiency
- Plan an inception phase of at least six months, where all the structures are in place before a future joint action starts; this includes planning, coordination, and reporting mechanisms and finding jointly ways to simplify those processes.
- Set aside sufficient and necessary resources to have the essential staff to manage components of the program and retain the services of an independent program monitor who would be well versed and experienced in Results Based Management Framework.

Inter-agency and country partnership management
- All agencies need to focus lessons learning on this joint action in order to determine better the fit among the different agency agendas and to help in developing future DV related action.
- In the context of dwindling engagement of donors in FYR Macedonia, it is important that UN Agencies map the range of government, civil society, and donor partnerships that future programs on DV require and then proceed systematically to develop those partnerships assessing the most strategic relationships and sequencing their development according to opportunities and resources.
- Should UN Agencies embark on a new joint venture to further results achieved under SNC PDV, it is recommended that the procedures for application, reporting and communication with partners should be harmonized across the agencies.
- UN Agencies should allow more time to evaluate extensive programs like SNC PDV. In order for the conclusions and recommendations to remain valid for future program design and implementation, resources, including time, should be proportionate to the extent of the programmatic intervention evaluated and consider better planning in full awareness of current developments when such exercises are taken.
Chapter 1: Introduction

1.1 In November 2008 the UN Country Team in FYR Macedonia embarked on a joint program "Strengthening National Capacities to Prevent Domestic Violence 2008-2012" (SNC PDV). Its goal was to support the Government and the civil society sector in improving the inter- and intra-sectoral coordination and strengthening the mechanisms for prevention of violence and provision of adequate victim support services. Aligned with the National Strategy for Protection against Domestic Violence 2008-2012 (NSPDV) and supported by the Government of Netherlands and the Multi-Donor Trust Fund, the program was designed to contribute to three specific outcomes: (1) Efficient policy-making and improved policy-implementation accountability of all relevant national stakeholders; (2) Extensive and comprehensive protection and support to the victims of domestic violence; (3) Enhanced public awareness and reduced incidence of domestic violence. Five UN Agencies have joined efforts to implement this program; United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations Children’s Fund (UNICEF), United Nations Development Fund for Women (UNIFEM), and the World Health Organisation (WHO).

Objectives of the Evaluation

1.2 Three years and half into implementation, the performance of SNC PDV was evaluated by a team of two external evaluators, one international consultant and one national consultant. UNDP as the Administrative Agency of this programme led an outcome evaluation exercise to determine the extent to which SNC PDV has achieved the outcomes in accordance with the stated goals, i.e., how SNC PDV has informed, coordinated and systematized interventions related to advancing reduction of domestic violence in an environment in which (1) there is an expressed political will toward the nation’s socio-economic development and integration; (2) principles of international covenants regarding gender equality and development as well as tasks related to EU integration have been embraced by the Government of FYR Macedonia; yet (3) prevalent support for traditional gender roles in all walks of life and reluctance to embrace diversity remain serious challenges to tackle.

1.3 The objectives of this exercise were thus to determine the relevance, efficiency and effectiveness of the processes and mechanisms by which SNC PDV informed interventions to promote coordination and strengthen the mechanisms for prevention of violence and provision of adequate victim support services thus contributing to the reduction of domestic violence in FYR Macedonia. In doing so, the evaluation identified the linkages the program has made with the NSPDV and has made forward looking recommendations that will help with future initiatives targeting reduction of domestic violence nationally, regionally and locally.

1.4 This is the first evaluation of SNC PDV undertaken by an external evaluation team. Beyond the annual joint progress reports on SNC PDV compiled by participating UN Agencies in 2010 and 2011, no other formal review or evaluation on the SNC PDV has been undertaken. In July 2011, an international consultant revised the Monitoring and Evaluation (M&E) Framework for SNC PDV – this exercise uses the output of that consultancy as a basis.
Evaluation Scope
1.5 The evaluation focused its analysis on the work at the national and local-level activities in the three priority areas of the SNC PDV: (1) Policy-making and policy-implementation accountability; (2) Protection and support to the victims of domestic violence; (3) Public awareness and reduced incidence of domestic violence. It covered the timeframe from 2009 – mid 2012, from the start of the program implementation to May 2012.

Defining Capacity and Capacity Building
1.6 Although “capacity” and “capacity building/development” have been part of the discourse of international assistance from its birth, the past two decades have witnessed the centrality of these terms. For the purposes of this evaluation exercise, we define capacity as the ability of a human system to perform, sustain itself and self-renew. Applied to institutions that carry out interventions that aim to reduce DV, SNC PDV is seen as helping institutions create some form of added value for all concerned (stakeholders and beneficiaries) (perform), be active over time (sustain) and adjust over time (renew) on the basis of external circumstances. Within this framework, capacity development refers to deliberate efforts to make capacities grow.

1.7 In answering to the questions regarding level of success in delivering the planned outcomes, we particularly focus on two components of capacity, competencies and capabilities. Competencies are the specific abilities of individuals to tackle DV at various levels, whether as victims, perpetrators, policymakers, law enforcement individuals or service-providers. Capabilities are specific abilities of the various organizations, social institutions and sectors concerned that, through reform, aim to reduce DV at all levels.

Methodology
Inception phase
1.8 For the purposes of this evaluation exercise, the inception phase consisted only in an initial desk review of the key documentation including the proposal document, the NSPDV, the revised M&E framework and the Annual Progress reports in 2010 and 2011. This was done with the purpose to familiarize the consultants with the SNC PDV. An inception report was drafted using the ToR for the consultants as a base. It outlined the methodology for the evaluation including the evaluation matrix and determined field mission tasks and schedule. Due to lack of time, no other activities foreseen in the ToR for the National Consultant were undertaken prior to the Field Mission of the International Consultant.

Data Collection
1.9 Following the Inception Report, the Evaluation Team undertook a series of data collection activities in April - May 2012. These included: document review, in-depth group and individual interviews during the field mission of the International Consultant in Skopje, predominantly audio-recorded, survey and newspaper analysis.

1.10 Document review. In addition to the documentation reviewed prior to the field mission of the International consultants, during the field mission and afterwards, staff of UN agencies provided copies of products produced during the implementation of SNC PDV. These included the protocols, guides, and standards produced with the help of national and international consultants.
1.11 **Field mission in Skopje.** The purpose of the field mission in Skopje was to gather data for an in-depth assessment of the effectiveness, efficiency, and relevance of interventions under SNC PDV. The outlined methodology in the inception report was used as a basis. During the field missions, a broad range of stakeholders were interviewed, including representatives of each of the participating UN Agencies, government representatives and NGO grantees. Data were collected through semi-structured face-to-face and group interviews. A total of 50 respondents were consulted through these interviews. The list of respondents is provided in Annex 5.

1.12 **Desk Review.** The consultants were provided with final reports of projects implemented by NGOs, factsheets, memoranda of understanding (MoU), or grant agreement. UNDP staff also provided minutes of the Head of Agency (HoAs) meetings and the Transferability Plan. When available documentation did not provide enough information, the consultants followed up with agency staff to clarify questions.

1.13 **Survey with beneficiaries of economic empowerment component.** A non-representative small sample survey with 20 women beneficiaries of the economic empowerment pilot project was administered during the field mission. The survey contained close-ended and open-ended questions; each participant completed the survey individually. Data were analyzed by the National Consultant; findings are reflected in the report.

1.14 **Media analysis.** Per ToR the National Consultant also collected data by doing content analysis of *Utrinski vesnik* (political newspaper) and *Vecer* (boulevard newspaper) for the month of August (randomly selected) in 2008-2011.

**Data Analysis and Reporting**

1.15 Data were analysed using qualitative and quantitative methods. Thematic analysis was applied to the review of SNC PDV documents, and in-depth individual and group interview responses, the analysis of the documentation, the two newspapers and the open-ended responses in the survey. Descriptive statistical analyses were performed on the results of the survey on economic empowerment. The triangulation of data (convergence of data from multiple sources) allowed the team to identify key findings and formulate recommendations. UN Resident Coordinator and the UNDP staff of the Social Inclusion Unit were debriefed at the end of the field mission in Skopje, prior to writing the draft report.

**Limitations**

During the evaluation process, the Evaluation Team encountered some challenges that affected the data collection.

1.16 **Timing of the evaluation.** Given the extensive nature of the programme, this evaluation exercise was not allotted sufficient time to engage in activities prior to the field mission of the International Consultant. The National Consultant was hired a few days before the International Consultant and did not have sufficient time to engage in pre-field mission activities foreseen in the ToR for the National Consultant. However, activities such as the survey on women, victims of DV that had benefitted from the economic empowerment program and the survey on the media were carried out post-field mission by the National Consultant; these findings are reflected in the report.
1.17 Unexpected events during field missions: The field mission was planned for 19 - 29 April 2012. Unfortunately, the team was advised too late that the dates coincided with the EU delegation mission on evaluation of FYR Macedonia progress toward accession. These parallel evaluations placed stress on the timing of the interviews and discussions with various stakeholders. However, the help of the UNDP staff was exceptional in making sure that most relevant representatives were covered by the interviews; interviewed participants displayed generous understanding of the situation and accommodated the evaluation team even outside work hours.

1.18 Inability to visit field operations. In the Inception Phase, the evaluation team had planned field mission to sites that had benefited from SNC PDV. Unfortunately, the time was taken by onsite interviews in Skopje that, if time permitted, could have been conducted by the National Consultant prior to the field mission of the International Consultant. Conclusions on the outcomes at the local level were thus drawn from the various documents reviewed and the interviews with stakeholders engaged at the local level.
Chapter 2: Domestic Violence in FYR Macedonia

Overview

2.1 In the past 15 years, domestic violence (DV), as one form of gender-based violence, has been identified as a serious concern in FYR Macedonia by both national and international institutions. A report from a survey on domestic violence carried out in 2000 by the Association for Emancipation, Solidarity and Equality of Women (ESE) showed that close to 62% of the participating women had experienced psychological violence, and 24% had been victims of physical violence [2]. A second study by the same organization in 2006 showed that every second Macedonian women was a victim of psychological violence, every sixth experienced physical abuse, whereas 10% reported sexual violence at home [3]. Similar findings were reported in the research initiated and supported by WHO – the research showed that 8 in 10 women were subjected to violence [17]. Bearing similarity to the 2000 findings, these figures indicated slow progress towards reducing the prevalence of this form of violence. The research on sexual abuse of children in the country commissioned by UNICEF and carried out in 2010 showed that sexual abuse and domestic violence appeared alongside with domestic violence in quarter of the families of children victims - see *Forlorn and Scared* (2010) [4]. UNDP together with UNFPA and UN Women commissioned a study on DV as well as an assessment of economic empowerment of women; UN Women commissioned research on the costs of DV – see *The costs of domestic violence against women in FYR Macedonia* (2008); see also *Partner violence amongst the Roma in FYR Macedonia and the public sector response* (2010). UNICEF commissioned research on children and sexual abuse on which new data on DV and children are furnished; WHO commissioned research on the elderly - these results are being finalized at present. Consistency of these findings through years shows that DV remains a widespread problem.

2.2 These studies and others also demonstrated several challenges related to addressing efficiently DV nationally. Largely a society where patriarchal gender roles prevail, widespread notion that domestic violence is a private matter or a deserved consequence of women’s disobedience, intolerance towards diversity, high levels of unemployment and economic hardship that especially affects women [9, 16], endangered masculinities due to the changing role of women, and the availability of weapons in the post-conflict period [36] compound the problem. Thus, prior to 2009, DV remained marginalized by the general public; it was rarely denounced and the subject of little public debate. In fact, intense social pressure meant that few victims brought complaints to the police at all; social stigma deterred others to report DV.

2.3 Further, insufficient knowledge of the phenomenon and the absence of centralized and unified data collection system that would help in following the incidence, patterns and trends for efficient policy-making and insufficient legal coverage regarding gender based violence compounded the problem. While rape, including spousal rape, was criminalised via the 1996 amendments to the Penal Code, the police and courts were reticent to punish the perpetrators of spousal rape [11]. Widespread distrust in the institutions responsible for the issue [16] also deterred reporting. Until a few years ago, the assessments of the protection and assistance services to the victims of DV in the country showed that the system was not efficient [1, 34]. The police did not respond appropriately to the needs of female victims of violence and there were no specific institutions to provide protection or assistance. Some NGOs provided shelters, but they
did not have the resources to deal with the scale of the problem. Lastly, almost every official report regarding domestic violence until 2010 showed the absence of coordination among all relevant institutions [6].

**Actions by the Government of FYR Macedonia**

2.4 The government of FYR Macedonia has recognized DV and has progressively worked to address reduction of its incidence. As part of its international obligations, it has ratified international covenants that constitute an inherent part of the country’s legal framework. These include, inter alia, the Universal Declaration for Human Rights, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the UN Security Council Resolution 1325 - Women, Peace and Security, Convention on the Rights of the Child (CRC), Convention on Economic, Social and Cultural Rights (CESCR) and has shown commitment to achieve the Millennium Development Goals (MDGs), Beijing Platform for Action (including those related to non-discrimination, equal opportunities and gender-based violence) as well as the agreed Conclusions from the Special Session of the General Assembly of UN in the year 2000 (Beijing+5), European Convention for the Protection of Human Rights and Fundamental Freedoms of the Council of Europe (ECHR - 1950), and the new Council of Europe Convention for preventing violence against women in Europe. By doing so, FYR Macedonia has committed to support achievement of equality between women and men, free of gender-based violence as a means to ensure sustainable development and good governance.

2.5 **CEDAW.** FYR Macedonia ratified CEDAW in 1994 and the Optional Protocol to this Convention in 2003. Recommendations of CEDAW Committee in 2006 indicated that the country had to take serious measures to address gender based violence. The document recommended effective implementation of laws, providing secure protection of victims, taking measures for awareness raising, building capacities for the judiciary, social workers, health care providers, police officers and general population [20].

2.6 **U.N. Convention on the Rights of Child (CRC).** The CRC, ratified immediately after the country declared independence in 1991, binds the state parties in taking all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse. Promoting non-violent culture in the sphere of education, developing non-violent values and conflict-resolution skills in children and awareness raising on the issues of domestic violence and sexual abuse among teachers and children remain recommendation for action in reducing DV.

2.7 **Millennium Development Goals (MDGs).** The Government of FYR Macedonia has pledged to work towards reaching the MDGs. Indirectly related to the issue of domestic violence, are the goal of promoting gender equality and empowering women as well as achieve universal primary education. While gender disparities in primary education have been almost eliminated, there are still gender inequalities in the sphere of employment and labour [8]. Unequal opportunities for women and their economic empowerment remain significant challenges especially for vulnerable and marginalized groups of women, including domestic violence victims.
2.8 Furthermore, FYR Macedonia’s aspiration to be a member country of the European Union (EU) has been associated with real-time tasks related to the approximation of its legislation, policies and procedures to the standards of the EU. Achieving gender equality cross-cuts various aspects of integration and is materialized in actions that advance women’s equal participation with men as decision makers in shaping the political, social and economic development of the country, support women and girls in the full realization of their human rights, and reduce gender inequalities in access to and control over the resources and benefits of development in a violence free society.

2.9 Stabilisation and Association Treaty (SAT). The SAT entered into force in 2004 and although the agreement does not contain articles specifically aiming at preventing and reducing domestic violence, it might be seen as supportive to it indirectly, through the requirements for protecting and promoting human rights in general and addressing human trafficking. Protection from domestic violence is undoubtedly connected with protection from violation of victims’ human rights.

2.10 Council of Europe Convention on preventing and combating violence against women and domestic violence (CAHVIO aka Istanbul Convention). FYR Macedonia signed to the Istanbul Convention, the first legally binding instrument to prevent violence against women in Europe, on 8/7/2011. The program was not designed according to this Convention, but its activities certainly could contribute in creating an overall social atmosphere for accepting the end of the practical impunity of perpetrators and specifically to Article 9, 10, 1 and 14 that deal with awareness raising, education, training of professionals and obligation to protect victims of domestic violence [19].

2.11 One of the first steps towards addressing the issue of gender violence in the country was the adoption of the National Action Plan for Gender Equality (NAPGE) 2000-2006. The plan identifies eight strategic goals and activities, one of them being “Mapping and dealing with violence against women in the private and societal life”. Further, the second NAPGE 2007-2012, lists combating violence against women as one of the 10 priority areas of work. The plan identifies eight strategic goals and activities, one of them being “Mapping and dealing with violence against women in the private and societal life”. However, no responsible actors were designated, nor a budget was allocated for this purpose [10]. The issue of domestic violence was for the first time regulated in both civil and criminal legislation in 2004. Since that year, domestic violence is prosecuted ex officio as a criminal act and the definitions included in the Family Law and the Criminal Code included not only physical, but also psychological and sexual violence inflicted to a broad scope of family members and other intimate relationships [6, 25, 27]. Such regulation provided synchronization with the international standards and recommendations in this sphere, which requires incrimination of domestic violence and provision of temporary protection measures for the domestic violence victims.

2.12 Despite increasing political commitment and legal as well as policy reforms aimed at achieving gender equality, CEDAW, CESC, CRC, CAT, MDG and other relevant reports of FYR Macedonia’s progress in the area of gender equality indicated that gender gaps could be identified in almost all spheres of life [7, 9, 21, 22, 32]. The CAT for instance, expressed concerns about the persistence of domestic violence in the country and the low number of
prosecutions in such cases (30, paragraph 19), whereas in its report from 2006, the CEDAW Committee insisted that the State should give priority to establishing comprehensive measures against gender based violence, including effective punishment of perpetrators, adequate protection of victims, awareness raising and educational measures [21]. The CESCR report regarding domestic violence pointed out that the government did not provide mandatory training for police, prosecutors, and judges, which resulted in rare implementation of the law and non responsiveness of the police to allegations of domestic violence [24]. In 2010, the UN Committee on CRC urged FYR Macedonia to pay special attention to prohibiting all forms of violence against children, and recommended prioritizing prevention, promoting non-violent values and awareness-raising, enhancing the capacity of all who work with and for children and ensuring accountability [33].

2.13 Pursuant to these recommendations, several actions have been taken. After adopting the Law on Equal Opportunities of Women and Men in 2006 [29], the State provided a legal ground for launching the Second NAPGE in 2007. This document recognized stopping violence against women as one of the priorities and identifies several weak points of the system: an outdated method of collecting and processing of statistical data, absence of program for women who face health consequences from violence and absence of systematic training for the personnel in the sphere of social and medical care [30].

2.14 Strengthening the mechanism for preventing and combating domestic violence was further stressed in the Operational Plan for the NAPGE in 2008. On the initiative of ESE and under the auspices of the Ministry of Labor and Social Policy and in cooperation with many partners involved in addressing DV, the National Strategy for Protection against Domestic Violence 2008-2011 was developed and adopted. These goals are: (1) Establishment and development of multi-sectoral coordinative approach for protection of victims of domestic violence; (2) Prevention of the domestic violence issues through the educational process; (3) Education of professional structures; (4) Improvement of the system for protection of the victims of DV; (5) Improving the civil justice system of protection; (6) Improving the criminal justice system; (7) Introducing a system for documenting and reporting on cases of DV; and (8) Established mechanisms for implementation of the strategy. The coordination and monitoring of the implementation of the Strategy goals was given to the multi-sectoral National Coordinative Body that has been constituted and endorsed by the Government.

2.15 Parallel to these crucial processes, reducing violence was set up as a priority in the Ministry of Health (MoH) that signed the Biennium Collaborative Agreement with WHO in 2002; the next five Biennial Collaborative Agreements between WHO and MoH continued to have violence reduction as a priority resulting in close to 12 years of joint work between the two agencies. The Minister of Health appointed the inter-sectoral National Commission on Violence and Health in 2004. The first National Report on Violence and Health was launched in November 2006, focusing on different aspects and specific groups towards violence prevention. In addition, the issue of sexual violence against children was addressed in the Action Plan for Prevention and Combating Sexual Abuse of Children and Paedophilia 2009-2012, based on the Convention of the Council of Europe for protecting children from sexual exploitation and abuse, followed by a unified multi-sectoral protocol for the protection of children victims of sexual abuse.
Activities of National and International Stakeholders

2.16 A review of the evolution of interventions to address gender equality and domestic violence in FYR Macedonia shows that, in the past 20 years, these two issues have received increasing attention and have been addressed by various stakeholders in addition to the government of FYR Macedonia. Long-time commitments of bilateral and multilateral donors and international civil society organizations (CSO) have engaged the Government of FYR Macedonia and local CSOs to address gender equality as important in promoting the nation’s development. We are mentioning here a few bearing in mind that UN Agencies also joint efforts with other international donors in implementing these actions.

2.17 European Commission has exerted continuous pressure to address domestic violence against women in post-communist member states and candidates. A review of actions in 2002, 2003, 2005, and 2007 shows that in the case of FYR Macedonia, the following concerns were identified: (1) 2003—Need for further efforts in the constitutional reforms and cooperation with NGOs; (2) 2004—High levels of DV and need for amendments in the Criminal Code; (3) 2005—Need for strong legal regulations because of high levels of DV, sexual harassment, and human trafficking; (4) 2006—High level of DV and sexual harassment persist; (5) 2007—High levels of DV and sexual harassment. Need for legal regulations [6].

2.18 Due to the work of the Austrian Women's Shelter Network and in various WAVE- and local NGO-sponsored police trainings, FYR Macedonia, along Croatia and Bulgaria was among the early adapters of the specific distancing orders in the legislation for cases of domestic violence. Other work by Women NGOs such as SOZHM in collaboration with the Ministry of Interior and Centres for Social Work and a Dutch donor opened the first SOS line for victims of DV. In 2007, the SOS line for youth turned into a SOS National Center for Intervention in cases of violence against women and girls. The line is accessible for both T-Mobile and Cosmofon users and offers psycho-social support, sheltering and directing/guiding victims to the relevant institutions.

2.19 Soon after regulating Domestic Violence in the Family Law, the Law on Social Protection and the Criminal Code, the country carried out three major awareness raising campaigns. The first (June 2005) aimed to strengthen the trust of potential victims in state institutions through introduction of the legislation and encourage victims to report. The second campaign, supported by UNICEF and UNDP, was carried out in partnership with five NGOs and included a broad scope of activities such as press conferences and local events. The third, the national campaign 16 Days of Activism against gender violence was launched in November 2006. It announced the primary results from the research on domestic violence conducted by ESE, with the support from the Institute for Sustainable Communities and financial backing of the U.S. Agency for International Development (USAID). The Open Society Institute (OSI) in partnership with UNIFEM helped establish the National Violence against Women (VAW) Monitor Network, with a main focus on managing the Stop Violence Against Women website. As part of the international network Child Helpline International which unites SOS services to help children around the world, Megjashi (one of the largest and most resourceful NGOs in the country) established a free SOS line for abused children in 2009, after organising several campaigns against child abuse in the family.
2.20 By 2005, five shelters for DV victims were opened, four being partially subsidized by the government and one run by an NGO, along with several SOS lines. USAID supported the first legal aid clinic for victims of domestic violence, which provided victims with both legal and psychological assistance. Numerous specialized trainings on gender or domestic violence were provided for the NGOs, public officials, the judiciary, caregivers, teachers, politicians and duty bearers. Most of these trainings were supported by the international agencies in the country while several were state-sponsored.

2.21 Yet, a key concern throughout these activities remained a conspicuous shortage of human and institutional capacity to design, implement and monitor policies related to DV, strengthen cross-sectoral collaboration to provide comprehensive support to victims of DV nationally and locally, promote linkages with the private sector and civil society, raise the level of awareness on the phenomenon of DV, and address prevention in a more inclusive manner.
Chapter 3: UN Response to DV in FYR Macedonia

Description of SNC PDV and Budget Overview

3.1. The SNC PDV is a development programme, launched in 2008 as an effort to support the Government and the civil society sector in FYR Macedonia in improving inter and intra sector coordination, and the service provision, as well as in strengthening the national capacity for measuring progress, raising public awareness and effectively monitoring and evaluating the progress in domestic violence prevention efforts. It is a jointly developed programme and implemented by UNDP, UNICEF, UNFPA, UN Women and WHO in partnership with FYR Macedonia government ministries, Ministry of Labor and Social Policy (MLSP), Ministry of Internal Affairs (MoIA), Ministry of Justice (MoJ), Ministry of Health (MoH), and Ministry of Education and Science (MoES). UNDP acts as the Administrative Agency vis a vis the donors, the Dutch Government and the UN Trust Fund, and is responsible for coordinating the SNC PDV’s implementation, while drawing on the expertise of the participating agencies.

3.2. The overall goal of the SNC PDV is to support the coordinated implementation of FYR Macedonia’s National Strategy for Protection against Domestic Violence 2008 - 2012 (NSPDV) by strengthening the capacities of the government and civil society to prevent domestic violence and protect victims of abuse. The SNC PDV targets the implementation of five of the eight objectives of the NSPDV: i) Establishment and development of multi-sectoral coordinative approach for protection of victims of domestic violence; ii) Prevention of the domestic violence issues through the educational process; iii) Education of professional structures; iv) Improvement of the system for protection of the victims of DV; and v) Introducing a system for documenting and reporting on cases of DV, by all the relevant institutions.

3.3. The overall goals of the SNC PDV were to achieve the following desired outcomes: (1) Efficient policy-making and improved policy-implementation accountability of all relevant national stakeholders; (2) Extensive and comprehensive protection and support to the victims of DV; (3) Increased public awareness on DV.

3.4. Each of these outcomes would result from the achievement of the following programme outputs:

**Outcome 1**
1. National Multi-Sectoral Coordination Body effectively coordinates policy making and implementation of the National Strategy for Protection against DV;
2. Government capacities strengthened to design and implement DV policies and capacity building programs;

**Outcome 2**
4. Standardized national protection system for the victims of domestic violence established;
5. Programs for economic empowerment and reintegration of victims of DV established;
6. Police response to cases of DV improved;
7. Free of charge legal assistance to victims of DV established;
8. Improved coordination among service providers at local level in protecting victims of DV;
9. Efficiency of the judicial system to deal with DV cases improved.

Outcome 3

10. Community outreach behavior change program targeting most-at-risk communities and public education campaigns implemented;

11. Non-violence integrated in school/university curricula, educational policy, legislation and school practice;

12. Networking among Civil Society Organizations to prevent DV established and their institutional capacity strengthened.

3.5. The Programme involves both national level activities, and local level initiatives, both in areas of prevention and protection of victims from domestic violence. The programme has nation-wide reach, in these three years it worked in all regions: Skopje (Centar, Karpoš); Northeastern Region (Kratovo, Kriva Palanka, Kumanovo, Lipkovo, Rankovce, Staro Nagoričane); Eastern Region (Delčevo, Karbinci, Probishtip, Štip, Sveti Nikole); Southeastern Region (Strumica); Vardar Region (Kavadarcı, Rosoman, Veles); Pelagonia Region (Dolneni, Krivogaštani, Bitola); Southwestern Region (Debar, Kičevo, Ohrid, Osłomej, Struga, Vevčani, Vraneštica, Zajas); Polog Region (Bogovinje, Brvenica, Gostivar, Jegunovce, Tearce, Tetovo, Vrapčište, Želino). The key partners involved in overall programme implementation are the five participating UN agencies, the Ministry of Labour and Social Policies (MoLSP), Ministry of Justice (MoJ), Ministry of the Internal Affairs (MoIA), Ministry of Education and Science (MoES), Ministry of Health (MoH), Local Self-Government Units (LSGUs), and local non-profit organizations working on gender and domestic violence.

3.6. The original, signed SNC PDV budget was US$3,750,000, including both programme costs and indirect support costs. Two donors contributed to this fund, the Government of Netherlands and the Multi-Donor Trust Fund. In addition each agency provided cost-share contribution toward the implementation of the activities. To date, the full budget has been allocated. Table 1 summarizes budget figures for SNC PDV.

