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PROJECT DOCUMENT
UNDP in Montenegro

Project Title: Gender Equality and Justice
Project Number: 01002811
Implementing Partner: UNDP in Montenegro
Start Date: 1 August 2024   **End Date:** 31 July 2025   **PAC Meeting date:** 12 July 2024

Brief Description
As rising polarization and anti-gender movements reverse progress on gender equality, Montenegro faces unique challenges shaped by historical legacies, socio-political dynamics, and regional conflicts. Despite advancements in legal frameworks and policy initiatives driven by EU accession and the SDG 2030 Agenda, patriarchal norms and systemic discrimination persist. Women in Montenegro continue to face significant inequalities in decision-making and economic participation and are subject to high levels of gender-based violence and job insecurity. Deeply entrenched traditional values and social norms hinder progress, with structural segregations visible in traditionally male professions and the education sector. While women's rights are supported declaratively, practical progress remains limited, as shown by the Gender Equality Index. Political participation for women is notably low, and gender-based hate speech and misogyny are prevalent.
The Project aims to address the backlash against women's rights and gender washing through targeted strategies aligned with three key objectives. Firstly, it seeks to support gender-responsive and people-centered justice and security service delivery by implementing initiatives to counteract gender washing and promote genuine gender equality within these sectors, while strengthening mechanisms to address gender-based discrimination and violence. Secondly, the project aims to promote women's meaningful participation and leadership in the justice and security sectors by facilitating capacity-building programs, mentorship opportunities, and advocating for gender-responsive policies and practices. Lastly, the project endeavors to contribute to shaping the policy discourse on gender equality and rule of law through innovative, intersectional, evidence-informed analytics and learning, conducting research, engaging in policy dialogue, and advocating for policy reforms that address systemic barriers to gender equality and the rule of law.

Contributing Outcome (UNSDCF, CPD, RPD): Contributing Outcome 4 (UNSDCF): By 2027, all people, especially vulnerable people, benefit from improved social cohesion, increased realization of human rights and rule of law, and accountable, gender-responsive institutions	Total resources required:		**$100,000**
	Total resources allocated:		**$100,000**
		UNDP TRAC:	n/a
		Donor:	**$100,000**
		Government:	n/a
		In-Kind:	n/a
Indicative Output(s) with gender marker1: CPD Output 3.1: Open and accountable national/subnational institutions strengthened to promote transparency, gender mainstreaming, and rule of law GEN3	**Unfunded:**		

Agreed by (signatures)[2]:

	UNDP
	Ekaterina Paniklova, Resident Representative UNDP in Montenegro *Ekaterina Paniklova*
Print Name:	
Date:	Date: 29-Jul-2024

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I.   DEVELOPMENT CHALLENGE (1/4 PAGE – 2 PAGES RECOMMENDED)

As rising polarization and anti-gender movements are reversing progress on gender equality, similar processes are also observed in the Western Balkans region, affecting women's political participation and restricting civil society organizations advocating for women's rights. In Montenegro, achieving gender equality and gender justice remains a critical and complex challenge, shaped by historical legacies, socio-political dynamics, and the aftermath of regional conflicts that maintain ongoing political disputes and deepen polarization. The rising number of global crises, including armed conflicts in Europe, exacerbates instability in the fragile and young democracy during these sensitive times of geopolitical shifts.

Despite significant progress in legal frameworks and policy initiatives in EU accession and SDG 2030 Agenda-driven processes, deeply entrenched patriarchal norms and systemic discrimination continue to hinder women's equal participation in Montenegrin society. Women still face significant gender-based inequalities that hinder participation in decision-making, in which women never reached more than 29%[3], delay economic growth with only 20% of women being business owners, fuel gender-based violence with high prevalence and increase in the number of femicides, create labor market insecurity with more than 25% of women holding insecure jobs, as well as other factors, which are driven by deeply rooted traditional values and social norms.

Although women's rights and achieving gender equality in Montenegro are declaratively supported, most of the indicators that measure progress in practice, such as the Gender Equality Index (measuring the gender equality gap across domains of work, money, knowledge, time, and power) reveal persistent gap, showing that this issue is not among the priority ones. Structural and sectorial segregation are matters of concern. It is most visible in traditionally male professions, military, and police, with only 11% female soldiers and 20% female police officers, but also in the education sector, where women make up the majority or about 76% of all employees, while, according to available data, they do not cover more than about 40% of principal positions in secondary schools. Montenegro never had more than four women in the Government, while the Council for Defense and Security and National Security Council have no women. According to a UNDP survey on violence against women in politics[4], nine out of ten women in politics experience some sort of violence. Gender-based hate speech and misogyny have become a regular occurrence, particularly targeting women politicians. Recent data show that hate speech is a major concern for young people in the region, especially young women. Despite recognizing the seriousness of the issue, 42% of young people believe that hate speech should be acceptable as part of freedom of speech, highlighting a troubling trend of backlash and polarization[5].

The topic of gender equality in public administration is more than mere statistics on the number of employed women and men. The other face is public policy, in which the content must reflect the interests of both citizens by collecting data, analyzing them, protecting the interests of citizens, and providing equal opportunities for all. However, achieving this is more challenging in practice because societal norms and ingrained biases continue to hinder progress unconsciously. A UNDP survey [6]showed that as many as two out of three employees in the institutions believe that the issue of gender equality is being pushed too hard today. Two-thirds of women employed in public administration state that men have greater rights. At the same time, half of them claim that men are "naturally born leaders," while the social environment adds a very demanding layer as citizens tend to nurture gender inequality. Half of them assert that achieving full gender equality is impossible, claiming that successful women must inevitably neglect their families, that the employer has the legal right to ask for confirmation of non-pregnancy from job applicants, as well as other discriminatory beliefs.

Human-centered challenges related to polarization, gender backlash, and gender washing in the presence of strong polarization, weak democracies, and religious influence involve deeply ingrained societal attitudes and beliefs that perpetuate discrimination and hinder progress toward gender equality. These challenges include resistance to change, as entrenched beliefs make it difficult to challenge traditional gender roles. These inputs collected from the surveys and data analyses that UNDP produces in the country (such as Gender Profile of Montenegro) have highlighted the urgent need to counteract gender washing, promote genuine gender equality, and enhance women's meaningful participation and leadership in advancing the women, peace, and security agenda.

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[3] Women and Men in Montenegro

4   Violence Against Women in Politics

[5] https://www.undp.org/eurasia/publications/shared-futures-youth-perceptions-peace-western-balkans

 6Gender mainstreming in public administration

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Adding to these challenges, anti-gender movements that emerged in the 1990s share political roots with severe political polarization, driven by the "iron triangle" of ethnicity, ideology, and religion. These movements were reinforced in the last couple of years due to the political transition in the country. Pushbacks against gender equality manifest through multiple actions, including from institutions, civil society, and religious organizations, promoting traditional values under the guise of protecting against "gender ideology" (terminology used predominately when fighting against the LGBTIQ population) and creating multiple actions appearing as gender equality and women's rights, but actually promoting the reproductive role of women and focusing on family roles.

This phenomenon of gender washing presents a troubling trend in the country wherein gender equality rhetoric and initiatives are co-opted for purposes that impede genuine progress. The convergence of gender washing and right-wing movements poses a significant obstacle to advancing women's rights and challenging patriarchal norms in Montenegro, highlighting the urgent need for effective interventions and progressive policies. Within this context, traditional gender norms and power structures are consistently reinforced rather than being effectively challenged. Concurrently, women in Montenegro's political sphere increasingly embrace narratives of re-traditionalization, aligning women's roles with more radical ideologies regarding national identities and religious affiliations. This trend takes various forms, such as the selective emphasis on specific aspects of gender equality, notably motherhood or family roles. At the same time, broader issues like women's economic empowerment, political representation, and freedom from violence are marginalized.

Furthermore, gender washing often involves the manipulation of gender equality discourse to justify policies, just as the reform of social and child protection that provided allowances to mothers with 3+ children despite "child" age. These exact actions perpetuate discrimination or reinforce existing patriarchy. Conservative and right-wing movements exploit gender equality language frequently to advance traditional values, including the "promotion" of women's rights in Montenegro. Additionally, superficial gestures or symbolic actions such as women's gatherings and networks frequently create the illusion of progress without addressing the root causes of gender inequality and focusing solely on children's rights.

