



# DRAFT FINAL EXTERNAL PROJECT EVALUATION REPORT

No More Victims: Roma Women and Girls Respond to Violence  
Location: Republic of Serbia

Client: Association of Roma Novi Bečej (ARNB)  
Donor: The United Nations Trust Fund to End Violence against Women  
Pro studio Agency for Professional Consulting and Management  
February 2019

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*This Evaluation Report has been developed by an independent evaluator. The analysis presented in the Report reflects the views of the author and may not necessarily represent those of ARNB, its partners or the UN Trust Fund*

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# 0 List of Acronyms and Abbreviations

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APV – Autonomous Province of Vojvodina

ARNB – Association of Roma Novi Bečej

CSOs – Civil Society Organizations

CEDAW - Committee on the Elimination of Discrimination against Women

CRPD Convention on the Rights of Persons with Disabilities

GREVIO – Group of Experts on Action against Violence against Women and Domestic Violence

MLEVSA – Ministry of Labour, Employment, Veterans and Social Affairs

PSSPDGE – Provincial Secretariat for Social Policy, Demography and Gender Equality

PSH – Provincial Secretariat for Health

PSSY – Provincial Secretariat for Sport and Youth

UNTF – The United Nations Trust Fund to End Violence against Women

VAW – Violence Against Women

# 1 Executive Summary

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## 1.1. Context and description of the project

The project “No More Victims: Roma Women and Girls Respond to Violence” has been implemented by the Association of Roma Novi Becej from Novi Becej, Republic of Serbia and funded by United Nations Trust fund to End Violence against Women and OAK Foundation. Association of Roma Novi Becej was founded in 1999, officially registered in 2000 as the non-profit Roma organization, which through activism, knowledge and specialized services empowers Roma and other minority women to live without violence in Vojvodina. Association of Roma Novi Becej with its specialized services is focused on violence against women prevention and protection, girl-child rights and the problem of social and institutional discrimination and racism against Roma – focusing on specific position of Roma women. Under the scope of its services (as well as this project) the Association provides services also to LGBTI Roma women and Roma women with disabilities and trafficked women and girls and sex workers.

The project duration was 3 years (from January 1<sup>st</sup>, 2016 to December 31<sup>st</sup>, 2018) and it was completed within the planned time frame.

The project targeted the change on the level of the Autonomous Province of Vojvodina, as a part of the Serbia. It addressed violence perpetrated or condoned under the traditional patterns and patriarchal values in local Roma communities – early, forced and arranged and child marriages and generally violence that Roma women are exposed to due to unresponsiveness of the state and highly discriminative practices in provision of institutional services for them.

Primary beneficiaries of the project, targeted by the project proposal, were women and girls from minority and ethnic groups (2000), LGBTI Roma women (150), women with disabilities (250) and survivors of violence (2000). Secondary beneficiaries were decision makers (decision makers, policy implementers on the level of the AP Vojvodina and nationally), civil society organizations and general public (media and public in general). On the level of secondary beneficiaries estimated outreach was 3110 persons, and real outreach was above 10.000 thanks to the media campaign.

Strategies used for project implementation are services provision to women survivors of violence and advocacy in preventing violence, and better responsiveness and accessibility of institutional services for Roma women, creating and enhancing multisectoral referral systems for improving service delivery and strengthening institutional responses related to the problem of early, forced and arranged and child marriages in Roma communities in Vojvodina.

The project aimed to improve mechanisms and measures to influence on ending the practice of early, forced and arranged child marriages of Roma girls in Vojvodina and ensure better protection of Roma girls in such specific cases. The project has two expected results. The first is that Roma women and girls have improved access to services and justice to avoid early, forced marriage in Vojvodina by December 2018 and the second is that the Office for Roma Inclusion in Vojvodina introduces specific measures and programmes that prioritize ending early forced marriages of Roma girls.

The project applied gender perspectives, human rights approach, social inclusion principles, observations on intersectional discrimination, and analysis of multiple disparities facing by minority women.

## 1.2. Purpose and Objectives of the Evaluation

This is a mandatory final project evaluation required by UN Trust Fund to End Violence against Women. It is also final evaluation of the Association of Roma Novi Becej project that supported the SOS Helpline on minority languages, legal aid and court representation of minority women survivors of violence and introduced the piloting of the service “support in crises situation”.

### Purpose of the evaluation

External evaluation is implemented with the aim to assess the relevance, success, efficiency, sustainability and effectiveness of the project. The overall objectives of the evaluation are to:

**Objective 1:** Assess the entire 3-year project progress towards the set goal as well as the outcomes and outputs from the perspectives of effectiveness, relevance, efficiency, sustainability and impact;

**Objective 2:** Generate key lessons and identify promising or emerging good practices in the field of ending violence against women for learning purposes;

**Objective 3:** Identify prospective innovative approaches and strategies to end violence against Roma girls and women from the perspectives of early, forced and arranged and child marriages.

The evaluation results will be used by the UN Trust Fund to End Violence Against Women to assess the overall impact of the project. In addition, it will be used by Association of Roma Novi Bečej management team and the SOS Helpline on minority languages team in understanding the achieved outcomes, positive effects and evidence based impact, and eventual negative circumstances or side-effects of the actions implemented under the project implementation plan. It will be used for planning the continuation of the services, strategic orientation of the Association and to scaling up services for Roma women and girls survivors of violence and victims of early, forced and arranged and child marriages in Vojvodina. Evaluation results will support the Association of Roma Novi Bečej in designing further activities and diverse approached programs based on perspectives of primary and secondary beneficiaries.

The evaluation covered the entire project duration (from January 1<sup>st</sup>, 2016 to December 31<sup>st</sup>, 2018). It is focused on activities and impact in the region of AP Vojvodina, but takes in account effects and success at the national level.

This evaluation covered the target primary and secondary beneficiaries as well as broader stakeholders, including service providers selected experts who took part in the project. The key areas of this evaluation included: effectiveness, relevance, efficiency, sustainability, impact, knowledge generation and gender equality and human rights as cross-cutting issues.

### 1.3. Description of evaluation methodology

Evaluation methodology involved process and outcome evaluation design adjusted for a small grant. The major part of the methodology included qualitative methods of data collection and data analysis. The key questions that needed to be answered by this evaluation were divided into five categories of analysis; the five overall evaluation criteria – relevance, effectiveness, efficiency, sustainability and impact - were applied for this evaluation. The evaluator applied interviews and focus groups with the project team, primary beneficiaries and secondary beneficiaries, as well as questionnaire for secondary beneficiaries).<sup>1</sup>

#### The main data sources

For the process of the evaluation, Association of Roma Novi Bečej team collected program documents and information to what extent and how consistently the program has been implemented. The main sources of data during the evaluation process were qualitative. Quantitative data sources were mainly ARNB project reports, internal project documents and relevant national documents regarding VAW. Qualitative data sources: the results of the external evaluation - focus groups, individual interviews, filled questionnaires, project documents such are project reports, publications, internal project management documents<sup>2</sup>.

The sample of primary beneficiaries was created based on territorial and received service criteria: women who participated focus groups were from 10 municipalities/cities: Pančevo, Novi Bečej, Novi Sad, Temerin,

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<sup>1</sup> Please refer to Annex 9.6. Lists of respondents/participants in the evaluation process

<sup>2</sup> Please refer to the Annex 9.7 „List of Supporting Documents Reviewed“

Srbobran, Subotica, Zrenjanin, Alibunar, Vrbas, Sombor. Among them, during the project all of them received emotional support, 50% received psychological support, 80% legal counselling support and 40% of them received the service of court representation. The sample of secondary beneficiaries was created based on geographical criteria and on their role in the project and level of knowledge about the project. Geographical criteria ensured that centers for social work from at least half of targeted municipalities (both, small towns like Novi Bečej and Temerin, and larger cities like Novi Sad and Subotica) were addressed both by invitations to the focus group: ARNB project management team provided list of informants based on the evaluators' criteria: be part of the provincial government, be part of the provincial mechanisms for human rights or minority protection, be part of other thematic relevant organizations and institutions, be part of the social protection institutions in the territories of municipalities targeted by the project.

### Major limitations

The key challenges of the evaluation were limited resources for its implementation, and low responsiveness of the secondary beneficiaries' representatives, especially from decision makers group and social protection institutions (centers for social work). In addition to that, significant limitation was the fact that the period of evaluation (data collection stage) was covering most of the state holidays and orthodox holidays (New Year, Christmas, Orthodox New Year), and during that period it was difficult to reach informants. The low response was related to the period of evaluation conduction, but also to the fact that many of addressed persons claimed that they are not aware on the details of the project itself. Due to the often changes in government structure in AP Vojvodina, persons who were on positions at the beginning of the project are not at the same positions any more and did not want to give interviews. This was compensated by informal communication with them and motivation of the new president of the management board of the Office for Roma inclusion who provided data both, by filling the questionnaire for secondary beneficiaries and by giving interview as RIO board president. Also, RIO as most referent body in the province, is small institution with small number of staff (only 3 program professionals + director who is new and not aware on ARNB project), so their board president was the only source of information for the purpose of this evaluation. The lack of information from direct communication with government representatives was also compensated by studying project reports and publications, as well as discussion with the project management team and project expert associates who have in depth knowledge in the political and social context (psychologists, monitoring expert, lawyers). Beside that, baseline study has not been conducted, nor end line study was predicted by external evaluation ToR. Therefore, the annex table Results Monitoring Plan with actual baseline and end line data was not completely filled and is not attached to this report.<sup>3</sup> The data on beneficiaries vary across different sources therefore it was challenging to evaluator to make conclusions on the quantitative indicators. For example, it was difficult to, based on reports and service records, calculate number of beneficiaries who were referred by ARNB to different service providers, so the evaluator relied on input provided by project management team and their explanations. Also, while the project reached significant number of primary beneficiaries, it is difficult to calculate the real number of primary beneficiaries and avoid double counting at some points. This is mainly related to the fact that same woman who belongs to Roma population, also belongs to the group of LGBTI, and evaluator estimated that this might be a cause of double counting. In consultation with project management team, evaluator calculated number of beneficiaries and total sum presented and total number of primary beneficiaries. While the project reached significant number of primary beneficiaries, it is difficult to calculate the real number of primary beneficiaries and avoid double counting at some points.

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<sup>3</sup> The End line study was not part of the External Evaluation ToR

## 1.4. Main findings

### EFFECTIVENESS

The project contributed to the significant extent to greater support to Roma women and girls in Vojvodina to avoid early, forced marriages and be better protected from violence, although mainly due to the efforts of ARNB in increasing quantity and quality of their services to Roma women and girls victims of violence. The part of the project that envisaged cooperation with institutions and decision makers has not been completely achieved although some of the outputs related to increased knowledge of decision makers have been achieved.

The estimation of the evaluator is that the project reached around 2000 women as primary beneficiaries in total directly, by providing services and conducting project campaign. The estimation is based on document analysis and inputs from the project management team. The secondary beneficiaries are reached according to the project plan, and even overreached to the significant extent when it comes to the general public, thanks to the media campaigns.

Both, internal and external factors have influenced the achievement of the project goals, outcomes and outputs. Internal factors that contributed the project are increased capacity of project leader (ARNB) to implement such project with higher quality, larger territorial scope than it was before this project implementation and larger number of direct beneficiaries before this project implementation, continual presence in the Roma community and participation of beneficiaries. As for the capacities of the organization, based on interviews with project management team and secondary beneficiaries, the organization improved their internal policies (Child safeguarding policy adopted in 2016 and updated in 2018), strategic plan of the organization improved (Strategic LFA updated and improved), SOS help line data collection and record keeping system improved, advocacy capacities improved (law suits, shadow reports), and their role in capacity building of formal and informal Roma women groups in Vojvodina expanded beyond Banat region

On the other hand, advocacy strategy and strategy of cooperation have not been analyzed continually, and this aspect of ARNB work should be enhanced in the future. External factors were predominant in the advocacy component of the project, mostly political instability, and low awareness among politicians and institutions. On the other hand, there were some positive factors, like individuals in political structures who are recognized as strategic resources for further advocacy efforts.

The project significantly contributed to positive changes in the lives of targeted (but also non-targeted) women and girls. Changes resulting from the project's activities are in a number of cases permanently resolved because women overcome the situations of violence in which they lived. It is significant that one part of beneficiaries is involved in the further work of the Association, as activists conducting field work and assisting other women. The project launched a very sensitive issue of contracted and forced early marriages in the Roma population, emphasized their harmfulness, and introduced to women and girls their right and freedom to oppose such practice, and made their own choices on when to marry and whom to marry.

The project has brought significant visibility to the issue of violence against Roma women, and early marriage practice. At the same time, it has shown some differences between points of view on the issue, between various institutions, Roma leaders, feminist organizations etc. Also, there are different points of view on which aspects of the issue should be primarily addressed: ARNB finds that work on changes in lives of girls is the priority, and on the other hand, there are initiatives that are primarily addressed to the changes of the system and the work of institutions. As these activities are generally complementary the advocacy strategy of ARNB should be analyzed in order to identify in which components of the advocacy these complementarities can make synergy. The declaration on early marriages was not signed by the Office for Roma Inclusion, but there is space open for further cooperation on this issue, primarily in developing inter-institutional and inter-

sectoral cooperation which should bring decision makers together with activists and increase their common understanding on the issue. Also, there was some progress at the local level in terms on signing of the Protocol on Protection of Children from Violence, Abuse and Neglect in the municipality of Novi Bečej, thanks to the contribution of the ARNB in the work of the local inter-sectoral team.

Finally, the impression is that service providers are motivated to expand their programs specifically for Roma girls and women, although the motivation is related to individuals, not to institutions as a whole. This means that institutions like centers for social work are partially sensitized, since only some of their employees proved to be cooperative and motivated to work further on improvement of their institutions' practices, particularly Center for Social wWork in novi Bečej and temerin, for example. Further work is needed to motivate institutions leaders to invest more in upgrade of their services directed towards Roma women and girls. Although the motivation of institutions might depend on the approach that ARNB chosen in cooperation with them (charges against safe houses, inconsistency in strategy of cooperation etc), the overall social and political situation, examples of discrimination, secondary victimization, low level of awareness and sensitization on Roma issues among institutions are also significant factor that influences work of the institutions. These factors do negatively influence the effectiveness of ARNB work and some of them are partially beyond the control of ARNB at the moment. Strategically, ARNB can influence these factors, as stated by representatives of policy makers, project management team and project expert associates, but these interventions need strategic approach

## RELEVANCE

The project strategy and the activities are significant and highly relevant because they may be targeting the needs of multiple marginalized girls/women victims of violence for the first time in Vojvodina, even Serbia. Both, the project strategy and its activities are highly relevant in responding to the needs of targeted primary beneficiaries, especially having in mind that the overall situation of Roma girls and women or LGBTI women and women with disabilities in the country has not significantly changed over the last 3 years. The project strategy and all planned and implemented activities are relevant in relation to the needs of Roma girls and women, including multiple marginalized groups of women such as LGBTI and women with disabilities in APV. The fact is that this is one of the few projects that dealt with the issue of early marriages in the APV, which contributed to the work of the SOS telephone for women victims of violence in minority languages, in this case especially in the Romani language, and one of the few projects that provided psychological and legal support and court representation at the same time for women victims of violence, which was completely free of charge

The further relevance of the project and its applicability to other groups of women and girls in the area, country, region is high. Such and similar projects can be further expanded and developed territorially, since the needs of Roma girls and women are very similar in other regions of Serbia, as well as countries in the region. The data provided as evidence in the answer to previous evaluation question are relevant to this question, as well, especially in terms of overall political and social context. Some of the ways, i.e. suggestions for further work may be related to attending women's and feminist festivals in the region and to present there ARNB publications and experiences, connecting with women's groups working against early marriages in the region, especially where translation is not needed, such as Bosnia and Herzegovina and Montenegro, connecting with art projects that work against racism, follow the world trends on the subject of forced marriages through the Girls Not Brides portal and others.