Table 1: Budget Overview in USD

<table>
<thead>
<tr>
<th>Total Budget per Outcome</th>
<th>Agency</th>
<th>Core contribution</th>
<th>Agency-Cost Share Contribution</th>
<th>Expenditure</th>
<th>Overall Delivery Rate per Agency</th>
</tr>
</thead>
<tbody>
<tr>
<td>OUTCOME 1</td>
<td>UNDP</td>
<td>563,544</td>
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<td></td>
<td>UNFPA</td>
<td>178,830</td>
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<td>UNICEF</td>
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<td>27,193</td>
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<td>OUTCOME 2</td>
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<td></td>
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<td></td>
<td>UNICEF</td>
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<td></td>
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<tr>
<td></td>
<td>WHO</td>
<td>92,367</td>
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<td>189,525</td>
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### Total Budget per Outcome

<table>
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<tr>
<th>Agency</th>
<th>Core Contribution</th>
<th>Agency-Cost Share Contribution</th>
<th>Expenditure</th>
<th>Overall Delivery Rate per Agency</th>
</tr>
</thead>
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<tr>
<td><strong>OUTCOME 3</strong></td>
<td></td>
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<tr>
<td>UNDP</td>
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<td><strong>TOTAL</strong></td>
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<td>491,105</td>
<td>2,535,825</td>
<td>82%</td>
</tr>
</tbody>
</table>

*Note: Figures on contributions have been rounded to the nearest dollar value. Percentages have been rounded to the nearest whole number. Overall expenditures reported as of 30 April 2012.*

### Description of the Main Activities of SNC PDV

#### 3.6
In order to accomplish its overarching goal, SNC PDV programme designed numerous activities in several spheres, each aiming at overcoming the following identified weaknesses of the national response to domestic violence: (1) Coordination challenges among different policy-making and implementing actors in the area of domestic violence; (2) Lack of standardized and efficient service provision to victims of DV; (3) Insufficient prevention efforts. Each SNC PDV programme output was structured as a separate sub-programme project with specific set of activities. Implementation of the specific programme outputs/activities was treated as a separate project; it was based on a Memorandum of Understanding (MoU) between the UN Agency and the national implementing partner. The managing UN Agency applied its rules and procedures in the implementation of the specific output/activity while the national partners acted as the key implementing partner for that output/activity. The implementation of the programme activities was steered by the Multi-Sectoral National Coordinative Body, which had the task to assure the coordination among different sectors.

#### 3.7
Activities toward the achievement of outputs under Outcome 1 included: (1) support for the DV National Coordination Body established to oversee the implementation of NSPbDV; (2) drafting of policy and guidelines, modules and other documentation that aided the functioning of the accountability mechanism among the various institutional members; (3) establishment of a coordination mechanism among key actors for implementing all elements of supervision of parental rights in protection of the child from DV; (4) establishment of a national unified data-collection system for monitoring incidence and trends of DV; (5) publication of a national baseline survey on DV using standardized indicators of the United Nations Economic Commission for Europe.

#### 3.8
Activities toward the achievement of outputs under Outcome 2 included: (1) drafting of umbrella and five sectoral protocols with referral mechanism and training of police officers, health care workers, education sector workers, social protection workers, NGO representatives to apply protocols; piloting a Counselling Centre for Perpetrators of DV in University Clinic of Psychiatry; support for operational legal aid service centres and their free of charge services; support operation of DV Counselling Centres for Children and Families; piloting child-friendly interrogation rooms based on nationally harmonized standards within the Centres for Social
Work; (2) assistance to DV victims to obtain employment or start their own small-size business operations; standardization of police response toward cases of DV; (3) standardization of free legal aid for DV victims by developing standards for NGOs providers of legal aid and support their piloting by making available free legal aid services; (4) piloting MARAC; (5) raising the capacity of judges and prosecutors to respond to DV cases.

3.9 Activities toward the achievement of outputs under Outcome 3 included: (1) nation-wide campaigns utilizing printed and electronic media to raise awareness on DV among various strata; and working with municipalities to organize DV community outreach programmes, establish a Local Community Body for DV, and draft annual work plans approved by local councils to address DV; (2) training of health care workers through tailored TEACH-VIP modules; provision of university professors from seven relevant training institutions with the knowledge and the tools to include DV in their teaching courses; training of primary school teachers with basic knowledge and a tool to implement non-violence practices and work with select number of schools to establish a system to track violence in their schools; awareness campaign on schools free of violence; (3) Working closely with the local civil society organizations to establish a National Network of CSOs to End Violence Against Women and Domestic Violence; training on joint programme management; joint initiatives on DV as well as fundraising for prospective programmes on DV.
Chapter 4: Contribution to Results

4.1. As a response to the challenge of reducing DV in FYR Macedonia, the SNC PDV has earned the status of a flagship programme that promises to deliver on two fronts, helping the government of FYR Macedonia in its public reforms to reduce domestic violence, and encouraging the civil society to be proactive in shaping a societal response that does not justify domestic violence. In fact, the European Union Progress Report for FYR Macedonia 2011, notes actions to reduce DV as one of the key achievements for the year. A consistent perception across board has been that SNC PDV made enormous progress in the effort to build and strengthen the capacity of FYR Macedonia to address DV cross-sectorally. Capacity building in the context of DV was primarily geared towards strengthening the policy making and implementation cross-sectorally, ensuring protection of DV victims and shaping prevention efforts.

4.2. Progress in these results is thus addressed by examining the contribution of SNC PDV to meet the objectives and produce the outcomes set out in the initial design and the 2011 revised M&E framework. This primarily involves a review of the SNC PDV contribution to the enhancement of capacities of the various counterparts to design and implement policies related to DV, improvement of protection for DV victims and survivors and the prevention efforts. The evaluation team’s analyses and observations indicate that, on the whole, the planned outcomes at the outcome level have been achieved with a fairly high degree of success. These are detailed below. These results, at the outcome level, were identified by the evaluation team on the basis of the documents reviewed and the field mission interviews.

Outcome 1: Efficient policy-making and implementation

4.3. The first outcome of SNC PDV relates to efficient policy-making and improved policy-implementation accountability of all relevant national stakeholders. It corresponds to Question 1 in the ToR: Is policy-making and implementation on domestic violence now more efficient than before 2008? The focus of our analysis are the following outputs: (1) National Coordination Body effectively coordinates policy making and implementation of the National Strategy for protection against domestic violence and other relevant national strategies; and (2) the National unified data collection system for monitoring incidence and trends of domestic violence is established. We have made use of the following analysis: (1) Semi-structured interviews with key representatives of National Coordination Body (representatives from the Ministry of Labour and Social Policy, Ministry of Justice, Ministry of Interior, Ministry of Health, the CSO network on DV and other NGO-s that partnered specifically to achieve this outcome; (2) Analysis of progress toward the establishment of the national data-collection system for monitoring incidence and trends of domestic violence; (3) annual progress reports on SNC PDV.

4.4. At the outcome level the following results were achieved: With Program’s support, the draft version of the Istanbul Convention was translated; the National Coordination Body (NCB) endorsed two comprehensive assessments of the need for alignment of the national domestic violence legislation vis-a-vis the Istanbul Convention requirements. A special thematic session was organized for the members of the parliament where the two assessments were presented and then delivered to the members of parliament. A new national DV strategy 2012-2015 is under way – interviews with UN Agencies and consultants that are drafting the new strategy indicated that the document explores linkages and achievement noted and takes them further, with a
particular emphasis on M&E mechanisms. Within the purview of the new strategy, it is also foreseen that laws and by-laws related to DV will be aligned with the CAHVIO (aka Istanbul Convention). It is expected that by the end of the programme, close to 10% of the members of the NCB have made at least one DV intervention per half year. Data on this are being collected by the Institute of Social Affairs (ISA). At the time of this evaluation, a telephone survey conducted by ISA showed that MoSLP has proposed priorities and needs for interventions in the National Strategy for Combating Pedophilia based on the data on DV provided by ISA; MoSLP and MoES ordered changes in the way women and children victims of DV are treated in the SNC PDV sponsored Counseling Center for Children and Families, part of the Skopje Centre for Social Work.

4.5. National Coordination Body against Domestic Violence. The National Coordination Body (NCB) is an Ad Hoc entity established concomitantly with the NSPDV to coordinate and implement this strategy. NCB is chaired by MoLSP and MoIA interchangeably and is composed of 31 representatives of five relevant in-line ministries that work on issues in the area of domestic violence (MoLSP, MoH, MoIA, MoJ and MoE), as well as representatives of other institutions and civil society organizations. This body follows the fulfilment of envisaged strategic measures and activities in the area of prevention, raising the public awareness, education of professional structures and improvement of the system of protection of victims of domestic violence. This first time effort to mobilize knowledge and experience to work cross sectorally with all relevant ministries and other stakeholders was particularly applauded in several interviews.

4.6. Being the first Ad Hoc entity, significant support was provided for the functioning of NCB. A series of training sessions on gender and human rights, gender-based violence and monitoring and evaluation (M&E). NSPDV had necessitated the design of M&E tables that would be followed by each line ministry at the activity level, as well as output and outcome level. Two study visits in the region to exchange experiences were organized; logistic support was provided in establishing monthly meetings, as well as thematic meetings proposed by the NCB members such as Istanbul Convention proposed by the MoJ. Thus, NCB was particularly successful in organizing regular monthly meetings and discussions on issues of strategy implementation. In the words of one interviewee, SNC PDV “started the engines, the issue is to keep them working.”

4.7. Overall, the analysis showed that significant achievements have been made toward more efficient policy-making and implementation. SN PDV enabled NCB to effectively coordinate the implementation of the Strategy across all relevant ministries and NGOs, and to develop related policies. The program also helped the Body develop and adopt the first ever protocols for dealing with domestic violence cases and referral mechanisms. Although it stopped functioning in December 2011 as its mandate ended together with the NSPDV, the experience of working with this body has paved the way for working with the new NCB to be established with the approval of the new strategy on DV. NCB was able to identify areas for improvements in the new 2012-2015 strategy; the new draft 2012-2015 Strategy has been endorsed by the NCB and the Annual Action Plan for 2012 was prepared and endorsed by NCB.
4.8. Interviews with a select number of members of NCB and UN Agencies revealed a few challenges in the functioning of NCB. Due to early parliamentary elections its composition was changed, new members were appointed by ministries. MoLSP led the process of adaptation of new members and absorbed the challenges of coordination well given that at the head of the NCB was a previous member of NCB. But concerns were raised over the fact that while NCB could identify issues and problems related to various aspects of strategy implementation, it had little power to lobby on a political level because of its composition of primarily professionals in the field. Other concerns related to the operation of NCB. In interviewees’ opinion, NCB was not resourced by the government ministries in terms of funding and administration. Logistic support was secured primarily through SNC PDV. For its duration, NCB was a voluntary activity of people; meetings were at times were held outside work hours. The lack of support may have affected the commitment and quality of contribution of some of its members as participation was perceived an added responsibility. In fact it was reported that 20 out of 31 members of NCB were regular participants in all the meetings and discussions. As SNC PDV stepped in and supported the entity financially and administratively, much of the functioning of NCB was due to the exemplary efforts of the program staff to organize meetings, draw agenda, take minutes and produce reports; at times this gave the wrong perception that UN agencies were the secretariat of NCB.

4.9. Government capacities strengthened to design and implement DV policies and capacity building programmes. Annual reports indicated that four regional multi-sectoral workshops were organized, each for one of the four appellate regions in the country. At the workshops, a total of 149 participants from various professional backgrounds worked to improve their cooperation and coordination in supervising parental rights in DV cases. A coordination mechanism among key actors for implementing all elements of supervision of parental rights in protection of the child from DV was established in May 2011. Its aim is to improve cooperation and coordination to implement supervision of parental rights in processing domestic violence cases by CSWs, police, prosecutors, judges and ombudsman. Lack of documentation and interviewees in this area has not allowed the evaluation team to reach conclusions.

4.10. Baseline survey. In order to support the country efforts to create effective policies and improve its DV legislation, the process of implementation of the first country Baseline Survey for prevalence and incidence of the domestic violence phenomena has been initiated. The objective of this survey is to overcome the existing gap in DV data and help the government in appropriate policy development and implementation. This survey was developed in 2011 using standardized indicators of the United Nations Economic Commission for Europe; it consists of six main entries and more that 50 questions. A Survey Manual with overview of the methodology, sampling procedures, information related to interacting with respondents, and guidelines for completing the Questionnaire accompanies the survey. In addition a Baseline survey sample was determined based on the information provided in the Questionnaire and the Manual and the simulation was tested by the State Statistical Agency. The materials associated with this questionnaire were not made available to the Evaluation Team and no interviews were arranged with the creators and implementers of the survey. However, we were informed that the National baseline survey on DV will be completed by end of May and will be presented before the national stakeholders in June 2012.
4.11. **Establishing a National unified data-collection system for monitoring incidence and trends of DV.** The general purpose of this system was to enable decision makers to receive timely information relating to DV trends and characteristics in order to better define policies and programs. The establishment of this system would address: (1) lack of agreed upon set of common indicators or standard collection formats; (2) lack of inter-agency agreements on information sharing; (3) absence of an agreed upon formal or informal framework to define processes, tools, and techniques (architecture which defines data collection thru analysis and dissemination); (4) individual data/information systems at each ministry/agency at different levels of development; (5) absence of a centralized information sharing and dissemination system; and (6) lack of a centralized mechanism/capacity to compare results from each stakeholder in order to make a single expert statement on DV-related trends and characteristics.

4.12. Despite good intentions, there were significant challenges in establishing a unified data collection system. The 2009 report of an international information management expert and a national gender/domestic violence expert hired to assess the feasibility of such a system showed that this was an impossible feat to accomplish given the present institutional functioning. Government agencies have different mandates and data management/analysis follows these mandates; necessary facilities are missing. The alternative solution was to work parallel with each government ministry to achieve a specific goal in data collection regarding DV.

4.13. Thus, UNFPA worked with the Ministry of Health and started a user friendly web application for data collection in the health sector. Each medical doctor, midwife, emergency room doctor working on different levels of care can enter the data in the system through a questionnaire. The database system is now on the MoH system and at the time of the evaluation it was shared that the Minister of Health will soon sign an order that each medical facility will enter data. Given that data entering will be legally provisioned in January 2013 and thus an obligatory task, the key challenge in collecting these data remains motivating the medical staff to enter these data. Under UNFPA-led pilot, data collection has been successfully integrated in the training of medical personnel and has become part of the continuing professional education. In talking to the UN staff, another challenge rests with the staff of the Institute of Public Health (IPH). Although IPH is a research institution, they are not very keen on data collection, and the hurdle to cope with is to convince IPH to see the benefits of data. However, the evaluation team did not have an opportunity to interview IPH representatives to gather their view on the issue.

4.14. UNICEF worked with MoLSP and ISA to establish an electronic data collection and case management system to improve data collection as well as improve the quality of social services delivered to vulnerable children and their families including those that suffer from DV through Centers for Social Work (CSW). The new system will enable MoLSP and ISA to produce disaggregated data on the most vulnerable people using cash assistance and social services simultaneously. The system itself was launched in December 2011 and the evaluation team could not collect more data on this.

4.15. At the time of the evaluation, the team was informed that two companies have been contracted to prepare a web-based data collection system that extracts data from four institutions covering social welfare, health, public order and courts. This platform will be hosted by ISA with a DV Analyst that will monitor the data extraction. It is expected that data received through this
system will be of a general nature; they will produce information on the case, victim, geographic origin (urban or rural), ethnic belonging. It is also expected that MoLSP will use the data generated for better policy making. As these efforts were in the process of being finalized or were finalized close to the evaluation time, no conclusion can be reached beyond relating that the necessary infrastructure is in place to justify these expectations.

**Outcome 2: Protection and Support to Victims of DV**

4.16. The second outcome of SNC PDV relates to extensive and comprehensive protection and support to the victims of DV. It corresponds to Question 2 in the ToR: Are victims of domestic violence now better protected and supported than before 2009? The focus of our analysis are the following outputs: (1) Standardized national protection system for the victims of domestic violence established; (2) Programmes for economic empowerment and reintegration of victims of DV established; (3) Police response to cases of DV improved; (4) Free of charge legal assistance to victims of DV established; (5) Improved coordination among service providers at local level in protecting victims of DV; (6) Efficiency of the judicial system to deal with DV cases improved. We rely on the following sources for answers: (1) Desk review and analysis of the quality of five sectoral and the umbrella protocol for victims of domestic violence; (2) Semi-structured survey with a convenient sample of victims of domestic violence involved in the economic empowerment programme; (3) Progress reports of SNC PDV in 2010 and 2011.

4.17. At the outcome level, the following achievements were noted: More than half of the institutions surveyed that have been introduced to the protocols are currently using these protocols. The first mechanism for economic empowerment of women victims of domestic violence was established in 2010, followed by an operational plan and operational guidelines. Close to 53% of the victims who were involved in the economic empowerment programme were employed (57 out of the 107 who applied). In 2012 women victims are still part of the government operational plan for economic empowerment of vulnerable groups. Standards on provision of legal aid were drafted in consultation with MoLSP and were approved by NCB with minor comments. Although these standards have not been made mandatory by MoLSP, they have been successfully piloted by CSOs; an evaluation of the effectiveness of such process is in process. As of the time of the evaluation there were 25 referrals to the University Clinic of Psychiatry Counseling Centre for Psychosocial Treatment of DV Perpetrators. While a DV Counselling Centre for Children and Families is fully operational there are challenges related to scaling it up. The MOU has been signed with MLSP, yet no funding from the government is available.

4.18. **Standardized national protection system for the victims of domestic violence.** An umbrella and five sectoral protocols with referral mechanism for the MoLSP; MoIA; MoH; MoES; and Civil Organizations was endorsed by NCB and came into effect in December 2010. The objectives of these protocols are to determine the conditions for an effective and comprehensive work of the bodies responsible for the improvement of the protection of and the assistance to the victims of domestic violence. While these protocols are not legally binding, they map appropriate actions for specific institutions and coordination action. In 2011 UNDP supported the development of a more User Friendly version of the Protocols that can be used by the field professionals, other interested parties involved in combating DV and the general public.
4.19. As of the time of the evaluation, close to 280 police officers, health care workers, education sector workers, social protection workers, NGO representatives were equipped with knowledge to apply protocols. In November – December, 2011 MoLSP and the Institute for Social Affairs (ISA), conducted the first annual small sample survey on the usage of the Umbrella and Sectoral Protocols with referral mechanism by the relevant professionals. A total of 178 professionals, from six institutions and from 28 municipalities were included in the survey. In brief, of the 172 participants that responded to the question on whether they were acquainted with the Umbrella Protocol with the referral mechanism, close to 65% of responded positively; of 178 participants that responded to whether they were using the Protocol in their everyday work when dealing with DV cases, close to 50% responded positively. Of the 169 participants that responded to the question on whether the Protocol was a useful tool in solving DV cases, 75% responded positively. Close monitoring of the implementation of these protocols continues.

4.20. As Centres for Social Work are the main institution where DV victims turn for support, SNC PDV activities with these centres were mostly focused on training its personnel. One of the trainings referred to the programme for psycho-social treatment of the victims of DV and the other was on treatments for the perpetrators. Although the CSWs have not yet established a Center for Counselling Perpetrators, interviews showed that this particular training was very helpful in dealing with perpetrators and suggested initiating measures for counselling treatment of perpetrators as a part of the temporary measures. Looking to the future, some stakeholders are concerned that the Centres of Social Work have overworked staff and no designated worker that deals with DV specifically, i.e., DV case management is added to the management of other cases; in fact cases of DV are treated within the unit of social inclusion. According to civil society representatives, in smaller areas, the tendency of CSW staff is to encourage women to placate and reconcile the marital relationship rather than counsel victims on the trauma of abuse, making their services irrelevant to the needs of these victims.

4.21. Psychosocial treatment for DV perpetrators. In an effort toward a comprehensive intervention, SNC PDV has made efforts to reach perpetrators. The Counseling Centre for Psychosocial Treatment of DV Perpetrators was piloted at the University Clinic of Psychiatry as agreed with MoH and MoLSP. At the outset, the establishment of this centre was viewed upon as a collaborative effort between WHO and the University Clinic of Psychiatry; through a confirmation letter, the latter provided the premises, and the staff. The centre offers a structured program of 12 group work sessions and 4 individual sessions. Standards and norms, program and guidelines for the centre were developed and these await governmental approval. Due to these efforts, an increase was seen in the number of perpetrators referred by courts to pilot psycho-social programme in Counselling Centre for Perpetrators per year; in the first five months of 2012 there were 25 referrals compared to only two such referrals in 2011. The initial success of the work in this Centre strongly suggests scaling up the model countrywide in other social or health facilities as per the standards and norms defined, by the MoLSP. Further, to increase capacities of the professional staff to deal with perpetrators of DV, 14 professionals (psychiatrists, psychologists, social workers and pedagogists) working country-wide were trained in providing psycho-social treatment. While this evaluation could not make use of the evaluation workshop scheduled for the end of May 2012, it is expected that this workshop with the national stakeholders will draft a plan for scaling up the Counseling Centers in the country.
4.22. **Operational DV Counseling Centre for Children and Families.** This centre was set up in Skopje by UNICEF in consultation of stakeholders including the MLSP, and the CSW. The purpose of the centre is provide individual therapy and group work to children up to and including the age of eighteen and the non-violent care giver to achieve a safe living environment for children. The establishment of the centre was accompanied by different types of training. Forty representatives from the Skopje CSW, the Counseling Centre, the police, the MLSP and health institutions were trained on counseling centre services. Additional on-the-job training was delivered to Counseling Centre staff. As part of making the centre operational, a counseling program was developed, the staff was selected and trained, the premises were refurbished and the operational costs were covered by SNC PDV. Challenges such as identifying a suitable site (as a government share), getting the CSW to make a referral to this Centre were addressed in a number of coordination meetings. Internal files of the Counseling Centre for Children and Families indicate that 146 clients (referred and walk-ins) accessed the centre in 2011 and 55 clients accessed the centre in January-April 2012. Out of the total number of 201 clients, only 10 decided not to continue with the counseling centre program. At present, the main challenge remains that staff salaries are not covered by the government. Although MLSP has made plans for scaling up the counseling center, these plans have yet to be funded.

4.23. **Child-friendly investigation rooms.** CSWs remain the child protection state mandated agencies. Two pilot child-friendly investigation rooms based on nationally harmonized standards established within the CSWs were established in Skopje and Kumanovo. The purpose of these centers is to allow children to testify in cases of DV in non-threatening environments. They may be used by the police, by judges and by staff when these want to interview children, victims of DV. Following the creation of these environments, the MLSP has developed standards for the operation of such rooms to be established in the future in other sites.

4.24. **Economic empowerment and reintegration of victims of DV.** As of the evaluation time, 57 victims of domestic violence successfully completed business management training programme and are now running their own businesses. In addition, thirteen victims of domestic violence were employed through subsidized employment and three improved their professional skills through completion of vocational trainings for medical attendant, computers and foreign languages. In order to assure further growth and expansion of this mechanism over 2011 several new activities were added, such as psychosocial support for the victims in order to strengthen them throughout the process of applying and/or establishing a business and career building trainings. Documentary movie for the promotion of economic opportunities to women from Roma communities and social corporate responsibility actions for private sector representatives was an awareness building tool to engage more women from this community to embrace the programme. In the final count, number of actual and potential women victims of DV supported through the Economic Empowerment Programme increased significantly, from none in 2009 to 171 in 2011 and at the time of the evaluation (May 2012), 346. About 253 women attended psychosocial trainings; 235 career building trainings; and 552 attended training sessions in Roma Communities. The objective of reaching close to 150 private sector representatives and equip them with knowledge as potential employers in the Economic empowerment programme was achieved and exceeded expectation to 189 representatives.
4.25. A non-representative small sample survey with 20 women beneficiaries of the economic empowerment pilot project showed overall positive results. More than 80% had participated in pre-employment training and close to 85% reported having learnt some or a lot of new things; half reported having learnt how to manage a business; more than half reported having improved skills and knowledge and half reported increased initiative and self-worth. As a result of the project 25% were employed in the private sector and 75% established their own business. Close to 60% had been employed for more than a year. Although a minority reported that nothing had materialized yet in terms of increased economic independence the majority indicated that the salary earned had allowed them to afford a living or purchase what was needed. They overall perceived to be moderately self-confidence, safer, self-sufficient, socialize, and feel better generally as a result of being employed. The majority of respondents pointed out psychological gains as the most important changes after they got employed. One woman for instance said: “I have found a peace of mind, I have an idea for further businesses, ideas for enlarging the business”. However, two of the beneficiaries of the program are disappointed and stated that the effect of it was that they “I got stuck financially” or “…I could not expect that something like this will happen”. Half of the respondents reported needing further financial support and fewer needed help with accommodation pointing to the fact that most likely the pilot project needs further improvements to make women truly independent economically.

4.26. While the initiative on economic empowerment was highly valued by interviewed stakeholders, a few shared concerns that do not point directly to how this program component was designed or implemented, but to the lack of or weak support systems especially for rural women. Challenges statewide include insufficient support systems such as early childhood centers that do not meet the needs of mothers that work early or late hours, lack of transportation to reach places of work, security issues. While DV victims benefit from the subsidy of six months, upon its termination, the business sector releases them, or women themselves step out of the system. An assessment of the situation has yet to be conducted.

4.27. Police response to cases of DV. SNC PDV has contributed to the standardization of police response in cases of DV. With the support of the programme, eight roundtable meetings to improve mutual cooperation in criminal and civil procedures were held – reports show that police were very open to participate in these meetings and training sessions, give feedback on changes in legislation and ask practical, field-related questions. A Practicum for dealing with domestic violence cases which includes standard operating procedures for police, social workers, judges and prosecutors was drafted and promoted in May 2012. Representatives from the NGOs and the CSW shared that the police force are more sensitive and more responsive toward reported cases of DV than before. In the words of one participant: “having in mind how police have reacted to and practiced what has been shared in the training sessions... taking initiative to change things in the community, knowing the duties and rights within the laws, knowing how far they can go, being sensitive to how they can treat a child, how they can talk to a child, knowing information from a study on the sexual abuse of children, gives me hope that things can change, that victims now are treated better than they were treated before.” However, the key challenge remains the varied response depending on the area, urban versus rural, closely knit communities. There is a tendency for the police to be less proactive and dismissive of reported DV cases in the latter. Further, the gender of the police determines the type of action taken. According to interviews, more female police officers take action on reported DV cases than male police
officers. Of concern, nevertheless remains the unwillingness of victims to cooperate. While there are no studies on victim or attrition dismissal rates in the cases of DV, there is reason to believe that these are high. In discussions with representatives from the police, the fact that victims decide to drop charges demotivates police to take action especially in the smaller communities.

4.28. **Free of charge legal assistance to victims of DV improved.** A UN Women sponsored capacity needs assessment of legal aid provision showed that legal aid is provided through CSWs and NGOs as these are legally authorized to provide legal aid, in addition to lawyers; yet the quality of these services was less than desirable. Following the assessment, an intensive consultative and participatory process with NGOs was started; international and national expertise was engaged to develop the first draft standards of legal aid provision with providers; these standards relied on the Council of Europe Minimum Standards for Support Services in cases of violence against women and adjusted to country context. These standards were developed primarily for the NGO sector, as CSW had their own procedures for dealing with cases of DV. Draft Licensing Criteria for NGOs that provide legal aid were also developed with the view to aid policy makers in facilitating the issuing of such licences. Developed in 2009, the GUIDE for the use of Standards for Legal Aid by NGO to Victims of Domestic Violence was based on the Standards for Legal Aid of NGO for Victims of Domestic Violence. Another Guide for Members of the BAR providing Legal Aid to Victims of Domestic Violence is now available in Macedonian, Albanian, and English. The purpose of this guide has two dimensions: it serves as a reference literature to lawyers intending to work with victims of domestic violence, providing information and reference materials on what is domestic violence, the gender aspects of it, the legal regulation in the country, practical guidance and examples on specific aspects of legal aid provision (acceptance procedures, conducting interviews, legal classification of cases, referrals, safety planning etc.) and is a useful tool kit for lawyers already working with victims of domestic violence.