In parallel with the rise of right-wing movements, religious organizations in Montenegro and across the Western Balkans are increasingly aligning themselves with political power structures, further exacerbating an anti-gender justice environment. These organizations wield significant influence over societal norms and values, promoting conservative interpretations of religious doctrine that reinforce traditional gender roles and oppose progressive gender equality measures. By forging close ties with political entities, religious groups gain leverage to advocate for policies that restrict women's rights and undermine efforts toward gender justice. In Montenegro specifically, this alignment poses a significant challenge to ongoing efforts to promote gender equality and challenge patriarchal norms, highlighting the urgent need for interventions that address the influence of both right-wing movements and religious organizations on gender justice issues.

Despite these challenges, there is an opportunity to address polarization and advance gender equality through ambitious policy actions. Promoting gender justice requires a nuanced approach that considers Montenegro's diverse and often volatile context.

Lessons learned from previous programs

Montenegro has taken several steps in the right direction over the past years. Various frameworks and systems are being established at local and national levels to address human rights and gender equality concerns effectively. Development of a stronger legal and regulatory framework combined with awareness raising and addressing structural discrimination are clearly remaining fields of interest for ensuring a sustainable impact in gender equality, and they have been recognized by CEDAW, UPR, GREVIO, EU Progress Reports, and others.

Organizational work, including within institutions, is influenced by gendered norms, which are usually unarticulated, unwritten, and sometimes unconscious and, therefore, hard to identify and address. Socio-cultural norms can positively or negatively shape gender roles and relationships and either feed or deconstruct negative gender-based stereotypes absorbed by institutions and embedded in the way they address gender concerns. Therefore, if the internal gender mainstreaming "architecture" is shaped and capacities are built to tackle issues in a gender-responsive manner, the likelihood of meaningful gender mainstreaming increases.

Establishing an efficient gender mainstreaming "architecture" is closely linked to a well-functioning public administration. This process involves enhancing the quality and accountability of administration, fostering professionalism, depoliticization, and transparency, and promoting and upholding human rights and gender equality principles throughout the system.

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The Government of Montenegro undertook significant efforts in this area through the Public Administration Reform Strategy 2016-2020). This reform process encompasses the entire public administration system, which includes state administration, local self-government, and organizations with public jurisdictions. The strategic framework has been somewhat gender mainstreamed, but implementation is lacking. Ministry of Public Administration welcomed support from the Department of Gender Equality and international partners to support their efforts to deliver a horizontally integrated gender dimension. More unified understanding and visionary systemic and sectorial approaches, need to be assured and guided by best EU practices.

The Government of Montenegro has consistently invested efforts in advancing justice and security policies related to the Women, Peace, and Security (WPS) Agenda. It adopted the first National Action Plan (NAP) for implementing UNSCR 1325 in February 2017 for 2017-2018, followed by the second NAP for 2019-2022 in August 2019. These plans aimed to increase women's participation in the security sector, referring to one of the UNSCR's key goals of increasing women's participation in peace negotiations and peacekeeping missions and protecting women and girls from sexual and gender-based violence in armed conflicts. Recognizing the evolving concept of security, which emphasizes human security, the Government adopted the third strategic document in November 2023. This Strategy for Implementing UNSCR 1325 and related resolutions covers 2024-2027 and includes an Action Plan for 2024-2025. The main strategic goal is to improve the position of women and girls in all processes that promote and maintain peace and security. Seven operational objectives have been defined to achieve this goal, encompassing 32 activities outlined in the Action Plan for 2024-2025.

Capacity Development gaps

In 2022, Montenegro's State Audit Institution concluded that there is a lack of an appropriate comprehensive and coherent framework for achieving and promoting gender equality. Most competent and other state authorities often lack consistency or sufficient dedication in implementing their legal obligations related to gender equality, or their employees are inadequately trained to implement gender policies.

The current gap in gender mainstreaming capacities has also been recognized by the Evaluation of the National Action Plan as stating the following observations about the trends in Montenegrin society :

- There is an understanding of existing patriarchal gender norms and stereotypes among public employees that cherish patriarchal culture in the work of institutions.

- There is a lack of gender experts to monitor and implement the Gender Equality Law and the National Strategy for Gender Equality with Action Plan.

- There is a lack of systematic and comprehensive vertical and horizontal coordination between the gender mechanism and relevant institutions in the implementation of gender equality policies and measures,

- There are poor or no gender equality aspects of evidence-based policy development or sector strategies, plans, and budgets.

Given the current landscape where patriarchal gender norms and stereotypes persist among public employees, there is a clear need to challenge and transform these cultural biases within institutions. The shortage of gender experts to monitor and implement the Gender Equality Law and the National Strategy for Gender Equality with Action Plan further complicates efforts to advance gender equality. Additionally, the lack of systematic and comprehensive vertical and horizontal coordination between the gender mechanism and relevant institutions hampers the effective implementation of gender equality policies and measures. Furthermore, the absence of gender equality considerations in evidence-based policy development, sector strategies, plans, and budgets weakens the overall impact of gender equality initiatives.

Therefore, strengthening gender equality and mainstreaming commitments in the justice and security sectors is essential. This approach fosters accountability and prevents inefficiencies in implementing gender equality policies and international commitments to women's empowerment. Addressing the lack of knowledge and limiting perceptions of gender equality is crucial, as these factors can lead to resistance and perpetuate discriminatory patterns.

UNDP Commitment to Gender Equality

The global UNDP Gender Equality Strategy 2022-2025 guides UNDP in assisting countries to move beyond piecemeal efforts towards portfolio approaches that shift power structures and the economic, social, and political systems perpetuating discrimination. Under the overarching framework of the global strategy and guided by its own Gender Strategy 2023-2027, the UNDP in Montenegro strives to foster a gender-responsive approach to addressing development challenges and promoting inclusive and equitable development outcomes in the country through various

initiatives, policy advocacy, and capacity-building efforts. The Country Office has also been actively working towards gender mainstreaming, achieving, and maintaining the Gender Equality Seal, reflecting its dedication to mainstreaming gender considerations in all aspects of its work. Over the last several years, building on in-house capacities and gender expertise, UNDP Montenegro has renewed its Certification for the GOLD office and has become the UNDP Gender Seal Hub for Europe and Central Asia.

The CO has also continuously been working to empower women in Montenegro through strategic networking and support. It has strengthened the Alliance of Women's Service Providers for GBV survivors, enhancing their capacities to support survivors of GBV as well as supporting their efforts in informing legislation and policy reforms in line with CEDAW and the Istanbul Convention, ensuring better access and services for women from minority communities and disadvantaged groups. The UNDP also supported the Women's Political Network (WPN), a coalition of women from 18 political parties established in 2017. The WPN promotes women's political participation and economic empowerment and addresses GBV. It has successfully advocated for legislative changes, including the definition of rape in the Criminal Code, increased women's representation in political decision-making, and transformation of the model of financing women's political organizations within parties.

The track record of UNDP in Montenegro speaks volumes about its expertise and resolute commitment to gender equality. Whether it's pioneering a gender-responsive social welfare system or tackling the root causes of sexual and gender-based violence, the Country Office has been committed to consistently deliver transformative results that make a impactvul difference in people's lives.

II.   STRATEGY (1/2 PAGE - 3 PAGES RECOMMENDED)

The project intervention in Montenegro will operate within the overarching framework of the global Gender Justice Platform, advancing gender equality and increasing women's access to justice through three strategic objectives. Specifically, the project in Montenegro will address the backlash against women's rights and gender washing, particularly focused on security and justice sectors, through targeted strategies aligned with three key objectives. **Firstly,** it will seek to support gender-responsive and people-centered justice and security service delivery by implementing initiatives to counteract gender washing and promote gender equality within these sectors. It will also strengthen mechanisms to address gender-based discrimination and violence. **Secondly,** the project will aim to promote women's meaningful participation and leadership in justice and security by facilitating capacity-building support and advocating for gender-responsive policies and practices. **Lastly,** the project will endeavor to shape the policy discourse on gender equality and the rule of law through innovative, intersectional, evidence-informed analytics and learning. This will involve conducting assessments of attitudes, engaging in policy dialogue, and advocating for policy reforms that address systemic barriers to gender equality and the rule of law.

