



2011 Call for Proposals

Full-Fledged Proposal – UN Country Teams

Project Title:	Integrated Response to Violence against Women in Serbia		
Duration:	2 years		
Start Date:	October 2012	Est. End Date:	October 2014
Name of Lead Implementing Organization:	United Nations Development Programme (UNDP)		
Name(s) of co-implementing organization [if applicable]:	UNWOMEN UNICEF		
Geographic coverage/location:	Serbia at national, provincial and local levels		
If earlier recipient of a UN Trust Fund grant, please indicate year and amount of funding received:	No		
Total number of beneficiaries (primary and secondary) expected to be reached through the project:	No. of primary beneficiaries:		33,000
	No. of secondary beneficiaries:		3,500
	Total no. of beneficiaries:		36,500
Approximate amount of requested budget allocated to each strategies/areas of intervention:	Preventing Violence:	\$	369,643
	Improving Service Delivery:	\$	272,097
	Strengthening Institutional Response:	\$	380,195
Total Programme Budget:	Total Project Budget (in US dollars):	\$	1,199,648
	Counterpart/Matching Funds (in US dollars):	\$	
	Requested of UN Trust Fund (in US dollars):	\$	1,000,000
Requested Budget by Agency:	Agency A - UNDP	\$	523,819
	Agency B - UNICEF	\$	247,545
	Agency C - UNWOMEN	\$	228,285

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List of Abbreviations

AA - Administrative Agent

AP – Autonomous Province

CSO – Civil Society Organization

CSW – Center for Social Work

DV – Domestic violence

EVAW – Towards a Comprehensive System to End Violence against Women in AP Vojvodina

GBV – Gender based violence

GED – Gender Equality Directorate

GEM – Gender Equality Mechanisms

GoS – Government of Serbia

MDTF – Multi Donor Trust Fund

MoES – Ministry of Education and Science

MOH - Ministry of Health

MOI - Ministry of Interior

MoLSP – Ministry of Labor and Social Policy

MOJ - Ministry of Justice

PSLEGE – Provincial Secretariat for Labor, Employment and Gender Equality

SGBV – Project Combating Sexual and Gender Based Violence

SwW – School without Violence

UNTF – United Nations Trust Fund

VaC – Violence against Children

VaW – Violence against Women

1. Executive Summary (1 page)

Serbia has adopted a comprehensive policy and normative framework focusing on the elimination of gender-based violence (GBV) in line with international standards. The effective measures to reduce and, eventually, end violence against women (VaW) and girls require an integrated response based on human rights standards, and close cooperation of all relevant actors. Through its actions to date, the Government of Serbia has demonstrated its firm commitment to reduce gender based violence, which disproportionately affects women and girls.

UN agencies operating in Serbia have cooperated closely with Gender Equality Mechanisms (GEMs) to promote gender equality agenda and address GBV. A number of projects have been implemented in partnership between the UN agencies and the Government of Serbia, and resulted in strategic partnerships with numerous public institutions and the civil society sector (notably women's groups and CSOs promoting gender equality), in order to promote prevention establish new protection mechanisms against VaW. Further support is needed to strengthen the institutional response to VaW and gender based violence, and to close the policy – practice gaps. GEMs are still relatively new institutions in Serbia, yet they represent the main driving force behind the gender equality agenda, and strongly advocate for the elimination of VaW. They lack sufficient capacity, both in the numbers of personnel employed and state budgetary resources allocated for the implementation of the strategic documents, and for monitoring the enforcement of new laws addressing the issue of GBV. This project uses the great opportunities present in the country to advance towards a sustainable, integrated response to VAW, with the adoption of the National Strategy for Prevention and Elimination of Violence in the Family and in Intimate Partner Relationship 2011, and it addresses the continuing implementation gaps, largely due to insufficient capacities of institutions and professionals at national and local levels to respond to VAW and the persistent social acceptability of GBV.

This project builds on lessons learned through projects supported by UNDP, UNICEF and UN Women. It will consolidate and extend the gains and further use the results of these projects, as well as address gaps in capacities and practices, which are of pivotal importance for reducing VaW and ensuring zero tolerance for GBV through both prevention and protection measures. Key stakeholders including GEMs, relevant government sectors and civil society actors will be supported to ensure that the existing policy and normative frameworks related to GBV are fully implemented through an integrated institutional response, and in close cooperation with non-state actors.

The overall goal of the project is to create a social and institutional environment that will contribute to reducing VaW in Serbia. The project intervenes in two broad areas of activities: prevention and protection. Within the prevention pillar the project will expand and improve the quality of existing mechanisms to prevent and end VaW (Outcome 1). The focus will be on raising awareness of violence and offering knowledge and skills among key population groups for non-violence behaviours (adolescent boys), rejecting violence (perpetrators) and reporting violence, when it happens (women subjected to violence). Within the protection pillar, the project aims to expand access, provision and the range of services in response to VaW (Outcome 2). The project will assist in implementing standards of the Istanbul Convention and to reduce the incidence of VaW.

It is expected that the project will result in a sustainable, integrated response to VAW in Serbia. The existence of firm government commitment to VAW, good capacities of key stakeholders to implement measures to address VAW, strong partnerships between the UN and responsible governmental authorities, as well as civil society, and a proven track record of joint programmes and programming within UNCT Serbia constitute solid preconditions for the successful implementation of the proposed project. There are a number of risks stemming from the current institutional, political and economic environment in the country, but the project is well positioned to address those, especially given the non-partisan position of the UN country team, which is not subject to possible effects of the political changes at different levels of the government.

2. Project context, opportunities and challenges

Over the past decade, Republic of Serbia has established gender equality mechanisms at all levels of power: legislative, executive and independent monitoring mechanisms, at national, provincial and local levels. When it comes to violence against women (VaW), Serbia has ratified a body of laws and policies to reduce and eliminate gender-based violence. The country's priorities are outlined in the 2011 *National Strategy for Prevention and Elimination of Violence against Women in the Family and in Intimate Partner Relationships* (2011-2015). The National Strategy is aligned with the international standards with specific attention devoted to the Council of Europe Convention on Preventing and Combating VaW and Domestic Violence (the Istanbul Convention). In 2011 General Protocol on Procedures and Cooperation of Institutions, Agencies and Organizations in Situations of Domestic and Partner Relationship Violence against Women (hereinafter: General protocol) was adopted by the Government of Serbia (GoS). The General Protocol introduced the obligation for line ministries to define and adopt the specific procedures in response to committed violence against women in family. The set of laws, general and sectorial protocols as well as the National Action Plan for Protection of Children from Violence have been endorsed in the previous years as well. Ministry of Education and Science (MoES), as example, adopted (in the period from 2007-2011) bylaws and other instruments for the protection of children from violence abuse and neglect, which obligated schools to establish necessary mechanisms for prevention and response to violence.

This confirms Government recognition of the importance of the problem as well as government's firm commitment to end violence against women and girls. At the moment of preparing this proposal, the negotiations about the new government in Serbia are ongoing. While there has been some progress in democratic governance reforms, change of government can still affect the way policies are implemented. Lack of continuity can negatively affect the policies and practices that are currently in place, and which should be strengthened further.

Since 2005, three UN-supported projects against VaW have been implemented at the national level and at the level of Autonomous Province of Vojvodina: "Schools without Violence" (hereinafter: SwW) lead by the MoES and UNICEF (2005-2012); "Combating Sexual and Gender Based Violence" (hereinafter: SGBV) - implemented by the Gender Equality Directorate of the Ministry of Labor and Social Policy and UNDP with the financial support of the Kingdom of Norway (2009-2012), "Towards a Comprehensive System to End Violence against Women in AP Vojvodina" (hereinafter: EVaW) - implemented by PSLEGE with the support of UN Trust Fund to ERAW (2009-2012) and "Violence against children in South East Europe" (2011-2013) implemented by UNICEF and EU. Contributing to the government's committed action, these projects represented the driving force in improving the policy and legislative framework to prevent and combat VaW in the country. They addressed the need to strengthen the institutional response to committed VaW, as well as improve the horizontal and vertical coordination of relevant stakeholders and to create the knowledge basis related to the phenomenon of VaW in Serbia, as well as to raise awareness. The ultimate aim of all these actions was to introduce zero tolerance towards VaW.

Gender equality mechanisms are still relatively recent institutional arrangements. This is reflected in their capacities, both in the numbers of personnel employed and state budgetary resources allocated for the implementation of the strategic documents, and for the enforcement of new laws in the area of women's human rights protection, including addressing the issues related to VAW (both prevention and protection measures).

The severe financial and economic crisis in Serbia has heavily affected the national budget, resulting with reductions in allocation of resources for gender equality mechanisms (GEMs). This increases the threats to implementation of a well-structured policy and legislative framework for prevention and protection of VaW in family and intimate partner relationships. Insufficient funds to ensure the implementation of the anti VaW policies could result with backpedalling related to the existing government commitments and widening of the policy – practice gap, thus creating frustration among key stakeholders including both GEMs and civil society actors, as well as significant negative consequences in the lives of survivors of VAW, due to the weakening of available supports and services.

The project will employ a consistent strategy of advocating with the responsible decision makers for specific budget allocations to implement the existing commitments to prevent and eliminate VaW in Serbia.

