



DEVELOPING A SUSTAINABLE  
SYSTEM FOR ADDRESSING

# VIOLENCE AGAINST WOMEN

*in Albania*

Evaluation **Report**



# Developing a sustainable system for addressing Violence Against Women *in Albania*

**Implemented by:**

the Network against Gender-Based Violence and Trafficking

**Final Evaluation Report**

(Covering the project implementation period from July 2010 to May 2014)

Commissioned by "Refleksione" Association

**Prepared by:**

Dr. Linda Rama,

Lead External Evaluator

## DEVELOPING A SUSTAINABLE SYSTEM FOR ADDRESSING THE VIOLENCE AGAINST WOMEN IN ALBANIA

### Evaluation Report

© 2014, Refleksione Women Association

Rr. Elbasanit, P. Fratari, Tërshana 2, K.I

P.O.BOX 2412/1, Tirana, Phone/Fax. 04 23 40 433

e-mail: info@refleksione.org

#### Evaluation Team

Dr. Linda Rama, Lead Evaluator

Mrs. Ani Ruci, President, Refleksione Women Association

Mrs. Elvana Gadeshi, Monitoring and Evaluation Manager, CEMT

Supported by the experts of HDPC

#### This report is available online at:

[www.refleksione.org](http://www.refleksione.org)

[www.stopdhunes.com](http://www.stopdhunes.com)

Design: KILICA studio

Cover: Edmond Gjipopulli

Lilo Printing House

## Acknowledgement

This evaluation is the result of the project: “Developing a sustainable system for addressing violence against women in Albania” funded by United Nation Trust Fund and implemented by the Network against Gender- Based Violence and Trafficking led by Refleksione Association. The authors of this report are grateful to all those who contributed to the project and to the funders, without whose support neither this very important project nor this report would have been possible.

Our special thanks go to the representatives of the main local partners of the project, namely Ms. Ani Ruci, President, Refleksione, Women Association; Ms. Iris Luarasi, Executive Director, Counseling Center for Women and Girls; Ms. Mirela Arqimandriti, Executive Director, Gender Alliance for Development Centre; Ms. Aurela Anastasi, Executive Director, Centre for Legal & Civic Initiatives; and Ms. Edlira Haxhiymeri, Executive Director, Shelter for Women and Girls- Tirana; and Ms. Elvana Gadeshi, Monitoring and Evaluation Manager, Centre for Evaluation, Management and Training.

In addition, special thanks go to the Vice Ministers of Health, Education and Sports, and Interior Affairs respectively for the precious time spend with us and for their very useful and constructive opinions for the project’s activities and very interesting ideas for further developing future activities.

We want to thank also all those who contributed in various ways to the evaluation through their active participation in interviews. In particular, we want to thank all those who agreed to participate in focus group discussions or women victims of domestic violence who made their cases available to the evaluators in order to better understand the impact and gaps of the actions against domestic violence.

## List of acronyms

<b>AB</b>	Advisory Board
<b>AG</b>	Albanian Government
<b>CaDV</b>	Councils against Domestic Violence
<b>CCWG</b>	Counseling Center for Women and Girls
<b>CLCI</b>	Centre for Legal & Civic Initiatives
<b>CM</b>	Coordinating Mechanism
<b>CPU</b>	Child Protection Unit
<b>CSO</b>	Civil Society Organizations
<b>DoSC</b>	Directorate of Social Care
<b>DV</b>	Domestic Violence
<b>EA</b>	Economic Aide
<b>EPO</b>	Emergency Protection Order
<b>GADC</b>	Gender Alliance for Development Centre
<b>GBV</b>	Gender Based Violence
<b>GD</b>	Government Decree
<b>HDPC</b>	The Human Development Promotion Center
<b>LDV</b>	Law on Domestic Violence
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MoES</b>	Ministry of Education and Sports
<b>MoH</b>	Ministry of Health
<b>MoI</b>	Ministry of Interior
<b>MoJ</b>	Ministry of Justice
<b>MoSWY</b>	Ministry of Social Welfare and Youth
<b>MoU</b>	Memorandum of Understanding
<b>MP</b>	Members of the Parliament
<b>NAGVaT</b>	Network against Gender Violence and Trafficking
<b>NCSS</b>	National Centre for Social Services
<b>NCU</b>	Network Coordination Unit
<b>NGO</b>	Non Governmental Organizations
<b>NSGE - DV</b>	National Strategy on Gender Equality and against Domestic Violence
<b>PBMP</b>	Project Based Management Plan
<b>PCA</b>	Project Cooperation Agreement
<b>PCDE</b>	Protocol of Cooperation and Data Exchange
<b>RA</b>	Refleksione Association
<b>RED</b>	Regional Education Department
<b>RHD</b>	Regional Health Department
<b>RM</b>	Referral Mechanism
<b>SSS</b>	Social State Service
<b>SC</b>	Steering Comity
<b>TF</b>	Trust Fund
<b>ToT</b>	Training of Trainers
<b>TWG</b>	Technical Working Groups
<b>UNDP</b>	United Nation Development Program
<b>UNTF</b>	United Nation Trust Fund
<b>VAW</b>	Violence against Women
<b>WB</b>	Western Balkan
<b>WG</b>	Working Group

## Table of Contents

<b>EXECUTIVE SUMMARY</b>		<b>6</b>
<b>1.</b>	<b>CONTEXT OF THE PROJECT</b>	<b>9</b>
1.1	Domestic Violence in Albania	9
1.2	Civil Society Contribution	10
1.3	Reforms Affecting DV Initiatives	12
<b>2.</b>	<b>DESCRIPTION OF THE PROJECT</b>	<b>13</b>
2.1	Objectives and Outputs	13
2.2	Implementation strategy and key assumptions	13
2.3	Intended beneficiaries (primary and secondary) and key stakeholders	14
2.4	Budget and expenditure	14
2.5	Targeted Municipalities	15
<b>3.</b>	<b>EXTERNAL EVALUATION</b>	<b>15</b>
3.1	Purpose of the Evaluation	15
3.2	Context of Evaluation	16
3.3	Evaluation Methodology	16
<b>4.</b>	<b>THE MAIN FINDINGS</b>	<b>17</b>
4.1	Geographic Locations	17
4.2	Project Baseline	17
4.3	Technical and Administrative Management	18
4.4	Revision of Legal Framework	18
4.5	Advocacy Activities	20
4.6	Capacity Building of Local Government and CSOs	22
4.7	Strengthening CaDVs and TWGs	22
4.8	Establishment of a Network of Shelters and Counseling Centers	23
4.9	The Faith against DV	23
4.10	Strengthening Capacities on Using the E-System	24
<b>5.</b>	<b>ANALYSES</b>	<b>25</b>
5.1	Management issues	25
5.2	Project's Focus	25
5.3	The Referral System	26
5.4	The Legal and Regulatory framework	26
5.5	Advocacy and Awareness	27
5.6	Capacity Building	28
5.7	The network of Shelters	28
5.8	Monitoring and Evaluation	28
5.9	Outputs' status	30
5.10	Relevance	30
5.11	Effectiveness	31
5.12	Efficiency	32
5.13	Participation	32
5.14	Sustainability	32
<b>6.</b>	<b>LESSONS LEARNED RECOMMENDATIONS</b>	<b>33</b>
6.1	DV is a Major Human Rights Concern	33
6.2	Government Attitude vis-à-vis DV	33
6.3	Abusers forgotten?	34
6.4	Regional approach – a new dimension against DV	34
6.5	Unifying statistics, and actions against DV	35
6.6	Promoting complaints about DV	35
6.7	Rural versus urban in DV	35
<b>7.</b>	<b>RECOMMENDATIONS</b>	<b>36</b>
7.1	Design Recommendations	36
7.2	Management Recommendations	36
<b>ANNEXES</b>		<b>37</b>
Annex 1: Terms of Reference of the evaluation		37
Annex 2: Main Outcomes and Outputs including the final status		43
Annex 3: List of Interviews		45
Annex 4: The Main Supporting Documents Reviewed		46
Annex 5: Questionnaires		47
Annex 6: Survey Results		50

## EXECUTIVE SUMMARY

### Introduction

Albanians still tend to consider domestic violence to be a private, family matter and a part of married and family life. As a result, it is very difficult for the local mentality to declare or to complain about domestic violence. In addition, the general perception in Albania is that domestic violence is more an issue regarding Civil Society Organizations than the government institutions.

The Albanian Network against Gender Violence and Trafficking led by Refleksione Association is one of the most active civil society networks in this respect. Supported by the UN Trust Fund, the network piloted a multi-sector approach to address domestic violence at the central and local level under the project “Making it real – Implementing the Law on DV in Albania”. Thereafter, a second project “Developing a Sustainable System for Addressing Violence against Women in Albania” perceived as the continuation of the previous one has been supported by the same Fund.

This is the Final external Evaluation Report of this project aiming to assess the overall effectiveness of the action as well as the changes produced as a result of the above intervention including their sustainability. The intended audience of the evaluation report will be: (i) Central Government Institutions and in particular the Ministry of Social Welfare and Youth, Ministry of Interior, and Ministry of Justice responsible for issues regarding domestic violence; (ii) Local Government Institutions responsible for the referral mechanism; (iii) Civil Society Organizations involved in actions against domestic violence; (iv) International Donors Agencies interested in domestic violence; and (v) the Albanian Network Against Gender-Based Violence and Trafficking that implemented the project.

### The main findings

The project targeted 10 Albanian Municipalities. The project team proposed changes in the Law on Domestic Violence, Criminal Code, Legal Aid, and Social Assistance Law and the all proposed amendments were adopted. In addition, the draft Government Decree “On the establishment and functioning of the Referral Mechanism for Treatment of the cases of domestic violence” was approved by the Albanian Government. Advocacy activities were also organized. A training program was drafted and implemented involving about 280 representatives of different local institutions out of which about 150 participants were representatives of Police Departments, Regional Education Departments, Regional Health Departments, Attorney and Bailiff Offices, representatives of different local NGOs, etc. A network of 12 Shelters and Counseling Centers has been also established based in the Protocol of Cooperation and Data Exchange signed by the network members. Training of Trainers was organized: 53 selected women in total from 10 Municipalities representing different religious faith including in particular Muslim, Orthodox, Catholic, and Bektashi communities were trained and thereafter, participants were involved in different project activities aiming at the establishment of the “Faith against domestic violence” network. Finally, computers were provided to 5 Municipalities and the electronic system was installed in each of them.

### Overall evaluation

The referral mechanism against domestic violence was already established in 10 Municipalities by the project. Considering the similar interventions by other donors, the referral system is already in place in 22 Municipalities out of 65 Municipalities and 300 Communes in total. Women and girls in general and women victims of domestic violence in particular, as well as the local government staff, could be considered that benefited more from the project’s activities. Men

were involved less directly in some activities regarding the advocacy and capacity building. The establishment of a monitoring and evaluation system to measure the outputs of the project activities could be considered also as one of the best practices introduced by this project and a very good example for all other projects implemented in Albania by international or local NGOs.

The overall goal of the project was largely achieved: The referral mechanism was established and is currently operational. The specific objectives to complete the legal framework for combating domestic violence in Albania and for enabling government institutions to subcontract NGOs for related services were achieved. It is the same for the specific objective of the project to increase the capacity of government institutions at the local and central level. The specific objective of the project to increase capacity of NGOs that serve victims of domestic violence and make them eligible for being subcontracting by government institutions was partially achieved. The specific objective of the project to contribute substantially to make domestic violence socially unacceptable among women, men, girls and boys, was also partially achieved.

The project could be considered as very efficient. The good results of the project were recognized by other interested donors and the impact of the project was enhanced thanks to their contribution. The project outputs are in general sustainable. This is related in particular to the referral mechanism that was confirmed by the central and local government representatives, community leaders, women activists and women victims of domestic violence, and international donors, as the only appropriate system to provide data and resolve the related priority concerns.

### Lessons learned

Domestic violence is a Major Human Rights Concern. Referring to international law, it is important to primarily consider the norms that impose some kind of legal obligation on a state. By joining an organization, a state accepts the rules that are imposed on its members such as the obligation to respect, to protect and to fulfill all related international standards. In the field of domestic violence, this means that a state has responsibilities to prohibit the violation of the human rights of women, to prevent violation and to protect victims. However, until recently, states have been reluctant to intervene with regard to violence that takes place in a family; they believed this was a private matter and that a state has no obligation in the private/domestic domain. Based on the above considerations, domestic violence is primarily a state responsibility.

As a result government attitude vis-à-vis domestic violence needs to be changed and fighting against DV must be considered a priority task of the Albanian Government. In this respect, the question to be clearly addressed is the fulfillment by the Government of obligations emerging from international standards and national laws, policies and practices. In order to answer this question, it is first necessary to better understand what role Albanian Government institutions could and should play in combating domestic violence.

Abusers were forgotten. Abusers whether are out of the loop or are targeted in some general activities with very questionable effectiveness. As a result, the profile of abusers is not yet clearly defined that could help to better target the actions related to them. Violence is related either to a demonstration of their newly-acquired traditional masculinity or to their frustration of not measuring up to this tradition. Thus, men must be targeted in domestic violence projects at the same level of importance with women.

Regional Approach must be a new dimension in fighting against domestic violence. The widespread accuracy of domestic violence makes it a global phenomenon that must be addressed not only in Albania, but also in other countries of the Western Balkan region. This is in line with the increased interest of the international community vis-à-vis the DV in WB countries, and

specifically with the European Parliament concerns on women's rights in Balkan accession countries. Considering the similarities in all countries of the region, it is obvious that the methods and actions to fight against domestic violence must be similar. This means that Western Balkan countries need more and more to share successful experiences and the related lessons learned from the best practices. Thus, it is more effective and less costly to introduce a regional approach in fighting against domestic violence.

The regional approach in combating DV will help also to unify definitions, statistics, and actions against domestic violence in order to reduce differences in the data obtained, confusions, and to make them comparable.

It is important also to set up a system that promotes complaints about domestic violence. When women bring this violence into the open, they should have easy access to the system that is designed to protect them. This means that the national legal system should offer adequate and effective procedures and remedies for victims of domestic violence. It is very important to promote such a system in Albania considering that the number of complaints in the police stations and consequently followed in courts remains very limited. It is the same for other countries of the WBs.

Rural versus urban in domestic violence needs to be reevaluate. While it is evident that DV could not be considered any more in Albania as a rural phenomenon only, due to the significant internal migration of the population, it is not for sure an urban phenomenon only. Thus, all activities related to domestic violence and especially the referring mechanism must be extended in the rural population. The new territorial administrative division of Albania already adopted by the Albanian Parliament made indispensable the above extension.

### Recommendations

In the policy perspective, there is need to drastically change the attitude of Government vis-à-vis the domestic violence. Any future assistance to support actions against DV must consider monitoring of Government commitment versus the international standards, and must promote partnership of the entire society against domestic violence, including in particular public-private partnerships.

A regional approach dimension in combating domestic violence in Western Balkans is also strongly recommended. This could include the establishment of the referral mechanism piloted in Albania, common activities and experience sharing on the appropriate definition of domestic violence, legal remedies and procedures that should be in place, preventive measures that should be taken, necessary data collection and monitoring legislation and policies, sharing methodologies for awareness activities, facilitated by the establishment of a regional network of NGOs active in fighting against domestic violence.

Awareness activities must be updated according to the new profile of the domestic violence that include also forced prostitution, physical and psychological violence of the "educated couples" so - called intellectuals, violence among youngsters in the high schools, etc. Men must be targeted also in any future assistance to support actions against domestic violence.

In the management perspective, in any future project supporting networks actions against domestic violence, it is recommended to clearly divide partners' responsibilities considering not only the geographic division criteria. In addition, there is need to adjust the referring mechanism according to the new territorial administrative division of Albania, and to consider also police as the first contact point for victims of domestic violence.

## CONTEXT OF THE PROJECT

### 1.1 Domestic Violence in Albania

**1.1.1** Domestic violence (DV) is a widespread phenomenon in the society and is not a new phenomenon in Albania. It is deeply rooted in the patriarchal traditions and customs that have long-shaped the Albanian society. Before the political changes<sup>1</sup>, DV was more identified in some specific regions in the rural areas. Thereafter the phenomenon was widespread throughout the country due to the large migration of the population from villages towards the big cities. Thus, about 60% of the surveyed women in Albania<sup>2</sup> reported to have experienced DV in their life, while 53.7% of women were "currently" experiencing DV in 2013. Several reasons stand behind the DV such as economic status and poverty, education level, work status of the wife and husband, family traditions and conservatism, etc.