Integral to this Project is **Result #1**, **focused on supporting gender-responsive and people-centered justice and security service delivery** through strengthening the alliance of human rights defenders from various sectors by implementing measures that prioritize gender responsiveness and people-centered approaches to ensure equitable access to justice, addressing the needs of women. Through Project **Result #2**, **women's participation and leadership in the justice and security sectors** will be promoted by facilitating initiatives to empower women within the justice and security sectors, ensuring their active involvement in decision-making processes and leadership roles. **Result #3 will transform the policy discourse on gender equality and the rule of law in Montenegro** through innovative, intersectional, and evidence-informed analytics based on consultative processes at the grassroots level and NGOs.

Through these comprehensive interventions, the project aims to combat the backlash against women's rights and gender washing while advancing gender equality, women's empowerment, and inclusive justice and security in Montenegro that involves **following key stakeholders**: Government Ministries and Departments (Ministry of Human and Minority Rights, Ministry of Justice, Ministry of Interior, Ministry of Defense, Department for Gender Equality), Judiciary (Constitutional, Supreme and Basic Courts, Public Prosecutor's Office, Judicial Councils and Committees), Legislative Bodies (Parliament, Parliamentary Committees on Gender Equality, Justice, Security, and Human Rights) Professional Associations and Unions (Bar Associations, Judges' Associations) Educational Institutions (Law Faculties at 3 Universities), NGOs, Media and Public Advocacy Groups (grass roots NGOs, NGOs working on security and justice, journalists and media organizations covering justice and security issues and advocacy groups promoting transparency and accountability).

The project will tackle **human-centered challenges through a multifaceted approach**. It will promote education and awareness campaigns to challenge stereotypes, promote critical thinking, and combat misinformation, fostering

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societal change. By supporting networks and resources, the project will support empowering individuals and communities to challenge traditional norms and advocate for gender equality. Additionally, by facilitating open dialogue among stakeholders, including religious organizations and civil society, the project will foster collaborative efforts toward gender equality and social cohesion. The project will support Montenegro in implementing legal reforms and policies to protect the rights of women and marginalized groups, creating a framework to address polarization and gender backlash. It will also assist in recognizing and addressing intersecting forms of discrimination based on gender, religion, and ethnicity, promoting inclusive solutions that meet diverse societal needs.

The project **is informed by a thorough human rights analysis**, which identified systemic barriers and discriminatory practices impeding gender equality in Montenegro. This analysis highlights the need to address entrenched patriarchal norms, the impact of anti-gender movements, and significant gaps in women's political and economic participation. To tackle these issues, the project will integrate a **human rights-based approach** by designing and implementing activities that promote and protect the rights of all individuals, particularly women and marginalized groups. This will include conducting comprehensive research to inform policy recommendations, engaging in policy dialogue with stakeholders, and advocating for legal and policy reforms that uphold gender equality principles. Through these efforts, the project aims to contribute to a more just and equitable society in Montenegro, where human rights are at the forefront of all development initiatives.

The project's overarching impact is rooted in its ability to address the systemic barriers and challenges impeding gender equality in Montenegro, particularly within public administration, governance, justice, and security sectors. By strategically targeting the critical effects of gender washing and right-wing movements, the project aims to catalyze transformative change and advance gender justice in the country. The project will also leverage UNDP Montenegro's portfolio approach; the initiative will capitalize on synergies across CO interventions, ensuring that individuals' needs and perspectives remain central to gender-responsive justice and security service delivery.

Overall, **the initiative's impact extends beyond immediate outcomes**, aiming to create lasting change that addresses the root causes of gender inequality in Montenegro. By empowering women, advocating for policy reforms, and challenging societal norms, the project seeks to pave the way for a more equitable and just society where all individuals have equal opportunities to thrive and contribute to the nation's development.

Project's Strategy on Capacity Development

This project will empower individuals, institutions, and organizations to advocate for gender equality within their respective fields and integrate gender mainstreaming principles into their work. By ensuring equitable access to justice and addressing the specific needs of women, the project **will build the capacity of human rights defenders and enhance their ability to influence policy and practice**. This comprehensive approach will not only strengthen gender equality within institutions but also create a more inclusive and just society in Montenegro. Furthermore, the Project will **empower women within the justice and security sectors** through targeted capacity-building programs, mentorship opportunities, and advocacy efforts. This aspect of the Project directly contributes to capacity development by equipping women with the skills and resources needed to participate in decision-making processes and assume active leadership roles.

Aligned with these outcomes, the Project aims **to facilitate the transformation of the policy discourse on gender equality and the rule of law** in Montenegro through innovative, intersectional, and evidence-informed analytics. These analytics generate comprehensive gender-disaggregated data and inform targeted advocacy messages and policy recommendations. By engaging policymakers, civil society, and other stakeholders in these processes, the Project not only builds their capacity to understand and address gender issues but also promotes a progressive narrative that challenges traditional norms and stereotypes.

Besides capacity development and raising awareness, the Project will apply **UNDP principles of results-based management, innovation, digital solutions, a human rights-based approach, and environment-friendly intervention**. The Project will remain closely aligned with the national institutions in charge of the implementation of human rights and gender equality policies, maintaining their commitment to capacity development interventions for the highest-ranking political decision-makers and sustaining their results in the long term.

Theory of Change

The Project's methodology has been defined based on the theory of change that assumes that
  ➢ IF an analytical approach is applied and,
  ➢ IF it is grounded in comprehensive research of current capacities, practices, and regulations addressing systemic barriers to gender equality,

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<u>THEN</u>
- ✓ it will enable adequate policy-level response and guidance for gender mainstreaming in the areas of public administration, governance, justice, and security sectors
- ✓ it will enable tailored capacity development intervention of key stakeholders
- ✓ it will enable the promotion of women's meaningful participation and leadership in the justice and security sectors
- ✓ altogether, will contribute to strengthened institutional capacities for achieving gender equality in public administration, governance, justice, and security sectors, effectively addressing gender washing and right-wing movements.

This theory of change translated into the cluster of key UNDP activities in this Project will be:
- Strengthening the alliance of human rights defenders across sectors by implementing gender-responsive measures to ensure equitable access to justice.
- Empowering women in justice and security through capacity-building, mentorship, and advocacy, ensuring active participation in decision-making and leadership roles.
- Transforming policy discourse on gender equality and the rule of law through innovative, intersectional analytics informed by grassroots and NGO consultations, generating gender-disaggregated data to shape advocacy and policy recommendations.

The factors that need to be in place to achieve the change:
- ➢ Established horizontal coordination between relevant institutions;
- ➢ The commitment of the Government to invest time and effort in setting up standards for institutional gender mainstreaming;
- ➢ Created positive trends within relevant institutions and stakeholders regarding the implementation of gender equality commitments;
- ➢ Implementation of recommendations Beijing +25 regional review recommendations;
- ➢ Institutional commitment to implementation of the CEDAW recommendations;
- ➢ Ensured participatory process of all stakeholders in planning and implementation of activities;
- ➢ Key stakeholders jointly work towards full implementation of project outputs and recommendations

The diagram below presents the analytical flow from the development impact level to overall outcome and output, to project level results and planned interventions:

Development impact	SDG 5.5 - full and effective participation of women at all levels of decision-making in political, economic, and public life
	SDG 16.b - the creation of gender-responsive policies on the representation of women in decision-making positions and
	development and enforcement of non-discriminatory laws and policies
	SDG 16.6- effective, accountable and transparent public administration institutions
Outcome	**UNDP Strategic Plan:** • Capacities, functions, and financing of the rule of law and national human rights institutions and systems strengthened to expand access to justice and combat discrimination, with a focus on women and other marginalized groups. • Faster progress is achieved in reducing gender inequality and promoting women's empowerment.
Objective	**Overall -** Contribute to combating the backlash against women's rights and gender washing while advancing gender equality, women's empowerment, and inclusive justice and security in Montenegro.	**Specific -** Improved gender equality and social justice in Montenegro through enhanced women's leadership in justice and security, supported by evidence-informed policy discourse.