4.29. Seven UN-supported legal aid service centres were operational at the time of the evaluation. These included centres operated by Educational Humanitarian Organisation, Citizens’ Association Florence Nightingale, Helsinki Committee, Macedonian Women’s Rights Center – Shelter Center, SOZM, Sveti Nikola, Women’s Forum – Tetovo. Evaluation of the effectiveness and results achieved by the beneficiary NGOs through projects supported within this component is underway. However, as an indicator of impact, overall, a trend of significantly increased reporting and service demand and provision was recorded. Thus, the number of DV victims provided with free of charge primary legal aid or court representation by these centers in 2011 was 387. Close to 95% of assisted cases were women, out of which 129 received legal aid in civil or criminal court procedures and 28 temporary protection measures were issued. Considering that CSOs are not supported by SNC PDV in 2012, UN Women asked CSOs to provide data (on voluntary basis) at the end of SNC PDV for the purpose of seeing the trend in seeking legal aid these data were not available at the time of the evaluation. One drawback in the work of the legal centres was the ambition to cover the whole territory had its virtues as well as shortcomings. The quality and background of NGO was not even and the support offered to victims not always of the same quality.

4.30. One other key success of this component was the ability to standardize the process of data collection for DV cases for the seven NGOs that piloted the standards. The main tool is a
common questionnaire that was developed in cooperation with ISA, practically responsible for developing the data collection system for all CSWs. NGOs are required to collect the same type of data as CSWs when the former have cases of DV. This gives the possibility to compare how many cases are served by NGOs and CSWs.

4.31. Less success was noted in influencing the Law on provision of Legal Aid Free-of-Charge. DV victims are included in the beneficiary categories, yet the problem remains that this law foresees very demanding criteria on NGOs that intend to provide legal aid. In order for NGOs to have state funds to defend DV victims, the law prescribes that these NGOs should have a lawyer employed full-time within the organisation, a criterion hard to meet in the context of FYR Macedonia where NGOs struggle to sustain themselves. Thus NGOs may provide legal aid through cooperation with the lawyers but are unable to claim reimbursement from the state as they do not meet the criteria; a fact which makes other sources of funding a necessity for provision of free legal aid to DV victims. Interviews with representatives from the UN Women as well as NGOs showed that NGOs are already working on fundraising to provide legal aid for DV victims. Yet they expressed the hope that soon the government of FYR Macedonia will recognize the importance of funding NGOs that provide such crucial service much like DV victims who use them do.

4.32. **Coordination among service providers at local level in protecting victims of DV - MARAC.** At the centre of this output is the promotion of the Multi-Agency Risk Assessment Conference (MARAC), a model from Great Britain and recommended as best practice in the Istanbul Convention, to the context of FYR Macedonia. This is a victim-focused meeting where information is shared on the highest risk cases of domestic abuse between criminal justice, health, child protection as well as other specialists from the statutory and voluntary sectors. A safety plan for each victim is then created. The model was adapted by the team of international and national consultants in 2010, and reviewed by a local consultant again in 2011 for better contextualization; it was introduced in every municipality where a CSW exists. Two day training sessions focusing on gender and domestic violence and role playing MARAC, were conducted in 31 municipalities and 559 professionals were trained on using MARAC. Both the training report and the statements during the interview with the NGO consultant evaluating the work on MARAC suggest that this approach is assessed as being useful, especially in facilitating mutual cooperation and coordination of the responsible institutions on a local level. As of the evaluation time, 31 municipalities expressed an interest in using the MARAC concept for dealing with high risk DV cases as part of their existing Local Preventive Councils. In terms of sustainability, the MARAC model faces a couple of challenges. First, it is essentially a voluntary service and members of the MARAC may not be easily available. Second, it has not yet been decided on whether the MARAC should be managed by the MoIA or the municipalities. While training has been conducted and the model has been accepted, this model cannot be endorsed because there is no funding in place. Yet, what gives hope to the implementation of MARAC is the enthusiasm with which it has been embraced. Interviews showed that the police and NGOs have been particularly keen to adopt and be part of MARAC.

4.33. **Efficiency of the judicial system to deal with DV cases.** In cooperation with the State Academy for Training of Judges and Prosecutors, an international expert was contracted to develop training material and deliver training to approximately 100 judges and prosecutors. The
Guidebook for Dealing with Cases of Domestic Violence, produced by the Academy of Judges and Public Prosecutors, is a result of a series of 8 trainings on dealing with domestic violence cases, attended by over 160 professionals from the Ministry of Interior, the social sector, judges and public prosecutors. The Guidebook was designed by a group of professionals from all these sectors and aims to assist in dealing with domestic violence cases. It presents the procedures, and shares real-life examples and experiences. While successes have been noted in developing capacities of individual judges and public prosecutors on issues of DV, interviews revealed the challenge that there is a gap between what is taught in workshop and through curricula and actions judges and public prosecutors take. Although there is a significant change from the period before the project started, the tendency to dismiss cases of DV is still high.

Outcome 3: Public Awareness on DV

4.34. Outcome 3 of SPC PDV focused on increasing public awareness on DV. This corresponds to Question 3 in the ToR: Is the Macedonian public now more aware of domestic violence than before 2009? The focus of our analysis are the following outputs: (1) Community outreach behaviour change program targeting most-at-risk communities and public education campaigns implemented; (2) Non-violence integrated in school/university curricula, educational policy, legislation and school practice; (3) Networking among Civil Society Organizations to prevent DV established and their institutional capacity strengthened. Our analysis is based on three data sources: (1) Two key print media (1 x political newspaper, 1 x boulevard newspaper) for which copies/clippings are available for 2008; quantitative and qualitative comparison of reporting on domestic violence between 2008 and 2011 for one month in each year; (2) Analysis of information provided through outcome indicators in the domestic violence results matrix for outcome 3; (3) analysis from interviews carried out during the field mission in Skopje.

4.35. At the outcome level the public awareness raising has been noted as one of the key achievements of SNC PDV. A constant theme in interviews with all stakeholders was that one of the key achievements of SNC PDV is its contribution to opening up the space for significant discussions on DV. A proxy of their impact is the number of calls reporting DV incidence received by the SOS centres and other agencies required to provide first support to victims of DV. In the words of one interviewee: “There is a saying that recognition is half of the solution to the problem. The SNC PDV has helped bring that recognition, talking openly about DV, taking it to different forum, recognition that we have a problem, instead of denial and ignoring the problem. Every case of violence is reported, media picks on this issue.”

4.36. Community outreach behaviour change program targeting most-at-risk communities.

At the centre of this subcomponent is the establishment of the Local Coordinative Bodies for DV consisting of representatives from the community leaders in the area of health sector, social affairs, NGOs, business, religious communities, and local government. These are local mechanisms for dealing with DV prevention activities in the local communities under the official Local Preventive Councils in the municipalities (LPCs) and are led by civil society (see also the discussion on the formation of intervention teams aka MARAC teams above). Currently, these bodies have been established in 34 municipalities and 28 of these have annual work plans approved by local councils. More than 435 members of these bodies have been trained on DV and action planning through more than 60 training sessions across the country. Being the first effort in the country to initiate local level mobilization on DV prevention, the initiative has been
certainly successful in getting the communities to accept responsibility in dealing with DV. Further, since LCBs operate on a local level, they are an excellent transition to the next phase of decentralizing services regarding DV. However, the effectiveness, sustainability and impact of such entities to address prevention may be the scope of a different evaluative exercise.

4.37. **SOS Lines.** FYR Macedonia has 10 SOS lines (two national SOS lines and eight local lines). While they help women that have suffered from DV, challenges remain in the smaller areas. In the perception of civil society representatives, the staff of SOS lines, especially volunteers that receive the first calls from DV victims are somewhat trained, but they are not professionals. There is always a concern that they may take a wrong approach despite the best intentions, the situation begs the need for more training of volunteers that receive these calls. Further, the service should be provided in all the main languages in FYR Macedonia for better reach. A final concern remained with the sustainability of these lines that are primarily funded by donors. According to representatives of one NGO, a few SOS lines supported by SNC PDV have closed because of lack of funding upon SNC PDV exit. Evoking corporate social responsibility, one NGO, however, had worked successfully with the largest communication company to provide the service for free.

4.38. **Public education campaigns.** Public education and child-focused campaigns that promote a violence-free society and alternatives to prevention were organized under the auspices of SNC PDV. Using role models, these campaigns focused on promoting violence free society and encouraged reporting of DV cases. In addition, several public events (such as celebrating the International Day against DV or marches against DV), delivering messages over various media venues, audio, visual, electronic, printed, contributed further to awareness raising among broad audiences. Most venues delivered messages in four languages, Macedonian, Albanian, Roma and Turkish for global outreach and tried to have a balanced representation in terms of ethnicity, gender and professions. The campaigns were deemed very successful both in outreach and impact. A key feature of the campaigns for the adult population (please see below the campaign targeting school children and communities) was targeted audiences in terms of messages delivered. In the first year the campaign focused on men; in the second year it focused on women and was linked to the economic empowerment program of SNC PDV; in the third year it focused on society in general. The increase in the reporting of DV cases was often reported as an indicator of the success of the campaigns. Thus, the rate of reporting for DV cases increased as a result of the campaigns among both women and men. In an interview, it was shared that compared to 2009 when 92% of the reports were from women and 2% from men (the rest of the reports coming from the elderly and children) at the end of 2011, 88% of the reports came from women while 11% came from men, a significant break with the stereotype of the region that men are not DV victims.

4.39. Yet, in the opinion of a few civil society representatives, the campaigns were somewhat disjointed in the sense that while reporting DV was encouraged, direct services were not available. In one instance, it was mentioned that during the campaign on 16 days of activism against DV, messages delivered encouraged women to report DV; however, the shelter for the protection of abused women in Skopje was not functioning. Lastly the campaigns focused primarily in larger areas. Although the power of various media, especially TV is recognized as a significant ally in delivering messages even in the remote areas, the fear was that the campaign
messages did not have an even reach among all strata of the population, especially in the rural areas. Compounding the problem, there was no baseline to determine the long term transformations in awareness beyond the immediate impact of the campaigns. There were no funds to do a basic assessment of the knowledge of general public on the issue; the only proxy to baseline was focus group discussions among staff in UN agencies and other agencies, media clippings, victims’ reports to the MoI, Centres for Social Welfare and reports from NGOs including two reports in 2000 and 2002 from ESE. The challenge that various media reach various age-groups was also recognized. Recognizing that behavioural change takes incremental steps, the UN Agencies’ representatives emphasized that a key success of the campaigns is that the general public now realizes that DV is a criminal act punishable by law. The next three paragraphs provide some figures extracted from the evaluation reports of the different campaigns to highlight the extent of outreach, but they are not necessarily comprehensive.

4.40. **Campaign I – “A real man never hits a woman”**. This campaign was launched late October 2009 and lasted until December 2009. The key objective of the campaign was to address the role of man and masculinity in violence against women through use of positive messages that masculinity is actually dissociated from using physical force on women. The campaign used three famous sportmen, Kiril Lazarov the most successful handball player, Artim Shakiri former football player and Primislav Dimovski the most successful boxer in FYR Macedonia. The main message allowed men to identify themselves with iconic masculine figures who are not violent towards women. It only indirectly revealed the message that domestic violence and violence against women are predominantly a gender-based violence. A novelty of this campaign was to break the stereotype in representation and veer away from traditional portrayals of women with bruises and wounds, and focus instead on men. The evaluation report showed that this campaign was watched an average of 9 times on television; 89% of the population saw the TV spots at least once; 80% of the population saw the TV spots at least twice and 71% of the population saw the TV spots at least three times. This campaign was also evaluated among the Top 30 Advertisers in the country in the month of November. The campaign was active in Facebook – a group related to the campaign was created. While in FYR Macedonia there are 140,000 active users, the group subscribed to the campaign site was the fastest growing group on Facebook in FYR Macedonia with 30,000 members within a month. The group was active in discussing the message of the campaign; several members of the group embraced the campaign ethos and symbols and created 13 other discussion groups. A proxy of the impact of this campaign was the increased number of calls to the SOS lines prior to and during the campaign. Thus, prior to the launch of the campaign, the SOS lines received an average of 100 calls per month (July - October 2009). During the campaign in November and December 2009, this number spiked with an average of 170 calls per month, a 70% increase in volume.

4.41. **Campaign II - “I have strength and courage to say NO to violence – so do you”**. This campaign was launched late October 2010 and lasted until December 2010. It addressed women’s potentials in facing and fighting domestic violence. It was meant to inspire women to identify themselves with 16 of country’s most popular and powerful women who are successful in different areas – from politics to sports and arts. Close to 2,500 people attended the public debates on family violence throughout the country; 7,000 posters, 100,000 brochures, 10,000 purse mirrors shared the motto of the second campaign against domestic violence; 1,000 people attended the outdoor event. Reports from Publicis, the marketing company that managed the
media campaign showed that this campaign had been seen an average of 10 times on television compared to 9 times from the year before; 88% of the viewers saw the TV spots at least once; and 69% of viewers saw the TV spots at least three times. A Facebook Group “Say NO to domestic violence” created at the start of the campaign reached close to 8,500 members in a very short period of time. A proxy of the impact of this campaign was the increased number of calls to the SOS lines prior to and during the campaign. Thus, prior to the launch of the campaign, the SOS lines received an average of 180 calls per month (July - October 2010). During the campaign in November and December 2010, this number spiked with an average of 272 calls per month, a 50% increase in volume.

4.42. Campaign III - “Let’s step out of the darkness of domestic violence” closed the three year circle of the campaigns. It was launched late October 2011 and lasted until December 2011. Embracing the ethos of SNC PDV that cooperation is key in addressing DV, this campaign sent the message that people together and now can contribute in prevention of domestic violence. The aim of the campaign was to increase awareness for the domestic violence women including family violence; mobilize communities, raise interest for the problem and motivate active participation in its resolution; and increase awareness of women and girls of their rights and the availability of services. The campaign targeted the general public, influential public including media, women’s groups, the private sector, human rights groups and other key groups; and the national government officials, opinion leaders, and NGOs. In terms of coverage, the third campaign had the highest marketing impact in the three years of the campaigns. According to data on monitoring/evaluation of the campaign received from the marketing agency Publicis, the coverage of the campaign was extremely wide. The average viewer saw the campaign an average of 14 times. Close to 89% of the population saw the TV campaign at least once, and 79% of the population saw the TV campaign at least three times. These parameters are in top 5 figures in Macedonian marketing market. In the tradition of the previous campaigns, social media (Facebook) was successfully used to propagate the awareness message of the campaign. A proxy of the impact was the increase in the number of calls that reported incidence of DV to SOS lines. Prior to the campaign (between January and October 2011), SOS lines received an average of 123 calls per month. During the campaign, in November and December 2011, the number increased to an average of 204 call per month, an increase of close to 66% in volume.

4.43. Although building capacity for media was not foreseen in SNC PDV, they are undoubtedly allies in education and raising awareness for the general public. Small sample content analysis of Utrinski vesnik (political newspaper) and Vecer (boulevard newspaper) 2008-2011 shows that DV has been reflected in these media and there is a tendency to cover DV more in-depth from one year to the other. Several messages appear from the verbal and visual presentations: most frequently that domestic violence is a serious crime; perpetrators are most frequently men and victims are women/children; violence against children, especially sexual violence must not be tolerated; domestic violence is about severe physical violence, attempts of murder or murders. Surveying these newspapers allowed the evaluation team to assume that the general public/readers had opportunities to learn that domestic violence is a crime, that DV affects many people, it causes suffering, that DV can be perpetrated not only by men and that women are not the only victims. The articles on child abuse were the most detailed and emotionally charged. They were well articulated in conveying the messages that violence against children is not acceptable and that it is considered as a serious crime.
4.44. While we did not systematically survey all main newspapers, and our observation are indicative rather than conclusive, we have reason to believe that the media may equally undermine how society may address DV. Articles still seem to emphasize DV is a private matter rather than an issue of social concern, and is rarely discussed that DV goes beyond injuring or killing. DV still has sensationalism built into reporting; the somewhat higher number of articles featured in the boulevard newspaper may indicate that the issue of DV is interesting for journalists more as scandalous news than a topic that should be treated as a societal or political problem. It is likely that readers did not became aware of the wider context of DV and still see individual factors (failed marriage, substance abuse, aggressiveness) as responsible for DV incidence as well as reinforced DV myths (e.g., domestic violence is reduced to the psychopathology of the individuals, it happens to poorer families etc). The vast majority of the articles are reports from police statistics, criminal charges or cases of severe violence brought to a court. However, these cases are very rarely discussed from a broader perspective and almost never provide information on the nature of DV. Stories are not embedded in the gender violence discourse and contain little or no expert information (from people working with victims such as therapists, professors) about the reality or dynamics of DV. The voices of persons who experienced domestic violence as direct victims or as members of the families of victims are also not presented.

4.45. Non-violence integrated in the education system. As of the end of 2011, through the tailored WHO Violence and Injury Prevention (TEACH-VIP), 2000 health professionals including close to 400 pediatricians were trained; 60 university professors from seven relevant training institutions have the knowledge and the tools to include DV in their teaching courses. TEACH-VIP is a modular curriculum for the teaching of core and advanced public health competencies in the area of injury prevention and control; its main goal is to train students, professionals and practitioners in the field of public health to better apply key injury prevention and control principles, to contribute to the development of preventive programs and policies, design effective surveillance systems, evaluate intervention programs and policies, and collect and assess injury data. Further, on the basis of a whole school approach which entails that teachers, administrators, the children, and peer groups are involved in teaching children and adolescents how to change attitudes and behaviours toward violence, the compulsory subject Life Skills Education, that contains units that help in developing peaceful conflict resolution skills and positive behaviour attitudes as well as help children in developing sensitivity of gender equality, were introduced in the primary schools. Informed by the vision that breaking the cycle of violence does not stop at the family level, that various settings need to be included, and that investing in the younger generation is particularly important, 700 primary school teachers and 320 secondary school teachers were trained and now have basic knowledge and a tool to implement non-violence practices; other activities aimed to help teachers detect incidence of DV, be proactive and make referrals to the appropriate institutions, as articulated in NSPDV. Data collected using a random survey by UNICEF and NGO partners in January 2012 show that 77% of teachers recognize positive practices. One hundred twenty schools have now a system in place to track violence in their schools and a guidance on how schools should cooperate with institutions such as the police, and the Centres for Social Work that are mandated to address DV cases.
4.46. The model of training of trainers in issues of addressing violence was used in all 350 primary schools in the country. According to this model a team of teachers, pedagogists and psychologists from each school underwent training and was expected to cascade that training to the school staff in respective institutions. The success of such training sessions, led local authorities to request UNICEF to provide more training to secondary schools. This cooperation was started with the city of Skopje; a laudable outcome of the cooperation is that while UNICEF provided the training module, the local authority provided the funding for such training sessions. Extracurricular activities involving parents aimed at giving models of positive behaviour and conflict resolution skills to both parents and children were also introduced.

4.47. Parallel to the training and the different activities in schools, an awareness raising campaign to promote positive behaviour engaged both duty-bearers and right holders including teachers, students, parents and communities. Messages such as “don’t respond to violence with violence” had the goal of reaching a broader audience than just schools. The key component of the campaign was to give children tools to get children involved in finding solutions to violence. Findings of a survey administered at the time of the campaign and afterwards show that there is a shift toward increased promotion of adopting positive behaviour opposed to punitive acts, a drop in the view that the use of methods that resort to physical violence to discipline children is appropriate, and an increase in recognizing other forms of violence such as psychological abuse and violence. A website created by and for schools and children on the model of one-stop shop is a resource where schools, parents, community, parliamentarians, media could find what they can do to create schools free of violence.

4.48. As a result of these efforts, a series of ad hoc measures that address violence in schools that aim to improve safety and security, discipline including the hiring of security agents (guards) in schools. While in the short term, these may produce results the focus on positive behaviour remains key as it is connected to tradition, culture and mentality and the political situation in the country. The impact was on the system it is sustained and becomes part of the regular activities of stakeholders at all levels, that the Bureau for Education Development is providing regular support to schools to sustain this approach, a national policy that the schools may refer to and can act upon.

4.49. Networking among CSOs. One of the key achievements under this outcome has been the establishment of the National Network of CSOs to End Violence Against Women through a series of consultative meetings. This network came as a necessity to coordinate the work of the NGOs around the country. A significant number of women focused NGOs currently exist and operate in FYR Macedonia, but until a year ago their work was not coordinated; interventions and impact were fragmented; there was general lack of information on what was being done around the country on violence against women. The objective of this network was thus to achieve more coordinated action of women CSO’s on the issue of gender based violence and domestic violence towards encouraging effective policy framework, improved services and institutional and public awareness.

4.50. The network is now an officially registered legal entity with common statute and executive body. At the time of the evaluation, twenty five organisations were members of this network. These include: Macedonian Women's Rights Centre - Shelter Centre Skopje; Women's
Civic Initiative – Antico; Organization of Turkish Women in Macedonia – DERJA; Educational Humanitarian Organization EHO - Stip; Association of Citizens "Florence Nightingale" – Kumanovo; Helsinki Committee for human rights of the Republic of Macedonia; Association for health education and research; Crisis Centre "Hope" - Telephone of confidence; Organization of women "Kumanovka" - community Kumanovo; Organization of women od municipality Sveti Nikole; Organization of women of the city of Skopje – OWS; NGO "Prodolzen zivot" – Strumica; Association for equal opportunities "Semper” – Bitola; National Council for Gender Equality; Association of Citizens "SUMNAL"; Association of Albanian women – Kicevo; Association of citizens "Women forum - Tetovo”; NGO "Golden hand” – Tetovo; Association for local rural development – Kamenjane; Association of women "PRESTIGE" – Bitola, Youth Association for Equal opportunities, Association of Social Workers, Women organization - Strumica, Women Action - Radovis and OW "Sirma" - Skopje.

4.51. To date, the CSOs Network members have enhanced capacities in advocacy and lobbying for improved institutional response to violence against women – according to reports, 20 members of the network participated in advocacy and lobbying training and 24 members of the network participated in fund-raising skills building training; and has carried out the first joint public outreach initiative as part of the “16 days of activism to end violence against women” in 2011. Further, the CSO Network joined the UN Women SAY NO social mobilization platform, and became part of the United Nations Secretary-General Ban Ki-moon’s UNiTE to End Violence Against Women Campaign. The network has facilitated information sharing among NGOs as well as information about government work as it relates to the focus areas of the NGO members of the network. The network has strengthened the negotiating position of the NGOs in government action and other stakeholders. As an example, the network has been included in the working group that is drafting the new National Strategy on Domestic Violence.

4.52. The early steps of functioning as a network were associated with a few challenges linked directly to the different commitment levels of the individual organizations. These included prioritizing the interest and the concerns of the network to the individual organizations, delayed communication, building the identity of the network in the face of scarce resources, and realizing the practical benefits in being part of a network. However, with time, participation in trainings and in meetings forged a sense of togetherness and acting as a network. The role of the UN Women was particularly important in this process. Acknowledged as the initiator of the discussion around the need and benefits of establishing a national network, UN Women was credited with significant technical and financial contribution to the establishment and functioning of the network; without the support from UN Women the network would not have come to being. Yet, the network representatives also recognized that they did not want to be seen as being indeterminately associated with UN Women, but a stand-alone network with a clear identity, vision and strategy of action. Thus, in its plans for action the Network has included research on mapping the various forms of violence women suffer in FYR Macedonia; it has submitted the first significant proposal to the UN Trust Fund to strengthen the capacities of the network to deal with various forms of gender-based violence and providing access to direct services for rural and other marginalized women.

4.53. Listening to the network representatives, there is no question about the commitment and motivation to see the network flourish. Yet the network remains fragile, especially in terms of
operations such as staff, facilities, and funding. Looking critically at the process of establishing the network, according to the representatives, most of the attention was placed in making the network function programatically, and operational issues related to staffing for example could have been given more consideration. The network has only one paid coordinator that is tasked not only with ensuring the network delivers what it promises, but also with fundraising and other operational responsibilities. In the spirit of diversifying resources, the network is looking into the private sector, government funding and other donors; in addition individual members invest countless hours of volunteer work devoted to various aspects of network functioning. In conclusion, while capacity to work as one now exists due to the work of SNC PDV, supporting the strengthening of the network towards financial and institutional sustainability remains key if meaningful contributions are to be expected from actors belonging to civil society.

Specific Results

**Capacity to Design Policy on DV and Ensure Protection**

4.54. One of the main achievements of SNC PDV has been to strengthen the capacity of the various government units to analyse and implement policy frameworks on DV. One interesting indicator of this capacity concerns the endorsement of the two assessment reports of the CAHVIO and the number of laws that have introduced amendments that address DV since the launch of the program. Further to encourage cooperation, there are an umbrella and five protocols that outline provision of support for beneficiaries. The national teams involved in this work have succeeded at designing these and taken the first steps toward implementing the protocols because they were much better prepared than before the program was introduced. The application of protocols will create good practices and allow for the dissemination of these and the transfer of knowledge needed to implement them. The Ministry of Health for example has created a focal point on violence to oversee the implementation of commitments and perform other administrative tasks related to DV actions. The government personnel designated to work on DV have participated in training seminars funded by SNC PDV. Special attention has been given to specific issues, including cooperation among agencies. The growing number of reports of DV and the use of mechanisms established to protect DV victims and survivors are additional proxies of an increased capacity to administer cases of DV.

4.55. While this evaluation did not specifically require that we engage in an analysis of how DV is embedded in the efforts to promote gender equality and counter values perpetuated through a prevalent patriarchal culture in FYR Macedonia, the evaluation team did look for how this theme was addressed in capacity building initiatives. As is well known and anecdotally talked about in the country, gender inequality and gender power imbalances are the driving force behind the high incidence of DV; yet the country still lags behind in recognising it as violation of human rights and clear form of gender-based violence. Structural gender inequalities were addressed during the implementation of SNC PDV through various capacity development modules and sessions. Specifically, gender aspects of DV were addressed substantively in trainings for social workers, legal aid providers, and the Bar Association. Whether and how these learning are incorporated in everyday work of these professionals remains the ambition of a different evaluation.
Awareness of DV Issues and Support to Stakeholders

4.56. By means of different activities funded by the SNC PDV, analytical expertise has been supplied, and a critical dialogue has been initiated to allow the stakeholders to achieve a higher level of awareness of DV issues in FYR Macedonia. The program has been instrumental in raising the quality of debate in the country. Governments, civil society, business groups and other non-governmental organisations have access to quality information, to state-of-the-art knowledge and to useful analytical tools regarding DV issues and their macro-level and micro-level impacts. Such access is supplied through studies, workshops, communication and public relations tools, and the media (in electronic or non-electronic form).

4.57. The program has played a critical role in educating the private sector and other stakeholders to recognise the challenges entailed in offering opportunities for DV survivors to be fully integrated in society. In turn, this has helped achieve collaboration of the private sector both in awareness campaigns and enabling women to be engaged in economic ventures. The continuous demand for seminars that was encountered in the interviews is another indicator of the stakeholders’ increased awareness of DV and their impact.

4.58. The program has also been instrumental in drawing attention to the constraints of action unilaterally versus through multi-sector response. With assistance from SNC PDV, several municipalities build bridges to mobilise their resources for protection of DV survivors. The workshops organized featured an in-depth discussion of how agencies at the local level could cooperate.