The project strategy was highly relevant both to the local, regional and national context. Also, it is relevant to the global context, having in mind UN campaign against early marriages. On the other hand, the project management had difficulties to adjust advocacy strategy directed towards provincial government and provincial institutions.

## EFFICIENCY

In general, project was cost-effective and implemented in efficient way, with implemented monitoring and reporting mechanisms, good managerial structure and high level of support to partner's organizations, both on the level of the direct work with primary beneficiaries but also in the public campaigning component. There was certain level of overburden of ARNB team recognized, due to the complexity of issues that project deals with. The project was managed in timely manner, in accordance to project implementation plan. Without co-funding, there would not be possible to achieve results planned by this project.

## SUSTAINABILITY

The impression is that although the results are visible, especially the positive changes in the lives of women who have survived violence or an early marriage, it will not be easy to sustain the changes without further support, because there is no systematic, continuous support at the state level. It is still necessary to intensify advocacy activities, lobbying to better respond to these topics. Therefore, advocacy activities within the project may have been more intense and consistent. Given that the organization is present in the community, there is the potential for sustainability of changes in the lives of women and girls, under the condition that ARNB further empowers girls and women who will continue to work in the community. ARNB needs a larger number of activists who are skilled to encourage girls to finish high school, oppose the early marriage practice and be a role models to other girls, the same way as the group of women who were supported to end violence in their lives are now ARNB activists who work with other women in their community.

The ARNB took significant steps toward institutionalization of the service by being licensed as social protection service provider within SOS Network of Vojvodina - this fact ensures at least their legal eligibility for state funding. However, it is clear that there is no secured state funding for the service yet, for several reasons: small amounts of budgetary funds, lack of adequate legal basis at the local level and no calls for financing from the local self-government which should finance the local social protection services<sup>4</sup>.

## IMPACT

The project has significantly contributed to ending violence, by informing beneficiaries, providing free legal, psychological and other necessary support. Regarding the contribution to gender equality, it is important to emphasize that women are more empowered to fight for their rights, that they are more secure in themselves and more aware that men and women should be equal, although this is not the case in Serbia, especially in the Roma community. The contribution of the project to informing and educating both girls and boys, especially from the Roma community, should be higher. It is significant fact that the project has achieved that women who are empowered, talk about it further, inform their daughters, friends, acquaintances about the significance of reporting violence. Most of the intended or unintended impacts made by project activities are positive, both for women victims of violence and for secondary beneficiaries: activists who former beneficiaries, initiated legal changes for abolition of child marriages, early marriage named in public as sexual violence, reactions of the male part of the Roma movement in Serbia. Some of the positive unintended impact was relevant to project team and internal capacity of the organization itself, too; knowledge of consultative work with women with the trauma of forced marriage, knowledge of facilitating workshop experiences, moderating and presenting knowledge about forced marriages and much more. The project has brought a lot of expert knowledge that will continue regardless of finance.

## KNOWLEDGE GENERATION

There is significant list of promising practices that should be documented, on the first place, reach out strategy

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<sup>4</sup> SOS helpline is recognized as social protection service in the Law on Social Protection



and combination of services to women, especially from the aspect of intersectionality. There are promising practices that can be replicated to other service providers in the region, primarily in the field of participation of Roma women and their self empowerment.

## **GENDER EQUALITY AND HUMAN RIGHTS**

The project strategy and the activities are significant because they may be targeting the needs of multiple marginalized girls/women victims of violence for the first time. The project strategy had strong human rights and gender based approach. For the first time, a Roma NGO filed a lawsuit against the Ministry for Labour, Employment, Veteran and Social Affairs, for the inaccessibility of safe houses for Roma women after 3 shadow reports on the implementation of the CEDAW Convention on the problem. This strengthened the human rights-based approach of ARNB in terms of advocacy using international instrument for human rights protection. The UNTF project itself was freed from the Association's strategy, and the work on this project helped the Association to create its Strategic LFA matrix for the period 2018-2020. Since 2016 (start of the UNTF project), ARNB actively raise the activist capacities of the formal and informal groups of Roma women in Vojvodina and outside the Banat region where ARNB was dominantly present until then. This distinguished a more active and stable group of 14 Roma women and minority women who were certified by the Association at the end of 2018 (the signature of psychologists Lepa Mladjenovic and Tatjana Stojic-Petkovic) for providing urgent and professional support to girls and women victims of sexual violence and rape. This is directly related to the UNTF project and work on the prevention of early marriages and attempt to strengthen institutional responses to this problem. On 30th October 2018. the Local Agreement for the Protection of Children against Violence, Abuse and Neglect of the Municipality of Novi Becej with a total of 15 actors was signed and the ARNB was one of them, as well as the Office of the Prosecutor. In December 2018, the ARNB under the auspices of UNICEF Serbia became the official member organization of the National Coalition against Child Marriage in Serbia. In 2018, the ARNB, as a member of the NGO Group, independently submitted a report to the GREVIO Committee due to the concern that the problem of the lack of institutional capacity due to the very discrimination of Roma women would not be enough of attention in the accumulated problems concerning the position of women in Serbia, and as the only organization Serbia invited the Ministry of Labor, Employment, Welfare and Social Affairs to be responsible for discriminating against Safe Houses against Roma women and their secondary victimization in Serbia. ARNB uses both quantitative and qualitative data collection methods, while respecting the confidentiality at the same time. At the beginning of 2016, the Association developed the first version of their internal Child Protection Policies and Procedures, which was revised in 2018 and encompassed the area of social networking.

One of the representatives of the secondary beneficiaries, as well as one project expert associate suggested that work with men who are members of government and decision making bodies, as well as other relevant mechanisms and institutions, and also Roma male leaders, should be addressed more intensively by advocacy and raising awareness activities in order to increase their knowledge on violence against women. Project team members also mentioned lack of awareness among male Roma community leaders on gender based violence and this fact is important as this is the field for further intervention in terms of advocacy and visibility of VAW issue.

With the beginning of the UNTF project in 2016, the existing methods of work and data collection on SOS help line were additionally shaped and improved as well as the methods for monitoring the achievements of SOS phone line work. Harmonization with existing and newly adopted laws and regulations contributed to the licensing of SOS phone in the languages of national minorities (ARNB acquired national license as social service

provider). Throughout the project, the ARNB developed methods for collecting data and tracking indicators through individual interviews and focus groups, which contributed to strengthening ARNB role in collecting data and testimonies which served as basis for inviting institutions to account for discrimination and partial or total lack of service for particular social groups or marginalized women. For the first time, a Roma NGO filed a lawsuit against the Ministry for Labour, Employment, Veteran and Social Affairs, for the inaccessibility of safe houses for Roma women after 3 shadow reports on the implementation of the CEDAW Convention on the problem. This strengthened the human rights-based approach of ARNB in terms of advocacy using international instrument for human rights protection.

Comparability and reliability of data is expected to be upgraded in the following period. The data on gender based violence are disaggregated, while further stronger application of record keeping and data collecting with comparable data is expected

### 1.5. Key Recommendations

#### Overall

- The project should consider further implementation with higher involvement of relevant local, provincial and national institutions
- Build partnerships with centres for social work through joint projects and thus work on joint capacity building a common understanding<sup>5</sup> of the violence against Roma women and girls, especially on early marriage practice as violation of child rights and sexual violence: education of centres for social work professionals about violence against women in the Roma community, early marriages and other related topics, in order to increase their knowledge and influence their attitudes, and involve centers for social work in planning of the joint projects that target these problems. The good potential is cooperation with Center for social work in Novi Bečej and Temerin, which can be examples of good practice for centers in other communities-Zrenjanin, Pančevo, Novi Sad, Subotica and other targeted local communities
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- Keep visibility of the organization in front of public, women NGOs, local community, government by continuing presence in the media, connecting with their projects, be present at relevant events and meetings and pushing implementation of local inter-sectoral mechanisms (like implementation of the Protocol on the Protection of Children from Violence, Abuse and Neglect at the local level in the municipality of Novi Bečej)

#### Effectiveness

- ARNB to analyze strategy of advocacy and engage advocacy experts to produce more effective advocacy strategy towards provincial government: targeting women and men members of the provincial parliament and provincial government and invest in lobbying them, sensitize them and ensure updated information about VAW for them in order to build a lobby group within the government which could provide stronger support for ARNB aims. Such work also should be followed with continual communication with them, invitations to be part of ARNB events, and promote ARNB aims.
- Continue with efforts to provincial institutions and sign Declaration against early marriages, involve more civil society organizations into the advocacy towards this output; motivate RIO to become advocate (use female board member as support)
- More consistently work to engage/motivate Roma or non-Roma women at important positions in Vojvodina and Serbia government/institutions and involve them as the resource persons/support in the advocacy

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<sup>5</sup> Common approach in terms of common understanding of the needed interventions against VAW and participation of ARNB in these interventions

- Revise approach of local cooperation and try consistent strategy of collaboration with local public institutions: organize affirmative actions (promotion of ARNB good practices in countering violence against Roma women and girls)<sup>6</sup>, contribute building capacities of local institutions, apply for joint project
- Further investment into the preventive measures: continue actions toward drop out prevention of Roma girls from schools, involve schools more intensively, use already existing know how –create local intersectoral network for drop out prevention
- Empower and replicate more girls-role models in prevention of early marriage: map the girls in the Roma community in Novi Bečej, and following that, in the future, other municipalities that ARNB target by their actions, one by one, and empower them comprehensively, be by their side and their family and support them towards completion of secondary or higher education

## Relevance

- Keep the topic on the public agenda, continue the public campaign: sign protocols on cooperation with media who show interest in cooperation and expand cooperation with them, use social networks to present results and good practice examples from the ARNB work (infographics, short statements, more frequent posting on Facebook page –repeating videos on Facebook or Instagram for example),
- Keep the position in the newly formed national coalition against child marriage in cooperation with UNICEF and actively contribute to it's work
- Increase visibility of participation of women beneficiaries and their testimonies (while keeping anonymity of primary beneficiaries, and ensuring their safety and privacy, their stories in the form of case studies can be more frequently presented in ARNB reports, public events, and primary beneficiaries can be involved in their preparation in a way to provide suggestions on the messages they want to send to the public, particularly to the policy makers and institutions)
- Join national network of organizations for children, raise the topic among children organizations

## Efficiency

- Invest in prevention of burnout among project staff –either engage external expert for supervisory support, or organize internal supervision
- Continue with involvement of Roma women into the work of the organization
- Organize trainings for new associates on specific skills like business communication, public speaking, advocacy, lobbying,
- Improve data collection methods and record keeping
- Work on the administration and business communication skills of the associates who work on the data administration, keep them as internal associates. Keep the license

## Sustainability

- Keep advocating for state funding, as long as there is legal basis for that: local self-government to include SOS helpline or measures for protection of children VAW and in the decision on social protection, in the strategy of social protection...
- Try new fundraising approaches: private sources of funding, community fundraising. One of the possibilities are social entrepreneurship initiatives.
- Keep strong network connections with other women organizations

## Impact

- Promote achievements in the work in the field of prevention of early marriages, increase visibility of the topic in the region –visit conferences and similar events and present your work

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<sup>6</sup> For example, presenting case studies on the examples of good cooperation with the relevant institutions, to show how it is possible to jointly resolve cases of violence, or to show how ARNB approach is complementary and not only confronting institutional policies

## **Knowledge Generation**

- Use social networks, create more video materials, white papers/policy briefs/infographics etc.
- Prepare training on early marriages prevention and submit to the Republic Institute for Social protection for accreditation – this is the formal channel to social institutions including centres for social work (channel to their sensibilisation, capacity building but also cooperation with them which should result in improved practices of these institutions)
- Visit regional and international events, present ARNB know how, as suggested by one of the project expert associates: there are women organizations in the region of Western Balkans and wider, which implement similar activities and if there are possibilities, it would be good to establish connections with them and participate their conferences/seminars etc and present ARNB project results there
- Produce manual for professionals in the field – how to replicate ARNB KNOW HOW know how: based on information from the secondary beneficiaries

## **Gender Equality and Human rights**

- Support Roma activists to educate and upgrade within the Association but also beyond
- To increase academic influence – influence to young highly educated Roma who are entering human rights organizations/start working on these topics
- Keep active involvement in shadow reporting on human rights, with special regard to gender, and intersectional approach
- Target men in Roma communities: 1) male leaders who can influence community models of behavior, but also 2) young boys who can grow up with different messages than those traditionally transferred through generations- role models can work here, too.
- Promotion of good practices examples and respect of human rights and non discrimination in private and public lives: role models again
- Work on improving methodology for disaggregated data collection and presentation: the data on primary beneficiaries should be more clearly presented by the groups of marginalized women in order to avoid double counting but also to further adjust the work approaches in work with women with disabilities, LGBTI women etc.

## 2 Context of the Project

### 2.1. Background and Context

According to the The Strategy of Social Inclusion of Roma for the Period from 2016 to 2025<sup>7</sup> in the Republic of Serbia, 70% illiteracy rate among Roma population are women, 14% of Roma girls aged 15 to 19 years are to be married before the age of 15, a third of them have a child before the age of 18, leaving education in the age of 12 or earlier. Roma face systemic discrimination and exclusion in various spheres of life, such as citizenship, education, employment, housing and access to justice. Many Roma have little —if any—personal documentation, obstructing their access to most basic and essential services<sup>8</sup>. Furthermore, Roma communities experience disproportionate rates of unemployment and poverty, and vast numbers of Roma live in unauthorized and typically segregated settlements where everyday living conditions are precarious at best. Limited education among Roma hinders not only their employment prospects but their general awareness about human rights. Compounding these problems are negative public attitudes and stereotypes about Roma, which remain deep-rooted and continue to give rise to more tangible forms of discrimination and rights violations. The Roma are certainly one of most marginalized groups recognized both at the level of other EU member states, as well as in the Republic of Serbia. Social exclusion of the Roma in the Republic of Serbia, their inability to participate in social relations from the margins of society using their full capacities, is still evident. Due to their poverty or lack of basic knowledge and possibility of continual education, or as a result of discrimination, the Roma are further away from employment opportunity, realization of income and education, as well as from inclusion and participation in social networks and activities in the community. However, inspiration for the problem solutions can be drawn from the many international and regional legal instruments on human rights, in addition to the commitments undertaken by the Serbian government as part of our participation in EU integration and/or the Decade of Roma Inclusion.