Prevalence of VaW in Serbia

In Serbia, patriarchal values are still persistently rooted in social practices and the research showed that there is a correlation between cultural factors and family violence against women. Namely, husband's/partner's value system contributes to the occurrence of VaW in family – women living with husbands/partners with patriarchal values are more at risk of violence than those living with liberal husbands/partners. Speaking about women, their attitudes toward violence are important as the research showed there is a consistent tolerance towards physical violence, which increases the risk of family violence.

In 2010, SGBV conducted the first comprehensive research on prevalence of **VaW in family and in intimate partner relationships** in Central Serbia on a sample of 2,500 women. This project proposal aims to address a range of issues related to VaW, based on the research findings which showed the disturbing levels of VaW in family and intimate partner relationships with the current prevalence rate (during last 12 months) of 37.5%, and the overall prevalence (during life span) of 54.2%. These findings indicate that, despite the efforts of the government coupled with the UN-supported actions, the incidence of VAW in Serbia is still unacceptably high and further actions are needed to strengthen the implementation of both prevention and protection mechanisms.

One third of women have experienced combination of different forms of violence, and 3.4% of women have experienced all four forms of violence during their life course¹. Women of all age, from all regions of Serbia, rural/urban areas, educational and social backgrounds and family status are survivors of gender based violence. Women that are unemployed or financially dependent were more often victims of economic violence in past 12 months; the prevalence of current psychological violence is highest in the group of youngest women (18-24) - 42.3%, as well as the prevalence of current physical violence - 20.9%. Men are perpetrators of gender based violence much more often than women. As significant share of 89.9% cases of physical violence are committed by men against women. In addition, 79.0% of psychological violence and 85.3% of economic violence is committed by men. The most frequent perpetrators are husbands and partners: 50.6% of economic, 58% of psychological and 71.7% of physical violence is committed by husbands and partners. Finally, the most severe cases of physical violence against women are almost exclusively committed by men (96%), and 80.8% by husbands and partners.

In relation to attitudes to VaW, the results of UNICEF MICS IV research² conducted in 2010 are illustrative: overall, 3% of women in Serbia (5% among rural women and 11% among poorest women) and as many as 20% of women living in Roma settlements think that a husband/partner has a right to hit or beat his wife/partner for at least one of a variety of reasons. In most cases it refers to instances when the woman neglects the children, but also if she demonstrates her autonomy, e.g. goes out without telling her husband or argues with him. However, the same research shows that men aged 15–29 are more likely than women to agree with one of the reasons to justify beating wives. This is the case for as many as 7% young men.

Other family and household members also suffer from different consequences of domestic violence. Most importantly, children often witness family violence - 40% of physical violence against women that ever happened was witnessed by the one or more dependent children, and in 10.2% of cases children were also injured.

¹ The most frequent form of violence is psychological (31.8% in past 12 months and 48.7% during the life span), followed by physical (10.1% and 21.6%) and economical (11.4% and 15.8.6%), while the least frequent is sexual violence (1.2% and 3.8%).

² UNICEF Serbia (2011). Multiple Indicator Cluster Survey 2010: Monitoring the Situation with Children and Women. Belgrade

Within the UNTF funded EVaW project, PSLEGE conducted a research on domestic violence in Vojvodina in 2010 on a sample of 516 women, with proportionate representation of women from urban and rural areas. Collected data also indicate that domestic violence is a widespread phenomenon in Vojvodina: over half of interviewees have experienced some form of domestic violence. Almost one woman in two has experienced some form of psychological violence. About 27% were exposed to threats and almost 34% of them have experienced physical violence, out of which 34% were death threats, while the most frequent form of physical violence is slapping (25.5%). This form of violence is particularly dangerous as it causes acute consequences in the form of physical injuries, but also chronic psychosomatic disorders and trauma. A total of 18.6% of women said they were victims of stalking. Almost 10% have experienced sexual violence in a domestic context. Coerced sex is the most frequent form of sexual violence (59.6% of cases). The research reconfirmed that sexual violence is greatly hidden and underreported. The women survivors are reluctant to talk about it, which indicates that the true magnitude of sexual violence is much greater than expressed by collected data. Violence in intimate partner relationships (where the man is violent towards the woman) is the most frequent form of reported violence. The research also shows that many cases of gender based violence were identified as a form of crime (as per the current normative framework) and high level of awareness on legal regulations in this field. However, awareness on protection measures in cases of gender based violence is still at a low level, indicating a need to raise public awareness, especially in rural communities, where the level of awareness of women is lower compared to women in urban settlements, both when it comes to availability of support services and legal regulations.

Recent information coming from the research on violence among and against children in the schools³ indicate that as many as 44% of children (45% boys and 44% girls) in elementary school experience repeated violence from their peers. The prevalence is higher in younger grades, where boys tend to be more exposed to violence but after 6th grade, although prevalence decreases, girls become more vulnerable to violence. Among all forms of violence gossiping and touching/sexual harassment are more prevalent among girls, sexual harassment being reported by 14% of girls. Much higher differences between sexes are present when it comes to being violent to others. Boys are two times more violent to their peers than girls (28.3% compared to 14.7%) with significant increase in % of both boys and girls expressing violence as we compare younger and older grades (from 21% to 39% among boys and from 11% to 20% among girls). 13% of boys and 2% of girls report they have sexually harassed their peers (however these cases are underreported, both among girls and boys). Boys are also much more exposed to violence from their teachers (a phenomenon although forbidden by the law still present in Serbian schools), 42% of boys compared to 28% of girls, significantly increasing with the age of pupils. Girls report much more frequently feeling of stress, worrying and depression due to exposure to peer violence.

Community research among boys (through Young men's Initiative project)⁴ indicate that 17% of boys agrees that sexual violence is caused by woman's "inappropriate behavior". As many as 14% of boys have insulted his girlfriend or some other young women and some 6-7% have been violent through pressuring for sexual relation, physical violence or threatening. As many as 42% confirms that they would have to join the fight if their friends are in it and 29% thinks that they would be ashamed to withdraw or give up on the fight.

Gaps in the institutional response to VAW

Notwithstanding significant progress in addressing VAW, the recent SGBV research indicates to some significant shortfalls in service delivery and in state institutions' response to VaW in general. According to the research, majority of women think that the person in situation of family violence should ask for the institutional assistance,

³ UNICEF Belgrade (2006), Research on School without Violence Programme, Belgrade - Unpublished

⁴ Centar E8 (2012), M Research 2011: Research on the Concept of Gender-based Violence and the Attitudes towards Gender-based Violence in Secondary School Students in Serbia. Belgrade

but the knowledge about the available institutional support is very weak – when asked to name institutions, only one third of women interviewees responded that the Ministry of Interior and centers for social work (CSW) were in charge of providing support to violence survivors. According to the same research, the actual behavior differs from attitudes and perceptions in real life situations of violence. Only 10.0% of women who experienced any of the forms of gender based violence turned to the institutions for assistance. In cases of continuous violence women tend to leave the household (30.6%), divorce or separate from the husband/partner (30.0%) or ask for informal help (25.6%) of their family, relatives, friends and neighbours.

Practice indicates that women's strategies fail to resolve the problem due to the lack of integrated support measures. The vast majority of women returns and continues living in the situation of violence, trying to adapt to life with violence. A small number of women who turned to police or CSW for assistance found that this help was useful, but insufficient. Only one fifth found the assistance helpful. In addition to the low numbers of women turning to institutions for help, and even lower numbers being satisfied with the help offered, the research findings indicate to serious misconducts such as physicians not asking for the cause of injuries or police officers trying to "calm down" the perpetrator of violence or even warning the person suffering violence 'not to behave provocatively'. Finally, the number of cases of violence against women in family that are taken to the court is extremely low (for example only 1% of physical gender based violence cases are preceded by the court). Such a low number of cases means that it is not possible to draw conclusions about the efficiency and effectiveness of courts in the cases of domestic violence, however the low number of cases is indicative of lack of trust that the courts can address the problems and suffering created by DV. Furthermore, prevention of violence against women is an area that needs specific attention, therefore addressing the issue related to the low number of cases brought to court is just a top of the iceberg when VaW is concerned.

EVAW conducted the research on the response of the criminal justice system to domestic violence in Vojvodina in 2010 and involved the analysis of 606 domestic violence cases processed within Criminal Law procedures. According to this research, the violence survivors were dominantly female (84,5%). The average age of women survivors of violence was from 33 to 48 (35%). At the time of the occurrence of the crime, 39% of them were married to the perpetrator and the vast majority of women had children (one or two). . In 70% of cases, there were earlier abuses by the same perpetrator, most frequently physical violence. Only 1/6 of victims asked for support from CSWs, CSOs, physician or psychologist.

Research findings show that men dominate among those sentenced (94%) for domestic violence. The average age of perpetrators is between 33 and 48, with secondary school education. Slightly higher number of men perpetrators is employed (42%), while 40% are unemployed. About 50% of perpetrators live in a city, those who are in a partnership or are married dominate, and most of them are parents of one or two children. The majority has no prior offences (60%) and with no track record of mental disorders. About half of them were under the influence of alcohol at the moment of perpetrating the criminal act of violence (52%), and a relatively high share of violence perpetrators (39%) have problems with alcohol or have been diagnosed as alcoholics. The majority do not accept that they have committed the criminal act, do not feel guilty for committing the crime and do not show regret for their actions.