4.59. The dissemination of information, via the social and printed/audiovisual media has been crucial in raising awareness and educating the public. Although the interviews pointed to the use of Facebook as a social media venue for awareness raising the evaluation team found that approximately 30 activists had joined the 16 days of activism on DV and the National Network against family violence and violence against women had 131 members. Although a lot remains to be done, the program has also played a part in achieving a better understanding of the linkages between DV and structural factors including age, ethnicity, location. Before the program was introduced, these matters were viewed stereotypically. The successful engagement of role models from areas such as politics, business, sports has made a difference in opening up space for discussion.

Summary of Key Findings

4.60. There appears to be widespread perception, among stakeholders, that the program has made a significant contribution to tackle DV in the country both at the level of prevention and protection.

4.61. SNC PDV has helped stakeholders build their capacity to better understand and analyse multi-sectoral cooperation and to better formulate policy related to DV. This is achieved by means of brief training and knowledge-sharing seminars.

4.62. The program has played a major role in giving access to expertise and in initiating critical dialogue to allow stakeholders to become more aware of gender equality and DV in the country.
This is achieved by means of seminars, studies, and other activities designed to better educate and inform stakeholders.

4.63. At this point, one can hardly determine to what extent the SNC PDV has assisted the achievement of capacity building beyond enumerating accomplishments within activities. Nevertheless, preliminary indications point to the programme’s meaningful contribution to the strengthening of capacities, within the government of FYR Macedonia to better coordination on policy making and implementation of obligations deriving from agreed-upon frameworks.

4.64. SNC PDV has generated a critical mass of relevant projects and activities that will undoubtedly leave positive traces in FYR Macedonia. To consolidate these results, new initiatives will gain from: better integration of components, and stricter follow-up on the achievements of this first programme.
Chapter 5: Performance of SNC PDV

Relevance

5.1. While there are no specific questions outlined in the ToR with regard to relevance, our analysis focused on relevance of design of SNC PDV and relevance of achievement of results. With regards to relevance of design, we specifically focused on the extent to which SNC PDV was aligned with NSPDV and the needs of the beneficiaries, was designed in collaboration with local stakeholders and accounted for the risks and constraints to capacity/institution building in FYR Macedonia. With regards to relevance of achievements, we specifically focused on the extent to which SNC PDV has contributed to the achievement of the goals of NSPDV, has made a difference in the capacity development of the government and civil society.

5.2. The evaluation of design concluded that the UN Joint SNC PDV was successfully aligned with the overarching policy framework for the reduction of domestic violence, NSPDV. The government decision to set reduction of DV as one of its priorities provided opportunities for influencing national policy and supporting efforts to ensure this priority translated into action. In fact, SNC PDV was designed parallel to the NSPDV, thus complementing the work foreseen in the latter. The first program component of SNC PDV funded by the Dutch Government covered the activities at the national level, while the second funded by the UN Trust Fund covered activities at the local level.

5.3. In being aligned with and taking actions to achieve five of the eight goals of the NSPDV, the SNC PDV provided the groundwork for the enforcement of laws and implementation of policies related to DV. In particular, SNC PDV is valued for the following reasons: (1) It provides resources to an otherwise poorly resourced field. Despite government good will to make reduction of DV a priority, few budgetary commitments are available; (2) It promotes partnerships between civil society organizations, government and private sector; (3) It allocates resources on an open competitive basis; (4) It provided grantees in the civil society sector with access to technical expertise on reducing DV; (5) It supported a wide range of strategies, including awareness raising, capacity building, advocacy, and strengthening social support services providing for a multi-pronged approach to address DV; (6) It introduced multi-sectoral coordination at the national and local level, thus facilitating the sharing of experiences and knowledge at these levels.

5.4. SNC PDV succeeded to a great extent to ensure that the program focus was relevant to the priority needs of the various categories of beneficiaries it targeted. Prior to the design of the program, each agency assigned one staff member to prepare the documentation related to the prospective program. Consultation processes with the government and NGOs on the gaps, needs and priorities were initiated and held. Regular funds were committed to perform an analysis of the strengths and gaps in the legal system with regard to DV in the country. Yet, challenges of insufficient research prior to SNC PDV were reflected in the design of the program. This is through no fault of the UN agencies. FYR Macedonia has invested little on research in understanding DV – findings come primarily from NGOs and they are dated. This was significantly redressed during the implementation of SNC PDV through various assessments completed either with funding from SNC PDV or other resources.
5.5. The SNC PDV has addressed some of the factors identified by respondents as the major causes of delays in law enforcement. For example, interviews consistently pointed to the gaps in effective implementation of DV related legislation. The drafting of the umbrella and five protocols for inter alia, law enforcement and health-care personnel outline clear procedures of coordination. And although these are not yet legally binding, they offer the potential to help coordination of action among various sectors in protecting DV victims. Other relevant actions included awareness and training activities that targeted attitudes of law enforcement officers that discourage women from reporting cases, high dismissal rates of cases by police and prosecutors, high withdrawal rates of complaints by victims, low prosecution rates, low conviction rates, failure of courts to apply uniform criteria, particularly in relation to measures to protect victims and provision of free legal aid and legal representation in courts.

5.6. Interviews conducted with government representatives and civil society during the field mission also confirmed that, while the FYR Macedonia recognizes DV as a serious problem and uses NSPDV as a policy framework, effective implementation remains a crucial problem. To address the indifference of society toward DV and its consequences for society, among services providers, law enforcement officials, government representatives, NGOs, and men and women in general, SNC PDV supported and organized awareness-raising and capacity-building activities that aimed sensitization, outreach and community mobilization activities, and the use of mass media and social media targeting in particular, but not limited to, men (UNFPA led Campaign 1) and young people (UNFPA led Campaign 2 and 3 thus keeping the issue on the agenda in FYR Macedonia nationally and locally; UNICEF led campaign on violence in schools). SNC PDV built bridges of communication between civil society and government section by supporting the former to provide training and technical assistance to the latter, especially in the realm of service provision locally.

5.7. SNC PDV through its interventions responded to the needs of women affected by or survivors of DV and built the capacity of duty bearers by increasing their skills and improving their capacities to interact with survivors of DV. A limited number of social workers, pedagogists and psychologists from the Centers for Social Work attended workshops focused on working with the perpetrators and with the victims. Interviews with a broad range of respondents show that, SNC PDV has paved the way for responding adequately to the needs of women affected by or survivors of DV. The documentary on DV and surveys on economic empowerment in particular showed that funds channeled through SNC PDV helped them especially to acquire knowledge of the procedures to follow to seek protection from officials.

5.8. The support provided by the SNC PDV appears therefore essential to fill the gaps in capacity building for both the government and the civil society. This is also confirmed by the fact that little other support is available in the same area of action by other international actors despite the need.

5.9. However, more efforts should have been made to situate domestic violence within a larger context of understanding the effect of other forms of violence as an infringement of human rights. Indeed interviews confirmed that DV is generally situated within the larger framework of programmatic interventions to prevent violence; at least two UN Agencies have worked closely with Government Ministries and other stakeholders to implement projects that target general
violence prevention as part of their specific mandates. Yet, in the perception of some participants more should have been done to mirror this experience under SNC PDV. While recognizing reduction of DV as a specific niche, civil society representatives particularly emphasized that isolating domestic violence as a field of action had accounted for a missed opportunity to situate DV within the larger context of gender-based violence. While DV is recognized as an issue of serious concern for FYR Macedonia and the contributions of SNC PDV particularly relevant in that they have brought the country to the point of recognizing DV as a problem that needs to be tackled, civil society representatives fear that focusing only on this form of violence has closed avenues for these to engage in discussions with the government regarding other forms of violence. Further, the approach taken by SNC PDV to consider DV as a crime and not push the envelope further by emphasizing this as an infringement of human rights may have built awareness of a punishable crime, but not sufficiently built awareness on the aspect of respecting human rights.

Effectiveness
5.10. This subsection responds to ToR questions: What factors have contributed to achieving or not achieving intended outcomes? To what extent has the UN Domestic Violence Programme positively contributed to progress towards the outcomes? We used findings from semi-structured interviews with key informants to assess the extent to which progress to toward the outputs can be attributed to SNC PDV interventions.

5.11. On the basis of our analysis of the data collected, it appears that the results achieved by SNC PDV are congruent with commitments in the proposal. SNC PDV has been effective in many ways, as in: (1) Changing and implementing legal or policy frameworks; (2) Strengthening the capacities of duty bearers and rights holders; (3) Strengthening the capacities of civil society; (4) enhancing protection mechanisms for DV survivors; and (5) awareness raising. SNC PDV has been less successful in: i) direct services; ii) continuation of project activities upon project completion, and iii) support to counterparts in M&E, reporting, and establishing partnerships between CSOs and government. A common theme in interviews with stakeholders was that significant achievements in building capacities and raising awareness regarding DV have been noted due to the implementation of SNC PDV. In the words of one participant, “even a third of what has been achieved in the area of addressing DV and capacity building would have happened without the support of the UN Agencies.

5.12. Rather than an esoteric term, capacity was linked to real action and delivery of concrete outcomes that had relevance for various duty bearers and right holders. A recognition of the multi-faceted and relational nature of capacity allowed the work within various layers of the government systems and engaging various stakeholders. The engagement of multiple stakeholders across sectors and disciplines allowed the development of better mutual understanding and opportunities of joint action and collective solutions. Delivery of joint training sessions with police, lawyers, health professional and social service providers not only increased capacities for dialogue, clarified roles and responsibilities of the various agencies, but also brought the realization that protecting DV victims happens through a network of interconnected activities in which all relevant government agencies need to participate.
5.13. An effective way to build capacities in both the government and civil society sector has been a blend of various capacity development methodologies. For example, conventional methodologies such as training and workshop methods, technical advice on specific topics, support in project management and support to lobby and advocacy have been combined with more advanced methodologies that focus on action learning through pilot projects, knowledge brokering and networking, and multi-stakeholder processes. Although a good portion of the funding for capacity development was spent on national level activities, this did not preclude activities organized at the local level. As indicated, SNC-PDV had a presence in many municipalities all over FYR Macedonia, making it one, if not, the largest programme on DV ever implemented in the country.

5.14. A key feature of this program has been its all-inclusive approach which recognized the necessity for change in addressing DV and mobilized various stakeholders including government sectors, civil society and private sector to adopt the cause of prevention and protection. With a focus on engagement, rather than simply building awareness, SNC PDV encouraged members of these various sectors to take action to make a difference. Particularly significant has been the mobilization of the private sector in view of the cynicism that this sector is more about securing business and amassing wealth at the expense of social corporate responsibility. For example, on examining closely the contribution of the media outlets to engage in the awareness campaigns, discounts up to 90% were secured. In the words of the representative of Publicis, “When you speak to people about a good cause, people are generally motivated to do something that they think will be good for other people... people would like to help”. SOZHM had engaged two telecommunication companies T-Mobile and Cosmofon to continue the operation of SOS lines beyond the lifetime of this project.

5.15. SNC PDV was very much a dynamic program that adapted to the current developments and needs of beneficiaries. Three examples help illustrate this. Actions on economic empowerment evolved from a general idea into a full-fledged pilot project with three distinct components during the lifetime of the project, including psychosocial training, career building and women from the Roma community. During the implementation of the economic empowerment program it was observed that only one Roma DV victim accessed the services; low awareness of services to victims of DV among Roma women showed the UNDP staff (responsible for the economic empowerment program) that awareness work needed to be tailored to Roma communities. In collaboration with a Roma NGO, they not only organized discussions, but produced a documentary, The future today, and another on DV, services to Roma women and success stories of economic ventures led by Roma women. In the course of work with the NCB, it was noticed that the members did not have knowledge on issues of M&E. The consultancy was tailored in three different parts, and each integrated gender-based violence and gender equality. Lastly, adoption of MARAC resulted from work in the field. While originally, it was foreseen that Local Prevention Councils would be trained on specific issues of DV, assessment in the field showed that the main issue was coordination. In trying to find the best model to enable coordination in delivering services the team turned to CAHVIO and considered recommendations of best practices. The training curriculum and associated materials were developed during the lifetime of the project.
5.16.  SNC PDV was not implemented as an isolated program. Most UN Agencies have programs that target other aspects of violence and actions under SNC PDV only reinforced synergy and impact with related and relevant actions. But most importantly actions under SNC PDV were linked successfully to other actions undertaken by the government of FYR Macedonia and opened opportunities for DV victims to receive broader support. For example, the economic empowerment program was linked to the program on Active Labor Market Measures (ALMM). Through advocacy activities, victims of DV were included as one of the target groups of this national program. Due to the way ALMM is set up, a beneficiary may not be able to receive more than one type of support from the government. Recognizing the challenges DV victims face in accessing employment (most of them either have not work or have poor skills and insufficient work experience to enter the labor market), UNDP-led discussions with the government allowed DV victims to benefit from more than one active labor measure, such as career development; deadlines for application to the measures were modified for DV victims to reflect the needs of this vulnerable group. As a result of this experience, this year, UNDP is piloting at national level a program that will provide a combine package of services for vulnerable groups. Thus, these mutually reinforcing processes allowed for broader support for vulnerable groups and opened MoLSP to the idea that different target groups require different types of services. Another successful example is offered by the work of the Prevention Sector in the MoIA. With funding from other sources, training on the implementation of the protocols was organized with the eight sectors of police countrywide. Police conducted meetings with close to 70 participants of the movement “Third Age” to discuss response to DV for the elderly.

5.17. Lastly, efforts were made to secure ownership of DV action for future sustainability. A transition and continuity strategy was prepared. While the evaluation team was not able to assess the results of these efforts or whether the transferability plan was implemented to the fullest, it is worthwhile to mention that the program opted for a national implementation modality based on signing of Memoranda of Understanding (MoUs) between the UN Agencies and respective ministries. Thus, the establishment of the Counseling Centre for Children and Families and the Counseling Centre for Perpetrators was secured through MoUs with the government.

5.18. The programme has helped improve the normative framework - work on the laws, development of standards and protocols; interviewees expressed the confidence that this work will not be lost. For the first time, a National Coordination Body with a membership of government and non-government representatives ensured that multi-sectoral cooperation was achieved. The umbrella protocol with a referral mechanism and the five sectoral protocols will serve to improve provision of services from various sectors including the police, health professionals, teachers, social workers and NGO service providers. Reporting of DV was increased due to comprehensive awareness campaigns. Steps have been taken toward understanding how a child’s well-being is affected by exposure to domestic violence and schools have been encouraged to embrace a prevention and protection role to ensure that the young generation reflects on violence free environments. Civil society that works on issues of violence has improved coordination of information on services provided. Review of reports and interviews showed that the capacities of duty bearers and / or rights holders were strengthened through SNC PDV. This was particularly significant in facilitating multi-sectoral cooperation in protecting DV victims and survivors. However, more time is needed to determine long-term results.
5.19. One area where SNC PDV could have worked more is provision of direct services for victims of DV and ensuring that actions resulting from awareness campaigns were supported by services in place to help address the needs of victims that would report DV. In the perception of civil society, while the campaigns raised awareness that a woman should not stay in a violent marriage, and should denounce it, for any woman in the rural areas and certain ethnic communities follow-up action upon reporting was challenging as local systems in place to support her are yet weak.

5.20. Despite achievements, participants agreed that many different types of interventions started within SNC PDV need to continue as important in addressing DV (raising awareness, developing capacities for various stakeholders, implementing economic empowerment programs, working in schools and medical facilities, gathering relevant research data). As well, sustaining results depends on a variety of factors including strengthening the implementation of legal and institutional practices, securing institutional stability, building synergies that consider cultural and social understandings of protecting victims and survivors of DV. While SNC PDV contributed to building various capacities of counterparts, this process may be halted after the funding ends due to the limited resources available at the government level or to the NGOs. Further, counterparts have limited capacity in monitoring and evaluation, reporting, and in establishing partnerships with each other to streamline action against DV.

Efficiency

5.21. This subsection responds to the ToR question: Has the UN Domestic Violence programme so far delivered outputs in time and good quality? The evaluation team did not conduct a comprehensive and detailed examination of the financial management aspects of the projects, nor did it establish a thorough analysis of variances between planned and actual expenditures. It has however gathered relevant observations on some challenges experienced. Further, response is based on comparison of project documents and Annual Work Plans with actual deliverables; and individual and group interviews. Observations on how this worked at the partnership level is discussed in Chapter 6.

5.22. The majority of activities were completed within the allocated budget. A few components of the program reached a significant number of beneficiaries with modest funding. For example, for 2011, the seven NGOs that provided legal aid were given 55,000 USD to support 378 DV victims, out of which 129 court representations and 30 temporary measures issued. However, depending on the size of the activity, a few of the agencies reported having had to contribute their own core funding to complete the activities (please see Table 1 on Chapter 3) or rely on the partnership with the private sector to complement funding. A good example of the latter is the cooperation of UNFPA with the Marketing Agency Publicis which provided pro bono contribution to the awareness campaigns based on UNFPA’s Memorandum for Pro Bono Partnership with the Private Sector. The latter facilitated up to 90% discount in the media including printing, audio and video. Much of the fact that SNC PDV was number one advertiser in FYR Macedonia during the campaigns is credited to the contribution of Publicis.

5.23. Overall the timeframe for producing outputs was realistically designed, considering resources and absorption capacities of the implanting agencies and their partners. The majority
of activities were completed within a reasonable time-frame. However, a few activities had difficulty in respecting the planned time-frame. Therefore, a no-cost extension until 30 June 2012 was granted for a few activities that were delayed due to external factors mentioned above – the evaluation does not cover the activities happening after mid-May 2012.

5.24. A few factors may have impacted the efficient implementation of some of the foreseen interventions. The nine month inertia displayed in recognizing that there were problems in coordination may have been one of the factors. In the perception of one of the donors and one of the participating agencies, the initial lack of coordination may have contributed to efficient delivery of early activities and the dynamics of interaction among agencies (please see 6.3). In the early days, SNC PDV had a loose structure in which every agency was implementing its activities without coordinating with each other. At the request of the donor, the Administrative Agent separated the function of its own components from coordinating, and this significantly improved the situation. Thus, in March 2009 the UN Joint Programme appointed a Chief Technical Advisor (CTA) to coordinate and assist with the programme delivery of the UNDP components as well as coordinate the activities of the UN Joint Program; in October 2009 this position was segregated in two separate positions UNDP Project Manager and CTA. Further, the introduction of meetings at the technical level with technical staff implementing SNC PDV and the introduction of Heads of Agency (HoA) meetings improved coordination.

5.25. Another possible explanation for projects exceeding their planned timeframes was due to the limited donor resources available at the time when the activity was planned to start. For example, the activities related to establishing a national unified data collection system for domestic violence due to the budget cuts were suspended for 2010. To keep with the time-frames, at times UN Agencies had to resort to their own funding. However, for smaller agencies, this was impossible for a long duration as the lean resources at their disposal did not allow much flexibility in terms of changing directions of allocation indeterminately.

5.26. In an effort to democratize components like the awareness campaigns, the all inclusive approach was followed in which not only the agencies but other stakeholders that may have been affected by the campaign were consulted. In the view of a couple of interviewees, the expertise was juxtaposed to the passion for the cause. While this generated important feedback, the lengthy meetings and discussions produced stress on professionals directly involved in the implementation of the campaigns. This however did not impact in any way the successful delivery of the campaigns. The professionals appreciated and understood the necessity of inclusion and recognized the different dynamics of a multi-partner program in giving feedback and reaching consensus, but also suggested that a better understanding of how a different sector works would have made for a smoother process.

5.27. External factors, outside the control of the UN Agencies and the Administrative Agent also contributed to the slowdown of the pace of delivery. The unexpected early parliamentary elections and the political turnover of government staff required SNC PDV staff to make efforts over a longer period to establish partnerships with government. Changes at times were unpredictable, and to the dismay of UN staff, everything needed to start from the beginning and not always with staff that was committed to DV.
5.28. While the effect of these changes was generally managed well, in the perception of the donor, the bureaucratic workings within the Administrative Agency may have impacted timely response to these challenges. It is however commendable that project staff managed to establish personal good relations with local people working on DV issues based on mutual trust. As one representative shared, “we put our hearts to this program… in supporting, for example, NGOs, we had to be available to them all the time for whatever request they had… but that was our choice… we wanted to provide that kind of support.”

5.29. Local NGOs were significantly involved in the implementation of SNC PDV. Interviews showed that all NGOs fulfilled their contractual service agreements; they appreciated the close collaboration with the staff of the UN Agencies, especially in terms of monitoring the implementation of activities. Having funding from and the backing of UN Agencies facilitated the dialogue between the NGOs and the government sectors the former had to work with; the reputation of UN Agencies was unquestionably a key factor in the successful collaboration between NGOs and the government units. However, a few concerns were voiced. The effort to involve a significant number of NGOs and to have the whole territory of FYR Macedonia covered by SNC PDV revealed the different level of capacity of NGOs to implement projects and the lack of capacity among NGO staff to provide targeted services for beneficiaries. One NGO reported that tendering procedures for small-size projects within SNC PDV were not always transparent, calls were rarely issued and feedback on rejected proposals was not given. With regard to this last concern, a contrary view was given by the UN Agencies; one agency shared they had issued calls for proposals regularly, had proposals evaluated through a review committee composed of national and UN agency counterparts and had provided regular feedback. Several NGO representatives shared that the requirement to submit reports in English was an impediment since the NGOs did not always have those capacities. Lastly, in an effort to be all inclusive the UN spent a considerable time to involve a few NGOs that have engaged with DV for a long time. However laudable the efforts, the decision of the latter to be self-excluded amounted in wasted time and energies on the part of the UN.

Summary of Key Findings

5.30. Embedded in and embracing the priorities of FYR Macedonia to combat DV, the SNC PDV ensures its relevance. Although the program was initially designed based on scarce and dated research, efforts were made to ensure relevance through new assessments and consultations with beneficiaries. SNC PDV provided opportunities for significant local stakeholder involvement, especially with government authorities, but also with stakeholders from the private sector or civil society.

5.31. Adaptability and dynamism is an intrinsic feature of SNC PDV. The program is engineered in such a way that its design has been readily adjusted to reflect changing needs or circumstances, in order to provide timely and appropriate assistance. The program is generally perceived to have built capacities in a multi-sectoral fashion, a novelty in addressing DV in the country.

5.32. By and large, the timeframes for the delivery of design, outputs and activities have been adequate. Administrative challenges such as delay in delivery of funding led to delays in the implementation of a few interventions and determined finally the completion fate of key
components such as the establishment of the data collection system. Although agencies reallocated core funding until program funds became available, this led to constraints among smaller agencies.

5.33. By aligning its work with the country priorities and working closely with stakeholders to build capacities in systems cross-sectorally and raising awareness on DV among broad audiences, the SNC PDV has laid sound foundations on which future work should continue. By engaging the government to contribute in several areas, the SNC PDV has provided seeds for sustainability of several efforts. However, questions on whether the government can afford to take further steps in combating DV on its own without the support of the UN, and the dependency of the former on the latter to continue the work started remain a concern. It thus remains important to continue to reflect on how combating DV should be taken further, in such a way that more ownership expressed especially in terms of financial and human resources is promoted.
Chapter 6: Delivering as One – Overall Management

6.1. Question 6 of this evaluation focuses on whether the modality of joint delivery of the outputs by five UN agencies has been the most effective mechanism for the delivery of outcomes and related outputs. While the ToR does not suggest ways conclusions regarding this question may be drawn, the evaluation team has depended on individual or group-interviews with representatives from each Agency. The management dimension was analysed through consideration of the following themes: general management assessment; appropriateness of resource allocation relative to the objectives of the programme and share of responsibilities for each agency; appropriateness of risk analysis and mitigation strategies; and adequacy of reporting following UNDP’s agreed upon standards (as the Administrative Agency).

6.2. Although joint agency actions are clearly important in DV related action, there is varied evidence to support the internal view of results achieved delivering as one. This is not to say that results have not been achieved, only that the evidence present suggests that depending on how agencies are resourced and how they approach DV have a direct bearing on decisions that define how agencies were involved in SNC PDV. A constant theme throughout the interviews with the UN agencies, was that SNC PDV is the first action in which UN Agencies worked together on a joint programme. Thus findings need to interpreted in the light that this was a trial and error venture; lessons learnt throughout design and implementation of SNC PDV have served to assess better the feasibility of future cooperation in all aspects. In fact, subsequent UN Joint initiatives have been characterized by better coordination and communication experience.

6.3. Overall most agencies believe that delivering as one by utilizing the expertise, the resources and experience in each agency was an appropriate model. In the words of two representatives, “the UN is about embracing common values and reducing the incidence of DV is one of those causes that should mobilize all sectors to work as one”, “on DV, if we work alone, we provide patches, if we work together we provide solutions.” Further, joint programming helps coordination of work with the government along a shared vision. One, however, needs to distinguish between joint programming as a principle (embraced by all agencies) and implementation of joint programs. Harmonization among agencies in the form of information-sharing, joint planning, joint dialogues with the government, and joint reviews of operations led to efficient service delivery. Based on the expertise offered by each agency, actions were planned in such a way that they did not overlap geographically or programmatically or excluded significantly geographic regions. In the words of one UN representatives, “when we work with UN agencies in this program, we do not work on competitive basis, we work on complementary basis.” One example that serves to illustrate this is the drafting of the protocols, a process shared by all UN Agencies with the view that each contributed their expertise in the specific sectors covered by the protocols.

6.4. An essential feature of the implementation of SNC PDV has been a detailed communication plan of achievements of each UN agencies in each of the areas of intervention internally and externally. The monthly newsletter based on monthly solicitation to agencies contained both achievement and forecast activities and served as an internal program mechanism of ensuring that all agencies were on the same page. Further, it increased knowledge on the program among other UN staff not involved in the program and increased proactivity among
agencies to report on their successes. For outside audiences, a media plan was drafted; a series of shows on TV stations, articles in newspapers delivered messages of the UN Joint Program messages on combating DV.

6.5. In the view of one agency however, joint-ness in implementation improved but was not achieved fully in certain aspects. While this view was not shared by other agencies, the evaluation team believes that there is value in making their view part of this chapter. Despite the fact that all agencies displayed willingness to reflect and act on DV, the experience on tackling DV in FYR Macedonia among agencies was uneven. While a couple had worked with beneficiary groups at the institutional and individual level prior to SNC PDV, others had little exposure.

6.6. While among all agencies there was an acknowledgement that tackling DV was a multi-sectoral issue that should be approached in a multidisciplinary way, the final design of the proposal did not reflect this fully. The original design of the program and activities had allowed space for a multi-sectoral and multi-disciplinary intervention based on the pillars of education, health and protection at the family level, and most of the joint-ness was expected in the social protection area. However this was not materialized fully in the revised design; consultations were not sought in the revision phase; rather the actions proposed in the final proposal were far from being organically intertwined with the overall frame; in an attempt to be inclusive the original vision may have been diluted, and this was also reflected in the disproportionate attention to the different sectors and budgetary allocations as well as fragmented results. There was unilateral decision-making, especially in terms of budgetary allocations that were not always explained.

6.7. Although one may not be able to pinpoint the cause of these developments, the following may have influenced incomplete harmonization. Reconciling how the UN agencies work and how the government ministries operate is challenging in view of the fact that government ministries do not work in a harmonized way. As an example, MoLSP is very segmented in its approach, with one social protection department, but many different units; a joint-action approach was challenging to impose from outside at a time when this ministry does not embrace harmonization. Hypothetically staff turnover within UN Agencies and constant demands for clarification on the rationale of participation of the different agencies became the source of perception that valuable time was being wasted. The hiring of the Chief Technical Advisor in the implementation rather than the design phase and a significant lapse of almost two years between the design and the implementation phase may have also contributed to the situation. Lastly, while some issues that link to harmonization such as planning and future joint action were dealt with, harmonization as such was not discussed in meetings within the agencies; these served more to discuss implementation issues. Review of shared minutes of the HoA meetings confirmed this.

