

**Proposal  
for a United Nations Joint Programme to End Violence against Women in Albania**

*Draft August 8, 2018*

## Executive Summary

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The central ambition of the 2030 Agenda of Sustainable Development to ‘leave no one behind’ will never be fulfilled if Gender-Based Violence against Women (GB-VAW) does not end. A consequence of gender inequalities deeply rooted in patriarchal norms and unbalanced power relations, GB-VAW is a mechanism through which discriminatory barriers are established and maintained. Exposure to various forms of violence and living in fear prevents half of society from fully realizing their own potential, undermines their wellbeing and dignity, and reduces their contribution to society. Therefore, the prevention and elimination of all forms of GB-VAW is the ultimate responsibility of all society. While institutions have the obligation to prevent, bring perpetrators to justice and to protect and empower survivors, individual citizens have the obligation to recognize and report incidents of violence. However, the global persistence of GB-VAW means that this responsibility is not being met. Thus, explicit and proactive efforts are needed to address GB-VAW as a means to lower discriminatory barriers women and girls face - a central concept of the 2030 Agenda.

Having committed to the achievement of the Sustainable Development Goals (SDGs) in 2015, Albania shares this collective responsibility. Over the past decade, Albania has made efforts to strengthen gender equality mechanisms at all branches and levels of government: legislative, executive and independent monitoring bodies, at the national and local levels. The government has ratified key international conventions, enacted a body of relevant laws, and developed instruments and policies to eliminate GB-VAW. The country’s priorities to address GB-VAW are outlined in the Strategic Priority 3 of the National Strategy on Gender Equality and Action Plan 2016-2020, which is aligned with international standards, specifically, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (aka Istanbul Convention). Albania’s efforts, as well as challenges to end GB-VAW, have been acknowledged in various international reports and observations including those of the CEDAW Committee and European Union (EU) periodic reports.

Albania entered 2018 with very specific challenges related to ending GB-VAW. The Baseline Evaluation Report issued by the Council of Europe’s Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) in November 2017 concluded that despite significant efforts, the legislative framework has gaps, including those associated with tackling all forms of GB-VAW. Although referral mechanisms are already in place in several parts of the country, local governmental units continue to face challenges to improve and strengthen inter-institutional co-operation within this mechanism, which operates to varying degrees of effectiveness. Therefore, in order to ensure an effective response, it is critical to mobilize individuals, government, civil society and people in local communities to act in unison to fulfill national and international commitments to prevent and eliminate GB-VAW.

On this long road to end GB-VAW, the United Nations (UN) has supported Albania for the past 12 years. Impartiality, expertise, results achieved to date and beneficiaries’ feedback, distinguishes the UN as a key player that can facilitate dialogue among stakeholders and lead the joint efforts. In line with current challenges Albania needs to address in ending GB-VAW, and Output 2.5 of the UN’s Programme of Cooperation for Sustainable Development (PoCSD) with the Government of Albania (GoA), the proposed Joint Programme (with the participation of UNDP, UN Women and UNFPA) aims to produce these output level results: (1) a strengthened normative and accountability framework related to GB-VAW; (2) improved institutional practices, services and coordination for survivors of GB-VAW; and (3) to challenge norms pertaining to GB-VAW at the state, community and individual levels. These results aim at bringing

institutional and behavioral change in preventing and responding to GB-VAW, thereby contributing to freeing women and girls from all forms of GB-VAW and from the threat of such violence. The end direct beneficiaries of this JP therefore are women and girls, while indirect ones are women, girls, boys and men.

Based on the previous 2012-2018 UN joint programme on gender equality and combating gender-based violence, one of key lessons learned is that partnership building and consultations with governmental authorities at central and local level and CSOs is an essential ingredient of success to ensure country ownership and commitment to achieve and sustain results. Direct engagement and consistent consultations with key stakeholders in the formulation and implementation of two 5 year UN programme in the country (2012-2016 and 2017-2021) have been instrumental in ensuring alignment with national priorities and ownership by governmental authorities. The same approach has been used in the joint work of UN agencies in all thematic areas and specifically in the development of the “Ending Violence against Women” Joint Programme.

## Abbreviations and Acronyms

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AA	Administrative Agent
ADA	Austrian Development Agency
ASPA	Albanian School of Public Administration
CCR	Coordinated Community Response
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CoM	Council of Ministers
CSO	Civil Society Organization
DaO	Delivering as One
DV	Domestic Violence
EU	European Union
FLA	Free Legal Aid
FRA	European Union Fundamental Rights Agency
GBV	Gender Based Violence
GB-VAW	Gender Based Violence against Women
GE	Gender Equality
GEE	Gender Equality Employee
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GoA	Government of Albania
GRB	Gender Responsive Budgeting
GREVIO	Group of Experts on Action against Violence against Women and Domestic Violence
HR	Human Rights
INSTAT	Institute of Statistics
JEC	Joint Executive Committee
JP	Joint Programme
LGBTI	Lesbian, Gay, Bisexual, Transgender, Intersex
LGU	Local Government Unit
MoHSP	Ministry of Health and Social Protection
MoI	Ministry of Interior
MoJ	Ministry of Justice
MSWY	Ministry of Social Welfare and Youth (currently MoHSP)
MP	Member of Parliament
OHCHR	Office of the United Nations High Commissioner for Human Rights
OSCE	Organization for Security and Co-operation in Europe
PA	Police Academy
PoCSD	UN Programme of Cooperation for Sustainable Development
PWDs	Persons With Disabilities
RBA	Rights Based Approach
REVALB	Recording Violence in Albania
SDG	Sustainable Development Goal
Sida	Swedish International Development Agency
SE	Social Enterprise
SoM	School of Magistrates
SOPs	Standard Operational Procedures
ToC	Theory of Change
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNFPA	United Nations Fund for Population
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
WB	World Bank

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## I. Background

**1.1.** Gender Based Violence against Women (GB-VAW)<sup>1</sup> is one of the most pervasive forms of violence worldwide. Albania is not immune to this global pandemic that affects all countries, societies, religions, faiths and ethnic backgrounds. Addressing GB-VAW is a central development goal in its own right, and key to achieving other development outcomes for women, their families, communities and nations. Thus, eliminating GB-VAW, a precondition for equitable and inclusive sustainable development and full realization of human rights, as well as an important value and objective in itself, is a key priority for the United Nations (UN) in Albania.

### 1.1 Country context

1.1 Albania has made important progress in establishing relevant institutional and policy frameworks for achieving gender equality and women's empowerment, in line with international, regional, and national gender equality standards and obligations. In September 2015, Albania along with other 192 UN member states, committed to the implementation of the 2030 Agenda for Sustainable Development, by adopting the Declaration of the Summit on Sustainable Development. Albania is a signatory to several important binding international treaties which guarantee the equality of men and women and prohibit gender-based discrimination. Demonstrating commitment towards the 2030 Agenda and more particularly SDG5, the GoA in the 2016-2021 National Strategy on Gender Equality and Action Plan reaffirms commitment to put an end to VAW in its Strategic Priority 3 the GB-VAW country's priorities actions. In 2014, Albania received EU candidate status and adopted a roadmap for approximation with EU laws and standards, where gender equality is a key acquis requirement. In June 2018, the European Commission expressed commitment to open negotiations with Albania in June 2019. The EU enlargement process offers important opportunity for Albania to address legal, institutional, and cultural shackles that limit the development aspirations and potential of women who make up half the country's population. GoA at both central and local level is putting efforts to use these "windows of opportunity" to accelerate national progress towards sustainable development in ways that benefit everyone. Taking advantage of these opportunities involves addressing the broader social issues concerning VAW and women empowerment through establishing and further strengthening sustainable and inclusive institutional and support systems. Albania is a signatory of various international treaties; hence obligations derive for Albania to report to the respective treaty bodies on progress made in the gender equality and gender-based violence. Albania has demonstrated commitment in regularly reporting on human rights mechanisms, including CEDAW, GREVIO and UPR as well as SDGs. The 2017-2021 GoA Program states that a better placement of women in the society through increasing their employment as well as enabling access to social services, having a special focus on vulnerable groups is the gender related priority policy<sup>2</sup>. Ministry of Health and Social Protection established under the current government as the leading ministry in advancing gender equality agenda, states as one of its responsibilities: "*to develop policies to address gender-based violence, child abuse, women and other gender issues, gender equality, protection of children's rights, non-discrimination based on sexual orientation, disability, ethnicity and minority*"<sup>3</sup>. Similarly, the administrative-territorial reform adopted during 2014-2015, created the enabling environment for the local government units to improve public services and better respond to the specific needs of women local constituencies, including women, victims

<sup>1</sup> Per Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence, the term "women" includes girls under the age of 18. The term gender based violence against women is understood as a violation of human rights and a form of discrimination against women and shall mean all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life. As per the Istanbul Convention definition gender-based violence against women shall mean violence that is directed against a woman because she is a woman or that affects women disproportionately, hence the target group for this JP has been narrowed down to women. See more details under 1.4 subheading on key term definitions.

<sup>2</sup> Government of Albania, Political Governing Programme, 2017-2021, pg. 21. See at:

<sup>3</sup> Council of Ministers (CoM) Decision No. 508, dated 13.9.2017, "For determination of the state responsibility field of the Ministry of Health and Social Protection".

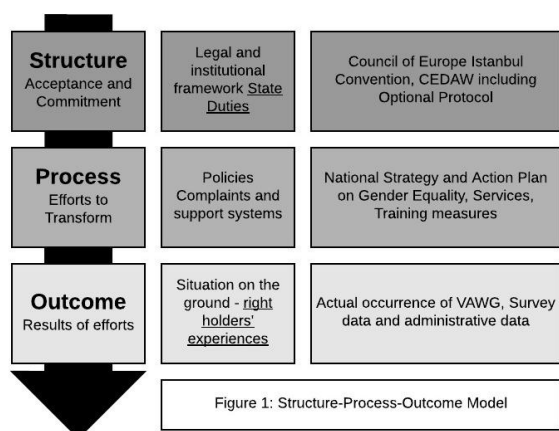
of gender based violence Last but not least, pressure from the public and civil society when serious cases of violence against women occur motivates legislative and executive bodies take effective measures to prevent and fight violence against women in the country.

## I.2 UN Development Assistance

**1.2.** The Programme of Cooperation for Sustainable Development (PoCSD) 2017-2021 between the Government of Albania (GoA) and the UN aims to promote sustainable and equitable development, social inclusion, gender equality, adherence to international norms and fulfillment of international obligations, in support of the integration of Albania into the European Union (EU),<sup>4</sup> and realization of the Sustainable Development Goals (SDGs), which Albania endorsed in September 2015.<sup>5</sup> Within the PoCSD, the objective of Gender Equality (GE) and Gender Based Violence (GBV) related outputs are to strengthen GoA capacities, improve mechanisms, advance policies and improve conditions for the implementation of the legislation that foresees a society that values gender equality as an indispensable prerequisite to sustainable development and aims towards zero tolerance of GBV and domestic violence (DV).

**1.3.** All UN actions related to the prevention and response to GB-VAW in Albania is informed by the rights based approach (RBA) which underpins the role of the State, and hence, State services in their duty to acknowledge and effectively respond to GB-VAW. Figure 1 illustrates this action based on a structure-process-outcome model developed by the Office of the United Nations High Commissioner for Human Rights (OHCHR), as applied to Albania.

Figure 1: Structure-Process-Outcome Model



**1.4.** Two major legally binding instruments form the basis of the UN's work on GB-VAW in Albania, the Convention on the Elimination of All Forms of Discrimination (CEDAW) and its Optional Protocol, which Albania ratified respectively in 1993<sup>6</sup> and 2003;<sup>7</sup> and the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (aka Istanbul Convention), which Albania ratified in 2012.<sup>8</sup> In addition, CEDAW General Recommendations 19 and 35 on Violence against Women, Recommendation Rec (2002) 5 of the Council of Europe on the Protection of Women against Violence, and the SDGs related to gender, equity, health and education are of additional relevance to actions related to ending GB-VAW in Albania.

<sup>4</sup> Albania was granted the candidate status for EU membership in June 2014.

<sup>5</sup> See *National Strategy for Development and Integration 2016-2020* which is aligned to SDGs and offers a vision for Albania's national social, democratic and economic development over the period 2016-2020, and its aspirations for European integration.

<sup>6</sup> Law 7767, dated 9.11.1993, published in Official Journal no. 13, dated 14.12.1993.

<sup>7</sup> Law no.9052 dated 17.4.2003 "On the admission of the Republic of Albania in the "Additional protocol of "Convention on the Elimination of all Forms of Discrimination against Women"", published in Official Journal no. 38, dated 23.5.2003.

<sup>8</sup> Signed on 19.12.2011 and ratified with Law no.104/2012. This Convention entered into force on 1st August 2014.

**1.5.** In the past 12 years, with the support of the UN and other organizations, the Government of Albania has made important steps towards: (1) aligning the national legal framework to international requisites as prescribed by the aforementioned conventions, thereby leading to the criminalization of domestic violence and other forms of GB-VAW; (2) building capacity for the mobilization of a range of legal resources to protect abused women and girls, and to arrest, sanction and/or counsel perpetrators; (3) the establishment of institutional responses and community based services to help survivors of GB-VAW; and (4) the development of a vast knowledge base describing the current situation and response. Such achievements were highlighted in the Baseline Evaluation Report issued by the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) in November 2017 for Albania.<sup>9</sup> Despite these improvements the country needs to work towards the further strengthening of [institutional] mechanisms<sup>10</sup>. While the number of local mechanisms for reporting gender-based violence has increased, efforts should be stepped up to establish them in all municipalities, as highlighted in the EU progress report<sup>11</sup> for Albania, launched in April 2018.

### **I.3 Proposed Programme in the Context of Sida's Work in Albania**

**1.6.** With the implementation of the previous PoCSD 2012-2016 and the current PoCSD 2017-2021, the UN's work on advancing the GE agenda and combating GB-VAW has had unwavering financial support from the Swedish International Development Agency (Sida), represented by the Swedish Embassy in Albania. The interventions proposed in this programme document, formulated in accordance with Output 2.5 of PoCSD 2017-2021, *aim at harmonizing legislation with international norms related to GB-VAW, to increase the number of and strengthen institutional mechanisms that prevent and address cases of GB-VAW and to develop and implement new tools that aid better understanding and prevention of GB-VAW*. Given that several target groups receive attention through complementary actions from other UN Agency programs, this intervention focuses primarily on women, especially those belonging to disadvantaged and marginalized communities, including Roma, disabled and LGBTI women.

**1.7.** The intervention proposed in this program document aligns with the Results Strategy for Sweden's reform cooperation with Eastern Europe, the Western Balkans and Turkey for the period 2014-2020<sup>12</sup> of Sida, which highlights a reduction in GBV, hate crimes and human trafficking as important drivers for change for strengthened democracy in all Western Balkan countries.<sup>13</sup> It contributes to Expected Result 2 for the Western Balkans, i.e., *Strengthened democracy, greater respect for human rights and a more fully developed state under the rule of law*. As an EU candidate country, Albania has undertaken a series of reforms to improve governance, the effectiveness of public administration, and the livelihoods of its citizens. The legal framework in Albania, including the Constitution and several specific laws, prohibit gender discrimination and GBV. Constant efforts have been made to effectively enforce such legislation and to prevent, eliminate and sanction acts of discrimination and violence against women and girls. However, sustained action including the full implementation of reforms and enactment of the legal

<sup>9</sup> Point 212 of the GREVIO Report highlights that 'numerous legislative and policy measures adopted in Albania over the last decade offer a clear manifestation of the country's commitment to combat violence against women. Point 213 states that 'half of the ministerial seats in Albania's government were occupied by women. The reported rate of women in senior positions in public administration was nearly as high. The recent national elections served as a testing ground for Albania's commitment towards ensuring women's representation in the National Assembly. Lastly, Point 214, of the report indicates that the developments 'have opened up discussions in the public sphere on the topic of violence against women. Public officials in their daily work, youth in schools, men and boys as actors of change have started to talk publicly about a matter hitherto regarded as a taboo.' See GREVIO's *Baseline Evaluation Report* on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) Albania, at: <https://rm.coe.int/grevio-first-baseline-report-on-albania/16807688a7>

<sup>10</sup> This is also highlighted in the latest European Commission Country Report of 2017. See at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417-albania-report.pdf>. Pg. 6 and 26.

<sup>11</sup> Commission Staff Working Document, Albania 2018 Report <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417-albania-report.pdf>

<sup>12</sup> Results Strategy for Sweden's Reform Cooperation with Eastern Europe, the Western Balkans and Turkey 2014 – 2020. Available at: <https://si.se/app/uploads/2017/10/results-strategy-e-eur-wb-and-turkey-2014-2020.pdf>

<sup>13</sup> See: <https://si.se/app/uploads/2017/10/results-strategy-e-eur-wb-and-turkey-2014-2020.pdf>



framework related to GB-VAW is needed. Through this joint program the UN proposes to engage in action, in line with Sida's Results Strategy, that focuses both *on strengthened public administration and judicial systems in support of survivors of GB-VAW and on creating opportunities for increased enjoyment of human rights* so that *women and men have, to a greater extent, the same power to shape society and their own lives*.<sup>14</sup>

#### **I.4 Key Terms and Definitions Used in This Document**

**1.8.** This Joint Programme (JP) adopts the definitions of the Istanbul Convention regarding GB-VAW. Therefore:

- a. "violence against women" is understood as a violation of human rights and a form of discrimination against women and shall mean all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life;
- b. "domestic violence" shall mean all acts of physical, sexual, psychological or economic violence that occur within the family or domestic unit or between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence with the victim;
- c. "gender" shall mean the socially constructed roles, behaviors, activities and attributes that a given society considers appropriate for women and men;
- d. "gender-based violence against women" shall mean violence that is directed against a woman because she is a woman or that affects women disproportionately;
- e. "victim" shall mean any natural person who is subject to the conduct specified in points *a* and *b*; however, please note Sida's attention to "survivors".
- f. "women" includes girls under the age of 18.

**1.9.** While the thrust of the proposed JP is on all forms of GB-VAW (e.g., revision of Albanian Legislation, awareness and information campaigns), the focus of the targeted interventions will be on domestic violence and sexual violence, including rape and harassment. While a movement in its own right with recognized achievements, preventing and responding to domestic violence remain challenging. Institutional response to GB-VAW is not fully consolidated and resources remain below par. Sexual violence related legislation is incomplete and remains only partially enforced, while prevention programs and services offered are limited at best.

## **II. Gender Based Violence against Women and Girls**

**2.1.** GB-VAW is a widespread phenomenon in Albania. It is the worst expression of gender inequality in the country, which otherwise has a long way to go towards fulfilling obligations and commitments toward half of its population, women and girls. Indeed, the pervasiveness and seriousness of GB-VAW is exemplified by gruesome reports of women being killed intentionally within their homes. In 2017 only, 13 partner killings happened in families resulting in 14 victims, of which 9 were women.<sup>15</sup> In August 2017 and January 2018, Albanians witnessed the killings of two women, one of which was a judge, in public spaces.