As for the **criminal proceedings** of the criminal act of domestic violence against women, they are most often initiated by the police (65%) or by victim of violence herself (34%). In the majority of cases the prosecutor did not interview neither the victim of violence nor the perpetrator (79,5%). The criminal charge was dismissed in 66.7% of cases, mostly because of lack of evidence. Among the dismissed cases, those involving partner violence dominate. Though criminal charges have been brought within several days, the submission of the indictment lasted up to six months (51%) or between six and twelve months (39,6%). The court sentence was brought within six to twelve months from bringing criminal charges. In 20.5% of cases the victim of violence used her right not to testify. Not in a single case did the court use the new procedural measure of restraining order with or without electronic

supervision, which indicates to serious weaknesses of the system when prevention of DV is concerned. The measure of temporary removal from court during the victim's testimony was used only in one case. Warning measures dominate among sentences (74.3%), prevalently conditional sentences.

Prevention of GBV is important and should start as early as possible, through various promotional and educational activities. In Serbia, the largest number of school and community programs dealing with individual development of boys and girls are not gender sensitive and do not address in a systematic way gender roles and typical behaviors that arise from these roles. Furthermore, they do not provide adequate support during the development of children at the age when a very intense personality development in all areas, and consequently, in the area of acceptance of gender roles is occurring. Programs that deal with prevention of violence have not included this component either (including the 'School without violence' programme, which provided many lessons learnt for this programme to build on). Professionals who work with children are not sufficiently sensitized to gender equality in general and the issue of violence prevention that hinges on transformation of gender roles. Although protocols and mechanisms for violence prevention and protection of children and youth from violence are envisaged and actually already in place in majority of schools, their capacities and quality of work are still very weak. In addition, they are not very responsive to family violence – VAW or violence against children (VAC). According to the Institute of Social Protection data, less than 8% of all reported cases of VAC are reported by education (or health) institutions. Inter-sectoral co-operation in protecting children from violence needs significant improvement.

Based on policy research as well as practice examples gathered through work of CSOs, notably women's groups, it appears necessary to strengthen the institutional response to VaW. The survivors express the need to have access to the adequate response from the institutions in addition to support provided by CSOs, which is fragmented and depends on donor funding. Institutions lack capacities and knowledge in order to be able to fully implement the newly available policy and legislative framework to address the issues related to prevention and protection from GBV.

The systems for social and health protection, as well as the response of the judiciary and the police should be further strengthened and better coordinated in order to ensure full implementation of the existing measures and narrow down policy – practice gap. The professionals in these sectors need to be trained to apply a gender sensitive approach when working on cases of VaW in family, on the new policy and legislative framework, as well as on how to deliver services in line with the specialized protocols of conduct of professionals in these sectors. The specialized protocols in the line ministries of justice, interior, health and labor and social policy should be adopted by the end of 2012, as a result of SGBV efforts, and it is of pivotal importance to provide the appropriate support for the implementation of the specialized protocols.

Results and Lessons learnt from SwW, SGBV and EVaW projects

At the national level, SGBV project introduced policy framework for multisectoral approach in protection of victims and created common ground for action of relevant stakeholders. The mechanisms for protection of survivors of VaW through the cooperation of stakeholders at national level (Ministry of Justice, Ministry of Interior, Ministry of Health, MoES, Ministry of Labour and Social Policy) have been set in place and the procedures for specific interventions in cases of VaW in family for each line ministry are expected to be defined by the end of this year.

Through the strategic partnerships with the Judicial Academy, Police Academy, Human Resources Agency of GoS and CSOs, SGBV trained 292 judges and prosecutors, 361 police officers, more than 60 state officers, 100 journalists and editors; 550 public service providers from 23 municipalities in Central Serbia were involved and the project raised their understanding of VaW and capacities to provide services in coordinated way with other stakeholders. SGBV set solid basis and cooperation mechanisms with the strategically important partners among state institutions and local CSOs, which were also involved in drafting policy documents in this field that were adopted by the GoS.

SGBV developed numerous awareness - raising activities (national campaign, local campaigns during the 16 days of activism against VaW, Real Men campaign, awards for journalist and media, as well as MA thesis awards) and brought the issue of VaW at the national political agenda, thus amplifying the efforts of CSOs (primarily women's organization) which brought VAW to the policy agenda in 1990s. This pioneer project contributed to further widening and deepening the knowledge basis on the phenomenon of VaW in Serbia. However, further support is needed and lessons learned from SGBV and researches that were conducted will enable better targeting of future interventions in this field, and build capacities for the implementation of policy framework that is in place.

At the level of the Vojvodina Autonomous Province, EVAW project was crucial in maximizing the effects of provincial level policies to eliminate VaW. As a result of the implementation of this project, new capacities (a total of 1,213 professionals from 45 municipalities in Vojvodina sensitized and skilled to address GBV) were built to support a comprehensive response to VaW. A database on capacities of professionals was created to track the number and profile of professionals participating in trainings and facilitate insight into professionals' capacities to address DV and VAW. EVAW improved record keeping on cases of VaW, access to information, to health, psychological and social services, to justice, to specialized support services, as well as cooperation with CSOs. Directly contributing to the implementation of the *Strategy for Protection against Domestic Violence and Other Forms of Gender Based Violence in the Autonomous Province of Vojvodina (2008-2012)*, the project yielded a number of lessons learned for increasing effectiveness of policies to address VAW at the provincial level. Effective policies should have a broader scope of VAW, not just DV, and especially sexual violence against women should constitute a specific policy focus. Due to insufficient community-based outreach, the project was less successful in including women from minority and marginalized groups; specific approaches should be developed to ensure that these groups of women have access to protection and supports to live lives free of violence. While professionals are now equipped with basic knowledge and skills address DV, there is still a need for close consultative support in concrete implementation of coordinated agency work and development of protocols on responding to cases of VAW.

In past three years in close cooperation with GEMs and CSOs much has been done in setting the institutional arrangements for an adequate response to VaW with the specific focus on domestic violence

Since 2012, with support of UNICEF, MoES has established Violence prevention Unit, aiming at more systematic response to the issues related to violence among and against girls and boys within education system, including GBV. This Unit also took over the implementation of the School without violence programme, originally implemented by UNICEF. Recognized as a lead school programme in supporting establishment of safe and enabling environment for children and youth, the SwV currently covers 17% of elementary schools in Serbia and several secondary schools and it is in the process of being fully integrated in the system, so as to include all schools. The evaluation of the programme (2009)⁵ indicated that it is highly relevant, effective and needed in the education system. It influenced increased feeling of safety among pupils, reduction of violence (particularly physical violence), increased reporting of violence, teachers' response and decreased popularity of those children acting violently. Although the programme had a number of positive effects on children and teachers, the evaluation pointed out that it was rather gender neutral and that it should be strengthened to address specifically boys in higher grades. Therefore, this project will support the revision of the SwV programme package to integrate a gender perspective, as well as the development and implementation of additional education packages for whole school (teachers, parents and pupils) addressing particularly gender roles in their connection to violence, particularly focused on boys.

⁵ UNICEF Belgrade (2009), Evaluation on School without Violence Programme, Belgrade - Unpublished

3. Justification

Notwithstanding the existing policy and legal framework focusing on the elimination of VaW, the incidence of gender based violence in Serbia is still at high levels and relevant government institutions have insufficient capacities to ensure that preventive and protection measures addressing VaW are implemented through an integrated action and full cooperation among relevant government actors and CSOs, in line with the CoE Istanbul Convention.

GEMs need further support to become effective advocates for the full implementation of the existing measures against VaW. Although a comprehensive legal framework related to GBV is in place, there are significant gaps in implementation. Gaps in the work of relevant government institutions, including police, health and social workers are also notable, indicating the need for further capacity building of institutions, underpinned by basic education about women's human rights. There is a lot of scope to improve the cooperation between the state and non-state actors, both in policy making and in service provision in response to VaW, with the ultimate aim to reduce VaW and to increase the access of violence survivors to the appropriate services. While the protection measures are the most important in addressing the needs of survivors of violence, the practice has shown that without appropriate preventive mechanisms it is unlikely to expect the actual decrease of prevalence of VaW.

Therefore, the project will aim to contribute to significant changes (outcome level) in the area of both prevention of VAW, working with key target groups for primary prevention approaches and protection against VAW, working with key service providers, including both state and non-state, general and specialized service providers.

The key beneficiaries groups for prevention approaches are: 1) youth (boys and girls) to be reached through educational programmes on gender equality and prevention of gender based violence in schools and community mobilization interventions; 2) perpetrators of violence to be reached through pilot social protection-based programmes for work with perpetrators; 3) general public to be reached through information and awareness raising campaigns aimed at changing pervasive gender stereotypes.

Research shows there is a strong connection between the cultural and social factors rooted in the value system based on gender division of roles and the approach that condones violence against women. Thus, the project gives crucial importance to interventions on raising awareness and on influencing the behavioral change among general public in stressing the recognition of the social responsibility of each citizen in reporting and publicly condemning VaW, and on the other hand especially among boys, girls and youth with the focus on deconstructing hegemonic masculinities, femininities and gender roles rooted in the social practices. The intervention in early stage among boys, girls and youth is of crucial importance as a preventive mechanism, since research points to evidence for the intergenerational transmission of violence, i.e., persons who experienced violence in family tend to be prone to violent behaviors in their families (Mitković, 2010).

In terms of the protection pillar, the project will seek to achieve changes among groups of secondary beneficiaries from service providers, including those in civil society and institutions tasked to address VAW at the national (MoLSP, Ministry of Interior, Ministry of Justice, Ministry of Health, MoES) and local (CSW, local territorial units of the Police, local healthcare centres, primary and secondary schools, courts and local prosecutors offices) levels. While focusing on capacity development of these institutions and service providers, the project aims to increase benefits for the primary beneficiaries, women and girls who suffered violence.