6.8. Participating agencies had different reactions to the allocation and management of programmatic, human and financial resources. Level of satisfaction of budgetary allocations depended on the extent to which allocation of these resources allowed the agencies to implement actions that related to the vision of specific agencies, not necessarily the vision of the program delivering as one. According to representatives of agencies that already have DV built into their Agency programmatic action, participating in this initiative was not conceived as an opportunity for funding, or implementing yet another project that would be completed as soon as funding was
over; to this end, they had sought and received funding from other sources. In one example, only
a fifth of the component of an output was covered by SNC PDV; in another appealing to the
private sector to contribute pro-bono work had enabled the implementation of the component.
Further tackling DV as part of a larger program on violence was incorporated in one agency’s
workplan beyond the duration of the program. There was no evidence that need for funding was
the primary motivation for this agency’s participation in the partnership.

6.9. In terms of the management of human resources, the time and energy spent in
implementing program components were disproportionate to funding. With the exception of
UNDP that had staff paid for through SNC PDV funds, none of the other agencies had staff
specifically designated to implement their agreed upon component. Further, one agency voiced
the concern that an inordinate amount of time was spent in discussing, coordinating, managing,
reporting instead of implementing activities. This made for increasing the workload of staff. In
one agency’s view, the early uncertainties on the reporting format made for a few frustrations,
but as implementation progressed the situation improved.

6.10. The general view of agencies that under SNC PDV they worked on complementary rather
than competitive basis was not always held when implementing the communication plan.
Although branding guidelines for the program were developed, following these varied among
agencies, ranging from full branding of the program to full branding of the agency without
mentioning the program.

6.11. Aside from internal administrative challenges, national partners were generally quite
satisfied with the manner in which components were managed, the funds were channeled, and
the resources were allocated. Institutional diagnosis and subsequent planning with government
departments were generally well carried out by the agencies.

6.12. The evaluation team examined the political, institutional and operational risks associated
with SNC PDV. No risk mitigation measures were documented throughout the evaluation.
Moreover, no clear indication was found that agencies had all managed risks systematically,
based on a close monitoring of the situation. Risks were nonetheless managed adequately, in the
sense that no major disturbances were noted as a consequence of a poorly-managed risk.

6.13. One major risk has to do with the impact of turnover among the personnel of the primary
beneficiaries. Changes prevent various government units from using trained staff for DV policy
formulation or implementation and administration of the DV strategy. Reasons for the turnover
go from political changes to lack of economic incentives to remain in the civil service. The
evaluation team did not find any particular strategies to have been implemented to counter this
tendency. The only known approach consisted of establishing a national network of civil society
groups so that knowledge and practices can be multiplied and maintained in FYR Macedonia, if
not in the government.

6.14. Loss of institutional memory associated to “brain drain” and premature departure of
trained resources due to lack of financial resources (as in the case of NGOs) are recognized as
important challenges. To mitigate the impact of staff turnover and retain the knowledge acquired
in learning activities, experience elsewhere has shown that having trainees become trainers helps
leave an institutional memory of their capacity building activities. Reporting of training received and organization of internal sessions to disseminate knowledge within the immediate staff and other departments in a government ministry are proven good practices. Another risk mitigating approach has been to leave training material in writing that can be consulted by new officials, as well as post the information online to make it widely available.

6.15. The biggest risk on the operational side is lack of funds to continue with SNC PDV activities. While SNC PDV staff has designed a new program proposal based on lessons learnt from the current program, there are no known efforts on the part of the government to do so.

6.16. Given that the M&E framework was revised only in 2011 from an activity-based framework to a results-based framework, most reports were not result oriented. As such, the reports proved to be of limited use to the evaluation team, as they did not outline the degree to which results had been achieved. Very little information on the achievement of outcomes was generated. The overall limitations seen in the program’s reporting have a major complication in the global assessment of program-level results. Since a program results-based framework was not designed from the beginning (the original framework was activity-based), the evaluation team is left with the impression that most individual component ended up operating in isolation.

Summary of Findings

6.17. Generally speaking, the level of satisfaction among participating agencies with the human and financial resources assigned to the program was dependent on the size of its programs, and level/duration of engaging with DV in the country. Notwithstanding some minor glitches, the program’s management has been deemed satisfactory by the key local stakeholders.

6.18. On the whole, the program generated reports that contain much information. However, the reports were not result-oriented, and this has been a hurdle in the conduct of this evaluation. As well, even though an M&E framework was revised for each outcome, this came toward the end of the program, and thus the information on the indicators proposed were not systematically used as a basis for monitoring project progress and reporting on results.

6.19. In the context of joint action, the Administrative Agency and the participating UN Agencies have generally taken measures to coordinate among themselves. Notwithstanding the efforts made, not all agencies believe that complete coordination and harmonization was achieved.
Chapter 7: Lessons Learnt

7.1. This chapter identifies the relevant lessons that were drawn from the evaluation at the programmatic, beneficiary and agency level.

Lessons at the programmatic level

7.2. The integrated approach to addressing DV, one that recognizes the need to include multiple agencies in interventions has facilitated inter-agency cooperation. More importantly, it has changed the government mentality to ensure that addressing prevention and protection from DV is an integrated function and no longer confined to one specific agency.

7.3. Learning to articulate and prioritise demands for capacity building link directly to the improvement in the work of government ministries. Ensuring that resources are allocated to DV and that this is backed by an institutionalised agreement for cooperation allows for a more targeted and efficient intervention. The existence of NSPDV with specific activities prioritised, enabled the UN to plan on a short- and long-term basis with the government for better utilization of resources.

7.4. With respect to the strengthening of government institutions such as CSWs, the absorptive capacity is a key element that needs to be closely examined prior to any specific demands placed on them. Given the many responsibilities and issues CSWs cover, they may not all adequately absorb what is proposed in the agreed upon protocols.

7.5. The philosophy of MARAC of pooling resources together and coordinating action is most valuable to embrace. This approach has the additional benefit of disseminating good practices and creating networks of prevention and protection—a factor in the long-term sustainability of capacity building activities. By duly considering the regional distinctions among larger and smaller municipalities, their ethnic communities, one ensures that the program is adapted to the context and facilitates sounder, better planning of the interventions. Thus, adapting MARAC to the particularities of the municipalities is of critical importance to the success of the future MARAC, as is the political will of the mayors to sign the appropriate documents and allocate funding to ensure coordination. “One size fits all” is not a suitable approach.

7.6. The inclusion of civil society and the private sector contributes to the global ownership of DV initiatives, and allows for general buy-in among the public. By allowing activities to be modified as needed, the flexibility shown by SNC PDV has enhanced its prospects for local ownership. Several modalities of assistance for example in the economic empowerment component have also helped enhance the sense of ownership.

Lessons at the level of Agencies

7.7. By virtue of their long-term relationship with the region, several of the UN agencies hold a comparative advantage to assist FYR Macedonia with DV activities. Largely staffed with nationals of FYR Macedonia, not only do their they display in-depth knowledge of issues related to DV, but they are in a position to help different government departments identify their capacity
building needs by, for example, following closely the workings of the National Coordination Body and implementing the MARAC pilots.

7.8. Mobilization of international and national technical expertise has proved beneficial in the implementation of SNC PDV. This is seen in the quality of the products that, in the view, of several interviewees, are of satisfactory standards and have introduced FYR Macedonia to contemporary solutions to cross-sectoral cooperation in addressing DV. However, in the perception of a few interviewees the position of the International Consultant at CTA was not clarified. As FYR Macedonia did not have the basis for addressing DV cross-sectorally, high expectations were placed on the International Consultant to give advice and share international experience, guidance on crucial issues. The evaluation team did not have the opportunity to interview the international consultant to obtain her perspective on the issues to form a better conclusion.

7.9. Additionally, most government employees perceive the UN agencies to be non-biased partners in the delivery of any development project. The sound reputation and solid positioning of the UN in FYR Macedonia are factors that contribute to the establishment of relations that are based on trust and respect, hence leading to positive results. In one interview with government staff, “any DV initiative happens only if the UN is behind it”.

7.10. Administration of a joint program requires a well-organized staffing structure and appropriate consultative processes. Clarification of the Terms of Reference and Responsibilities for the Chief Technical Advisor to coordinate the overall effort of all agencies as the implementation progressed and the division of responsibilities with a Project Manager were particularly helpful in improving coordination among agencies. The role of the Resident Coordinator was key in ironing out differences and facilitating communication and coordination. Recognizing the important role of the Technical Group as an expert group within the UN that meets regularly and discusses project implementation issues in terms of delivery, as well as results, challenges, risks’ mitigation also improved coordination.

7.11. A better place for the CTA may have been the MoLSP, as this role was meant to coordinate the different agencies, national counterparts and other stakeholders. This would have allowed better coordination among all stakeholders and more ownership by the government. However, MoLSP did not agree with UN Agencies to share the salary between itself and the program. There is a need to search for working models that foreseen not only the governance of the NCB through MoLSP, but also the presence of a formal coordinator for DV actions.

7.12. Speaking with one voice requires developing a common language to communicate programme and agency results. Deciding on a modality for reporting required time, and in the process, UN agencies (in the perception of most agencies) learnt to overcome the individual agency approach especially for activities where comparative advantages were important, and more than one agency were involved in delivering results. It is important that when entering a joint program, the size and the volume of work each agency manages on its own does not become an issue. Responsibility is taken jointly and commitment to work cross-sectorally to implement activities provides a good example of how the government should adopt a cross-sectoral approach in addressing DV.
7.13. Solidly-designed communication strategies have been conducive to the satisfactory results of SNC PDV. Sound planning of the communication scheme throughout SNC PDV (i.e. how the results are made known, for example) is essential to prevent misunderstandings, improve communication among agencies, secure buy-in from the counterparts, and build institutional memory within the beneficiary institutions.

Lessons at the level of counterparts
7.14. FYR Macedonia’s political commitment to reducing DV and achieve gender equality translates into initiatives that focus on prevention and protection and the implementation of related outputs to support both. Commitment is a key factor not only within government, but also in the business sector and the civil society. Strong political commitment to reducing DV has been an ingredient in the success of SNC PDV activities in most regions in FYR Macedonia. Any waning of commitment results in delays, cancellations, or withdrawal from efforts that help reduce DV.

7.15. Instrumental in the success of SNC PDV is the fact that needs had been identified beforehand in NSPDV and a National Coordination Body supported the multi-sectoral coordination of activities.

7.16. Better and more realistic understanding of the implications the introduction of programmes such as SNC PDV bring on government level officials in terms of time and capacities they have, would have increased the efficiency of UN staff. More than once, the evaluators heard that at times the UN staff had to ensure the government was on board by performing the duties that were supposed to have been carried out by government bodies.
Chapter 8: Conclusions and Recommendations

Conclusions
8.1. The SNC PDV was a relevant programme to address domestic violence in FYR Macedonia. By working with the governmental and civil society actors to develop and strengthen their capacities to prevent violence as well as reach and protect victims of domestic violence, it addressed a gap that was seen as important by all stakeholders and catalyzed change in approaching DV in a multi-sectoral fashion. Strengthening the capacities of the National Coordination Body for more effective policy making, building the groundwork for local level multi-agency coordination, aiding the coordination of the DV focused NGOs and successful nation-wide awareness campaigns have opened avenues for future actions that systematically not only help prevent DV, but protect DV victims by providing safe and violence-free environments, empowering them economically and working with perpetrators to disrupt the cycle of violence. Further, SNC PDV was aligned with the priorities set out in the NSPDV, and contributed to implementing several actions foreseen in this strategy.

8.2. In the period 2008 – mid 2012, SNC PDV achieved numerous short-term results (for the most part, activities and mini-projects undertaken were on track in timing and budget) and these results were important to beneficiaries. There is less evidence of long-term results. While longer-term results take incremental steps to become visible, they also require interventions that are sustained over time and that are multifaceted (i.e., that continue to target people, organizations and institutions in a more customized manner). Most SNC PDV results were very positive, but most of the activities undertaken under SNC PDV could not be pursued once the funding ended.

8.3. With respect to efficiency, the SNC PDV was managed frugally, had a lean management structure, and low overhead costs. With the exception of UNDP, no other agency had staff positions funded by the project. Rather, the tasks were added to the responsibilities of the officers with most relevant portfolio. While this is laudable in the sense that most resources are directed at beneficiaries, it caused staff fatigue. Across board SNC PDV was implemented by staff that feels strongly about addressing DV at all levels; motivation and commitment to see change happen have driven SNC PDV.

8.4. By the very design of multi-agency cooperation, the SNC PDV has provided an example and at the same time nurtured a work culture of coordination among state agencies and the NGO sector. In other words, it is the perception of most agencies, that delivering as one has produced results that commensurate to effort are better than those that would have been delivered by one agency alone. However, this design had its own challenges. Dynamics of cooperation were assumed rather than fully negotiated in the beginning; reconciling the different work cultures and taking full consideration of individual agency mandates as SNC PDV was implemented became issues of concern, albeit not serious to the point of impacting the delivery of key results. Being the first of its kind, the implementation of SNC PDV provided significant lessons for future cooperation among agencies.

Recommendations
8.5. The evaluation team has grouped recommendations based on future programmatic interventions, including policy-making and implementation, protection of victims of DV and
prevention of DV, and performance criteria, relevance, effectiveness including sustainability, and efficiency as well as partnership management. The key recommendation of this evaluation is that achievements have been noted, and work forward should focus on keeping the momentum gained through SNC PDV.

Policy-making and implementation

8.6. The evaluation team recommends that gender relations, and gender issues in general, continue to be given significant emphasis. The precedent has already been set, and it should be followed in mainstreaming gender relations in addressing DV including gathering data on the performance indicators in the current M&E framework. The new National Strategy on Domestic Violence envisages that more emphasis on M&E; streamlining gender issues in this strategy needs to be ensured.

8.7. As FYR Macedonia has made efforts to align its prevention and protection actions to CAHVIO (Istanbul Convention) and intends to approximate its legislation to this convention and ratify it, it is necessary that the final version of the CAHVIO document is translated. As the ratification of CAHVIO is in the agenda of the government, more attention should be devoted to make the system ready to implement the obligations deriving from such a decision, especially those related to improvement of the legal framework and especially its implementation, access to service provision nation-wide (most services are available only in Skopje).

8.8. Improving the functioning of the new NCB is paramount in the successful coordination of the implementation of the new NSPDV. First, there is a need to restructure NCB. In line with the requirements of the Istanbul Convention, this entity should be a permanent body accountable to the parliament. To increase the lobbying power of NCB, two levels of memberships should be foreseen in the new entity: a political and technical level. Members of the Judicial Council in addition to members from the Ministry of Justice should be invited to participate. Members of parliament including women parliamentarians of Women’s Commission for Equal Opportunities may be invited as observers so that they are able to embrace the cause of DV and push necessary processes forward. In addition, the new NCB should foresee the role of a Coordinator that takes over the technical management of this body. Financial compensation and well-described tasks in the job descriptions of individual members may strengthen commitment for more concerted effort. Furthermore, the focal point of the participating ministries should have the necessary knowledge and expertise on DV to make the participation and contribution of these professionals more effective. Creation of coordinative team within line ministries, and work to strengthen these teams to implement the new strategy will make more will also contribute to effective implementation of the specific components of the strategy from each ministry.

8.9. As the country counterparts do not all monitor or evaluate the results of their DV activities or assess their effectiveness, the UN should assist partners in developing a harmonised system for monitoring and evaluating DV strategy. The evaluation team is aware that the new strategy on domestic violence has an emphasis on M&E; thus it suggests that projects/activities carried out by the government should feature a built-in evaluation methodology, to avoid lack of data and time-lags in the evaluation. This could involve performing a diagnostic check, and analysing those needs against the stated objectives of any DV
program. Further, UN should ensure that the systems are in place to monitor achievements against objectives in order to understand and provide convincing evidence of the impact of DV related actions taken by the UN.

8.10. Recognizing the important role social science research plays on policy making, the evaluation recommends that a framework for applied research through government and community groups to examine issues relating to domestic violence is developed. Such research should include: (1) the role of alcohol and other drug use/abuse as a contributing factor in DV; (2) the cost of domestic violence in the FYR Macedonia economy; (3) the exploration of why sexual violence is under-reported in cases of domestic violence; (4) the effectiveness of public education campaigns; (5) the availability of legal aid services to victims of domestic violence; (6) effective methodologies for men’s intervention programs; (7) new ways to screen for domestic violence (8) new ways to connect with and serve those who do not use existing services – such as women reluctant to report incidents of domestic violence, and male victims.

8.11. The government should make more efforts toward continued transparent involvement of civil society organisations in DV policy-making and meaningful support to this sector. The future NCB should have an open call for NGOs to apply to become members of this body. The provision of direct services could continue to involve support to civil society, and aim at better positioning civil society organisations so that they may fully participate in DV programmatic initiatives, and subsequent implementation of these initiatives.

Protection

8.12. Work with law professionals and service providers to embrace more comprehensively the rights, needs and wants of DV victims in compliance with the new legal framework on DV. Until recently criminal justice professionals related that they had no responsibility toward victims; the latter were excluded from the law; the role of service providers was restricted to filing reports and process a claim for compensation. More intense and long-term work is needed with judges, public prosecutors to expand their understanding and skills on how to hear cases of DV to raise their awareness with regards to obligations deriving from Istanbul convention and ensure that court procedures and case management (through service providers) are not re-victimizing DV victims.

8.13. Monitor regularly the application and review/upgrade the umbrella and the institutional protocols toward the protection of DV victims. Echoing the suggestions of the 157 participants that responded to the first ISA survey on the implementation of the protocols, the following are recommended: (1) Deliver protocols to all relevant institutions country wide; (2) Continue training for all professionals on the contents and usage of Umbrella and Sectoral Protocols; (3) Align the Protocol with requirements of the Istanbul Convention; (4) Include the MARAC model upon its establishment; (5) Develop and include the new Rulebook for Police when assisting during the temporary preventive measure "Obligatory medical treatments for perpetrators"; (6) Include the role and responsibility of the local authorities in the whole document.

8.14. Continue work with the LCBs and MARACs to enhance and sustain services for identifying and addressing domestic violence in the early stages at the local level. Make early
identification and referral part of a continuum of services for both victims and abusers. In-service training should be foreseen and supported by local government for each institutional member serving in these entities.

8.15. Training for first responders to DV cases among the police, health professionals and SOS lines needs to be expanded with more advanced training. Several sources shared there may be a different need, one that requires customized training for frontline workers and of a long duration. However, there should be an evaluation of the training curricula so that they are comprehensive and match to the need. To this effect there needs to be an assessment of what currently exists in terms of training curricula. Opportunities to add subjects for DV in the curricula of the Academy of Police should be explored.

8.16. There is a need to review or draft legislation that effectively protects victims of DV. Separating legislation in prevention from legislation in protection may secure better results. Further interventions on the criminal law are needed. In specialists’ views, for example, reports on bodily injury should be managed ex-officio by the police, and not depend on the will of the victim that at a later point in time may withdraw her testimony.

8.17. There is an immediate need to reform CSWs as the key institutions that offer support to victims. The new NSPDV should empower ISA to own the responsibility of strengthening the capacities of CSWs. While there is a new legislation for licensing professionals within CSW, training packages should support the licensing process. Further, there is a need to connect DV to the divorce department within the CSWs. Currently DV cases are managed disjointly in the Department of Social Inclusion Unit.

8.18. In building support systems that enable DV victims regain control of their lives, careful consideration should be given to customize the subsidy system for employment to DV victims and link economic empowerment and career building to other social supports that are required to support victims and help them stay safe, such as housing, transportation, income, childcare and education. These supports should include inter alia the following: (1) housing in both rural and urban communities that is affordable and safe; (2) access to transportation; (3) access to affordable childcare; (4) psychosocial support; (5) programs for parents in life skills and parenting; and (6) personal supports and services for women with disabilities to maintain their ability to parent and participate in the community. Given the availability of these supports, individualized plans for DV victims should be drawn and services should be tailored to their needs.

8.19. Given the emphasis on establishing a web of services to which domestic violence victims have access, support should be sought and maintained for direct services for women and children, victims of DV. There is a need to explore modalities for offering immediate accommodation and related services for DV victims. Other initiatives could include further training for SOS lines and ensuring the sustainability of specific centres dealing with DV (and DV perpetrators) and the shelters as well as the process of scaling-up where this is possible. More attention should be paid to improving the quality of these services for rural women and women belonging to ethnic minorities in and out of Skopje. An emphasis in the training practitioners to respond to victims should continue to be given to cultural competence (attitudes,
knowledge, skills, behaviors, and policies that are needed to meet the needs of victims served) and cultural relevance (recognizing, understanding and applying attitudes and practices that are sensitive to and appropriate for people with diverse cultural socioeconomic and educational backgrounds, and persons of all ages, genders, health status, sexual orientations and abilities). There need to be more user friendly protocols for the victims so they are not victimized by the system.

8.20. **Government models for supporting NGOs to provide free legal aid are needed.** It is necessary that a cost-benefit analysis of the consequences that derive from not providing this type of aid be commissioned to best inform policies regarding this service. Work should continue on monitoring the implementation of minimum standards for provision of legal aid services, amending the licensing criteria for NGOs and advocate with the government to support NGOs that provide legal aid to DV victims.

**Prevention**

8.21. **Embed DV within the larger context of gender-based violence.** While research and anecdotal evidence suggests that DV is one of the most prevalent forms of violence in FYR Macedonia, this does not provide an excuse for isolating it from other forms of human rights violations, including sexual abuse of children, rape, sexual assault and harassment, trafficking of women and girls and several harmful traditional practices. The evaluators recognize that the SNC PDV was designed with the specific aim to aid the implementation of the NSC PDV and followed the priorities set out by FYR Macedonia to address specifically DV. However, given the unquestionable reputation for authoritative and righteous actions the UN enjoys in the country, the agencies should seek ways to shape what DV means both in terms of being a human right violation (thus taking it further beyond just defining it as a crime, a prevalent definition among various actors interviewed including the UN agencies) and a form of gender based violence that needs to end. Actions to develop clarity on what DV looks like within the larger framework of gender-based violence in different policy contexts, setting out clear objectives and outcomes for the targeted sectors, and focusing on building sustainability will produce more relevant results. In doing so, the UN Agencies may need to work closer with the Government Ministries to streamline understanding of what DV is and how it is embedded in their actions against violence in general.

8.22. **Create and sustain primary prevention programs aimed at preventing DV.** These programs should be available to people starting with early childhood and continuing across the life span. These programs should recognize and reflect the social determinants of health, including gender, poverty, employment and inequality.

8.23. In an effort to recognize that supporting the male abuser to change behaviour assists in keeping victims safe, there is room to **design programmatic interventions with male children, youth and adults.** These may include parenting programs aimed at fathers as well as mentoring programs in the community for male children and youth who are starting to behave in abusive ways; programs and follow-up services for abusers that address concerns other than their abusive behaviour, such as the impact of ethnocentrism, and needs such as education, housing, transportation, health, and literacy.
8.24. The findings of analysis indicate that there is a need to sensitize journalists about the complexity and importance of the issue in order to provide better quality of the DV articles in future. Special consideration should be placed on presenting the DV as an infringement of human rights, avoiding the perpetuation of DV myths and taking stronger commitment in condemning violence.

Relevance

8.25. There is a need to build on research and evidence that exists currently and on the broad range of field experience that has been developed through SNC PDV to ensure that actions remain consistently relevant. This focus on consistent implementation consists of a number of different elements: (1) Pulling together examples of what works (backed up by strong evidence) and using this to develop practical guidance to ensure consistency in action as one; (2) Developing a clear position on the respective roles of government and civil society in delivering to victims and perpetrators of DV, and processes to ensure accountability; (3) Focusing on the roles of frontline workers in DV policy implementation and accountability processes; and (4) Ensuring that the practical guidance available through the protocols developed by SNC PDV is implemented and exploring way that support its implementation.

8.26. While SNC PDV made successful efforts to commission research on the situational assessment regarding DV, support should be directed to participatory research at both the diagnostic level and follow-up or validation that victims’ needs are met. Participatory channels of information especially, women, victims of DV, analysis and opinion on women’s priorities, which could have served to “triangulate” government information (which is often affected by constraints such as frequent staff changes or newly established institutions) and ensure the accuracy of the analysis should be systematically used to ensure further the relevance of interventions.

8.27. Although SNCP PDV targeted diverse groups, more efforts should have been made to reach rural women, people with disabilities and people leaving in remote areas. Future interventions need to take into consideration the different dynamics and lifestyles of people in these categories and customize prevention and protection interventions in a way that makes it relevant to their experiences and challenges.

Effectiveness

8.28. There is a need in the short-term to ensure that capacity building work is effectively monitored and evaluated. This should include follow-up with beneficiaries to assess the effectiveness and utilization of skills and to provide further support where required. To do this, UN should develop a tracking and follow-up mechanism, in order to properly measure what participants in workshops are doing and learning, and how they use the knowledge to bring positive changes in their respective working environments. To maintain reasonable costs of such an endeavour reasonable, tracking could be carried out with a representative sample of participants in selected activities.

8.29. A realistic plan for future financial resourcing by the government of FYR Macedonia for both ministerial and municipal services related to DV needs to be more clearly agreed, and the decentralisation of funding needs to be further promoted, so that the realistic sustainability of
the interventions being promoted can be ensured. All line ministries should show within their overall action plans how they will work on DV, and the budget that will support this.

8.30. UN Agencies should consider adopting a quality assurance role for DV capacity-building both in terms of resources/materials development and workshops. This could draw in regional or international resources, to provide technical inputs to training implemented by other actors, encouraging coordination and systematic prioritization of training and promoting realistic but effective approaches to monitoring and evaluation.

8.31. Support should be sought and maintained for regional activities, organisations and networks in order to improve the sustainability of capacity activities. Exchange of experience (Croatia case was mentioned frequently) among partners may produce a coherent regional response and mobilize knowledge in the region for joint action. Such events may include bringing together high-level officials from the region’s ministries to participate in an in-depth analysis of the link between DV and gender inequality, so that these officials may better prepare their country for upcoming projects that focus on these areas.

Efficiency

8.32. Both the donor and the UN underestimated the time and energy required for the administration of a programme of the size of SNC PDV. An inception phase of at least six months, where all the structures are in place before action starts is recommended; these include planning, coordination, and reporting mechanisms and finding jointly ways to simplify those processes.

8.33. Should DV continue to be a priority area of action for the UN, specific agencies participating in a new project should set aside sufficient and necessary resources to have sufficient staff to manage components of the program. Furthermore, resources should be planned to retain the services of an independent program monitor who would be well versed and experienced in RBM. The role of this monitor would be two-fold: to coach the potential national and local partners in developing appropriate RBM tools in support of design, planning, management and reporting activities; and to monitor program and project results at the output and outcome levels.

Inter-agency and country partnership management

8.34. Although joint agency actions are clearly important in DV related action, there is varied evidence to support the internal view of results achieved delivering as one. It is, therefore, recommended that as they enter in new partnerships, all agencies focus lesson learning on this joint action in order to determine better the fit among the different agency agendas and to help in developing future DV related action. Upon entering a new joint program, UN should continue to explore opportunities for discussing coordination issues of coordination more thoroughly through, for example, agency retreats.

8.35. In the context of dwindling engagement of donors in FYR Macedonia, it is important that the UN display a full understanding of how access to these scarce resources impact the country relationship dynamics between the different actors and ultimately outreach of beneficiaries including DV victims. To ensure that UN agencies are not perceived as a competitor in accessing
resources, but a worthwhile partner UN Agencies should map the range of government, civil society, and donor partnerships that future programs on DV require and then proceed systematically to develop those partnerships assessing the most strategic relationships and sequencing their development according to opportunities and resources.