**1.1.2** Albanians still tend to consider DV to be a private, family matter and a part of married and family life. As a result, it is very difficult for the local mentality to declare or to complain about DV. Because DV often happens behind closed doors and is not openly discussed, acknowledged, or addressed, victims typically suffer in silence. The recent statistics<sup>3</sup> show that only 8.4% of the ever abused women and 7.1% of currently abused women have tried to seek help for the DV and from those seeking help, 90% sought help from their own family and the others from friends. Very few women sought help outside of their family and friends.

**1.1.3** Governments in Albania are always presented as very committed against DV ratifying since 1991 numerous related international Conventions. In 1998, a new Constitution was adopted which sets for the principles of equality and non-discrimination, as well as protection and respect for human dignity, human rights, and freedoms. This was followed by the Strategy on Gender Equality (NSGE) and against Gender-Based violence (GBV) and DV for 2011-2015<sup>4</sup>.

**1.1.4** The legal framework relevant to DV has also evolved during the last decade. Thus, in 2006 the first Law on DV (LDV) was adopted by the Albanian Parliament<sup>5</sup> aiming to prevent and reduce DV in all of its forms by appropriate legal measures and to guarantee protection through legal measures to members of the family who are subject to domestic violence. The Law defined the Ministry of Social Welfare and Youth (MoSWY) and its Directory of Social Care (DoSC) as the main Government Institutions in charge of the DV issues. Other authorities include: (i) the Ministry of Interior (MoI) responsible for prevention, fighting against DV and protection of the DV victims; (ii) Ministry of Health (MoH) responsible to offer health support for the DV victims; (iii) Ministry of Justice (MoJ) responsible for diagnosis of the DV acts, on enforcement of the protection orders, financing the legal protection for the victims and train lawyers on DV issues; (iv) Ministry of Education and Sport (MoES) responsible for curricula on education of pupils and students; and (v) The local government units responsible to establish 24 hours hot line for reporting DV cases, and for coordination of institutions in the local level.

<sup>1</sup> 1991 it was the year of political changes in Albania.

<sup>2</sup> According to the National Population Based Survey on Domestic Violence in Albania, 2013.

<sup>3</sup> The National Population Based Survey on Domestic Violence in Albania, 2013.

<sup>4</sup> This document was adopted by the Albanian Government in 2010.

<sup>5</sup> The law No. 9669 Date 18.12.2006 "On the measures against violence in family relations" amended in 2010.

- 1.1.5** The amendment of the above Law considered the Government commitment to set up a National Centre for Social Services (NCSS) ensuring social care for victims of DV, confidentiality of victim's personal data and information, and enhancing coordination and referral mechanisms to support and rehabilitate DV victims. The Criminal Code<sup>6</sup>, the Family Code, and the Law "On Reproductive Health" completed the legal framework regarding DV followed by the necessary regulatory framework adopted by the Albanian Government (AG).
- 1.1.6** As for September 2013, the new AG presented an ambitious program regarding gender equality. It emphasizes that all public institutions shall undertake an effective commitment in the fight against the violence on women, strengthening of role of the judiciary in the prevention and support of the victims of violence and proper punishment of the violators. The program commits for setting up a fully operational national registration and online system of the cases of domestic violence and a national helpline for the domestic violence victims. Also, re-integration of the girls and women who are victims of violence by supporting them with social houses, employment, vocational training and social service assistance, is considered as very important.
- 1.1.7** Despite all of the above commitments, the general perception in Albania is that DV is more an issue regarding CSOs than the government institutions. There is a clear evidence of the very limited actions of the government institutions both in terms of the DV prevention as well in the rehabilitation of victims of DV. Consequently, the NGOs' initiatives remain the main actions against DV.
- 1.1.8** The definition of the DV is a central question to understand the specter of the Albanian concerns vis-à-vis DV, the gravity of different forms of DV, and the local approach in combating DV. For the purpose of this Evaluation Report, the term DV was defined as "any form of physical, psychological and sexual violence against women occurring within a family, household and intimate relationships." In this respect, while the project was clearly focused on the physical violence against women, other forms of violence were not targeted by project's activities or by the related statistical data.

## 1.2 Civil Society Contribution

- 1.2.1** Since 1991, Albanian Civil Society Organizations (CSO) are addressing issues of DV against women focusing on three main type of actions: (i) prevention (education initiatives and public awareness raising campaigns); (ii) protection (victim support services, counseling services, and domestic violence shelters); and (iii) legal assistance (domestic violence legislation that protects victims of domestic violence and sanctions batterers). Their activity regarding women – related issues and protection against DV – is considered as fundamental by the Albanian society.
- 1.2.2** The Albanian Network against Gender Violence and Trafficking (NAGVaT) was established in 1998. It included five local NGOs: Refleksione Association (RA), Gender Alliance for Development Center (GADC), Counseling Center for Women and Girls (CCWG), Center for Legal Civic Initiatives (CLCI) and Shelter for Abused Women and Girls, and lead by RA that was one of the first CSOs established in Albania.
- 1.2.3** Key international donors have been active in implementing activities and/or supporting local NGOs focused on combating DV in Albania. Thus, UNDP conducted capacity building

actions and awareness raising activities; United Nations Development Fund for Women (UNIFEM) worked to establish a monitoring system for NSGE&DV; UNICEF, UNFPA and the Child Protection Units (CPU) provided strong support for the efforts towards DV prevention and rehabilitation of DV survivors. Other supporting donors' agencies have been OSFA, British Council, Swiss Cooperation, and several Dutch international NGOs. Recently, the financial resources supporting activities in this area have reduced dramatically and most of the local NGOs are reducing activities working with limited human resources and financing.

- 1.2.4** A UN Trust Fund (TF) to support actions for the elimination of violence against women was established in 1996<sup>7</sup>. Since its establishment, the UN TF contributed to place DV against women on the public agenda, shifting it from a private issue of individual women and girls, to an issue of the society as a whole and of state accountability.
- 1.2.5** In 2007, NAGVaT, supported by the UN TF, piloted a multi-sector approach to address domestic violence at the central and local level ensuring the effective implementation of the adopted legislation regarding DV. The project was implemented in five regions (Rrëshen, Shkodër, Vlorë, Berat, and Pogradec) with a special focus in the related urban areas. Councils against Domestic Violence (CaDV) supported by the Technical Working Groups (TWG) were established in each of the targeted regions, with the participation of representatives of government institutions, CSOs, the local government officials. CaDV members enacted together a coordinated and comprehensive response to prevent and combat DV, informed by the perspectives and voices of women, especially of victims of DV. CADVs provided a fruitful platform for cooperation, serving as a basis for establishing a referral system for victims of DV in the five regions, as well as identifying concrete action plans for addressing DV, and informing the DV budgetary planning processes.
- 1.2.6** The project was evaluated as being very relevant, with clear evidence of high efficiency<sup>8</sup>, and very ambitious when considering the complexity of the Albanian environment and the large number of central and local institutions involved in the implementation of the Law against DV<sup>9</sup>. This was related in particular to the establishment of the referral system of DV that contributed directly to the implementation of the Law. The project contributed also in drafting the chapter on DV of the "National Strategy of Gender Equality and against DV"(NSGE - DV). The impact of the project was also enhanced thanks to the financial contributions made from the local budget by the targeted Municipalities. In addition, for the first time in Albania, the targeted Municipalities introduced in their local budget financing for the newly established phone line dedicated to services for DV victims.
- 1.2.7** The evaluation report recommended not considering the referral model developed in five Municipalities as fully completed, the extension of the system in the rural area, the replication of the pilot model in other locations, the establishment of a National Committee against DV, and the necessity to periodically monitor and assess the public perception on action against DV.

<sup>6</sup> The Criminal Code defines DV as a penal act that should be punished with prison until 5 years.

<sup>7</sup> The UN TF was established by UN General Assembly Resolution 50/166 as part of the implementation framework for the 1995 Beijing Declaration and is managed by UNIFEM. The project supported by UNTF was implemented during the period November 2007 – December 2009)

<sup>8</sup> HDPC, Making Real: Implementing the Law against DV in Albania, Project Evaluation Report, March 2010.

<sup>9</sup> The law "On the measures against violence in family relations" was adopted by the Albanian Parliament in 2007.

### 1.3 Reforms Affecting DV Initiatives

- 1.3.1** Since early 2003 the need for territorial and administrative review and consolidation of local government units has emerged in national policy debates and the importance of its considerations have been growing increasingly as a necessity to change the pace and quality of local development. Such developmental and governance concerns have found a central place in the program of the new AG, with a full understanding that the reform would be critical for reviewing and improving institutional capacities and fiscal systems in place and making them more efficient and responsive to development and further decentralization challenges. Currently, the territorial and administrative reform was just adopted by the Albanian Parliament<sup>10</sup>, reorganizing the first level of the local governance in 61 Municipalities that includes together urban and rural areas (cities and villages). As a result, the new Municipalities consider without distinguishing the urban and rural population.
- 1.3.2** The new territorial and administrative division will largely affect the decentralization of responsibilities from central to local government institutions. While it is not clear the organization and functions of the local government institutions, it is almost sure that the activity of the local institutions depending from central government will be better extended in the rural areas. In addition, the fiscal responsibilities are expected to fundamentally change.

<sup>10</sup> This reform was adopted in end July 2014

## DESCRIPTION OF THE PROJECT

### 2.1 Objectives and Outputs<sup>11</sup>

- 2.1.1** The overall goal of the project was the development of a sustainable system for addressing violence against women (VAW) in Albania. The above goal was split into five main specific objectives: (i) To complete the legal framework for combating DV in Albania; (ii) To complete the legal framework for enabling government institutions to subcontract NGOs for services related to combating VAW in Albania; (iii) To increase the capacity of government institutions at the local and central level in order to effectively implement programs to prevent and combat DV; (iv) To increase the capacity of NGOs that serve victims of VAW and make them eligible for being subcontracting by government institutions; and (v) To contribute substantially to make VAW socially unacceptable among women and men, girls and boys.
- 2.1.2** Project activities have been conceived to achieve the following four main outcomes: (i) Completion of the legal framework to more readily address service provision's needs at the central and local level.; (ii) Increased capacity of central and local authorities and CSOs in ten municipalities, to combat VAW/DV and support survivors, from baseline to 80%, by mid of 2013; (iii) Youth, men and women in communities, including religious leaders, coming together to combat DV and support women at risk to DV; and (iv) Primary prevention efforts in working with men and boys enhanced. The detailed outputs for each of above outcomes and the related activities are summarized in Annex 2.

### 2.2 Implementation strategy and key assumptions

- 2.2.1** The key implementation strategies defined in the project document are: (i) Advocacy with the central and local government in order to complete and approve the secondary legislation for implementing LDV. NAGVaT will closely collaborate with UNDP, involved through its expertise in drafting by-laws mandated by LDV, it will advocate for the earmarking a permanent and significant budget line at the country and local level to initiatives and services related to combating VAW; (ii) Capacity building for governmental institutions (central & local) and NGOs (shelter and counseling centers for DV/VAW) that combat VAW. A monitoring system for VAW initiatives that the government engages with or without subcontracts will be established. The access-based tracking system for DV cases developed for the five CaDVs during the previous UNTF-supported project would be replicated in the five new municipalities; (iii) Brokering partnerships and cross-sector alliances. The project WOULD engage in a structured effort to work with the local government, the shelters and counseling centers, and the local communities in DV/VAW prevention and response; (iv) Working with men and boys primarily high school boys and university students in efforts to combat DV/VAW relying on best regional and international practices. The approach is to address men as change agents and partners, rather than as perpetrators or potential perpetrators, with gender equality and the desire for a healthy society that does not tolerate DV and VAW, as the underlying tenets of all activities.
- 2.2.2** The key assumptions and risks<sup>12</sup> for each output are mainly related to the budgetary implications associated with the approval of secondary legislation; timely drafting process of the 2011-2014 NGSE-DV by the Ministry and approval of legislative and normative acts; changes in priorities/policies after the 2011 local elections that can hinder the allocation of DV budget line and the respective year to year increase, change in municipalities' staff, delays in approval of documents such as subcontracts for services, etc.

<sup>11</sup> "Developing a sustainable system for addressing VAW in Albania", Project Proposal, November 11th, 2009.

<sup>12</sup> As defined in the project document.



## 2.3 Intended beneficiaries and key stakeholders

**2.3.1** The primary beneficiaries to this given project include: (i) Women victims of DV/VAW thanks to the improvement of access and the quality of service, as well as a greater support from the society; (ii) Women and girls in the target areas, but also more generally in the country, as a result of increased awareness on combating DV/VAW, and the change in community reaction to DV/VAW; (iii) Men and boys, high school and university students primarily, who will be involved in peer education groups, as well as in public campaigns against VAW; (iv) Students from Tirana University, but also from the universities in Shkodër, Vlora and Elbasan, through their support to the activities regarding media, and public events; (v) Other community members, with specific reference to teachers and religious leaders; (vi) Staff of NGOs working against VAW, primarily those in the ten municipalities, as well as the shelters and counseling centers in Albania, but also other partner NGOs engaged in similar issues elsewhere in country, or working on women related issues in general, as a result of activity coordination and/or issue visibility and advocacy efforts; (vii) Local government officials in the ten municipalities, i.e. the mayor's office, office of social services, county and prefect's offices, police, health department, education department, employment office, bailiff's office, court, prosecutor's office, as members of CaDV and Technical Working Groups, and participants in the capacity building and DV/VAW awareness/prevention activities.

**2.3.2** The secondary beneficiaries of the project include: (i) Line Ministries identified as responsible authorities under the LDV, i.e. MoSWY, MoJ, MoI, MoES and MoH, given the improved capacity to implement the law; (ii) Other international programs and projects focused on women's rights in Albania, whose work will benefit from synergies, raised level of awareness, existing local models that can be replicated; (iii) NAGVaT strengthened as a cohesive actor besides enhancing its members' individual capabilities.

## 2.4 Budget and expenditure

	Budget items	Planned		Factual disbursed	
		Amount	%	Amount	%
1	Personnel	158,400	22	158,864	100.29
2	Administrative Costs	39,512	5	35,916	90.90
3	Workshops, trainings , round tables , conferences	217,135	29	210,037	96.73
4	Equipment (specify)	6,000	1	5,900	98.33
5	Publications and documentation	93,223	13	91,264	97.90
6	Contractual services (specify)	48,125	7	43,050	89.45
7	Capacity Development	21,500	3	20,097	93.47
8	Monitoring (including baseline, travel, other)	44,940	6	46,108	102.60
9	Evaluation <sup>13</sup>	78,000	11	0	0.00
10	Audit	15,000	2	10,716	71.44
11	Miscellaneous	14,770	2	14,719	99.65
	<b>Total</b>	<b>736,605</b>	<b>100</b>	<b>636,671</b>	<b>86.43</b>

<sup>13</sup> The project has been active related this budget item, when this report was prepared.

**2.4.1** The data on the project's budget are included in the above table specifying the total grant amount of \$736,605 awarded by the UNTF to RA for implementation of the project during the period from July 2010 to May 2014<sup>14</sup> including an approved no cost extension.

## 2.5 Targeted Municipalities

**2.5.1** The project targeted 10 Municipalities out of which the 5 Municipalities already included in the first phase of the project namely Shkoder, Rreshen, Berat, Vlora, and Pogradec, and 5 new Municipalities namely Puka, Tirana 6, Elbasan, Kucova and Lushnja.

# EXTERNAL EVALUATION

## 3.1 Purpose of the evaluation

**3.1.1** The main purpose of this final external Evaluation Report (ER<sup>15</sup>) is to assess the overall effectiveness of the project "Developing a Sustainable System for Addressing Violence Against Women in Albania" funded by the UNTF, implemented by the NAGVaT under the coordination of RA in achieving goals, outcomes and outputs, as well as to assess changes produced as a result of the intervention. The evaluation will also determine whether the project has been able to address the issues of sustainability of results and outcomes the project has achieved.

**3.1.2** The evaluation process has been specifically focused in the following objectives: (i) evaluation of the results achieved (goal, outcomes and outputs) against the project log frame's; (ii) evaluation of the appropriateness of working methodologies and approaches as well as selection of target groups with regard to impact on beneficiaries and social protection system; (iii) evaluation of organizational set-up and professional capacities of the network that implemented the project with regard to needs of organizational and capacity development; (iv) provision of forward-looking recommendations, including those regarding the development of the next project intervention. More information is provided in the TORs attached in Annex 1.

**3.1.3** The intended audience of the evaluation report will be: (i) Central Government Institutions and in particular the Ministry of Social Welfare and Youth, Ministry of Interior, Ministry of Health and Ministry of Justice responsible for issues regarding domestic violence; (ii) Local Government Institutions responsible for the referral mechanism; (iii) Civil Society Organizations involved in actions against domestic violence; (iv) International Donors Agencies interested in domestic violence; and (v) the Albanian Network Against Gender-Based Violence and Trafficking that implemented the project.