The project will work on increasing the quality, accessibility and coverage of protection mechanisms, including services in response to VAW and their ability to respond immediately after the violence has occurred so as to limit its harmful effects. The project seeks to induce institutional and behavioural changes in the stated actors that will contribute to reducing the incidence of GBV that is pervasive nationwide. Institutionally, the project will equip state

and local actors to prevent violence and strengthen protection afforded to the survivors of violence. The project will strengthen multi-sectorial intervention at the local level, providing integrated services to survivors of violence in accord with the General protocol adopted by the government. Services integration will mean efficient coordination and cooperation of relevant local level actors, and enhanced efficiency in the management and exchange of data on specific cases.

The project will build the capacities of professionals in local institutions to coordinate the response to VAW, by developing local level protocols of cooperation in municipalities across Serbia, consistent with the General Protocol. The project will advance the skills of police, judges and prosecutors responding to cases of VAW. It will enhance and strengthen the practices of CSWs, health care providers and educational institutions enabling them to offer quality services to women and children who suffer violence.

Importantly, the project will assist in implementing standards of the Istanbul Convention, associated with services for survivors of violence, including establishment of a national monitoring mechanism to assess progress against national and international benchmarks. The project will support the state to ensure the implementation of the provisions of Istanbul Convention, including cooperation between the state institutions and civil society organizations that provide services to survivors of violence.

Services in response to VaW will be strengthened by establishing a VaW rapid response system, that will include a unique national SOS hotline number, and significantly expanded public awareness associated with the existence of a one-stop centre providing information to survivors of VaW.

Given the expertise and partnerships built within the scope of the three previously implemented projects (SwV, SGBV and EAW projects, as described in Section 2 above), there is now a great opportunity to consolidate the achieved results by integrating capacities into a national response, while also deepening local level mechanisms for addressing DV/VaW. Integrating lessons learned and based on the results of existing (SwV) and upcoming (SGBV and EAW, 2012) evaluations, the proposed project will augment the following already proven approaches: School and community-based primary prevention; Capacity development of institutions and CSOs to deliver quality services in response to VAW; Advancing an integrated response to VaW, through multi-sectoral, multi-agency cooperation. Collectively, interventions implemented under this project will substantively improve protection of women survivors of violence, and will inspire behavior change that fosters creation of a social environment that condemns violence. The present project aims to integrate the institutional efforts made at national and provincial level, as well as the expertise of women's civil society organizations in providing specialized services to women survivors of violence.

4. Strategies

The proposed project uses the notion of an integrated response to VaW as the overarching conceptual framework. According to the CoE Istanbul Convention, to which Serbia is a signatory (as of 4 April 2012), effective measures to reduce and, eventually, end violence against women and girls require an integrated response that is based on human rights standards and the involvement and cooperation of all relevant actors, including CSOs, in full recognition of their expertise in addressing VaW. While focusing on the pillars of prevention and protection, the project is anchored in the understanding and vision that measures in these two areas are not to be implemented in isolation, but integrated in the overall response to VaW in the country, which also includes other areas of intervention, that are not in the primary focus of this project.

Consistent with the overall concept, the project will pursue the following key strategies towards the achievement of anticipated contributions to planned outcomes and outputs:

1. Advancing cross-sectoral and multi-agency cooperation in an integrated response to VAW

The project will strengthen multi-sectoral coordination and response at the local level to enable provision of integrated services to survivors of violence in accordance with the General protocol adopted by the GoS. The project envisages extensive support for strengthening capacities of professionals to engage in coordinated actions and responses to VaW at the local level, as well as increasing institutional capacities for cooperation, through the development of local protocols on procedures for addressing cases of DV and inter-institutional cooperation.

2. Advocacy and strengthening accountability of policies and laws

The project will contribute to establishment of a national monitoring mechanism to assess progress against national and international benchmarks. To provide a solid baseline with respect to availability and accessibility of services in response to VaW, a comprehensive comparative analysis will be conducted in the first phase of the project, looking at the set of services required by the Istanbul Convention and comparing these provisions with the current situation in the country (Serbia).

An additional activity will be continuous advocacy for securing budget allocations to sustain the protection mechanisms, both at the national and at the local level, and in order to ensure the sustainability of project results.

Alongside these two overarching strategies, specific approaches will be used for each of the main outcomes to which the project aims to contribute.

In contribution to Outcome 1: Expand and improve quality of existing mechanisms to prevent and end VaW, the project will use **Community mobilization and Educational strategies for primary prevention**.

Reaching out to youth is a cornerstone of interventions aiming at primary prevention of VAW and one of the strategic priorities of the United Nations Secretary General's campaign *UNiTE to End Violence against Women*. The project will aim to create links with the SG's UNiTE campaign and more specifically, in the prevention pillar, with the campaign's very recently established *Global UNiTE Youth Network*. The project fully endorses the Network's principle that young people are central agents of change and, through project activities, youth will be encouraged to use their knowledge, creativity and influence in their communities to challenge gender stereotypes and behaviors that can lead to violence.

Work with children and youth will focus on re-examining gender roles via awareness-raising and social mobilization campaigns within the framework of the UNiTE campaign, building on the already existing youth campaigns in the country. The project will support implementation of school and community based programmes for preventive work with boys and girls, aimed at changing perception of the roles that men play in continuing violent behaviour patterns, focusing on the fact that violent behaviour and acceptance of violence is the result of social and cultural mores and norms, associated with gender stereotypes and the definitions of masculinity. Working with both boys and girls (and teachers/whole schools) the programme will aim to increase awareness and improve the response to GBV in schools and by schools. The programme will include communication and education packages for adults and adolescents, engaging teachers and youth in peer in-school and community activities to raise the awareness of adolescents on GBV. The programme will mobilize youth for change, educate them on intimate partner relationships and gender equality and encourage them to report and respond to violence around them. Schools will be supported in building inter-sectoral collaboration with individuals and organizations to provide a proper response to GBV. The project will also strengthen national capacities (through regional branches of the MoES, pool of experts/trainers) for advising, assisting, monitoring and measuring of GBV and responses to GBV in the school setting.

A research on mapping of the social constructs of typical gender roles, reviewing of relationships and behaviors of boys and girls will also be done. It will build on already existing process for measuring safety of the school

environment implemented in the education system (piloted through SwW programme) enriching it with necessary research instruments to address gender roles, to be used in every school implementing the programme – at the beginning and at the end of the project.

The key strategy for expanding the accessibility, provision and range of services in response to VaW (**Outcome 2**) will be **Capacity development for service providers (institutions and CSOs). The assumption is that better capacity of professionals to deliver support services, as well as stronger capacities of specialist services will result in better protection to women and girls survivors of violence.** The project uses the distinction also introduced in the Istanbul Convention between general support services and specialist services. According to the Explanatory report, para 125 (explanatory text for Art 20) of the Istanbul Convention, “general support services refer to help offered by public authorities such as social services, health services and employment services, which provide long-term help and are not exclusively designed for the benefit of victims only but serve the public at large. By contrast, specialist support services have specialised in providing support and assistance tailored to the – often immediate – needs of victims of specific forms of violence against women or domestic violence and are not open to the general public. While these may be services run or funded by government authorities, the large majority of specialist services are offered by NGOs.”

General support services, whether in police, Centers for Social Welfare or courts will be strengthened through an intensive and extensive capacity development approach that will focus on building knowledge and skills among professionals.

With respect to specialist services, up to now, the appropriate mechanism for immediate reaction to and protection from committed violence hasn’t been established in Serbia. There is no available 24/7 service of unique SOS hotline, where the person could receive all the necessary information on services in the community, on protection measures to be activated and an immediate support that would enable her to activate resources in order to come out of the situation of violence where she is exposed to risk to her physical and psychological integrity, risk for her life and of her children. The specialized response strategy to be developed and employed within this project regards establishing the unique SOS hotline, where the immediate needs for information, referral to services in local community and support will be provided to survivors of violence.

In line with the new Law on Social Protection, adopted in 2011, relevant bylaws are currently being prepared. Part of the process involves drafting of minimum standards for providing counseling /therapeutic and socio-educational services in social protection. These services will also be provided by the CSOs, which would represent capitalizing on their expertise and experience in supporting survivors of GBV at the community level.

Anticipated risks to the implementation of proposed strategies are outlined in the table below:

Key strategy	Risks	Mitigation strategies
<p>Advancing cross-sectoral and multi-agency cooperation in an integrated response to VAW</p>	<ul style="list-style-type: none"> • Support from and engagement of all relevant government bodies at national, provincial and local levels is not appropriate • Cooperation between government and CSOs is not fully effective • Cumbersome procedures affect smooth project implementation 	<ul style="list-style-type: none"> • Continuous involvement of stakeholders through regular updates, transmission of information, and public events.