8.36. If UN Agencies embark on a new joint venture to further results achieved under SNC PDV, it is recommended that the procedures for application, reporting and communication with partners should also be harmonised across the agencies. The possibility of learning more systematically from the NGOs and other actors located in each municipality should be explored in order to increase the Programme’s understanding of local contexts in terms of culture, religious beliefs and the causes of inequality and DV.

8.37. UN Agencies should allow more time to evaluate extensive programmes like SNC PDV. In order for the conclusions and recommendations to remain valid for future programme design and implementation, resources, including time, should be proportionate to the extent of the programmatic intervention evaluated and consider better planning in full awareness of current developments when such exercises are taken.
Annex 1: Terms of Reference for the Evaluation Team

International Consultant

Brand : UNDP
Practice Area : Women’s Empowerment
Application Deadline : 20 March 2012
Type of Contract: Individual Contract
Post Type and Level: International Consultant
Expected Duration of Assignment: Estimated 20 working days in the period of April 2012

Background:

UN Joint Programme "Strengthening National Capacities to prevent Domestic Violence"

In the last five years, the Government of FYR Macedonia has increased its efforts in combating and preventing the phenomenon of domestic violence in the country. Changes in the legislative framework have been made to adequately address the issue and improve the protective and preventive measures. Besides amendments of laws, the National Strategy for Protection against Domestic Violence (2008-2011) has been adopted in 2008.


The Programme aims at supporting the Government and the civil society sector in improving the inter and intra sectoral coordination and strengthening the mechanisms for prevention of violence and provision of adequate victim support services.

The UN Domestic Violence programme funded by the Government of Netherlands and the Multi-Donor Trust Fund is consisted of two complementary projects which are being implemented since 2008. National Counterparts involved in the implementation of the programme at both national
and local level are: Ministry of Labour Social Policy, Ministry Of Interior, Ministry of Education and Science, Ministry of Justice, Ministry of Health, Local Self Government Units and Civil Society Organizations (CSO’s).

The Strengthening National Capacities to Prevent Domestic Violence Programme aims at achieving three outcomes on joint project level:

- **Outcome 1:** Efficient policy-making and improved policy-implementation accountability of all relevant national stakeholders
- **Outcome 2:** Extensive and comprehensive protection and support to the victims of domestic violence.
- **Outcome 3:** Enhanced public awareness and reduced incidence of domestic violence.

The above outcomes are aiming to achieve the following outputs:

- National Coordination Body effectively coordinates policy making and implementation of the National Strategy for protection against domestic violence and other relevant national strategies
- National unified data collection system for monitoring incidence and trends of domestic violence established
- Standardized national protection system for the victims of domestic violence established
- Programmes for economic empowerment and reintegration of victims of domestic violence established.
- Community outreach behavior change programmes targeting most at risk communities and public education campaigns implemented
- Domestic violence integrated into the school/university curriculum

In order to evaluate the overall progress, relevance, efficiency and effectiveness of the UN Domestic Violence Programme “Strengthening National Capacities to Prevent Domestic Violence 2008- 2012”, an independent final evaluation of the UN Domestic Violence projects will be performed by a team of one International and one National Consultants.

**EVALUATION SCOPE AND OBJECTIVES**
The evaluation shall focus on the overall progress towards achieving the three project outcomes, their relevance and the efficiency and effectiveness in the implementation of the UN Domestic Violence Programme.

The findings of the evaluation will be used by the Government, the UN agencies and other international development partners to better understand the effectiveness of undertaken approaches and activities to achieve the desired changes in behaviour or institutional performance.

In addition, the evaluation will lead to a better understanding to what extent changes towards the outcomes were influenced by the “Strengthening National Capacities to Prevent Domestic Violence”, if the outputs have been delivered in time and in good quality and if the SNC PDV has offered an effective modality to deliver the outputs. In that respect, the findings will be used by the Government and UN agencies to better plan the strategy, implementation modality and
management of future similar interventions.

Evaluation will have a forward looking goal i.e. to feed evidences into Government’s ongoing efforts for designing the next wave of strategic interventions in the area of domestic violence.

When evaluating the progress, a comparison will be made between a status quo scenario and the situation in the country prior to the start of the domestic violence programme interventions in 2008 until planned project closure in 2012.

**Description of Responsibilities:**

**Evaluation Questions:**

Under the guidance of programme officer of the Social Inclusion practice and the daily supervision of the Project Manager of the domestic violence project and in coordination with the Chief Technical Advisor (other UN Agencies will also be acquainted and involved in the process of development of the new Strategy by information sharing, briefings, inputs provision and other), the International Consultant is expected to carry out the evaluation and to provide answers to six questions based on in-depth, objective and credible evidence.

- Questions 1 – 3 refer to the extent of the country’s progress in the area of domestic violence that corresponds with some of the three outcomes foreseen in the Joint project.
- Question 4 refers to the extent that the UN Domestic Violence programme has contributed to progress towards the three project outcomes?
- Question 5 focuses on the timeliness and the quality of delivery of project outputs.
- Question 6 asks if the modality of joint delivery of the outputs by 5 UN agencies has been the most effective mechanism.

More precisely the evaluator is expected to give answers on the following questions:

- Is policy-making and implementation on domestic violence now more efficient then before 2008 (outcome 1)?
- Are victims of domestic violence now better protected and supported than before 2008? (Outcome 2)?
- Is the Macedonian public now more aware of domestic violence than before 2008? (Outcome 3)
- What factors have contributed to achieving or not achieving intended outcomes? To what extent has the UN Domestic Violence programme positively contributed to progress towards the outcomes?
- Has the UN Domestic Violence programme so far delivered outputs in time and good quality?

**Question 1: Is policy-making and implementation on domestic violence now more efficient then before 2008?**

Suggested methodology:
• Analysis of the quality of the two assessments on the National Legislation and required changes through Council of Europe (CAHVIO) Convention.
• Semi-structured interviews with key representatives of National Coordination Body (representatives from the Ministry of Labour and Social Policy, Ministry of Justice, Ministry of Interior, Ministry of Science and Education, Ministry of Health and relevant NGO’s).
• Semi-structured interviews with academics, political observers, members of the Parliament and key NGO representatives with a detailed knowledge of policy-making on DV issues in Macedonia.
• Analysis of the national data-collection system for monitoring incidence and trends of domestic violence; semi-structured interviews with National Coordination Body (NCB) to assess the extent NCB members do (or will) make use of the data; the interviews shall also be conducted with the relevant Ministries (Ministry of Health, Ministry of Education and Science, Ministry of Interior, Ministry of Justice and Ministry of Labour and Social Policy) -analytical departments/units.
• Analysis of information provided through the outcome level indicators in the domestic violence results matrix for outcome 1.

Question 2: Are victims of domestic violence now better protected and supported than before 2009?

• Desk review and analysis (during the desk review/desk analysis the consultant will review all relevant documents on which the project is based and documents prepared within the project) of the quality of five sectoral and the umbrella protocol for victims of domestic violence
• Small sample survey of domestic violence cases in 2011 to assess the extent protocols on DV are actually followed (if data not already collected through “Strengthening National Capacities to Prevent Domestic Violence 2008-2012” M&E mechanism)
• Semi-structured interviews with randomly selected victims of domestic violence involved in the economic empowerment programme
• Analysis of information provided through outcome indicators in the domestic violence results matrix for outcome

Question 3: Is the Macedonian public now more aware of domestic violence than before 2009?

• Selection of 2 key print media (1 x political newspaper, 1 x boulevard newspaper) for which copies/clippings are available for 2008; quantitative and qualitative comparison of reporting on domestic violence between 2008 and 2011 for randomly selected months.
• Analysis of information provided through outcome indicators in the domestic violence results matrix for outcome 3

Question 4: What factors have contributed to achieving or not achieving intended outcomes? To what extent has the UN Domestic Violence Programme positively contributed to progress towards the outcomes?
Semi-structured interviews with key informants to assess the extent progress toward the output can be attributed to “Strengthening National Capacities to Prevent Domestic Violence” interventions

Question 5: Has the UN Domestic Violence programme so far delivered outputs in time and good quality?

- Comparison of project documents and Annual Work Plans with actual deliverables.
- Analysis of information provided through output indicators in the domestic violence results matrix.

METHODOLOGY

The performance of the outcome evaluation shall entail a combination of comprehensive desk review and analysis of available documents, consultations with key programme and project personnel, national partners, institutions, civil society organizations, international organizations, donors, etc. in addition meetings with the National Coordination Body members will be organized.

The evaluation shall embrace the following stages:

- A comprehensive desk review of relevant background documents to extract the information and the key result, issues and lessons learned (National Action Plan for implementing the National Strategy for prevention of domestic violence, programe documents, project documents, country programe reports, Results oriented annual report documents, workshop reports, mission reports etc).
- Data gathering could be facilitated by existing data from UN joint project database.
- Interviews with key stakeholders shall be performed (a suggested list of key institutions to be visited and people to be interviewed is provided in Annex 2). If necessary additional institutions and/or individuals shall be identified in course of the assignment in order to validate the findings coming out of the desk reviews and feedback from the interviewees.

Monitoring reports and baseline information shall be shared in advance.

DELIVERABLES:
The evaluator shall be accountable for producing, at minimum the following key evaluation products:

Inception report— an inception report should be prepared by the international consultant in support of the national evaluator before going into the full fledged evaluation exercise. It should detail the evaluators understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables. The inception report provides UN Agencies, the national counterparts and the evaluator with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.
Draft evaluation report - UN Agencies and key stakeholders in the evaluation review the draft evaluation report to ensure that the evaluation credibly answers the evaluation questions and meets the required quality criteria.

Final evaluation report - the core of the undertaken analysis within the final evaluation report - approximately 15 pages shall represent an analytical and practical report detailing key findings, lessons learned and best practices as well as clear forward looking recommendations on aforementioned areas and aspects. In addition the report shall contain a short executive summary outlining the key findings and conclusions as well as the most important recommendations. Findings from the evaluation will be used to design future preventive measures in domestic violence area by the Government and/or UN, and will be shared with all relevant and active institutions in Domestic Violence sphere.

Evaluation brief or other form of a knowledge product that can be shared with the development community.

The quality of both reports should meet the standards set by UNDP, i.e. it should be consolidated in close consultation with UNDP and national stakeholders ensuring its consistency both in substance and style/form.

The draft and final reports shall be prepared in English.

IMPLEMENTATION ARRANGEMENTS

The Outcome evaluation shall be carried out by a team of International Consultant (Team Leader) and a National Consultant (Team Member). UNDP on behalf of the Administrative Agent of the Programme shall be responsible to hire the national consultant. The International consultant shall take lead in the assignment in terms of preparing the inception report, methodology, and questionnaires, while the National consultant will be responsible for assisting and supporting the evaluation in its entity. The international evaluator acts as team leader and is ultimately responsible for the quality and timely delivery of agreed evaluation products.

The national consultant prepares for the consultation on the ground by conducting semi-structured interviews, a small sample survey and collecting and analyzing press clippings. Initially, the international consultant refines the evaluation approach and guides the national evaluator remotely. Afterwards, the international consultant reviews and refines the findings of the national consultant in Skopje, conducts additional semi-structured interviews and drafts the evaluation report in close collaboration with the national consultant.

In addition, the work of the consultants will be assisted by the Project Team, designated representatives of the national counterparts’ involved in the implementation of the UN Joint Project on prevention of Domestic Violence and UN implementing Agencies focal points. They shall be part of the support team that will provide data about the national context and shall ensure accurate provision of data needed for the execution of the evaluation.

Main national counterparts, include: the Ministry of Labour and Social Policy (MLSP), Ministry of Justice, Ministry of Health, Ministry of Education and Science, Ministry of Interior, Relevant
NGO’s, etc.

Competencies:
- Demonstrated ability and willingness to work as a member of a team, with people of different cultural, ethnic and religious background, different gender, and diverse political views
- Excellent communication and organization skills;
- Proven analytical, communication and advocacy skills, and ability to work in an environment requiring liaison and collaboration with multiple actors including government representatives, donors and other stakeholders
- Computer literacy;

Qualifications:

Education:
- MA in social sciences, human rights or gender based related fields. Advanced degree (PhD) in the related field will be considered as an asset
- Strong understanding of and expertise in domestic violence, economic empowerment of women victims of domestic violence, social inclusion and related policies, programme and/or instruments in the area of policies and strategies on the active labour market
- Thorough knowledge of evaluation approaches and methods; strong analytical capacity in terms of assessment and data review.

Experience:

- A track record during the last five years of at least five evaluations of high scale programmes linked to domestic violence, social inclusion programmes and/or economic empowerment programmes for women. Please provide specific information for each of the evaluations assignments such as brief project description, implementing agency, donor, country of implementation, year the assignment has taken place etc. Evaluations in the related field, which have been conducted in the Balkans will be considered as an asset.
- Experience in Multi-dimensional expertise in social sector, and human rights, particularly dealing with violence, social protection.
- Proven records of working/collaborating with the Government sectors in assisting/supporting drafting policy recommendations/ policy reports.
- Experience in jobs requiring ability to absorb, analyze and synthesize large amounts of complex information within tight deadlines.
- Experience in working with UN and other International Organizations and Donors in the area of research;

Language:

- Language proficiency in both written and oral English. Knowledge of languages of the region will be an asset.
- International consultant, that agrees to undertake the role of evaluator is demanded to state his/her independence from any organizations that have been involved in designing,
executing or advising any aspect of the intervention that is the subject of the evaluation.

APPLICATION PROCEDURE
The Consultant is expected to provide the following:
1) CV of the Consultant/United Nations Personnel History form (P-11)
2) Financial offer – specifying a total lump sum in USD for the deliverables specified in the TOR. The financial offer shall include a breakdown of this lump sum amount (number of anticipated working days, travel, per diems and any other possible costs).
3) Reference list of similar work/projects and contact details of the clients.

EVALUATION OF OFFERS
Consultants will be evaluated based on the best value for money principle. When using this weighted scoring method, the award of the contract will be made to the consultant whose offer has been evaluated and determined as:
a) responsive/compliant/acceptable (scored at least 70% of technical criteria) and 
b) Having received the highest score out of a pre-determined set of weighted technical (70%) and financial (30%) criteria specific to the solicitation.

Only the highest ranked candidates who would be found qualified for the job will be considered for the Financial Evaluation.

The evaluation of applications will be based on desk review and interview of the technically responsive offers.

Technical Criteria - 70% of total evaluation (technical proposal evaluation form) valuation Form – max. 70 points:

· Criteria A – max points: 10

MA in social science, human rights or gender based related fields. Advanced degree (PhD) in the related field will be considered as an asset

· Criteria B - max points: 10

A track record during the last five years of at least five evaluations of high scale programmes linked to domestic violence, social inclusion programmes and/or economic empowerment programmes for women. Please provide specific information for each of the evaluations assignments such as brief project description, implementing agency, donor, country of implementation, year the assignment has taken place etc. Evaluations in the related field, which have been conducted in the Balkans will be considered as an asset.

· Criteria C - max points: 20

Strong understanding of and expertise in domestic violence, economic empowerment of women victims of domestic violence, social inclusion and related policies, programme and/or instruments in the area of policies and strategies on the active labour market
· Criteria D - max points: 20

Thorough knowledge of evaluation approaches and methods; strong analytical capacity in terms of assessment and data review

· Criteria E – max points: 10

Experience in working with UN and other International Organizations and Donors in the area of research;

Financial Criteria - 30% of total evaluation

EVALUATION ETHICS
This ToR includes an explicit statement that evaluations will be conducted in accordance with the principles outlined in the UN Evaluation Group “Ethical Guidelines for Evaluation” (UNEG, “Ethical Guidelines for Evaluation”, June 2008. Available at http://www.uneval.org/search/index.jsp?q=ethical+guidelines). Therefore, the evaluator must sign statement assuring the use of evaluation ethics and procedures to safeguard the rights and confidentiality of information providers. The statements shall include examples of the measures to be used to ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly permissions needed to interview or obtain information; provisions to collect and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

DURATION AND TIMEFRAME OF THE ASSIGNMENT
The duration of this assignment is estimated at 20 working days within the period of April 2012. The consultant is expected to finalize her/his mission by the end of April 2012.

• Desk review of key documentation (home-based) 3 working days
• Refinement of the evaluation methodology; guidance of the national consultant while conducting semi-structured interviews, a small sample survey of DV cases and the analysis of press clippings (home-based) 3 working days
• Data and information analysis of findings and additional semi-structured interviews (Skopje) 10 working days
• Drafting of evaluation report 4 working days
• TOTAL: 20 working days

PAYMENT SCHEDULE
The payment (lump sum) will be done in four instalments:
- 20% upon the completion of deliverable 1 (inception report);
- 30% upon the completion of deliverable 2 (Draft evaluation report);
- 40% upon completion of deliverable 3 (Final evaluation report); and
- 10% upon the completion of deliverable 4 (Evaluation brief)

Important: International consultants applying for this consultancy shall submit Lump sum financial offer which shall include travel related cost (ticket and terminals), DSA and all other expenses during his/her mission to Skopje. Please provide detailed budget breakdown of the financial offer presenting all above mentioned categories.
Background

Project: UN JP "Strengthening National Capacities to prevent Domestic Violence"). In the last five years, the Government of FYR Macedonia has increased its efforts in combating and preventing the phenomenon of domestic violence in the country. Changes in the legislative framework have been made to adequately address the issue and improve the protective and preventive measures. Besides amendments of laws, the National Strategy for Protection against Domestic Violence (2008-2011) has been adopted in 2008.


The Programme aims at supporting the Government and the civil society sector in improving the inter and intra sectoral coordination and strengthening the mechanisms for prevention of violence and provision of adequate victim support services.

The UN Domestic Violence programme funded by the Government of Netherlands and the Multi-Donor Trust Fund is consisted of two complementary projects which are being implemented since 2008. National Counterparts involved in the implementation of the programme at both national and local level are: Ministry of Labour Social Policy, Ministry Of Interior, Ministry of Education and Science, Ministry of Justice, Ministry of Health, Local Self Government Units and Civil Society Organizations (CSO’s).

The Strengthening National Capacities to Prevent Domestic Violence (SNC PDV) Programme aims at achieving three outcomes on joint project level:

• Outcome 1: Efficient policy-making and improved policy-implementation accountability of all relevant national stakeholders;
• Outcome 2: Extensive and comprehensive protection and support to the victims of domestic
violence; and
• Outcome 3: Enhanced public awareness and reduced incidence of domestic violence

The above outcomes are aiming to achieve the following outputs:
1. National Coordination Body effectively coordinates policy making and implementation of the National Strategy for protection against domestic violence and other relevant national strategies;
2. National unified data collection system for monitoring incidence and trends of domestic violence established;
3. Standardized national protection system for the victims of domestic violence established;
4. Programmes for economic empowerment and reintegration of victims of domestic violence established
5. Community outreach behavior change programmes targeting most at risk communities and public education campaigns implemented;
6. Domestic violence integrated into the school/university curriculum;

In order to evaluate the overall progress, relevance, efficiency and effectiveness of the UN Domestic Violence Programme “Strengthening National Capacities to Prevent Domestic Violence 2008-2012”, an independent final evaluation of the UN Joint Programme will be performed by a team of one International and one National Consultants.

OBJECTIVES
The evaluation shall focus on the overall progress, relevance, efficiency and effectiveness of the UN Domestic Violence Programme as of 2008 until 2012. Primarily, findings will feed evidences into Government’s ongoing efforts for designing the next wave of strategic interventions in the area of domestic violence. The evaluation shall assess the progress being made under the Domestic Violence programme towards achieving the three project outcomes. The findings of the evaluation will be used by the Government, the UN agencies and other international development partners to better understand the effectiveness of the undertaken approaches and activities to achieve the desired changes in behaviour or institutional performance.
In addition, the evaluation will lead to a better understanding to what extent changes towards the outcomes were influenced by the Domestic Violence programme, if the outputs have been delivered in time and in good quality and if the Domestic Violence programme has offered an effective modality to deliver the outputs. In that respect, the findings will be used by the UN agencies to better plan the strategy, implementation modality and management of future similar interventions.
The action will aim to evaluate progress towards the project outcomes, a comparison will be made between a status quo scenario and the situation in the country prior to the start of the „Strengthening National Capacities to Prevent Domestic Violence„ interventions in 2008 until planned project closure in 2012.

Duties and Responsibilities
Under the guidance of programme officer of the SI practice and the daily supervision of the Project Manager of the domestic violence project and in coordination with the Chief Technical Advisor (other UN Agencies will also be acquainted and involved in the process of development
of the new Strategy by information sharing, briefings, inputs provision and other), the national Consultant is expected to support the international consultant in conduction of the analysis and to provide support in answering the six questions based on in-depth, objective and credible evidence.

Questions 1 – 3 refer to the extent of the country progress in the area of domestic violence that corresponds with some of the three outcomes foreseen in the Joint project.

Question 4 refers to the extent that the UN Domestic Violence programme has contributed to progress towards the three project outcomes?

Question 5 focuses on the timeliness and the quality of delivery of project outputs.

Question 6 asks if the modality of joint delivery of the outputs by 5 UN agencies has been the most effective mechanism.

More precisely the evaluator is expected to give answers on the following questions:

1. Is policy-making and implementation on domestic violence now more efficient than before 2008 (outcome 1)?
2. Are victims of domestic violence now better protected and supported than before 2008? (Outcome 2)?
3. Is the Macedonian public now more aware of domestic violence than before 2008? (Outcome 3)
4. What factors have contributed to achieving or not achieving intended outcomes? To what extent has the Domestic Violence programme positively contributed to progress towards the outcomes?
5. Has the Domestic Violence programme so far delivered outputs in time and good quality?

**Question 1: Is policy-making and implementation on domestic violence now more efficient then before 2008?**

Suggested methodology:
- Analysis of the quality of the two assessments on the National Legislation and required changes through Council of Europe (CAHVIO) Convention.
- Semi-structured interviews with key representatives of National Coordination Body (representatives from the Ministry of Labour and Social Policy, Ministry of Justice, Ministry of Interior, Ministry of Science and Education, Ministry of Health and relevant NGO’s).
- Semi-structured interviews with academics, political observers, members of the Parliament and key NGO representatives with a detailed knowledge of policy-making on domestic violence issues in Macedonia.
- Analysis of the national data-collection system for monitoring incidence and trends of domestic violence; semi-structured interviews with National Coordination Body (NCB) to assess the extent NCB members do (or will) make use of the data; the interviews shall also be conducted with the relevant Ministries (Ministry of Health, Ministry of Education and Science, Ministry of Interior, Ministry of Justice and Ministry of Labour and Social Policy)’ statistical/analytical departments/unites.
- Analysis of information provided through the outcome level indicators in the domestic violence results matrix for outcome 1.

**Question 2: Are victims of domestic violence now better protected and supported than before 2009?**

Suggested methodology:
• Desk review and analysis (during the desk review/desk analysis the consultant will review all relevant documents on which the project is based and documents prepared within the project) of the quality of five sectoral and the umbrella protocol for victims of domestic violence
• Small sample survey of domestic violence cases in 2011 to assess the extent protocols on domestic violence are actually followed (if data not already collected through the domestic violence programme M&E mechanism)
• Semi-structured interviews with randomly selected victims of domestic violence involved in the economic empowerment programme
• Analysis of information provided through outcome indicators in the domestic violence results matrix for outcome 2

**Question 3: Is the Macedonian public now more aware of domestic violence than before 2009?**
• Selection of 2 key print media (1 x political newspaper, 1 x boulevard newspaper) for which copies/clippings are available for 2008; quantitative and qualitative comparison of reporting on domestic violence between 2008 and 2011 for randomly selected months;
• Analysis of information provided through outcome indicators in the domestic violence results matrix for outcome 3

**Question 4: What factors have contributed to achieving or not achieving intended outcomes? To what extent has UN Domestic Violence Programme positively contributed to progress towards the outcomes?**
• Semi-structured interviews with key informants to assess the extent progress toward the output can be attributed to the domestic violence programme interventions

**Question 5: Has UN Domestic Violence programme so far delivered outputs in time and good quality?**
• Comparison of project documents and Annual Work Plans with actual deliverables
• Analysis of information provided through output indicators in the domestic violence results matrix

**METHODOLOGY**
The execution of the outcome evaluation shall entail a combination of comprehensive desk review and analysis of available documents, consultations with key programme and project personnel, national partners, institutions etc. in addition meetings with the national coordination body members will be organized.
The evaluation shall embrace the following stages:
- A comprehensive desk review of relevant background documents to extract the information and extract the key result, issues and lessons learned (National Action Plan for implementing the National Strategy for prevention of domestic violence, programe documents, project documents, country programe reports, Results oriented annual report documents, workshop reports, mission reports etc);
- Data gathering could be facilitated by existing data from UN joint project database;
- Interview with key stakeholders shall be preformed, if necessary additional institutions and/or individuals shall be identified in course of the assignment in order to validate the findings coming out of the desk reviews and feedback from the interviewees.
Monitoring reports and baseline information shall be shared in advance.
DELIVERABLES
The national consultant will give full support to the international in producing, at minimum the following key evaluation products:

1. Inception report—an inception report should be prepared by the international consultant in support of the national evaluator before going into the full fledged evaluation exercise. It should detail the evaluators understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables. The inception report provides UN Agencies, the national counterparts and the evaluator with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.

2. Draft evaluation report - UN Agencies and key stakeholders in the evaluation review the draft evaluation report to ensure that the evaluation credibly answers the evaluation questions and meets the required quality criteria.

3. Final evaluation report - the core of the undertaken analysis within the final evaluation report approximately 15 pages shall represent an analytical and practice – oriented report detailing key findings, lessons learned and best practices as well as clear forward looking recommendations on aforementioned areas and aspects. In addition the report shall contain a short executive summary outlining the key findings and conclusions as well as the most important recommendations. Findings from the evaluation will be used to design future preventive measures in domestic violence area by the Government and/or UN, and will be shared with all relevant and active institutions in Domestic Violence sphere.

4. Evaluation brief or other form of a knowledge product that can be shared with the development community.

The quality of the report should meet the standards set by UNDP, i.e. it should be consolidated in close consultation with UNDP and national stakeholders ensuring its consistency both in substance and style/form.

The draft and final reports shall be prepared in English.

Implementation Agreement
The Outcome evaluation shall be carried out by a team of International Consultant (Team Leader) and a National Consultant (Team Member). UNDP on behalf of the Administrative Agent of the Programme shall be responsible to hire the national consultant. The International consultant shall take lead in the assignment in terms of preparing the inception report, methodology, and questionnaires, while the National consultant will be responsible for assisting and supporting the evaluation in its entity. The international evaluator acts as team leader and is ultimately responsible for the quality and timely delivery of agreed evaluation products.

The national consultant prepares for the consultation on the ground by conducting semi-structured interviews, a small sample survey and collecting and analyzing press clippings. Initially, the international consultant refines the evaluation approach and guides the national evaluator remotely. Afterwards, the international consultant reviews and refines the findings of the national consultant in Skopje, conducts additional semi-structured interviews and drafts the evaluation report in close collaboration with the national consultant.

In addition, the work of the consultants will be assisted by the Project Team, designated representatives of the national counterparts’ involved in the implementation of the UN Joint Project on prevention of Domestic Violence and UN Agencies focal points. They shall be part of
the support team that will provide data about the national context and shall ensure accurate provision of data needed for the execution of the evaluation. Main national counterparts, include: the Ministry of Labour and Social Policy (MLSP), Ministry of Justice, Ministry of Health, Ministry of Education and Science, Ministry of Interior, Relevant NGO’s, etc.