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Intervention	▪ Strengthening the alliance of human rights defenders across sectors by implementing gender-responsive measures to ensure equitable access to justice. ▪ Empowering women in justice and security sectors through capacity-building, mentorship, and advocacy, ensuring active participation in decision-making and leadership roles. ▪ Transforming policy discourse on gender equality and rule of law through innovative, intersectional analytics informed by grassroots and NGO consultations, generating gender-disaggregated data to shape advocacy and policy recommendations.
Results	R1: Support gender-responsive and people-centered justice and security service delivery R2: Promote women's meaningful participation and leadership in the justice and security sectors R3: Contribute to shaping the policy discourse on gender equality and rule of law through innovative, intersectional, evidence-informed analytics and learning

Through these efforts, the Project will actively contribute to the CPD outcome: "By 2027, all people, especially vulnerable people, benefit from improved social cohesion, increased realization of human rights and the rule of law, and accountable, gender-responsive institutions."UNDP will support the country towards the SDGs through country programme documents, driven by national development choices and with poverty eradication at their core. To this end, UNDP will support the country in pursuing three directions of systemic change: i) Structural transformation, including green, inclusive, and digital transitions, working with countries to effect change in systems and structures that shape a country's sustainable development; ii) Leaving no-one behind a rights-based approach centered on empowerment, inclusion, equity, human agency and human development; iii) Building resilience: strengthening countries and institutions to prevent, mitigate and respond to crisis, conflict, natural disasters, climate and social and economic shocks.

III. RESULTS AND PARTNERSHIPS (1.5 - 5 PAGES RECOMMENDED)

Expected Results

The project's overall objective is to combat the backlash against women's rights and gender washing while advancing gender equality, women's empowerment, and inclusive justice and security in Montenegro. Translated into a specific objective, improved gender equality and social justice in Montenegro through enhanced women's leadership in justice and security, supported by evidence-informed policy discourse. This will be implemented throught the following outputs:

Output 1: Support gender-responsive and people-centered justice and security service delivery

Through this objective, Projects aims to strengthen the alliance of human rights defenders from various sectors by implementing measures that prioritize gender responsiveness and people-centered approaches, ensuring equitable access to justice and addressing the needs of women. This objective seeks to counteract gender washing and promote genuine gender equality within these sectors while also strengthening mechanisms to address gender-based discrimination and violence. *(Aligned with Outcome 1, Output 1 of the Gender Justice Platform)*

The following **activities** will support the achievement of this objective:

1.1 Establish an alliance of human rights defenders from various sectors, including institutional, organizational, and individual levels.

1.2 Facilitate regular meetings and workshops for coalition members to share strategies, best practices, and collaborative actions.

1.3 Launch joint advocacy campaigns promoting progressive, human rights-centered narratives in public discourse that address gender-based discrimination and violence.

1.4 Collaborate with government officials and policymakers to draft and promote a feminist development policy.

1.5 Strengthen the commitment to Women, Peace, and Security agenda by engaging women in diplomacy.

1.6 Conduct training sessions for diplomats and policymakers on integrating gender perspectives into foreign policy and security strategies.

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Output 2: Promote women's meaningful participation and leadership in the justice and security sectors

Through this objective, The initiative will facilitate initiatives to <u>empower women within the justice and security</u> sectors, ensuring their active involvement in decision-making processes and leadership roles. It entails targeted capacity-building programs, mentorship opportunities, and advocacy efforts to break down barriers to entry and advance gender-inclusive policies. By fostering an inclusive environment and providing support for skill development, substantive discussions that include diverse stakeholders will effectively address the needs and concerns of different individuals, enhancing the overall effectiveness and legitimacy of the justice and security sectors. *(Aligned with Outcome 1, Outputs 3 and 4 of the Gender Justice Platform)*

The following **<u>activities</u>** will support the achievement of this objective:

2.1 Organize training programs for justice and security personnel on gender-responsive practices and people-centered service delivery.

2.2 Develop and distribute gender-responsive guidelines and protocols for justice and security sectors.

2.3 Establish monitoring and evaluation mechanisms to assess the effectiveness of training programs and adherence to gender-responsive protocols.

2.4 Enhance existing mechanisms for addressing gender-based discrimination and violence.

2.5 Organize awareness raising and promotion of gender equality within the justice and security sector by engaging with men

2.6 Set up collective thinking lab and intersectional approaches on gender justice across borders.

Output 3: Contribute to shaping the policy discourse on gender equality and the rule of law through innovative, intersectional, evidence-informed analytics and learning

Through this objective, the Project will aim to transform the policy discourse on gender equality and the rule of law in Montenegro through innovative, intersectional, and evidence-informed analytics based on consultative processes at the grassroots level and NGOs. The Project seeks to inform targeted advocacy messages and policy recommendations by generating comprehensive gender-disaggregated data and intersectional analyses. Engaging with policymakers, civil society, and other stakeholders, the Project will promote a progressive narrative on gender equality, challenging traditional norms and stereotypes. Through knowledge-sharing platforms and public awareness campaigns, the Project aspires to influence legislative and policy reforms, ensuring gender equality is recognized as a fundamental human right and a prerequisite for social and economic development in Montenegro. *(Aligned with Outcome 1, Output 2 of the Gender Justice Platform)*

The following **<u>activities</u>** will support the achievement of this objective:

3.1 Facilitate regular meetings with civil society organizations to implement community-based actions that promote gender equality and address gender-based violence.

3.2 Facilitate dialogues between community leaders, religious organizations, and civil society to foster understanding and collaboration on gender issues.

3.3 Support Gender Talks to address technology development and linkages with pop culture extremism, hate-speech, and polarization on identity dimensions of gender, nationality, and religion.

In designing the action plan, UNDP Montenegro employs a comprehensive portfolio approach that integrates inputs from diverse stakeholders to ensure gender-responsive and people-centered justice and security service delivery. By actively engaging Human Rights Defenders and launching advocacy campaigns (Output 1), developing gender-sensitive guidelines and protocols, and enhancing awareness through training programs (Output 2), and facilitating dialogues and Gender Talks to address emerging challenges and shape policy discourse (Output 3), the Project will foster sustainable impact while prioritizing the active involvement and empowerment of communities and individuals.

Resources Required to Achieve the Expected Results

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A small Project team necessary for the implementation of the Project will be set up, and the capital and operating costs of the structure will accordingly be supported directly by the project's budget:

- <u>Personnel:</u> 1 Project Assistant (50%)
- <u>Rental, Consumables & Maintenance of Other Equipment:</u> rent, utilities, internet, water supply, communication and telephones, security, reception, building maintenance and cleaning, maintenance of the ICT and other equipment, and stationary, office supplies and consumables pertaining to effective project management.

Partnerships

The Project's partnership strategy is meticulously designed to operate within a comprehensive portfolio approach, leveraging various stakeholders' unique strengths and resources to enhance implementation effectiveness and amplify impact. This strategy entails strategic collaborations internally and externally, ensuring a multi-dimensional approach to addressing the complex challenges of gender equality and women's empowerment.

Internally, the Project will capitalize on existing interagency initiatives, such as the Peacebuilding Fund's work on social cohesion. By aligning with these initiatives, the project can foster a cohesive and coordinated approach to its gender equality and women's empowerment interventions, thus maximizing synergies and avoiding duplication of efforts within the UN system.

Externally, the Project will forge strategic partnerships with key governmental institutions, including the Ministry of Human and Minority Rights, the Department for Gender Equality, the Ministry of Justice, the Ministry of Foreign Affairs, the Prime Minister's Office of Montenegro, and The Parliament of Montenegro. Through these partnerships, the project aims to exert influence on policy reforms and institutional mechanisms that are essential for promoting gender equality, rule of law, and human rights at the national level.

Moreover, the Project will seek collaboration with regional organizations such as the European Union and the Council of Europe. These partnerships will provide valuable opportunities to align project activities with regional frameworks and standards, ensuring coherence and complementarity with broader development agendas. Additionally, engagement with regional entities will facilitate access to additional resources and expertise, enabling the project to scale up its impact in Montenegro and across the wider Western Balkans region.

At the grassroots level, the project will prioritize engagement with non-governmental organizations (NGOs), civil society organizations (CSOs), and community stakeholders. These partnerships are crucial for ensuring that project interventions are contextually relevant and responsive to local communities' specific needs and priorities. By involving local stakeholders in the project design and implementation process, the project can enhance ownership and sustainability of its interventions.

Furthermore, the Project will actively collaborate with academic institutions to harness their expertise and research capabilities. Partnerships with academia will enable the project to explore innovative solutions and technologies that can advance gender equality and rule of law objectives. Additionally, academic partnerships will support evidence-based research and data analysis, providing valuable insights to inform policy dialogue and advocacy efforts.