From early childhood, Roma communities practice different standards for men and women within their families and communities. Parents often differently treat their female and male children because of the different roles that are prescribed for them. It is known that the Roma community is very patriarchal and closed; a woman must be adapted to the needs of man in every way, including education. A large number of Roma women cannot exercise the right to education, that belongs to everyone, regardless of gender, race or ethnicity. Although a few NGOs actively document human rights violations, there remains some confusion between what is involved in such documentation and what is involved in filing cases for court purposes.

Children's marriages are present among the general population in Serbia, often among the poor population and rural areas. This practice, however, is very much present in Roma communities. Also, according to the UNICEF “Analysis of legal framework in Serbia from the perspective of the child rights”<sup>9</sup>, the Serbian legal framework does not recognize common definition of a child. Different laws use different terms. The Criminal Code of the Republic of Serbia states that adult living in unregistered marriage with a minor could be punished. According to the UNICEF MICS5<sup>10</sup> survey the rate of early marriage is much higher among Roma, and even 14 % of Roma girls aged 15 to 19 were married before the age of 15. Almost half of young Roma women in the age group of 15 to 19 years are married or living in common-law marriage (44%). This percentage varies depending on the urban (40%) and rural (52%) environment. However, only 19% of Roma boys in the age group of 15 to 19 years are married or living in common-law marriages. Even 4% of Roma girls before the age of 15 gave a birth to a

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<sup>7</sup> [http://www.ljudskaprava.gov.rs/sites/default/files/dokument\\_file/national\\_strategy\\_for\\_roma\\_inclusion\\_2016-2025\\_0.pdf](http://www.ljudskaprava.gov.rs/sites/default/files/dokument_file/national_strategy_for_roma_inclusion_2016-2025_0.pdf)

<sup>8</sup> Ibid

<sup>9</sup> <https://www.unicef.org/serbia/media/6331/file>

<sup>10</sup> <http://www.mc.rs/upload/documents/istrazivanje/2014/MICS-2014-Srpski.pdf>

live child. Early childbearing is more common among women in rural. This influence difficult position of Roma women since due to such practice they stay uneducated, unable to employ and economically dependent on male members of the family. In such a manner they are an easy target for diverse forms of violence and often victims of trafficking and sexual exploitation.

Although according to the current laws of Serbia the practice of a child marriage is considered as banned, the marriage of girls above 16 is allowed if the relevant institution estimates that she is capable for marriage, which is direct violation of the Child Rights Convention. This practice among the Roma population it is still alive, and according to recent research, in some areas it is even on the rise<sup>11</sup>. The reasons for this situation are multiple: from the difficult social and economic situation of the Roma, which has worsened during the years of transition, to the social and cultural norms that are maintained and reproduced in the Roma communities themselves and to a great extent influence the definition of the life prospects of boys and girls. Children's marriages in different national documents and strategies are identified as a problem that needs to be addressed, however, not clearly and explicitly prohibited and defined as sexual violence and children rights violation. Generally, the normative and institutional legal framework is in line with international standards related to equality and prohibition of discrimination. Following the recommendations of the Committee on the Rights of the Child and the Committee for the Elimination of All Forms of Discrimination Against Women, the problem of child marriage is also recognized in the National Strategy for Gender Equality for the period 2016 to 2020, the Strategy for Prevention and Protection against Discrimination for the period 2014. by 2018 and the Strategy for Social Inclusion of Roma and Roma in the Republic of Serbia for the period from 2016 to 2020.<sup>12</sup> But, so far, there were no significant practical steps from the government side to address this problem.

In the Roma population, but often within other national communities, women are at greater risk of violence. Women who have suffered violence rarely recognize violence, particularly Roma women who have the lowest level of education and awareness. Rarely violence is reported to the police, and when they report it they are rarely believed and violence is increasing dramatically. Precise and integrated information about the scope and forms of violence against Roma women are rare. Insufficient sensitivity of employees in the relevant departments to address violence contributes to its lack of visibility. Actively working to end violence against Roma women and women from other ethnic groups in the past 9 years, ARNB has identified the existence of all forms of violence, some more and some less extent. Based on the 9 years' statistics of ARNB SOS Helpline services in minority languages, the most common forms of violence that women report are: psychical, physical, sexual and economic violence. SOS Helpline is usually being used by women aged 30 to 50 years, and 95% of them are unemployed, while 5% perform seasonal jobs. Every third woman stated that her partner threatens to murder her, and every second is sexually abused. Considering the difficult economic conditions and high unemployment among Roma women, they often return to a situation of violence.

The Republic of Serbia signed the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence in April 2011. On October 31st 2013 the Republic of Serbia ratified in the National Assembly the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence, as the 8th state to have ratified the Istanbul Convention. The Convention has been already ratified by 10 States and entered into force as of 1st August 2014. This international legally binding instrument defines in the article 24 the obligation of the state signatories to establish a national SOS helpline for women survivors of violence available 24/7. The SOS helpline service is defined as a specialist service by the Istanbul convention, described in the article 22. However, the government i.e. the Ministry of Labor, Employment, Veteran and Social Affairs, do not fully respect this article, as the provision of the service has been assigned to the public institution which has not been licensed nor has had any references in provision of services

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<sup>11</sup> According to MICS5, Unicef, while the percentage of children's general population declines steadily, in Roma communities this percentage is increasing. In 2004, it was 45.9 percent of girls who were married before the age of eighteen, in 2010, this share rose to 53.7 percent, reaching 57 percent of girls in their marriages before the year of marriage in 2014

<sup>12</sup> <https://www.unicef.org/serbia/publikacije/de%C4%8Diji-brakovi-u-romskoj-populaciji-u-srbiji>



to women victims of violence and, beside that, the procedure of public procurement was not conducted, as stipulated by the law on Social protection, but the provider was selected based on the call for proposals.<sup>13</sup> While in 2015, during preparation of this project proposal Serbia lacked proper legal regulation; the areas of work of institutional services were not clearly defined and protocols on protection of women victims of violence were not implemented in all local communities properly, in June 2017 the new Law on the Prevention of Domestic Violence got on power and sought to enable effective prevention of domestic violence and urgent, timely and effective protection and support to victims of domestic violence<sup>14</sup>. This Law has introduced new obligations to institutions: urgent protection measures, obligation to report violence, assessment of security risks, special training for professionals, mandatory co-operation between services, central data recording on domestic violence, and disciplinary measures for non-application or obstruction of the Law. The start of implementation of this Law has caught the project in the middle of its duration.

## **2.2. Description of the project**

### **2.2.1. The Project duration, project start date and end date**

The project duration was three years (from January 2016 to December 2018).

### **2.2.2. Description of the specific forms of violence addressed by the project**

The project targeted the change on the level of the Autonomous Province of Vojvodina, as a part of the Serbia. It addressed violence perpetrated or condoned under the traditional patterns and patriarchal values in local Roma communities – early, forced and arranged and child marriages and generally violence that Roma women are exposed to due to unresponsiveness of the state and highly discriminative practices in provision of institutional services for them.

As defined by the project proposal, specific forms and manifestations of violence against women that have been addressed by the project were in the area of family violence that Roma women suffer from: intimate partner violence, physical violence, violence against the girl child, harmful practices, early/child marriage and forced marriage.

### **2.2.3. Importance, scope and scale of the project, including geographic coverage**

The project “No More Victims: Roma Women and Girls Respond to Violence” has been implemented by the Association of Roma Novi Bečej from Novi Bečej, Republic of Serbia and funded by United Nations Trust Fund to End Violence against Women and OAK Foundation. Association of Roma Novi Bečej with its specialized services is focused on violence against women prevention and protection, girl-child rights and the problem of social and institutional discrimination and racism against Roma – focusing on specific position of Roma women. Under the scope of its services (as well as this project) the Association provides services also to LGBTI Roma women and Roma women with disabilities and trafficked women and girls and sex workers.

The project has been implemented in the Republic of Serbia and had mainly subnational (Autonomous Province of Vojvodina) and local scope (7 municipalities in AP Vojvodina). Although not planned in the final version of

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[https://www.womenngo.org.rs/images/zagovaranje/Uvodno\\_obracanje\\_na\\_72\\_zasedanju\\_CEDAW\\_Komiteta\\_Koalicija\\_Zene\\_u\\_crnom\\_ASTR\\_AZC.pdf](https://www.womenngo.org.rs/images/zagovaranje/Uvodno_obracanje_na_72_zasedanju_CEDAW_Komiteta_Koalicija_Zene_u_crnom_ASTR_AZC.pdf) Data on the repeated open calls of the Ministry for Labor, Employment and Veteran and Social Affairs for service provider of the National SOS Hotline which was withdrawn twice after the interventions of women NGOs in Serbia and cancelled third time: <https://womenngo.org.rs/en/news/1159-the-ministry-withdrew-a-controversial-open-call> <https://womenngo.org.rs/en/news/1162-re-withdrawal-of-the-contested-tender-by-the-ministry> the open letter of women NGOs to the Ministry <https://womenngo.org.rs/en/news/1324-the-ministry-of-labor-violates-the-laws-a-letter-from-the-awc-to-the-public-procurement-directorate>

<sup>14</sup> Law on Domestic Violence Prevention, ‘Official Gazette of RS’, issue 94/2016, came into effect on 1 June, 2017

the proposal, the project at some points achieved national visibility, not only in terms of presence in national media, and visibility on social networks, but also in terms of visibility in front of international and national organizations (Unicef, women NGOs).

#### **2.2.4. Main objectives of the project**

The project aimed to improve mechanisms and measures to influence on ending the practice of early, forced and arranged and child marriages of Roma girls in Vojvodina and ensure better protection of Roma girls in such specific cases. The project has had two expected results: 1) Roma women and girls have improved access to services and justice to avoid early, forced marriage in Vojvodina by December 2018; and 2) Office for Roma Inclusion in Vojvodina introduces specific measures and programs that prioritize ending early forced marriages of Roma girls.

#### **2.2.5. Strategy and theory of change (or results chain) of the project with the brief description of project goal, outcomes, outputs and key project activities**

The project took advocacy approach at one segment, but it mainly focused on services provision and empowering primary beneficiaries in the area of prevention of violence through changing attitudes and increasing their knowledge. In order to support change of attitudes and improve community and institutional responses, the project included improvement of service delivery by introducing and enhancing knowledge on specific position of Roma girls and women among relevant decision makers and policy implementers. In addition, the project supported implementation of intersectional approach and multisectoral cooperation in the areas of prevention and protection of specific violence – early marriages by monitoring the implementation, participating in GREVIO and CEDAW shadow reporting and advocacy activities.

The fundamental approach is based on human rights of Roma girls and women by services provision and by referring them to existing institutional services, as well as increasing their capacities to respond and react to violence. The unique approach of the project was envisaged under the campaign “It’s Early” designing process which included the group of beneficiaries to provide their personal inputs and messaging to the public. The project also reacts to multiple disparities facing by Roma women and women of different sexuality and with disabilities in institutions, namely discrimination and secondary victimization on the grounds of gender, age, language barriers and locality (e.g. rural vs. urban). The second part of the project focuses on the advocacy efforts to influence on the traditional values and patriarchal patterns of behavior in Roma communities through Roma leaders in Vojvodina and Roma institutions – Office for Roma Inclusion of Vojvodina as well as the Provincial decision makers and legislations implementers to establish the joint consensus related to the practice of early marriages and to qualify it as violation of children rights and violation of women’s rights. In order to influence on stakeholders one publication was published.

ARNB established SOS helpline on minority languages (Romany, Romanian, Hungarian) plus Serbian in 2007. The service includes psychological and emotional support, legal aid free of charge and court representation of women victims of violence. This is the first such service (provided on several minority languages) in the Republic of Serbia. The SOS helpline is part of the SOS network of AP Vojvodina, Network of SOS Helpline for support of women victims of violence. The Network is a result of the initiative of five women’s organizations that operate on the territory of Vojvodina and provide specialized support to women who are exposed to violence, through services of SOS Helpline consultation and other forms of aid and support. Goal of the Network of SOS Vojvodina is that through joint act of five women’s organizations, through special number 0800-10-10-10, raise availability of SOS helpline services and provide support to a larger number of women in Vojvodina to leave situation of violence.



Simultaneously, while providing SOS Helpline and Legal Aid services to Roma women and girls, LGBTI women and women with disabilities, the project team worked on advocacy: using the campaign video to raise awareness on violations of children rights of Roma girls, distributing the published publication and holding series of meetings with relevant stakeholders, but also sending written submissions to EU and international human rights treaty bodies (CEDAW Committee and GREVIO) and engaging in regional, EU and international advocacy fora and researches. Capacity-building of primary beneficiaries was based on building self-confidence among survivors to engage legally, to support them to press charges and to learn on legal opportunities and available institutional support and to recognize and to report possible institutional discrimination. Capacity-building of secondary beneficiaries included knowledge dissemination on responsibilities and duties of their respective positions. Capacity-building methodology on both beneficiaries is based on adult-learning and peer support approach with the use of different instruments, such as discussions, presentations, workshops, individual work, work in pairs, etc.

<b>Project Goal:</b> <b>Roma women and girls in Vojvodina receive greater support to avoid early, forced marriages and are better protected from violence by December 2018.</b>					
<b>Outcome 1:</b> <b>Roma women and girls have improved access to services and justice to avoid early, forced marriage in Vojvodina by December 2018.</b>				<b>Outcome 2</b> <b>Office for Roma Inclusion in Vojvodina introduces specific measures and programs that prioritize ending early forced marriages of Roma girls.</b>	
<b>Output 1.1.</b>	<b>Output 1.2</b>	<b>Output 1.3.</b>	<b>Output 1.4.</b>	<b>Output 2.1.</b>	<b>Output 2.2.</b>
Roma women and girls survivors are psychologically supported by ARNB and informed about other available services to avoid early, forced marriage and violence.	Roma women and girls have improved knowledge about their legal rights on how to avoid early, forced marriage through legal procedures.	Roma women and girls are supported to press charges with regard to early, forced marriage and violence and take their cases to courts.	Roma women and girls survivors of acute violence receive adequate support in emergency crises situations.	Office for Roma Inclusion in Vojvodina publicly commits to introduce measures and programs to work on ending early and forced marriage in Roma communities in Vojvodina.	Decision-makers in the Provincial Government have improved knowledge of how to mainstream and prioritize ending forced, early marriage in social protection and other policies, budgets and programs.
<i>Activity 1.1.1:</i> Providing SOS Helpline services in minority languages  <i>Activity 1.1.2:</i> Providing individual consultations and psychological support for building women's self-confidence	<i>Activity 1.2.1:</i> Providing Legal Aid service and counseling  <i>Activity 1.2.2:</i> Facilitation of working groups with Roma girls and women survivors on designing the campaign "It's Early".	<i>Activity 1.3.1:</i> Court representation of Roma and minority women victims of violence  <i>Activity 1.3.2:</i> Providing language support- court interpreters for Romani, Romanian and	<i>Activity 1.4.1:</i> Referring of women survivors of acute violence in emergency crises situation to first response services  <i>Activity 1.4.2:</i> Providing basic	<i>Activity 2.1.1:</i> Advocating initiatives through series of meetings and presentations  <i>Activity 2.1.2:</i> Public events marking relevant dates in the form of public marches, performances, round tables to	<i>Activity 2.2.1:</i> Publishing a small scale publication as advocacy tool on legal provisions and CEDAW Committee recommendations to end violence against women in Serbia emphasizing specific position of Roma girls.  <i>Activity 2.2.2:</i>

		Hungarian languages	necessities for survivors in acute violence / emergency crises situations.	highlight the specific and difficult position of Roma women in the community and society as a whole  <i>Activity 2.1.3:</i> “Just a Girl – Not a Bride” campaign – raising awareness campaign	Advocating initiatives through series of meetings and presentations
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### 2.2.6. Description of targeted primary and secondary beneficiaries as well as key implementing partners and stakeholders

In order to improve emotional and social position of at least 2000 Roma women by providing SOS Helpline services, legal aid and court representation the project targeted particularly<sup>15</sup>:

#### **Primary beneficiaries:**

- Indigenous women from ethnic groups – 2000
- Lesbian, bisexual, transgender – 150
- Women/girls with disability – 250
- Women/girls survivors of violence – 2000

One should bear in mind that these figures may overlap: lesbians, bisexual, transgender beneficiaries belong to some of the other groups of beneficiaries at the same time, like women with disabilities and victims of violence and Roma women.