**3.1.4** The recommendations are expected to be used by the Network, by civil society organizations with their mission on DV issues as well as by governmental and international institutions as guidance for: (i) recognition of the current situation regarding the developments achieved in the central and local level regarding DV from the civil society and service providers perspective; (ii) the needed adjustments and updates in the strategic plans of networks, organiza-

<sup>14</sup> The project has been active related this budget item, when this report was prepared..

<sup>15</sup> The Final External Evaluation is a mandatory requirement for the UNTF at the end of the project implementation.

tions, governmental institutions; (iii) understanding of the current role needed by the civil society organizations and communities in the area of DV; (iv) the designing of new project proposals and fund requirements to support the future interventions.

**3.1.5** Based on promising practice examples and lessons learned of the intervention, the external evaluation will also make recommendations for future interventions especially focused on the results of referral mechanisms as well as on the achievements accomplished against project results framework. In this respect, the ER findings and recommendations will also be used by the Albanian NAGVaT with the purpose of developing a potential new project in other districts of Albania.

## 3.2 Context of evaluation

**3.2.1** The project “Developing a Sustainable System for Addressing Violence Against Women in Albania” has been conceived as a continuation of a prior implemented project by the network during the period 2007-2009 “Making it real – Implementing the Law on DV in Albania”, which was evaluated right after its finalization. The evaluation was followed by the design of the project proposal that took into consideration the analysis, conclusions and the recommendations of the ER. The factual basis of the ER was prepared by the evaluation expert during May – July 2014 timeframe, and reflects the status of the Project as of the 16th of May 2014.

**3.2.2** The Evaluation is carried out in a time when the fight against the DV is considered as a high sensitivity issue in the Government Agenda. The evaluators found interest and readiness by the representatives of the government in several Ministries such as the MoSWY, Mol, MoJ, and MoH, to discuss and openness to consider the recommendations of the evaluation report after it is issued. A very good understanding to participate and respond to the evaluation requirements was found by the NADVaT members, members of the Advisory Board, central and local government staff, local NGOs and community members, shelters and counseling centers etc. Their opinions and information were important during the data collection process and analysis of the situation and results.

## 3.3 Evaluation Methodology

**3.3.1** The evaluation was based on the data provided by the project document, the NADVaT and other alternative public and CSOs resources with a special focus on the National Statistics. This is especially related to the evaluation of the planned and current outcomes and outputs of the project (see Annex 2) against statistical data of different sources. The National Strategy on Domestic Violence for Albania, Progress Reports and Annual Reports, and the evaluation report of the previous project financed under UNTF, were also basic documents analyzed by the evaluators. In addition, research studies and reports related to the DV in Albania and/or in the Balkan area were analyzed in order to better understand the project’s environment and the impact of the activities. Finally, some important international organizations’ documents were considered especially related to the women’s rights in the Balkan accession countries and to the international standards and targets regarding DV (see Annex 4).

**3.3.2** A very large number of interviews (see Annex 3) were conducted by the evaluation team including representatives of the NADVaT at Executive Director’s and expert’s levels, project’s coordinators and project’s staff, members of the AB including Vice-Ministers of the main related Ministries, representatives of the local government institutions, and also a large number of DV victims.

**3.3.3** Special attention was given to some focus group discussions (one in Tirana and 3 in selected Municipalities targeted by the project). Four main specific issues were selected to be discussed in such focus groups: (i) Central and local government perception on the project’s impact and their commitment on the DV issues; (ii) Are clients/victims satisfied with the level of services offered in the moment when they leave a shelter/service providers, and how have these services influenced their lives; (iii) Are survivors aware and confident in the support of governmental and non-governmental organizations that are part of the referral mechanism; and (iv) Main priority issues for future interventions.

**3.3.4** A qualitative survey was conducted by the evaluation team in order to better understand the perception of the main stakeholders and direct beneficiaries on the project’s outputs. The simple comprised 180 questionnaires in total (see Annex 5) including four main target groups: (i) Implementing organizations’ staff and local coordinators; (ii) Government’s officials that are part of the referral mechanism; (iii) Community members in urban and rural areas; and (iv) Victims of DV benefiting services from the project. The sample was distributed in 10 Municipalities targeted by the project. The main findings of the qualitative survey were fundamental for the development of the analyses of this report.

**3.3.5** The evaluation team comprised a specialized External Evaluation Expert acting as Lead Evaluator, the Evaluation Manager, and the Project Manager (see also Annex 1) supported by the Human Development Promotion Center (HDPC) experts in the evaluation of specific issues related to the project’s actions and in conducting surveys.

**3.3.6** The difficulty to contact the interested stakeholders because of the summer holidays and to ensure the confidence of the DV survivors has been key limitations of the evaluation methodology used. However, the evaluation team was committed to complete all planned interviews and to collect open and clear opinions from interviews with DV survivors.

## THE MAIN FINDINGS

### 4.1 Geographic Location

**4.1.1** Instead of Kucova and Lushnja the project have been implemented since its beginning in the Municipalities of Lezha and Manza respecting the three main criteria of selection: (i) The size of the Municipality; (ii) Strong presence of the rural areas; and (iii) Municipalities already included in other projects of the NGOs part of the NAGVaT.

### 4.2 Project Baseline

**4.2.1** This was a tool for collecting the necessary information on the status of DV helping the project management team to better understand the project’s environment, taking logical decisions related to the target population according to locations, as well as establishing baseline targets for some of the outcome indicators to monitor progress.

### List of Indicators

- Proportion of local/central institutions and local organizations/service providers that use shared standards in their work.
- Percentage of counseling centers and shelters' staff who report using equal standards.
- Proportion of DV survivors that receive services by counseling centers and shelters who feel that they have been provided with adequate services.
- Proportion in the amount of budget that local governments allocate to activities that prevent and combat VAW.
- Proportion of local and central institutions that use and periodically update the tracking system and data base for DV cases and generate the necessary reports.
- Proportion of women victims/ survivors of violence services (users) who receive support from their societies and families.
- Increase of level of awareness on LDV and ways to prevent and combat DV in ten municipalities.
- Proportion of activities on preventing and combating VAW led by and with the participation of religious community members.
- Proportion of men and boys that are engaged and leading non-project related activities against VAW.
- Number of participants in activities on education programs for DV perpetrators.

**4.2.2** The baseline survey conducted in the very beginning of the project's implementation targeted the community members, survivors of DV, representatives of different local government institutions, and representatives of CSOs. The questionnaire was tested in Tirana and was finalized based in a wide agreement between partners and stakeholders. The survey was conducted in all 10 target Municipalities based on a sample with a total of 1,722 interviews out of which about 100 survivors of DV. The respondents were selected considering their age, gender, level of education etc.

**4.2.3** The survey led to 10 main indicators to assist the network members and all other stakeholders to measure the project's progress.

### 4.3 Technical and Administrative Management

**4.3.1** The Advisory Board (AB) was the main body for the technical management of the project and it was composed of 11 participants representing 5 main Ministries related to the DV issues<sup>16</sup> and 2 representatives of the UN programs<sup>17</sup>. The Steering Committee (SC) members were also part of the AB. The AB was established on September 2010 and it remained very active till the end of the project's implementation. Meetings of the AB were organized at regular bases, discussing work plans and deciding on the quality of the main outputs before presenting to the beneficiary. Several technical issues were also resolved by AB during the project's lifetime.

**4.3.2** The SC was responsible for the administrative management of the project. The executive director of the RA was the head of the SC. Members of SC were the executive directors of 5 NGOs members of the NAGVaT. The SC was meet at monthly bases and ensured the coordination of activities within the network resolving all administrative management issues related to the project's implementation.

### 4.4 Revision of Legal Framework

**4.4.1** The Legal Working Group (WG) established on September 2010 and composed of legal

<sup>16</sup> Five vice-Ministers of MoSWY, MoI, MoH, MoJ, and MoES respectively, as well as 3 Directors from the MoSWY, and 1 Director from the MoH respectively, were members of AB.

<sup>17</sup> Two program's coordinators from UNDP and UN Women respectively were members of the AB.

experts from five Ministries namely MoSWY, MoES, MoH, MoI and MoJ was involved in the detailed analyses of the legal and regulatory framework related to the DV.

### Legislative improvements regarding DV

#### Changes in LDV

The main proposals: (i) "Definitions" - to be added *ex-fiancé and ex-lovers*; (ii) **Article 6** – *establishment of the National Center for social care services for the victims of DV*; (iii) **Article 8** – *The social service servants working with DV victims in public institutions or licensed NGOs, as well as th attorneys or legal representatives of DV victims, must keep the confidentiality of the personal details and of the information that is provided by the victim, unless is differently decided in a written form by the victims her/himself. The Coordinating Mechanism (CM) of the responsible authorities for referring the DV cases, as well as the proceeding ways to support and rehabilitate the DV victims, should be defined by a Council of Minister's Order*; (iv) **Article 13** – *Police/persecutor and Persons legally responsible for children*; (v) **Article 18** – *The Court decides for the request for issuing an Emergency Protection Order (EPO) for a minor, within 24 hours.*

#### Changes in Criminal Code

The main proposals: (i) **Article 130-DV**, including battery, threat and intentional injuries, punishable by imprisonment up to five years; (ii) **Article 121**- *Stalking a threat or "repeated actions intended to cause a continuous and grave sense of anxiety or fear for a person's security, the security of their relatives or the security of a person with whom they are related sentimentally, or intended to force them to change their lifestyle. Such threats or harassment are punishable by imprisonment from 6 months to 4 years. When this offence is committed by a former spouse/cohabitant the punishment increases by one-third. When this offence is committed towards a minor, a pregnant woman, or a person unable to defend themselves, by a person wearing a mask or is accompanied by possession or use of weapons the punishment increases by half*; (iii) **Article 124** - *Physical and psychological maltreatment of minors by their family members or caretakers is punishable by a term of three months to two years of imprisonment and may also result in loss of parental responsibility*; (iv) **Article 106** - *Sexual or homosexual intercourse with extended family members or under custody (commission of sexual or homosexual intercourse between a parent and child, brother and sister, between brothers, between other extended family members, or with person who are in custody or adoption relationships is punishable up to 7 years of imprisonment*; (v) **Article 124** - *Abandonment of minor children (abandonment of a child under 16 years of age by a parent or by a person compelled to guard over him, is punishable by fine or up to 3 years imprisonment; when serious harm to the health or death of the child has resulted, it is punishable by 3 to 10 years imprisonment) including also physical and psychological maltreatment of a minor by parents, siblings, grandparents, legal guardians, or any other person that is tasked with caring for the minor, it is punishable from 3 months to 2 years*; (vi) **Article 125** - *Denial of support (denial of necessary support for the living of children, parents or spouse, from the person who is obliged, through a court-order, to provide, constitute criminal contravention and is punishable by fine or up to one year imprisonment).*

The WG identified gaps and proposed changes in the LDV, Criminal Code, Legal Aid, and Social Assistance Law that were approved by the Advisory Board (AB) before sending for approval to the related Ministries and latter on to the AG (by the Ministry).

**4.4.2** The main changes in LDV were related to the confidentiality of the personal details and of the information that is provided by the victim considering as necessary to promote declaration of DV in the specialized structures.

**4.4.3** The main changes in the Criminal Code were related to the three following issues: (i) when the offence is committed as a violation of protection orders; (ii) when the offence is committed in abuse of family and cohabitation relationships; and (iii) when the offence is committed based on motives related to gender, gender identity, etc. In the latter case no opportunity to claim mitigating circumstances is provided by Criminal Law. Under the most recent changes the other criminal offences, such as murder, manslaughter, grave and light injuries provide for increased sanctions when the crimes have been committed against a partner, spouse or family member. This article was amended in 2012/2013 to include sexual intercourse between spouses/cohabitants without the consent of one of them, and is punishable by imprisonment up to 3 years

**4.4.4** In addition to the above amendments, the Criminal Code was also amended to recognize threat or “repeated actions” intended to cause a continuous and grave sense of anxiety or fear for a person’s security, the security of their relatives or the security of a person with whom they are related sentimentally, or intended to force them to change their lifestyle. Such threats or harassment are punishable by imprisonment from 6 months to 4 years. When this offence is committed by a former spouse/cohabitant the punishment increases by one-third. When this offence is committed towards a minor, a pregnant woman, or a person unable to defend themselves, by a person wearing a mask or is accompanied by possession or use of weapons the punishment increases by half.

**4.4.5** Other legislative documents were completed regarding the new Economic Aid (EA) Scheme that considered for the first time the vulnerable women, subjects of DV/VAW, as part of the target group beneficiaries of the EA; the Guide “On the development of the procurement’s procedures for Social Services”<sup>18</sup> that intends to help all contractual authorities to procure social services considering inappropriate the previous criteria of the “lowest price” giving more importance to the most economically advantageous bid; and the Guide “For the implementation of social care services for victims of DV, in residential and non-public centers”<sup>19</sup>. This was followed by the establishment of standards of services that address DV, and the standard for monitoring subcontractors by the local government institutions.

**4.4.6** The most important regulatory document drafted by the project’s experts was the draft Government Decree (GD) “On the establishment and functioning of the Referral Mechanism for Treatment of the cases of DV”<sup>20</sup>. This GD was directly related to the sustainability of one of the main project outputs i.e. the establishment of the referral mechanisms at local level.

## 4.5 Advocacy and Awareness Activities

**4.5.1** Advocacy activities were organized at several levels: (i) Series of meetings and roundtables with law makers, decision makers and different stakeholders to advocate in favor of the revised legal and regulatory framework in order to facilitate and ensure their approval; (ii) Participation in the drafting process lead by MoSWY and supported by UN Agencies in the new strategic documents such as the NSGE-DV providing inputs regarding the strategic priorities related to the DV and lobbying on the importance of the document’s adoption by the AG; (iii) Advocate with decision makers for the approval of the proposed regulatory by law for the subcontracting of services that address DV by the central and local government institutions; (iv) Support and advocate for the DV cost calculation study undertaken by UNIFEM and UNDP, and dissemination of the related results in the 10 Municipalities targeted by the project; (v) Round tables discussions with the main stakeholders at national and local levels on the main responsibilities of the government institutions regarding DV, such as the round table on procurement and contracting procedures of NGOs for services related to the DV<sup>21</sup>; (vi) Advocacy for the allocation of a permanent budget line at the central and local government institutions for actions of combating and

<sup>18</sup> Approved by the AG in September 2013.

<sup>19</sup> Approved by the AG in December 2012.

<sup>20</sup> Approved by the AG in February 2011.

<sup>21</sup> This round table was organized in Tirana, in April 2014. Participants were higher representatives of the MoSWY and the Public Procurement Commission, representatives of 10 Municipalities targeted by the project, and a large number of national and local NGOs. Ms. Ina Mucaj, Director of the Juridical Department of the Public Procurement Commission, Ms. Denada Seferi, Director in the MoSWY, Ms. Irena Stasa, the Director of the Department of Economic Aid and Social Services in Vlora Municipality that brought to this round table their point of views both from central and local government.

prevention of DV; (vii) Series of training workshops for educating women NGOs on the opportunity to be subcontracted by the central and local government institutions for services that address DV issues; and (vii) Several media campaigns, TV spots, TV documentaries, leaflets and posters focused on the DV were issued or broadcasted.

### The radio-drama and mono-drama against DV

The mono-drama show was broadcasted in 7 targeted Municipalities (Tirana, Lezha, Shkodra, Puka, Berat, Lushnja and Vlora) in the local TV stations. The broadcasting time was selected in prime time (news editions) as well as in between of soap operas. The five series of the radio-drama were broadcasted in 4 targeted Municipalities (Vlora, Pogradec, Shkodra, and Lushnja) in local radio stations. In fact, the radio-stations selected covered also other municipalities. Thus, the awareness campaign covered almost 14 Municipalities in total. In addition, 8 TV debates were organized during the 16 Days of the Activism against DV, with the representatives of the Network and local activists. This campaign was opened with a two hours TV debate at “Ora News” TV followed by debates in other TV Channels such as TVSH, TV Lezha, TV Focus in Vlora, 4+ TV in Lushnja, TV Onufri in Berat and TV Puka. In one of the interviews about the documentary film, the show-man underlined the following message: *Violence is tricky. She (the woman) shows up beaten to a pulp, bloody and bruised and because she has no job, no place to take her children, and is stuck in a rut, after two weeks she will forget what happened because she can’t do anything about it and she will find herself in the same situation after some time. I believe that the only one we can trust to solve this problem is the abused woman herself, who sees this as an opportunity to save herself, in other words, there is no salvation from the outside, only from within. She should save herself and begin a peaceful revolution, not necessarily harsh, violent, or by cutting some heads, but peacefully and carefully and above all intelligently. Thus, the woman that has suffered violence realizes that she is being abused, wakes up, understands and leaves. She takes her children, punishes him, and disappears from that center and source of violence.*

**4.5.2** The national conference “Violence is a crime! Act Now! A real man never hurts a woman!” was organized in Tirana on December 2012. The opening speech of the conference was made by the Minister of Labor, Social Affairs and Equal Opportunities (now MoSWY), while the welcoming remarks were made by the UN Resident Coordinator and UNDP Resident Representative in Albania; the Prime Minister of Albania; the Chargé d’Affaires of Embassy of Sweden; US Ambassador in Albania; the Head of the EU Delegation to Albania and the UNICEF Representative in Albania.