**2.2. *Domestic Violence*** (DV) is evidenced as the most widely known and well researched form of violence in Albania. Surveys from 2007, 2008, 2013 and a Report from 2017<sup>16</sup> show that this form of violence is on the rise. For example, during 2017, 4,543 cases of intimate partner violence were reported, or 380 more than in 2016. The number of perpetrators of DV increased approximately 31% in 2016, compared to 2012. Approximately, 76% of all intimate partner violence cases during 2016 impacted

<sup>14</sup> Ibid.

<sup>15</sup> See Monitoring Report of the National Strategy on Gender Equality and its Action Plan, January - December 2017, pg. 21.

<sup>16</sup> These include two national surveys conducted in 2007 and 2013, the Demographic Health Survey 2008 and Men and Women in Albania 2017.

women.<sup>17</sup> While the data refers to intimate partner violence within marriages, violence against never married women is yet to be researched.

**2.3.** Other forms of GB-VAW, although evidenced through anecdotal reports, have only recently started to be researched. These include, but are not limited to *sexual violence*, including child marriage, and *sexual harassment* in public spaces. For example, a 2018 survey among Balkan countries shows that *50 percent of Roma women were married before they turned 18 in Albania*,<sup>18</sup> while a 2015 study on child marriage in Albania showed that, of Albania's married population under 18 years of age, Roma children account for approximately 94%; approximately 50% of the interviewees in the same study had had their first child before 18 years of age.<sup>19</sup> A 2016 Scoping Study "On Sexual Harassment and Sexual Violence against Women and Girls in Urban Public Spaces" found that in the three major neighborhoods researched in Albania's capital, Tirana, 32% of the total female respondents and 40% of the total male respondents think that sexual harassment happens everywhere; 24% of participating women and girls and 28% of participating men and boys think that women and girls are subject to sexual violence incidents within their neighborhoods.<sup>20</sup>

**2.4.** Several risk factors can be attributed to the prevalence of GB-VAW in Albania, including: a) *social and cultural norms* such as rigid patriarchal gender roles, associated among others, with issues of the understanding of masculinity and femininity; socio-economic development influencing gender roles and the conceptualization of family honor,<sup>21</sup> patriarchal authority; b) *institutional and system factors*, including the level of poverty in Albania and disparities that affect the enjoyment of basic health, education, social care and protection;<sup>22</sup> c) *household and relationship factors* such as household poverty, household member attributes (e.g., spouses, in-laws), substance abuse by partners, marriage characteristics and interaction norms within the household; d) *individual factors*, including but not limited to, witnessing marital violence as a child and experiencing abuse as a child.

**2.5.** *Disclosure and Care-Seeking across Forms of GB-VAW* is a rather new development in Albania, partly attributed to the movement of ending domestic violence. The 2013 National Survey on Domestic Violence evidenced that battered women are often reluctant to speak out about DV. Thus, only about 8% of women surveyed who had experienced domestic violence during their life and about 7% of those who at the time of survey had experienced domestic violence had ever sought help. Of those women who did seek help, nearly 91% sought help from their immediate family or other relatives. Very few women sought help from outside of their family, citing reputational risks, more violence and an inability to understand their legal rights.<sup>23</sup> The observed increase in reporting intimate partner violence, about 17% during 2017, is mainly due to awareness campaigns undertaken from state institutions, both central and local, with the support of international actors, primarily UN agencies (UNDP, UN Women and UNFPA).<sup>24</sup> The increased rates of violence reported notwithstanding, most women and girls, - and often their families - are reluctant to disclose experiences of violence or to seek care for consequences of violence. Fieldwork shows that violence is disclosed and assistance sought only in extreme cases of violence. Disclosure is especially rare for sexual harassment in public places. A study from 2017 on sexual harassment in public administration

<sup>17</sup> See Monitoring Report of the National Strategy on Gender Equality and its Action Plan, January - December 2017.

<sup>18</sup> UNDP supported Draft-Case Study about Roma Women Who Are Experiencing Gender-based Violence in Albania, FYR Macedonia and Montenegro, pg. 6, point 3.4.

<sup>19</sup> Observatory for Children's Rights. 2015. *Child Marriage in Albania: Specific view to Roma Community*.

<sup>20</sup> The researched neighborhoods include Porcelan, Shkoza and Qyteti Studenti. See: Observatory for Children's Rights. 2016. *Tirana Safe City Programme: Scoping Study on Sexual harassment and Sexual Violence against Women and Girls in Urban Public Spaces* (p. 34). Prepared by Monika Kocaqi, supported from UN Country Team Albania and financed by Swedish Government. In addition, INSTAT annual reports show that registered sexual crimes amounted to 44 in 2012, 87 in 2013, 97 in 2014, 137 in 2015, and 113 in 2016. It should be noted that such data are not sex-disaggregated. See the latest report at: <http://www.instat.gov.al/media/3655/vjetari-statistikor-2017.pdf>

<sup>21</sup> Domestic violence in Albania: Population-based National Survey 2013, p.9.

<sup>22</sup> The country's Gini coefficient of 34.5 (2013) is the third highest in the region and the pattern indicates growing inequalities. See: Analysis of policies and reforms affecting the situation of children in Albania, UNICEF, November, 2014 (not published).

<sup>23</sup> <http://www.in.undp.org/content/dam/albania/docs/Second%20Domestic%20Violence%20Survey%202013%20english.pdf>

<sup>24</sup> Interview with Etleva Sheshi, March 8, 2018, at <http://www.gazetadita.al/dhuna-ne-familje-nuk-mbahet-me-e-fshehur/>

indicates that about 58% consider this phenomenon with low incidence, while only 15% consider it as being present in the public administration. Additionally, only 8% of those surveyed admitted of being sexually harassed in their workplace in public administration.<sup>25</sup>

**2.6.** Despite earlier efforts to document financial *costs* and non-financial *consequences* of GB-VAW,<sup>26</sup> the drain that the prevalence of the phenomenon represents on individuals, families, communities and the country is yet to be captured. What can be said with certainty, is that such violence inhibits a large part of Albania's population from being healthy, attaining their full potential through education and employment, contributing to society and enjoying the same rights as men and boys. In turn, this affects the country's development outcomes, especially the achievement of the SDGs and integration of Albania into the EU.

### III. Interventions to Address GB-VAW: Results and Challenges

**3.1** A range of interventions across Albania have attempted to prevent and respond to GB-VAW. These include both macro-level economic, social and policy “interventions” that may indirectly influence GB-VAW and targeted interventions. Macro-level interventions include economic developments and patterns/shifts in other indicators such as women's political participation and women's economic empowerment. For example, fieldwork<sup>27</sup> shows that an increase in women's representation in politics at the central and local levels has led to more focused attention on addressing GBV<sup>28</sup>. Targeted interventions designed directly to prevent or respond to GB-VAW have aimed to intervene in various aspects, including but not limited to, increasing awareness for prevention, improving legal and policy frameworks, building institutional responses to GB-VAW and providing services to survivors of GB-VAW. Support provided by the Government of Sweden, through Sida, alongside other donors such as the EU, Swiss Development Cooperation, World Bank (WB), German Cooperation (GIZ), Italian Cooperation, Austrian Development Agency (ADA), USAID, and the Embassy of the Netherlands, has been essential. While an evaluation of such interventions is due, in this section, we highlight key results and challenges based on indicators associated with the structure-process-outcome model (*see Section I: Background*).

**3.2** Albania's policy framework in support of vulnerable groups and marginalized communities provides for different institutional settings responding to specific needs. This joint intervention will coordinate and support the strengthening of the existing relevant mechanisms such as child protection units and referral mechanisms for trafficked women. In view of the informed decisions of the work of other UN Agencies, and in line with discussions during the consultation process of this Joint Programme Document, the focus of the interventions will be women victims of GB-VAW. Nevertheless, the involvement of girls, boys and men is foreseen in interventions aimed at prevention and public education on zero tolerance of GBV in society. Interventions under the joint programme will ensure coordination with other UN agencies, working in the abovementioned areas, to reach out to more groups in the context of our overall efforts to address violence in the Albanian society at large.

#### III.1 Structure: Legal and Policy Framework

**3.3** Structure indicators refer to the State's acceptance of and commitment to legal instruments such as CEDAW and the Istanbul Convention. In recent years, Albania has made notable progress toward developing laws that address GB-VAW in accordance with commitments made through the ratification of these conventions. With the support of the UN, the regulatory framework on GB-VAW (barely existent

<sup>25</sup>[http://www.avokatipopullit.gov.al/sites/default/files/RAPORTET/RAPORTE\\_TJERA/Raporti%20p%C3%ABr%20ngacmimin%20moral%20dhe%20seksual%20n%C3%AB%20adminastrat%C3%ABn%20publike%20shqiptare.pdf](http://www.avokatipopullit.gov.al/sites/default/files/RAPORTET/RAPORTE_TJERA/Raporti%20p%C3%ABr%20ngacmimin%20moral%20dhe%20seksual%20n%C3%AB%20adminastrat%C3%ABn%20publike%20shqiptare.pdf).

<sup>26</sup> See for example Qendra për Nisma Ligjore Qytetare (2013). *Një studim i kostove ekonomike për zbatimin e legjislacionit shqiptar kundër dhunës në familje*. Study supported by Sida and UN Women.

<sup>27</sup> Field interviews with members of CSOs based in Albania in February 2018.

<sup>28</sup> For more details read “Gender Quotas and Women's Substantive Representation in the Local Councils of Albania”, UNDP 2015, <http://www.al.undp.org/content/albania/en/home/library/poverty/gender-quotas-and-womens-substantive-representation-in-the-local/>

before 2006) has been established;<sup>29</sup> and improving the alignment with CEDAW and the Istanbul Convention continues. For example, UNDP and UN Women supported the GoA to review Albanian legislation from the GE perspective, to develop a comprehensive set of legal proposals to remove discriminatory provisions from Albanian legislation and to introduce gender-sensitive provisions. This normative and CEDAW/Istanbul Convention-compliant package comes at a crucial moment for Albania in its efforts to continue justice reform and legislative harmonization with the EU *acquis* and gender commitments. Furthermore, the Albanian Criminal Code and Free Legal Aid Law are steps towards harmonizing legislation with the international and regional standards enshrined in the two conventions. The Albanian Penal Code has been duly amended by introducing a new provision on bringing perpetrators to justice. As a result, DV and some forms of GB-VAW are now a criminal offense; there are harsher sanctions against perpetrators; marital rape is now a separate criminal offence; it is considered an aggravation if a criminal offense is committed against a victim who is the subject of a protection order; and sexual harassment has been criminalized.<sup>30</sup> In December 2017, the Albanian Parliament approved a Resolution on condemning violence against women and improved the effectiveness of legal mechanisms for its prevention; the latter requires that further legislative measures be adopted to fight GBV.<sup>31</sup> Women MPs' Alliance<sup>32</sup> and Sub-Committee on Gender Equality and Fight against gender based violence of the Albanian parliament have committed to support all new legal initiatives and strengthen oversight role over national and local government as regards fight against gender based violence.

**3.4** Despite clear progress in legislation, additional efforts are needed to meet the requirements of CEDAW and the Istanbul Convention. Following recommendations from GREVIO, the national legislation still needs to address different forms of GB-VAW, which are missing or are not clearly formulated, such as forced sterilization, institutional violence, mainly in terms of adults' exploitation for work, female genital mutilation, rape and "crimes in the name of honor". While Parliament has been active in developing and strengthening the legal framework on GB-VAW, it is in need of further capacity strengthening to engage its members to end GB-VAW.

**3.5** The Government of Albania with the support of UN Women has developed a draft National Action Plan on the Implementation of the UN Security Council Resolution 1325 (2000) on Women, Peace and Security. The Action Plan, which includes also the implementation cost is expected to be formally adopted. After the adoption, work will continue to support the implementation and monitoring process of the Plan. Zero tolerance against violence against women and domestic violence is one of the key pillars of the draft NAP.

## **III.2 Process: Implementation of Laws and Policies**

**3.6** Process indicators capture concrete efforts to enact laws through policies that address GB-VAW. Such efforts have been made steadily since 2006 when the Law on Domestic Violence was passed. Cross-cutting strategies on ensuring GE and combating GB-VAW<sup>33</sup> have guided interventions in areas such as

<sup>29</sup> These include *Law no. 9669 date 18.12.2006 "For Measures against Violence in Family Relations"* (Law on Domestic Violence), further amended with Law no 9914, dated 12.5.2008 and Law 10329, dated 30.9.2010; Law No. 9970, dated 24.07.2008, *"On Gender Equality in Society"* which provides for the meaning of discrimination on grounds of gender.

<sup>30</sup> Currently, the *Albanian Criminal Code* provides for the criminalization of specific non/actions concerning violence against women and girls. Herein are included especially two amendments to the criminal code, respectively with law no. 23/2012 and law 144/2013. Amendments to the Criminal Code in 2012 and 2013 further addressed domestic violence and the protection of women and girls from violence and abuse. As per Law 144/2013, article 102 "Violent sexual relations with minors" was amended to include in the list of crimes sexual relations without consent of spouses or partners. Article 108/a added to the list of crimes 'Sexual harassment'. Article 110/a "Trafficking of adults" includes another form of trafficking on gender grounds. Article 130/a included domestic violence in the list of crimes. Under article 121/a "Stalking" is now a criminal offence. Also, article 321 foresees that any action in violation to court decisions regarding protection orders is a criminal act. In addition, amendment to the criminal code were done with regard to trafficking in human beings, to include two new criminal actions, respective with articles 110/a "Trafficking of adults" and 128/b "Trafficking of minors".

<sup>31</sup> See text of the Resolution at: <https://www.parlament.al/wp-content/uploads/2017/12/rezolute-kunder-dhunes-ne-familje-dt-4-12-2017.pdf>

<sup>32</sup> Women caucus established in December 2017

<sup>33</sup> National Strategy on Gender Equality, reduction of GBV and Domestic Violence and Action Plan 2011-2015; the National Strategy and Action Plan on Gender Equality 2016-2020. GB-VAW is also addressed or referred to in other country strategies,

establishing and funding support systems for victims of violence, and ensuring that victims can report abuse by training police and other services on how to respond effectively to victims. Zero tolerance toward GB-VAW has steadily become a mainstay in policy action. However, development partners including UNDP, UN Women and UNFPA remain the main sources of funding for awareness raising, capacity building activities and support for service provision. The most notable results include the following:

**3.7 Advocacy and awareness raising** have been the fundamental component of primary prevention strategies. UN Agencies have been a main source for such activities, as per their relevance. The monthly awareness campaigns held throughout the year, since 2015, and the 16 days of activism against GB-VAW, organized since 2008, have contributed to: (i) changing attitudes, behaviors and beliefs that normalize and tolerate GB-VAW among the general public, targeting men and boys in particular; (ii) preventing men and women from becoming GB-VAW victims/survivors or perpetrators; and (iii) informing the wider public, and especially GB-VAW survivors, about the resources available to tackle the problem.<sup>34</sup> In this regard, the role of Civil Society Organizations (CSOs) has been significant. CSOs have worked with professionals, including the police, doctors, nurses, social workers, legal professionals, teachers, non-governmental partners such as religious representatives, communities and the media.

**3.8 Protection and Emergency Protection Orders** are implemented in accordance with the Law on Domestic Violence. In 2017, 2,593 cases of protection orders were recorded, 386 cases (17%) more than in 2016, an indicator that awareness raising campaigns have led to a greater understanding of the law and trust in state services.<sup>35</sup> Amendments to the DV Law, currently under discussion, address strengthening the mechanism mainly in relation to children. Related policies are adopted to complement protection orders: women with protection orders, when eligible, receive state economic support on behalf of the entire family.

**3.9 Coordinated Community Response (CCR)** has been put in place in recognition of the fact that women and girl survivors of GB-VAW have multiple and complex needs, including medical care, safe accommodation, psychosocial counseling, police protection and/or legal advice. The CCR for the treatment of DV cases,<sup>36</sup> required to be established nation-wide by law<sup>37</sup>, is based on the philosophy of inter-institutional and multi-sectoral partnerships and cooperation at the local government level. The goal of the referral mechanism is to respond to the immediate and multiple needs of the victims/survivors in a manner that ensures the safest and most effective way of reporting and is in accordance with the preferences of victims/survivors for care and treatment. Short-term or long-term services for victims of DV include emergency protection, safety, medical assistance, accommodation, transportation to safe accommodation, information on/assistance with obtaining protection orders, referral to further services and supported employment, social assistance, accommodation, legal advice and assistance with divorce procedures, counseling and psycho-therapy, help with children, etc.<sup>38</sup> CCRs have been established in 37 of the 61 municipalities<sup>39</sup> in the country, in close cooperation with international partners. UNDP has supported the

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such as for example the *Social Inclusion Policy Document 2015-2020*, the National Action Plan for Roma and Egyptians 2015-2020, the National Action Plan on Persons with Disabilities 2016-2020, the Social Protection Strategy 2015-2020 (SPS), the National Strategy for Social Housing 2015-2025, the National Strategy for Employment and Skills (2014-2020), and the Crosscutting Strategy for Decentralization and Local Governance 2015-2020.

<sup>34</sup> MoHSP. (2017). *Report on measures against violence against women and domestic violence, January 1 - December 31, 2017*.

<sup>35</sup> Ibid

<sup>36</sup> Established following the CoM Decision no 334 dated 17.02.2011 “For the Mechanism of Cooperation of Work for the Referral of cases of violence in family relation and its way of proceeding”.

<sup>37</sup> Law on Domestic Violence as well as on the specific CoM Decision No. 334, date 17.02.2011 “For the Mechanism of Cooperation of Work for the Referral of Cases of Violence in Family Relations and Its Way of Proceeding” (Referral Mechanism). A draft amendment to this law is currently being discussed in the GoA aiming at strengthening protection mechanisms.

<sup>38</sup> Law no. 139/2015 “*On Local Self-Government*” adopted in December 2015 foresees establishment and administration of social services to abused women as well as the creation of the Social Fund. Law no. 121/2016 “*On Social Care Services in the Republic of Albania*” (supported by UN, with SDC funding) establishes an integrated system of services offered by public and non-public service providers to individuals and families in need. These include pre-social care, community-based, residential, family-based, specialized and online services. Accordingly, LGUs are the main actors in charge of planning and managing the public social care services with financing mechanisms that combine local and central budget resources.

<sup>39</sup> Law 115/2014 “*On the Territorial and Administrative Division of Local Government Units in the Republic of Albania*” enables GoA to implement the Administrative-Territorial Reform by organising local government into 61 municipalities.

establishment of 21 of the total local referral mechanisms in the country.<sup>40</sup> Another 10 CCRs have been established and supported by UN Women CSO partners under the UN Trust Fund to EVAW, while others established with the support of different donor support. UNFPA has focused its efforts on improving and strengthening the multi-sectoral response to GBV by developing Essential Guidelines and Standard Operating Procedures (SOPs) for all important sectors that address GBV. Considering the needs the existing and new CCRs have, this JP will develop a comprehensive support program for municipalities in partnership with other development partners and CSOs to operationalize at local level the legal framework on VAW, in particular in absorbing and implementing models and mechanisms such as CCR for addressing GBV, enhance work complementarity and interaction between CCR and CPU system to address domestic violence, provide funds and incentives for economic empowerment of women through GRB tools and methods, enhance accountability and improve specialized support service delivery for women, victims of violence.