	<ul style="list-style-type: none"> • Inter-agency cooperation • Relevant authorities do not have full ownership over the products 	<ul style="list-style-type: none"> • Regular consultations.
Advocacy and strengthening accountability of policies and laws	<ul style="list-style-type: none"> • Ministry of Labour and Social Policy does not foresee budgetary allocations for the further implementation of the Strategy and the Istanbul Convention 	<ul style="list-style-type: none"> • Using international pressure, through the monitoring mechanisms of international human rights treaties, such as CEDAW.
Community mobilization and Educational strategies for primary prevention	<ul style="list-style-type: none"> • Resistance from the schools to take upon this activities as everyday practice • Resistance from pupils to assess their own attitudes 	<ul style="list-style-type: none"> • MoES will facilitate process to acknowledge the work of schools • Regularly assessing the views of youth (boys and girls) through participatory approaches throughout the project
Capacity development for service providers (institutions and CSOs)	<ul style="list-style-type: none"> • Social service providers do not apply properly newly acquired knowledge • SOS hotline system does not get proper support from the actors at national, provincial and local levels 	<ul style="list-style-type: none"> • Monitoring strategy to follow up on the use of acquired knowledge and skills. • Follow up, regular consultative support.

5. Scope of project

Proposed project aims at directly contributing to the National Strategy, which covers four priority areas: 1) Establish a system of primary, secondary and tertiary prevention, 2) Improve normative framework for protection of women from violence, 3) Improve multisectoral cooperation and raise capacities of authorities and services, 4) Improve the system of protection and support for victims of violence. The Strategy covers the period 2011-2015 and refers to the territory of Serbia. It is focused on the VaW in family, particularly but not exclusively in intimate partner relationship. Prevention area targets wider public, including work with children and youth, as well as causes and consequences of different forms of VaW. The proposed project will focus on first, third and fourth strategic areas and will contribute to their implementation. Work with perpetrators programme will address only the intimate partner-perpetrators, while other activities related to prevention and protection will include other profile of perpetrators of VaW (intimate partner, non-partner family member, and/or neighbor, family friend, community member etc.).

The prevention component will, besides national strategy, also directly address priorities outlined in the strategies and action plans, laws, bylaws, protocols adopted to drive response in protecting children (boys and girls) from violence such as National strategy for protection of children from violence, general and special protocols, particularly special protocol for education institutions, education law and relevant bylaws.

In terms of coverage, the project will be implemented at the national, provincial and local levels. It will cover the territory of Central Serbia and AP Vojvodina. Republic of Serbia includes two autonomous provinces – Vojvodina and

UN Administered province of Kosovo and Metohija (UN Administered Territory under United Nations Security Council resolution 1244). The latter will not be covered by the scope of the project.

The project will build on experiences and expand the 2009-11 Norwegian funded SGBV project while consolidating PSLEGE's activities in Vojvodina in this upscaling effort. SGBV mapped 21 signed local level protocols on the basis of the General protocol. SGBV conducted trainings for implementing local level protocols in 11 municipalities. This project will target 20 new municipalities where the local level protocols will be implemented, 10 in Central Serbia and 10 in Vojvodina, while maintaining exchange and providing expert support in existing 21 localities. The project will help strengthen prevention and victim protection by addressing social norms, mores conventions and attitudes. Work with children and youth and local communities will be done in 50 schools in at least 10 municipalities.

At the national level, the project will work with the MOLSP, MOES, MOH, MOI, MOJ. At the provincial level, the project will cover the territory of the Vojvodina and will work with PSLEGE, as the main implementing partner, who will involve other provincial level authorities, such the Provincial Secretariat for Health, Social Policy and Demography, Provincial Secretariat for Education, Administration and National Minorities. At the local level, the project will target 20 new municipalities throughout Serbia.

Primary beneficiaries of the project include: women and girls in general, women and girls survivors of violence, adolescents boys and girls, and young women from all economic and social backgrounds. Primary beneficiaries will benefit from the programme through various awareness raising activities that will take place at national, provincial and local levels. In addition, particular school programmes are being envisaged by the programme that will contribute to better knowledge and awareness on the problem of gender based violence.

As for children and youth targeted through preventive and educational programmes, the project aims to reach 15,000 persons in direct contact, as well as 10,000 persons through social networks. Further, at least 1,500 more teachers, and 100 peer educators will be trained, 350 young persons will be directly involved in community events.

Through immediate system for response to VaW the project will target women and girls survivors of violence: SOS hotline calls – 2,000 women and girls, access to website – 5,000 persons.

Project will work with 70 men perpetrators, and enable a pool of total 28 professionals with skills to work with perpetrators.

Secondary beneficiaries include CSOs, educational professionals, general public and community at large, government officials, health professionals, legal officers, men and boys, social and welfare workers as well as uninformed personnel.

Secondary beneficiaries will benefit from the programme by further developing their capacities to work with survivors of violence within their mandates but also by familiarizing themselves with other support services in order to have an efficient prevention and response system for combating gender based violence in Serbia. Around 1,000 professionals working in police, judiciary, CSW, healthcare institutions will benefit from the project in terms of strengthening their capacities.

6. Expected results and main activities to achieve them

The overall goal of the project is to create social and institutional environment that will contribute to reducing violence against women in Serbia. The project seeks to induce institutional and behavioural changes among key stakeholders that will contribute to reducing the prevalence and incidence of VaW that is pervasive nationwide. The project intervenes in two broad areas of activities: prevention and protection.

Within the prevention pillar the project aims to expand and improve quality of existing mechanisms to prevent and end VaW (**Outcome 1**). The focus will be on raising awareness of violence and offering knowledge and skills for non-violence behaviours, rejecting and reporting violence among three target groups, respectively: 1. children and youth, 2. perpetrators and 3. women at risk of violence and the general public. The preventive activities will be developed and realized in order to achieve the following outputs:

1.1. New school GBV programmes developed and implemented in schools

This component will be implemented fully in line with the existing legislation and other processes and programmes in the education system aiming at protection of children from violence, particularly SwW programme.

The project will include enriching current and developing new package of research instruments that will closely assess gender roles and stereotypes in schools thus helping them to develop appropriate interventions and measure progress. The research instruments will be available for all schools, as part of the MoES package for measuring safety of the school environment, and implemented in at least 50 selected ones.

The project will support capacity building of education advisors from regional branches of the MoES (at least 18) to advise and monitor prevention of violence, including GBV in the schools. The project will mainstream gender through basic SWV education package which will be available to all schools. In addition, specialized GBV package will be developed for schools with focus on work with boys and reduction of dating violence. At least 60 SWV mentors, will be trained to support schools in preventing and responding to GBV, and to implement newly designed programme package. SwW programme, with GBV component will be implemented, through the support of mentors, in each school in order to build their capacities for preventive work and to develop/strengthen their procedures to properly respond to GBV.

The selected schools (50) will include both primary and secondary schools, among which some will be already implementing basic package of the SwW programme. School programmes will address/train all teachers/adults in schools, parents and pupils (numbers depend on the size of schools but app. for 50 schools they reach a least 1,500 teachers, 15,000 pupils and as many parents) and will target prevention as well as intervention component. Prevention component will particularly engage physical education teachers and sport activities, forum theatre and other interactive activities that enable working on transformation of behaviours and attitudes towards changing the perception of the roles that men have in continuing violent behavior patterns, putting focus on the fact that violent behavior and accepting violence is the result of social and cultural clichés, definition of masculinity and stereotypical understanding of gender roles. Preventive programmes with women should redefine the role of women in the society and change the understanding of “accepting and enduring violence”, which are the results of gender socialization and cultural stereotypes. The manual will be published with relevant materials for schools. Intervention component will focus on strengthening capacities and procedures within schools in reporting and acting upon GBV in the school as well as in the family setting, securing required assistance and support. It will facilitate their collaboration with other relevant sectors (welfare, health, police as well as CSOs) on the local level through joint activities and definition of specific treatment procedures to maximise protection of children as well as women and girls from violence.

The project will engage school pupils’ teams/peer violence prevention teams and pupils’ parliaments in preventive activities as well as in the activities that would support reporting and protecting children/youth from violence itself. The prevention and intervention component will be complemented with strong communication and social mobilization local campaigns and youth activism. Social media will be highly engaged (see output 3).

- **1.2. Work with perpetrators (WWP) programme introduced as a standardized social protection service within MoLSP**

Professional service providers in 4 CSWs will be trained to work with perpetrators of violence, based on the best practice Norwegian model “Alternative to Violence” (ATV). The service will be based on voluntary involvement of perpetrators with the aim of examining attitudes towards women. The primary goal is to ensure the safety of survivors of violence and prevent recidivism to VaW in family and in intimate partner relationships. The target group are men perpetrators who are violent against their intimate partners.

Within the SGBV project, a group of 16 professionals in three CSWs in the cities of Kragujevac, Niš and Belgrade were trained by the Norwegian experts to become trainers and to implement the programme for work with perpetrators. The available pool of 16 local trainers will provide trainings for the professionals in other CSWs in Serbia. Within the proposed project, 16 trained professionals will develop the work with perpetrators programme based on the acquired knowledge, which will be tailor-made for the local context. The programme and the teaching materials will be submitted for the formal accreditation in the Institute for Social Protection of the Republic of Serbia. Through the accreditation it will become an institutionalized programme for work with perpetrators and a formal training possibility for the professionals in the state social protection sector. Prepared training materials will be published and provided as reading materials during the trainings for professionals. The trainings will be conducted in 4 local CSW, for four professionals in each of the CSWs involved. After the delivery of the first set of trainings, the professionals will start implementing the WWP under the monitoring and supervision of their colleagues who have trained them - the group of 16 professional trainers trained by Norwegian experts. During the project all of the 7 CSWs involved will be delivering the therapy treatments for WWP (3 CSWs trained within SGBV + 4 new involved within the proposed project). Parallel to the new service for WWP upscaling activities, at the policy level, the project will pursue the efforts to build the formal recognition of the validity of WWP programme through formalizing the agreements between Public Prosecutor and CSW. The current legislation does not contemplate the possibility of mandatory treatments for perpetrators unless there are severe alcohol or drug addictions or mental health problems involved. In the absence of the recognition in legislation of the need to work on resocialization of the perpetrators who committed minor bodily harms, misdemeanours acts and similar, typical for the initial episodes of family and intimate partner violence, the project will aim to engage the Prosecutor Offices in directing perpetrators to WWP in the community in a form of recommendation.