**4.5.3** During the project implementation a 25 minutes documentary film and a 25 seconds spot was prepared and broadcasted. The documentary film named “Boys and men against Domestic violence” includes a rich text against the DV phenomena and messages given by well-known male politicians, sportsmen and actors. The documentary film and the spot are broadcasted with high school students in Shkodra, Vlora, Puka, Korca and Elbasan. As well it was broadcasted during the closing National Conference. The spot have been broadcasted as well in the National TV-s on the eve and on the day- July 1st 2014 - of launching by the Minister of Social Welfare and Youth of the on line national system for monitoring and reporting of DV cases.

**4.5.4** The closing National Conference was also a very useful tool for advocacy considering the establishment of the new Government in mid-2013. The new government representatives that participated in this final event of the project were informed on the project’s activities and outputs, as well as were committed to support and/or ensure the sustainability of the results.

### The closing National Conference

The closing National Conference “Developing a sustainable system to address violence against women - lesson learned” was held on May 13th, 2014 in Tirana. There were 152 participants including the representatives from the Municipalities targeted under the project, members of the AG at Minister and vice-Minister levels, Directors of different Departments in the 5 related Ministries, and distinguished representatives of international organizations present in Tirana such as the UN Resident Coordinator, UNDP Resident Representative in Albania, representative of UN Women in Albania, representatives of OSCE etc. Ms. Zineb Toumi-Benjelloun, the UN Resident Coordinator in Albania, mentioned out that the UN and Albanian Government structures “learned from the efficient models at the local level implemented by the Network and replicated in eight additional municipalities”. Mr. David Saunders, the representative of UN Women in Albania, considered the efforts done along the project implementation as an important contribution. The representatives of AG underlined the strong will of the new Government to engage financial resources and human capacities in better preventing and combating the DV/VAW.

## 4.6 Capacity Building of Local Government and CSOs

- 4.6.1** Initially, a capacity building needs assessment was conducted in the 5 new Municipalities targeted by the project with a special focus on the responsibilities of the central and local government institutions to carry out their duties in combating DV issues followed by drafting a detailed capacity building program targeting local government officials, and CaDV and TWG members. The assessment report and the training program were largely discussed with MoSW before being approved by AB. It was the MoSWY that suggested focusing the training program on the local institutions in order to ensure the well-functioning of the DV structures established at local level.
- 4.6.2** Thereafter, about 280 representatives of different local institutions in total were trained in two days formal training sessions in different locations out of which about 150 participants were representatives of Police Departments, Regional Education Departments (RED), Regional Health Departments (RHD), Attorney and Bailiff Offices, members of CaDVs and TWGs, representatives of different local NGOs, etc. About 130 participants in total represented local government institutions.
- 4.6.3** Almost the same number of representatives of the above institutions from the 5 “old” Municipalities was retrained according to a detailed training program carried out by the project’s team and approved by both SC and AB.
- 4.6.4** A set of training sessions dedicated to the practitioners of the LDV with a special focus on the police officers and health workers was organized in all 12 Regions of Albania in cooperation with the project supported by SIPU International<sup>22</sup> and the Albanian Mol. All training modules were drafted by project experts.

## 4.7 Strengthening CaDVs and TWGs

- 4.7.1** Memoranda of Understanding (MoU) were drafted by project experts and signed in each of the 5 new Municipalities by all CaDV and TWG members, after training them in the main functions and responsibilities deriving from the Albanian legislation related to the DV issues, and after an intense lobbying campaign addressed to the related central and local government institutions. In the meantime, 5 local coordinators were appointed by Mayors in the new targeted Municipalities supported financially by the project for addressing all activities planned by the project and especially for facilitating meetings of the CaDVs and TWGs.

<sup>22</sup> SIPU is the Sweden Cooperation Agency.

- 4.7.2** Special attention was paid to the regular meetings in the local structures in charge of the DV issues namely CaDV and TWG. While the TWGs meetings were organized on a monthly basis to address all specific problems related to the referred DV cases, the CaDV were meet rarely and in general it was more difficult to convince the CaDV members on their important role vis-à-vis the referral mechanism approach. As a result, CaDV meetings were organized on a quarterly basis.

## 4.8 Establishment of the Network of Shelters and Counseling Centers

- 4.8.1** Based on a series of lobbying activities facilitated by the Shelter of Tirana that is part of the NAGVaT, a network of 12 Shelters and Counseling Centers has been established. A Protocol of Cooperation and Data Exchange (PCDE) was developed and signed by the network members. In addition, a Network Coordination Unit (NCU) was established in the Shelter of Tirana. The respective personnel was trained on the main tasks related to the shelter activities and specifically on the tasks related to the data exchange.
- 4.8.2** The network shares information on regular bases regarding case management and shared experience on specific cases. Best practices are also discussed in bi-annual forums organized by the network leading to several lessons learned by specific cases managed by them.
- 4.8.3** Considering the above information, a database started to be established in the NCU collecting information by partners at case by case bases. The collected data were used to more effectively organize the forums of knowledge sharing of the network.
- 4.8.4** The network representatives were also trained on the standards of services that they provided in order to harmonize standard protocols of services with all network members as well as throughout Albania. In this framework, compliance with the shared standards was evaluated and a Monitoring and Evaluation (M&E) system was developed for the counseling centers and shelters.

## 4.9 The Faith against DV

- 4.9.1** The faith against DV was focused initially on the main religious groups in Albania. Training of Trainers (ToT) was organized for heads of women sections of the religious communities focusing on tools to prevent and combat DV. 53 selected women in total from 10 Municipalities representing different religious faith including in particular Muslim, Orthodox, Catholic, and Bektashi communities, and working as lawyers<sup>23</sup>, teachers, and other similar professions, were trained on the principles of gender equality, how to raise awareness against DV, and how to prevent the DV and fight against it.
- 4.9.2** Thereafter, participants were involved in different project activities aiming at the establishment of the “Faith against DV” network. Essay competition among Muslim high schools students and Orthodox Church youngsters was one of the most important activities, the first price awarded to a girl from the Orthodox Church high school.
- 4.9.3** Small scale education activities in the form of peer to peer meetings were also organized involving supporting groups established throughout the targeted Municipalities. Supporting groups were trained by trainers already trained under ToT activities. In addition,

<sup>23</sup> One of them, for example, was the wife of an Imam of Tirana Muslim community.

a Training Manual for peer educators on gender equality and DV was drafted by project experts to help trainers to well facilitate the peer to peer meetings.

#### Supporting groups and Peer to peer meetings

During the period January-May 2013, about 972 boys and girls have participated in 81 peer supporting groups each of them composed of 12 members as follows: five peer groups were established in Vlora with students (boys) of Law Faculty of Ismail Qemali University and of the high school Jani Minga Vlore, one group of school boys and girls of the high school in Puka, four groups in Tirana and four groups in Pogradec with high school students (boys and girls), four groups in Elbasan high schools, etc. Members of the peer supporting groups were trained by the project's trainers and lead peer to peer meetings on DV. The Law Faculty of Vlora University, high school "Hasan Gjyzeli" in Manza, the "Ismail Qemali" high school in Tirana, "Halim Xhelo" High School in Vlora, "Ali Demi" high school in Tirana, "1 Maj" and "Mustafa Qemal Ataturku" high schools in Tirana, Industrial High School "Mihal Shahini" of Elbasan, "Hajredin Beqari" high school in Selenica, "Pilo Prifti" high school in Novosela, etc., were some of the education institutions where the main peer to peer meetings were organized by the supporting groups.

#### 4.10 Strengthening Capacities on Using the E-System

**4.10.1** Computers were provided to all the five "new" Municipalities and the electronic system was installed in each of them providing also mentoring support to local facilitators on how to use the system. Formal trainings were organized starting from November 2011 for DV specialists of 15 Municipalities regarding the usage of the electronic system of DV cases and the related Referral Mechanism (RM) including: the 10 Municipalities targeted by the project, representatives of Municipalities supported by UNDP (Durrës and Korça), as well as representatives of the Municipalities supported by the Governmental Austrian Agency (Lac, Gramsh, and Lushnje). In terms of effectiveness, trainings were evaluated of the level of "a great deal" by almost 90 percent of the participants<sup>24</sup>.

#### The Main Modules of Formal Training on E-System

(i) Concrete presentation of the electronic system of cases of DV; (ii) How to collect data through an appropriate data collection Form; (iii) Statistical data entry in the electronic system; (iv) How to generate reports automatically from the system; (v) How to present the reports to the TWG and to the Municipality Council members; (vi) Monitoring and evaluation methodology and practice of the tracking system and data base for DV cases; and (vii) Sharing best practices between Municipalities and lessons learned.

<sup>24</sup> NAGVaT, Training on strengthening capacities of DV specialists regarding using of the E-system, November 2011.

## ANALYSES

### 5.1 Management issues

- 5.1.1** The political changes of June 2013 in Albania (see 1.1.6) represented the main important constraint vis-à-vis the project's implementation that was successfully overcome by the project team. While after changes of the Government the AB was immediately redefined including the new vice-Ministers and Directors, the SC remains almost unchanged. It was the same for the main local counterpart of the project: the Ministry of Labour, Social Affairs and Equal Opportunities was replaced by MoSWY, changing functions, structure and staff. The project team was well suited to the changes and for a short time informed the new decision maker on the project's objectives and outputs and reached with them a common understanding and commitment to continue the implementation.
- 5.1.2** The project was extended in 5 "new" Municipalities (see 1.2.5 and 4.1.1) and the mechanism against DV was already established in 10 Municipalities by the project. Considering the similar interventions by UNDP in 8 Municipalities, and the RA activities in 4 other Municipalities, the referral system is already in place in 22 Municipalities out of 65 Municipalities (in some 31% of the Municipalities) and 300 Communes in total. Thus, the referring mechanism against DV is far from being established throughout Albania.
- 5.1.3** There is no a specific Agreement/MoU between partners of the NAGVaT to well define responsibilities and duties between them after the signature of the Project Cooperation Agreement (PCA) between UNIFEM and RA. Such a document would help to better analyze optional opportunities of cooperation and decide on the cooperation approach during project implementation. However, it was their choice to consider only the geographic criteria in the division of responsibilities. In the evaluators view, it would be better to consider also the division of responsibilities by type of activities, thus better utilizing the specialization of each partner for some types of activities. This was the case of the CEMT that developed a successful M&E system and drafted M&E reports. This approach was largely confirmed also by the interviewed staff involved in the project's activities (see A6 - Chart 1).
- 5.1.4** The NAGVaT reported to UN Trust Fund at regular bases through RA, according to the Reporting Requirements of PCA of July 2010. The final report is already drafted and will be presented together with the last audit report.
- 5.1.5** Certified Annual Financial Statements were issued by an independent audit company after drafting two audit reports carried out during the lifetime of the project including the years 2011 and 2012. The third report being the last one is under finalization. However, the financial procedures are evaluated as correct and the factual disbursement rate followed the plan without significant deviations.
- ### 5.2 Project's Focus
- 5.2.1** Regarding primary beneficiaries (see 2.3.1), women and girls in general and women victims of DV in particular, as well as the local government staff, could be considered that were the ones that benefited more from the project's activities. In fact, the major number of training and advocacy activities targeted these groups. This is also the perception of a large number of interviewee (see also A6 - Chart 2).

**5.2.2** Meanwhile, men and boys are considered fewer beneficiaries by the project activities. Women and girls dominated the different groups of activities related to the revision of the legal framework, awareness campaigns, network of shelters and counseling centers, and faith against DV. Men were involved more indirectly in some activities regarding the advocacy and capacity building for CaDV and TWGs. Following that, the project was seen as targeting more women and women victims of DV rather than addressing violence against women as a widespread phenomenon in Albania (see also A6 – Chart 3).

### 5.3. The Referral Mechanism

**5.3.1** The structure of RM it is now well institutionalized: the Municipality is the focal point for actions against DV; CaDVs and TWGs have some defined responsibilities; police is in charge of the reception of victims; health services are in charge of the medical treatment of victims; and shelters are in charge of their rehabilitation. This system is well covered by the existing legal and regulatory framework. However, there are at least two main issues of concern: (i) The new RM is centered to the Municipality where a coordinator on DV should be appointed that would be the first contact for victims of DV. In practice, it happens in many cases that DV victims are addressed directly to the police; (ii) Even in the case that victims of DV would prefer the City Hall for their complaints, this could happen during the office hours only. The prevailing opinion of CaDV, and TWG members and the DV victims was that the first contact point must be in the Police Station (see A6 - Chart 4). Thus, the first contact point needs to be reevaluated by the project staff.

**5.3.2** It is foreseen to organize monthly meetings for both CaDVs and TWGs. This is well implemented by the TWG in almost all targeted Municipalities: meetings are organized each month at experts' level discussing case by case and providing appropriate solutions. In practice, the organization of meetings of CaDVs resulted to be more difficult considering that most of the participants are Regional Directors and several times they are absent in the meeting and replaced by experts designated by them, which in most cases are already members of the TWG. Following this, some of the meetings of CaDV became very similar to the meetings of TWGs. The general opinion is to reduce the number of meetings of the CaDV while to continue to organize TWG meetings on a monthly bases (see A6 - Chart 5).

**5.3.3** The division of responsibilities between different stakeholders at national and local level has been sanctioned by GD (see 4.4.6). The choice of the project team to approve RM by the AG, the professional expertise to draft the GD, and the related lobbying activities vis-à-vis the government members to approve this GD, could be considered as fundamental for: (i) facilitating project implementation; (ii) the formal recognition of the RM as the only mechanism to be followed in all Albanian Municipalities and by all interested organizations; (iii) the involvement of other international donors' agencies in supporting the expansion of the system in other Municipalities. Thus, formalization transforms the RM in a successful National tool against DV.

**5.3.4** The RM is considered as an appropriate system regarding DV and was evaluated as a good and very good system by about 99% of the respondents (see A6 – Chart 6), well adopted to the local administration level, and a very simple one (see A6 – Chart 7).

### 5.4 The Legal and Regulatory framework

**5.4.1** Improvements on the LDV (see 4.4.1) and Criminal Code (see 4.4.3) not only fulfilled the identified gaps but also harmonized the above mentioned Laws with international stan-

dards regarding DV. Changes were proposed by legal experts familiar with the related international standards who were well informed on the existing related legal framework in Albania following large debates and discussions with related stakeholders and groups of interests. This was especially related to the Criminal Law that has been unclear about some of the concepts such as opportunity to claim aggravating circumstances. All proposed amendments to the LDV were adopted by the Parliament in September 2010, and the revised Criminal Code was adopted in March 2012. After the above revisions happened, the Albanian legal framework regarding DV could be considered as completed and well harmonized with international standards. This is clearly mentioned also by the interviewees, and the large majority of them considered the law enforcement as the main priority action against DV (see A6 – Chart 8).

**5.4.2** Base on the efficient legislation practices of some EU countries; procedures and standards for Social Services were finalized by project experts and approved by the AG (see 4.4.5). The approaches of the project to first identify priority needs of the existing legal and regulatory framework through situation analyses and then to draft revisions and/or new legal documents resulted to be very successful. On the one hand, this is the reason that all legal revisions were adopted by the Parliament and all regulatory documents were approved by the AG. On the other hand, the implementation of the Laws or GDs could be ensured only if such documents are followed by Guidelines as explanatory documents. The approval of the Guidelines on the procurement procedures for the provision of social services by NGOs is a good example of the importance of the above approach.

**5.4.3** While developing full explanatory documents is very important, the implementation implies also the commitment of the Government to respond the needs for actions against DV. Thus, the GD regarding the procurement of services related to DV it was a success story of the project (see 4.4.5) introducing for the first time some general and specific rules to be followed by Government institutions and NGOs, as well as introducing for the first time unified standards of services for all service providers all over Albania. However, the implementation was until now very limited due to lack of funds by the MoSWY.

**5.4.4** In addition, the evaluation of the revisions/new entries in the legal and regulatory framework regarding DV after 1-2 years of implementation was missing and it is not possible to analyze the real impact of the above improvements, and the consequent needs for further improvements.