Risks and Assumptions

This project assumes that previous gender equality work has created positive momentum and has been maintained to date. It is assumed that the Ministry of Human and Minority Rights, the Department for Gender Equality, the Ministry of Justice, the Ministry of Foreign Affairs, the Prime Minister's Office of Montenegro, and the Parliament of Montenegro will commit fully to their strategic goals and legal provisions regarding gender mainstreaming in the justice and security sector.

Along the same line, it is assumed that there is a clear and ensured commitment of those most responsible in the public administration, starting with the Prime Minister's Office, Ministry of Human and Minority Rights, as well as other line ministries and relevant stakeholders working on gender mainstreaming in policy and strategic framework. Furthermore, government leadership needs to be motivated to promote gender equality, accept gender mainstreaming, and create an environment that allows systemic support in the medium to long term.

Risk is mainly concerned with the capacities of government counterparts to support/participate in the Project's implementation due to the current political situation and a possibility of political turnovers in the course of next year(s).

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Other main risks identified are: a) challenges associated with cross-sector coordination and joint programming; b) competing priorities of the line ministries; and c) public finance management and regulations related to gender equality do not improve, making the perspective for reduced inequalities more difficult. Please refer to Annex 3 for the full risk log.

Stakeholder Engagement

Establishing strong partnerships with governmental and other stakeholders at the national and regional levels is essential to ensuring the success of interventions related to gender equality and gender mainstreaming.

In this regard, CO has developed sustainable and strong partnerships with relevant governmental institutions responsible for human rights, gender equality, justice, security, and other relevant line ministries. The proposed Project will build upon recent social cohesion partnerships and interventions and complement all existing gender equality initiatives.

The Department for Gender Equality, various ministries and governmental institutions, and the Parliament of Montenegro have been long-standing stakeholders of CO programs. The project will utilize these existing networks while also extending them to new beneficiaries.

The full scope of partnerships will encompass various civic society organizations, networks, and academia. Such strong partnerships will be crucial and enabling factors for the success of the proposed interventions.

South-South and Triangular Cooperation (SSC/TrC)

The Project will foster collaboration within WB region and complement the existing initiatives supported by regional and international organoizations such as the European Union as well as engage with the Istanbul Regional Hub (IRH), in order to facilitate knowledge exchange and leverage best practices and successful examples from across the Western Balkans and beyond. This cooperative framework will support the implementation of initiatives to promote gender-responsive and people-centered justice and security service delivery, enhance women's participation and leadership in these sectors, and shape policy discourse on gender equality and the rule of law. The Project will ensure alignment with regional frameworks, enhance access to resources and expertise, and scale up its impact, promoting genuine gender equality and addressing systemic barriers across the justice and security sectors.

Digital Solutions[7]

This Project strategically leverages digital technologies to address the immediate need for enhanced gender-responsive policymaking by developing a forward-thinking digital gender platform. Comprising two main components, the platform aims to serve as a centralized resource for accessible sex-disaggregated data and comprehensive gender analyses.

The Project promotes technological innovations by supporting digitalization initiatives that enhance access to justice and security services for marginalized groups. These digitalization efforts aim to ensure inclusivity, rights-based approaches, and sustainability by prioritizing the needs and rights of all individuals, including women and marginalized communities. Throughout the project design phase and implementation, new ideas, approaches, and tools such as systems thinking, behavioral insights, and adaptive programming approaches are tested to enhance the effectiveness and impact of gender equality interventions. The Project will inform the existing gender platforms with gender data in justice and security, including digitalized formats of knowledge products that will be developed through the Project. The Project seeks to leverage technological, social, policy, and conceptual innovations to accelerate transformative change and create more inclusive and equitable societies.

Knowledge

The Project will generate several knowledge products to document and disseminate insights, best practices, lessons learned, capacity development, and knowledge exchange events. These products will include assessments, briefs, and guides related to gender equality and gender mainstreaming, while events will have different engaging formats that will include various stakeholders. Various communication products will also be created to facilitate broader engagement and understanding.

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[7] *Please see the Guideline "Embedding Digital in Project Design".*

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Knowledge and learning from the Project will be shared through various channels to reach a wide audience. Internally, within UNDP, these products will be disseminated via internal newsletters, the UNDP intranet, and dedicated knowledge-sharing sessions. Externally, the Project will collaborate with government institutions, international organizations, civil society including media and academia to distribute these materials through their networks. The Project will also leverage online platforms, social media to ensure accessibility and widespread distribution.

Knowledge management and the development of capacities will be the mainstream of this project and contribute to sustainable, long-term investment in human capital, gender equality, and women's empowerment. Finally, networked and engaged, such a significant number of stakeholders will generate a new culture and trends that will further impact women's empowerment and gender mainstreaming processes.

Synergy will be created among UNDP and several government institutions. Externally, the Project's primary collaborators will include in dialogue key institutions such as the Ministry of Human and Minority Rights, the Department for Gender Equality, the Ministry of Justice, the Ministry of Foreign Affairs, the Prime Minister's Office of Montenegro, and the Parliament of Montenegro, the President of Montenegro, National Security Council and Council for Defence and Security. In addition, the development of different tools, resources, and capacity-building interventions in the area of gender mainstreaming in all aspects of the organizational work, including among mentioned partners and different stakeholders, will be shared to ensure wide outreach. This will contribute to boosting understanding of the importance of gender equality work and assure portfolio approach success.

Sustainability and Scaling Up

Institutional sustainability will be achieved by establishing an alliance of human rights defenders and creating a robust multi-sectoral coalition that ensures long-term collaboration and support. Facilitating regular meetings and workshops will enhance the knowledge and skills of coalition members, fostering a continuous exchange of best practices. Conducting training sessions for diplomats and policymakers equips key decision-makers with the tools to integrate gender perspectives into their work. Additionally, organizing training programs for justice and security personnel institutionalizes gender-responsive practices, embedding these principles within the core functions of these sectors.

Financial sustainability will be achieved through joint advocacy campaigns that promote human rights-centered narratives, which can attract sustained funding and support. Developing gender-responsive guidelines and protocols provides a reference for consistent gender-responsive practices, ensuring long-term financial investment. Setting up a collective thinking lab creates a collaborative space for intersectional approaches to gender justice, attracting ongoing investment.

Collaborating with government officials and policymakers engages them in drafting and promoting feminist development policies to ensure policy sustainability. Strengthening commitment to feminist foreign policy embeds gender perspectives in foreign policy. Establishing monitoring and evaluation mechanisms ensures continuous improvement and sustained implementation of gender-responsive practices. Supporting Gender Talks addresses technology development and linkages with extremism and hate speech, influencing policy discourse.

The Project aims to achieve social sustainability by facilitating dialogues between community leaders, religious organizations, and civil society to foster understanding and collaboration on gender issues. Organizing awareness-raising initiatives and promoting gender equality will engage men and promote inclusivity within the justice and security sectors. Enhancing mechanisms to address gender-based discrimination and violence provides lasting support for victims and ensures ongoing efforts to combat discrimination. Additionally, launching joint advocacy campaigns will promote progressive gender equality messages in public discourse, further embedding these values in societal norms and attitudes.

The Project is expected to have several tangible catalytic effects that will contribute to sustainable change and long-term impact. By piloting innovative approaches to addressing gender equality, the rule of law, and human rights challenges, the project aims to generate valuable learning and insights that can be shared and replicated across other programs within UNDP and beyond. This includes developing best practices, tools, and methodologies that can inform the design and implementation of future projects, enhancing the effectiveness and efficiency of gender-responsive programming. Also, the Project seeks to mobilize additional funding sources to scale up its activities beyond the GP4 funding period.

Through strategic partnerships with donors, governments, and other stakeholders, the project will explore resource mobilization and sustainability opportunities, ensuring continued support for gender equality initiatives in Montenegro and the wider region. By demonstrating the positive impact of its interventions, the project aims to attract further

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investment and commitment from both public and private sector partners. In addition, the Project will contribute to the building of new partnership platforms, fostering collaboration and coordination among diverse stakeholders working towards common goals. By convening multi-stakeholder dialogues, workshops, and events, the project will create spaces for knowledge exchange, networking, and joint action, strengthening the collective capacity of stakeholders to address gender inequality, the rule of law, and human rights challenges.

This Project supports transformative change by testing innovative approaches in several key areas. First, it fosters the testing of policy innovations through developing and promoting feminist development policies and gender-responsive protocols. These policy innovations aim to address systemic barriers to gender equality and promote inclusive governance. Second, the Project supports social innovations by facilitating dialogues between diverse stakeholders, including community leaders, religious organizations, and civil society. These dialogues foster understanding and collaboration on gender issues, leading to more inclusive and equitable outcomes.