- **1.3. General public better informed about GBV, available protection mechanisms and engaged in actively preventing VaW.**

The activities foreseen under this output will include development of ICT tools that will enable better access to information on gender based violence and on available protection mechanisms. Web portal will be set in place where the information on all available protection mechanisms will be easily accessible. It will include mapping and contacts of all institutions and organizations providing services to survivors of violence at the local level, with the short description of the type of services provided and the search possibilities according to the territory and the type of service. Furthermore, the virtual space will be reserved for the knowledge resource centre where the existing researches and studies on VaW in Serbian language will be available for the public. In the first place, the web portal will represent an orientation tool for the persons searching services in their community. On the other hand, it will be a resource centre for the professionals where they'll be able to find all the relevant information on the current legislation, policies, prevalence of VaW in family and in- depth studies of various aspects of this structurally present phenomenon. In order to promote the access to the tool, as well as to inform the public on available services, especially the unique SOS hotline that will be established through the project activities, public campaign will be

conducted with the realization and screening of video spots against VaW.

Building on good practices established through the SGBV and EVaW projects, the proposed project foresees public events and round tables within the international campaign 16 days of activism against VaW, and in the framework on the UN Secretary General's campaign UNiTE to End Violence against Women, in cooperation with local gender equality mechanisms and with the national and provincial gender equality mechanisms. The public round tables will gather stakeholders in order to promote the social responsibility of each of the parties to actively engage in preventing and combating VaW, sending the clear message about zero tolerance to VaW. These occasions will be used to inform the public about the progresses made in protection and in providing institutional response to VaW, as well as for advocating the need for the institutional budgetary recognition for the activities initiated on project basis.

The project will scale up the activities related to realization of the trainings for editors and journalists on gender sensitive reporting on VaW. Work with media is of crucial importance since the mass media contribute significantly to creating a public discourse on VaW. The media reporting analysis on VaW has shown a great deal of insensitivity for the position of survivors of VaW, often exposing them to the secondary victimization and trauma. The sensationalistic approach dominates in reporting on VaW with the frequent exposing of images of victims in cover pages. For these reasons the project will organize a series of trainings for journalist and editors on gender sensitive reporting on VaW.

In order to track media reporting on VaW the project will collect daily press clippings, based on which quantitative analysis and media coverage analysis will be undertaken regarding VaW in print and TV media. A qualitative analysis of articles and TV shows will be conducted to gather data and information on the public discourse produced through media reporting on VaW. The qualitative analysis will serve as baseline information on reporting on VaW. The final research based on the same methodology will be conducted in the final evaluation phase in order to trace the shift in public discourse creation related to VaW.

In at least 10 communities (the same where multi-sectorial teams will be developed) through formal and non-formal youth groups gathered around some of the existing youth participatory mechanisms (school parliaments, youth offices, youth clubs, youth organizations and CSOs, voluntary networks and youth workers) local youth campaigns and events will be organized to address issue of GBV particularly the stereotypes related to gender roles of boys. Local campaigns will be developed through participatory process by youth, building strong partnerships between schools and youth community groups. For the peer education work to be used in schools as well as in the communities the education will rely and use largely experiences from the PSLEGE project with GBV peer educators and center E8/CARE project "Young men initiative". In 2010, PSLEGE commissioned a manual for peer education about violence in intimate partner relations; the manual (*Start from Yourself*) was developed by the Autonomous Women's Centre in cooperation with PSLEGE (<http://www.endvawnow.org/en/tools/view/721-recognize-violence-in-partner-relationships-youth-guide-2010.html>). The trainings commissioned with high-school students in Vojvodina were very well accepted. The manual from Centre E8/CARE is developed but still not published. The activities within this output include development of training package for youth, trainings of selected youth in each of the municipalities and support to local actions. These local campaigns will be accompanied with communication materials and campaign through social networks trying to reach out to as many youth, particularly boys. The campaign would be linked with the Linked to the UN Secretary General's campaign *UNiTE to End Violence against Women* and *Global UNiTE Youth Network* initiative, build on SwV campaign as well as Young men initiative campaigns and will aim at enriching and benefiting all three networks already established. It will also be linked to the Unique national level help-line and where appropriate complement it. The hosting structure of youth team will be capacitated to support and replicate this mobilization in the future. The project will aim at positioning and engaging local youth GBV teams within local multi-sectorial teams - as advocates but also excellent channel for reaching out and informing other young people.

Within the protection pillar, the project aims to expand accessibility, provision and range of services in response to VaW (**Outcome 2**).

The project will assist in implementing standards of the Istanbul Convention. Being a landmark treaty and the first in Europe to create a comprehensive framework for addressing violence against women, it requires state parties to make the following services in response to VaW available and accessible to all those who need them: emergency hotlines available 24-hours (art 24); immediate police protection (art 50.1); health care for treatment of injuries (art 20.2); post-rape care (art 25); counseling (art 20.1); shelter and alternative safe housing (art 20.1 and 23); legal aid (art 20.1 and 57); as well as services facilitating longer term recovery from violence, such as financial assistance, education, training and assistance in finding employment (art 20.1).

2.1. Quality of general support services and multi-institutional coordination improved at local level

Institutionally, the project will equip state and local actors to strengthen protection afforded to the survivors of violence through two components:

- (1) Increased capacities (knowledge and skills) of professionals from all institutions mandated to respond to VaW to deliver quality services and
- (2) Increased coordination at the local level (institutional capacities, through the development of local protocols for inter-institutional cooperation in the response to VaW).

The project will work on specific capacity building of professionals from all institutions mandated to respond to VaW, including CSWs, police and courts to better provide services to survivors of violence. The project will advance the skills and knowledge of police, judges and prosecutors in responding to cases of VaW. The General protocol introduced the obligation for the line ministries to develop specialized protocols of conduct and proceeding in cases of VaW in family and in intimate partner relationships. The ministries involved are the MoLSP, MoI, MoJ and MoH. Development of specialized protocols is supported through the SGBV project, and will be completed before November 2012.

In terms of the implementation of the foreseen sectoral protocols, the proposed project will organize specialized trainings for professionals in each of the sectors: judiciary, police and social workers from CSW, while education sector is covered through prevention component. Building on the established cooperation with the Judicial Academy, trainings for judges and prosecutors will be delivered based on the existing SGBV curriculum and adjusted/expanded in the specific contents of the specialized protocols. These trainings will enable judicial system to better respond to committed VaW by recognizing the various forms of VaW and being able to take adequate measures to respond to it. Research published in 2011 has shown that the judiciary is not using adequately the available protection measures for victims of VaW and that there is a tendency to opt for the less strict sentences, especially in the cases of first offenders. In fact, for example, out of 606 cases of domestic violence processed within criminal legal procedures in Vojvodina, there was no issuance of a restraining order. Trainings for judges and prosecutors will enable them to better understand the phenomenon of VaW, and, more importantly, to better use the available legislative tools for prosecution of perpetrators and protection of victims.

Trainings for the police officers will be also building on existing SGBV curriculum of the Police Academy with the integration of the module regarding the practical application of the specialized protocol for the police in cases of VaW in family and intimate partner relationships. The trainings will focus on specific interventions of the police officers ranging from the first contact with victims and perpetrators, documentation of the violence, risk assessment, reporting system, pressing charges, cooperation with the social protection and healthcare services and

prosecutor offices. Trainings will build capacities of the police officers in terms of better understanding the mechanisms involved in VaW (knowledge) and better responding to VaW with the focus on protection of victims (skills).

The project will also further enhance the knowledge and skills of professionals working in CSWs. In particular, based on identified needs, specific trainings will be organized for lawyers from CSW on launching judicial procedures in cases of domestic violence and other forms of violence against women (at least four trainings). In cooperation with local CSOs, direct assistance will also be provided to women during criminal justice proceedings in cases of DV. In addition, initial trainings will be organized for newly hired social workers that were not reached by either of the previous projects. Specific needs will be identified based on reports from a database of professionals that was created as an output of the implementation of the EVaW project. The database covers 45 municipalities of Vojvodina and it is planned to expand its coverage to all other trained professionals in Serbia.

Furthermore, the project will strengthen multi-sectoral coordination and response at the local level, providing integrated services to survivors of violence in accordance with the General protocol adopted by the GoS.

The project will work towards the implementation of the General Protocol at the local level. With this aim, the project will support the organization of local multi-sectoral teams for implementation of integrated service approach at local level. The project will also ensure that multi-sectoral mechanisms are capacitated to recognise children as victims of family violence (including when they are witnessing the violence) and act accordingly in order to ensure their full protection. This approach foresees efficient coordination and cooperation of relevant local level actors and enhanced efficiency in the management and exchange of data on specific cases.