**Secondary beneficiaries were 1) civil society organizations:** Roma and nonRoma CSOs and CSO networks which were expected to support in public the initiative against early and forced marriages, and also child protection organizations to raise their voice against early forced marriages of Roma girls– approx. 50 organizations; 2) **General public and communities** in at least targeted localities (6000 people) expected to raise awareness and understanding on the issue of violence against women, and practice of early forced marriages, through public campaigns and use of media, 3) **government officials** -100 decision makers, policy implementers at the level of the Autonomous Province of Vojvodina – Provincial secretariats and the Office for Roma Inclusion, but also ), and 4) **social/welfare workers** in at least 7 local self-governments (employees of the local centers for social work in targeted municipalities).

The lead project applicant and implementer was Association of Roma Novi Bečej, while implementing partners, beside UNWOMEN were Roma Women's Center Rromnjako Ilo Zrenjanin and Association of Roma "Danica" Pančevo which, together with Association of Roma Novi Bečej make Roma Women's Network of Banat. Also, implementing partner was association „Roma Researchers Žabalj“, coordinating NGO of the Roma Women's Network of Vojvodina.

### 2.2.7. Key assumptions of the project

The Association of Roma Novi Bečej assumed that, by providing SOS helpline services, legal aid and court representation, they will improve emotional and social position of at least 2000 Roma women in Vojvodina. By SOS telephone and legal assistance, women victims of violence will be provided with an alternative mind-set that leads directly to empowering and resolving their problems, and this service has been seen as help to women in overcoming situations of violence or discrimination.

The ARNB believes that it is of crucial importance to strengthen mechanisms for provision of sustainable community-based social engagement and to further develop and promote the existing capacities of Roma women to fight discrimination and violence. The project was also working on changing behaviors through promotion of public discourse on Roma women concerns.

### 2.2.8. Budget and expenditure of the project

Estimated total project budget was 240,050.00 USD while the funding from the UN Trust Fund to End Violence against Women is USD 110,910.00. The OAK Foundation contribution was 120.000 USD, while the remained 9.140 came from small grants of other feminist and specialized foundations.

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<sup>15</sup> The target beneficiaries data are taken from the project proposal

### 2.3. Purpose and Objectives of the Evaluation

External evaluation is implemented with the aim to assess the relevance, success, efficiency, sustainability and effectiveness of the project. The overall objectives of the evaluation are to:

**Objective 1:** Assess the entire 3-year project progress towards the set goal as well as the outcomes and outputs from the perspectives of effectiveness, relevance, efficiency, sustainability and impact;

**Objective 2:** Generate key lessons and identify promising or emerging good practices in the field of ending violence against women for learning purposes;

**Objective 3:** Identify prospective innovative approaches and strategies to end violence against Roma girls and women from the perspectives of early, forced and arranged and child marriages.

The evaluation results will be used by the UN Trust Fund to End Violence against Women to assess the overall impact of the project. In addition, it will be used by Association of Roma Novi Becej management team and the SOS Helpline on minority languages team in understanding the achieved outcomes, positive effects and evidence based impact, and eventual negative circumstances or side-effects of the actions implemented under the project implementation plan. It will be used for planning the continuation of the services, strategic orientation of the Association and to scaling up services for Roma women and girls survivors of violence and victims of early, forced and arranged and child marriages in Vojvodina. Evaluation results will support the Association of Roma Novi Becej in designing further activities and diverse approached programs based on perspectives of primary and secondary beneficiaries.

## 3 Description of Evaluation Consultant

The evaluation was conducted by the evaluation team of the PRO Studio Agency for Professional consulting and Management. This Agency conducted external evaluation of the project "Towards a Comprehensive System to End Violence Against Women in AP Vojvodina" for the Provincial Secretariat for Economy, Employment and Gender Equality of AP Vojvodina, which also was funded by UNTF.

**Brief description of evaluation team and each member's roles and responsibilities in the evaluation**

Name <sup>16</sup>	Role	Tasks
Ivana Koprivica	Evaluation Team Leader Senior Expert	<i>She prepared the evaluation methodology, coordinated the whole process of the evaluation, as well as prepared the Evaluation Report.</i>
Vesna Cvjetanović	Evaluation Team Members- Junior Experts	<i>Data collecting: focus groups moderation, interviewing, preparing reports on focus groups and interviews.</i>
Vinka Žunić		
Aleksandra Raičević		
Tatjana Lazor Obradović	ARNB expert associate in the field of project management and evaluation	<b>Support in preparation of the evaluation methodology and data processing and finalization of the Evaluation Report.</b>

<sup>16</sup> CVS of the evaluation team are provided in Annex 9.6

## Brief description of work plan of evaluation team with the specific timeline and deliverables

Activity	Output	Period/dates
<ul style="list-style-type: none"> <li>Analysis of project documentation</li> <li>Consultation with the project management team, , creating draft of detailed evaluation plan (inception report),</li> </ul>	Draft Inception Report	03.11.-15.11. 2018.
<ul style="list-style-type: none"> <li>Presentation of draft plan (inception report) to the project management team</li> <li>Creating of detailed evaluation plan</li> </ul>	Final inception Report	15.11-20.11. 2018.
<ul style="list-style-type: none"> <li>Collecting of data, statistics, literature, policies and other relevant documents</li> <li>Review of project documents</li> </ul>	Review report incorporated into first draft report	20.11.-10.12. 2018.
<ul style="list-style-type: none"> <li>Conducting focus groups and interviews</li> </ul>	Transcripts, lists of participants	20.11.-23.12. 2018.
<ul style="list-style-type: none"> <li>Conducting survey with questionnaires</li> </ul>	Survey Report	20.11.-15.01. 2018.
<ul style="list-style-type: none"> <li>Data analysis</li> </ul>	Draft Final Report	23.12. 2018.- 20.01.2019
<ul style="list-style-type: none"> <li>Drafting of the evaluation report and submitting of preliminary findings</li> <li>Presentation of the preliminary findings to the partners</li> <li>Submitting of the draft evaluation report</li> </ul>	Draft Final Report	10.01.-01.02. 2019.
<ul style="list-style-type: none"> <li>Submitting comments to the draft to evaluation team</li> </ul>	/	01.02-10.02. 2018.
<ul style="list-style-type: none"> <li>Finalizing and submitting the final version of the evaluation report</li> </ul>	Final Report	10.02-28.02. 2019.

## 4 Evaluation Questions

The evaluation aims to provide answers to the following questions:

### 1) Effectiveness

- To what extent were the intended project goal, outcomes and outputs achieved and how?
- To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached?
- To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in relation to the specific forms of violence addressed by this project? Why? What are the key changes in the lives of those women and/or girls? Please describe those changes.
- What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How?
- To what extent was the project successful in advocating for legal or policy change? Explain why.
- To what extent was the project successful in motivating service providers to widen their programs and support specific position of Roma girls and women?

## 2) Relevance

- To what extent was the project strategy and activities implemented relevant in responding to the needs of Roma girls and women or LGBTI women and women with disabilities in Vojvodina communities?
- To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of Roma women and girls? Is this relevance applicable to other groups of women and girls in the area, country, region?
- Whether or not the strategy was relevant given the wider context (municipality, lawmakers etc.) and was the project able to adjust and adapt to any changes in the context?

## 3) Efficiency

- To what extent the project was efficiently and cost-effectively implemented?
- Was it managed in timely manner in accordance to project implementation plan?
- Was it possible to achieve results with such funds or co-funding was necessary and / or used?

## 4) Sustainability

- How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?
- Were some steps taken to institutionalize the project or to secure further funding?
- Are there some changes in opportunities to outreach for State funding?

## 5) Impact

- To what extent the project contributed to ending violence against women and girls and gender equality of Roma women and girls?
- Are there intended or unintended impact made by activities of the project?

## 6) Knowledge Generation

- To what extent has the project generated knowledge, promising or emerging practices in the field of EVAW/G that should be documented and shared with other practitioners?
- To what extent the generated knowledge or emerging practice can be replicated by other service providers in the country, region? Where?

## 7) Gender Equality and Human rights

- To what extent the human rights based and gender responsive approaches have been used through-out the project implementation?
- What kind of data collection methods are used during the project implementation?
- How and to what extent data on gender based violence are disaggregated?

# 5 Evaluation Design and Methodology

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## 5.1. Description of evaluation design

Evaluation methodology involved process and outcome evaluation design adjusted for small grant. Process design includes evaluation of inputs for activities to achieve outputs that should all lead to widening the evaluation to include outcome design (evaluating short, medium-term outcomes of the project). The evaluation design included pre and post-test without control group, having in mind that most of the baseline data were obtained and provided by ARNB.

## 5.2. Data Sources

For the process of the evaluation, Association of Roma Novi Bečej team collected program documents and information to what extent and how consistently the program has been implemented.

Quantitative data sources: Project proposal, project reports, project products/publications, relevant external documents/ reports/publications.

Qualitative data sources: results of qualitative evaluation methods (focus groups, individual interviews, small scale survey) conducted with primary and secondary project beneficiaries, as well as project proposal, project reports, project products/publications, relevant external documents/ reports/publications.

## 5.3. Description of data collection methods and analysis

The evaluation has been conducted by using following methods and techniques:

**Desk study:** review of program documents and records; review of administrative data; review of all progress reports as well as all annual reports submitted to the UN Trust Fund with attached documentations, but also external relevant documents and literature (legal and strategic framework at national and provincial level, relevant research reports and publications etc). The analysis has been used mostly to provide information, statistics and other data about project relevance and coherence, project results (activities implemented and outputs achieved) and project efficiency. The **content analysis** included<sup>17</sup>:

- Full project proposal – with set baselines for each output and outcome
- Internal formats related to the collection of data of the SOS Helpline and Legal Aid services
- All reports submitted to the donor as well as all additional documentation attached to it.
- Press clipping, access to video of the campaign and all visuals produced under this segment.
- Internal reports and monitoring reports.
- List of all stakeholders and decision makers with whom ARNB held meetings during the course of the project.
- Other relevant documents: national and provincial legal and strategic framework, research reports and publications

Methods	Planned No of informants	Achieved No of informants	Purpose of each method
<i>Focus groups with women survivors of violence</i> <sup>18</sup>	16	16	Collect opinions of in regards to project progress (results - outputs and outcomes), and project impact on the beneficiaries
<i>Individual interviews with woman with disability</i> LBTI woman, woman survivor of violence	3	3	To understand collect data on project effectiveness and understand impact of the project activities on the lives of primary beneficiaries and

<sup>17</sup> List of the documents available in Annex

<sup>18</sup> Also, data from the focus groups with primary beneficiaries implemented during the project in 2016 (22 beneficiaries, including girls), and in 2018 (22 beneficiaries including girls) were taken into account while conducting evaluation, in order to avoid duplication of the process and on the other hand to ensure input from girls who received services from ARNB



Individual interviews with secondary beneficiaries	12	11	To understand their perspective on the project effectiveness and efficiency, and their opinion on the project sustainability, knowledge generation and lessons learnt
2 Group interview with project team members	7	7	To collect data on the on all aspects of the project implementation, especially project effectiveness, efficiency, sustainability and impact
Questionnaire for service providers (secondary beneficiaries)	10	9	To collect data on the perspectives of secondary beneficiaries groups on project effectiveness, efficiency and impact
Questionnaire for project associates (lawyers, journalist, others involved in implementation of the project activities)	5	4	To collect data on project effectiveness, efficiency and impact

#### 5.4. Description of sampling

Methods	Sampling methodology
<b><i>Focus groups with primary beneficiaries</i></b>	ARNB used random sampling, participants were chosen from the list of the beneficiaries: women <i>directly provided with project services: psychological support, legal aid, and court representation</i>
<b><i>Individual interviews with primary beneficiaries</i></b>	ARNB invited three women with different experiences; from the lists of beneficiaries (register) there were selected three women on random basis, but : one LGBTI woman, one woman with disability and one Roma woman with experience
<b><i>Group interview with project team members</i></b>	Int1: Project manager, Fundraising manager, SOS helpline associate Int2: project associates-psychologists, monitoring expert - 4
<b><i>Individual interviews with secondary beneficiaries</i></b>	representative of the Roma Inclusion Office of AP Vojvodina 1 representative of the provincial government 2 representatives of project partners' organizations 3
<b><i>Questionnaire for secondary beneficiaries – service providers (social workers and NGOs)</i></b>	Sampling was done according to the ARNB criteria: service providers that have been involved in the cooperation with ARNB-centers for social work, and NGOs providing services for women victims of violence - 10

Geographical representation was taken into consideration while sampling, as well as the role of the target groups. The sample of primary beneficiaries was created based on territorial and received service criteria: women who participated focus groups were from 10 municipalities/cities: Pančevo, Novi Bečej, Novi Sad, Temerin, Srbobran, Subotica, Zrenjanin, Alibunar, Vrbas, Sombor. Among them, during the project all of them received emotional support, 50% received psychological support, 80% legal counselling support and 40% of them received the service of court representation. The sample of secondary beneficiaries was created based on geographical criteria and on their role in the project and level of knowledge about the project. Geographical criteria ensured that centers for social work from at least half of targeted municipalities (both, small towns like Novi Bečej and Temerin, and larger cities like Novi Sad and Subotica) were addressed both by invitations to the focus group: ARNB project management team provided list of informants based on the evaluators' criteria: be part of the provincial government, be part of the provincial mechanisms for human rights or minority



protection, be part of other thematic relevant organizations and institutions, be part of the social protection institutions in the territories of municipalities targeted by the project.

### 5.5. Description of ethical considerations in evaluation

The evaluator consulted Child Safeguarding and Policy Procedures manual developed by the ARNB for interviewing Roma girls, adolescent girls, although evaluator did not have direct contact with girls, only with adult women. For interviewing Roma women survivors of violence, women with disabilities and LGBTI women ethical considerations under the SOS Helpline terms also have been respected. All relevant documents related to ethical standards have been provided to the evaluator by the organization.