**3.10** In order to be truly effective in ending and preventing future violence, the CCR mechanism needs to address the inter-connected social issues of poverty, economic dependence, inadequate housing and other issues that affect the victim/survivor and family members dependent on her/him. Since violent incidents can and do occur at all times of the day and night, having the ability to meet the immediate needs of a victim is a vital component of such a mechanism. The 2015 assessment of the functioning of this mechanism, reveals that while progress has been made, there is still a long way to go until CCRs turn fully functional, effective and sustainable<sup>41</sup>.

**3.11 *Gender Equality Employees and DV Local Coordinators.*** The main aim of the interventions proposed in this JP is to strengthen capacity and ensure sustainable solutions to bring about institutional and behavioral change in preventing and responding to GB-VAW. Central and local state institutions have limited capacities to implement relevant legislation, provide timely responsive services and monitor and deliver results in the GB-VAW due to lack of financial and human resources, weak intra-institutional cooperation, fragmented network of multi-disciplinary service providers and lack of knowledge and expertise in providing specialized support services to GBV victims to mention a few. The latest report of the MoHSP for the National Council on Gender Equality indicated that the financial resource situation is still weak. Gender budgeting is applied in only 13 out of 19 line ministries in 2018. While the number of budget programs increased from 24 in 2017 to 28 in 2018, still the monetary funds allocated through gender budgeting are only 3% of the mid-term budgeting program. Gender Equality Employees (GEEs) at central level (in line ministries) and the local level (in municipalities) are a core element of the national gender machinery as mandated by the Law on Gender Equality in Society<sup>42</sup>. Though GEEs are full-time positions of the public administration, most of the line Ministries have not put in place this core element of the national gender machinery. Over the past years, there has been a shift from full time gender equality employees to nominated “Gender Focal Points”. In March 2018, only 11 out of 19 line Ministries have appointed gender focal points. Unlike central level, at local self-government level, out of a total of 61 municipalities, 58 have appointed full time Gender Equality Employees. These individuals also have the functions of the Local Coordinator against Domestic Violence<sup>43</sup>, and in some cases perform other tasks related to social services. The main problems identified at central level relate to absence of adequate

<sup>40</sup> The Mechanism was piloted in 2008, supported by UN Trust Fund. In 2009, with the then request of the Ministry of Labor, Social Affairs and Equal Opportunities (now MoHSP) and supported by UNDP, the National Platform for the Establishment of the Coordinated Community Response in Albania was prepared, followed by implementation in 4 municipalities. The model was established in five additional municipalities, in the frame of a second grant from UN Trust Fund (2010-2013). The establishment of the referral mechanism in different municipalities has been supported also from other donors i.e., ADA through EiG project (2011-2012), American Embassy small grants, etc.

<sup>41</sup> For details see the Final Report “Analysis of the functioning of the coordinated community response to domestic violence at the local level in Albania”, June 2015.

<sup>42</sup> Law No 9970, dated 24.07.2008 "On Gender Equality in Society", Article 4.

<sup>43</sup> According to the Law No.9669 date 18.12.2006 “On measures against violence in family relations”, and in addition to the CoM Decision No.334 date 17.02.2011 “For the establishment of the national referral mechanism for the treatment of domestic violence” cases, and its way of functioning” each municipality must have a Local Coordinator as part of the Referral Mechanism to be set up at local level.

structures and procedures, well-defined terms of reference and adequately skilled civil servants. Frequent staff turn-over at line Ministries impedes staff development and professionalization. While the same challenges are valid also for the local level, it should be added that often staff working in social issues deal with several tasks that require the support of multidisciplinary teams and coordination of several institutions adding to their workload and slowing down the efficiency in responding to GB-VAW. .

**3.12 Government-run centers and shelters.** The National Centre for Victims of Domestic Violence was established in Tirana in 2011, with UNDP's support. As an entity included within the State Social Service, it is currently funded from the state budget. The 2016 data shows that 95 women and girl survivors of GB-VAW have received services, of which 29 were new cases (including 43 children). Another 67 beneficiaries have left the center (24 women and 43 children). Lastly, 12 women or girls have agreed to follow re-integration programs of employment, professional training and residence.<sup>44</sup> Women are referred to the shelter by the police, social services or hospitals, and the shelter offers "integrated services" to GB-VAW survivors. Once admitted, the length of time women stay at the shelter depends on the court orders and/or the treatment plan created by the Centre's Social Worker. Over the past seven years of operation, the length of stay has decreased from 2-3 years to less time due to the reintegration programs offered.<sup>45</sup> Three emergency centers have been established in Pogradec, Sarandë and Përmet; and another such center in Roskovec will be completed by September 2018.<sup>46</sup> These emergency centers are established with the support provided by UNDP in close partnership with the respective municipalities that have a well-functioning CCR in place. Their role is to provide safe temporary accommodation, food, health care services, psychological and legal support to women, victims of domestic violence and affected children. MoHSP supported by UNDP in close consultation with specialized CSOs and other state and non-state actors are in the process of developing standards of services for such centers to ensure institutionalization of such specialized support services and respective monitoring system for quality services to victims. JP plans to consolidate this piloted specialized support service as well as expand it to other municipalities with a well-function CCR in place.

**3.13 CSOs** play an important role in *offering services* to survivors of GB-VAW. Thus, eight centers run by CSOs, three in Tirana, one each in Vlorë, Berat, Korçë and two in Elbasan provide residential services to survivors of GB-VAW. Of these, only Vatra Centre in Vlorë is partially funded by the state budget<sup>47</sup>. During 2016, pursuant to the Istanbul Convention standards, the then Ministry of Social Welfare and Youth (MSWY) in close cooperation with a specialized NGO,<sup>48</sup> established the *National Counseling Line for GB-VAW* survivors. The line offers prompt counseling and reference for survivors' safety and protection through a free 24-hour hotline. Standards of services are in place for this national helpline.<sup>49</sup> From January – November 2017, the National Counseling Line received 1,489 calls reporting abuse, as a result of a social, legal or ended relationship. During the same period, 636 counseling sessions were conducted face to face.<sup>50</sup> Most of the callers requested information on economic support and employment. Finally, the newly approved *Free Legal Aid (FLA)* law, which enters into force in June 2018, aims at building a modern and comprehensive FLA scheme, and provides for the establishment of a new department within the Ministry of Justice (MoJ). The new department will organize and oversee a broadened set of primary and secondary

<sup>44</sup> State Social Service. (2016). <http://www.sherbimisocial.gov.al/wp-content/uploads/2017/08/Raport-2016.pdf>.

<sup>45</sup> Report of the Director of State Social Services, 30 January 2015 to the sub-Parliamentary Committee on Issues of Minors, Gender Equality and Domestic Violence. <http://www.sherbimisocial.gov.al/drejtresha-e-pergjithshme-e-sherbimit-social-shtetror-nenkomisioni-parlamentar-per-ceshtjet-e-te-miturve-barazise-gjinore-dhe-dhunes-ne-familje/>

<sup>46</sup> MoHSP, Report on measures against violence against women and domestic violence, January 1 - December 31, 2017.

<sup>47</sup> Vatra, Different and Equal and Tjeter Vizion, are three centers part of a national coalition established in 2007 that provide first aid and rehabilitation residential services to trafficked women and children. Thanks to a systematic lobby and advocacy during 2007-2015 with responsible state authorities starting from 2016 onwards, the then MoSWY allocates budget for staff and food provided in the centres. The rest is funded by various donors and international partners.

<sup>48</sup> *Counseling Line*, an NGO founded in 2010 with a work focus on men and boys. <http://www.clmb.al/stafi-i-linjes-se-keshillimit-per-burra-dhe-djem/>

<sup>49</sup> [http://www.qbz.gov.al/botime/fletore\\_zyrtare/2016/PDF-2016/112-2016.pdf](http://www.qbz.gov.al/botime/fletore_zyrtare/2016/PDF-2016/112-2016.pdf)

<sup>50</sup> Data are not sex-disaggregated.

FLA providers, including a new branch of the civil service and major involvement of NGO providers and Bar membership. The Law expands the list of special direct beneficiaries for FLA services, including DV victims; sexually abused victims and victims of trafficking in persons; juvenile victims and juveniles in conflict with the law; children who live in social care institutions; Persons with disabilities (PWD), including a wide range of persons with mental health disorders. With UNDP's support, CSOs specialized in legal aid provision are piloting free primary and secondary legal aid services to vulnerable groups of the population in four centers established in the premises of district courts in Lezha, Durres, Tirana and Fier. Most beneficiaries of these services are women, survivors of DV, women heads of households, women with disabilities, Roma/Egyptian women and elderly women.<sup>51</sup> Financial sustainability of these CSO run centers remain a challenge and expected to be solved with the adoption of secondary legislation of FLA law. CSOs play an important advocacy role at both central and local level. Insecure funding and staff turnover resulting from it can, nevertheless, erode their organizational capacities. The JP plans involvement of the CSOs in both roles: service provision and monitoring with clear tasks working through networks and coalitions.

**3.14** Despite these developments, the *implementation of adequate prevention and response* remains a *challenge*. Albania has constantly drawn attention to the fact that it needs to do more to address GB-VAW, especially in areas concerning the response of state mechanisms to protect and reintegrate women survivors of violence.<sup>52</sup> GREVIO, the independent body responsible for monitoring the implementation of the Istanbul Convention, in its report on Albania in November 2017, called for additional steps to be taken to address all forms of violence against women. Specifically, GREVIO called on authorities to promote a gender-based understanding and awareness of violence against women throughout society, step-up efforts to tackle forms of violence other than domestic violence, expand available multi-agency co-operation mechanisms and to ensure stable and sustainable levels of funding for NGOs. The Albanian authorities expressed a commitment to address these recommendations.

**3.15** While the movement on ending DV has borne fruit, *expanding the scope of interventions* to include other forms of GB-VAW such as sexual harassment and sexual violence, is imperative. Awareness raising activities to break taboos, address masculinity and male privilege in the private, economic, social, and political spheres and exposing the various forms of GB-VAW, are needed. Such awareness activities need to be sensitive to particular vulnerabilities and the needs of adolescents, women with disabilities,<sup>53</sup> LGBTI and elderly women.

**3.16** Access for victims of GB-VAW to the most basic services for safety and protection is not available in all municipalities throughout Albania. Even where these services exist, they are typically underfunded, understaffed, and mainly available only in major cities. An assessment of the functioning of this mechanism, conducted in 2015, showed that while progress has been made, there is still a long way to go until it becomes fully functional, effective and sustainable. While four emergency centers have been established at the Municipality level, the need for addressing sexual violence through rape crisis centers or sexual violence referral centers and scaling up such emergency services to GBV survivors has been increased.<sup>54</sup> Thus, improving the *provision of services and their accessibility* remains a priority of future interventions.

**3.17** Lastly, a key challenge for the provision of adequate services remains *coordination among various actors to provide such services*. Programmatic and institutional capacities are not adequately efficient to address GB-VAW and empower women effectively. The re-integration of women survivors of GB-VAW needs to be ensured by providing medical assistance, safe and affordable housing, psychosocial and free of charge legal assistance as well as other social and reintegration (trainings, employment or self-employment support) services, as necessary.

<sup>51</sup> See Law no. 111/2017 "On legal aid guaranteed by the state" (supported by UNDP)

<sup>52</sup> See for example, Concluding observations on the fourth periodic report of Albania of the CEDAW Committee, 25 July 2016.

<sup>53</sup> *Invisible violence: An overview on violence against women and girls with disabilities in Albania*. UNDP Tirana, December 2015. See at: file:///C:/Users/Acer/Downloads/disabilities.pdf

<sup>54</sup> UNDP. (2015). *Analysis of the Functioning of the Coordinated Community Response to Domestic Violence at the Local Level in Albania*.



### III.3 Outcome: Monitoring Systems

**3.18** Outcome indicators measure the results of efforts to improve laws and policies by providing data that shows the number of survivors and how they, as rights holders, experience reality. The data is collected as administrative data by the State and other actors in the form of criminal victimization surveys, such as police reports and other research surveys. Some of the mechanisms used to measure the current situation and improve policies and practices have been through national surveys on domestic violence carried out in 2007 and 2013, the Digitalized Online System for registration of cases of domestic violence “Recording Violence in Albania” (REVALB), systematic data collection from police and courts on reported DV cases, protection orders and immediate protection orders, which are detailed below.

**3.19** *National Surveys on Domestic Violence.* During the last ten years, two population-based national surveys on domestic violence were implemented by the Institute of Statistics (INSTAT), with support from UNDP and UNICEF in 2009,<sup>55</sup> followed by a second one in 2013 with support from UNDP, and funded by Sida.<sup>56</sup> With a sample of 2,600 households in 2007<sup>57</sup> and 3,600 households in the 2013, the survey targeted women and girls between the ages of 18-55 years old. The 2007 survey served to establish baseline data, and the consecutive survey provided information on the situation at the time of data collection. UNDP and UN Women are currently working with INSTAT to conduct the third national survey by also focusing on specific SDG indicators related to gender-based violence.

**3.20** *Digitalized Online System for registration of cases of domestic violence “Recording Violence in Albania” (REVALB)* was established in 2014 by the then Ministry of Social Welfare and Youth, in close cooperation with UNDP, and financial support from the Government of Sweden. The main governmental body in charge at central level for data collection, analysis and monitoring is MHSP through REVALB system, but it is highly dependent on data quality and frequency fed into the system by local governments (CCR mechanism), which quite often suffer data discrepancy and delays. Intra-institutional cooperation among CCR members in (timely) data sharing and data cross checking remains a challenge along with frequent staff turnover of CCR members and limited financial resources coupled with weak institutional political will of CCR members to cooperate and implement relevant legislation. The REVALB system is a nation-wide online tracking system that is fed with data from the local CCR Coordinators in each municipality and centrally managed by the Ministry of Health and Social Protection (MoHSP). In 2017, 758 GB-VAW cases were recorded in the national online tracking mechanism REVALB by CCR members. This system needs to be used regularly in all municipalities in order to consistently monitor the phenomenon and provide a data basis for analyses, especially in the periods between national surveys.

**3.21** *Reports on harmonized indicators related to DV and other institutional mechanisms.* The Harmonized Indicators on Gender Equality and the Status of Women in Albania, developed by UN Women and in effect since 2011, are an important tool for monitoring government commitments to GE and women’s human rights. Field 8: Eradicating Domestic Violence contains guidelines on collecting information in this area. However, this tool is not being used systematically by all the concerned institutions. State Police collect data and compile annual reports on reported DV cases, protection orders and cases that are criminally prosecuted. Courts collect data on Protection Orders and Immediate Protection Orders internally. These are recorded in the Statistical Report produced by the Ministry of Justice.<sup>58</sup>

**3.22** With the use of these mechanisms, it can be said that at the outcome level, both awareness raising and work to improve the performance of state institutions in responding to domestic violence have borne fruit. Review of the data on reported violence from the police and REVALB records shows a consistent increase in reporting DV to the police/authorities, which speaks for (a) an increased awareness that

<sup>55</sup>[http://www.google.al/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CC8QFjAA&url=http%3A%2F%2Fmdhamo.files.wordpress.com%2F2010%2F01%2Fdomestic\\_violence\\_robin\\_final\\_5\\_24\\_09.doc&ei=lxZNU4WnGqTrywPy\\_IKwBQ&usg=AFQjCNFr\\_zIHJezx6w1D2LaYXV6b6AGbQ&bvm=bv.64764171.d.bGQ](http://www.google.al/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0CC8QFjAA&url=http%3A%2F%2Fmdhamo.files.wordpress.com%2F2010%2F01%2Fdomestic_violence_robin_final_5_24_09.doc&ei=lxZNU4WnGqTrywPy_IKwBQ&usg=AFQjCNFr_zIHJezx6w1D2LaYXV6b6AGbQ&bvm=bv.64764171.d.bGQ)

<sup>56</sup> <http://www.instat.gov.al/en/publications/books/2013/domestic-violence-in-albania-2013.aspx>

<sup>57</sup>National Institute of Statistics (INSTAT) Albania. (2009). *Domestic violence in Albania: a national population-based survey*. INSTAT, Albania, pg. 11.

<sup>58</sup> For example, pg. 244 in [http://www.drejtesia.gov.al/files/userfiles/statistika/Vjetari\\_2016.pdf](http://www.drejtesia.gov.al/files/userfiles/statistika/Vjetari_2016.pdf)

domestic violence is a crime, and as such, should be reported; and (b) community trust in state institutions and protection mechanisms.<sup>59</sup>

**3.23** However, there are *challenges* associated with *systematic collection of data*. Albania is due for another National Survey on Domestic Violence. While the major drawback of this survey is its inability to provide longitudinal data, the cross-sectional nature of the survey provides for a mapping of the current situation, given increased awareness and efforts made to address GB-VAW since 2013. More generally, statistics on GB-VAW, gathered by the Government of Albania and specific institutions in charge, still need to be aligned to EU standards in order to enable tracking over time, reporting at European and international levels, and engage in impact and comparative analysis.

**3.24** Systematic collection of data related to GB-VAW has yet to become an established practice in Albania. By the end of 2017, of the 61 municipalities, only 22 were using REVALB.<sup>60</sup> This system needs to be used regularly in all municipalities in order to consistently monitor the phenomenon and provide a data basis for analyses, especially in the periods between national surveys. In order to make this system functional, specific support is required for strengthening its application. Protocols and procedures regulating the sharing of personal data between different members of the referral mechanism need to be adhered to. CRC members need to increase their professional capacities in using the REVALB system.

## IV. Intervention Logic

### IV.1 Joint Programme Goal and Levels of Intervention

**4.1** The proposed intervention is a multi-sectoral program whose targeted action contributes to ending GB-VAW in Albania through improving the work of duty bearers at the national and local levels in the service of women as right holders. The JP spans the period of June 1, 2018– December 31, 2021. The goal of this JP: “GOA and municipal duty bearers ensure the implementation of international and national legal and political commitments to prevent and detect and protect their citizens against GBV” is in line with Output 2.5 of the PoCSD 2017-2021: “strengthen the capacity of institutions and service providers to implement legislation and normative standards on the elimination of VAW and other forms of discrimination and supports the vision of women and girls being free from all forms of GB-VAW and the threat of such violence”. This, in turn, is in line with the commitment to effect gains in development (thus meeting the SDGs) and Albania’s integration into the EU. As Figure 2 shows, actions focus on engaging the State and Government to respond effectively to GB-VAW, and to change norms and beliefs related to GB-VAW.

<sup>59</sup> UN Gender Brief 2016 show that in 2015, 3,867 cases of DV were reported and 2,148 requests for protection orders prepared; while 2017 Report of the National Council on Gender Equality shows that in 2016, 4,163 cases were reported and 2,207 requests for protection orders were prepared.

<sup>60</sup> MoHSP. (2017). *Report on measures against violence against women and domestic violence, January 1 - December 31, 2017*.