### 5.5 Advocacy and Awareness

**5.5.1** It is important to mention that the approach of the project's team was to avoid advocacy and awareness campaigns replacing them with systemic and permanent advocacy and awareness activities (see 4.5). This approach resulted fundamental for the progress of the project's implementation starting from the advocacy at all levels of central and local decision makers and law makers in the Albanian Parliament. This approach ensured the recognition of the project by all stakeholders, timely decision making regarding all proposals for amendments in the existing legal and regulatory framework, the support for the RM establishment, adoption of the new standards and contracting procedures regarding services that address DV, etc.

**5.5.2** The same applies to the awareness raising activities: generally speaking, the Albanian community was informed on the DV issues through a large variety of awareness tools selected by the project experts and related to specific target groups. Decision makers were

sensitized through direct information, focus group discussions, and different conferences at the local and national levels - thereafter outlines of the conferences were published in different electronic and printed media informing the large public; women and girls in all target Municipalities were part of the activities regarding DV; women lead on their own various round tables after being trained by the project experts; etc.

**5.5.3** However, informing and sensitizing could be considered as two very different concepts. The Albanian community in general and decision makers in particular seem to be more informed and less sensitized on the DV issues, and this was confirmed also by a large majority of respondents (see A6 – Chart 9). This relates to the following main reasons: (i) the Albanian society continue to be conservative regarding DV considering it more a family matter and not a serious problem for the Albanian society; (ii) Despite the commitment of the related Government Institutions to the project activities, they do not really feel obliged to lead the fight against DV; and (iii) the lack of reliable statistical data on the DV prevent the real perception severeness of this phenomenon in Albania.

## 5.6 Capacity Building

**5.6.1** Thanks to the project's contribution, in Albania there is an already established network of DV activists at the central and local government institutions. The RM is also operational especially at the local level: TWGs followed attentively cases of DV providing specific solutions for each of the cases. Most of the staff is trained on the international standards and best practices of the fight against DV, as well as on the well functioning of the RM.

**5.6.2** Capacity building activities were not empirically defined but based on a very professional training needs assessment (see from 4.6.1 to 4.7.2). It was largely confirmed during the time span of the project that the identified needs were very relevant and this was also reaffirmed by a large number of respondents (see A6 – Chart 10). The technical level of formal trainings was evaluated as being good, very good and excellent by more than 95% of the respondents (see A6 – Charts 11 and 12), and the trainings were considered as very suitable for the day-to-day work (see A6 – Chart 13).

## 5.7 The network of Shelters

**5.7.1** The idea of the establishment of the shelters network and counselling centres could be considered as a very good one that helps to ensure good level of services to DV victims and harmonized standards of services throughout Albania. The contribution of the project in this respect was important and the training of personnel, guidelines for standard services, and sharing experience and good practices were well accepted by the formalised network members (see 4.8).

**5.7.2** However, the network is in a "survival status" due to lack of financial resources translated into understaffed centers and not optimal services. This is also the opinion of a large number of respondents to the evaluators' survey (see A6- Chart 14).

## 5.8 Monitoring and Evaluation

**5.8.1** The establishment of a monitoring and evaluation system to measure the outputs of the project activities could be considered as one of the best practices of this project and a very good example for all other projects implemented in Albania by international or local NGOs. This was realized in a highly professional way: establishment of the baseline data

(see 4.2), drafting a Project Based Management Plan (PBMP)<sup>25</sup>, and analyzing progress through quantifiable indicators. This new experience was transmitted to the project staff, to the staff of the related NGOs, and to the staff of the government institutions as a well structured methodology that could be adapted to their day-to-day work.

**5.8.2** Thanks to this system, it was possible for the evaluators to conclude that the project exceeded most of the initial targets. This could be easily evidenced by the number of experts from the Government institutions and CSOs trained as well as the inputs received regarding the actual amendments of legislation; the number of women involved in the project's activities, the establishment of CaDVs and TWGs in the target Municipalities and their meetings at regular bases, the number of open-minded religious leaders engaged, etc.

**5.8.3** Thanks to this system, other indicators which were not achieved against the initial targets were easily identifiable. The amount allocated by Government institutions regarding services to address violence against women is a typical example considering that the local budget allocated to this purpose decreased during the lifetime of the project. The lack of commitment from the Mayors and Municipality Councils, poor information about severeness of DV in their administrative territory, and the lacking information on the related legal framework, are the three main reasons that respondents ranged as the reasons for the decreased local budget regarding DV issues (see A6 – Chart 14).

**5.8.4** While the proportion of DV survivors that receives services by counseling centers and shelters who feel that they have been provided with adequate services must be one of the main performance indicators (see 4.1.1), the information system related to this indicator is largely depending from the functioning of the online database on the DV cases. The idea to set up this e-system emerged during the first phase of the project implemented by NAGVaT. The need for such a system was confirmed by CaDVs underlining the importance of a full database of DV cases, including the methods of treatment, and results achieved by the responsible institutions. This was confirmed also by the GD of February 2011. The e-system was installed in each of the targeted Municipalities and the national on line data base was also installed in the MoSWY carrying out reports at regular basis based on the report templates drafted by the project experts. The related staff of the Municipalities and MoSWY was also trained by the project team (see 4.10).

**5.8.5** However, the e-system was launched by the Minister of MoSWY on July 1st, 2014 only, minimizing its impact to the project's activities. Although the system is generally well functioning at both central and local government institutions, local units do not present the same degree of seriousness and commitment to support the system. This is mainly related to the appointment of the gender officer in the Municipality administration, already included as an obligation by LDV, which will be in charge among others for data collection and data entry. While in the Municipalities where a gender officer is appointed the system works well and citizens receive good services, some other Municipalities have not made adequate budget provisions to appoint such an officer, and the system is not operational. The lack of commitment of Mayors and Municipality Councils is considered by the majority of respondents as the main reason regarding the decrease in the local budget related to the DV (see A6 – Chart 15).

<sup>25</sup> The evidence-based programming, monitoring and evaluation, and knowledge management programmes to end violence against women and girls were introduced by UNTF in the Bratislava workshop of November 2010.



## 5.9 Outputs' status

- 5.9.1** The evaluation of the final status of outputs is presented in the Annex 2. This evaluation was based on the given baseline data as compare to the above explanations of the related activities and to the consequent evaluations. As a result, 9 out of 13 planned outputs are fully achieved while the 4 others are partially achieved.
- 5.9.2** However, it is important to mention that some of the planned outputs were largely exceeded. This is the case of outputs related to the revision of the legal framework, and to the participation of women, youth, and religious leader in the combating DV actions. In addition, two outputs partially achieved regarding the establishment of the standards for subcontracts issued by central and local government institutions for services to address VAW, and the allocation of a permanent budget line by the Municipalities to initiatives and services to prevent and combat VAW implied the commitment of the central and local Government institutions.

## 5.10 Relevance

- 5.10.1** DV is a widespread phenomenon in Albania and the Albanians continue to consider it a family matter where victims are obliged to suffer in silence. While the legal framework relevant to DV is quite recently adopted and evolved slowly, the law enforcement continues to be poor. The Government institutions in charge of gender equality lack financial resources to support actions against DV and in general their commitment in such actions remains low. The situation is also evidenced at local level. As a result, every initiative against DV is highly relevant with regards to the very important needs of the Albanian society against DV. This is one of the main reasons why the NAGVaT project "Developing a sustainable system for addressing violence against women in Albania" was considered as the focus of actions against DV in Albania, as well as followed by almost all other local and international initiatives in this field.
- 5.10.2** Targeting well selected specific groups, i.e. women and girls, community members in general, municipality staff and the professionals of the official social protection system, the project reached the most priority groups in need regarding DV and the real responsible to protect and support victims of DV. However, the project was limited to some general awareness activities with regards to men and boys, without a substantial focus on this target group.
- 5.10.3** The project was the continuation of the pilot initiative that addressed DV at the central and local level to ensure the effective implementation of the LDV and supported by UN TF. There was no need for significant changes during the project implementation because the project was well based on well defined priority needs. However, NAGVaT and the project team demonstrated high flexibility in adopting the project implementation in response to some changes in the structure and staff of the central and local government institutions.
- 5.10.4** The mission of all partner NGOs included in NAGVaT is focused on the protection of women rights against every kind of violence, empowering women in the economic and social aspects, and providing services for women in need<sup>26</sup>. The above mission matches well with the project aims and activities and the project benefited from the huge experience of the partner NGOs in the field of DV.

<sup>26</sup> See as example the Strategic Plan of Refleksione Association, Tirana, 2006.

## 5.11 Effectiveness

- 5.11.1** The overall goal of the project to develop a sustainable system for addressing VAW was largely achieved. The RM was established and is currently operational not only in the 10 Municipalities targeted by the project but also in 12 other Municipalities supported by other international donors (see 2.1 and 5.1.2). Thus, the RM was developed in 22 Municipalities in total, and the MoSWY receives on line information from them.
- 5.11.2** The specific objectives of the project to complete the legal framework for combating DV in Albania and for enabling government institutions to subcontract NGOs for services related to combating VAW (see 2.1.1) were achieved. After analyzing the existing legal and regulatory framework, concrete proposals were drafted and all of them were adopted / approved by the Parliament / AG (see 5.4.1). This is related in particular to amendments to the Criminal Code and LDV, as well as to the procedures for contracting services and the standardization of services. At present, there is a general agreement in Albania that the legal and regulatory framework regarding DV is already complete and the law enforcement could be considered as the main priority action against DV. In line with this conclusion, and in addition to the planned objectives, Guidelines to facilitate implementation of the Laws and GDs were drafted by the project experts.
- 5.11.3** The specific objective of the project to increase the capacity of government institutions at the local and central level in order to effectively implement programs to prevent and combat DV (see 2.1.1), was largely achieved. This was confirmed by the large number and high quality modules of formal trainings provided at all levels of central and local administration (see 5.6), based on a very professional training needs assessment previously conducted by the project experts and agreed with beneficiaries.
- 5.11.4** The specific objective of the project to increase capacity of NGOs that serve victims of VAW and make them eligible for being subcontracting by government institutions was partially achieved. After drafting the related GD and approval by the AG, an effective training campaign was organized to enable NGOs and government structures to implement the contracting procedures in order to ensure services for women according to the international standards. However, it was very difficult to confirm the results of the capacity building activities due to the lack of financing by the state budget for such services. Currently, the 5 existing shelters in Albania established by NGOs, lack funds to provide adequate services and keep their staff at work.
- 5.11.5** The specific objective of the project to contribute substantially to make VAW socially unacceptable among women, men, girls and boys, was partially achieved. Various advocacy and awareness activities were successfully implemented based on a systemic and permanent approach instead of an advocacy campaigns approach (see 5.5) ensuring a high visibility of the project and influencing decision makers to accept RM and to adopt all proposals for amendments and for completing the existing legal and regulatory framework. This was also clearly reflected in the significant increase of the number of woman denouncing DV cases: in the Municipality of Puka<sup>27</sup> it was evidenced the first case that a women victim of DV accepted to contact police and denounced her husband. The main weak point regarding this specific objective is related to the target group: men and boys were not targeted in the same level as women and girls and their benefits from those activities were more related to their information than to their awareness to stop or avoid DV (see also 5.2).
- 5.11.6** The selected methodologies and approaches with regards to project activities, selection of target groups, form and frequency of intervention, duration of intervention etc. were appropriate and positively contributed to achieve project objectives.

<sup>27</sup> This is considered a very conservative area in Albania regarding the power of men and DV.

## 5.12 Efficiency

**5.12.1** The project could be considered as very efficient. The establishment of the RM in 5 Municipalities and its consolidation in other 5 “olds” Municipalities were achieved with minimal funding from the project budget. In addition, the RM was extended in 12 other Municipalities by other international donors that adopted the same methodology and activities of the project. Thus, the good results of the project were recognized by other interested donors and the impact of the project was enhanced thanks to their contribution.

**5.12.2** The project was managed and implemented efficiently as compared to the Project Document. No cost extensions were requested to face difficulties from the large number of the government institutions involved, uncertainty of their functions and responsibilities in relation to DV, and constant changes of staff especially at local level. In addition, the increased cost by the unexpected increased number of participants in training activities did not lead to cost extension requests. Thus, the project financial resources were used very efficiently to achieve the project objectives.

## 5.13 Participation

**5.13.1** Very broad participation could be considered as the main characteristic of the project starting from the project design. NAGVaT cooperated with central and local government authorities in designing the project, well focusing the activities in their most priority needs. As a result, government institutions considered RM more as their solution to DV issues than an outside solution proposed by the project. This was a fundamental approach that ensured the success of the project.

**5.13.2** The project benefited from the synergy of all stakeholders involved in the activities including in particular the community of the targeted Municipalities, lawmakers in the Parliament, decision makers at the central and local levels, women victims of DV, international donors, etc. This was clearly demonstrated not only in the broad participation in capacity building activities but also in the very active participation in several networks and national activities included in the project or simply promoted by the project. “Faith against DV” (see 4.9) is a very good example of the high interest of the main religious groups to contribute against DV. The participation on the “Alliance of women” – a new structure established in 2013 in the new Parliament of Albania with all women members of the Parliament (MPs) – helped to sensitize law makers on the women situation and the most urgent steps to improve their status.

**5.13.3** Participation of the representatives of all stakeholders in the AB, CaDV, and TWGs, transferred the ownership of the project to the above structures. This was fundamental for the development the necessary local institutional capacities to respond to the DV problems.

## 5.14 Sustainability

**5.14.1** The project outputs are in general sustainable. This is related in particular to the RM that was confirmed by the central and local government representatives, community leaders, women activists and women victims of DV, and international donors, as the only appropriate system to provide data and resolve priority concerns regarding DV.

**5.14.2** In addition, there are three main weaknesses related to the sustainability of the project results: (i) Government commitment in actions regarding DV remain very low. This is clearly demonstrated by the lack of state financing of services related to DV; (ii) Law enforcement remains very low in Albania. As a result, Municipalities are not sufficiently committed to positively respond to their responsibilities regarding DV; (iii) Staff turnover hampered sustainability. This is related to cases of some trained local staff that changed positions.

# LESSONS LEARNED

## 6.1 DV is a Major Human Rights Concern

**6.1.1** International law is the body of legal rules that applies to the relations between sovereign states as well as to the relations with and between other entities that have been granted international personality by sovereign states<sup>28</sup>. Human rights are rights that every human being has and is entitled to enjoy simply by virtue of being human. Gender-based violence is a distinct form of discrimination which, in itself, constitutes a violation of international human rights law. DV is one of the most prevailing forms of violence and discrimination against women. In spite of the form of violence, it has not been recognized as a violation of women’s rights until very recently<sup>29</sup>.

**6.1.2** Referring to international law, it is important to primarily consider the norms that impose some kind of legal obligation on a state. By joining an organization, a state accepts the rules that are imposed on its members. In treaties and other international agreements, there are three ways of describing these obligations: (i) The obligation to respect (a negative obligation: must renounce torture, must not tolerate unfair trials, must not discriminate based on sex); (ii) The obligation to protect (a positive obligation: establishing shelters for female victims of domestic violence, providing health services for victims, funding social services dealing with the problem of domestic violence, providing training for police to address domestic violence, etc.); and (iii) The obligation to fulfill (a positive obligation that requires appropriate measures to be taken to assure that women’s rights standards are attained: providing remedies to address a faulty trial, guaranteeing victims of domestic violence access to social services and health care, etc.).

**6.1.3** In the field of domestic violence, this means that a state has responsibilities not only to prohibit the violation of the human rights of women, but also to take active measures for prevention and protection. A state is obligated to ensure that domestic violence does not occur, and if it does occur, it is obliged to ensure that victims are protected. However, until recently, states have been reluctant to intervene with regard to violence that takes place in a family; they believed this was a private matter and that a state has no obligation in the private/domestic domain. Acts of violence against women were carried out by non-state agents; states did not consider themselves to be accountable for this behavior.

**6.1.4** Based on the above considerations, DV is primarily a state responsibility. This important concept is not well presented and argued in the advocacy and awareness activities of the project. Instead, when analyzing the awareness tools, one could easily create the wrong perception that DV is the responsibility of society as a whole or an individual responsibility only.

## 6.2 Government Attitude vis-à-vis DV

**6.2.1** Being a major human rights concern, fighting against DV must be considered a priority task of the AG. Generally speaking, while it appears that DV is a serious problem that needs high-level attention from the AG through a visible commitment of the related government institution to place DV in their agenda, the Government’s functions and responsibilities regarding DV are not clearly defined and DV is more considered as an exclusive CSOs’ area of activity.