Finally, in line with UNDP Portfolio Policy, the intervention will apply a portfolio approach to address the complex interconnections between gender equality, justice, and security, building on UNDP's extensive experience and current initiatives in democratic governance, peacebuilding, and gender mainstreaming. The Project will explore the nexus between gender equality and environmental protection, focusing on human aspects of security, including new security challenges and adequate gender responses. This intervention will tackle the underlying issues and root causes of structural inequalities by leveraging ongoing efforts, such as the EU-funded Gender Equality Facility focused on gender mainstreaming in public administration and the Peacebuilding Fund initiative aimed at enhancing social cohesion. This comprehensive approach allows for streamlining processes, scaling complementary interventions to address multiple points within complex systems, and creating long-lasting transformational change and stronger impact. Through collaboration and creating synergies across the mentioned initiatives, but not limiting it to them only, the portfolio approach will maximize the impact and enhance the knowledge, skills, and capacities of institutions, grassroots organizations, and other relevant stakeholders, leading to stronger, more resilient, and just societies.

IV.   PROJECT MANAGEMENT (1/2 PAGES - 2 PAGES RECOMMENDED)

Cost Efficiency and Effectiveness

Effectiveness in the project's design, delivery, and evaluation will be assured by applying UNDP rules, and regulations through monitored processes and generated evidence. At the same time, tracking how much it costs to deliver outcomes through different project activities and using that cost evidence to inform future responses will also be beneficial.

Project Management

This Project will be directly implemented by UNDP (DIM implementation modality). The organizational structure is based on strong Government ownership and alignment with the existing practices of Steering Committee compositions. The representatives of the Government of Montenegro will be the Steering Committee members. The Steering Committee will be (co-)chaired by UNDP in line with UNDP's policy for DIM projects. Policy-level decision-making within the Project will be entrusted to a Steering Committee (SC), including representatives from the above-mentioned institutions. Staff will deliver programme interventions in line with their official Terms of Reference. All project staff will work closely with government counterparts and other stakeholders to ensure maximum effort is invested to reach the set goals. The SC will normally meet at least once a year and review annual work plans within the envisaged Project duration.

The Project Management Team will consist of a project Manager (in-kind contribution) and a Project Assistant, part-time (50%). The implementation of the Project will be managed by the Project Assistant, who will be responsible for administrative process maintenance within daily responsibilities, under the Project Manager's guidance, related to service providing, coordination with partners, and support in overall Project implementation. The project team will deliver programme interventions per their official Terms of Reference. All project staff will work closely with government counterparts and other stakeholders to ensure the maximum effort is invested to reach the goals set. All procurement and recruitment procedures will be conducted in accordance with UNDP rules and regulations.

V.   RESULTS FRAMEWORK[8]

Intended Outcome as stated in the UNSDCF/Country [or Regional] Programme Results and Resource Framework: By 2027, all people, especially vulnerable people, benefit from improved social cohesion, increased realization of human rights and rule of law, and accountable, gender-responsive institutions	
Outcome indicators as stated in the Country Programme [or Regional] Results and Resources Framework, including baseline and targets: CPD Output indicator 3.4.2. Proportion of women in leadership positions in public administration Baseline (2021): 10% Target (2027): 50% Source/frequency: UNDP/annually	
Applicable Output(s) from the UNDP Strategic Plan: Resilience built to respond to systemic uncertainties	
Project title and Atlas Project Number: Gender Equality and Justice, 01002811	

EXPECTED OUTPUTS	OUTPUT INDICATORS[22]	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)			DATA COLLECTION METHODS & RISKS
			Value	Year 2024	Year 2025	FINAL		
Output 1 *Supported gender-responsive and people-centered justice and security service delivery*	*1.1. Number of Human Rights Defenders Engaged in international and regional events targeting gender equality and women's security and justice concerns*		*Baseline: 0*	10	30	*Target: 30 within the first year*		*Project Report Participants*
Output 2 *Promoted women's meaningful participation and leadership in the justice and security sectors*	*2.1: Number of gender equality-focused guidelines and protocols developed and distributed to justice and security personnel.*		*Baseline: 0 (at project initiation)*	1	3	*Target: 3 guidelines and protocols distributed*		*Project Report*
Output 3 *Contributed to shaping the policy discourse on gender equality and the rule of law through innovative, intersectional, evidence-informed analytics and learning*	*3.1 Number of Gender Talks conducted and policy recommendations formulated to address technology development and its linkages with extremism, hate speech, and polarization on gender-related identity dimensions.*		*Baseline: 0 Gender Talks*	2	5	*Target: Conduct 5 Gender Talks*		*Records of Gender Talk events, including event agendas, participant lists, and post-event evaluations.*

VI.   **MONITORING AND EVALUATION**

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans:
Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the project's progress in achieving the agreed-upon outputs.	Quarterly	Slower-than-expected progress will be addressed by project management.	N/A	N/A
Monitor and Manage Risk	Identify specific risks that may threaten the achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Semi-Annually	Project management identifies risks and takes action to manage them. The risk log is actively maintained to keep track of these risks and actions.	N/A	N/A
Learn	Knowledge, good practices, and lessons will be captured regularly, actively sourced from other projects and partners, and integrated back into the project.	Annually	Relevant lessons are captured by the project team and used to inform management decisions.	N/A	N/A
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and inform management decision-making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	N/A	N/A
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision-making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.	N/A	N/A
Project Report	A progress report will be presented to the Project Board and key stakeholders. It will consist of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)		N/A	N/A
Project Review (Project Board)	The project's governance mechanism (i.e., the project board) will hold regular project reviews to assess the project's performance and review the Multi-Year Work Plan to ensure realistic budgeting over the project's life. In the project's final year, the Project Board shall hold an end-of-project review to capture lessons learned, discuss opportunities for scaling up, and socialize project results and lessons learned with relevant audiences.	Quarterly	The project board should discuss any quality concerns or slower-than-expected progress, and management actions should be agreed upon to address the identified issues.	N/A	N/A

Evaluation Plan[9]

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNSDCF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
e.g., Mid-Term Evaluation	n/a					

VII.   MULTI-YEAR WORK PLAN [10][11]

All anticipated programmatic and operational costs to support the project, including development effectiveness and implementation support arrangements, need to be identified, estimated and fully costed in the project budget under the relevant output(s). This includes activities that directly support the project, such as communication, human resources, procurement, finance, audit, policy advisory, quality assurance, reporting, management, etc. All services directly related to the project need to be disclosed transparently in the project document.

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget USD	RESPONSIBLE PARTY	Planned Budget		
				FUNDING SOURCE	BUDGET DESCRIPTION	Amount in USD
Output 1 Supported gender-responsive and people-centered justice and security service delivery	1.1.1 Establish an alliance of human rights defenders	8,000	001981 - UNDP	Government of Germany	75700 - Training, workshop, conferences	8,000
	1.1.2 Launch joint advocacy campaigns	4,500			72400 - Visibility, communication, printing	4,500
	1.1.3 Collaborate with government officials and policymakers to draft and promote a feminist development policy	13,000			72100 - Contractual services	13,000
Output 2 Promoted women's meaningful participation and leadership in the justice and security sectors	**Subtotal 1.1**					**25,500.00**
		13,000	001981 - UNDP	Government of Germany	72100 - Contractual services	13,000

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[10] Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

[11] Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

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Output 3 Contributed to shaping the policy discourse on gender equality and the rule of law through innovative, intersectional, evidence-informed analytics and learning	1.2.1 Organize training programs for justice and security personnel					
	1.2.2 Develop and distribute gender-responsive guidelines and protocols for the justice and security sectors	14,000			71300 - Technical expertise	14,000
	1.2.3 Organize awareness raising and promotion of gender equality within the justice and security sector by engaging with men	5,000			72400 - Visibility, communication, printing	5,000
	Subtotal 1.2					**32,000**
	1.3.1 Facilitate regular meetings with civil society organizations to implement community-based actions	10,000	001981 - UNDP	Government of Germany	71300 - Technical expertise	10,000
	1.3.2 Support Gender Talks	10,000			72100 - Contractual services	10,000
	Subtotal 1.3					**20,000**
	1.4 Project management (50%)	14,500	001981 - UNDP	Government of Germany	71400 – Personnel	14,500
	Subtotal 1.4					**14,500**
General Management Support	GMS (8%)	8,000.00	001981 - UNDP	Government of Germany	75100	8,000
TOTAL OUTPUT 1						**100,000**

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

All UNDP projects must be governed by a multi-stakeholder board or committee established to review performance based on established monitoring and evaluation metrics and high-level implementation issues to ensure quality delivery of results. For the purpose of this Project and to ensure standardization, henceforth, as regards project documentation, such a body shall only be referred to as 'Project Steering Committee.' The Project Steering Committee is the most senior, dedicated oversight body for a UNDP 'Development Project', which is defined in the UNDP's rules and regulations, as an instrument where UNDP "Delivers outputs where UNDP has accountability for design, oversight and quality assurance of the entire project."