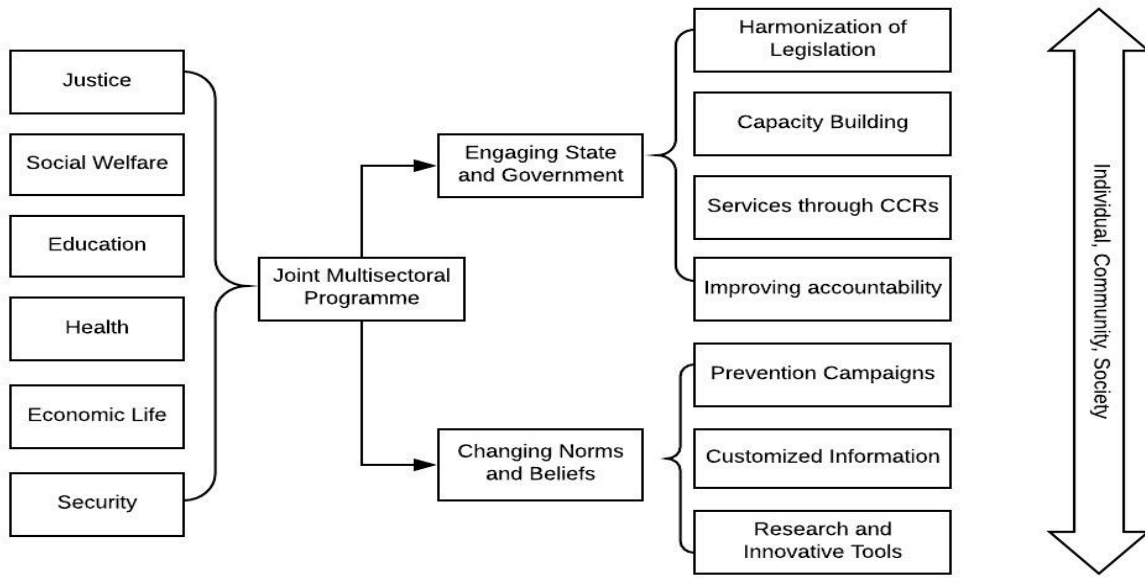


Figure 2: Government and Society engagement to GB-VAW

## IV.2 Theory of Change

**4.2** The Theory of Change (ToC) of the proposed JP is designed to align with the end results of the National Strategy on Gender Equality and Action Plan 2016-2020 of the GoA, and more specifically, Strategic Goal 3 of reducing GBV and DV. Further, it builds on the UN’s comparative advantage, and encompasses identifying and scaling up effective programmatic innovations; improving the organizational capacity for the implementation of policies and national laws; developing the capacities of right holders to act as agents of change; and working in national and local partnerships. Through consultations and based on situational analysis, UN Agencies participating in this JP and its partners have identified that the prevalence of GB-VAW, and the threat of such violence, exercised through individuals, communities and society, violates Albanian women’s human rights, constrains their choices and agency, and negatively impacts their ability to participate in, contribute to and benefit from development. Ending this situation, requires behavioral change among two types of duty bearers, the State, with its ultimate responsibility to prevent, bring perpetrators to justice and protect and empower survivors through effective policies and systems of response, and individual citizens who have the obligation to recognize and report violence.

**4.3** The ToC of this JP is informed by a rights-based transformative approach. It considers a multi-layered approach to be transformational, in that this approach promotes long-lasting change at the individual and collective, legislative-political and social levels. This JP also recognizes that there is no simple “one-size-fits all” solution to end GB-VAW: What is appropriate for some women may not be appropriate or sufficient for others. Customized interventions for various groups of women, including those belonging to underserved groups such as the elderly, disabled, ethnic minorities or LGBTI, are a mainstay of this JP. The proposed programming maintains that it is possible to end GB-VAW if efforts are directed toward influencing public policy, systems and institutions, designing and leading effective services to support survivors of GB-VAW, as well as changing norms and beliefs through public dialogue, awareness campaigns and trainings. Figure 3 illustrates how change, in the context of situational analysis, may come about and what the JP may do to trigger these changes.

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<p><b>Institutional development and strengthening:</b> support relevant institutions to address underlying issues of the prevalence of GB-VAW as a human rights violation, threats to well-being and dignity. and strengthen them to guarantee effective support to survivors.</p>	<p>Strengthened institutional and governance arrangements/services; support structural and legislative changes to better respond to GB-VAW and capacitate policy making state structures at central and local level to implement gender responsive budgeting.</p>
<p><b>Individual change and empowerment:</b> transformative change of a critical mass of individuals.</p>	<p>Investment in individual change and empowerment through training, personal transformation/ workshops or processes as well as awareness raising campaigns; promote dialogue among various groups including those who support survivors of GB-VAW. Fundamentally, women and girls learn to end violence in their own lives and to claim their rights.</p>

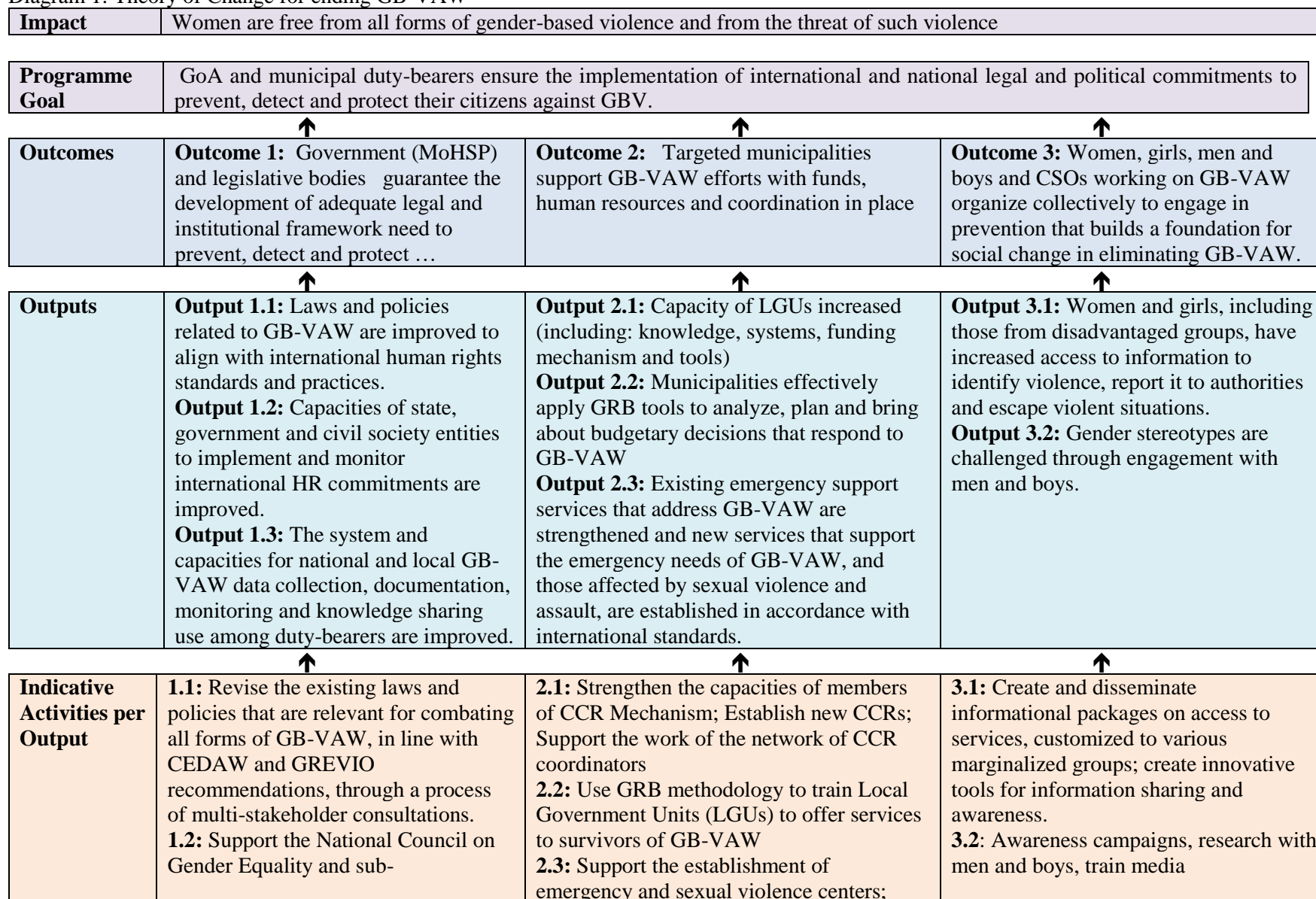
Table 1: Theories about how change comes about and how the intervention can trigger the change

**4.4** The ToC adheres to seven key principles: (1) **Context is critical:** the proposed interventions are tailored, based on a rigorous analysis of the current situation, form of violence and population affected by the violence; (2) **The state has the primary responsibility for action on GB-VAW:** GoA holds the ultimate responsibility for implementing laws, policies and services on GB-VAW and can achieve change by ending it. (3) **Holistic and multi-sectoral approaches are more likely to have an impact:** coordinated interventions operating at multiple levels and across sectors are more likely to address the various aspects of, and therefore have greater impact on, tackling GB-VAW. (4) **Social change makes the difference:** a sustained reduction in GB-VAW will only occur through processes of significant social change, including in social norms, at all levels. (5) **Backlash is inevitable, but manageable:** resistance to tackling GB-VAW, which may include an increased risk of further violence against women and girls, is inevitable where root causes are being addressed, but can and should be managed. (6) **Women’s rights organizations create and sustain change:** supporting women’s rights organizations, especially those working to tackle GB-VAW, to make change is the most effective mechanism for ensuring sustainable change in the lives of women and girls. (7) **Empowering women is both the means and the end:** focusing on the rights of, and being accountable to, women and girls is the most effective way of tackling gender inequality as the root cause of GB-VAW.<sup>61</sup>

**4.5** Diagram 1 provides information on the ToC. The Logical Framework in Annex B provides a comprehensive presentation of the planned objectives and results of this Joint Programme at the output and outcome levels, including indicators and the types of activities that are foreseen.

<sup>61</sup> See also Action Aid. (2012). A Theory of Change for Tackling Violence Against Women and Girls

Diagram 1: Theory of Change for ending GB-VAW



	Parliamentary Committee on Gender Equality and GB-VAW. <b>O1.3:</b> Support the strengthening of CCR capacities to use REVALB;	draft and put into practice Standard Operating Procedures.	
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<b>Barriers</b>	Lack of prioritization and limited resources at central and local levels	Dominant social norms (values, beliefs, attitudes, behaviors and practices) support of male dominance, condoning VAW and support of impunity	Inadequate services with limited capacities (education, health, justice, security, social welfare) to prevent and respond effectively	Overburdened and under-resourced services addressing the protection and integration of survivors of GB-VAW	Lack of social, legal and economic autonomy for women and girls, which increases vulnerability to violence and decreases agency to respond
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<b>Problem</b>	Prevalence of GB-VAW, and the threat of such violence, exercised through individuals, communities and society, violates Albanian women's and girls' human rights, constrains their choices and agency, and negatively impacts their ability to participate in, contribute to and benefit from development
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### IV.3 Target Groups

**4.6** This proposal focuses on two types of target groups: (1) *Direct target groups*: a) MoHSP with its GE sectors and National Council of Gender Equality (12 members) (3 staff); b) 15 municipalities with CCRs with an average of 7-10 members from various local institutions; c) Service providers including 5-7 CSOs specialized and 2) *Indirect target groups*: a) women survivors of GB-VAW<sup>62</sup>; and (2) the general population for public campaigns. A specific focus of this JP will be the hard to reach communities that have been marginalized because of age (elderly women), ability (women with disabilities), minority status (Roma, Egyptian), sexual orientation (LGBTI), and place of residence (rural and remote areas of the country). These target groups will be reached through CCRs and CSOs that provide protection services and representing their interests. All three outcomes of the JP will have effects on the targeted groups. Harmonized legislation will allow for better policies in accordance with international standards of prevention and response to GB-VAW; services offered through the CCRs will not only protect those in need of these services, but will also assist to integrate them socially and economically; awareness and information campaigns will allow these groups to have better access to information and a more in-depth understanding of the legislation and policies in place to assist them.

### IV.4 Geographic Focus

**4.7** The proposed JP will have a nationwide focus. With regard to Output 1, consultations regarding due diligence will be conducted nationwide. With regard to Output 2, resources will first be directed to up to 15 municipalities where CCRs need to be established – See Figure 4 for a map where CCRs are needed. The decision on which municipality to assist with the establishment of a CCR or through the establishment of specialized services will be made in consultation with the MoHSP based on some criteria, the most important being the commitment and initiative of the local government to establish the CCR; the data indicating high prevalence of GBV in specific regions; balanced geographical reach (south vs. north; urban vs. rural). In addition, all municipalities where CCRs have been established will be supported through capacity strengthening activities. With regard to Output 3, awareness campaigns will be conducted in different locations nationwide.

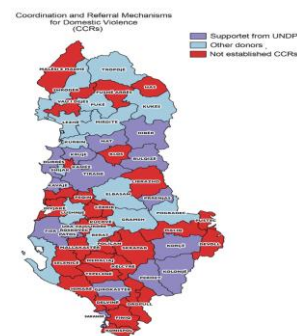


Figure 4: Map of CCRs

### IV.5 Cross-cutting Issues

**4.8** Improving **governance** is at the center of the proposed JP. From past practice, the JP will be faced with governance issues at all levels of the state and civil society, such as slow implementation of policies and strategies, limited availability of funding for CCR services, limited capacities of actors whose tasks include the planning and the provision of these services, resistance against new ways to think about GE and GB-VAW, and representatives of political parties in charge of LGUs neglecting the improvement of CCRs due to election turnover. The proposed JP will react to these challenges and promote good governance by establishing and leading policy dialogue and cooperation mechanisms with central and local authorities, CSOs and other relevant stakeholders, ensuring that the voices of the most vulnerable women are heard, by introducing the concept of responsive service delivery and social inclusion, reflecting good governance principles, and by strengthening the capacity of service providers at the individual and institutional levels. The governance of the implementation of this JP itself will be a means for promoting ideas and practices of good governance. These can be implemented by introducing transparent institutional procedures into the management of the grant fund, when involving and consulting target groups and civil society organizations into the implementation of the JP to better respond to their needs, when supporting the improvement of the

<sup>62</sup> In this project, girls (up to 18 years of age) survivors of GB-VAW will be indirectly targeted through services and campaigns. This target group subsumed under the general category “youth” is the focus of other complementary programs of UN Agencies, such as of UNICEF or UNFPA.

interface and the cooperation between authorities and civil society organizations and target groups, and involving the latter in the monitoring of services provision.

**4.9 Promoting gender equality** will be a regular dimension of the implementation of this JP. All of the JP's interventions will be gender sensitive. While most of the members of the target groups are women, especially with regards to the services offered, the JP will intentionally, through different awareness activities, target men and boys. In addition, the JP's specific geographic focus (close cooperation with selected municipalities and CSOs,) will make gender equality a selection criterion. The JP's progress and achievements will be assessed, at least partly, based on sex-disaggregated data and gender related indicators. The JP will cooperate closely with the Directorate of Social Inclusion and Gender Equality at MoHSP and specialists/focal points of GE and GB-VAW at the municipality level as well as with women's alliances of municipal councils, which are equipped to mainstream gender into social services planning, budgeting, implementation, monitoring and evaluation.

## **V. Implementation Strategy**

### **V.1 Intervention Approach**

**5.1** This JP is designed to support the implementation of Albanian policies and strategies in support of ending GB-VAW mentioned earlier in the document, including the National Strategy for Gender Equality and Action Plan 2016-2020. In addition, the JP will utilize the following methods for achieving its planned results:

**5.2 Do no harm.** Programming to end GB-VAW may be associated with certain risks, especially for the specific target groups where GB-VAW is perceived and tolerated as a way to regulate family and community life. Participating in awareness campaigns and activities that challenge such norms in the early stages of change may place women belonging to such groups at risk of stigma and discrimination from family and community members. Furthermore, shifting norms around reporting violence may channel women into poorly-resourced or dysfunctional services. Or worse, such services may not exist. The implementation team and partners will put in place mechanisms to assess and address risks as part of the implementation of the JP.

**5.3 Intervention at local and at central level:** The approach of this JP is that ending GB-VAW will be successful if actions target duty bearers at the central and local levels of government. By cooperating with actors at the central and at local levels, the JP addresses the challenges Albania's multi-sectoral cooperation faces in preventing and responding to GB-VAW.

**5.4 Supporting drivers of change:** The most capable and effective drivers of change – at the ministerial and LGU levels as well as from civil society – will be identified and supported, if required. The direct target groups defined in the JP are considered both as *agents of change* and as *agents that need change* that will contribute to sustainable legal, policy and institutional enabling environment for effectively combating GBV in Albania. Last but not least, media will be used as a key player in professionally addressing VAW issues and increasing the public pressure for concrete sustainable results in the fight against VAW.

**5.5 Strengthening cooperation among Albanian actors:** Ministries concerned with GB-VAW, and local authorities, different units of local government authorities and civil society are not always willing to cooperate in view of common goals. By facilitating cooperation and communication between Albanian actors (ministries, municipalities, CSOs, target groups), introducing mechanisms for consultation and cooperation led by MoHSP, and inviting actors to define clear responsibilities within their structures, thus also enhancing ownership, especially at the central government level, the JP will contribute to more effective and efficient delivery of services for survivors of GB-VAW.

**5.6 Policy dialogue and advocacy:** MoHSP supported by CSOs, target/interest groups and UN Agencies will take the lead in policy dialogues with various actors at both the central and local levels. Line Ministries, LGUs, decentralized and municipal services involved in the provision of social services will be informed about the social and institutional realities on the ground, the needs of the target groups, and the possibilities to further improve mechanisms for planning and delivering services. Target groups, CSOs and UN Agencies will also understand their role in policy dialogue as one of advocacy.



**5.7 Information sharing.** The JP will create opportunities to support information sharing across the national statistical system about methodological developments and ensure that Albania can benefit from the work and tools being developed at the global level (e.g. through the EVAW Global Programme, the EDGE Global Programme).

**5.8 Sustainable Development Goals:** The JP will also support Albania's progress in achieving the SDGs, especially SDGs 5 (Gender Equality), and 16 (peace, justice, and strong institutions).

**5.9 European Integration:** The JP will support Albania's progress in view of achieving European Integration requirements, as per recommendations of EU progress reports, specifically Chapter 19, 23 and Political Criteria, as well as Priority Five - human rights, as one of the five Key Priorities for the country to progress further in the EU integration process.

## V.2 Instruments

The proposed JP makes use of the following instruments:

**5.10 Capacity building:** Training and coaching for staff of partner organizations, especially LGUs (where CCRs are available and in new CCRs) and CSOs, including CCR Coordinators, in order to improve individual capacities for legal and policy implementation, service delivery and service management, which will ultimately benefit women and girls accessing services offered through CCRs. Trainings will be adapted to the needs of the trainees in view of improved performance, making use of different techniques, including traditional training courses, peer learning, coaching and mentoring. Trainings will be planned in close partnership with MoHSP, the Albanian School of Public Administration, Police Academy and the School of Magistrates.