<sup>28</sup> Definition from the International Labour Organization

<sup>29</sup> This happened for the first time in 1980

**6.2.2** In this respect, the question to be clearly addressed is the fulfillment by the AG of obligations emerging from international standards and national laws, policies and practices. In order to answer this question, it is first necessary to better understand what role AG institutions could and should play in combating DV. In other words, what should the AG to international treaties and agreements do generally and specifically with respect to DV? This question must be presented in the center of the lobbying and awareness activities vis-à-vis the government institutions.

### 6.3 Abusers Forgotten?

**6.3.1** Focusing on the victims of DV became a common approach for most of the related interventions implemented/supported by international donor's agencies in Albania. Abusers whether are out of the loop or are targeted in some general activities with very questionable effectiveness. As a result, the profile of abusers is not yet clearly defined that could help to better target the actions related to them. Violence is related either to a demonstration of their newly-acquired traditional masculinity or to their frustration of not measuring up to this tradition.

**6.3.2** Men social status and masculinity have been largely affected by the transition period. The improved social and economic position of some men led to the intensification of male and a renewed traditionalism of gender roles within the family. The decrease in the social and economic position of the others, led to the increase in status of incompatibility, social stress, and social isolation that increased the risk of wife abuse and contribute to men's violent behavior in the family. Women's social status has been also largely affected by poverty and unemployment that increased their dependency on man. This intensifies the connection between the re-domestication of women and a renewed traditionalism of gender roles on one hand, and DV on the other. Thus, men must be targeted in DV projects at the same level of importance with women. In addition, the awareness campaigns targeting both men and women must be considered the above profile of DV victims and abusers.

### 6.4 Regional Approach – a New Dimension in fighting against DV

**6.4.1** Due to its prevalence, violence against women and DV is a major human rights concern knows no boundaries of geography. It occurs in all countries and in all social classes. Thus, the widespread accuracy of DV makes it a global phenomenon that must be addressed not only in Albania, but also in other countries of the Western Balkan<sup>30</sup> (WB) region. This is in line with the increased interest of the international community vis-à-vis the DV in WB countries, and specifically with the European Parliament concerns on women's rights in Balkan accession countries<sup>31</sup>. In the other side, the eagerness of the countries in the Western Balkans to be EU members increase their motivation to comply with international human rights standards.

**6.4.2** All WB countries are presenting very similar characteristics: (i) WBs is undergoing transition from communism, and most of them experienced the war directly or were directly affected by the war's consequences; (ii) All countries are presently facing economic difficulties and related social problems; (iii) Corruption, weak state institutions and the increasing crime rate are similarly prevalent in all countries; (iv) Traditional patriarchal model of gender relation still prevails in all countries; and (v) There is still a obvious similar gap between legislation and actual practice; women are equal with man in formal terms,

<sup>30</sup> The Western Balkans include Albania, Montenegro, Kosovo, Serbia, Bosnia and Herzegovina, and FYR of Macedonia.

<sup>31</sup> European Parliament, Report on Human Rights in the Balkan Accession Countries, A7-0136/2013, April 2013.

but in reality there are countless examples of discrimination. The available data from WBs suggest that DV is a widespread and serious problem in all countries in that region.

**6.4.3** Considering all above the similarities, it is obvious that the methods and actions to fight against DV must be similar for the region. This means that WB countries need more and more to share successful experiences and the related lessons learned from the best practices. Thus, it is more effective and less costly to introduce a regional approach in fighting against DV.

### 6.5 Unifying Definitions, Statistics, and Actions against DV

**6.5.1** The regional approach in combating DV will help also to unify definitions and statistical data in order to reduce differences in the data obtained in each country and to make them comparable. In general, the WB countries are moving forward in defining DV in their legislation but the process is considered very slow<sup>32</sup>. Existing definitions and descriptions in legislative are not completely harmonized with the criteria for the formulation of an appropriate definition that derives from international documents.

**6.5.2** The common characteristic of definitions and descriptions of domestic violence that are present in the legislation of the countries in the region is that they do not clearly state that this is a specific form of gender-based violence. The second characteristic is that the governments previously defined domestic violence too narrowly, comprising mainly violence that occurs within a family relationship or a household. Thanks to this project, Albania made progress in completing legal and regulatory framework as agreed in international documents, and this experience could be valuable for the entire region.

**6.5.3** Statistics regarding DV are confused, not systemic, and in some cases not relevant. In such circumstances it is very difficult to measure progress in a specific country and/or to compare WB countries. While the new system of RM was successfully implemented in Albania, other WB countries continue to test new methods to evidence DV and the related services.

### 6.6 Promoting Complaints about DV

**6.6.1** It is not enough to enact laws that prohibit and sanction acts of DV or laws that give victims of DV the right to claim damages. It is equally important to set up a system that gives women the opportunity to effectively complain about any infringement of their rights, including DV. When they bring this violence into the open, they should have easy access to the system that is designed to protect them. This means that the national legal system should offer adequate and effective procedures and remedies for victims of domestic violence.

**6.6.2** It is very important to promote such a system in Albania considering that the number of complaints in the police stations and consequently followed in courts remains very limited. It is the same for other countries of the WBs.

### 6.7 Rural versus Urban in DV

**6.7.1** While it is evident that DV could not be considered any more in Albania as a rural phenomenon only, due to the significant internal migration of the population, it is not for sure an urban phenomenon only. Thus, all activities related to DV and especially the RM must be extended in the rural population.

**6.7.2** The new territorial administrative division of Albania already adopted by the Albanian Parliament made indispensable the above extension (see 1.3).

<sup>32</sup> Nikolic, Dokmanovic, International Standards on DV, Belgrade, 2006.

## RECOMMENDATIONS

### 7.1 Design Recommendations

- 7.1.1.** There is need to drastically change the attitude of Government vis-à-vis the DV. Any future assistance to support actions against DV must consider monitoring of Government commitment versus the international standards.
- 7.1.2.** A regional approach dimension in combating DV in WBs is strongly recommended. This could include the establishment of the RM piloted in Albania, common activities and experience sharing on the appropriate definition of DV, legal remedies and procedures that should be in place, preventive measures that should be taken, necessary data collection and monitoring legislation and policies, sharing methodologies for awareness activities, etc.
- 7.1.3.** The establishment of a regional network of NGOs active in fighting against DV is highly recommended
- 7.1.4.** Men must be targeted in any future assistance to support actions against DV.
- 7.1.5.** Complaints about DV must be considered as an important performance indicator for projects in the DV issue.
- 7.1.6.** The RM piloted in Albania must be adjusted considering the new territorial administrative division of the country.
- 7.1.7.** The selected awareness activities must be updated according to the new profile of the DV that include also forced prostitution, physical and psychological violence of the “educated couples” so - called intellectuals, violence among youngsters in the high schools, etc.
- 7.1.8.** It is largely confirmed that AG has significant limitations in financing itself the protection and rehabilitation measures against DV. Thus, any future assistance related to DV must promote partnership of the entire society against DV, including in particular public-private partnerships.

### 7.2 Management Recommendations

- 7.2.1.** In any future project supporting networks actions against DV, it is recommended to clearly divide partners’ responsibilities considering not only the geographic division criteria.
- 7.2.2.** Considering the importance of coordinated actions against DV and the very large number of stakeholders involved at the central and local level, the establishment of a National Committee against DV by MoSWY could be a very useful measure to facilitate the actions against DV.
- 7.2.3.** The local government institutions must definitively resolved the appointment in the Municipality of a coordinator for DV resolving also the question of her remuneration.
- 7.2.4.** There is need to review RM considering also police as the first contact point for victims of DV.

## ANNEXES

### Annex 1: Terms of Reference of the evaluation

#### Introduction

Based on the successful model of the previous UN Trust Fund-supported project which ended in December 2009, the Albanian Network against Gender Violence and Trafficking (NAGVaT) proposed an up scaled intervention to develop a sustainable system at the local and national level to improve the response by the responsible institutions to DV survivors, and expand the support base in combating DV/VAW through advocacy, establishing cross-sector alliances and partnerships and capacity building activities. The three-year, \$963,526 project was focused on both responses to victims of DV/VAW as well as prevention activities.

Project’s key areas of intervention included: (i) Supporting the effective cross-sectoral referral system piloted by NAGVaT in five municipalities (Shkodra, Rrëshen, Berat, Vlora and, Pogradec), and further replicating it in additional five other ones: Puka, Tirana-District 6 (former Textile Plant area), Elbasan, Lezha, Manza, whose population is equal to 32% of the total population of Albania; ((ii) Building the capacity of shelters and counseling centers in service provision to DV/VAW survivors through the development of a network that adopts shared standards, M&E system and data exchange; (iii) Establishing the necessary legal and regulatory framework, as well as the necessary work flow and documentation, to enable the subcontracting of capable institution that address DV/VAW by central and local government; (iv) Advocating for permanent budgetary provisions for activities against DV/VAW at the central and local level; (v) Lobbying for approval of all the by-laws mandated by the law against domestic violence (LDV), as well as the updating of the National Strategy Against Domestic Violence and the accompanying action plan; (vi) Engaging men and boys as agents of change in combating DV/VAW, involving religious leaders and teachers; and (vii) Organizing integrated awareness campaign applying creative use of both offline and online media.

The project combined efforts to create and improve institutional mechanisms by building the capacity of five central government institutions and their offices in the ten targeted regions, the ten municipalities, twelve shelters and counseling centers, to mention some of the key partners, with the desired result of achieving a sustainable improvement of service provision for DV/VAW survivors as the primary beneficiaries, and a positive change in the overall societal reaction and response to DV/VAW.

Making men and women aware of the laws and strategies to combat VAW; making the state provide more resources towards efforts to combat DV; further developing the capacity of governmental institutions at the central and local level to be engaged in efforts to combat VAW; setting the standards for services to VAW victims have been some of the strategies implemented to ensure that by the end of the project DV/VAW issues are not only a focus of NGOs but are sustained by state-funded resources and supported by a critical mass of citizens.

#### Project Goal and Objectives

Overall goal of the project is: A sustainable system for addressing VAW in Albania developed. The project outcomes are as following: (i) Outcome 1: Legal framework is revised to more readily address service provision’s needs at the central and local level; (ii) Outcome 2: Increased capacity of central and local authorities and CSOs in ten municipalities, to combat VAW/DV and support survivors, from baseline to 80%, by mid of 2013; and (iii) Outcome 3: Youth, men and women in communities, including religious leaders, coming together to combat DV and support women at risk to DV.

The project aimed at developing a sustainable system for addressing VAW in Albania. More concretely, the project works to achieve the following objectives: (i) Complete the legal framework for combating DV in Albania; (ii) Complete the legal framework for enabling government institutions to subcontract NGOs for services related to combating VAW in Albania; (iii) Increase the capacity of government institutions at the local and central level to effectively implement programs to prevent and combat DV; (iv) Increase the capacity of NGOs that serve victims of VAW and make them eligible for being subcontracting by government institutions; and (v) Contribute substantially to make VAW socially unacceptable among women and men, girls and boys.

In order to attain these objectives, the activities build around four pillars: (i) The first pillar addresses the question of the availability of the necessary legal instruments to support the implementation of the LDV, with the expected result defined in terms of the increase in the number of government and non-government actors that rely or take advantage of an improved legal framework to address DV/VAW. The activities that were planned to feed into Outcome No.1 indicator ensure that NAGVaT can authoritatively engage relevant partners on identified legal or normative gaps as a result of legislative review and analysis; deliver the content for these instruments through submission of drafts or appropriate draft revisions, in the case of legal acts, or of useful estimates in case of budgets; can lobby the relevant actors and decision-makers at the central and local level, for their approval; and can disseminate the information on the applicability of these approved acts. Hence, output indicators (Gaps and remedies to secondary legislation identified, with ownership and engagement by decision-makers and stakeholders ensured and completion of the legal framework enabling the government to subcontract institutions that provide services to address VAW) include not only the number of legal acts drafted and approved, number of cost estimates for services to address DV/VAW completed and submitted, number meetings with government entities at the local and central level, but also a measure of benefit by these activities by an increased number of NGOs that provide VAW services, which intended to bid for a government subcontract; (ii) The second pillar addresses the need to increase the LDV implementing capacity for the central and local government institutions, as well as the NGOs, shelters and counseling centers that provide services to address DV/VAW. The proposed activities detailed for how the law should be implemented. The focus here was on building standards of service, a DV/VAW case tracking capability and a monitoring system for both the government and non-government partners, so that women, DV survivors can access better services, information could be shared between institutions, results better measured, and intervention for improvement can be planned more efficiently and effectively; (iii) The third pillar is about instituting partnerships and cross sector alliances, with an expected result of more women receiving the services needed provided by a referral system that works, and in shelters supported by a nationwide network. This pillar includes three key partnership-building group of activities: a) establishing CaDVs in five new municipalities, and supporting all ten towards a gradual turn-over to the local government ownership; b) setting up and supporting a national network of shelters and counseling centers that serve VAW survivors; c) strengthening the community support base against DV through usage of online and offline media, public events and eliciting visible contribution from religious leaders; and (iv) The fourth pillar's activities support the Community Coordinated Response build-up under pillar three, by focusing on the contribution of men and boys against VAW through setting up peer support groups and engaging them in project activities, but also paying attention to the issue of perpetrator rehabilitation. The outcome indicator framed in terms of the percentage increase on men and boys who believe that men can prevent VAW/DV and know the legal sanctions that this violence entails, measures a result in terms of primary prevention, an indispensable dimension in combating DV/VAW.

### Project's stakeholders

The project formed a joint effort by the NAGVaT members through a participatory process with several iterations, as well as meetings, discussions and data collection with and from the following organizations and partners, who have specific roles to play in the implementation of the project: (i) The mayors and staff from the municipalities of Shkodra, Puka, Rrëshen, Tirana-District 6, Elbasan, Lezha, Manza, Vlora, Berat and Pogradec, who are indispensable partners in making the CaDVs and TWGs work taking on the leading role in their functioning and monitoring data base operation, as well as in providing for sustainable efforts against DV through budgeting and subcontracting services to specialized NGOs; (ii) Albanian shelters and counseling centers, three in Tirana - the Counseling Center for Women and Girls, Shelter for Abused Women and Girls, "Different and Equal", Women's Center "Light Steps" in Shkodra, Women's Center "Kristal" in Berat, "Vatra" Center in Vlora, Counseling Center for Women and Social Services in Kukes, the Multifunctional Community Center in Gjirokastrë, Women's Forum and "Other Vision" in Elbasan (there are 14 altogether in Albania), with whom NAGVaT conducted a preliminary needs assessment and received expressions of cooperation for the implementation of the project in establishing common standards and data exchange, building a network, and ensuring capacity building for subcontracting opportunities; (iii) MoLSAEO Deputy Minister and the Directorate of Equal Opportunities, with the Ministry being a key partner given its role as the lead responsible authority in LDV implementation, in completing the legal framework and updating the NGSE-DV and ensuring best practice dissemination based on the current UNTF-supported project the proposed up scaling in implementing a cross - sectoral DV referral system at the local level through CaDVs, as well as the database monitoring system; (iv) MoI Deputy Minister and National Anti-trafficking Coordinator, and the General Secretary, ensuring the support of the police departments in the ten municipalities in the well-functioning of CaDVs, as well as in providing 24-hours response to DV/VAW survivors; (v) MoE Deputy Minister, ensuring the support of the regional education offices in the ten municipalities as CaDV members, and assisting in the creation of peer groups and supporting the role of teachers in this respect; (vi) The Director of the Department of Public Administration (DAP) that supervises also the Training Institute for Public Administration (TIPA), who has been our partner in implementing the capacity building activities, especially at the central level; and (vii) Religious communities, with special emphasis on working with the women organizations within them, to reach out to the community on DV/VAW awareness.

### Purpose of the Evaluation

The Final external evaluation is a mandatory requirement for the UNTF at the end of the project implementation. The main purpose of the external evaluation is to assess the overall effectiveness of the project in achieving goals, outcomes and outputs and to assess changes produced as a result of the intervention. The evaluation will also determine whether the project has been able to address the issues of sustainability of results and outcomes the project has achieved. Based on promising practice examples and lessons learned of the intervention, the external evaluation will also make recommendations for future interventions especially focused on the results of referral mechanisms as well as on the achievements accomplished against project results framework. In this respect External evaluation findings and recommendations will also be used by the Albanian Network against Gender-Based Violence and Trafficking with the purpose of developing a potential new project in other districts of Albania.