The most important institutional changes expected are the development of local level protocols of cooperation in at least 20 municipalities across Serbia, consistent with the General Protocol. The project partners will provide consultative support to municipalities in the development of these protocols. The project will also aim to create preconditions for the implementation of the local level protocols, by equipping professionals with necessary knowledge and skills for organizing cases conferences and coordinated inter-agency work, as envisaged by the local level protocols. Although MoE didn't sign the national protocol itself (as their response is detailed through protocol related to children) it will participate in the local intersectorial collaboration where relevant. The project will seek to contribute to the further establishment and effective functioning of a coordinated institutional response in addressing violence against women by involving at least 600 professionals in at least 20 municipalities. Activities will entail trainings and seminars for employees of the local offices for health, education, social protection, the police and the judiciary, aimed at informing them about the implications and implementation of the General Protocol. It will enhance and strengthen the practices of CSWs, health care providers and educational institutions enabling them to offer quality services to women and children who suffer violence.

Local level inter-institutional cooperation will be further strengthened through the introduction and use of a software-based system for tracking institutional response to domestic violence. In 2010, with the aim of establishing a regular practice of keeping records on reported cases of DV (including type, characteristics, data on relation between victim and perpetrator, consequences of violence, provided services and inter-sectoral cooperation), a working group at the level of APV developed a model for record keeping for the following agencies: CSWs, healthcare service, public prosecutor, police, NGO support service, courts (criminal, family and magistrate). The aim of the model is to improve multi-agency cooperation, standardize existing records on reported DV cases and improve protection of victims/survivors. The record keeping model is currently being tested in 3 selected municipalities in Vojvodina. Software enabling electronic record keeping is currently being designed and will be tested in the same 3 municipalities. PSLEGE also provided adequate infrastructure (computers) for the implementation of the electronic system of record keeping in these municipalities. The model of record keeping and

attending electronic system for tracking institutional response to DV is also included in the National Strategy.

In the currently proposed project, and in line with the National Strategy, it is envisaged that a total of 10 municipalities in APV have tested the software and are able to use it for their record keeping on cases of DV and for monitoring the institutional response. PSLEGE, with support from UN Women, will provide training and consultative assistance to all municipalities to increase their capacity to use the software-based system for tracking the institutional response to cases of domestic violence.

The result of the Vojvodina-level software and testing would also yield products and experiences that would be of great significance for the further promotion and monitoring of coordinated institutional response towards violence against women throughout Serbia and they be disseminated at national level in the scope of the currently proposed project.

2.2. System for specialized response to committed violence established and consolidated

Accessibility of services to victims/survivors will be strengthened by establishing a rapid response system to committed violence, that will include a unique national SOS hotline, and significantly expanded public awareness associated with the existence of a one-stop centre providing information to victims of VAW. One-stop-centre implies creating a database of all available services for survivors of VaW at the local level with description of services provided. The part of the database will be publically available at the web portal dedicated to the issue. Part that will not be publically available will comprise a list of all professionals trained through the SGBV and EVaW projects, as well as through the proposed project. This will ensure the operators of the unique SOS hotline are able to activate a specialized support network in local communities in the cases where required.

For the purpose of providing the accessibility of the SOS hotline 24/7 and in order to evaluate the expertise of women CSOs, the project will work on building the network of service providers which will be in charge of the unique SOS hotline. By the end of 2012, bylaws on the Law on Social Protection will be drafted and adopted. The adoption of the “Minimum standards for SOS service providers” will enable the implementation of the provisions regarding private social sector service providers. In alignment with this significant institutional change, as well as in alignment with Article 20 of CoE Istanbul convention on specialized service providers, the project will propose the model of public-private partnership in the social protection system for providing the SOS hotline service available 24/7. The project will support the state in coordinating and channelling stakeholders’ efforts in better service provision. The project will formalize partnerships with CSOs through grants assignment mechanism to CSOs specialized service providers, specifically for the SOS hotline service. UNDP in cooperation with GED will assign grants to 10 women CSOs service providers. PSLEGE has already supported the establishment of a SOS helpline network that comprises the following organizations: SOS Women’s Center Novi Sad, Iz kruga Vojvodina –Novi Sad (NGO for support of women with disabilities), Center for Women’s Support – Kikinda, Women’s Alternative – Sombor, Roma Association – Novi Becej (helpline in Hungarian and Romani). With the support from UN Women, PSLEGE will provide technical support for this network of SOS helplines working in Vojvodina, especially activities aimed at standardization of their services, based on the minimum standards included in the Istanbul Convention, and expansion of availability of services and their scope.

Establishment of the unique national SOS hotline will be accompanied by a public awareness campaign that will inform the broader public on the existence of a one-stop centre, specifically aiming to reach women at risk of violence, including women from marginalized groups.

2.3. New Strategy for preventing and Eliminating VaW developed in Autonomous Province of Vojvodina

The EVaW project has been implemented in direct support of the implementation of the Strategy for Protection against Domestic Violence and Other Forms of Gender Based Violence in the Autonomous Province of Vojvodina (2008-2012). As the latter ends in 2012, UN Women, within the scope of the proposed project, but mostly as an own financial contribution to the project, will support PSLEGE to develop a new strategic document (expected 2014-2017) based on results of the external evaluation of the impact of the strategy of the period 2009-2012. The new Vojvodina EAW Strategy is being developed as a framework policy to localize and tailor the National Strategy to the authority of provincial level government and the mandates of local institutions in the province.

While the results of the final evaluation of the EvaW project will only become available at the end of 2012, a number of important lessons on the implementation of the current Vojvodina strategy have already been collected through the regular, annual monitoring of the project. These lessons will inform the development of the new Strategy, which should be expanded to cover a broader scope of VaW, not just DV, especially sexual violence against women. An additional recommendation of monitoring reports suggests the new strategy should focus more effectively on women from minority and marginalized groups as these are particularly vulnerable in access to support. To respond this finding, the process of Strategy development will include an extensive consultation process, including focus groups with women survivors of violence and specific focus groups with women belonging to vulnerable/multiply discriminated groups, such as Roma and rural women. Lack of measures for support of economic empowerment of women survivors of violence was identified as an important gap in the current Strategy. In order to develop recommendations for inclusion of such measures in the new Strategy, PSLEGE will develop a policy paper on economic empowerment of women survivors of violence based on a collection of international, national and local good practices in the field.

The drafting of the Strategy will include the development of a monitoring framework with specific indicators, benchmarks and targets, particularly with respect to provision of services. The new Strategy will be costed and it is envisaged that an international expert will be involved to provide overall guidance on the costing of the strategy.

7. Sustainability

The project proposal is building upon and expanding on mechanisms and frameworks that have been set through the three UN-led interventions, mentioned in previous sections of the proposal. This project will aim to consolidate the results of the previous actions and ensure that sufficient capacity is in place for an integrated approach to ensure full implementation of the existing measures against VaW.

Key strategies for achieving sustainability include:

- Clear division of roles in the project implementation;
- Strategic partnerships with key stakeholders, including government at the national, provincial and local levels;
- Ensuring full government ownership over the project activities through national implementation modality;

With regards to the components related to the work with service providers and perpetrators of violence, the sustainability will be insured by: preparing specialized protocols of cooperation at the local level which will represent commitment of local authorities to address gender based violence in a comprehensive manner and in accordance with the national strategy and to ensure the necessary framework for the successful implementation of the protocols. By developing capacities of actors working on different aspects of violence against women (police, judiciary, social workers, CSOs), by working with service providers (from government and civil sector). By establishing a unique SOS hotline, the project will ensure non-stop service for victims of violence. This system will

inevitably involve multi-stakeholders such as different levels of the government, CSOs, private sector etc.

All components related to the education system will be fully integrated in the system. Gender related indicators will become a part of the process for measuring safety of the school environment and recommended to all schools. Regional units of the MoE (education advisors, focal points from violence prevention) as well as at least 60 experts from the network of professionals active in violence prevention in the education system will be educated for monitoring and provision of relevant support to schools re GBV, thus providing regular support through already existing mechanisms of support. Education packages for professional development of teachers will be accredited and manuals for their implementation widely available. In order to ensure the sustainability of the education component of the program on the school level, it is important that the activities arising from the program enter and become part of the annual plan for prevention of violence. Schools are required to annually prepare plans for violence prevention and annual reports, and project will ensure that reducing GBV becomes a continuous part of the school plans. Local youth community partners will be selected so to enable their continuous work on this issues in the future. As education on GBV will become integral part of the “School without violence” programme it will continue its implementation through it – funds for SwV project are provided locally. Donations are given by individuals and companies.

The adoption of the draft Strategy in Vojvodina by the Vojvodina’s government will ensure provincial ownership of the policy document and allocation of funds from the budget of Vojvodina for implementation of its measures.

Project risks have been addressed in the Section 4 of the project proposal.

8. Partnerships

Three agencies will implement the project: UNDP, UNICEF and UNWOMEN.

UNDP will assume managerial roles and responsibilities, as the lead agency and administrative agent.

UNDP’s role will be to contribute to setting the baseline for implementation of the Istanbul Convention, to further support implementation of the National Strategy and General Protocol of Cooperation, and encourage more effective law enforcement in the field of protection of victims.

UNICEF will contribute to implementation of the National Strategy and special protocol for protection of children from violence in education institutions, primarily addressing social norms and behaviours of children and youth and working on strengthening education system response to GBV and youth mobilisation and participation for ending GBV in the local communities.

UNWOMEN will support development and implementation of the project in Vojvodina, provide technical assistance to the PSLEGE, and thematic advice for overall project implementation.