**5.11 Organizational and institutional development:** A variety of partners will benefit from activities that strengthen their institutional capacities: (a) Local Government Units of municipalities where CCRs are and will be established will be supported through capacity building and strengthening of the members of the CCR mechanism, and the establishment of a network of the CCR Coordinators. (b) Central and local government authorities and institutions, including INSTAT, will be supported in their planning and monitoring capacities, especially in upgrading their technological solutions for data collection and generation of reports.

**5.12** The application of these instruments will be supported by continuous policy dialogue with MoHSP in particular, with all other actors participating in the Steering Committee, and with Albanian partners, both at the central and at local levels, including civil society. The instruments applied by the JP will tackle GB-VAW issues from different angles, thus allowing for fast improvements (mainly by innovative solutions), and for medium and long-term effects (mainly through capacity building and organizational development). The instruments (and the approaches described above) fit together because they all support the JP's overall goal-- targeting both prevention and responses to GB-VAW.

## V.3 Partners, Cooperation and Coordination

**5.13** Ending GB-VAW is impossible to address by organizations and institutions that operate in isolation. In line with the philosophy of a holistic and multi-sectoral response to GB-VAW, the proposed JP will involve the contributions of a variety of institutions engaged in areas such as law enforcement (Police and Prosecutors), Justice and free-lance justice system agents, psychosocial welfare and health. Following the interventions logic, this programme, draws on the strengths, expertise and experience of direct and indirect state and local duty-bearers whose capacities to meet the demands of right holders will also be strengthened through the JP.

**5.14** The project considers that the general public has the responsibility to recognize and report violence. The JP depends on participation of citizens in the awareness and capacity building activities, as well as consultations, to continue their roles as advocates for ending GB-VAW in the spaces they live and work.

### V.3.1 Direct Partners

**5.15** *The Ministry of Health and Social Protection (MoHSP)*<sup>63</sup> is the responsible ministry in charge of issues related to gender equality, including GBV.<sup>64</sup> A Council of Ministers (CoM) Decision No. 508, dated 13.9.2017, "For determination of the state responsibility field of the Ministry of Health and Social Protection" states that this ministry is responsible to: "e) *develop policies to address gender-based violence, child abuse, women and other gender issues, gender equality, protection of children's rights, non-discrimination based on sexual orientation, disability, ethnicity and minority.*"<sup>65</sup> Law no. 9970, dated 24.7.2008, "On gender equality in society" and Law no. 9669, dated 18.12.2006, "On measures against violence in family relations" tasks MoHSP with the implementation of actions related to GE and GBV. This ministry is a key institution of the national mechanism on gender equality. Within this ministry, currently, the General Directorate of Policies and Development of Health and Social Protection, and more specifically, the *Sector for Policies and Strategies on Social Inclusion and Gender Equality* are the units that exercise duties related to policy development for gender equality, including GB-VAW and gender mainstreaming.<sup>66</sup> Furthermore, MoHSP will be actively involved in drafting and reviewing laws and policies, as foreseen in this JP, as well as in capacity building and awareness raising activities.

**5.16** *State Social Service (SSS)*,<sup>67</sup> a subsidiary institution of MoHSP, implements legislation for the provision of services according to the standards of social care institutions for people in need: children, the elderly, people with disabilities, victims of domestic violence, victims of trafficking or family in emergency situations; it also monitors the functioning of the National Shelter for Victims of Domestic Violence. SSS is composed of 28 institutions of social care, 12 regional departments, the Central Administration of the State Social Service. The State Social Service thus serves as an intermediary between national and self-government local authorities. The SSS is also expected to play a crucial role in the development of capacities of local government staff in charge of providing social care services.<sup>68</sup> SSS will be involved in capacity building activities and the consultative process of establishing new specialized services related to GB-VAW.

**5.17** *The Ministry of Justice (MoJ)* addresses a number of issues including property, the execution of final criminal decisions, probation service, as well as legislative codification, all of which include gender equality aspects. As such, the institution plays an important role in harmonizing and codifying legislation in general, including aspects related to GB-VAW. The Ministry of Justice plays a key role in the legal drafting process in the country; therefore, it will be involved in policy development to end GB-VAW. MoJ personnel may also benefit from the programme's capacity building activities. In addition, the Office for the Coordination against Violence, coordinates actions that address domestic violence cases at the central

<sup>63</sup> From 2013 to 2017 referred to as Ministry of Welfare, Youth and Social Protection, and previously as Ministry of Labor and Social Affairs (with small differences in its field of responsibility from time to time).

<sup>64</sup> A recent Order of the Prime Minister, no. 32, dated 12.2.2018 "On determining the National Coordinator on Gender Equality" stipulates that the National Coordinator of Gender Equality is the Deputy Prime Minister. This development indicates an increased interest from the central government to address Gender Equality where GB-VAW is located. But this structure needs to coordinate action with MoHSP.

<sup>65</sup> See CoM Decision on determining the field of responsibility of the newly established ministry at: <http://www.qbz.gov.al/Botime/Akteindividuale/Janar%202017/Fletore%20166/VKM%20nr.%20508,%20date%2013.9.2017.pdf>

<sup>66</sup> Where GB-VAW is concerned, MoHSP identifies as priorities the following actions: (1) Emergency centres for all types of violence; (2) establishment of a Centre for sexual violence as a multidisciplinary centre; (3) Capacity building on GB-VAW as related to the new law on free legal aid and amendments to domestic violence law; (4) Awareness campaigns; (5) Adoption of Work Protocols on Violence; (6) The improvement of REVALB and integration of the system with other systems; (7) Improvement of policies to link social enterprises with persons victims of violence; (8) Strengthening of capacities of the referral mechanisms. Meeting with Mrs. Merita Xhafaj and Etleva Sheshi on February 19<sup>th</sup>, 2018.

<sup>67</sup> <http://www.sherbimisocial.gov.al/>

<sup>68</sup> See Annual Report for 2016 of the Social State Service. At the <http://www.sherbimisocial.gov.al/wp-content/uploads/2017/08/Raport-2016.pdf>

government level,<sup>69</sup> and moves forward the policy drafting processes - mainly laws on all forms of GB-VAW.

**5.18 *The Ministry of Interior*** (MoI) is responsible for public order and security.<sup>70</sup> *State Police*, a structure related to this Ministry, is key in ensuring a secure community environment. This structure addresses among others GB-VAW, and identifies as issues of priority, multidisciplinary trainings for police including those covering gender equality and sexual harassment, the establishment of emergency centers, including rape crises centers, and awareness activities.<sup>71</sup> *Police Academy* is a public institution established with Council of Ministers Decision No. 185, dated 25.2.2015, in compliance with Law 108/2014 on State Police. It provides for the initial and continuous formation of police and the administrative and managerial personnel of Police. State Police will benefit directly from multi-sectoral capacity building activities and the technical assistance for the implementation of relevant SOPs.

**5.19 *Local Self-Government Units (Municipalities)*** coordinate the multi-sectoral responses to GB-VAW through CCRs. They will be involved in actions that relate to the strengthening of municipality councils through the gender-budgeting of municipal services, coordination of members of CCRs and employment of CCR Coordinators.

**5.20 *Civil Society Organizations*** (CSOs) are key in the prevention of GB-VAW through awareness raising and capacity building, as well as protection and reintegration of GB-VAW survivors by providing specialized services.<sup>72</sup> While local government is expected to manage social care services, given its uneven specialized capacity, the involvement of CSOs in the provision of such services will continue to have gravitas for years to come. Therefore, in this JP, CSOs will be involved in awareness raising and capacity building activities.

### V.3.2 Indirect Partners

**5.21 *The Parliament of Albania*** has increased its oversight role in the area of GBV through the establishment of the Subcommittee on Gender Equality and Prevention of Violence against Women (Decision of the Parliament of Albania No. 113/2017)<sup>73</sup> and the adoption of the Resolution on Condemning violence against women and improving the effectiveness of legal mechanisms for its prevention in December 2017. This Resolution calls on the government to undertake a number of urgent measures to address violence against women. The Subcommittee on Gender Equality and Prevention of Violence against Women, operational since February 2018, was established to address, as the highest political level body, issues related to gender equality and GB-VAW and to monitor the implementation of the Resolution. The Subcommittee will be actively involved during the preparation of new laws and policies on ending all forms of GBV. It will also receive technical assistance to increase capacity on oversight and government monitoring related to the implementation of GB-VAW legislation.

**5.22 *Entities within the Parliament of Albania.*** The Parliament is the highest policy making body in the country. Ending violence against women and girls remains high on the agenda of various committees in the Parliament. The Commission on Labor, Social Affairs and Health is tasked with handling issues of gender equality (its field of responsibility: employment relations, social issues, social security, family, women and health). The Committee on Legal Matters, Public Administration and Human Rights addresses human rights related issues, including gender equality.<sup>74</sup> Alliance of Women MPs (AWMP) promotes gender equality in the Parliament and advocates for the implementation of gender mainstreaming laws.

<sup>69</sup> The three Ministries (MoJ, MoHSP and MoI) have signed a Memorandum of Understanding "For the institutional coordination of the work against domestic violence". See at <http://www.mb.gov.al/al/te-rejat/lajme/hapet-zyra-e-ndihmes-ligjore-dhe-zyra-e-koordinimit-kunder-dhunes-ne-familje>

<sup>70</sup> CoM Decision no. 502, dated 13.9.2017 "For determination of the state responsibility field of the Ministry of Interior"

<sup>71</sup> Meeting with Mrs. Silvana Alimadhi and Edlira Teferici on February 19th, 2018.

<sup>72</sup> Kelly L., Lovett J., Kocaqi M. (2015, June). *Albania Final Report: Mapping Violence against Women and Girls Support Services*.

<sup>73</sup> See at: <https://www.parlament.al/atribut/nenkomisioni-per-barazine-gjinore-dhe-parandalimin-e-dhunes-ndaj-gruas/>

<sup>74</sup> See at: <https://www.parlament.al/atribut/komisionet/komisione-te-perhershme/komisioni-per-ceshtjet-ligjore-administraten-publike-dhe-te-drejtat-e-njeriut/>

Since its creation, AWMP has organized a series of events, such as specific public hearings on issues related to GE and GBV, and participated in various awareness-raising activities, in close collaboration with government institutions.<sup>75</sup>

**5.23 Deputy Prime Minister's office** - The Deputy Prime Minister was recently appointed, by order of the Prime Minister, as National Coordinator on Gender equality. To support this role, JP activities will be coordinated with the office of the Deputy Prime Minister to ensure overall coordination of government structures at national and local level involved directly and indirectly in the government's measures to fight gender based violence. Deputy Prime Minister's office will be consulted on all JP interventions to support legislative and policy reforms to maximize results and ensure impact.

**5.24 The National Council on Gender Equality** was established as an inter-institutional Advisory Body, in compliance with Law 9970/2008 "On gender equality".<sup>76</sup> By Order of the Prime Minister, No. 230 of 2.12.2013, it is chaired by the Minister responsible for gender equality, *i.e.*, MoHSP and composed of representatives from nine ministries and three CSOs. This body provides opinions and recommendations on legal and sublegal gender-related acts, discusses reports on monitoring gender equality implementation and GBV, provides recommendations to central and local institutions on GE and combating GBV and DV.<sup>77</sup> The Council will benefit from capacity building activities and will receive technical support to address capacity gaps in monitoring the implementation of the multi-sectoral actions of combating GB-VAW, through various capacity strengthening methodologies.

**5.25 Institute of Statistics (INSTAT)**<sup>78</sup> plays a central role in data collection, analyses and reports on GB-VAW. In the past, INSTAT was involved in conducting the Domestic Violence Survey of 2007 and 2013, and the Demographic Health Survey<sup>79</sup>. It is currently involved in an FRA survey on the Well-being and Safety of Women conducted through the OSCE Presence in Albania and helps prepare Albania to report on the United Nations Sustainable Development Goals and the Council of Europe Istanbul Convention, results of which will not be able to be disseminated until late 2019<sup>80</sup>. Under the proposed JP, INSTAT will conduct the prevalence of DV National Survey on Domestic Violence, due in 2019, to be updated in line with SDG indicators.

**5.26 People's Advocate (PA)** is an independent constitutional body established to protect the rights, freedoms and interests of individuals from any illegal or irregular action or omission by a public administration. The legal GE framework does not provide specific tasks for the Ombudsman, however, being tasked with the protection and promotion of human rights, it plays an important role in GE as a human right. As a human rights institution, it has a mandate to issue thematic reports on GB-VAW and women's rights. The Ombudsman annual conference for 2017 focused on social inclusion, and gender violence was

<sup>75</sup>The new membership of the Women MPs Alliance for the current legislature was constituted on the 1st December 2017. For more information see: <https://www.parlament.al/konstituohet-aleanca-e-grave-deputete-per-legjislaturen-e-ix-ne-kuvendin-e-shqiperise>. Accessed on 1.12.2017.

<sup>76</sup> See art. 12 of Law 9970/2008 "On gender equality in society".

<sup>77</sup> For 2016 the most important issue discussed regarded the analysis and suggestions regarding the draft National Strategy for Gender Equality and its Action Plan 2016 – 2020, which was subsequently adopted in October 2016. During 2017 the Council held only one meeting, while only on the 5th of March, the Council held its first meeting for 2018. In the last meeting, the Council adopted the report on violence for 2017<sup>77</sup> and proposed concrete measures to be taken to prevent domestic violence, in reference to Council of Europe, GREVIO report recommendations related to ending domestic violence against women and girls. See also the speech of Minister of Health and Social Protection at: <http://www.shendetesia.gov.al/al/newsroom/lajme/manastirliu-masa-per-pemrojtjen-e-grave-te-dhunuara&page=1>. Assessed on 5th of March 2018.

<sup>78</sup> Per Law no. 9180, dated 05.02.2004 "On official statistics" INSTAT is responsible for the elaboration of statistics in different fields. It collects administrative data and data from surveys in accordance with the National Statistical Program approved by Parliament. The current National Statistical Programme 2017-2020, approved with the Parliament Decision no. 10/2017, dated 9.2.2017, includes a Module - 97.01.33, Gender Statistics and Discrimination, aiming to produce Gender Statistics and Harmonized Gender Indicators, however it still faces challenges in administrative routine data collection on a sex-disaggregated manner, especially in compliance with EU and international standards. <http://www.instat.gov.al/>

<sup>79</sup> See at: <http://www.instat.gov.al/en/about-us/activities/other/domestic-violence-survey-2013/>

<sup>80</sup> See at: <https://www.osce.org/projects/survey-on-the-well-being-and-safety-of-women>

one of the issues addressed<sup>81</sup>. The PA will be involved in the preparation of any necessary shadow report(s).<sup>82</sup>

**5.27 *Commissioner for Protection from Discrimination (CPD)***, set up in 2010,<sup>83</sup> as an independent institution to i) ensure effective protection from discrimination and any other form of behavior that incites discrimination to all subjects that claim to be victims of discriminatory behavior, from both public administration and private subjects; ii) conduct ex officio investigations and monitoring of law enforcement; and, iii) issues recommendations and sanctions as per the law. A special focus of CPD's work is discrimination based on gender and/or multiple grounds of discrimination, including gender.<sup>84</sup> The CPD will be co-involved in the preparation of any necessary shadow report(s).

**5.28 *School of Magistrates*** is a public institution established under Law Nr. 115/2016, "On the government entities of the justice system". Its main function is to secure the professional formation of the magistrates, including the initial formation of the candidates for magistrates and the continuous formation of judges and prosecutors. As the primary agent of capacity building of both judges and prosecutors in the country, this partner will offer trainings on the regulatory framework that underpins combating GB-VAW.<sup>85</sup>

**5.29 *Albanian School of Public Administration (ASPA)*** is a central public institution established under Law 152/2-13, 'On civil servants'.<sup>86</sup> Its mission is to provide training and development opportunities for civil servants of public administration, focusing on building sustainable management capacities. ASPA has provided a gender training module since 2012. This training course has been delivered to 13,561 public officials, with an average of 3,390 officials (57 % women) every year. During 2016, Gender budgeting training was conducted in the local government; 61 civil servants were trained.<sup>87</sup> ASPA will be engaged in training sessions organized for CCR Coordinators and Municipality Social Workers.

**5.30 *Academia***. Researchers and lecturers from Albanian Universities and research institutions will be involved to support realization of studies, survey and data analysis to be undertaken in the framework of the JP to feed in the policy initiatives.

**5.31** The *general public* will be involved in this project through awareness activities, not only as participants, but as active actors in carrying out awareness activities, sharing lessons from capacity building activities, and becoming champions of combating GB-VAW.

### V.3.3 Coordination with other partners

**5.32** Beyond the coordination among partners involved in the implementation of the JP, its actors should also be aware that additional projects are operating in similar fields. With the ongoing Strengthening of Community Policing in Albania Project, links will be established in order to define and implement mechanisms for the exchange of information and mutual learning. Special information and exchange sessions will be organized with CSO partners of the Albanian Women Empowerment Network (AWEN), the Olaf Palme International Center in Albania and Civil Rights Defenders in Albania that have a keen agenda of women's rights, the empowerment of women and fight against GB-VAW. A platform of cooperation will be established with other projects implemented by UN agencies that operate in programmatic areas of gender equality, social inclusion, gender based violence, vulnerable groups

<sup>81</sup> <http://www.avokatipopullit.gov.al/en>

<sup>82</sup> The role of both the PA and CPD in necessary shadow report(s) will be used to advocate constructively with responsible legislative and executive bodies for further legal, policy and institutional improvements in the GBV area. This type of engagement of these Equality Bodies is also foreseen in the 2016-2021 National Strategy of Gender Equality and its Action Plan.

<sup>83</sup> It was established with Law no. 10221, dated 4.02.2010 "On the protection from discrimination". See: <http://www.kmd.al/>

<sup>84</sup> The Commissioner increased its capacities with years, increasing the number of cases from 15 in 2011 to 172 in 2014, including 12 ex officio cases and 18 court cases on discriminatory practices filed. In 2015, it handled 288 cases, out of which 180 complaints submitted by citizens with more than half women, and 20 ex-officio cases, while in 2016 it handled 216 cases of which 6 cases addressed gender and gender identity related issues. See report for 2016 at: <http://kmd.al/skedaret/1509612773-KMD%202016.pdf>

<sup>85</sup> Meeting with Mrs. Sokol Berberi, Pandorela Kola and Ador Koleka on February 20<sup>th</sup>, 2018.

<sup>86</sup> <http://www.aspa.gov.al/>

<sup>87</sup> UNDP Albania, Assessment of Critical Gender Training Gaps in the Training of Albanian Public Sector Employees, pg. 8.

empowerment, local governance and civil society strengthening<sup>88</sup>. Links will be established in order to define and implement mechanisms for exchange of information and mutual learning: the sharing of documents and regular meetings of project managers will permit a constant flow of information. Where projects are active in the same municipalities and/or with the same partners at the central government level, coordination will be especially close, and synergies will be actively sought out and used, among others, by involving Municipal Councils and civil society in the planning and monitoring of interventions. At the municipality level, special efforts will be made to coordinate work with child protection units, when present.