**DURATION OF ASSIGNMENT**
The duration of this assignment is estimated at 30 working days within the period of February – March 2012. The consultant is expected to finalize her/his mission by the end of March 2012. Preparation of data and information related to UN Domestic Violence programme; update of indicator data (if required) 5 working days
Semi-structured interviews 10 working days
Small sample survey of domestic violence cases 5 working days
Collect and analyze press clippings 5 working days
Support the international consultant in preparation of the final evaluation report 5 working days

**TOTAL: 30 working days**

**PAYMENT SCHEDULE**
The payment (lump sum) will be done in four instalments:
- 20% upon the completion of deliverable 1 (inception report);
- 30% upon the completion of deliverable 2 (Draft evaluation report);
- 40% upon completion of deliverable 3 (Final evaluation report); and
- 10% upon the completion of deliverable 4 (Evaluation brief).

**Competencies**
- Demonstrated ability and willingness to work as a member of a team, with people of different cultural, ethnic and religious background, different gender, and diverse political views;
- Proven experience in an environment requiring liaison and collaboration with multiple actors including government representatives, donors and other stakeholders
- Excellent communication and organization skills;
- Computer literacy;

**Required Skills and Experience**

- **Academic Qualifications:**
  - BA in social sciences, human rights or gender based related fields. an advanced degree (MA) in a related field is an additional asset,
  - Good understanding of domestic violence, economic empowerment of women victims of domestic violence, social inclusion and related policies, programme and/or instruments in the area of policies and strategies on the active labour market
  - Strong analytical capacity and ability to organize and interpret data and information

- **Professional Experience:**
  - A track record of at least five (3) years’ experience evaluating programmes linked to social inclusion programmes and economic empowerment programmes, knowledge in DV will be considered as an asset
  - Proven experience with evaluation or social science methodologies (semi-structured interviews, small sample surveys, data collection and analysis)
  - Experience in jobs requiring ability to absorb, analyze and synthesize large amounts of complex information within tight deadlines
  - Experience in working with UN and other International Organizations and Donors in the area
of research;

**Language Requirements:**
- Ability and track record to translate texts from written English into Macedonian and vice versa.

**APPLICATION PROCEDURE**
The Consultant is expected to provide the following:
1) CV of the Consultant or United Nations Personnel History form (P-11)
2) Financial offer – specifying a total lump sum in USD for the deliverables specified in the TOR. The financial offer shall include a breakdown of this lump sum amount (number of anticipated working days, travel, per diems and any other possible costs).
3) Reference list of similar work/projects and contact details of the clients.

**EVALUATION ETHICS**
This ToR includes an explicit statement that evaluations will be conducted in accordance with the principles outlined in the UN Evaluation Group “Ethical Guidelines for Evaluation” (UNEG, ‘Ethical Guidelines for Evaluation’, June 2008. Available at [http://www.uneval.org/search/index.jsp?q=ethical+guidelines](http://www.uneval.org/search/index.jsp?q=ethical+guidelines)). Therefore, the evaluator must sign statement assuring the use of evaluation ethics and procedures to safeguard the rights and confidentiality of information providers. The statements shall include examples of the measures to be used to ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly permissions needed to interview or obtain information; provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

**EVALUATION OF OFFERS**
Consultants will be evaluated based on the Cumulative analysis methodology. When using this weighted scoring method, the award of the contract will be made to the consultant whose offer has been evaluated and determined as:

a) responsive/compliant/acceptable (scored at least 70% of technical criteria) and
b) Having received the highest score out of a pre-determined set of weighted technical (70%) and financial (30%) criteria specific to the solicitation.

Only the highest ranked candidates who would be found qualified for the job will be considered for the Financial Evaluation.

The evaluation of applications will be based on desk review and interview of the technically responsive offers.

**Technical Criteria - 70% of total evaluation (technical proposal evaluation form) valuation Form – max. 70 points:**
- Criteria A – max points: 10
  - BA in social sciences, human rights or gender based related fields. An advanced degree (MA) in a related field is an additional asset
- Criteria B - max points: 20
  - A track record of at least five (3) years’ experience evaluating programmes linked to social inclusion programmes and economic empowerment programmes, knowledge in DV will be considered as an asset
- Criteria C - max points: 15
  - Good understanding of domestic violence, economic empowerment of women victims of
domestic violence, social inclusion and related policies programme and/or instruments in the area of policies and strategies on the active labour market

• Criteria D - max points: 15
Proven experience with evaluation or social science methodologies (semi-structured interviews, small sample surveys, data collection and analysis

• Criteria E – max points: 10
Ability and track record to translate texts from written English into Macedonian and vice versa

Financial Criteria - 30% of total evaluation

**UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.**
Annex 2: SNC PDV Program Logic Model

<table>
<thead>
<tr>
<th>Goal, Purpose and Results</th>
<th>Performance Indicators</th>
<th>Information Sources</th>
<th>External Factors</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Goal of SNC PDV</strong></td>
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</table>
| To support the Government of FYR Macedonia and the civil society sector in improving the inter- and intra-sectoral coordination and strengthening the mechanisms for prevention of violence and provision of adequate victim support services. | ● Internal ongoing evaluation reports  
● Progress reports | ● Political, social and economic stability in the country to allow for smooth implementation of the program;  
● Commitment of FYR Macedonia to the objectives of the program |                     |
| **Purpose of SNC PDV**    |                         |                     |                 |
| To deliver the SNC PDV Program | ● Challenges as a basis to implement the program and capacities used to do so | ● FYR Macedonia believes that the results delivered from the program are sustainable. |         |
| **Outcome Results**       |                         |                     |                 |
| OUTCOME 1: Efficient policy-making and improved policy implementation accountability of all relevant national stakeholders | Nr. of assessments of National Legislation and required changes through CAHVIO Convention presented by the Ministry of Justice before the Macedonian Parliament (2008: 0, 06/2011: 1, 06/2012: 2) | Minutes and publications of the Parliament of Macedonia | ● The changes created by the SNC PDV Program (per priority area) are having increased attention from the FYR Macedonia  
● Stakeholders take fully into account the view of direct beneficiaries. |
|                           | No. of laws and by-laws related | Annual assessment of new laws |                 |

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1 The Program Logic Model has been derived from the revised and improved Monitoring and Evaluation Framework developed by Thomas Winderl in June 2011. The Evaluation Team described external factors as critical for the implementation of the program.

2 Ad Hoc Committee on Preventing Violence against Women
<table>
<thead>
<tr>
<th><strong>Goal, Purpose and Results</strong></th>
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<th><strong>Information Sources</strong></th>
<th><strong>External Factors</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>to DV which are brought in line with the CAHVIO³ Convention by Parliament (2008: 0, 2015: 2⁴)</td>
<td>Progress towards a new national DV strategy 2012-2015⁵ (2010: 0 points, 2011: 4 points; 03/2012: 6 points)</td>
<td>2012-2015 DV strategy document (draft and final)</td>
<td>• Beneficiary institutions are fully involved.</td>
</tr>
<tr>
<td>% of 33 NCB members that they made at least one DV-related intervention per half year based on the DV data of the Institute of Social Affairs (2008: n/a⁶, 06/2011: n/a⁷, 2012: 10%)</td>
<td></td>
<td>Bi-annual telephone survey conducted by DV data analysis at the Institute of Social Affairs to collect credible evidence of actions taken</td>
<td></td>
</tr>
<tr>
<td>OUTCOME 2: Extensive and comprehensive protection and support to the victims of DV</td>
<td>% of reported DV cases from Ministry of Labour and Social Policy whose case fully followed protocols per year <em>(baseline and target to be established after first annual sample survey by 12/2012)</em></td>
<td>Annual sample survey based on 5% randomly selected DV cases initially conducted by a mix team with representative from ISA, MLSP and UNDP</td>
<td></td>
</tr>
<tr>
<td>First mechanism for economic empowerment of women</td>
<td>Government Operational Plan for Active Labour Market</td>
<td></td>
<td></td>
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</tbody>
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³ Ad Hoc Committee on Preventing Violence against Women
⁴ in the area of a) criminal law, b) civil procedural law, or c) family law
⁵ Scale from 0 to 6: a) National Coordination Body (NCB) identifies areas for improvements in the new 2012-2015 strategy: 1 point b) draft and final version of the Strategy prepared: 2 points c) new 2012-2015 Strategy endorsed by the National Coordination Body: 1 point e) Annual Action Plan for 2012 prepared and endorsed by NCB: 2 points
⁶ data collection centre of the Institute of Social Affairs not functional
⁷ data collection centre of the Institute of Social Affairs not functional
<table>
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<tbody>
<tr>
<td></td>
<td>All Civil Society Organizations that provide legal aid to victims of DV operate on mandatory standards set by the National Coordination Body (2009: no, 05/2011: no, 12/2012: yes)</td>
<td>Official NCB communication to legal aid providers</td>
<td></td>
</tr>
<tr>
<td></td>
<td>% of victims of DV involved in the economic empowerment programme that are employed (2009: n/a, 05/2011: 25%, 2012: 50%)</td>
<td>Vocational school reports, subsidized employed contracts, Central register decisions for small-business registration</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Nr. of perpetrators referred by courts to pilot psycho-social programme in Counselling Centre for Perpetrators per year (2010: 0, 2011: TBD, 2012: TBD)</td>
<td>Reports from Clinic of Psychiatry to courts</td>
<td></td>
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<tr>
<td></td>
<td>Progress towards scaling up</td>
<td>Memorandum of</td>
<td></td>
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</table>

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8 In 2010, 99 women applied for EEP and in 2011 total 115 applied the EEP. As most of the 115 women who have applied in 2011 were the same one from 2010, an average no. will be calculated: 115+99=214/2 years = 107 women who applied 2010/2011 EEP; Out of them 57 (53%) were employed.

9 will be disaggregate data by age and ethnicity for further analysis and reporting

10 As proxy indicator for changes in knowledge, attitude and behaviour among judges that refer perpetrators to the Counselling Centre for Perpetrators

11 The low number of the target refers to the fact that the indicator tracks a slow and difficult change of behaviour among judges and that the interventions by the UN are catalytic pilot initiatives

12 will be disaggregate data by age and ethnicity for further analysis and reporting
<table>
<thead>
<tr>
<th>Goal, Purpose and Results</th>
<th>Performance Indicators</th>
<th>Information Sources</th>
<th>External Factors</th>
</tr>
</thead>
<tbody>
<tr>
<td>OUTCOME 3: Increased public awareness</td>
<td>DV Counselling Centre for Children and Families(^{13}) (2009: 0 points, 05/2011: 0 points, 06/2012: 3 points)</td>
<td>Understanding with MLSP, reports of Counselling Centre to Centre for Social Work</td>
<td></td>
</tr>
</tbody>
</table>

**Performance Indicators**

- No. of media reports in print media\(^{14}\) which explicitly refer to domestic violence per year (2009\(^{15}\): 100, 2010: 90\(^{16}\), 2011: 90)
- No. of airings in TV and radio which explicitly refer to domestic violence per year (2009\(^{17}\): 2,000, 2010: 3,000\(^{18}\), 2011: 3,000)
- Monthly active users on DV Macedonia Facebook page\(^{19}\) (10/2010: 0, 12/2010: 21,910, ...)

**Information Sources**

- Press clippings of print media, electronic media and internet portals by UNFPA
- TV and radio monitoring by UNFAP
- DV Macedonia Facebook page

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\(^{13}\) Scale from 0 to 4: a) staff of DV Counselling Centre for Children and Families fully funded by government: 2 point; b) Government has operationalized at least one additional centre in another city: 1 point; c) ratio of total of referred people to people that finish programme >70%: 1 point

\(^{14}\) including electronic media and internet portals

\(^{15}\) newspapers: Daily newspapers (Vreme, Dnevnik, Utrinski vesnik and Nova Makedonija), Information Agencies (MIA and Netpress)

\(^{16}\) daily newspapers (Vreme, Dnevnik, Utrinski vesnik and Nova Makedonija), internet communication (Kirilica, Mnoogo, Tocka, zaZabava, Netpress, Era, Shqip media, On net, Kanal5, Kurir, Forum, Maxfax, EReporter and others)

\(^{17}\) TV stations: 18 regional, 6 national (4 Macedonian speaking - Sitel, Kanal 5, Telma and MTV and 2 Albanian speaking - Alsat and ERA) and 12 local TV stations (8 Macedonian speaking and 4 Albanian speaking); radio stations (Makedonsko Radio, Radio Slobodna Evropa, Radio Vat and Kanal 77)

\(^{18}\) TV stations (Kanal 5, SITEL, Telma, MRTV and 8 local TV stations, Albanian : AL-SAT – M, Era and 4 local TV stations), radio (MRTV, Antena 5, metropolis and Kanal 77)

\(^{19}\) as proxy for changing awareness among young and middle-aged population
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</thead>
<tbody>
<tr>
<td>06/2012: 25,000)</td>
<td>Ratio of female to male active users on DV Macedonia Facebook (10/2010: n.a., 12/2010: 1 to 3.5, 06/2012 to 1:3.5)</td>
<td>DV Macedonia Facebook page</td>
<td></td>
</tr>
<tr>
<td></td>
<td>% of 60 university professors that include at least a 1-hour DV module in their regular lessons per year (2009: 0, 2011: pending first survey in 12/2011, 2012: pending final survey in 06/2012)</td>
<td>WHO survey based on a random sample of 20% of trained university professors (once per year)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of cases when a nurse or doctor identifies a patient as victim of DV per year(^{20}) (2008: n/a, 2011: ?, 2012:?</td>
<td>Official format aggregated in unified data collection system of DV of Institute of Social Activities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>% of teachers who recognize positive practices(^{21}) as the most suitable response to violence in 8 targeted schools (2009: none, 5/2011: 66%, 08/2012: 76%)</td>
<td>Random surveys of participants in 8 targeted schools conducted by implementing partners</td>
<td></td>
</tr>
</tbody>
</table>

**Output Results by Priority Area**

| OUTPUT 1.1.: National Multi-Sectoral Coordination Body effectively coordinates policy | Progress towards the implementation of National Strategies on DV\(^{22}\) (2009: 0 | Training reports, NCB minutes, official NCB member list, AWPs developed | UN Agencies maintain a high level of commitment for their share of contribution and |

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\(^{20}\) as a proxy indicator for changes in awareness among medical professionals on DV  
\(^{21}\) ‘positive practices’ refers to the fact that teachers are aware of the existence of positive preventive measures and tend to use them instead of more "traditional", repressive measures (i.e. video cameras, enhanced security in schools, etc.)  
\(^{22}\) Scale from 0 to 6: a) rules of procedure for National Coordination Body (NCB) defined: 1 point, b) NCB members trained in Monitoring and Evaluation and Human Rights for at least 6 days: 1 point, c) 5 relevant Ministry has nominated 2 NCB members: 1
<table>
<thead>
<tr>
<th>Goal, Purpose and Results</th>
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</tr>
</thead>
<tbody>
<tr>
<td>making and implementation of the National Strategy for protection against DV</td>
<td>points, 05/2011: 5 points, 2012: 6 points)</td>
<td></td>
<td>reduce the turnover among their project staff.</td>
</tr>
<tr>
<td>OUTPUT 1.2.: Government capacities strengthened to design and implement DV policies and capacity building programmes</td>
<td>Coordination mechanism among key actors for implementing of all elements of supervision of parental rights in protection of the child from DV established (2009: no, 05/2011: yes, 2012: yes)</td>
<td>Policy and guidelines, documentation of modules, documentation of accountability mechanism</td>
<td></td>
</tr>
<tr>
<td>OUTPUT 1.3.: National unified data-collection system for monitoring incidence and trends of DV established</td>
<td>No. of data sources feeding into data collection centre of the Institute of Social Affairs and made available online to members of the National Coordination Body (2009: 0, 05/2011: 0, 05/2012: 4)</td>
<td>Online web platform of the Institute of Social Affairs</td>
<td></td>
</tr>
<tr>
<td>OUTPUT 2.1.: Standardized national protection system for the victims of domestic violence established</td>
<td>Umbrella and five sectoral protocols with referral mechanism endorsed by DV National Coordination Body</td>
<td>Umbrella and sectoral Protocol documents</td>
<td></td>
</tr>
</tbody>
</table>

point, d) 5 Ministries have established Annual Work Plans to implement the National Strategy, e) 5 Ministries have framework to monitor the implementation of the National Strategy, f) new National Strategy on DV drafted: 1 point

23 Ministry of Interior, Ministry of Health, Ministry of Labour and Social Policies, Courts
24 data disaggregated by sex, age, ethnicity and place of residence
<table>
<thead>
<tr>
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<tbody>
<tr>
<td></td>
<td>Progress towards piloting a Counselling Centre for Perpetrators of DV in University Clinics of Psychiatry(^{25}) (2009: 0, 05/2011: 2, 06/2012: 3) - WHO</td>
<td>Guidelines, standard and norms, programme on psychosocial treatment, training minutes, evaluation document</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Progress towards standardization of legal aid service(^{26}) (2009: 0 points, 05/2011: 3 points, 06/2012: 3 points) – UN Women</td>
<td>NGO progress reports</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of UN-supported legal aid service centres that are operational(^{27}) (2009: 0, 05/2011: 7, 2012: 11) – UN</td>
<td>Standard Project Cooperation Agreements with NGOs</td>
<td></td>
</tr>
</tbody>
</table>

\(^{25}\) Scale for 0 to 3: a) Guidelines, standard and norms on functioning of Counselling Centre adopted: 1 point, b) 14 professionals are specialized to work with perpetrators through a 4 months training: 1 point, c) evaluation of pilot model conducted: 1 point

\(^{26}\) Scale from 0 to 3: a) Standards and licencing criteria developed and piloted by seven NGO-managed legal aid service centres in 21 municipalities, b) NGO handbook on provision of legal aid services to victims of DV, c) Bar Association handbook on provision of legal aid services to victims of DV

\(^{27}\) ‘operational’ is defined as providing legal aid to victims
<table>
<thead>
<tr>
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<th>Performance Indicators</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Women</td>
<td>No. of DV victims that are provided with free of charge legal aid by UN-supported Legal Service Centres (2009: 0, 05/2011: 270, 06/2012: 500)(^{28}) – UN Women</td>
<td>Standardized Data Collection Sheets of Legal Service Centres</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of resolved cases through UN supported Legal Aid Services (2009: ?, 2011: ?, 2012: ?)</td>
<td>Legal Aid Centres’ data bases</td>
<td></td>
</tr>
<tr>
<td></td>
<td>DV Counselling Centre for Children and Families operational(^{29}) (2009: 0, 05/2011: 4, 06/2012: 4) - UNICEF</td>
<td>Counselling programme document, list of participants of training of trainers, staff employment contracts</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of clients of the Counselling Centre for Children and Families per year (2009: 0, 2011: 4, 2012: 50) - UNICEF</td>
<td>Internal files of the Counselling Centre for Children and Families</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of pilot(^{30}) child-friendly interrogation rooms based on nationally harmonized standards established within the Centres for Social Work (2009: 0, 05/2011: 2, 6/2012: 2) -</td>
<td>Centres for Social Work reports</td>
<td></td>
</tr>
</tbody>
</table>

\(^{28}\) data will be disaggregated by sex, age, ethnicity and place of residence for more detailed analysis

\(^{29}\) Scale from 0 to 4 : a) counselling program developed: 1 point, b) staff selected and trained: 1 point, c) premises refurbished: 1 point, d) operational costs of Centre covered

\(^{30}\) with highest incidences of juvenile justice cases
<table>
<thead>
<tr>
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<tbody>
<tr>
<td>OUTPUT 2.2.: Programmes for economic empowerment and reintegration of victims of DV established</td>
<td>No. of actual and potential(^{31}) women victims of DV supported(^{32}) through the Economic empowerment programme (2009: 0, 05/2011: 171(^{33}), 06/2012: 171)(^{34})</td>
<td>Regular reports by NGO who conduct training</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of private sector representatives equipped with knowledge(^{35}) as potential employers in the Economic empowerment programme (2009: 0, 05/2011: 99, 06/2012: 150)</td>
<td>NGO/ Chamber of commerce Training reports</td>
<td></td>
</tr>
<tr>
<td>OUTPUT 2.3.: Police response to cases of DV improved</td>
<td>Progress towards standardized police response in DV cases(^{36}) (2009: 0, 05/2011: 3, 08/2012: 16)</td>
<td>Round table meeting reports, draft Standard Operating Procedure</td>
<td></td>
</tr>
<tr>
<td>OUTPUT 2.4.: Free of charge legal assistance to victims of</td>
<td>Progress towards standardized legal aid for DV victims(^{37})</td>
<td>Capacity and needs assessment report, training reports;</td>
<td></td>
</tr>
</tbody>
</table>

\(^{31}\) ‘Potential victims’ refers to at-risk women who are not registered as victims in the centres for social work in order to inform and motivate them to get registered and be able to enter the programme (e.g. Roma women)

\(^{32}\) Psychosocial trainings, career building trainings, Roma DV trainings, from Idea to business trainings, and other.

\(^{33}\) 28 victims were part of the 2010 economic empowerment programme (EEP). 143 victims were trained prepare for entering 2011 EEP. 10 additional victims who did not meet the criteria were also trained.

\(^{34}\) will be disaggregate data by age and ethnicity for further analysis and reporting

\(^{35}\) DV and corporate – social responsibility training

\(^{36}\) Scale from 0 to 16: a) No. of 8 planned round-table meetings held: 1 point each, b) Standard Operation Procedure for police, judges and prosecutors for dealing with DV cases drafted: 8 points

\(^{37}\) Scale from 0 to 3: a) capacity of and needs assessment for legal aid providers: 1 point, b) 2 training modules delivered to 30 Centres of Social Work, 34 Bar association members, 17 NGOs: 1 point), c) evaluation of legal aid services conducted: 1 point
<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>DV established</td>
<td>(2009: 0 points, 05/2011: 2 points, 08/2012: 3 points)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>OUTPUT 2.5.: Improved coordination among service providers at local level in protecting victims of DV</td>
<td>MARAK inter-agency cooperation on local level for dealing with high-risk DV cases model adopted to Macedonian context (2009: no, 06/2011: yes, 08/2012: yes)</td>
<td>MARAC report</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of municipalities that plan to use(^{38}) MARAK concept of model for inter-agency cooperation on local level for dealing with high-risk DV cases (MARAC) (2009: 0, 05/2011: 6, 08/2012: 25)</td>
<td>Training reports by NGO and consultant</td>
<td></td>
</tr>
<tr>
<td>OUTPUT 2.6.: Efficiency of the judicial system to deal with DV cases improved</td>
<td>Progress towards raising the capacity of judges and prosecutors to respond to DV cases(^{39}) (2009: 0 points, 05/2011: 4 points, 08/2012: 4 points)</td>
<td>Project proposal, training package, Academy roster</td>
<td></td>
</tr>
<tr>
<td>OUTPUT 3.1.: Community outreach behaviour change program targeting most-at-risk communities and public education campaigns</td>
<td>No. of municipalities that a) are involved in DV community outreach programmes, b) have established a Local Community Body for DV, and c) have</td>
<td>Memorandum of Understanding between municipalities and NGOs, memo by mayor on formation of LCB, annual works plan</td>
<td></td>
</tr>
</tbody>
</table>

\(^{38}\) ‘plan to use’ is assessed based on positive feedback received from the municipalities to establish this body within the local preventive councils

\(^{39}\) Scale from 0 to 4: a) training methodology within Academy for Training of Judges and Prosecutors developed: 1 point, b) training package for participants developed: 1 point, c) Academy roster includes judges and prosecutors with DV expertise: 1 point, >30 judges and prosecutors trained in responding to DV cases: 1 point
<table>
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</thead>
<tbody>
<tr>
<td>implemented</td>
<td>annual work plans approved by local councils (2009: 0, 5/2011: 34, 06/2012: 34)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of behaviour change activities conducted by the NGOs(^{40}) (2008: 0, 05/2011: 2,500, 10/2011: 3,000)</td>
<td>UNFPA behaviour change activity monitoring system</td>
<td></td>
</tr>
<tr>
<td></td>
<td>% of TV viewers in Macedonia that have seen a DV TV spots per year(^ {41}) (2009: 97%, 2010: 88%, 2011: 90%)</td>
<td>Monthly People’s Meter Reports by Publicis</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of posters(^ {42}), brochures and leaflets on DV disseminated (2008: 0, 2009: 190,000, 2010: 270,000, 2011: 370,000)</td>
<td>Contracts with printing companies</td>
<td></td>
</tr>
<tr>
<td>OUTPUT 3.2.: Non-violence integrated in school/university curricula, educational policy, legislation and school practice</td>
<td>No. of health care workers of relevant associations(^ {43}) trained for two days through tailored TEACH-VIP(^ {44}) modules (2008: 0, 05/2011: 1,560, 12/2011: 2,000) - WHO</td>
<td>Technical reports of engaged experts and from medical associations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of university professors</td>
<td>Technical reports of engaged</td>
<td></td>
</tr>
</tbody>
</table>

\(^{40}\) public debates held, training courses of SOS lines volunteers, production of leaflets, open theatre pieces, work with children from kindergarten, high school clubs

\(^{41}\) seen TV spots at least once a year; TV spots in five languages; annual topics: a) ‘A real man never hits a women’ (2009), b) ‘Say no to domestic violence’ (2010)

\(^{42}\) displayed in hospitals, banks, municipality buildings, schools

\(^{43}\) Medical Associations of gynaecologist, general practitioners, emergency medical doctors and psychiatrist

\(^{44}\) Teach Violence and Injury Prevention
<table>
<thead>
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<th>Goal, Purpose and Results</th>
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</thead>
<tbody>
<tr>
<td>from 7 relevant training institutions(^{45}) that have the knowledge and the tools(^{46}) to include DV in their teaching courses (2008: 0, 05/2011: 60, 12/2011: 60)- WHO</td>
<td>experts, guidelines how to apply the Teach Violence and Injury Prevention in the university curriculum</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of primary teachers that have basic knowledge and a tool(^{47}) to implement non-violence practices (2009: 0, 5/2011: 700, 08/2012: 700) - UNICEF</td>
<td>Reports by training organization, Manual for violence reduction in schools</td>
<td></td>
<td></td>
</tr>
<tr>
<td>No. of schools that have a system in place to track violence in their schools (2010: 0, 05/2011: 30, 2012: 40)</td>
<td>Reports provided by implementing partner ‘Algorithm’</td>
<td></td>
<td></td>
</tr>
<tr>
<td>OUTPUT 3.3.: Networking among Civil Society Organizations to prevent DV established and their institutional capacity strengthened</td>
<td>National Network of CSOs to End Violence Against Women and Domestic Violence is functioning(^{48}) (2009: no, 05/2011: yes, 08/2012: yes)</td>
<td>minutes of joint meetings, DV network website</td>
<td></td>
</tr>
<tr>
<td></td>
<td>No. of CSO members of the DV Network that have improved networking and joint</td>
<td>Pre- and post-capacity development assessments</td>
<td></td>
</tr>
</tbody>
</table>

\(^{45}\) Faculty of law, psychology, medicine, sociology, social work and policy, pedagogy, nurses and midwifes, Academy for Police

\(^{46}\) Include general guidelines how to apply the Teach Violence and Injury Prevention in the university curriculum

\(^{47}\) Manual for violence reduction in schools – How to make a difference?