A key implementing partner will be the national body responsible for implementation of GBV policies. The project will engage primarily with the GED of MoLSP, as it is aimed at directly contributing to the implementation of the National Strategy, which will represent the overall framework of intervention. In addition, the project will partner with the provincial gender mechanism –PSLEGE. The project will also work with the GEMs at the national, provincial and local levels, strengthening their capacities to implement the National Strategy. At the same time, in line with the objectives of the Strategy, and its implementation documents (in particular the General Protocol), the project will engage a wide range of institutions and organizations involved in the protection of survivors of violence, at the national (MoLSP, MoI, MoJ, MoH, MoES) and the local (CSWs, local territorial units of the Police, local healthcare centres, primary and secondary schools, courts and local prosecutors offices) levels. MoES will be the key partner in

changing gender perception and roles. Education system component will be implemented directly by the MoES, Unit for violence prevention, thus ensuring its full integration and complementarity to the already existing institutional framework. Initiatives and activities to prevent violence against women and girls will address the general public and the community at large to educate and raise awareness on VaW. Working through primary and secondary schools, and youth-led organisations the project will address youth and adolescents, particularly boys, in order to raise awareness on GBV, change stereotypes linked to gender roles and their relation to violence, and strengthen appropriate responses to GBV.

The project will support public private partnerships to enhance and strengthen policy implementation in order to reduce and eliminate violence against women, especially in service provision, recognizing the role of CSOs, which are important in providing services to the survivors of violence, thus capitalizing on their expertise and experience in supporting survivors of gender-based violence at the community level. The CSOs SOS hot line service providers will be supported and engaged in the project through grants assignment in order to provide 24/7 SOS response mechanism through coordinated action. The existing SOS women's organizations led SOS hotlines will be supported, such as Autonomous Women Center from Belgrade, SOS for women and children from Vlasotince, SOS from Vranje, Cultural Center Damad from Novi Pazar, Peščanik from Kruševac, SOS women center from Novi Sad, Oasis of Security from Kragujevac, Fenomena from Kraljevo, Women for Peace from Leskovac, "...Out of circle" from Belgrade and Novi Sad (target group: women with disabilities), Roma Association - SOS for minority groups women from Novi Bečej and Osvit from Niš (target group: Roma women) etc. The project will engage with the women's organizations network, such as Women against Violence network.

9. Monitoring & Evaluation and Knowledge Management plans

The participating Agencies are committed to achieve the specific and measurable results of the Programme. Monitoring and evaluation will be conducted in accordance with the Programme Monitoring and Evaluation Plan and be subject to each Agency's regular internal audits.

A JP monitoring and evaluation system will be designed to assess the performance of the programme in terms of relevance, effectiveness, efficiency and impact. Two main means will be used as the basis for monitoring the progress of programme implementation: 1) detailed annual work plans and 2) field visits. The workplan will give indications of the activities to be implemented by each Agency. It will describe in detail the required inputs and the expected results within a given timeframe. Monitoring of targeted activities for youth and other awareness raising activities will also be implemented through social media.

The UNDP will take the lead in the design of a rigorous monitoring and evaluation plan for the project and will monitor performance regularly in order to measure relevance, results and impacts. Findings of ongoing monitoring and evaluation will enhance, and will adhere to standard programming policies and procedures including: quarterly progress reports and quality assessment, establishing and maintaining issue and risk logs, and submitting regular project progress reports to the project management board/committee. A baseline survey will be launched at inception to map the GBV service provision nationwide. During the implementation phase, the joint programme coordinator will collect, manage and disseminate data information necessary to track. The project will be monitored regularly by the Project Board consisting of representatives of national counterparts and agencies participating in the implementation project. The results of monitoring exercises and the lessons learned will be included in the narrative progress reports.

At the completion of the project, the UNDP will coordinate an independent, external evaluation of the project. The evaluation will be informed by baseline and repeated surveys with children/youth and teachers that will measure the prevalence and perception of violence and the response capacities of different actors, and by baseline research on the availability and accessibility of services in response to VAW in Serbia, compared to the set of services required by the Istanbul Convention. The key findings of the external evaluation will be translated into a set of recommendations and lessons learned for the national counterparts.

The annual review of project progress will be made by national partners and participating Agencies. The UNDP will produce an annual consolidated narrative progress report based on inputs from all participating agencies and will produce a consolidated financial report after receiving individual financial reports from each participating agency. In addition, Financial Audit for National Implementation Projects will apply.

Project risks will be addressed through signing of appropriate documents at the very beginning of the project implementation and by good definition of roles of all project stakeholders. In addition, regular meetings of the project management board/committee will serve as a monitoring tool for risk mitigation.

10. Beneficiary Satisfaction

Beneficiary satisfaction will be periodically assessed during the project implementation. Qualitative and quantitative data will be collected through informal and formal interviews, post training evaluations, training attendance records, Institute for Social Protection reports and formative and final project evaluations. For the work with youth social media will be used to gain insight into the level of satisfaction of this beneficiary group. Project Management Board and Project Management Committee meetings will be used for soliciting feedback, as appropriate. Full list with Objectively Verifiable Indicators and Means of verification is given in the logframe.

11. Institutional Arrangements, Management and Administration

The Joint Programme will be implemented by three Agencies of the United Nations System: UNDP, UNWOMEN and UNICEF. UNDP will be the Lead Agency and responsible for the following outputs:

- Work with perpetrators of violence programme introduced as a standardized social protection service within the MoLSP;
- General public better informed about GBV, available protection mechanisms and engaged in actively preventing it;
- Quality of service provision and coordination at the central and local level improved;
- System for immediate response to committed violence established.

The UNWOMEN will be responsible for outputs related to:

- Quality of service provision and coordination at the central and local level improved;
- New Strategy for preventing and Eliminating VaW in AP Vojvodina developed

The UNICEF will be responsible for outputs related to:

- Development and implementation of new school GBV programmes in schools;
- General public better informed about GBV, available protection mechanisms and engaged in actively preventing it.

UNDP in Serbia has been working on gender equality since 2004, initially through poverty-reduction lens, later broadening the scope to local economic development and security sector. Partners (institutions and CSOs) recognized UNDP as credible and effective partner which delivers results and impacts in reducing the GBV and promote gender equality. UNDP works closely with GED within MoLSP, MoI and Ministry of Defence, and activities are aligned with relevant strategic frameworks.

UNICEF has been supporting the Government in strengthening social systems for protection of boys and girls from violence, abuse and neglect since 2000. Support to education system was provided through policy development and implementation of the "School without Violence" Programme. UNICEF currently supports Violence Prevention Unit in MoES which will be a partner for the implementation of this project. UNICEF is recognized as a key actor in school violence prevention and youth participation programmes.

UN Women in Serbia provides technical assistance and financial support to governmental and non-governmental partners in their efforts to advance gender equality. UN Women's partnership with PSLEGE is one of the longest in the country (since 2006) and it has been repeatedly selected as a best practice example of assistance to governmental agencies. UN Women supported PSLEGE in implementing the UN Trust Fund-supported project Towards a Comprehensive System to End Violence against Women in Vojvodina.

A project management board/committee will be established to oversee and coordinate Programme implementation. It will act as the principal coordinating and supervisory body for implementation of the JP and provide policy guidance and recommendation regarding Programme strategy and objectives. It will periodically review and oversee Programme achievements and financial disbursements. It will meet on quarterly basis throughout the life of the JP and will be composed of representatives of participating UN agencies, participating Government and Provincial bodies.

The lead agency for this Joint Programme, UNDP, chairs the PMC, as delegated by the UN Resident Coordinator. Representatives of other line ministries, local authorities, the social partners and non-government organizations promoting the interests of target groups may also participate in the PMC meetings on an ad hoc basis.

UNDP will act as Administrative Agent (AA) for the Joint Programme. Specific tasks related to the Administrative Agent role can be performed by UNDP Resident Representative with explicit delegation and authorization from the Executive Coordinator of the MDTF Office. The AA will be responsible for:

- Disbursing approved resources to the participating UN organizations
- Consolidating the Joint Programme narrative report with financial reports from Participating UN Organizations (including analysis of financial and narrative data)
- Providing narrative reports to the National Steering Committee
- Providing the Consolidated Joint Programme Progress Reports, and other reports as appropriate to the donor,

i.e. the Fund Steering Committee through the Secretariat

- Streamlining the reporting systems and harmonizing reporting formats based on joint programming best practices
- Facilitating the work of the participating UN organizations to ensure adherence to a results based reporting structure around outcomes and outputs
- Ensuring that fiduciary fund management requirements are adhered to fully

Each participating Agency assumes complete programmatic and financial responsibility for the funds disbursed to it by the Administrative Agent and can decide on the execution process with its partners and counterparts following the Agency's own applicable regulations.

Each Agency will establish a separate ledger account for the receipt and administration of the funds disbursed by the Administrative Agent. The participating Agencies will deduct their indirect costs on contributions received not exceeding 7% of the Joint Programme budget in accordance with the provisions of the Memorandum of Understanding signed between the Administrative Agent and participating Agencies.

The participating agencies are committed to the implementation of the project in a joint manner, including with respect to the overall management and coordination of the project. Therefore, although each participating agency contributes required human and financial resources to the project, there is a need for allocating the time and skills of a dedicated project coordinator who will be responsible for overall management and day-to-day coordination of project activities, as well as tracking progress towards achievement of desired outputs and contribution to desired outcomes. The joint project coordinator will be directly responsible to the Resident Coordinator and ensure that the joint project aligns with the overall vision of delivering as one within UN Country Team in Serbia. Given that none of the participating agencies have the resources to support this specific coordination function, the resources are requested from the UN Trust Fund.