The evaluation has been conducted in accordance with the principles outlined in the UN Evaluation Group (UNEG) 'Ethical Guidelines for Evaluation' <http://www.unevaluation.org/ethicalguidelines>

The evaluator:

- Guaranteed the safety of respondents and the research team.
- Applied protocols to ensure privacy and confidentiality of respondents.
- Ensure compliance with legal codes governing areas such as provisions to collect and report data.
- The evaluator(s) are trained in collecting sensitive information and specifically data relating to violence against women and select any members of the evaluation team on these issues.
- Data collection tools have been designed in a way that are culturally appropriate and do not create secondary victimization and distress for Roma women respondents and do not create language barriers.
- Data collection visits have been organized at the appropriate time and place to minimize safety risks to respondents.
- The collected information has been stored securely in the computer protected by passwords, and after the completion of transcription, audio records have been erased.

The evaluators have consulted with the relevant documents as relevant prior to development and finalization of data collection methods and instruments. The key documents included:

- UNICEF Srbija „Deciji brakovi u romskoj populaciji u Srbiji (2017)  
<https://www.unicef.org/serbia/reports/de%C4%8Diji-brakovi-u-romskoj-populaciji-u-srbiji>
- UNICEF Srbija „Deciji brakovi u Srbiji” (2017)  
[https://www.unicef.org/serbia/sites/unicef.org.serbia/files/2018-05/De%C4%8Dji-brakovi-u-Srbiji-2\\_0.pdf](https://www.unicef.org/serbia/sites/unicef.org.serbia/files/2018-05/De%C4%8Dji-brakovi-u-Srbiji-2_0.pdf)
- World Health Organization (2016). Ethical and Safety Recommendations for Intervention Research on Domestic Violence Against Women  
<http://www.who.int/reproductivehealth/publications/violence/intervention-research-vaw/en/>
- Jewkes, R., E. Dartnall and Y. Sikweyiya (2012). *Ethical and Safety Recommendations for Research on the Perpetration of Sexual Violence*. Sexual Violence Research Initiative. Pretoria, South Africa, Medical Research Council. Available from [www.svri.org/EthicalRecommendations.pdf](http://www.svri.org/EthicalRecommendations.pdf)
- UNEG Guidance document “Integrating human rights and gender equality in evaluations” (2011) – Chapter 3
- World Health Organization (2007), ‘Ethical and safety recommendations for researching documenting and monitoring sexual violence in emergencies’ 2007,  
[http://www.who.int/gender/documents/OMS\\_Ethics&Safety10Aug07.pdf](http://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf)
- WHO/PATH “Researching violence against women: a practical guide for researchers and activists”, (2005)

## 5.6. Limitations to the methodology used

The key challenges of the evaluation were limited resources for its implementation, and low responsiveness of the secondary beneficiaries' representatives, especially from decision makers group and social protection institutions (centers for social work). In addition to that, significant limitation was the fact that the period of evaluation (data collection stage) was covering most of the state holidays and orthodox holidays (New Year, Christmas, Orthodox New Year), and during that period it was difficult to reach informants. The low response was related to the period of evaluation conduction, but also to the fact that many of addressed persons claimed that they are not aware on the details of the project itself. Due to the often changes in government structure in AP Vojvodina, persons who were on positions at the beginning of the project are not at the same positions any more and did not want to give interviews. This was compensated by informal communication with them and motivation of the new president of the management board of the Office for Roma inclusion who provided data both, by filling the questionnaire for secondary beneficiaries and by giving interview as RIO board president. Also, RIO as most referent body in the province, is small institution with small number of staff (only 3 program professionals + director who is new and not aware on ARNB project), so their board president was the only source of information for the purpose of this evaluation. The lack of information from direct communication with government representatives was also compensated by studying project reports and publications, as well as discussion with the project management team and project expert associates who have in depth knowledge in the political and social context (psychologists, monitoring expert, lawyers). Beside that, baseline study has not been conducted, nor end line study was predicted by external evaluation ToR. Therefore, the annex table Results Monitoring Plan with actual baseline and end line data was not completely filled and is not attached to this report. The data on beneficiaries vary across different sources therefore it was challenging to evaluator to make conclusions on the quantitative indicators. For example, it was difficult to, based on reports and service records, calculate number of beneficiaries who were referred by ARNB to different service providers, so the evaluator relied on input provided by project management team and their explanations. Also, while the project reached significant number of primary beneficiaries, it is difficult to calculate the real number of primary beneficiaries and avoid double counting at some points. This is mainly related to the fact that same woman who belongs to Roma population, also belongs to the group of LGBTI, and evaluator estimated that this might be a cause of double counting. In consultation with project management team, evaluator calculated number of beneficiaries and total sum presented and total number of primary beneficiaries

# 6 Findings and Analysis per Evaluation Question

## 6.1. EFFECTIVENESS

**Effectiveness Q1: To what extent were the intended project goal, outcomes and outputs achieved and how?**

Response to the evaluation question with analysis of key findings by the evaluation team

Statement of Project Goal, Outcomes and Outputs	Indicators	Progress in achieving the goal/outcome/output
Project Goal	1	The Roma women and girls in Vojvodina show

Roma women and girls in Vojvodina receive greater support to avoid early, forced marriages and are better protected from violence by December 2018.	Perspectives of Roma women and girls in Vojvodina on social services protection experienced (good and bad) and responsiveness of services in crises situation to avoid early, forced marriages	significant lack of trust in public institutions. While this trust was very low before the project started, it was noted by the evaluator that some of the evaluation informants' statements mentioned individual cases where, thanks to the good cooperation and referrals between ARNB and center for social work, the outcome of the joint support was positive. However, most of the primary beneficiaries in the evaluation process showed lack of belief in social, judiciary, police or health services. The worse experience they had was related to the treatment in the shelters (safe houses) for women victims of violence which are mostly run by centers for social work, and where Roma women faced discrimination and racism in some cases.
	2 Number of reported cases of early forced marriages to the SOS helpline and actions taken by ARNB	The ARNB reported total of 37 of reported cases of early forced marriages to the SOS helpline: 15 in the first year, 9 in the second year and 13 in the third year of the project implementation. As there was no target value in the project proposal, it is not possible to make comparison against target value. The qualitative data are provided in elaboration of the evaluation questions.
<b>Project Outcome 1</b>  Roma women and girls have improved access to services and justice to avoid early, forced marriage in Vojvodina by December 2018.	1.1 Number of Roma girls and women served by SOS Helpline	ARNB reports 952 Roma girls and women who were recognized as Roma based on the language they used in communication with SOS operator. Other criteria to recognize Roma were location where they are from (Roma settlement), and during legal proceedings when nationality <sup>19</sup> becomes relevant, or if a woman-girl declares it. Also, according to the statistics ARNB provided to evaluator: 2009 victims of violence (100% of the targeted value of 2000), 440 LGBTI women (293% of the targeted value of 150), 66 women with disabilities (26.4% of the targeted value of 250). The main reason for underachievement in the number of women with disabilities is presented by the project team and is related to the accessibility issues, lack of accessible transport.
	1.2 Number of Roma girls and women who received legal aid services	Total of 284 women and girls received legal advices and there were 131 cases in courts (for some women these were multiple cases). In average, ARNB run up to 6 legal cases per woman, depending on the situation of violence. As there was no target value in the project proposal, it is not possible to make comparison against target value. The qualitative data are provided in elaboration of the evaluation questions.
	1.3 Perspectives of survivors (or service users) on their experiences using the services provided (both bad and good)	Most of the informants, service users, glorify the support of the ARNB. During the process of external evaluation, in direct contact with service users and analysis of the project documents, there were no any bad experiences. Most of the users' statements show that they were comprehensively supported by

<sup>19</sup> Roma are recognized as national minority in the republic of Serbia and have official status of national minority. They have their political representation body called National Council of Roma National Minority, whose work is regulated by the law on National Councils of National Minorities <http://www.rik.parlament.gov.rs/doc/dokumenta/zakoni/eng/6%20Law%20on%20National%20Councils%20of%20National%20Minorities%20consolidated%20text.pdf>

		psychosocial support, legal aid and even in some cases, material support <sup>20</sup> . The detailed description of experiences of service users are illustrated in answers to the evaluation questions below.
<b>Project Outcome 2</b> Office for Roma Inclusion in Vojvodina introduces specific measures and programs that prioritize ending early forced marriages of Roma girls.	2.1 Office for Roma Inclusion signed Declaration to end practice of early and forced marriages of Roma girls in Vojvodina	Not achieved, but Roma Inclusion Office has received the document and is introduced to it's content. The Declaration was not signed due to the frequent changes of the leadership of RIO and, consequently, lack of continuity of communication with them.
	2.2 Percentage of the budget of the Provincial Government (or social protection budget) allocated to ending early, forced marriage	Not achieved at the level of the Government of AP Vojvodina, but the problem of early forced marriages and sexual violence has been recognized in some other calls for proposals funded from EU level <sup>21</sup> . This might be considered as partial contribution of this project. The indicator was not achieved due to the frequent changes of the provincial government officials and staff, consequently, lack of continuity in communication with them.
<b>Project Output 1.1.</b> Roma women and girls survivors are psychologically supported by ARNB and informed about other available services to avoid early, forced marriage and violence.	1.1.1. Number of hours per day the service is available	According to ARNB reports: I year 2510 hours II year 1400 hours III year 2044 hours The working hours of the SOS helpline is 10.00-15.00 during working days. However, there were many overtime working hours that included field work, urgent interventions and mediation with institutions. These hours are not presented in the report <sup>22</sup> as there are no calculated exact data on the number. Generally, the project management team has been working on developing availability of the helpline 24/7 but they have no exact data. As there was no target value in the project proposal, it is not possible to make comparison against target value.
	1.1.2 Number of Roma girls and minority women who received individual psychological support	In total, 153 Roma girls and minority women received individual psychological support: in I year 32, in II year 89 and in III year 35 of them. The total number represents 255% of the targeted value of 60 girls and minority women.
	1.1.3. Number (or proportion) of callers to the helpline that are referred to other available community services (by type)	In total, 176 callers were referred to other available community services during the project implementation. The total number represents 80% of the targeted value of 220 girls and minority women. No data on type of services.
<b>Project Output 1.2.</b>	1.2.1	248 Roma women and minority women who received legal aid counseling. The total number represents 83% of the target value of 300 women

<sup>20</sup> The data origin from the evaluation process – focus groups, monitoring process- focus groups

<sup>21</sup> The Call for Proposals launched by Standing Conference of Cities and Municipalities within EU SUPPORT TO ROMA INCLUSION -Strengthening Local Communities Towards Roma Inclusion, see <http://www.skgo.org/strane/337> . One of the topics in LOT2 IS: Trainings of Roma population (especially Roma women) on recognizing and combating family violence, preventing early marriages, importance of family support, etc

<sup>22</sup> At the time of writing project proposal, the OS Helpline was on the edge to stop working because the funding from the Ministry of Labor and other donors stopped. Therefore, ARNB could not set the baseline for this project: many of hours were voluntary hours, and the system of recording working hours was not clearly set up yet, due to the lack of measurement and adjusting of the methodology of work with other SOS helplines during the process of licensing. The number of working hours is currently changing again, due to the decrease of financial resources - only OAK Foundation continued funding, and this is half of the amount that was invested during UNTF project implementation. (Source of information: project management team)

Roma women and girls have improved knowledge about their legal rights on how to avoid early, forced marriage through legal procedures	Number of Roma women and minority women who received legal aid counseling	(100 per year). The underachievement can be explained by increased number of services per individual woman <sup>23</sup> , while number of women in total remained under targeted.
	1.2.2 Number of Roma women and minority women who independently use acquired knowledge in practice	Total of 43 Roma women and minority women independently use acquired knowledge in practice. According to the statements and reports of the ARNB, this number represents 195% of the target value of 22. This is not just their It is worth of mentioning one more factor, according to t he project team: this high percent is not only the result of the acquired skills, but also lack of financial resources in ARNB to respond to all their requests for legal support, therefore they were stimulated by ARNB to independently address institutions and ask for their rights, as well as to independently press charges or even initiate divorce procedures.
<b>Project Output 1.3.</b> Roma women and girls are supported to press charges with regard to early, forced marriage and violence and take their cases to courts.	1.3.1 Number of cases supported by Association of Roma Novi Becej in courts	Y1 23, Y2 39, Y3 69. Total 131 This number represents 138% of the targeted value of 95 cases.
<b>Project Output 1.4.</b> Roma women and girls survivors of acute violence receive adequate support in emergency crises situations.	1.4.1 Number of Roma women that received support from ARNB in intervention crises	Y1 35, Y2 40, Y3 36. Total 111, which is 202% of the targeted value of 55 women.
	1.4.2 % receiving the basic necessities required within 24 hours of requesting support	ARNB reports that 80 to 85% of service users received the basic necessities within 24h of requested support. Only during weekends and holidays there were some delays. As there is no target value in the project proposal it is not possible to compare achieved and targeted.
<b>Project Output 2.1.</b> Office for Roma Inclusion in Vojvodina publicly commits to introduce measures and programmes to work on ending early and forced marriage in Roma communities in Vojvodina.	2.1.1 Number of meetings with decision makers during the project implementation	ARNB reports: I Y 3 II Y 10 III Y 12 Total 25 which is exactly the same as targeted
	2.1.2 Existence of a Signed Declaration at the Project end	Not achieved, due to the frequent changes of the leadership of RIO and, consequently, lack of continuity of communication with them.
<b>Project Output 2.2.</b> Decision-makers in the Provincial Government have improved knowledge of how to mainstream and prioritize ending forced, early marriage in social protection and other policies, budgets and programmes	2.2.1 Number of meetings with provincial government representatives	ARNB reports: I Y 4 II Y 16 III Y 8 Total 28
	2.2.2 Mainstreaming the issue of early forced marriages into Calls for Proposals under gender equality calls and calls supporting education of Roma of the Government of the	Not achieved within government structures, mainly due to the frequent changes in the government structures in AP Vojvodina, and, consequently, lack of continuity of communication with them. However, there are calls for proposals launched by donors like EU, an one of them (EU Support to Roma

<sup>23</sup> One woman receives repeated service, or several legal aid services, therefore in calculation of the number of beneficiaries she cannot be calculated more than ones.



	Province of Vojvodina	Inclusion managed by Standing Conference of Towns and Municipalities) recognized early marriages prevention as one of eligible measures/thematic areas of the projects. It is also relevant to report that this call targeted primarily local self governments, which means that, indirectly, contributed to sensitization of local governments
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Table 1: Level of achievement of goal, outcomes and outputs, per indicator

## Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above

### ***The project goal: Roma women and girls in Vojvodina receive greater support to avoid early, forced marriages and are better protected from violence by December 2018. is achieved to the significant level.***

In order to achieve the goal, ARNB has invested a lot in improving quality of services to Roma women and girls victims of violence: they expanded the territorial coverage of their services, gained license from the state for the provision of the SOS helpline as social protection services, introduced comprehensive support to women which include, beside SOS, psychological counselling and empowerment, educations, legal support and court representation, urgent response in crisis, material support, but they also improved their referral system and somewhat communication and cooperation with local institutions-service providers.