Duties and Responsibilities

The two prominent (mandatory) roles of the Project Steering Committee are as follows:

1)   High-level oversight of the project (as explained in the "Provide Oversight" section of the PPM). This is the primary function of the Project Steering Committee. The latter reviews evidence of project performance based on monitoring, evaluation, and reporting, including progress reports, monitoring missions' reports, evaluations, risk logs, quality assessments, and the combined delivery report. The Project Steering Committee is the main body responsible for taking corrective actions as needed to ensure the project achieves the desired results. And its function includes oversight of annual (and as-needed) assessments of any major risks to the project, and related decisions/agreements on any management actions or remedial measures to address them effectively.

The Project Steering Committee also carries the role of quality assurance of the project taking decisions informed by, among other inputs, the project quality assessment. In this role the Committee is supported by the quality assurer, whose function is to assess the quality of the project against the corporate standard criteria. This function is performed by a UNDP programme or monitoring and evaluation officer to maintain independence from the project manager regardless of the project 's implementation modality.
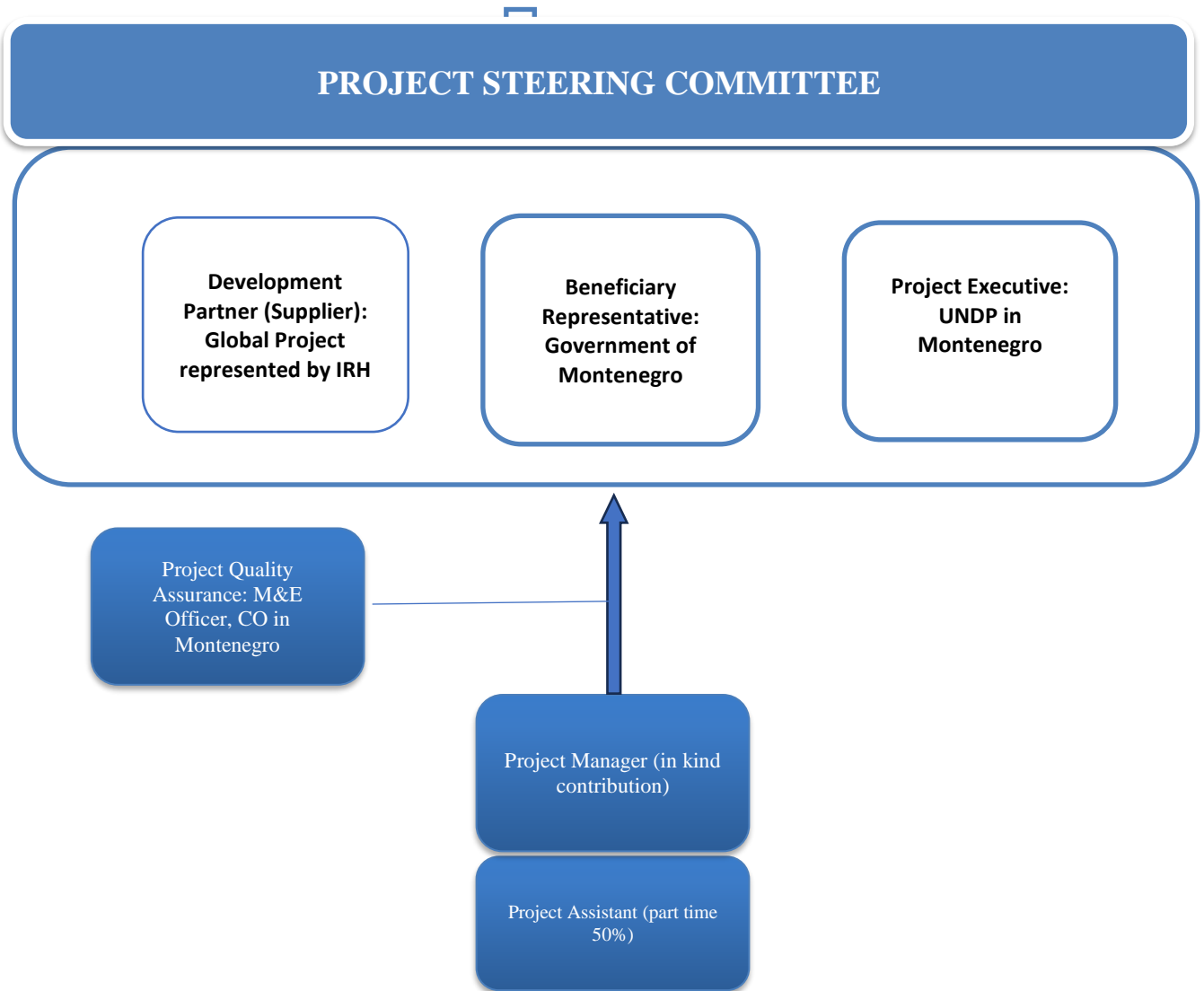
The Project Steering Committee reviews updates to the project risk log
2)   Approval of key project execution decisions (as explained in the "Manage Change" section of the PPM). The Project Steering Committee has an equally important, secondary role in approving certain adjustments above-provided tolerance levels, including substantive programmatic revisions (major/minor amendments), budget revisions, requests for suspension or extension and other major changes (subject to additional funding partner/donor requirements).

The Project Steering Committee is responsible for making management decisions by consensus when required, including the approval of project plans and revisions, and the project manager's tolerances. The Project Steering Committee approves annual work plans and reviews updates to the project risk log.

Within the overall governance and management arrangements of the project, the role of the Project Steering Committee as regards these two key functions ('High-level oversight of the project' and 'Approval of key project execution decisions') is distinct from the roles of entities involved in the implementation of the project, namely the implementing partner (IP), responsibilities parties (if applicable), service providers and project staff.

The diagram below outlines the main entities involved (and their respective responsibilities) in the 'oversight/approval of key execution decisions' layer and the 'implementation' layer of the project structure.

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PROJECT STEERING COMMITTEE

| Development Partner (Supplier): Global Project represented by IRH | Beneficiary Representative: Government of Montenegro | Project Executive: UNDP in Montenegro |

Project Quality Assurance: M&E Officer, CO in Montenegro

Project Manager (in kind contribution)

Project Assistant (part time 50%)

IX. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on (date). All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This project will be implemented by UNDP in Montenegro ("Implementing Partner") in accordance with its financial regulations, rules, practices, and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure the best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

X. RISK MANAGEMENT

UNDP (Direct Implementation – DIM)

1. UNDP, as the Implementing Partner, will comply with the policies, procedures, and practices of the United Nations Security Management System (UNSMS.)

2. UNDP, as the Implementing Partner, will undertake all reasonable efforts to ensure that none of the [project funds][12] [UNDP funds received pursuant to the Project Document][13] are used to provide support to individuals or entities associated with terrorism, that the recipients of any amounts provided by UNDP hereunder do not appear on the United Nations Security Council Consolidated Sanctions List, and that no UNDP funds received pursuant to the Project Document are used for money laundering activities. The United Nations Security Council Consolidated Sanctions List can be accessed via https://www.un.org/securitycouncil/content/un-sc-consolidated-list. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

3. Social and environmental sustainability will be enhanced through the application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm).

4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.

5. In the implementation of the activities under this Project Document, UNDP, as the Implementing Partner, will handle any sexual exploitation and abuse ("SEA") and sexual harassment ("SH") allegations in accordance with its regulations, rules, policies, and procedures.