### Objectives of the external evaluation

The objectives of the external evaluation are as below: (i) To evaluate specifically the results achieved (goal, outcomes and outputs) against the project log frame's results; (ii) To evaluate appropriateness of working methodologies and approaches as well as selection of target groups with regard to impact on beneficiaries and social protection system; (iii) To evaluate organizational set-up and professional capacities of implementing network organizations with regard to needs of organizational and capacity development; and (iv) To provide forward-looking recommendations, including those regarding the development of the next project intervention. Moreover, the outcome evaluation should look at the following:

**Relevance:** To what extent did the project effectively focus and reach selected target groups – i.e. women and girls, men and boys, youth, community members in general, municipality staff and professionals of the official social protection system? To what extent does the program respond to the needs and priorities of the program participants? How successfully has the program been adapted to changing needs, shifts of priorities and with regard to improved impact during program implementation?

**Effectiveness:** To what extent were the intended project goals, outcomes and outputs achieved and how? Are the selected methodologies and approaches (selection of target groups, form and frequency of intervention, duration of intervention etc.) appropriate and do they lead to the expected project goal. What are the strengths and the weaknesses of the program? What are the potentials and the limits of the implementation set up and of the implementation capacities of the organization?

**Efficiency:** How efficiently has the project been managed and implemented as compared to the Project Document? How efficiently have the project resources been used to achieve project's goal?

**Sustainability:** To what extent are achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after the project ends? In what way does the project prepare and mobilize local stakeholders to actively participate and to take over responsibility for future action in the measures initiated by the project to combat violence against women and children in the area? Has the capacity of the implementation partner (local stakeholders) been developed? If so, in what areas and how?

**Participation:** To what extent have stakeholders (partners, local authority) been involved in the design, planning and implementation of the program? To what extent is the program designed to develop the necessary local institutional (governmental and/or non-governmental) capacities to respond to the problem?

### Scope of work for the Evaluation Team:

The evaluation team will be composed by three experts: 1. External Evaluation Expert and Evaluation Manager and Project Manager. The evaluation team will conduct the external evaluation involving the project staff and other key stakeholders, including:

- Plan the evaluation design in coordination with steering committee members and program staff
- Review the project documentation and other sources of information
- Plan, design, and coordinate the data collection process
  - Identification of the major stakeholders who are associated with the program to be interviewed. Composition of a survey team
  - Selection of representative sample of communities or groups to be interviewed on the basis of agreed criteria.
  - Agreeing on the type of information to be collected
  - Preparation of checklists and other tools for data collection
  - Facilitate learning during the data collection exercise
- Collection of data
- Analysis of the data
- Preparation of a draft report and finalization after inputs from steering committee members.
- Present the findings to the steering committee members.
- Present the findings to the Program staff and other local government officials: Evaluation workshop
- After having received feedback from the steering committee members– finalize the report in Albanian and English Language

The suggested evaluation questions are included in ANNEX 3.

### Suggested methodology

The following are suggested methodology approaches to be considered by the evaluation team while developing the methodology for this evaluation, in cooperation with the Commissioning Organization, Reference Group, and Advisory Group (see section 12: Evaluation Management below).

- The evaluation, as a minimum requirement, should look at the changes that have happened in project beneficiaries due to project implementation and their participation in the program (including success stories);
- The evaluation should conduct a desk review of project documents and undertake field visits as necessary based on the evaluation methodology and implementation plan.
- The evaluation should use quantitative (e.g. surveys) and qualitative data collection methods such as semi-structured interviews (for example with focus groups, key informant, large groups, individual interviews, etc.) as necessary.
- It is suggested that program participants be grouped in the evaluation based on their length of participation in the program.
- It is suggested that the evaluation is validated during all stages of its implementation – finalizing the ToRs and methodology; data collection; and report preparation - through planned, meaningful, and ethically sound interactions with Commissioning Organization, Reference Group, and Advisory Group;
- Present the findings to the Program staff and other local government officials: conduct an Evaluation Workshop upon completion of the evaluation

### Output

The key deliverable of the final external evaluation shall be a written report based on a proposed outline

Evaluation inception report - an inception report should be prepared by the evaluators before going into the technical mission and full data collection stage.

- 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/analysis procedures.
- The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product.
- The inception report provides the project unit and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.

**Draft evaluation report** - The Commissioning Organization and key stakeholders in the evaluation should review the draft evaluation report to ensure that the evaluation meets the required quality criteria (see the UN Trust Fund evaluation report guidelines).

**Final evaluation report** – relevant comments from key stakeholders must be well integrated (see the UN Trust Fund evaluation report guidelines).

## Annex 2: Main Outcomes and Outputs<sup>33</sup> including the final status

Outcome 1: Legal framework is revised to more readily address service provision’s needs at the central and local level.	Final Status
<p><b>Outputs</b></p> <ol style="list-style-type: none"> <li>1. +Completion of the secondary legislation mandated in the LDV advocated for;</li> <li>2. Input in developing the 2011-2014 NGSE-DV and respective work plan for Albania provided;</li> <li>3. The legal framework enabling the government to subcontract institutions that provide services to address VAW completed;</li> <li>4. Allocation of a permanent and significant budget line in ten target municipalities to initiatives and services to prevent and combat VAW advocated for;</li> </ol>	
<p><b>Activities:</b> Identified gaps and remedies to secondary legislation. Conceived to ensure that NAGVaT can authoritatively engage relevant partners on identified legal or normative gaps as a result of legislative review and analysis; deliver the content for these instruments through submission of appropriate drafts for approval, and disseminate the information on the applicability of these approved acts. Increasing the number of NGOs that provide VAW services, which intended to bid for a government subcontract.</p>	
<p><b>Outcome 2: Increased capacity of central and local authorities and CSOs in ten municipalities, to combat VAW/DV and support survivors, from baseline to 80%, by mid of 2013.</b></p>	
<p><b>Outputs</b></p> <ol style="list-style-type: none"> <li>1. Capacity needs at the national and local level to address DV/VAW addressed;</li> <li>2. Standards for subcontracts issued by central and local government institutions for services to address VAW, as well as monitoring system for these subcontracts, established;</li> <li>3. Services of counseling centers and shelters that serve VAW survivors standardized and improved;</li> </ol>	
<p><b>Activities:</b> Address the need to increase the LDV implementing capacity for the central and local government institutions, as well as the NGOs, shelters and counseling centers that provide services to address DV/VAW. Building standards of service, a DV/VAW case tracking capability and a monitoring system for both the government and non-government partners, so that women, DV survivors can access better services, information sharing mechanism between institutions, better results measurement, and efficient and effective planning system for interventions.</p>	

<sup>33</sup> Drafted by the project team.

<b>Outcome 3: Youth, men and women in communities, including religious leaders, coming together to combat DV and support women at risk to DV.</b>	
<b>Outputs</b>	
<ol style="list-style-type: none"> <li>1. CaDVs and TWG, that serve as referral systems for DV cases, in ten municipalities established and strengthened;</li> <li>2. A national network of shelters and counseling centers that serve VAW survivors established;</li> <li>3. Support base for efforts to combat VAW/DV expanded;</li> <li>4. Engagement by open-minded religious leaders in the efforts to fight VAW increased;</li> </ol>	
<b>Activities:</b> Three key partnership-building group of activities: a) establishing CaDVs in five new municipalities, and supporting all ten towards a gradual turn-over to the local government ownership; b) setting up and supporting a national network of shelters and counseling centers that serve VAW survivors; c) strengthening the community support base against DV through usage of online and offline media, public events and eliciting visible contribution from religious leaders.	
<b>Outcome 4: Primary prevention efforts in working with men and boys enhanced.</b>	
<b>Outputs</b>	
<ol style="list-style-type: none"> <li>1. Engagement of men and boys in efforts to prevent and combat DV increased;</li> <li>2. Discussion on effective education programs for DV perpetrators introduced and advanced</li> </ol>	
<b>Activities:</b> support the Community Coordinated Response by focusing on the contribution of men and boys against VAW through setting up peer support groups and engaging them in project activities, but also paying attention to the issue of perpetrator rehabilitation.	

Note: - fully achieved      - partially achieved

## Annex 3: List of Interviews

Name	Position/Institution	Phone
Ani Ruci	President, "Refleksione" Association, Tirana	+355 0682026525
Arbi Mazniku	Ministry of Education and Sports, Vice Minister	
Arjeta Pero	The Office of Social Assistance, Tirana Municipality, Unit No.6	+355 662030221
Anita Jaku	Specialist of the Gender Equality, Municipality of Lezha	+355 694311531
Aida Bala	The Office of Social Assistance, Tirana Municipality Unit No.6	+355 666321727
AlbianaVuka	Municipality of Rreshen, DV coordinator	+3554307901
Aurela Anastasi	Executive Director, CLCI	+355 682031447
Alba Agolli	Coordinator, Refleksione	+355 692975761
BesmiraAliaj	Municipality of Puka, DV coordinator, 2010-2011	+355 69338675
Besmira Selmani	Municipality of Puka, DV Coordinator, 2011-2013	+355 685592455
Diamanda Vito	Elbasan Municipality, Mayer's Chief of Staff	+355 69 20 54 622
Elona Gjebrea	Ministry of Interior Affairs, Vice Minister	
Edlira Haxhiymeri	Executive Director, Shelter	+355 692070031
Elvana Gedeshi	CEMT, Monitoring and Evaluation Manager	+355 69 20 33 826
Etleva Sheshi	Specialist, Department of Equal Opportunities' Policies, Ministry of Labour Social Affairs and Equal Opportunities, Tirana	
ErajldaNasufi	Coordinator for Gender Equality and VAW Elbasan Municipality	+355 69 61 187 70
Esmeralda Kola	Webmaster, Rreshen Municipality	+355 697987495
ElizetaBita	Coordinator, KDHF, Municipality of Korca	+355 692979466
FilloretaKodra	Ex-Vice Minister of Social Welfare and Youth	
Iris Luarasi	CCWG, Executive Director	+355 682039555
Iva Zajmi	Ex-Vice Minister of Interior	
Irena Stasa	Director of Economic Aide, Municipality of Vlore	+3555695294051
Jonida Gezha	Lawyer, CLCI	+355 672754655
Lindita Senia	Expert on actions DV in Elbasan Municipality	+355 68 60 89 990
Leonora Leka	Municipality of Pogradec, DV coordinator	+355 692026525
Milva Ekonomi	Ministry of Health, Vice Minister	
Mirela Arqimandriti	GADC, Executive Director	+355 682059301
Mehdi Beqja	Legal specialist, Municipality of Manez	+355 693810433
Nertila Koka	SDHV, Vlore	+355 672766440
Naxhije Djaloshi	Municipality of Puka, Specialist of Social Assistance	+355 684078010
Oltiana Ndroqi	Diakonia Agapes K.O.A.SH, Project Coordinator	+3550672030565
Qazim Sejdini	Mayer of Elbasan	
Rezarta Andoni	NJDHF, Vlora	+355 696573808
Stela Prendi	Municipality Unit 6, Specialist	+355 662030221
Sheltiana Agaraj	Kryegjyshata Bektashiane, Legal specialist	+355 676096052
Zena Lika	Municipality of Berat, DV coordinator	+355695253404



## Annex 4: The Main Supporting Documents Reviewed

- CENTER FOR EVALUATION, MANAGEMENT AND TRAINING (CEMT)**, Project Baseline Report, December 2011.
- CEMT**, Project Baseline Summary Report, December 2011.
- CEMT**, Manual of Indicators reference sheets, "Developing a sustainable system for addressing VAW in Albania", December 2011.
- CEMT**, Indicators Performance Monitoring Reports for the Project "Developing a sustainable system for addressing VAW in Albania", 2011, 2012, 2013.
- CEMT**, Training on Strengthening capacities of DV Specialists Regarding Using of the DV cases n E-System, Evaluation Report, November 2011.
- DATACENTRUM**, Basic study on the DV and the Albanian State Policy, October 2012.
- EUROPEAN PARLIAMENT**, Report on Women's Rights in the Balkan Accession Countries, A7-0136/2013.
- GOVERNMENT OF ALBANIA**, Governmental Program 2013-2017, June 2013.
- MoSAEO**, National Strategy for Gender Equality, 2011-2015.
- NAGVaT**, Training on strengthening capacities of DV specialists regarding using of the E-system, November 2011.
- NETWORK AGAINST GENDER-BASED VIOLENCE DHE TRAFIKIMIT AND TRAFFICKING**, Developing a sustainable system for addressing Violence Against Women in Albania, Project Proposal, November 11th, 2009
- NETWORK AGAINST GENDER-BASED VIOLENCE DHE TRAFIKIMIT AND TRAFFICKING**, "Establishment of the referee inter-sectoral mechanism for the cases of domestic violence in the local level, 2010.
- HDPC**, Evaluation Report of the project "Making real: Implementing the Law against DV in Albania", March 2010.
- INSTAT**, Sweden, UN Albania, UNDP, Domestic Violence in Albania, National population-based Survey, 2013.
- KPMG** Albania, Independent Auditor's Report for the year ended 31 December 2011, February 2012.
- KPMG** Albania, Independent Auditor's Report for the year ended 31 December 2012, February 2013.
- NikolicV., Dokmanovic M.**, International Standards on DV, Belgrade, 2006.
- PROJECT COOPERATION AGREEMENT** No. TF/SVK/2010/01 Between The UN Development Fund for Women And REFLEKSIONE ASSOCIATION, July 2010.
- REFLEKSIONEASSOCIATION**, Management response from the Network regarding the Evaluation Report, "Making it real: Implementing the DV Law in Albania", May 10, 2010.
- REFLEKSIONE ASSOCIATION**, Narrative annual and/or 6-months Progress Reports for the Project "Developing a sustainable system for addressing Violence against Women in Albania", 2010,2011,2012,2013.
- REFLEKSIONE ASSOCIATION**, Final five-months progress report, June, 2014.
- REFLEKSIONE ASSOCIATION**, Strategic Plan for the Organization, 2006.
- REFLEKSIONE ASSOCIATION**, The national conference "Violence is a crime! Act Now! A real man never hurts a woman!", Summary Report, December 2011.
- REFLEKSIONE ASSOCIATION**, National Conference on DV, Summary Report, May 2014.
- REFLEKSIONE ASSOCIATION**, Manual of Policies and Procedures, 2013.
- REFLEKSIONE ASSOCIATION**, Main Modules of Training on E-System, October 2011.
- SIDA, SIPU**, Data Centrum, Swedish community program 2012-2015, Study on domestic violence and the state police, 2012.
- UNDP**, Austrian Cooperation, MoLSAEO, UNIFEM, Gender Equality and Local Governance, 2012.