Findings of the focus groups that were held in June 2018 (3 Fg with 24 Roma women) show the following findings on the Indicator 1.1.: Age group 16 to 30 express the satisfaction (10 persons), but all of them (14 persons) feel that more could be done if ARNB had more sources or if institutions would respect Roma women more (including communication with SOS Helpline consultants). Roma girls and women in this age group have attended non-formal education or have completed schools and they show knowledge on rights and problems related to institutional discrimination. Out of 22 participants in 3 focus groups implemented, 12 participants showed full satisfaction in services provided by ARNB: timely response, they felt safe and protected under ARNB supervision. Total of 19 participants said that they received support by ARNB, but shared an opinion that it was probably the maximum at that time. Almost all women were not satisfied with institutional services provision-they think that much more support could be received-this dissatisfaction is not related to ARNB support but the support from the system institutions. Out of 22 participants only one had used services of the Safe House where she experienced discrimination and victimization (pressured to clean and to all sanitary works in the House). Total of 4 women said that they had rejected placement in Safe Houses due to procedures, neglect of urgency, one was asked to give up of the Safe House and to overcome the 'domestic problem' that is not of a great concern.

The ARNB reported total of 37 of reported cases of early forced marriages to the SOS helpline during 2016-2018: 15 in the first year, 9 in the second year and 13 in the third year of the project implementation. All girls were age 13 to 17. The violence was reported by their parents, or grandmothers. These girls experienced sexual and physical violence, as well as psychological violence. Also, ARNB reported and project manager confirmed that 3 early marriages were prevented during the project implementation.

Out from this number, 12 girls (34%) stepped out from violent situation (4 in 2016, 5 in 2017, and 3 in 2018). Other girls didn't want to leave the marriage, being afraid of consequences, or got pregnant. The ARNB provided all of them with psychological support, emotional support, referring to relevant institutions such are health centers, financial support in obtaining health services, assistance in obtaining personal documents etc. The reasons for the fact that some of girls didn't step out the early marriage situations are various: Some were already pregnant and they were not allowed to interrupt their pregnancy or did not want to, some because they did not want to return to the primary family where they suffered violence before the marriage, some

because they were afraid to be sold again because of the shame of return and loss of innocence. Some of had no one to return because they did not have any legal status documents i.e. they have personal documents but as minors they live with wider family members while their parents are abroad in EU and similar. Therefore, they risk placement into social institutions or foster families.

The question of prevention of early marriages remains open, as there was very few girl who were prevented from getting into forced early marriage. Early marriages issue is the one that needs more than one ARNB project, as noticed by one of the project associates. In the elaboration of the next evaluation questions, it can be seen that evaluation findings point at the need of further work with girls, involvement of educational system, and whole community. The strongest support of the project actually belongs to the protection and intervention measures, which is absolutely needed. The next step would be, as mentioned in one of the interviews with project associates, to develop stronger, more strategic preventive measures like raising awareness, empowerment of girls, their involvement in school/continuation of education and economic empowerment.

***Outcome 1: Roma women and girls have improved access to services and justice to avoid early, forced marriage in Vojvodina by December 2018.***

The data from the evaluation process indicate that **the access to services and justice of Roma women and girls was significantly increased**, having in mind that ARNB expanded their service, provided significant number of quality services to significant number of women. In addition to that, evaluator points that access to services to avoid early forced marriages should be taken into account as strategic: the effects of work with current beneficiaries should give answers to the question whether early forced marriages will be avoided in the next generation of beneficiaries, or even in some kind of postponed evaluation of this project.

One of the project associates also told following: *“The objectives of the project are not completely achieved, as non of the girls was prevented to marry. They marry, experience violence, and then come to ARNB to ask support, just like their mothers did. The stronger message should be sent to them: You don’t have to marry. Don’t do that. Go to school. Employ. Do what You want to do...Marry whom You want to... They have to work with the girls, head by head, girl by girl: to get those girls out from the hooks of customs. It is not an easy job, but it is a prevention. ARNB should make a lot of small Nenas<sup>24</sup>, to be a role models to other girls. She<sup>25</sup> should complete the school and come to the settlement that other girls see her, to see that it is possible. Nenas should be multiplied.”*

Following table provides quantitative data on achievements per output within Outcome 1, based on the annual reports of the ARNB organization:

	Type of service provided by ARNB	Number of services provided			
		2016	2017	2018	Total
1	<b>Individual psychological counselling</b> face-to-face, including consultations aimed at long-term support in overcoming the trauma of violence	63	99	43+74 <sup>26</sup>	<b>269</b>
2	<b>Legal counselling</b> - informing on the legal rights of victims	46	35	156	<b>237</b>
3	<b>Legal assistance</b> - writing submissions, lawsuits and other documents (lawsuit related to domestic violence/sexual violence, divorce, child custody, alimony or other problems related to violence) on behalf of women service users (with their consent)	71	26	78	<b>175</b>
4	<b>Legal representation in courts</b> in criminal and civil proceedings.	19	39	65	<b>123</b>
5	<b>Preparing users for testimony in court</b>	19	6	23	<b>48</b>

<sup>24</sup> Young girl, activist in ARNB

<sup>25</sup> Meaning: any of these girls, role models

<sup>26</sup> In 2018, ARNB started to collect separated data on psychological support (43) and individual consultations face to face with aim of long-term support in overcoming trauma of violence (74)

6	Representation of interests and rights of beneficiaries in front of institutions ( <b>mediation between beneficiaries and institutions</b> through oral or written communication)	42	13	19	<b>74</b>
7	Organizing a <b>case conference</b> or participating in a case conference organized by some of the local community institutions	2	0	0	<b>2</b>
8	<b>Assistance in the procurement of documents, identity confirmations , assistance to victims of human trafficking</b>	2	1	0	<b>3</b>
9	<b>Assistance to users in obtaining of personal documents</b> (ID cards, citizenship, baptism, health cards, documents needed for application for social benefits...) Support in cases of legally invisible Roma women.	65	25	47	<b>137</b>
10	<b>Intervention in crisis situations<sup>27</sup></b> Urgent financial assistance to victims to escape from acute violence-dangerous situation and prevention of possible femicide.	35	40	36	<b>111</b>
11	<b>Financial aid for emergency medical help</b> Emergency abortion of underage girls who came out of early contracted marriages	3	/	/	<b>3</b>
12	<b>Assistance to beneficiaries in education, retraining and job search</b> - registering with the employment service, mediating with potential employers	23	14	11	<b>48</b>

Table 2: Number of services provided per year 2016-2018

Association of Roma Novi Bečej provides SOS helpline service in the languages of national minorities which includes a wide range of services to victims of family and partner violence. The SOS helpline offers emotional support at the first place, during which the consultant allows users the secure safe space through conversation, actively listening, empowering, and exploring victims' considerations whether she will step out from the situation of violence, or stay –in which case the aim is to ensure her personal safety. The SOS phone offers to women individual psychological help and support provided by expert psychologist and individual legal counseling and court representation, based on the assessment of woman's needs. The association engaged an experienced law firm with many years of experience working with women victims of violence. Lawyers support women at court hearings, support them in the court process, conduct litigation, alimony charges, criminal charges etc.

Certified consultants are operating on the SOS helpline: they work several minority languages: Romani, Romanian, Hungarian, and on Serbian, every working day from 10 am to 3 pm. The consultants also conduct individual interviews with victims of violence in person: a victim comes to the premises of the Association or if they are not in the position to come, SOS consultants visit them and conduct individual interviews with women who suffer from violence.

The SOS helpline actually comprises all services that are covered by this project:

- legal counselling
- court representation
- translation services and accompanying victims to court hearings
- referring victims to relevant institutions
- field work in Roma settlements
- emotional and psychological support
- urgent interventions-support in situations of crisis.
- during 2018 ARNB introduced specialized support to girls, adolescents and women victims of sexual violence, abuse and rape.

<sup>27</sup> Since the emergency intervention is in the mandate of the State, and this practice of ARNB has brought controversy and discussions with state institutions, ARNB didn't proceed with official reporting in 2017 and 2018



According to the ARNB annual reports, women who reported violence usually did not want to report it to the relevant institutions, some reported violence to the police and the centre for social work. Most women called SOS more than ones: according to the ARNB database, each user called at least 2 times the SOS phone.

The statistics on the number of beneficiaries of the SOS helpline during 2016-2019 according to the annual reports of the ARNB was as follows<sup>28</sup>:

	Roma	Hungarian	Romanian	Serbian	Women with disabilities	LBTI	Total
2018	112	21	60	30	12	18	253
2017	74	26	32	93	9	9	243
2016	129	41	27	92	15	17	321
<b>Total</b>	<b>315</b>	<b>88</b>	<b>119</b>	<b>215</b>	<b>36</b>	<b>44</b>	<b>817</b>

Table 3: Number of primary beneficiaries per year

LBTI beneficiaries reported psychological and physical violence from their partner of early marriage, or from their primary family who that did not want to accept the "behavior" (LBTI) of the beneficiary. They asked for emotional and psychological support. Most of them did not initiate court process, being afraid of disclosure of their sexual orientation.

In 2018, the ARNB had 13 reported cases via social networks (Instagram and Facebook), instead of calling SOS phones. This form of communication becomes more attractive to the younger population, but also when women/girls cannot speak because of the permanent presence of the violent partner or members of his or her family. This type of communication also gives them the ability to dial communications instantly or while they communicate with others, which is an additional aspect of the victim's security, and its trace remains in SOS helplines records despite the fact that she did not officially call the SOS phone. In this way, once the conversation is started, it can be renewed quickly.

The number of project beneficiaries vary between different sources of data, therefore evaluator relied on inputs from the project team as final instance. During the field visit and insight into the records of the SOS helpline, evaluators team had opportunity to check data for 2018 year, and project reports and annual organizational reports are the sources of data for the whole project duration. These data are not the same, therefore, there is need to establish more consistent and clear system of record keeping.

Output 1.1. Roma women and girls survivors are psychologically supported by ARNB and informed about other available services to avoid early, forced marriage and violence.

The ARNB has continued and improved the SOS helpline service during the project implementation: they had stable working hours distribution during 2016-2018, with exception of 2017, when the number of working hours was least. The new increase of the working hours in 2018 including overtime hours, urgent interventions happened due to the licensing of service and implementation of the new Law on Prevention of Domestic Violence, which stipulates obligatory referrals to institutions and intensive communication and participation of the local coordination body for prevention of violence. There were 176 SOS callers who were referred to other service providers, but there are no clear data on type of services they were referred to.

<sup>28</sup> The annual ARNB report includes data on all contacts with women: not all of them call via phone. Women for example are used to come to the city and visit the office and directly talk to the helpline souncillors. Also, in 2018 there was an increase of contacts via Facebook and Instagram, since not all of them have access to mobile phone network, especially in distance villages, or they simply don't have possibility to use the mobile phone.

Since 2017, the Association also offers specialized support to women and girls victims of sexual violence and rape, which is a very important segment in providing support to girls who are victims of early, contracted and forced marriages. This in addition led to the certification of a group of 14 Roma women activists in 2018 for provision of this kind of support to girls, adolescents and women. ARNB started in the same year the monitoring of institutional support to beneficiaries with experience of sexual violence.

Individual psychological consultations were provided to 153 Roma women, and this support was provided by the project associates, psychologists who have different expertise: psychologist who is lesbian, psychologist who is a woman with disability, feminist psychologist who has in depth knowledge and expertise in psychological work with LGBTI women but also in capacity building of feminist organizations. Their work was highly evaluated by service users, which can be seen from the quotations in the below parts of this report.<sup>29</sup>

#### Output 1.2 Roma women and girls have improved knowledge about their legal rights on how to avoid early, forced marriage through legal procedures.

According to the project reports, 428 Roma women and minority women received legal support in terms of legal counselling. The figures in table 2 from the annual ARNB reports 2016-19 show that out of 583 various legal services, 237 (40,7%) belong to the service of counselling-informing women and girls on their rights. This service can be treated as preventive and informative, and that can contribute to prevention of early marriages, i.e. increase knowledge among women on how to avoid early marriage. One of the beneficiaries said: *"Our daughters and daughters of our friends, sisters, brothers...they won't marry so early any more. They know it is not good for them"*, and another: *"My uncle sold two daughters for 9000 euros, I opposed him .... I was sold to unknown people for 2000 marks, I was 14.5 years old. And, ahm, it was horrible when my uncle sold 14 years old girls... I mean, they still need a mother ... I was the only one who opposed then. They told me the first, second, third door and march out ... now they gave birth to babies, and they already think how to divorce...and who is right now: me or you, I said. You spend money and your child suffers and does not know how to look after that child she gave birth to...a child to look after child...**My child said she would marry at age 30: first school, there's time for everything, she won't miss anything in her life**"*.

There were also this kind of statements of service users: *"We went to elementary school we took educational materials there, and one of the teachers said: "So what? Let them drop out..."*

The women and girls did increase their knowledge on prevention of early marriages: this is the potential that should be developed further, in order to really play preventive role in the lives of girls and women of Roma minority. The activity of facilitation of working groups with Roma girls and women survivors on designing the campaign *"It's Early"* significantly contributed to the knowledge on early marriages among Roma women and girls, since according to the ARNB reports, for the first time in Serbia Roma girls and women survivors of violence participated in visual designing and creating messages for the campaign. This activity was implemented during this year and gathered total of 30 Roma girls and women survivors who were selected on bases of their self-confidence levels and motivation. They had discussed messages and targeted population for the campaign *"It's Early"*. Product of this work are banners and video clip of the campaign.<sup>30</sup> These girls and women were additionally empowered by this process, and the campaign had been covered by national media<sup>31</sup>. ARNB produced publication *"Confronting Customs –Love Ourselves: Early Marriages of Roma Girls-an entry point for sexual violence"*<sup>32</sup>

#### Output 1.3. Roma women and girls are supported to press charges with regard to early, forced marriage and violence and take their cases to courts.

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<sup>29</sup> The combination of different sources of data in presentation of figures was a challenge for evaluator, since the data are overlapping and, also, they differ between project reports, internal sos records and annual ARNB reports.

<sup>30</sup> <https://udruzenjeromanb.org.rs/galerije/video/117-ugovoreni-brakovi>

<sup>31</sup> Source of data: ARNB reports and one participant of focus group with primary beneficiaries

<sup>32</sup> [https://udruzenjeromanb.org.rs/images/publikacije/Rani\\_brakovi\\_romskih\\_devojica.pdf](https://udruzenjeromanb.org.rs/images/publikacije/Rani_brakovi_romskih_devojica.pdf)

The court representation of Roma and minority women victims of violence during project implementation was provided in 123 cases. Total of 248 women received legal aid counselling. The total number represents 83% of the target value of 300 women (100 per year). The underachievement can be explained by increased number of services per individual woman<sup>33</sup>, while number of women in total remained under targeted.

Total of 43 of them continued to independently use acquired knowledge in practice. . According to the statements and reports of the ARNB, this number represents 195% of the target value of 22.