**5.33** Joint coordination meetings will be held with UNICEF and IOM, which are leading the UN's work in the area of child protection and victims of trafficking. Coordination will enable information exchange and building synergies around interventions related to strengthening the institutional prevention and response mechanisms against VAW, child protection and women victims of trafficking (VOT), with a keen focus on prevention, identification, case management and response to cases of violence against children/girls and women, victims of trafficking. Complimenting efforts with direct assistance and transfer of know how will continue to be key elements of cooperation with these two UN Agencies in the frame of this JP intervention. Furthermore, cooperation will be sought to compliment actions related to public awareness with the objective of achieving an increase in the reporting and disclosure of cases of violence among women and girls.

#### **V.4 Sustainability**

**5.34** Sustainability of the results will be pursued through a series of approaches and mechanisms that all intend to sustainably improve Albania's prevention and response to GB-VAW. These include: (1) Full alignment on national policies and strategies: By supporting improvements in the regulatory framework, the JP includes sustainability in all its activities. (2) Investments in actors, processes and persons: The strengthening of organizations (for service provision, monitoring and adapting policies, funding services, etc.), the introduction and improvement of mechanisms for cooperation between actors (at central and local government levels as well as between the two levels, state and civil society, recipients and providers of social services), and the development of capacities of individuals (service providers, policy makers, beneficiaries of CCRs, etc.), together with strengthened monitoring capacities and the willingness to innovate and adapt the policy framework, should have effects beyond the duration of this JP. (3) The (non-financial) support for increasing funding of social services: By supporting Albanian efforts for sound funding of social services and social inclusion activities, the JP, with the means of policy dialogue and capacity building makes an important contribution to the targeted services' longevity. (4) Building synergies with other donors supporting the prevention of and response to GB-VAW is of paramount importance in order to maximize the use of financial resources for lasting interventions and avoid duplication. Donors currently active in GB-VAW are quite focused in their interventions. The JP will strive to partner with the donors to coordinate the provision of services through CCRs, strengthen the capacities of LGUs to plan, budget and coordinate. (5) No parallel systems will be introduced. No services will be provided by the JP itself. Existing CCRs, and those established through this JP, will benefit from the technical assistance of the programme, but it will be local Municipalities that will take ownership of the full range of services to be provided to the women survivors of violence, and that will gradually manage them without any support.

**5.35** The strengthening of local systems is the main approach for this JP. The improvement of the interface between Municipalities and civil society actors is of major importance for the JP, since both types of actors participate in service delivery, and it is a task of respective Albanian actors themselves – a task that will be supported by the JP (e.g., by facilitating contacts between them, by proposing forms of cooperation and by supporting such cooperation in view of improved service delivery). Ownership from

<sup>88</sup> The list of projects include: "Implementing Norms, Changing Minds-Ending Violence Against Women in the Western Balkan Countries and Turkey" implemented by UN Women; "Access to Justice", "Support to Territorial and Administrative Reform 2", "Leave no one behind"; "Economic and Social Empowerment for Roma and Egyptians" (ESERE); "Regional Programme on Local Democracy in the Western Balkans" (ReLOaD)

the LGUs is sought from the very beginning of the support provided by the UN and it is materialized through several concrete actions taken by the respective municipality, which can be summarized as the following: a) the position of the Gender Equality/Local DV Coordinator will become part of the municipality structure; b) in all the cases, municipalities will be the conveners of all forums of the CCR Steering Committee and the Multi-Disciplinary Technical Teams as well as initiators of all awareness raising activities related to GBV & DV; c) some municipalities that have been supported to set up the CCR mechanisms have set good examples by earmarking their local budgets, dedicating funding for awareness raising activities against DV in their communities. These models will be showcased and replicated in other municipalities that will be supported by the JP; d) on the basis of engendered local development plans, municipalities will be supported to prioritize actions related to the establishment of specialized support services for GBV & DV survivors as needed, including here allocation of premises for setting up emergency service centers. e) municipalities will embrace the philosophy of working with a multi-disciplinary approach with all CCR members and in doing so, they will continue to plan and implement local initiatives impacting women's empowerment at the local level.

## **V.5 Scaling up and Exit Strategy**

**5.36** Scaling-up will be a major means for the JP to cover a large number of municipalities. The means for scaling up include the following: (1) Dissemination of already identified good practices among CCRs of the provision of services for survivors of GB-VAW. This can be initiated with the start of the JP, since many good practices have already been identified. As for the means for scaling up, the persons and organizations are to be targeted specifically with information that is relevant for them and which can contribute to their improved practice. (2) Identification and dissemination of additional good practices during the implementation of the JP is very important. This concerns all dimensions of the JP that may be of interest to other municipalities, CSOs, etc., and possibly for other donors. (3) Policy dialogues with central and local authorities can increase their awareness about issues, present solutions and means of action.

**5.37** Ending GB-VAW in Albania may not be accomplished over the three years of this JP. While some of the outcomes have finality embedded in them (e.g., revision of legal framework, establishment of CCRs and other specialized centres), others require continuous engagement due to Albanian realities. As the country progresses in its path to join European Union capacity development will continue to be at the center of the work of central and local institutions by addressing the systemic blockages of the whole organization rather than confine its analysis or solutions to selected component parts. Human resources development, improvement of governance systems and systematic increase of funding will remain a priority throughout JP implementation and further on. The exit strategy of the JP will be discussed among the three participating agencies, in collaboration with partners and stakeholders, as well as the donor.

## **VI. Organization, Management and Administration**

### **VI.1 Organization**

**6.1.** The proposed intervention is a Joint Programme (JP) that will be implemented through the modalities of the Delivering as One (DaO) mechanism, under the framework of the Programme of Cooperation for Sustainable Development 2017-2021, with the joint participation of three UN agencies, including UNDP, UN Women and UNFPA, and in close partnership with relevant governmental bodies at the central and local levels. The implementation modality of the joint project will be affiliated within the overall architecture of the DaO approach, ensuring that activities are coordinated within the strategic deliverables of Output 2.5 and Outcome 2, as presented biannually in support of PoCSD. The project log frame provides for the general framework and indicative deliverables that will be further fine-tuned and annualized in relevant annual work plans.

**6.2.** UNDP will be the lead UN agency for the overall implementation and coordination of the JP. UNDP will engage relevant staff and expertise to ensure coordination, quality assurance, monitoring and evaluation of the JP. Each participating UN agency will implement activities and outputs as defined in the

respective joint work plans that were agreed to for the respective roles and responsibilities in line with their mandate and expertise.

**6.3.** The JP will ensure a cohesive and coordinated UN approach through internal coordination mechanisms in targeting different municipalities to ensure a critical mass of support and increased chance of success. It will ensure strategic integration and cohesion with other UN agencies as well as with development partners working in Albania in the areas of social inclusion and protection, public administration and local governance. A coordination platform with UN agencies, Sida and other donor funded projects targeting local governance, social inclusion, gender and civil society strengthening will be established to coordinate interventions, avoid overlap and maximize synergies and results. In this context, higher-level coordination will be facilitated by the Ministry of Health and Social Protection to coordinate all partners' efforts under new sector coordination efforts in the area of gender and the fight against gender based violence.

## **VI.2 Management Structure of the Joint Programme**

**6.4.** A **Steering Committee (SC)** will be established to oversee and coordinate the operations of this intervention. The SC oversees the JP's implementation and takes all necessary strategic decisions based on the JP's initial plan and budget as well as monitoring data. It will provide policy guidance and recommendations regarding the JP's strategy and objectives, receive and comment on annual reports, approve annual plans of operation and reports, and participate in the evaluation of the JP. The SC will meet at least twice a year and as needed. The SC will be composed of Sida's representative, the UNRC senior representatives of the participating UN agencies, a senior representative of MoHSP, a representative of the office of Deputy Prime Minister, a LGU representative and at least two representatives of CSOs. Every effort will be made to link the SC to both the government-led coordination structures that address GB-VAW, and the UN Delivering as One structures. See Annex C for the Institutional Set-Up.

**6.5.** To ensure a coordinated approach in the implementation of the programme, a **Technical Committee** will be established. It consists of technical experts from the three participating UN agencies and its main mandate is to guide implementation of the project, coordinate the practical implementation of project interventions and ensure that results are delivered timely and efficiently. The Technical Committee will meet at least 4 times per year. Meetings of the Technical Committee will be called by the Project Coordinator, who will also be responsible for documenting the proceedings of the meetings. Progress updates will be provided by all UN agencies one week prior to the Technical Committee meeting.

**6.6.** The proposed JP will be implemented through the modality of the DaO mechanism, under the framework of the PoCSD 2017-2021, with the joint participation of three UN Agencies, including UNDP, UN Women and UNFPA which are highly involved in gender related issues and VAW. These Agencies will work in close partnership with relevant governmental bodies at the central and local levels and CSOs. Implementation of the JP will be integrated into the overall architecture of the DaO approach, ensuring that activities are coordinated with Outcome 2 strategic deliverables, as presented biannually in support of the PoCSD 2017-2021. The JP log frame provides for the general framework and indicative deliverables that will be further fine-tuned and annualized in relevant annual work plans over a time frame of three years.

## **VII. Financial Resources**

**7.1** The overall budget for this JP is funded by Sida, receivable in 2018-2021, which will be allocated through the UN Coherence Fund. The JP logframe provides for the general framework and indicative deliverables that will be funded through Sida's contribution alone. The Steering Committee will serve as the authority to provide strategic direction and oversight on the JP and provide advice to the One UN Joint Executive Committee for fund allocation decision making. The Administrative Agent is responsible for administering funds received in the Coherence Fund. Each Participating UN Organization has programmatic and financial responsibility on the use of funds allocated from the Coherence Fund.

**7.2** The funds for the implementation of the JP will be allocated through the One UN Albania Coherence Fund structure. As the three participating UN Agencies (UNDP, UN Women and UNFPA) have agreed to utilize the ongoing Albania One UN SDG Fund structure, where the UNDP Multi-partner Trust



Fund Office acts as the Administrative Agent (AA), the funds assigned to these organizations under the Programme Document will be channeled through SDG Fund. When making the final decision for allocation, the GoA-UN Joint Executive Committee (JEC) will request the signed joint annual work plans and request for funds. See Annex D for Flow of Funds.

**7.3 The Administrative Agent will:** (1) prepare and sign a Standard Administrative Arrangement with Sida; (2) charge a standard administrative agent fee of one per cent (1%) of the total contribution made to the Coherence Fund for this JP, for its costs of performing the AA's functions. **The Participating UN Organizations will:** (1) assume full programmatic and financial responsibility and accountability for the funds transferred by the One UN Coherence Fund for this JP; (2) deduct their indirect costs on contributions received according to their regulations and rules, including direct programme charges, taking into account the size and complexity of the JP. Each UN Agency will deduct 7% overhead costs of the total allocation received for the agency.

## VIII. Risk Analysis

**8.1.** The risk management matrix will be further developed and updated by the Programme Coordinator and the implementers once the JP becomes operational. The matrix (Annex E) will also be updated with the Annual Work Plan. Please see Annex E for a preliminary analysis of programme risks.

## IX. Monitoring and Evaluation

**9.1** Monitoring and evaluation are integral parts of programme management. They will be conducted in accordance with the PoCSD, 2017-2021, and especially Output 2.5 as well as Sida's Regional Strategy for the Western Balkans and Turkey. The monitoring and reporting processes for the proposed JP will involve gathering data to make timely and informed judgments and assessments of progress, including among others, the identification of strengths and weaknesses of the implementation of the JP.

**9.2** The **purpose of the JP's monitoring and evaluation (M&E)** is fourfold. It consists of the following dimensions (that are closely linked with one another): (1) **JP steering:** data is collected and processed in view of central dimensions of the JP's steering – both at the strategic and operational level; (2) **quality assurance:** detailed information on the JP and its context, and the JP's implementation for continuous monitoring; (3) **learning:** data is collected for the programme's own learning, to improve interventions of similar actions by other actors, and to develop capacities of its implementers and target groups. Effective and efficient learning from JP data and experience requires that lessons learned be identified and communicated in appropriate forms; (4) **accountability, including reporting:** monitoring data and findings will be continuously used as evidence to answer questions and provide explanations for decisions and the achievement of results at all levels of programming.

### IX.1 Monitoring

**9.3** Monitoring is a continuous task of JP management. It provides both quantitative and qualitative data, and it is based on indicators defined in the log frame. Whenever suitable, beneficiaries will be involved in monitoring activities. This especially applies to the level of local service provision. However, CSOs shall also be involved in the monitoring of performance by central and local government actors. Monitoring data will be collected and processed mainly by the UN Agencies involved in the implementation of this JP. However, all other stakeholders will also be involved in programme monitoring – as observers of context and implementation. Data is then made available to the SC. Monitoring data will also provide an important basis for evaluations and reviews of the programme – both internal and external ones.

**9.4** The fields of observation covered by the JP's monitoring include: (1) **context:** the institutional, social and economic conditions under which the JP is being implemented will be observed in order to allow for seizing opportunities (for involving additional actors, for supporting interesting local initiatives, etc.), for reacting to newly emerging risks, for adapting the policy dialogue led with authorities, etc.; (2) **results:** the regular monitoring of and reporting on achievements is based on evidence provided by monitoring data, mainly the indicators defined in the logical framework; (3) **efficiency:** the JP's efficiency will be assessed primarily financially, comparing budget with expenditures. Additional dimensions of efficiency (but not

only) can be observed by also monitoring the quality of cooperation between the involved actors and processes necessary for implementing the JP; (4) **cooperation**: the many actors involved in the JP at different levels requires intense, continued, and sometimes punctual cooperation between them. The monitoring of the quality of these types of cooperation (in the field, at the level of the Steering Committee, among the implementing actors (UN organizations, CSOs, municipal services, etc.)) can support the understanding of the JP regarding qualitative dimensions; (5) **processes**: the quality of processes of the JP's implementation, e.g., the introduction of new practices for providing social services at the local level, will be monitored in order to have a more complete, and again, qualitative understanding of the implementation of the JP.

**9.5** The main **instruments for monitoring** are: (1) the JP's **logical framework**, which will allow for assessing progress in the implementation, achievement of objectives and foreseen outputs and outcomes. The indicators and target values defined by the different outcomes and outputs are the main means for assessing the JP's effectiveness and impact; (2) an **annual work plan** (AWP) sets out activities to be implemented by each Agency, along with associated budgets/resources in line with the Results Framework. It will describe in detail the required inputs and the expected results within the given timeframe. In addition, AWP's will provide information on contributing partners. The JP's AWP will be approved by the SC and will be the basis for programmatic activities throughout the year; (3) an **annual JP review** will be conducted by the SC and participating UN Agencies, the GoA, Sida and other key partners. The findings will feed into output 2.5 and contribute to the annual review of the PoCSD. It will assess the performance of the JP, focusing on the extent in which progress is being made and that these remain aligned to JP's goal and outcomes. An annual review meeting will endorse the Annual Programme Report (APR) and AWP for the upcoming programme period. The annual programme reviews may result in changes to the logical framework to adapt it to changing environments, priorities or policies. The annual programme review will be conducted based on the APR. The APR will describe actual outputs delivered against those planned in the joint work plans, and progress towards the JP outcomes based on the indicators; (4) A mid-year progress review will be conducted on the basis of a progress update report prepared by the JP team and submitted to the Steering Committee. The template of the mid-year progress report will be agreed to at the first meeting of the Steering Committee. (5) **JP budget** (structured in line with the logical framework) and its comparison with **actual expenditures**. This will allow for assessing the utilization of financial resources, delays in expenditures and shortages of funds if disbursements are made rapidly; (6) (joint) **field visits** of members of the SC will allow for observations that can contribute to their understanding of the context, of the conditions under which the programme is implemented, and of the programme itself; these will importantly feed into the SC; deliberations.

## IX.2 Evaluation

**9.6** Internal reviews of programme progress are regularly realized at specific moments, e.g., annual planning events and meetings of the SC. Should problems with programme implementation arise, internal assessments are to be carried out quickly, in order to react promptly and prepare adaptations that can improve the course of implementation. Internal assessments will be based on monitoring data and previous reports, and they will be important moments for making decisions on the necessity for adapting programme approaches and implementation. The regular internal assessments will consist of the support received and the improvement of coordinated services by selected beneficiaries at all levels (duty-bearers and right holders). A final evaluation involving the input of all key project stakeholders, including the primary and secondary beneficiaries, will be organized in the third year of the project. The evaluation will be carried out by independent external consultants, the respective terms of reference as well as the subsequent reports will be submitted to the Steering Committee. The evaluation will focus on the impact, efficiency, effectiveness (including an assessment of services by beneficiaries) and sustainability of the project; it shall provide any pertinent lessons learned and recommendations for further interventions.

### **IX.3 Reporting**

**9.7.** Monitoring results and lessons learned from evaluation will inform the drafting of programme reports to the SC and Sida. Annual progress reports will be provided by the Programme Coordinator and shared with participating agencies and Sida to record progress towards the completion of outputs and outcomes as defined in the logical framework. Annual reports will provide a comprehensive overview of the achievements and lessons learned. Mid-year progress reports will be prepared by the Programme Coordinator and submitted to the SC and Sida. Synopsis/key results will be included in the UN Albania Annual Progress Report.