\(^{48}\) ‘functioning’ defined as a) key programme and strategic documents are approved b) founders of the Network sign membership declarations c) Network Coordinator elected d) network website launched
<table>
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</thead>
</table>

**Inputs**

<table>
<thead>
<tr>
<th>Budget for each priority area</th>
<th>Project Document</th>
<th>Internal Audits</th>
<th>Financial support for project components is sufficient.</th>
<th>Multi-agency involvement is well coordinated and efficient.</th>
<th>Local stakeholder involvement is sufficient.</th>
<th>Program Managers give timely comments to the Evaluation Consultants.</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Policy-making and policy-implementation accountability;</td>
<td>1.600.000 USD</td>
<td>800.000 USD</td>
<td>• Protection and support to the victims of domestic violence;</td>
<td>1.350.000 USD</td>
<td>• Public awareness and reduced incidence of domestic violence.</td>
<td></td>
</tr>
</tbody>
</table>

<sup>49</sup> training on result-based management, fundraising, advocacy and lobbying
## Annex 3: Evaluation Matrix

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<th>Principal questions and related questions</th>
<th>Performance Indicators</th>
<th>Means of Verification</th>
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<tr>
<td></td>
<td></td>
<td>Information gathering methodologies</td>
</tr>
<tr>
<td><strong>Relevance of SNC PDV/appropriateness of design</strong></td>
<td></td>
<td>Document review</td>
</tr>
<tr>
<td>To what extent is SNC PDV aligned with NSPDV?</td>
<td>Degree of compatibility of the SNC PDV with NSPDV’s priorities; (^{50})</td>
<td>• Document review</td>
</tr>
<tr>
<td></td>
<td>• Level of compliance between the SNC PDV and NSPDV objectives. (^{51})</td>
<td>• Interviews</td>
</tr>
<tr>
<td></td>
<td>• Level of contribution to the achievement of NSPDV goals.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>To what extent are the projects/activities aligned with UNDP policies and priorities in the region?</td>
<td>Degree of compatibility of the program with UNDP policies and priorities in the region</td>
<td>• Document review</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Interviews</td>
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<tr>
<td>To what extent have the local stakeholders been involved in the design of the different projects during the program?</td>
<td>Degree of involvement of the local stakeholders in the design of the different projects during the program</td>
<td>• Document review</td>
</tr>
<tr>
<td></td>
<td>• Number of local stakeholders involved in</td>
<td>• Interviews</td>
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<td></td>
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</table>

\(^{50}\) Compares whether there is a positive or negative compatibility, expressed as a relationship effect.

\(^{51}\) Expressed as conformity.
<table>
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<tbody>
<tr>
<td></td>
<td>design of the projects</td>
<td>Information gathering methods</td>
</tr>
<tr>
<td></td>
<td>• Level of satisfaction of the local stakeholders concerning their participation in the project design activities</td>
<td>Information sources</td>
</tr>
<tr>
<td></td>
<td>• To what extent do the program/project designs respond to the beneficiary needs?</td>
<td>Document review</td>
</tr>
<tr>
<td></td>
<td>• Is the program design based on in-depth analysis of national needs of FYR Macedonia?</td>
<td>Interviews</td>
</tr>
<tr>
<td></td>
<td>• Existence, type and range of preliminary research on the national needs and demand from FYR Macedonia</td>
<td>Annual program performance reports</td>
</tr>
<tr>
<td></td>
<td>• Type and range of needs and demand for FYR Macedonia</td>
<td>Agency staff</td>
</tr>
<tr>
<td></td>
<td>• Level of participation of local stakeholders in identifying needs and demands</td>
<td>Context and country analysis</td>
</tr>
<tr>
<td></td>
<td>• Existence and quality of documentation justifying interventions</td>
<td>Risk analysis and feasibility studies</td>
</tr>
<tr>
<td></td>
<td>• Level of satisfaction of government officials with the program design</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Have the designs of the program and projects directly contributed to the achievement of the gender equality and development outcomes for the country?</td>
<td>Document review</td>
</tr>
<tr>
<td></td>
<td>• Linkages between the program and project designs and the development outcomes registered</td>
<td>Interviews</td>
</tr>
<tr>
<td></td>
<td>• Number, type and quality</td>
<td></td>
</tr>
<tr>
<td></td>
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<table>
<thead>
<tr>
<th>Information gathering methodologies</th>
<th>Information sources</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Document review</td>
<td>• Annual program performance reports</td>
</tr>
<tr>
<td>• Interviews</td>
<td>• Agency staff</td>
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<tr>
<td></td>
<td>• Context and country analysis</td>
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<tr>
<td></td>
<td>• Risk analysis and feasibility studies</td>
</tr>
<tr>
<td></td>
<td>• Program/project annual narrative reports</td>
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<td></td>
<td>• Agency staff</td>
</tr>
<tr>
<td></td>
<td>• Departments of relevant ministries</td>
</tr>
<tr>
<td></td>
<td>• Participants/beneficiaries</td>
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<td>Principal questions and related questions</td>
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|                                           | of activities designed for the program and projects that contributed to the achievement of development outcomes | • Context and country analysis  
• Risk analysis and feasibility studies |
|                                           | • Type and utility of knowledge acquired by the beneficiaries  
• Level of satisfaction of country officials with the planning process | • Document review  
• Interviews |
|                                           | • Degree of contribution of program conceptualisation phases to locally appropriate,  
• Number of local stakeholders and informants involved in conceptualisation phases of the program and the building of the contents of the program projects  
• Level of satisfaction of ministry officials with the training sessions  
• Adequacy of the capacity building component with the prevailing local context  
• Level of satisfaction of beneficiary with the | • UNDP Evaluation Guide  
• Program/project proposals  
• Agency staff  
• Local program/project staff  
• Context and country analysis  
• Risk analysis and feasibility studies |
<table>
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<tr>
<th>Principal questions and related questions</th>
<th>Performance Indicators</th>
<th>Means of Verification</th>
<th>Information sources</th>
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<tbody>
<tr>
<td>To what extent is the program design integrated with the NSPDV and other related reforms?</td>
<td>• Degree of integration of program design NSPDV</td>
<td>• Document review</td>
<td>• Departments of ministries</td>
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<td>• Quality of communication among agencies and institutions involved</td>
<td>• Interviews</td>
<td>• Context and country analysis</td>
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<td>• UN Staff</td>
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<td>To what extent was the timeframe for delivery of design and planning documents and other products reasonable?</td>
<td>• Adequacy of the timeframe for delivery of design, planning documents and other products according to the representatives of each agency</td>
<td>• Document review</td>
<td>• Program/project proposals</td>
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<td>• Level of satisfaction of agencies with set timeframe for design delivery, planning documents and other products</td>
<td>• Interviews</td>
<td>• Program work plan</td>
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<td>• UN staff</td>
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<td>To what extent is the program design integrated with joint (multi-donor) assistance strategies in issues of domestic violence and gender equality?</td>
<td>• Degree of program integration with joint assistance strategies</td>
<td>• Document review</td>
<td>• Departments of relevant ministries</td>
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<td>• Level of synergy/complementarily of program design with other projects/activities</td>
<td>• Interviews</td>
<td>• Program/project annual narrative reports</td>
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<td></td>
<td>• Number, type and quality of communication mechanisms with other</td>
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<td>• Project staff</td>
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<td>Information gathering methodologies</td>
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<td>donors in the sector during planning stages</td>
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<td>• Has there been overlap among program projects?</td>
<td>• Existence of overlap among program projects</td>
<td>• Document review</td>
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<tr>
<td>• To what extent could coordination among program projects and agencies be enhanced, given the responsive nature of many of the interventions?</td>
<td>• Degree and quality of coordination among program projects and UN Agencies</td>
<td>• Interviews</td>
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<td>• Has there been flexibility to adapt to the changing environment?</td>
<td>• Quality and number of decisions taken in accord with Agency stakeholders analysis</td>
<td>• Existence and quality of risk analysis with proper mitigation strategies identified</td>
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<td>• Level of satisfaction of stakeholders with degree of flexibility and adaptation of the program/projects with the evolving environment</td>
<td>• Level of awareness of risks and constraints to capacity/institution-building during conceptualisation phases of the program</td>
<td>• Decision-making process supported by ongoing</td>
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<td>To what extent were the risks and constraints to capacity/ institution building in FYR Macedonia taken into account during conceptualisation phases of the program?</td>
<td>Document review</td>
<td>• Program’s work plan</td>
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<td>• Program/project annual narrative reports</td>
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<td>risk analysis and monitoring</td>
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<td><strong>Effectiveness</strong></td>
<td></td>
<td><strong>Number and type of outputs achieved</strong></td>
<td><strong>SNC PDV thematic areas evaluation reports</strong></td>
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<td><strong>Percentage of SNC PDV results at the output level achieved?</strong></td>
<td><strong>Progress reports on projects</strong></td>
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<td><strong>Changes can be observed as a result of these outputs</strong></td>
<td><strong>UNDP staff</strong></td>
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<td><strong>In addition to UNDP initiatives, other factors that may have affected the results</strong></td>
<td><strong>Development partners</strong></td>
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<td></td>
<td></td>
<td><strong>Type and number of unintended results</strong></td>
<td><strong>Government partners</strong></td>
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<td>Desk reviews of secondary data</td>
<td><strong>Beneficiaries</strong></td>
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<td>Interviews with government partners, development partners, UNDP staff, civil society partners, associations, and federations</td>
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<td>Field visits to selected projects</td>
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<td>How broad are the outcomes (e.g., local community, district, regional, national)?</td>
<td>Geographic areas of need where efforts are concentrated?</td>
<td>Desk reviews of secondary data</td>
<td>Evaluation reports</td>
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<td>Extent of reach of the SNC PDV results in the local community, district, regional or national level?</td>
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<td>Progress reports on projects</td>
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<td>Who are the main beneficiaries?</td>
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<td>To what extent do the victims of DV benefit?</td>
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<td>Target beneficiaries and and to what extent have they been reached by SNC PDV</td>
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<td>Programme documents</td>
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<td>Number and types of groups included in the project/programme?</td>
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<td><strong>Efficiency</strong></td>
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<td>Is the relationship between costs and outputs reasonable at the action levels proposed in the Action Plan?</td>
<td>• Correlation between planned and actual expenditures; • Type and quality of financial management system and tools • Quality and timeliness of financial information • Relevance and timeliness of financial allocation among projects, considering needs and demands</td>
<td>Desk-top analysis Interviews</td>
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<tr>
<td>• Has the SNC PDV been implemented within deadline and cost estimates?</td>
<td>• Number of instances when there have been time extensions on the SNC PDV projects/activities • Types of circumstances giving rise to the need for time extension? • Over-expenditure or under-expenditure on the components of SNC PDV? • Types and number of mechanisms UNDP has in place to monitor implementation of SNC PDV?</td>
<td>Desk reviews of secondary data Interviews with government partners and development partners</td>
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<td>• Have UNDP and its partners taken prompt actions to solve implementation issues?</td>
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<td>• What impact has political situation had on delivery timelines?</td>
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<td>To what extent was the timeframe</td>
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<td>Units to deliver outputs</td>
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<td>designed, considering resources and</td>
<td>and achieve results in</td>
<td>• Annual Work Plans</td>
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<td>absorption capacities of the implementers?</td>
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<td>• Were UNDP resources focused on the set</td>
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<td>of activities that were expected to</td>
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<td>• Was there any identified synergy</td>
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<td>between UNDP initiatives that contributed</td>
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<td>to reducing costs while supporting</td>
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<td>results?</td>
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<td>• How has the existence of the Project</td>
<td>government partners and</td>
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<td>Implementation Support Unit assisted the</td>
<td>development partners</td>
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<td>efficiency of programme delivery</td>
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<td>• Have adequate and timely resources</td>
<td>• Desk reviews of</td>
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<td>been made available as agreed?</td>
<td>secondary data</td>
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<td>• Have administrative arrangements</td>
<td>• Programmes</td>
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<td>worked well?</td>
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<td>• Has there been adequate</td>
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<td>coordination with the beneficiary</td>
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<td>• Have the grant agreements been followed?</td>
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<td>Support Unit</td>
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<td>• Was adequate staffing and management assured?</td>
<td>• Number of staff; • Allocated funds by the program</td>
<td>• Desk-top analysis • Running records • Interviews</td>
<td>Programme documents • Annual Work Plans • Evaluation reports • ATLAS reports</td>
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<tr>
<td>• Has appropriate staff training been arranged and funded?</td>
<td>• Level of participation • Roles and participation of SNC PDV actors • Coordination among projects/activities • Existence of a coordination mechanism among agencies</td>
<td>• Desk reviews of secondary data • Interviews</td>
<td>Programme documents • Annual Work Plans • Evaluation reports • Government partners • Development partners • UNDP staff (Programme Implementation) • Support Unit</td>
</tr>
<tr>
<td>• Have administrative arrangements (especially procurement) been suitable for implementation needs?</td>
<td>• Acknowledgment among the five UN Agencies of each other’s projects/activities within SNC PDV • Effective communication and technical support between UN agencies</td>
<td>• Desk reviews of secondary data • Interviews</td>
<td>Programme documents • Annual Work Plans • Evaluation reports • Government partners • Development partners • UNDP staff (Programme Implementation)</td>
</tr>
<tr>
<td>• What are the roles, engagement and coordination among various stakeholders in project implementation?</td>
<td>• Number of NGOs engaged in the implementation of NSGE-DV;</td>
<td>• Desk-top analysis • Interviews</td>
<td>Programme documents • Annual Work Plans • Evaluation reports • Government partners • Development partners • UNDP staff (Programme Implementation)</td>
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<tr>
<td>• Are there synergies among UN Agencies in programming and implementation?</td>
<td>• Representative NGOs; • UN Staff</td>
<td>• Support Unit</td>
<td>Programme documents • Annual Work Plans • Evaluation reports • Government partners • Development partners • UNDP staff (Programme Implementation)</td>
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<tr>
<td>• Were NGOs involved in the implementation of SNC PDV as envisaged?</td>
<td>• Support Unit</td>
<td>• Support Unit</td>
<td>Programme documents • Annual Work Plans • Evaluation reports • Government partners • Development partners • UNDP staff (Programme Implementation)</td>
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<tr>
<td>• How efficiently and effectively did NGOs fulfill their contractual service agreements?</td>
<td>• Number of interventions undertaken by NGOs; • Number of beneficiaries reached by NGOs;</td>
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<th>Relevance/Achievement of results</th>
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<td>Have results contributed to the Agency’s overall goals of gender equality and sustainable development?</td>
<td>• Level of contribution towards UNDP’s overall goals • Agencies and government officials’ perceptions concerning the contribution of the program’s results to the overall gender equality and sustainable development; • Perceptible changes directly linked to program interventions</td>
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| To what extent is the program capable of carrying out its activities and reaching its objectives? | • Number of people trained • Number of documents, handbooks produced • Support to practitioners that treat DV and their capacity to respond • Response to changing environment • Technical assistance through short-term/one-off activities with a focus on | • Program/project annual narrative reports • UN staff |

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<th>Information gathering methodologies</th>
<th>Information sources</th>
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<td>• Document review • Interviews</td>
<td>• Program/project annual narrative reports • UN staff</td>
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<td>How has providing technical assistance at the working level and building capacity at the management level yielded different development outcomes?</td>
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</table>
| **To what extent has the capacity of State institutions to analyze policy issues related to DV been expanded?** | • Degree of expansion in capacity to analyse protection policy issues  
• Level of participation of trained officials in protection policy issues analysis  
• Level of satisfaction with acquired knowledge from SNC PDV of the relevant officials | • Document review  
• Interviews  
• Field observations | • Program/project annual narrative reports  
• UN Staff  
• Departments of ministries  
• Risk analysis and feasibility studies  
• Context and country analysis |
| **To what extent has the capacity of State institutions to administrate and implement DV programs improved?** | • Type of skills acquired through capacity building  
• Degree of improvement in state institutions’ capacity to administer and implement DV programs  
• Level of satisfaction of officials with acquired knowledge from SNC PDV | • Document review  
• Interviews | • Program/project annual narrative reports  
• UN Staff  
• Departments of ministries  
• Risk analysis and feasibility studies  
• Context and country analysis |

**Overall SNC PDV management/Implementation Issues**

| Identify lessons learned and provide recommendations regarding improvements to the design, implementation and delivery of the SNC PDV | Identified design, implementation and delivery lessons learned and recommendations | • Desk-top analysis  
• Interviews | • Program progress reports  
• UN Agency staff  
• Stakeholders’ representatives |
| Has resource allocation been appropriate relative to the | Congruence between resource allocation and SNC | • Desk-top analysis  
• Interviews | • Narrative program reports (with objectives) |
<table>
<thead>
<tr>
<th>Principal questions and related questions</th>
<th>Performance Indicators</th>
<th>Means of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>objectives of the SNC PDV?</td>
<td>PDV program objectives</td>
<td></td>
</tr>
</tbody>
</table>
| Has reporting and auditing been adequate and has it met UNDP standards for program implementation? | • Regularity of reporting  
• Relevance of reporting  
• Use of RBM performance indicators | Desk-top analysis |
| • Has coordination of the implementing agencies been well arranged?  
• Has SNC PDV facilitated the work of NGOs and civil society where appropriate?  
• Has UNDP planned for the continuation of SNC PDV? | • Evidence of coordination  
• Number of initiatives in the pipeline | • Desk-top analysis  
• Interviews |
| • Has risk analysis and management permitted the implementation of mitigation strategies?  
• Were these mitigation strategies adequate and have they led to sound and timely decision-making? | • Type of risks identified and corresponding mitigation strategies adopted to reduced potential risks during program implementation  
• Decision-making during the implementation of the SNC PDV was based on ongoing risk analysis and management | • Desk-top analysis  
• Interviews  
• Running records |
| Have major external factors of implementing SNC PDV been taken into account? | • Preliminary major critical assumptions analysis conducted and taken into account during | • Desk-top analysis  
• Interviews  
• Running records |

<table>
<thead>
<tr>
<th>Information gathering methodologies</th>
<th>Information sources</th>
</tr>
</thead>
</table>
| • Financial documents  
• Program/project staff |
| SNC PDV annual reports |
| • UN Agencies  
• Running records |
| SNC PDV annual reports  
• Risk analysis and feasibility studies  
• Context and country analysis  
• UN Agency staff |
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<td>implementation of the SNC PDV</td>
<td>Information gathering methodologies</td>
</tr>
<tr>
<td></td>
<td>• Decision-making during the implementation of the SNC PDV based on major critical assumptions</td>
<td>Information sources</td>
</tr>
<tr>
<td></td>
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<td>• UN Agency staff</td>
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### Annex 4: List of Key Contacts for Individual Interviews

<table>
<thead>
<tr>
<th>Name</th>
<th>Title/Position</th>
<th>Institutional Affiliation</th>
<th>Involvement with implementation of SNC PDV[^2]</th>
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<tbody>
<tr>
<td><strong>Government</strong></td>
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</tr>
<tr>
<td>Dusko Minovski</td>
<td>Advisor, former State Secretary</td>
<td>Ministry of Labour and Social Policies</td>
<td>Outcome 1</td>
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<tr>
<td>Irena Todoroska</td>
<td>Head of Social Inclusion Unit</td>
<td>Ministry of Labour and Social Policies</td>
<td>Outcome 1 and 2</td>
</tr>
<tr>
<td>Lidija Sterjov</td>
<td>Advisor at the USI</td>
<td>Ministry of Labour and Social Policies</td>
<td>Outcome 1 and 2</td>
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<tr>
<td>Tanja Kikerekova</td>
<td>Head of the Sector for Human Rights and International Cooperation</td>
<td>Ministry of Justice</td>
<td>Outcome 2</td>
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<tr>
<td>Aneta Arnaudovska</td>
<td>Director of the Academy for judges and public prosecutors</td>
<td>Ministry of Justice</td>
<td>Outcome 2</td>
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<tr>
<td>Dusanka Petrova</td>
<td>Social Worker</td>
<td>Institute of Social Affairs</td>
<td>Outcome 1</td>
</tr>
<tr>
<td>Cena Calovska</td>
<td>Head of Prevention Sector</td>
<td>Ministry of the Interior</td>
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<tr>
<td>Biljana Jarcevskas</td>
<td>Head of Social Inclusion Section</td>
<td>CSW</td>
<td>Outcome 2</td>
</tr>
<tr>
<td>Kalina Andreeva</td>
<td>psychologist</td>
<td>Center for Social Work</td>
<td>Outcome 2</td>
</tr>
<tr>
<td>Goce Prculovski</td>
<td>social worker</td>
<td>Center for Social Work</td>
<td>Outcome 2</td>
</tr>
<tr>
<td>Elena Dushegubecka</td>
<td>social worker</td>
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<tr>
<td>Aneta Apceva</td>
<td>pedagogist</td>
<td>Center for Social Work</td>
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<td><strong>UN Agencies</strong></td>
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<tr>
<td>Deirdre Boyd</td>
<td>Resident Coordinator</td>
<td>UN</td>
<td>All outcomes</td>
</tr>
<tr>
<td>Vesna Dzuteska Bisheva</td>
<td>Assistant Resident Representative</td>
<td>UNDP</td>
<td>All outcomes</td>
</tr>
<tr>
<td>Nehat Ramadani</td>
<td>Programme Officer Social Inclusion</td>
<td>UNDP</td>
<td>All outcomes</td>
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[^2]: Outcome 1, 2 or 3
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<thead>
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<th>Name</th>
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<th>Involvement with implementation of SNC PDV[^2]</th>
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<tbody>
<tr>
<td>Suzana Ahmeti Janjic</td>
<td>Programme Associate</td>
<td>UNDP</td>
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<tr>
<td>Biljana Nastovska</td>
<td>Monitoring and Evaluation Officer</td>
<td>UNDP SNC PDV</td>
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<tr>
<td>Jelena Krasic</td>
<td>Project Manager</td>
<td>UNDP SNC PDV</td>
<td>All outcomes</td>
</tr>
<tr>
<td>Jasmina Trajkovska</td>
<td>Chief Technical Advisor</td>
<td>UNDP SNC PDV</td>
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</tr>
<tr>
<td>Sherife Ismaili</td>
<td>Economic Empowerment Officer</td>
<td>UNDP SNC PDV</td>
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<tr>
<td>Biljana Lubarovska</td>
<td>Child Protection</td>
<td>UNICEF</td>
<td>Outcome 2 and 3</td>
</tr>
<tr>
<td>Foroogh Foyouzat</td>
<td>Deputy Representative</td>
<td>UNICEF</td>
<td>Outcome 2 and 3</td>
</tr>
<tr>
<td>Suzie Pappas- Capovska</td>
<td>Communication Officer</td>
<td>UNICEF</td>
<td>Outcome 2 and 3</td>
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<tr>
<td>Olimpija Grozdanovska</td>
<td>Program Associate</td>
<td>UNICEF</td>
<td>Outcome 2 and 3</td>
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<tr>
<td>Nora Shabani</td>
<td>Education Officer</td>
<td>UNICEF</td>
<td>Outcome 2 and 3</td>
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<tr>
<td>Zoran Stojanovski</td>
<td>M&amp;E</td>
<td>UNICEF</td>
<td>Outcome 2 and 3</td>
</tr>
<tr>
<td>Dominika Stojanovska</td>
<td>Head of Office</td>
<td>UN Women</td>
<td>Outcome 2 and 3</td>
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<tr>
<td>Ivona Paunovic Bishevac</td>
<td>Program Coordinator</td>
<td>UN Women</td>
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<tr>
<td>Dimitrinka Peshevska</td>
<td>National Professional Officer</td>
<td>WHO</td>
<td>Outcome 2 and 3</td>
</tr>
<tr>
<td>Marija Kisman</td>
<td>Head of Office</td>
<td>WHO</td>
<td>Outcome 2 and 3</td>
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<tr>
<td>Makedonka Trajkovska</td>
<td>Program coordinator</td>
<td>UNFPA</td>
<td>Outcome 3 and 1</td>
</tr>
<tr>
<td>Mile Bosnakovski</td>
<td>Communication and advocacy</td>
<td>UNFPA</td>
<td>Outcome 3 and 1</td>
</tr>
<tr>
<td>Jelena Janevska</td>
<td>Communication Officer</td>
<td>UNFPA</td>
<td>Outcome 3 and 1</td>
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<tr>
<td>Donors/International Partners</td>
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<tr>
<td>Beti Batkovska</td>
<td>Advisor</td>
<td>Dutch Embassy</td>
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<tr>
<td>Savka Todorovska</td>
<td>President</td>
<td>SOZM</td>
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<tr>
<td>Svetlana Janeva</td>
<td>SOS operator</td>
<td>SOZM</td>
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<tr>
<td>Mila Carovska</td>
<td>Programme coordinator</td>
<td>HERA</td>
<td>Outcome 2</td>
</tr>
<tr>
<td>Sanela Skrielj</td>
<td>Member of CSO Network</td>
<td>CSO Network</td>
<td>Outcome 2</td>
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[^2]: SNC PDV = Social and Gender Inequality Prevention and Violence.
<table>
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<tbody>
<tr>
<td>Elena Dimushevska</td>
<td>Coordinator of CSO Network</td>
<td>CSO Network</td>
<td>Outcome 2</td>
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<tr>
<td>Divna Zmejkovska</td>
<td>Member of the UWS SOS</td>
<td>UWS SOS</td>
<td>Outcome 3</td>
</tr>
<tr>
<td>Snezana Smilevska</td>
<td>Member of the UWS SOS</td>
<td>UWS SOS</td>
<td>Outcome 3</td>
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<tr>
<td>Verica Stamenkova Trajkova</td>
<td>Psychologist</td>
<td>For a Happy Childhood</td>
<td>Outcome 3</td>
</tr>
<tr>
<td>Miroslav Pendarovski</td>
<td>Psychologist</td>
<td>Perfect circle</td>
<td>Outcome 2 and 3</td>
</tr>
<tr>
<td>Daniela Dabeska</td>
<td>President</td>
<td>Shelter Center</td>
<td>Outcome 2</td>
</tr>
<tr>
<td>Aleksandra Tasevska</td>
<td>Legal Aid Lawyer</td>
<td>Shelter Center</td>
<td>Outcome 2</td>
</tr>
<tr>
<td>Nade Kacakova</td>
<td>Legal Aid Project Coordinator</td>
<td>Shelter Center</td>
<td>Outcome 2</td>
</tr>
<tr>
<td><strong>Other</strong></td>
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<tr>
<td>Aleksandra Dilevska</td>
<td>Director</td>
<td>Marketing Agency Publicist</td>
<td>Outcome 3</td>
</tr>
<tr>
<td>Marija Raleva</td>
<td>WHO National Counterpart for Violence Prevention</td>
<td>University Clinic of Psychiatry</td>
<td>Outcome 2</td>
</tr>
<tr>
<td>Aferdita Imeri</td>
<td>Consultant</td>
<td></td>
<td>All outcomes</td>
</tr>
<tr>
<td>Stojanka Mirceva</td>
<td>Consultant in the drafting of the new government strategy on domestic violence</td>
<td>Police Academy</td>
<td>Outcome 1</td>
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</tbody>
</table>
Annex 5: References

Country/Context Analysis
[This section includes different progress reports of a general nature and CEDAW reports, including alternative reports, EU progress reports; strategy documents of various international stakeholders]


Policy Documents
[This section includes various laws and by-laws consulted, Institutional Progress Reports, Progress Reports]


25. Criminal Code of the Republic of Macedonia, Official Gazette No. 19/04 [In Macedonian]
27. Family Law, Article 99, Official Gazette No. 38/04. [In Macedonian]

Project Documents
[This section list here different project reports and attendant documents such as proposals, budgets in various areas, such as education, social protection, health.]

33. A 2-Day Advisory Multi – Group For Prevention Of Dv Training Programme – Concept for training.
34. Annual Progress Report for the united nations joint programme “Strengthening national capacities to prevent domestic violence” for the period of 01.01.2010 – 31.12.2010
35. Decision for the formation of the National Coordination Body (including members of the NCB), Official Gazette Oct 2008
36. Decision for appointment of coordinator and members of the National Coordinative body for prevention of domestic violence, Accessed April 13th 2012, http://nkt.mtsp.gov.mk/nkt/content/Documents/LidS0001%281%29%281%29.pdf [In Macedonian]


44. Monitoring and Evaluation Training for the members of the NCB for the implementation of the National Strategy for Protection against Domestic Violence (2008-2011) FYR Macedonia

45. Narrative Progress Report UN Trust Fund in Support of Actions to Eliminate Violence against Women covering the period 01.01-31.12.2011

46. Narrative Report for 2012 of the Association for supporting children and families For Happy Childhood

47. Note to file for the Request of a no-cost time extension.


54. Work Plan – all UN agencies, 2011.