The service of interpretation to Romani, Romanian and Hungarian languages were additional support to these women. The reports from focus groups with primary beneficiaries held during 2018. show that younger women aged 20 to 30, show understanding of the legal system. Some of them are continuing fight on their own through legal system while they remain relying on ARNB support in advising or in eventual crises, and reaching much more of a justice related to custodies. However, it is important to mention that almost all of them have some kind of family support or support by relatives who support them in their struggle

*“The fact that I became an activist and all these seminars on which I was... that's important. Psychological empowerment helped me to get myself interested in the laws, I got wings. Now it's easier for me when I find myself in a situation, for example, in the center for social work, when they start to philosophize me, I show them my knowledge of the regulations, it's better than theirs. I show them at the start. It could work with me before, now I know more than before. Everything that happened to me gave me the strength to enroll at the college now. I have entered the public administration in Belgrade and I plan to get into an institution and engage in a socially disadvantaged program. This is my goal. But even now, if something is not clear to me, I call Danica and say what I need. They help me further. Maybe I even drove them questions (laugh)”* (Roma woman, ARNB beneficiary and activist, victim of violence)

*“We are glad that we have women who now independently run their own cases, control center for social work measures, send and inform us about the possible risks of early marriage in their communities, bring their relatives and friends because they know we're someone who can help. On the other hand, there are many examples of returnees from the system (often Serbian women) who are appealing to help because they did not receive adequate support or their cases, did not end with the prosecution.”* (Project management team member)

From the focus group held in 2018 with primary beneficiaries, ARNB reports: *“Younger women aged 20 to 30, show understanding of the legal system (5 persons). Some of them are continuing fight on their own through legal system (they will of course rely on ARNB support in advising or in eventual crises) and reaching much more of a justice related to custodies. However, it is important to mention that almost all of them have some kind of family support or support by relatives who support them in their struggle. This is important factor in expressing more strength among focus group participants.”*

#### Output 1.4. Roma women and girls survivors of acute violence receive adequate support in emergency crises situations.

Although ARNB reports that system is not functioning, the number of referrals of beneficiaries have increased in 2018 comparing to 2017, mainly due to the implementation of the law on prevention of Domestic violence and licensing of the SOS helpline which although not getting stable financial support from the state, is obliged to act according to the rulebook on standards and other regulations. During the project, total of 176 callers to the SOS helpline were referred to some of the available community services. However, the service beneficiaries still show significant lack of trust in institutions. The cooperation between ARNB and local centre for social work in Novi Bečej, for example, has been improved, and one of the project associates declared that the capacities of centres for social work are generally (although slightly) improved.

For the first time ARNB provided assistance in situations crises for women leaving situations of severe violence, as prevention of possible femicide cases, and this project enabled ARNB to provide urgent financial support to women who leave from their homes immediately (for example, for medical service, hospitalization). This

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<sup>33</sup> One woman receives repeated service, or several legal aid services, therefore in calculation of the number of beneficiaries she cannot be calculated more than ones.

included assistance to women who did not have personal documents and who were the most exposed to stay in violence. In some cases, ARNB assisted young Roma girls to end their pregnancies, leave forced marriages and return to educational system and to their everyday activities. ARNB reports on this: *“Roma women are rejected from safe houses on discrimination bases, no documents in some cases, no incomes to begin outside their families, no support to end the violence In 80% of cases we had provided required assistance within 24 hours of requesting support.”*

## Outcome 2

### **Office for Roma Inclusion in Vojvodina introduces specific measures and programs that prioritize ending early forced marriages of Roma girls.**

This outcome has not been achieved.

The ARNB project team held series of meetings with representatives of the Roma inclusion Office (RIO). In the period 2016-2018 due to the political changes, the director of the office changed twice in two years, while there was a period of vacuum between two directors in 2017 during which any effective contacts were not possible. However, the project team held communication with one female member of the RIO board who was fully aware on the whole situation, since she was an activist, too. She could not significantly influence the policy of RIO but she understands the efforts of ARNB. It is important to note that RIO has very few employees, actually, just one program staff who works on the program issues, two lawyer-one on the position of secretary administrative, and another dealing with procurements etc. Part time and temporary employees are being engaged from time to time. Practically, only two persons – director and one associate are the staff in RIO who are permanent address for communication. The board members are mostly political figures (like director, too) and persons instructed by political parties are sitting in the board, civil society organizations plan their advocacy approaches.

#### Output 2.1. Office for Roma Inclusion in Vojvodina publicly commits to introduce measures and programs to work on ending early and forced marriage in Roma communities in Vojvodina.

This output has not been achieved on provincial level. However, the Government of AP Vojvodina is obliged to act in line with national directions.

The RIO board member told during the evaluation interview: *“The Roma Inclusion Office participated at the Activist Conference, which took place on December, 2017. in Novi Sad. The practice of early, contracted and forced marriages is the most serious violation of human rights and mostly affect Roma girls. For all institutions, organizations and individuals, pointing to the consequences of this phenomena is a special mission and challenge. As part of its strategic plan, the Roma Inclusion Office will introduce specific measures and programs that prioritize the ending of early, forced marriages of Roma girls. One of the priorities in the coming years will be the support of SOS phones in the languages of national minorities...”* Although this is not a public commitment, it presents enabling environment for further advocacy in this field.

ARNB conducted campaign which included: meetings with representatives of RIO and provincial government and provincial institutions, media campaign “Just a Girl, Not a Bride”, each year there were public actions that were organized not only relating early marriages but increasing visibility of ARNB actions in prevention and combat against violence against Roma women. Although the project aimed only at Vojvodina, the interest of the national media in the period of March-April 2018 raised the visibility of ARNB campaign on early marriage to the national level, which also influenced the highly expressed discussions in the Roma movement and also led to media documentation of very passionate statements in some Roma communities in central and South Serbia and south about selling the brides. The ARNB established cooperation with Foundation 021 which was founded by one of the Vojvodina media houses-Radio 02134. After public discussion on early marriages held

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<sup>34</sup> <https://www.fondacija021.rs/sr/aktivistkinje-udruzenja-roma-novi-becej-pomazu-zenama-da-izadju-iz-nasilja/>  
<https://www.fondacija021.rs/sr/devojice-prodaju-za-1-000-evra-nadlezni-bez-reakcija/>

The announcement of the public discussion (the news about the discussion was deleted due to the offensive and threatening posts in the comments):  
<http://www.021.rs/Novi%20Sad/komentari/175068>

jointly with this Foundation, the series of reactions happened. According to the information provided by the project management team to the evaluator, the comments that were posted under the news on the discussion contained some offensive and threatening statements directed towards ARNB activists. Also, numerous discussions on social networks and NGO mailing lists happened. The National Council of the Roma National Minority and Roma diaspora as well as some activists from other countries stood up in order to defend position of ARNB and protect ARNB activists from further public attacks. ARNB team finds this event was a trigger for further increase of interest of media in this project, particularly media with national frequency.

One representative of the provincial government recommended ARNB to target the Roma Integration Council which is permanent body of the Government of AP Vojvodina. This body can also influence the policies of the RIO, but also provincial government. Although the output has not been achieved at the level of the Government of AP Vojvodina, but the problem of early forced marriages and sexual violence has been recognized in some other calls for proposals funded from EU level; for example, the Call for Proposals launched by Standing Conference of Cities and Municipalities within EU SUPPORT TO ROMA INCLUSION -Strengthening Local Communities Towards Roma Inclusion. One of the topics in LOT 2 is: Trainings of Roma population (especially Roma women) on recognizing and combating family violence, preventing early marriages, importance of family support, etc<sup>35</sup>. This might be considered as partial contribution of this project. Beside that, the Operational Conclusions from the Seminar on Roma Inclusion 2017-2019<sup>36</sup> have explicitly included the topic of early marriages and children rights violence: conclusion 44. "Centers for social work will be committed to intensifying inclusion of Roma children in local welfare services and to improve mother support programs (as planned in the Action Plan for 2017-2018)." And conclusion 45. "Centers for social work, in cooperation with Roma coordinators and mobile teams for Roma inclusion (where they are established), strengthen their advisory role in working with Roma families (as planned in the Action Plan for 2017-2018). The Ministry for Labor, Employment, Veteran Affairs and Social Affairs prepares a rule of conduct with standards for "intensive family support" services by the end of the second quarter of 2018, which will also include measures to combat violence against women and early marriages."

Output 2.2. Decision-makers in the Provincial Government have improved knowledge of how to mainstream and prioritize ending forced, early marriage in social protection and other policies, budgets and programmes.

This output has been achieved to the certain extent.

A small scale publication as advocacy tool on legal provisions and CEDAW Committee recommendations to end violence against women in Serbia emphasizing specific position of Roma girls was published at the beginning of 2017<sup>37</sup>. Beside that, ARNB addressed provincial government with proposals on how to mainstream the issue of early marriage into their policies, concretely, calls for proposals of the Provincial Secretariat for sports and Youth.

Also, during the meetings with them, ARNB reported in meeting minutes that provincial government officials recognized options for mainstreaming. According to the statements of government representatives and ARNB reports, clear messages and documents with proposals on mainstreaming were directed towards provincial government. Therefore, the provincial government officials have improved their knowledge to some extent, but the issue of early marriages is not mainstreamed into calls for proposals nor other programs and policies.

ARNB took efforts in meetings with representatives of various provincial institutions: *"This project focused on advocacy activities from the zero point/entry point: seeking potential allies who are interested in this problem and who can provide opportunities for our voice to be heard and that our recommendations can be officially handed in. On this path, we found persons who (despite their functions) gave good recommendations to us in this work, have shown themselves as important allies in that and opened the door to institutions we did not have the opportunity to communicate before (for example, Secretariat for sport and youth). We have used every*

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<sup>35</sup> <http://www.skgo.org/strane/337>

<sup>36</sup> This Seminar is being held biannually and the whole Government is involved

<sup>37</sup> [https://udruzenjeromanb.org.rs/images/publikacije/Rani\\_brakovi\\_romskih\\_devojica.pdf](https://udruzenjeromanb.org.rs/images/publikacije/Rani_brakovi_romskih_devojica.pdf)



*opportunity: larger regional or national conferences to present our work and the problem of early marriages, stimulated partner NGOs to distribute the story of the problem and report about it in their reports to donors, and to globalize the problem as much as possible. Thus, we increased the voices and expanded the influence zone. What was the effect of this was that we both got the campaign and video going to the national media."*

In the project reports to UNTF, ARNB emphasised factors that influenced progress in achieving this output: unstable political situation, lack of sensibility in institutions in regard to Roma women and their needs and problems, lack of political accountability among political figures, lack of expertise among government officials and duty bearers.

## Conclusions

The project contributed to the significant extent to greater support to Roma women and girls in Vojvodina to avoid early, forced marriages and be better protected from violence, although mainly due to the efforts of ARNB in increasing quantity and quality of their services to Roma women and girls victims of violence. The part of the project that envisaged cooperation with institutions and decision makers has not been completely achieved although some of the outputs related to increased knowledge of decision makers have been achieved.

## Effectiveness EQ2: To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached?

### Response to the evaluation question with analysis of key findings by the evaluation team

The project reached targeted beneficiaries to the significant extent. According to targeted numbers, the reach was more or less as planned, except in the group of women with disabilities. The reason for that, as declared by project team members, were challenges related to lack of accessible transport and lack of financial resources to ensure accessible transport, but also stigma that is accompanying these women in the community (disability is even bigger taboo in the Roma community than in general population).

Beneficiary group-primary	Targeted	Reached
Indigenous women/from ethnic groups	2000	2009
Lesbian, bisexual, transgender	150	440
Women/girls with disabilities	250	66
Women/girls survivors of violence	2000	2009
Beneficiary group-secondary	Targeted	Reached
General public	3000	10.500
Civil society organizations-individuals	50	167
Government officials	60	69

Table 4: Data on total number of beneficiaries

## Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above<sup>38</sup>

The data on the number of reached primary and secondary beneficiaries are collected from the project reports, and also through communication with the project team and analysis of the internal project documents of the ARNB (SOS helpline documentation).

As for the general public, there is big overreach of the targeted audience: the campaign "It's Early" had national media coverage (RTS and on PRVA television). Also, the ARNB calculated number of Facebook page visitors and web pages' visitors, for media that covered the campaign, and came to the number of 10.500: „Statistically we

<sup>38</sup> ARNB Semiannual and annual project progress reports

*anticipated that at least 5% of viewers had watched our media presence that lasted from 10 to 15 minutes each. Numbers are cumulative with the reached goal in 2017. "We don't have counter for the web site visitors, but campaign on You tube had 228 views in 2018. For some reason, the video was removed from You Tube in 2017 so we lost data on views in 2017, so we uploaded it again on 20.12.2017: <https://www.youtube.com/watch?v=wROJnZBhW-c>, and this 228 figure is the only quantitative data we have for now" (Project Manager)*

The number of individuals from civil society organizations is also bigger than targeted: ARNB held number of meetings within the Women against Violence Network, SOS Vojvodina network, by being present on national conference and events, and practicing bilateral cooperation with CSOs, like ...Out of Circle Vojvodina, organization that supports women with disabilities who are victims of violence, Autonomous Women's center etc..

During three years of the project implementation, the project management team held number of meetings with government officials. The issue is that, significant number of the are not government officials any more in 2019, due to the often political changes. According to the reports, project management team had 28 meetings with government officials (provincial secretariats, institutes, members of the provincial assembly...) and 25 meetings with decision makers related to the Roma Inclusion Office (the Office itself, National Roma Council, Provincial Ombudsman. Some of these meetings overlap, but in general, significant number of people participated in them and were influenced by ARNB activities. This number has also been over-reached: 69 instead to 60.

#### **Conclusions:**

While the project reached significant number of primary beneficiaries, it is difficult to calculate the real number of primary beneficiaries and avoid double counting at some points. The estimation of the evaluator is that the project reached up to 2000 women as primary beneficiaries in total directly, by providing services and conducting project campaign. The estimation is based on document analysis and inputs from the project management team. The secondary beneficiaries are reached according to the project plan, and even overreached to the significant extent when it comes to the general public, thanks to the media campaigns.

### **Effectiveness EQ 3: What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How?**

#### **Response to the evaluation question with analysis of key findings by the evaluation team**

Internal factors: the ARNB got opportunity to enhance their professional work with women victims of violence by engaging their own expert associates for psychological support to women, to enhance legal support and court representation and to increase the number of women beneficiaries in terms of territory they covered, but also to increase quality and comprehensiveness of their support to primary beneficiaries. Also, the participation of primary beneficiaries was important positive factor that contributed achievement of the outputs in component of empowerment of women.

The external factor that contribute project achievements was current situation in the legal changes and introduction of the new Law on the prevention of Domestic Violence which pushed institutions towards enhanced intersectorial cooperation, and more intensive work on the cases of family violence. Although not directly related to violence against particular vulnerable groups of women, this Law in combination with several researches conducted and published by other organizations (UNICEF) and ARNB products, as well as CEDAW reporting process during the project implementation represent the general national context which is slightly more enabling for initiatives such is ARNB project.

ARNB reported general lack of awareness among politicians on the importance of the problem of early marriages, and violence against Roma women and girls. ARNB also mentioned several times lack of



understanding and support from male Roma leaders in Serbia, who were invited to stop early marriage practice in their own families in order to be a model to others. Also, the communication with feminist organizations and women Non-Roma organizations was characterizing as somewhat insufficient in terms that ARNB found that these organizations don't see this issue as high on their agenda.