**Annexes**

**Annex A: List of Stakeholder and Partners Consulted**

<b>Individuals</b>	<b>Position</b>	<b>Institution</b>	<b>Engagement to date</b>	<b>Engagement during implementation of the Joint Programme</b>
<b>Sida</b>				
Birgitta Jansson	Counsellor, Head of Development Cooperation	Sida/Swedish Embassy	Funder	Funder
Rezarta Katuci	Programme Officer	Sida/Swedish Embassy	Funder	Funder
<b>Albanian Assembly</b>				
Eglantina Gjermeni	MP, SP / Head of Subcommittee on Gender Equality and GB-VAW	Albanian Assembly	Policy making	Policy making
Klotilda Ferhati	MP, SP	Albanian Assembly	Policy making	Policy making
Silvana Caka	MP, SMI	Albanian Assembly	Policy making	Policy making
<b>Government of Albania - Central</b>				
Romina Kuke	Deputy Minister	Ministry of Interior	Policy drafting and implementation	Policy drafting and implementation
Silvana Alimadhi	Head of Sector for the Protection of Minors and Domestic Violence in the Directorate General for Public Security	Police Directorate	Policy implementation	Policy implementation
Edlira Terefici	Specialist for diversity in the State Police Directorate	Police Directorate	Policy implementation	Policy implementation
Merita Xhafaj	General Director of Policies and Development of Health and Social Protection	Ministry of Health and Social Protection	Policy drafting and implementation	Policy drafting and implementation
Etleva Sheshi	Head of Sector for Policies and Strategies on social inclusion and gender equality	Ministry of Health and Social Protection	Policy drafting and implementation	Policy drafting and implementation
Lida Leskaj	Deputy Director	State Social Service	Policy drafting and implementation	Policy drafting and implementation

<b>Individuals</b>	<b>Position</b>	<b>Institution</b>	<b>Engagement to date</b>	<b>Engagement during implementation of the Joint Programme</b>
Fatbardha Hoxhalli	Director	National state shelter for victims of domestic violence in Tirana	Policy drafting and implementation	Policy drafting and implementation
Marsida Xhaferllari	Chief Inspector	Inspectorate at High Council of Justice	Inspect Judiciary	Inspect Judiciary
Delina Ibrahimaj	General Director	INSTAT	Statistics	Statistics
Ledia Thomo	Social Statistics Directory	INSTAT	Statistics	Statistics
<b>Government of Albania – Local</b>				
Meme Xhaferaj	Social Service Department Director	CCR, Durrës Municipality	Policy implementation	Policy implementation
Elizeta Vando Bita	CCR Coordinator	CCR Korca Municipality	Policy implementation	Policy implementation
Anjeza Bojaxhiu	CCR Coordinator	CCR, Tirana Municipality	Policy implementation	Policy implementation
<b>Independent Bodies</b>				
Erinda Ballanca	Head of People's Advocate	People's Advocate	HR protection	HR protection
Irma Baraku	Commissioner	Commissioner for Anti-Discrimination	HR protection	HR protection
<b>Academic Institutions, CSOs and Independent Experts</b>				
Sokol Berberi	Professor, Responsible for Continuous Trainings	School of Magistrates	Professional formation for judges and prosecutors	Professional formation for judges and prosecutors
Ador Koleka	Head of International Relations	School of Magistrates	Professional formation for judges and prosecutors	Professional formation for judges and prosecutors
Pandorela Kaçorri	Specialist for Continuous Trainings	School of Magistrates	Professional formation for judges and prosecutors	Professional formation for judges and prosecutors
Eljona Kulluri	Professor	Social Science Faculty	Expertise	Expertise
Marsela Dauti	Professor	Social Science Faculty, UT	Expertise	Expertise
Aurela Anastas	Gender expert	Law School, Tirana University and Center for Civic Legal Initiatives	CSO / expertise	CSO / expertise

<b>Individuals</b>	<b>Position</b>	<b>Institution</b>	<b>Engagement to date</b>	<b>Engagement during implementation of the Joint Programme</b>
Aurela Bozo	Gender expert	Center for Civic Legal Initiatives	CSO / expertise	CSO / expertise
Aferdita Prroni	Executive Director	Human Rights in Democracy Centre	CSO / expertise	CSO / expertise
Blerta Cani	Executive Director	Albanian Disability Rights Foundation (ADRF)	CSO / expertise	CSO / expertise
Delina Nano	Executive Director	Institute for Promotion and Socio-Economic Development	CSO / expertise	CSO / expertise
Liliana Dango	Executive Director	National Centre for Community Services (NCCS)	CSO / expertise	CSO / expertise
Ines Leskaj	Executive Director	Albanian Women Empowerment Network	CSO / expertise	CSO / expertise
Mirela Gjoni / Gertjana Hasalla	Program Manager	Elbasan Women Forum	CSO / expertise	CSO / expertise
Manjola Veizi	Executive Director	Roma Women Rights Centre	CSO / expertise	CSO / expertise
Rezarta Gjalpi	Program Manager	Children Today	CSO / expertise	CSO / expertise
<b>UN Albania</b>				
Limya Eltayeb	Country Director	UNDP	Programme Implementing partner	Programme Implementing partner
Entela Lako	Programme Specialist	UNDP	Programme Implementing partner	Programme Implementing partner
Edlira Papavangjeli	Project Manager	UNDP	Programme Implementing partner	Programme Implementing partner
Fioralba Shkodra	Team Leader/UN Coordination Specialist	Office of UN Resident Coordinator	Programme Implementing partner	Programme Implementing partner
Estela Bulku	National Programme Officer	UN Women	Programme Implementing partner	Programme Implementing partner
Agustela Nini-Pavli	Project Analyst	UN Women	Programme Implementing partner	Programme Implementing partner

<b>Individuals</b>	<b>Position</b>	<b>Institution</b>	<b>Engagement to date</b>	<b>Engagement during implementation of the Joint Programme</b>
Elsona Agolli	Programme Analyst – PD and Gender	UNFPA	Programme Implementing partner	Programme Implementing partner
Vera Gavrilova	Deputy Representative	UNICEF	Programme Implementing partner	Programme Implementing partner
Emira Shkurti	Justice for Children Specialist	UNICEF	Programme Implementing partner	Programme Implementing partner
<b>Other International Actors in Albania</b>				
Sihana Nebiu	Senior Democratization Officer	Democratization Department, OSCE Presence in Albania	FRA GB-VAW Survey	FRA GB-VAW Survey
Brian Thiessen	Law Enforcement Development Officer	OSCE Presence in Albania	FRA GB-VAW Survey	FRA GB-VAW Survey



## Annex B: Logframe

Results	Key Indicators	Data Sources Means of Verification	
<b>Programme Goal:</b> GoA and municipal duty-bearers ensure the implementation of international and national legal and political commitments to prevent, detect and protect their citizens against GBV.			
<b>Impact</b>	<b>Impact Indicators</b>		
Women are free from all forms of gender-based violence and from the threat of such violence	<p><b>Indicators</b></p> <p><b>I.1</b> Prevalence of GB-VAW (% of women (ages 18-55 years) who experience domestic violence)</p> <p><b>I.2</b> Global Index on Gender Gap</p> <p><b>Baseline</b></p> <p><b>I.1</b> 23.7% (2013)</p> <p><b>I.2</b> 38 (ranking as of 2017)</p> <p><b>Target:</b></p> <p><b>I.1</b> 21%</p> <p><b>I.2</b> TBD</p>	<ul style="list-style-type: none"> <li>➤ Report to CEDAW Committee and GREVIO<sup>89</sup></li> <li>➤ Data collected in the framework of programme monitoring.</li> <li>➤ Studies and reports of specialised CSOs.</li> <li>➤ Data and reports of Albanian ministries and INSTAT.</li> <li>➤ Reports of multilateral agencies and other bilateral donors.</li> </ul>	
<b>Outcomes</b>	<b>Outcome Indicators</b>		<b>External Factors (Assumptions &amp; Risks)</b>
<b>Outcome 1:</b> Government and service providers are accountable to women for prevention, protection and response.	<p><b>Indicators</b></p> <p><b>O.1.1:</b> Revised legislation in alignment with the Istanbul Convention is passed.</p> <p><b>O.1.2:</b> Cumulative number of policies at the central and local levels that demonstrate alignment to CEDAW and GREVIO.</p>	<ul style="list-style-type: none"> <li>➤ Data collected in the framework of programme monitoring.</li> <li>➤ Observations and reports of target groups and their organizations.</li> <li>➤ Data and reports of Albanian ministries (MoHSP) and REVALB.</li> </ul>	<p><b>Assumption:</b></p> <ul style="list-style-type: none"> <li>➤ The measuring of the achievements requires that data is collected and available annually.</li> <li>➤ Competent ministries are prepared to engage in a continued policy dialogue with programme implementing partners.</li> </ul>

<sup>89</sup> To be determined by the UN Team based on information from GoA on the possibility of submitting a report during the lifetime of the project. Per GREVIO Rule 30 Rule 30 – Evaluation by rounds 1. Following its first assessment pursuant to Rules 28 and 29, GREVIO evaluates the implementation of the Convention by the Parties following a procedure divided into rounds. 2. The Parties shall undergo all evaluation rounds, unless otherwise decided by GREVIO by unanimity.

Results	Key Indicators	Data Sources Means of Verification	
	<p><b>Baseline</b>  <b>O.1.1:</b> 0 (but amendment to DV Law is being drafted)  <b>O.1.2:</b> 0</p> <p><b>Target</b>  <b>O.1.1:</b> Up to 2 revised laws in alignment with the Istanbul convention are passed.  <b>O.1.2:</b> At least 3 policies at the central and local levels that demonstrate alignment to CEDAW and GREVIO.</p>		
<p><b>Outcome 2:</b> Women survivors safely access adequate and appropriate support services (economic, medical, psychosocial, security, shelter).</p>	<p><b>Indicators</b>  <b>O.2.1:</b> Number of municipalities that have adopted special measures and budgets for the integration of survivors of GB-VAW  <b>O.2.2:</b> Number of protection orders implemented.  <b>O.2.3:</b> Number of cases of GB-VAW addressed through CCRs</p> <p><b>Baseline:</b>  <b>O.2.1:</b> 4 municipalities  <b>O.2.2:</b> in 2017, 2,593 cases  <b>O.2.3:</b> According to REVALB, 2,461 cases of violence have been recorded since 2014. For 2016, 622 cases were recorded, for 2017, 758 cases of violence were recorded.</p>	<p>➤ Data collected in the framework of programme monitoring.  ➤ Local MTBPs (2020-2021) for the targeted Municipalities. Studies and reports of specialized CSOs.  ➤ Data collected by REVALB</p>	<p>➤ <b>Assumption:</b> Willingness of the municipality to provide adequate funding.  <b>Risks:</b>  ➤ Insufficient funding for CCR.  ➤ Local elections lead important staff turnover that hinders swift implementation.</p>

Results	Key Indicators	Data Sources Means of Verification	
	<p><b>Target:</b>  <b>O.2.1:</b> At least 8 municipalities with adopted special socio/economic integration schemes/models for GBV survivors  <b>O.2.2:</b> All protection orders issued are fully implemented.  <b>O.2.3:</b> All cases addressed to CCRs are managed within the life of the programme.</p>		
<p><b>Outcome 3:</b> Women, girls, men and boys and CSOs working on GB-VAW organize collectively to engage in prevention that builds the foundation for social change in eliminating GB-VAW.</p>	<p><b>Indicators:</b>  <b>O. 3.1:</b> Qualitative case studies of men and boys who actively advocate to end GB-VAW  <b>O.3.2:</b> Number of new clients reporting cases of GB-VAW and seeking protection when relevant.  <b>Baseline:</b>  <b>O. 3.1:</b> Undetermined  <b>O.3.2:</b> 136 additional cases recorded by REVALB in 2017, compared to 2016.  <b>Target:</b>  <b>O. 3.1:</b> Boys and men who are involved in awareness activities become advocates for change.  <b>O.3.2:</b> To be determined annually through REVALB.</p>	<p>➤ Data collected in the framework of the project’s monitoring.  ➤ Studies and reports of specialized civil society organizations.</p>	<p><u>Assumption</u>  Active participation of target groups.</p>

EXPECTED OUTPUTS <i>and indicators, baseline, and targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	UN RESPONSIBLE PARTY <sup>90</sup>	PLANNED BUDGET		
			Funding Source	Budget Description	Amount
<b>Outcome 1:</b> Government and service providers are accountable to women for prevention, protection and response.					
<p><b>Output 1.1:</b> Laws and policies related to GB-VAW are improved to align with international human rights standards and practices.</p> <p><b>Indicators</b> 1.1a Number of laws and policies regarding GB-VAW revised through consultative process</p> <p><b>Baseline</b> Current policy and legislative framework on GB-VAW is not in full compliance with international human rights standards and practices</p> <p><b>Target</b> 1.1a 5 new and amended national laws/by-laws/policies</p>	<p><b>1.1.1</b> Support national institutions to revise existing laws and policies relevant for combating all forms of GB-VAW, in line with CEDAW and GREVIO recommendations.</p>	UNDP UN Women	Coherence Fund (SDG Acceleration Fund)	Expert contracts Workshops/round table/consultation Logistics costs	
	<p><b>1.1.2</b> Facilitate dialogue/ activities with all relevant stakeholders including CSOs on existing and new laws and policies for all forms of GB-VAW.</p>	UNDP UN Women		Expert contracts Consultation events Logistics costs	
	<p><b>1.1.3</b> Provide technical expertise with drafting and costing the new legislation and policies on all forms of GB-VAW, based on consultation with stakeholders.</p>	UNDP UN Women		Experts contracts Workshops/round table/training events Logistics costs	
	<p><b>1.1.4</b> Support the GoA to draft and adopt sexual harassment policies at central and local levels.</p>	UNDP UN Women		Experts contracts Workshops/round table events Logistics costs	
	<p><b>1.1.5</b> Support national authorities in increasing the understanding of obligations stemming from <i>due diligence</i> principles on GB-VAW.</p>	UNDP		Consultation/training information events	

<sup>90</sup> Relevant state and non-state parties are not articulated herein. They will be accordingly identified in the adopted joint working plans with UN Agencies.

EXPECTED OUTPUTS <i>and indicators, baseline, and targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	UN RESPONSIBLE PARTY <sup>90</sup>	PLANNED BUDGET		
			Funding Source	Budget Description	Amount
				Experts contracts Logistics costs	
<p><b>Output 1.2:</b> Capacities of state, government and civil society entities to implement and monitor international HR commitments have been improved.</p> <p><b>Indicators</b>  <b>1.2a</b> Number of sessions of National Council where GBV is discussed  <b>1.2b</b> Number of parliamentary committee/subcommittee meetings/hearings/debates/constituent meetings on GB-VAW  <b>1.2c</b> Number of working protocols  <b>1.2d</b> Number of NHRI and CSO shadow reports</p> <p><b>Baseline</b>                      Capacities to monitor implementation on action related to GB-VAW are uneven among various state, government and civil society entities.</p> <p><b>Target</b>  <b>1.2a</b> At least one National Council meeting per year focused/targeting GB-VAW  <b>1.2b</b> At least 10 meetings of Committees/sub-committees  <b>1.2c</b> Up to 5 working protocols developed and/or improved</p>	<p><b>1.2.1</b> Support the National Council for Gender Equality to address capacity gaps in monitoring the implementation of the multi-sectoral action in combating GB-VAW through various capacity strengthening methodologies.</p>	UNDP UN Women	UN Coherence Fund (SDG Acceleration Fund)	Expert contracts Workshops/round tables Logistics costs	
	<p><b>1.2.2</b> Provide technical assistance to sub-Parliamentary Committee on Gender Equality and GB-VAW for oversight and government monitoring.</p>	UNDP UN Women		Expert contracts Workshops/round tables Logistics costs	
	<p><b>1.2.3</b> Provide technical support to draft working protocol related to inter-institutional communication and coordination on actions related to GB-VAW for government ministries and LGUs.</p>	UNDP UN Women		Expert contracts Workshops/round tables/consultation events Logistics costs	
	<p><b>1.2.4</b> Organize capacity building activities to strengthen the role of National Human Rights Institutions and monitoring GB-VAW and preparing alternative reports to relevant</p>	UN Women UNDP		Technical expertise and training events Logistics costs	

EXPECTED OUTPUTS <i>and indicators, baseline, and targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	UN RESPONSIBLE PARTY <sup>90</sup>	PLANNED BUDGET		
			Funding Source	Budget Description	Amount
1.2d 2 new shadow reports by 2021	international human rights bodies.				
	1.2.5 Support CSOs and networks of CSOs working in the area of GB-VAW to strengthen their role in advocating and monitoring state action on GB-VAW.	UNDP UN Women		Grant agreements Workshops/round tables Expert contracts Logistics costs	
<b>Output 1.3:</b> The system and capacities for national and local data collection, documentation, monitoring and knowledge sharing on GB-VAW among duty-bearers are improved. <b>Indicators</b> 1.3a System in place to report on SDG indicators 5.1 & 5.2 and 16.1 & 16.2. 1.3b Number of CCR Mechanisms where REVALB has been established. <b>Baseline</b> 1.3a There is no system in place to report on SDG indicators 5.1, 5.2, 16.1 & 16.2. 1.3b 22 CCRs use REVALB. However, the system for data collection, monitoring and reporting is not systematically used <b>Target</b> 1.3a Yes	1.3.1 Support the establishment of a data collection system with regard to monitoring and reporting on SDG indicators 5.1, 5.2, 5.6.2, 16.1 and 16.2.	UNDP UN Women	UN Coherence Fund (SDG Acceleration Fund)	Expert contracts Workshops/round tables Logistics costs	
	1.3.2 Support national institutions for the conceptualization and realization of inter-institutional synchronized data collection, reporting and monitoring on GB-VAW.	UNDP UN Women UNFPA		Expert contracts Workshops/round tables/consultations Logistics costs	
	1.3.3 Establish REVALB in new CCR mechanisms and further strengthen capacities of new and existing CCRs to use this system.	UNDP		Expert contracts Workshops/round tables/training Logistics costs	

EXPECTED OUTPUTS <i>and indicators, baseline, and targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	UN RESPONSIBLE PARTY <sup>90</sup>	PLANNED BUDGET		
			Funding Source	Budget Description	Amount
1.3b 37 CCRs systematically use REVALB					
<b>Outcome 2: Women survivors safely access adequate and appropriate support services (economic, medical, psychosocial, security, shelter).</b>					
<p><b>Output 2.1:</b> Capacities of state and non-state service providers across sectors at national and local levels are improved.</p> <p><b>Indicators</b></p> <p><b>2.1a</b> Number of professionals trained on GB-VAW issues</p> <p><b>2.1b</b> Number of municipalities supported to set up community coordinated response mechanisms.</p> <p><b>2.1c</b> Number of events of the network of Local CCR Coordinators</p> <p><b>2.1d</b> # of municipalities with strengthened CCRs</p> <p><b>Baseline</b></p> <p><b>2.1a</b> As of 2017, 60 professionals</p> <p><b>2.1b</b> It is assumed that as of 2017, 37-CCR were functioning (to be validated through activity 2.1.1).</p> <p><b>2.1c</b> 0 in 2017</p>	<p><b>2.1.1</b> Support the national assessment of the functioning of CCR mechanisms in the whole territory of the country</p> <p><b>2.1.2</b> Support the strengthening of capacities of professionals at both central and local levels to address issues of GB-VAW, including Justice professionals (School of Magistrates); School of Advocates, Bailiffs Chamber, Forensic Experts, National and local government (ASPA); Police (Police Academy); Health and Psychosocial service sector professionals.</p>	<p>UNDP</p> <p>UNDP UN Women UNFPA</p>	<p>UN Coherence Fund (SDG Acceleration Fund)</p>	<p>Expert Contracts Workshop/consultation/validation on Logistics costs</p> <p>Expert Contracts Workshops/training Letter of Agreements with respective institutions Logistics costs</p>	
	<p><b>2.1.3</b> Support up to 15 municipalities to each establish a new CCR mechanism.</p>	<p>UNDP</p>		<p>Expert Contracts Workshop/training/coaching missions</p>	

EXPECTED OUTPUTS <i>and indicators, baseline, and targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	UN RESPONSIBLE PARTY <sup>90</sup>	PLANNED BUDGET		
			Funding Source	Budget Description	Amount
<p>2.1d to be defined in year 1 after CCR assessment</p> <p><b>Target</b></p> <p><b>2.1a</b> 360 professionals will be trained to better service the needs of survivors of GB-VAW</p> <p><b>2.1b</b> Up to 15 new CCR mechanisms are established;</p> <p><b>2.1c</b> 3 annual conferences/exchange forums of local CCR coordinators have been held.</p> <p>2.1d to be defined in year 1 after CCR assessment</p>				Letter of Agreements with respective municipalities Logistics and travel costs	
	<b>2.1.4</b> Support the strengthening of capacities of CCR members with specialized training and mentoring on use of Essential Guidelines to GBV, SoPs.	UNDP UNFPA UN Women		Expert Contracts Workshop/training/coaching missions Logistics and travel costs	
	<b>2.1.5</b> Support the establishment of a network of local CCR coordinators' and facilitate the annual review and experience exchange forums	UNDP		Expert Contracts Workshop/training/coaching missions Logistics and travel costs	
<p><b>Output 2.2:</b> Municipalities effectively apply GRB tools to analyze, plan and bring about budgetary decisions that respond to GB-VAW</p> <p><b>Indicators</b></p> <p><b>2.2a</b> Number of gender policy analyses related to response to GB-VAW done as a result of GRB trainings by municipal staff</p> <p><b>2.2b</b> % of Municipal budget allocated to services related to GB-VAW</p> <p><b>Baseline</b></p>	<b>2.2.1</b> Organize training and coaching sessions for municipality public officials and Members of Municipal Councils on how to use GRB tools and methods to analyze policies and budgets that respond to GB-VAW	UN Women	UN Coherence Fund (SDG Acceleration Fund)	Expert Contracts Workshop/training/coaching missions Logistics and travel costs	
	<b>2.2.2</b> Prepare knowledge products on the use of GRB tools in order for policies and budgets to better respond to GB-VAW with specific cases and best practices.	UN Women		Expert Contracts Workshop/training/coaching missions Logistics and travel costs	