## Annex 5: Questionnaires

- 1 Which do you think is more relevant to the division of responsibilities between network's partners?**
- Geographic division
- By activities
- Don't know
- 2 In your opinion, which is the target group that benefited more from the project?**
- Women victims of DV
- Man and boys
- Students
- Community
- Staff of the NGOs
- LG institutions
- CG institutions
- 3 What is your perception on the main focus of the project?**
- Women and victims of DV
- Violence against women
- Establishment of a Referral System
- 4 Which should be the first contact point for DV victims?**
- City Hall
- Police
- Health centers
- Shelters
- Local TV channel
- 5 Do you consider monthly meetings of CaDV and TWG as appropriate?**
- Yes
- No
- Not important

**6 Do you think that RM is an appropriate system regarding DV?**

- It is a very good system
- It is a good system
- It is not a good system

**7 Give reasons why, if you considered the system as "good" or "very good".**

- It is a very simple one
- No need for extra work
- Well adapted to the local administration level
- Resolve problems of the victims of DV
- Provide all necessary information

**8 Which according to you is the most priority intervention to combat DV?**

- Completing legal and regulatory framework
- Law enforcement
- Both of above actions

**9 Do you fill more informed or more sensitized by the project's activities regarding DV?**

- Informed
- Sensitized
- Both
- Don't know

**10 Do you think the capacity building activities were relevant?**

- Yes, very relevant
- Yes, relevant
- Not relevant
- I don't know

**11 Did you participate in the project formal trainings?**

- Yes
- No

**12 If yes, how do you assess the trainings?**

- Excellent
- Very good
- Good
- Not good
- Very low level

**13 To what extent has the training been relevant for your work?**

- Extremely relevant
- Relevant
- Somewhat relevant
- Not relevant
- Don't know

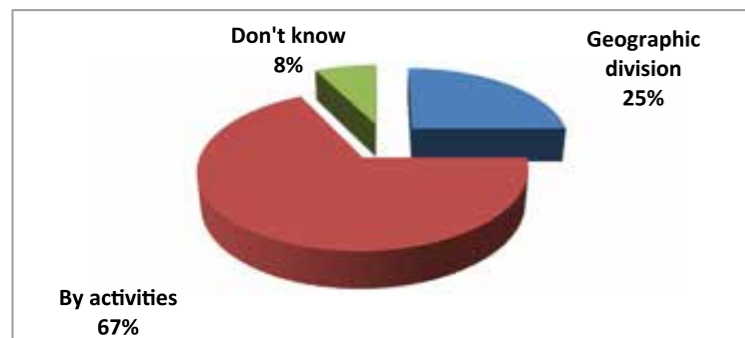
**14 What is the basic problem for the network of shelters?**

- Lack of financing resources
- Low level of staff' skills
- Inadequate infrastructure
- Lack of confidentiality

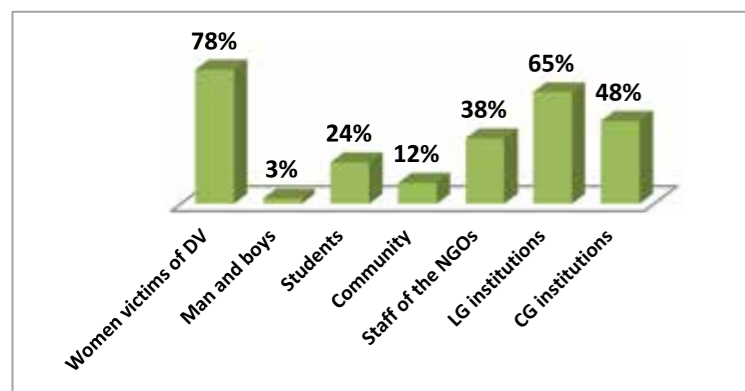
**15 In your opinion, what are the main reasons of the decreased local budget regarding DV?**

- Lack of information on the legal obligations
- Lack of understanding of the legal framework
- Poor information on the gravity of DV
- Frequent changes of the staff
- Economic crisis
- Lack of commitment of the decision makers

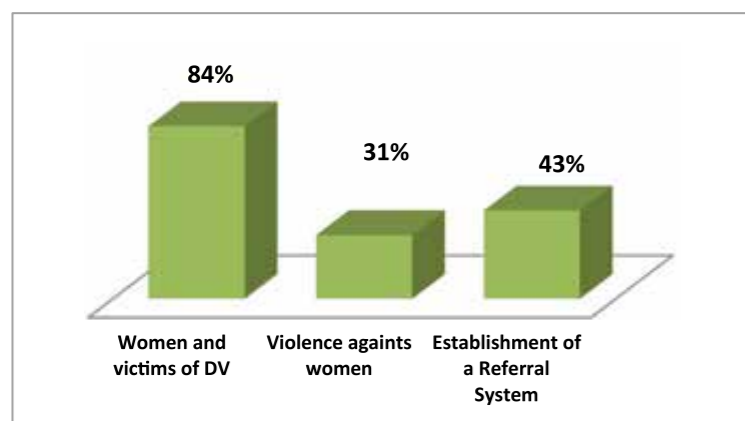
## Annex 6: Survey Results



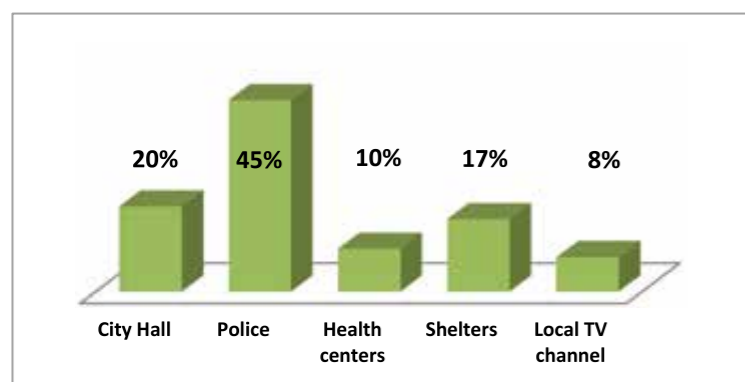
**CHART 1:** Which do you think is more relevant to the division of responsibilities between network's partners?



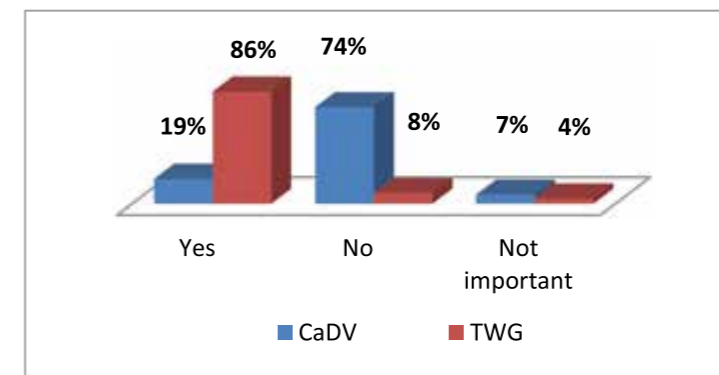
**CHART 2:** In your opinion, which is the target group that benefited more from the project?



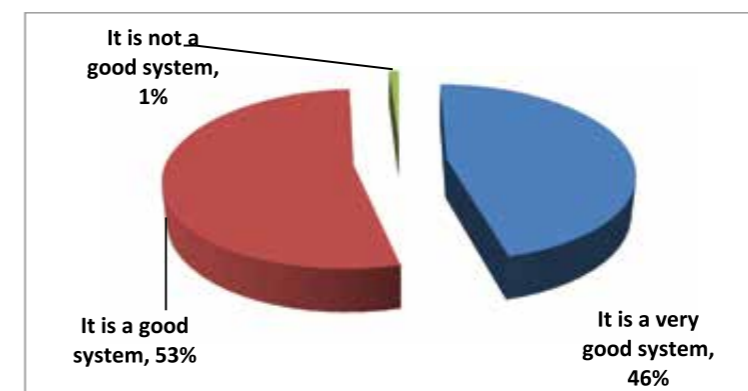
**CHART 3:** What is your perception on the main focus of the project?



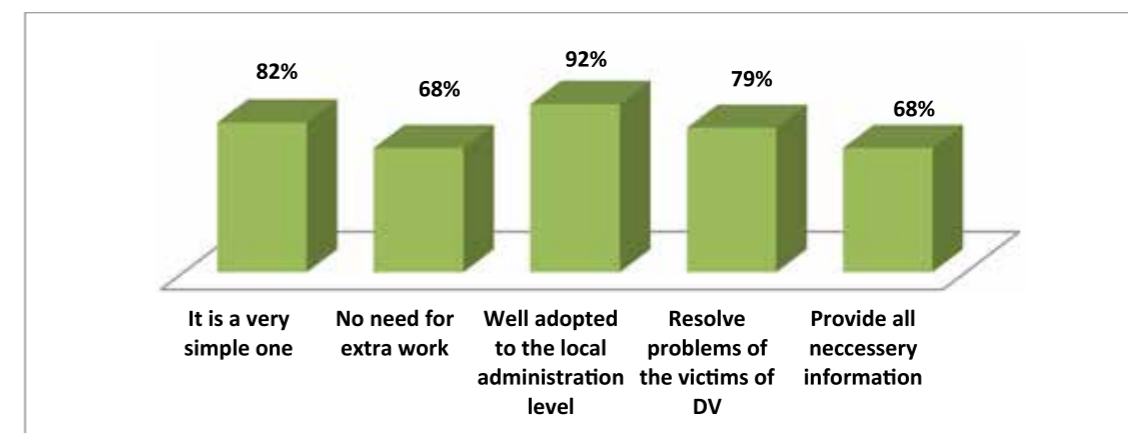
**CHART 4:** Which should be the first contact point for DV victims?



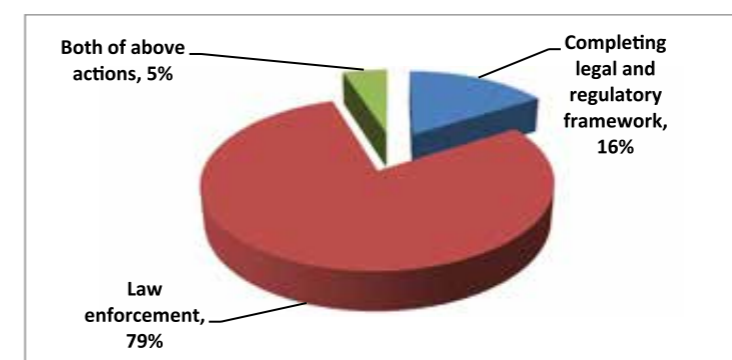
**CHART 5:** Do you consider monthly meetings of CaDV and TWG as appropriate?



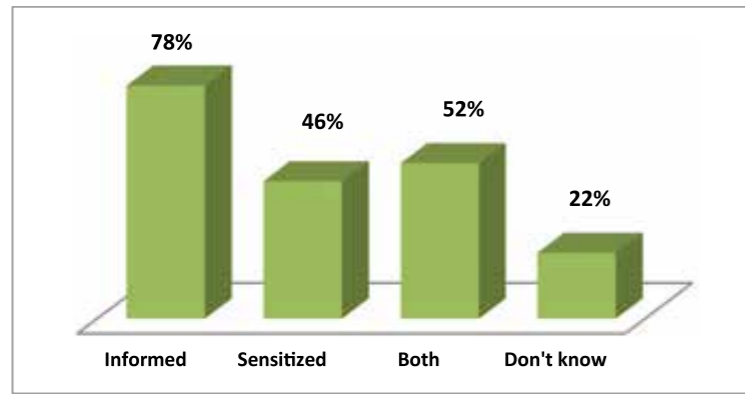
**CHART 6:** Do you think that RM is an appropriate system regarding DV?



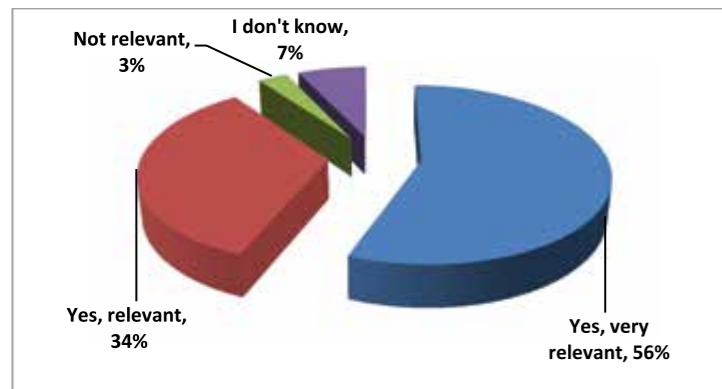
**CHART 7:** Give reasons why, if you considered the system as "good" or "very good".



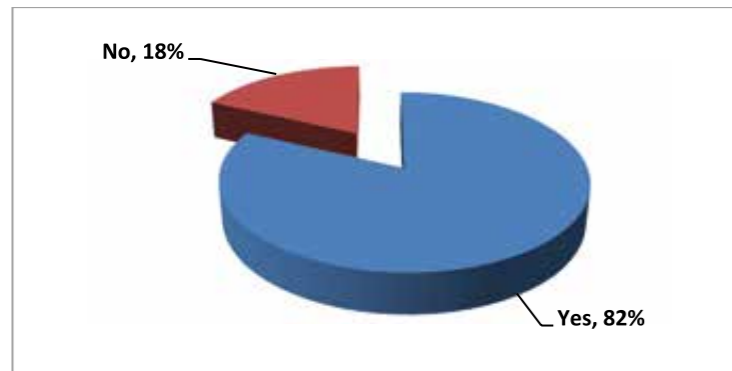
**CHART 8:** Which according to you is the most priority intervention to combat DV?



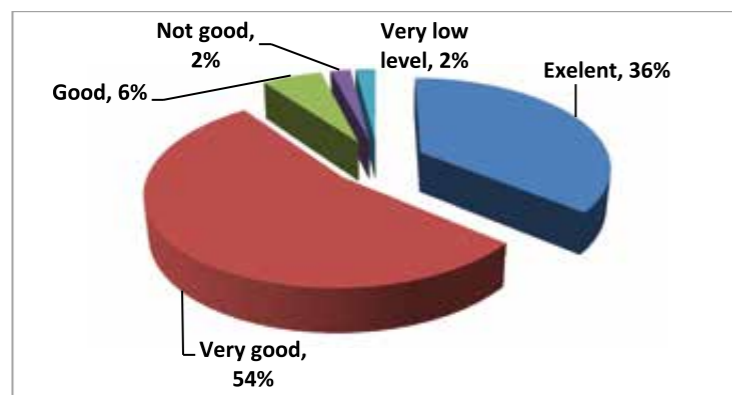
**CHART 9:** Do you fill more informed or more sensitized by the project's activities regarding DV?



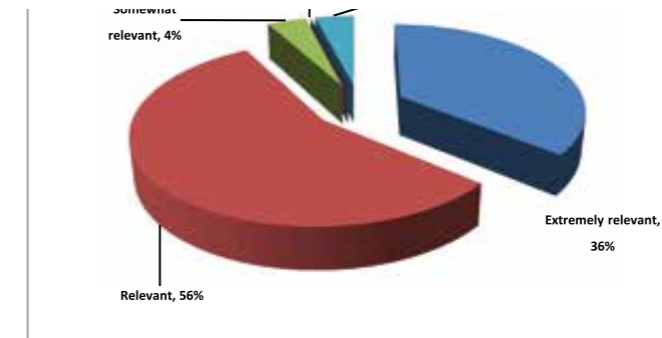
**CHART 10:** Do you think the capacity building activities were relevant?



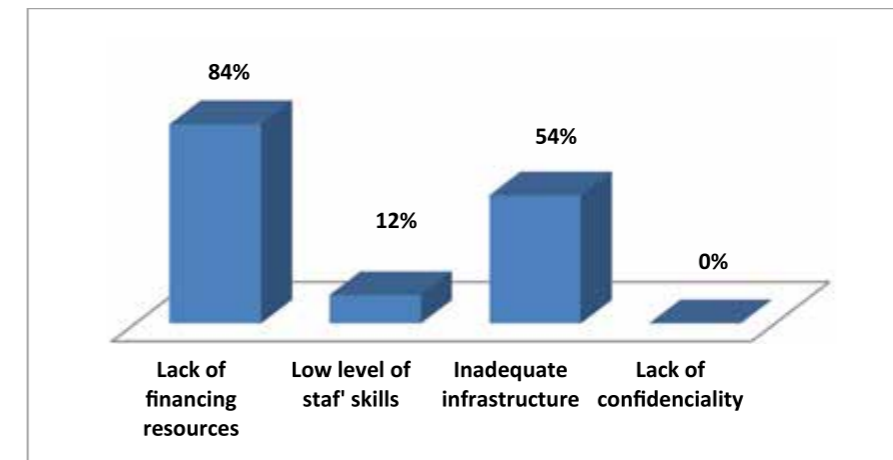
**CHART 11:** Do you participate in the project's formal trainings?



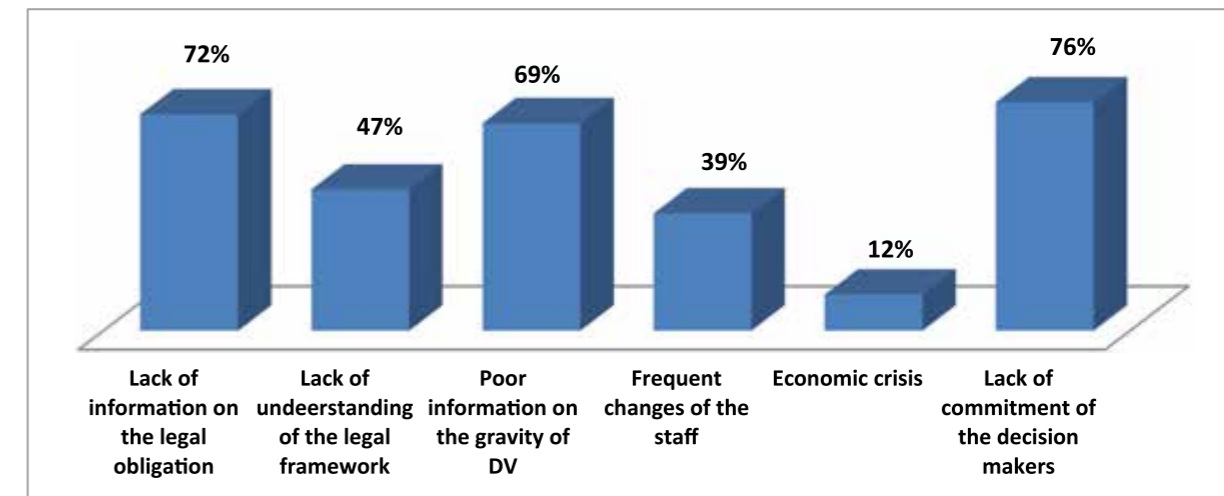
**CHART 12:** If yes, how do you assess the trainings?



**CHART 13:** To what extent has the training been relevant for your work?



**CHART 14:** What is the basic problem for the network of shelters?



**CHART 15:** In your opinion, what are the main reasons of the decreased local budget regarding DV?