6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

7. UNDP, as the Implementing Partner, will ensure that the following obligations are binding on each responsible party, subcontractor, and sub-recipient:

    a. Consistent with Article III of the SBAA *[or the Supplemental Provisions to the Project Document]*, the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor, and sub-recipient shall:

       i. Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

       ii. Assume all risks and liabilities related to such responsible party's, subcontractor's, and sub-recipients security and the full implementation of the security plan.

    b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall

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[12] To be used where UNDP is the Implementing Partner

[13] To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner

be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.

c. Each responsible party, subcontractor and sub-recipient (each a "sub-party" and together "sub-parties") acknowledges and agrees that UNDP will not tolerate sexual harassment and sexual exploitation and abuse of anyone by the sub-parties, and other entities involved in Project implementation, either as contractors or subcontractors and their personnel, and any individuals performing services for them under the Project Document.

(a) In the implementation of the activities under this Project Document, each sub-party shall comply with the standards of conduct set forth in the Secretary General's Bulletin ST/SGB/2003/13 of 9 October 2003, concerning "Special measures for protection from sexual exploitation and sexual abuse" ("SEA").

(b) Moreover, and without limitation to the application of other regulations, rules, policies and procedures bearing upon the performance of the activities under this Project Document, in the implementation of activities, each sub-party, shall not engage in any form of sexual harassment ("SH"). SH is defined as any unwelcome conduct of a sexual nature that might reasonably be expected or be perceived to cause offense or humiliation, when such conduct interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment. SH may occur in the workplace or in connection with work. While typically involving a pattern of conduct, SH may take the form of a single incident. In assessing the reasonableness of expectations or perceptions, the perspective of the person who is the target of the conduct shall be considered.

d. In the performance of the activities under this Project Document, each sub-party shall (with respect to its own activities), and shall require from its sub-parties (with respect to their activities) that they, have minimum standards and procedures in place, or a plan to develop and/or improve such standards and procedures in order to be able to take effective preventive and investigative action. These should include policies on sexual harassment and sexual exploitation and abuse; policies on whistleblowing/protection against retaliation; and complaints, disciplinary, and investigative mechanisms. In line with this, sub-parties will and will require that their respective sub-parties will take all appropriate measures to:

(i) Prevent its employees, agents, or any other persons engaged to perform any services under this Project Document from engaging in SH or SEA;

(ii) Offer employees and associated personnel training on prevention and response to SH and SEA, where sub-parties have not put in place its own training regarding the prevention of SH and SEA, sub-parties may use the training material available at UNDP;

(iii) Report and monitor allegations of SH and SEA of which any of the sub-parties have been informed or have otherwise become aware, and status thereof;

(iv) Refer victims/survivors of SH and SEA to safe and confidential victim assistance; and

(v) Promptly and confidentially record and investigate any allegations credible enough to warrant an investigation of SH or SEA. Each sub-party shall advise UNDP of any such allegations received and investigations being conducted by itself or any of its sub-parties with respect to their activities under the Project Document, and shall keep UNDP informed during the investigation by it or any of such sub-parties, to the extent that such notification (i) does not jeopardize the conduct of the investigation, including but not limited to the safety or security of persons, and/or (ii) is not in contravention of any laws applicable to it. Following the investigation, the relevant sub-party shall advise UNDP of any actions taken by it or any of the other entities further to the investigation.

e. Each sub-party shall establish that it has complied with the foregoing, to the satisfaction of UNDP, when requested by UNDP or any party acting on its behalf to provide such confirmation. Failure of the relevant sub-party to comply of the foregoing, as determined by UNDP, shall be considered grounds for suspension or termination of the Project.

f. Each responsible party, subcontractor and sub-recipient will ensure that any project activities undertaken by them will be implemented in a manner consistent with the UNDP Social and Environmental Standards and shall ensure that any incidents or issues of non-compliance shall be reported to UNDP in accordance with UNDP Social and Environmental Standards.

g. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud, corruption or other financial irregularities, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial

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management, anti-corruption, anti-fraud and anti money laundering and countering the financing of terrorism policies are in place and enforced for all funding received from or through UNDP.

h. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices (b) UNDP Anti-Money Laundering and Countering the Financing of Terrorism Policy; and (c) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.

i. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.

j. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud, corruption other financial irregularities with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

k. *Choose one of the three following options:*

Option 1: UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud corruption, other financial irregularities or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud, corruption or other financial irregularities, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

<u>Note</u>: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

l. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.

m. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.

n. Each responsible party, subcontractor, and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

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ANNEXES

1. **Project Quality Assurance Report**
2. **Social and Environmental Screening Template** [English] [French] [Spanish], including additional Social and Environmental Assessments or Management Plans as relevant.
3. **Risk Analysis**. Use the standard Risk Register template. Please refer to the Deliverable Description of the Risk Register for instructions

#	Event	Cause	Impact(s)	Risk Category and Sub-category *(including Risk Appetite)*	Impact, Likelihood & Risk Level *(see Annex 3 Risk Matrix)*	Risk Valid From/To	Risk Owner *(individual accountable for managing the risk)*	Risk Treatment and Treatment Owner
1	There is a risk that capacities of the government to support/participate in the project implementation will be compromised due to the political situation and potential political turnovers during the year.	As a result of parliamentary majority agreements and shifts in political dynamics, uncertainties in governmental capacities may arise	Which will impact the project by introducing challenges or delays in its implementation, potentially hampering progress, and overall effectiveness.	**7. STRATEGIC (7.6. Change/turnover in government) - UNDP Risk Appetite: OPEN TO SEEKING**	Likelihood: **3 - Moderately likely** Impact: **2 - Minor** Risk level: **LOW (equates to a risk appetite of CAUTIOUS)**	From: 01-Aug-24 To: 01-Aug-25	Project Manager	Risk Treatment 1.1: The Project will be fully align with national context, and government public professionals that will be engaged in line with their official functions and TORs - related tasks enabling strong sustainability and ownership of results, even in the situation of frequent staff changes. Risk Treatment Owner: Project Manager
2	There is a risk that there will be resistance of decision makers and government stakeholders to participate in the implementation of the project.	As a result of insufficient commitment to gender equality, lack of awareness and internal capacities , the key government and societal stakeholders may not partake in the project.	Which will impact the scope and timeframe of the Action's interventions, considering that most of the policy and strategic interventions are dependent on the collaboration of more than one stakeholder	**7. STRATEGIC (7.5. Government commitment) - UNDP Risk Appetite: OPEN TO SEEKING**	Likelihood: **2 - Low likelihood** Impact: **3 - Intermediate** Risk level: **LOW (equates to a risk appetite of CAUTIOUS)**	From: 01-Aug-24 To: 01-Aug-25	Project Manager	Risk Treatment 2.1: The Project will build upon ongoing work through existing complementing projects in order to leverage the established channels of cooperation and create a incentives for further participation and integration of key stakeholders. Risk Treatment Owner: Project Manager
3	There is a risk of limited human capacities in the relevant organizations and	As a result of insufficient training and awareness programs,	Which will impact timeframe of the Project's interventions	**3. OPERATIONAL (3.8. Capacities of the partners) - UNDP**	Likelihood: **3 - Moderately likely**	From: 01-Aug-24 To: 01-Aug-25	Project Manager	Risk Treatment 3.1: The Project will provide training opportunity for

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| institutions from relevant sectors of concern to contribute to transformation of policy discourse | coupled with staff turnover, the line ministries and relevant institutions and organizations' employees face challenges in acquiring and retaining the necessary skills for effective gender mainstreaming. | which will impact the successful integration of gender mainstreaming activities within their sectors, potentially compromising overall results and outcomes and extending the timeframe of the Project. | **Risk Appetite: EXPLORATORY TO OPEN** | Impact: **3 - Intermediate**

Risk level: **LOW (equates to a risk appetite of CAUTIOUS)** | | | government's gender focal points within ministries for an effective implementation of the commitments.

Risk Treatment Owner: Project Manager |

4. **Capacity Assessment:** Results of capacity assessments of Implementing Partner (including Partner Capacity Assessment Tool (PCAT) and HACT Micro Assessment)

5. **Project Board Terms of Reference and TORs of key management positions.** The standard Project Board TOR can be found here**.**

6. **On-Granting Provisions Applicable to the Implementing Partner[14].** On-granting clauses for non-UNDP Implementing Partners can be found here.

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[14] Applicable for non-UNDP Implementing Partner as Grant Making Institution facilitating on-granting.