EXPECTED OUTPUTS <i>and indicators, baseline, and targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	UN RESPONSIBLE PARTY <sup>90</sup>	PLANNED BUDGET		
			Funding Source	Budget Description	Amount
<p><b>2.2a</b> # of existing gender policy analyses related to response to GB-VAW</p> <p><b>2.2b</b> % of Municipal budget allocated to services related to GB-VAW</p> <p><b>Target</b></p> <p><b>2.2a</b> At least one gender policy analyses related to response to GB-VAW done as a result of GRB trainings in each targeted Municipality</p> <p><b>2.2b</b> Specific % of Municipal budget allocated to services related to GB-VAW in each targeted Municipality.</p>	<p><b>2.2.3</b> Technical/expert support to targeted municipalities on specific gender policy analyses that respond to GB-VAW.</p>	UN Women		Expert Contracts Workshop/training/coaching missions Logistics and travel costs	
	<p><b>2.2.4</b> Statistic training on the produce and use of gender data a local level related to GB-VAW</p>	UN Women			
	<p><b>2.2.5</b> Support LGUs with expertise on gender budget analyses of municipal services including CCR mechanisms.</p>	UN Women			
	<p><b>2.2.6</b> Support municipalities in analyzing and adopting new models/schemes for socio-economic integration schemes for GB-VAW survivors.</p>	UNDP UN Women			
<p><b>Output 2.3:</b> Existing emergency support services to address GB-VAW are strengthened and new services that support the emergency needs of GB-VAW and those affected by sexual violence and assault are established in accordance with international standards.</p> <p><b>Indicators</b></p> <p><b>2.3a</b> Number of customized and implemented Standard Operating Procedures for various entities.</p>	<p><b>2.3.1</b> Support consultation and development of legal standards regarding sexual violence of all entities that address sexual violence.</p>	UNDP UN Women UNFPA	UN Coherence Fund (SDG Acceleration Fund)	Expert Contracts Workshop/training/round tables Logistics and travel costs	
	<p><b>2.3.2</b> Consolidate and expand services of emergency support of GB-VAW victims in four municipalities</p>	UNDP			

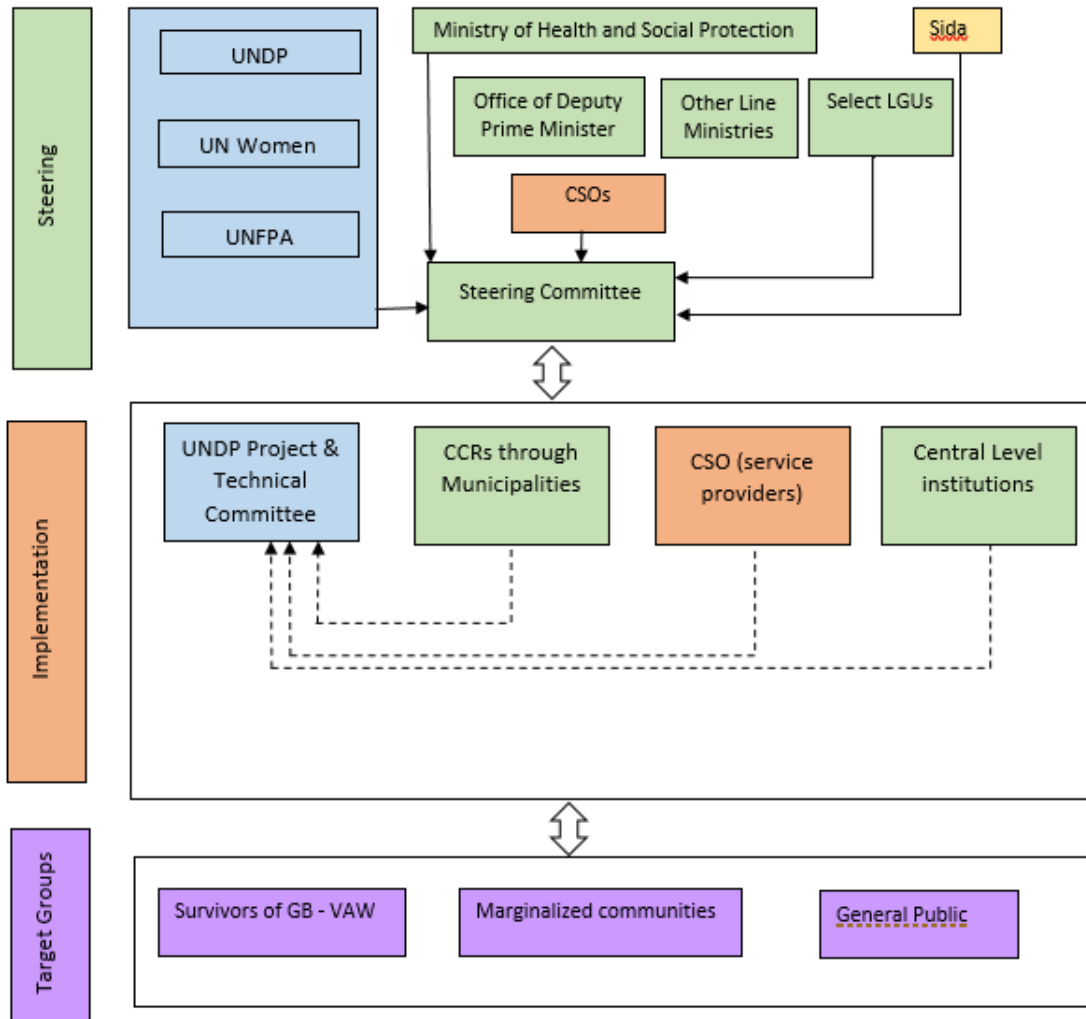
EXPECTED OUTPUTS <i>and indicators, baseline, and targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	UN RESPONSIBLE PARTY <sup>90</sup>	PLANNED BUDGET		
			Funding Source	Budget Description	Amount
<p><b>2.3b</b> Number of emergency centers on GB-VAW and national sexual violence center established and operational.</p> <p><b>2.3c</b> Center for sexual assault and violence is operational</p> <p><b>Baseline</b></p> <p><b>2.3a</b> No of Standard Operating Procedures for centers for sexual violence exist. Standards of Services for emergency centers are in the drafting process.</p> <p><b>2.3b</b> There are currently four emergency centers for the entire country.</p> <p><b>2.3c</b> No</p> <p><b>Target</b></p> <p><b>2.3a</b> 2 customized SOPs have been created.</p> <p><b>2.3b</b> 4 new emergency centers are established.</p> <p><b>2.3.c</b> Yes</p>				Letter of Agreements with relevant municipalities Workshop/training/coaching missions Logistics and travel costs	
	<p><b>2.3.3</b> Support authorities in establishing and piloting specialized support services for women victims of sexual assault and violence</p>	UNDP UN Women		Expert Contracts Infrastructure rehabilitation/supplies costs Letter of Agreements with relevant institutions Workshop/training/coaching missions Logistics and travel costs	




EXPECTED OUTPUTS <i>and indicators, baseline, and targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	UN RESPONSIBLE PARTY <sup>90</sup>	PLANNED BUDGET		
			Funding Source	Budget Description	Amount
	<p><b>2.3.4</b> Provide technical support (including sharing best practices and knowledge exchange) and coaching targeted professionals working in emergency centers and the new center on sexual assault and violence.</p>	<p>UNDP UN Women</p>		<p>Expert Contracts Workshop/training/coaching/study visit missions Logistics and travel costs</p>	
<p><b>Outcome 3:</b> Women, girls, men and boys and CSOs working on GB-VAW organize collectively to engage in prevention that builds the foundation for social change in eliminating GB-VAW.</p>					
<p><b>Output 3.1:</b> Women and girls, including those from disadvantaged groups, have increased access to information to identify violence, report it to authorities and escape from violent situations.</p> <p><b>Indicators</b> <b>3.1a</b> Number of municipality administrative units targeted for outreach through information and awareness activities.</p>	<p><b>3.1.1</b> Develop new and/or disseminate user friendly information packages, with a special focus on geographically remote and marginalized and discriminated against communities (e.g., Roma/Egyptian, persons with disabilities, LGBTI communities).</p>	<p>UNDP UN Women UNFPA</p>	<p>UN Coherence Fund (SDG Acceleration Fund)</p>	<p>Expert contracts CSO contracting Publications/informative materials Logistics and travel costs</p>	

EXPECTED OUTPUTS <i>and indicators, baseline, and targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	UN RESPONSIBLE PARTY <sup>90</sup>	PLANNED BUDGET		
			Funding Source	Budget Description	Amount
<b>3.1b</b> Number of new information packages and innovative tools developed <b>Baseline</b> <b>3.1a</b> – does not exist <b>3.1b 0</b> <b>Target</b> <b>3.1a</b> All administrative units in 25 municipalities <b>3.1b 9</b> (3 per programme year)	<b>3.1.2</b> Organize nationwide awareness raising and information activities about regulatory framework and services related to GB-VAW and GE, with a special focus on remote rural areas and marginalized communities (e.g., Roma/Egyptian, persons with disabilities, LGBTI communities).	UNDP UNFPA UN Women		Expert contracts CSO contracting/grant agreements Logistics and travel costs	
	<b>3.1.3</b> Develop innovative tools for reaching out to women and girls informed by evidence-based research and in consultation with beneficiaries.	UNDP UN Women UNFPA		Expert contracts Grant agreements Logistics and travel costs	
<b>Output 3.2:</b> Gender stereotypes are challenged through engagement with men and boys. <b>Indicators</b> <b>3.2a</b> Number of CSOs supported for the 16 days national campaign and monthly campaigns on GB-VAW. <b>3.2b</b> Number of media professionals trained to report in accordance with journalism and international reporting standards related to GB-VAW. <b>Baseline</b> Good experience in awareness raising regarding prevention of GB-VAW exists, but innovative tools are	3.2.1 Partner with CSOs and state actors for organizing the National Campaign of 16 days of Activism against Violence for promoting GE and ending GB-VAW in Albania	UNDP UN Women UNFPA	UN Coherence Fund (SDG Acceleration Fund)	Expert contracts Grant agreements Logistics and travel costs	
	3.2.1.1 Support innovative ways for engaging men and boys in campaigning against GB-VAW 3.2.1.2 Organize community level prevention activities to address GB-VAW (targeting Roma/Egyptian, rural communities, etc.)	UNDP UN Women UNFPA		Expert contracts Grant agreements Publications Logistics and travel costs	

<b>EXPECTED OUTPUTS</b> <i>and indicators, baseline, and targets</i>	<b>PLANNED ACTIVITIES</b> <i>List activity results and associated actions</i>	<b>UN RESPONSIBLE PARTY</b> <sup>90</sup>	<b>PLANNED BUDGET</b>		
			<b>Funding Source</b>	<b>Budget Description</b>	<b>Amount</b>
needed to meet the information needs of specific groups, including men and boys and disadvantaged communities. <b>Target</b> <b>3.2.a</b> Up to 10 CSOs <b>3.2.b</b> Up to 25 reporters in total	<b>3.2.2</b> Support media capacities to report on GB-VAW, as per international standards of reporting on human rights.	UN Women		Expert contracts Workshop/training/round tables Logistics and travel costs	
<b>4.1</b> Joint Programme Coordination, M&E, quality assurance and final evaluation.	JP Coordination Activities	UNDP UN Women UNFPA	UN Coherence Fund (SDG Acceleration Fund)	JP Coordinator JP Monitoring expert, Evaluation experts	
<b>4.2</b> Administrative agent fee (1%)					
<b>4.3</b> GMS (7%)		UNDP UN Women UNFPA	UN Coherence Fund (SDG Acceleration Fund)		
<b>GRAND TOTAL IN USD</b>					

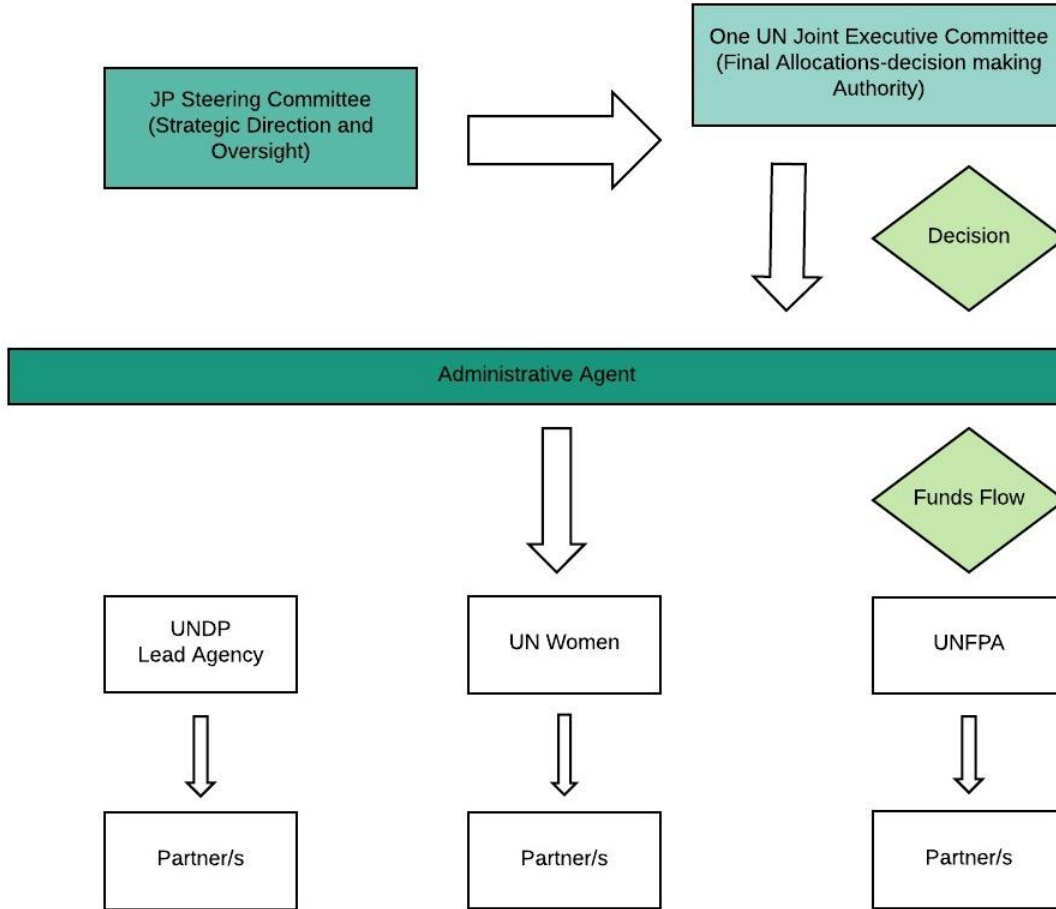
**Annex C: Institutional Set Up**



-  "Production chain" from funding and steering to implementation and improved situation for target groups
-  Participation
-  Hierarchical and work relationship

**Annex D: One UN Coherence Fund Funding Mechanism**

The funds for the implementation of this Joint Programme will be allocated through the Albania SDG Acceleration Fund upon decision of UN Joint Executive Committee<sup>91</sup>



<sup>91</sup> UN Joint Executive Committee is co-chaired by UN Resident Coordinator and Deputy Prime-Minister

**Annex E: Risk Analysis**

#	Risk Factor - Risk related to the achievement of results ( <i>political, operational, financial, reputational</i> )	Likelihood	Impact	Mitigation Strategy and Responsibilities
1	At the local level primarily by a lack of motivation, financial resources and capacities of authorities to fully contribute to the JP, and by an unwillingness to involve civil society organizations in the provision of social services; also, strong political separation makes it difficult to work jointly with local officials appointed by different political parties, e.g. if a municipality is run by a political party other than the one that holds the majority at the national level and that employs staff disregarding the requirements of civil service appointments.	Medium	High	At the local level, there is a good practice in engaging with LGUs to establish and strengthen the CCR. The program, in cooperation with MoHSP, will direct efforts to municipalities that express interest and show evidence that they are able to fund the services. Should there be doubts about a municipality's willingness to actively support and contribute to the implementation of activities, the JP management may take the decision not to cooperate with the municipality. Such a decision will only be taken after attempts to convince the partner municipality, in co-operation with central government representatives and with civil society actors, have not resulted in the municipality's willingness to engage in the joint endeavor.
2	At the central level, MoHSP has a very broad mandate and limited capacities to ensure the timely initiation and adoption of the necessary legal amendments that enable effective implementation of such amendments and improvements to address GB-VAW. In addition, the Directorate that covered GB-VAW has been demoted to a Sector/unit level, thus restricting the capabilities of staff to address issues covered by the programme in a timely manner.	Medium	High	The programme has the interest of the central government to implement action on GB-VAW. The UN will continue to work with government officials to keep to a timeline of scheduled revisions. The UN will work with MoHSP to implement the newly approved decree on social funds at the local level.
	Limited adequate services available for survivors of gender-based violence	Medium	High	The JP will support municipalities to diversify specialized services for women survivors of gender based violence. Partnership will be enhanced with municipal councils to prioritize women support services in municipalities plans
3	Limited budgetary resources for the implementation of policies on preventing and eliminating VaW.	Medium	High	The JP will advocate for allocation of state funds for the sustainability of the initiated programmes through all the activities. Particular attention will be devoted to the work with the network of women MPs. encouraging them to be the vocal advocates for the issue. Partnering with CSOs will be consistently pushing central and local authorities for more funding for women's safety and wellbeing.
4	The local level might suffer from staff turnover as a result of the 2019 election, resulting in a loss of knowledge and know-how and resulting in slow implementation.	Medium	High	The risk of staff turnover cannot be addressed by the JP. Still, support to organizational development is a means to anchor innovation at the institutional level, thus allowing newcomers to adopt practices introduced by the JP.
5	A weak monitoring mechanism of all aspects of gender-based violence legislation, may prevent capacity building interventions from producing optimal results in practice and may impact the quality of multi-disciplinary responses to cases.	Medium	High	The JP will continue to invest in evidence collecting, recording and tracking systems and will support the Ministry of Health and Social Protection in its coordinating and supervision role to aid the monitoring and accountability processes of various institutions. Specific cooperation will be established with other programs targeting local governance and local democracy to increase the accountability of local institutions to deliver for citizens.



**Annex F: Indicative Budget**