Although they did not conduct consistent and effective advocacy towards the Roma Inclusion Office and Vojvodina Province Government, they achieved to become visible in front of these institutions/newly elected government officials. This aspect of project outcomes was significantly influenced by external factors which have to do with changing the political context, 6 elections have happened during the implementation of the project, there were changes in the leadership of key institutions, not ones but several times. The Provincial Government has completely changed, new people have been elected and employed during 2016, and the same thing happened in 2017 with the Office for Roma Inclusion where the director and Board changed. On the other hand, the visibility of the services and cooperation with local institutions was good at individual level, while more efforts should be put into the cooperation with local stakeholders in the cities where the project was implemented.

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

*"The organization did not analyze their cooperation and advocacy strategies much. For example, the advocacy strategy should have been different. In the work with the centers for social work, the approach was not cooperative. On the other hand, positive factor was that ARNB is present in the field everyday, they part of the community, they are role model for women from the community. This fact has contributed to the project goals in the component of empowering women. ARNB activists, project team members themselves had experienced all of the problems they were addressing in this project, therefore, women in the communities trust them. Their visibility in the community is an extremely important factor" (Project associate).*

*"I have no insight into the whole project. The association is heard, they are active. But I have not heard in the local media, nor in the institutions, in the home of health institutions, for example, I have no impression that something has been heard. It still needs a lot of water to pass through to hear those things. A topic that matters like this, has to be treated by many more projects, not just this one..." (Project associate)*

*"We were involved in preparation of the publication, how to tell girls they are not things but human beings, how to tell women they do not have to suffer violence, how to recognize they are victims and whom to contact for support. We were marching together every year during that action..." (Roma woman, victim of violence)*

The ARNB team was involved in shadow reporting to CEDAW<sup>39</sup>, and in the researches conducted by UNICEF on early marriages in Roma population. ARNB also submitted individual intervention to GREVIO as well as the joint report with the women NGO consortium.

#### **Conclusions**

Both, internal and external factors have influenced the achievement of the project goals, outcomes and outputs. Both, internal and external factors have influenced the achievement of the project goals, outcomes and outputs. Internal factors that contributed the project are increased capacity of project leader (ARNB) to implement such project with higher quality, larger territorial scope than it was before this project implementation and larger number of direct beneficiaries before this project implementation, continual presence in the Roma community and participation of beneficiaries. As for the capacities of the organization, based on interviews with project management team and secondary beneficiaries, the organization improved their internal policies (Child safeguarding policy adopted in 2016 and updated in 2018), strategic plan of the

<sup>39</sup> <https://udruzenjeromanb.org.rs/vesti/164-dostupan-izvestaj-iz-senke-na-primenu-cedaw-konvencije-u-srbiji> and <https://udruzenjeromanb.org.rs/images/vesti/2019/CEDAW-Shadow-Report-SOSV-Network-2019.pdf>

organization improved (Strategic LFA updated and improved), SOS help line data collection and record keeping system improved, advocacy capacities improved (law suits, shadow reports), and their role in capacity building of formal and informal Roma women groups in Vojvodina expanded beyond Banat region. External factors were predominant in the advocacy component of the project, mostly political instability, and low awareness among politicians and institutions. On the other hand, there were some positive factors, like individuals in political structures who are recognized as strategic resources for further advocacy efforts.

**Effectiveness EQ 4: To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in relation to the specific forms of violence addressed by this project? Why? What are the key changes in the lives of those women and/or girls? Please describe those changes.**

#### **Response to the evaluation question with analysis of key findings by the evaluation team**

Girls and women have realized they have a safe base in the organization. With the support of the project, some of them emerged from the situation of violence, divorced or pressed charges of domestic violence. Girls, or daughters, are empowered to seek help, although they are not empowered to refuse to marry yet: that is the change that needs much more work in the community. (project associate)

According to information received from beneficiaries, the project significantly contributed to positive changes in the lives of women and girls. The users generally point out that they mostly suffer physical violence, but psychological violence is also mentioned. Some beneficiaries talked about sexual violence, persecution after divorce, and economic violence. According to information provided by service providers, work on preventive forced marriages has yielded visible results because the number of forced marriages is reduced: "The project took three years and has contributed to raising awareness among members of the national minority in relation to the problem of the existence of early, forced marriages. The number of these types of marriages has been reduced. (center for social work representative). Although this statement cannot be confirmed by statistical data, it is important that this is the impression of an local public social institution.

Women have largely been silent about violence, and support from the Association is important for them to talk about violence and to decide to leave the vicious circle of violence. On their own, without the support of the Association, according to their words, they would not be able to do so. Support like free legal counseling and lawyer services, psychological support, telephone support, and strengthening their personal capacity for self-advocacy are key changes in the lives of women / girls

Many of the beneficiaries stated that they are now activists who want to help other women to get out of the circle of violence.

*"There was increased awareness; in Jabuka we had street actions, which were public and which in this way had to be heard by people in institutions, because in order to get permission for street action, we had to get in touch with the institutions, and so the project was directly released to the public"* (Project partner organization). Street action has taken a special interest in this, especially since Jabuka is a multi-ethnic community.

Specific assistance was provided in the realization of workshops where psychological support and legal support to victims of violence was provide at the same time, empowerment workshops were organized (for girls who are at risk of drop out from educational system). They are thus empowered to stay in school. Workshops were organized with women which were empowered, how to set boundaries and recognize and overcome violence. Also, workshops were held on which there were women who experienced violence and who were supporting

women with ongoing experience of violence. This all required a complex and professional approach to all these activities, where there were various influences of institutions, so it was important to find a model that would be different and recorded as best practice.

### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

Annual report year 1: For the first time this we have directly provided expert services of psychological counseling. For the first time we had established also urgent online counseling for cases of sexual violence and rape. This is innovative approach implemented only through this initiative. Roma girls and their families now receive support in reporting cases of early, forced marriages and support in urgent situations influencing on avoiding eventual femicide. We had supported 10 Roma girls, victims of early, forced marriages during the first project year. Two of girls (aged 14) had financial support regarding medical services. It is necessary to mention that all our clients are victims of such practice. We have recorded increase of Roma women who continue legal fights on their own (6 women recorded in 2016).

Also this project offered Roma women and girls a unique opportunity to participate in developing and designing of the anti-violence campaign by designing messages and visuals of the campaign video and banners. They provided significant input in the process and gave approval for publishing their stories under the activity of the small scale publication publishing. This will give a great insight into violations of Roma girls rights to happy childhood and education.

Very often, women reported to the association because their daughters were "sold", i.e. Their marriages have been contracted, and now they are suffering violence, but they can not report it by themselves: *"The ARNB lawyer has arranged everything for her. She received a verdict, got custody for her child and on the very day of the verdict, she returned to the abuser again. Everything worked for her. He was beaten while she was pregnant. He can not stand me, he told me everything, he insulted me. And she returns to him every time"* (mother of one user)

Particular emphasis was placed on exercising rights in the field of social protection (for example, child allowance) regulation of personal documents and solving the legal status of children. Women participants of focus groups express a high degree of satisfaction with the support they have received, focusing on the free services of the lawyer, being aware that they can not afford it. Then they emphasize the importance of psychological support they received from the ARNB.

The users emphasize the presence of prejudice against the Roma population and the need to change the attitudes of the majority of the population in relation to the Roma. One of the participants who survived the violence in an early marriage told her that she broke up her marital union *"I cut the cake halfway and I told him to put it together to be like a store, and he says it can not be made up - we are more together"*

It is important to point out that almost all beneficiaries speak with some degree of mistrust towards the institutions of the system, primarily centers for social work, the police, the court ... *"Because I'm a Gipsy...no one likes to see Roma. I have three nephew girls, from my brother. No one should touch them. And the police should do their job better. Nobody is dealing with violence enough against us, Gypsies. Nor the police, nor the court. Nobody would help me if Danica (ARNB) did not help me."*

Some women had even suicidal ideas *"Once I wanted to kill myself, so I talked to her on the phone and she told me to come and talk with me right away, and her colleagues (psychological counseling) and I was better at once. I told them everything that was bothering me. I know that all this is done through some projects, but I see it as a help when I need it. It certainly helps other women."* (LBTI Roma woman)

*"I have the impression that the level of information of Roma women has been increased. existence of sos telephone and the possibility to get the information necessary to overcome the situation of violence is of major importance. The availability of services has increased, but I believe that prejudices continue to significantly*

*affect a large number of professionals in social protection and in the judiciary. It is significant that Roma women who reported rapists for rape or were in a situation of violence had our support during the court processes, but also beyond them. All activities of the project have done well, but it is necessary to have a greater number of active Roma women who would carry some project activities. It is also necessary to work more with teachers in schools; they were not involved enough in the project.* "(project associate involved in individual psychological counselling)

## Conclusions

The project significantly contributed to positive changes in the lives of targeted (but also non-targeted) women and girls. Changes resulting from the project's activities are in a number of cases permanently resolved because women overcome the situations of violence in which they lived. It is significant that one part of beneficiaries is involved in the further work of the Association, as activists conducting field work and assisting other women. The project launched a very sensitive issue of contracted and forced early marriages in the Roma population, emphasized their harmfulness, and introduced to women and girls their right and freedom to oppose such practice, and made their own choices on when to marry and whom to marry.

## Effectiveness EQ 5: To what extent was the project successful in advocating for legal or policy change? Explain why.

### Response to the evaluation question with analysis of key findings by the evaluation team

The project achieved limited success in advocating for legal and policy changes. The main change that was achieved is that the duty bearers and decision makers are relatively better informed about the project. Also, there is a network of woman who can be a communication channel in communicating the project advocacy goals, and most of these women are Roma women who are well positioned within the government. This potential should be used in further advocacy.

Due to the often political changes, the continuity of the advocacy campaign was difficult to achieve, and lack of consistency in the ARNB advocacy strategy towards the Office for Roma Inclusion and Provincial Secretariat for Social Policy, Demography and Gender Equality also contributed to that. The project team put more efforts into the national visibility campaigns which contributed to the visibility of the early marriages practice and this effort should be further continues as a resource for next advocacy activities. The international organizations such are UNICEF and UNWOMEN Serbia have recognized these efforts and cooperation with them are important resource and can contribute to improvement of cooperation with other women organizations in the country which are not seen by ARNB as satisfactory support for ARNB initiatives. The ARNB team emphasized how important was their work in preparation and signing the Protocol on the Protection of Children from Violence, Abuse and Neglect, as well as on preparation of the rulebook on case conferences on the project of the Provincial government project "Integrated Response to Violence Against Women II".

### Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above

At the advocacy level, the project aimed at the territory of Vojvodina, where the SOS telephone, as well as the part of SOS Vojvodina, has the status of licensed social protection service. However, the "It's Early" campaign, supported by the UNTF project, went to the national level by the beginning of 2018, which showed that the awareness on this problem outperformed the planned frameworks of advocacy and lobbying. *"The local Provincial Secretariat for Sports and Youth has repeatedly called ARNB for cooperation because very few Roma organizations participate with young people in sports, not knowing that Roma children are not in sports either in elementary schools or in secondary schools. These contacts were a great indulgence for those who deal with the inclusiveness of the sport. The Provincial Secretariat for Education, Regulations, Governance and National Minorities received a list of clear recommendations to reduce the funds for supporting culture of national minorities (games, songs, celebrations) and to channel a substantial part of these funds to the essential*

*problems of minority communities, in particular the Roma within the framework of the Decade of Roma... Celebrating Roma Day and having no Roma girls in elementary school after the fifth grade, it's pointless in terms of the way of support the Roma national minority". (Project team member).*

ARNB have seen significant changes in media, although they still seek for sensationalism. However, they are the generator of public debates about this problem. The Fund and Radio 021 offered ARNB cooperation to publicly talk about the problem of early marriage, and through social networks and Radio 021 portfolios showed how far this practice goes and how many open threats come to us who we dared to name and publicly talk about. *"Since that moment in 2017, our security has been further compromised, so we planned protection measures in this field because we do not have the adequate support of the feminist movement and the civil sector in the country to fight this problem".*(Project team member) Signing declaration against early marriages is not the output that has been achieved by this project, unfortunately: *"In this field, there were obstacles that we could not influence in 3 years and we need to work further on that. We had 6 elections and great instability in the work of mechanisms for the protection of Roma rights. Stable financing, the creation of a stable and diverse team of experts and experts in psychology and adolescence helped us strengthen the faith of Roma women in our work and strengthen their voice and persuade them to be persistent in demanding justice for themselves."*(Project team member)

*"In order to be more successful in tackling the problems of early forced marriages and putting an end to this grave violation of human and child rights, we need to work all together. At the provincial level, the initiative has to start from the Roma Integration Council, which represents the advisory body of the Government of Vojvodina with the support of the Roma Inclusion Office, Civil Society Organizations, Provincial Ombudsman and other competent bodies at the provincial level. What I currently see as an obstacle is the lack of a planning document that will oblige the competent state authorities and other actors to take appropriate measures and activities to improve prevention and protection from early, forced and contractual marriages provide general and specialized support services. Without the document produced, there is no allocation of budget funds for the implementation of the necessary measures, which in this way remain dependent on the donor funds."*(The Roma Inclusion Office Board member)

The success was the visibility of the "It's Early" campaign, which, although planned only for Vojvodina, had 3 broadcasts on national TV stations. ARNB motivated the media to publicly set up the topic of early marriage of Roma girls, and to provoke public opinion on that. This contributed to the visibility of the extent to which the problem is widespread, the extent to which gender equality in the Roma community is unknown. Also, it is noted by project management team and project partners that some male Roma leaders are not supportive, on the contrary, they still protect early marriage practice and at some points, ARNB activists feel unsafe in such environment. The issue of early marriages is not seen as sexual abuse and rape, and as child rights violation by some male Roma leaders.

The success of this project has been made by several publications presenting the problem and testimonies of women and girls about the trauma of an early marriage, about how they are discriminated against in the institutions of the system. The first step in making this problem visible is participation of the ARNB in signing of the local Protocol for the protection of children against violence in the municipality of Novi Bečej. This protocol was also signed by key local institutions, as part of the local-selfgovernment obligation to implement General Protocol on Protection of Children against Violence, Neglect and Abuse. The activities of this project in Novi Bečej contributed to the adoption of this Protocol and ARNB consider that they have had enough influence on the awareness of the institutions that the problem of early and child marriages must be dealt with. *"There is still a problem of cooperation, but more and more we come to understand and emphasize the need for cooperation. The fact is that social protection institutions now consider us a necessary partner in solving the problem of violence against Romani women, girls and adolescents, and the prevention of early marriages. For*



*the first time, Center for Social Work Novi Bečej has supported us and participated our annual Marche on March 10, 2018. which we see as a significant step in the increase of the level of understanding and cooperation"* (Project Manager).

*"Brochures, pamphlets and books that were printed in the project definitely brought great visibility to forced marriages and sexual violence - which had never been written in that area before,"* says an independent consultant who supports lesbians, and adds: *"From my feminist point of view, the practice of street protests for International Human Rights Day and the International Day Against Roma Discrimination are great examples of advocacy that rarely works. I believe in public street protests, and I am pleased that Novi Becej has a street march against violence. It is a success in advocacy because local radio broadcasts about this event every time."*

*"Legislation exists, we need its implementation, as well as networking and cooperation between relevant institutions and Roma communities. The Roma Inclusion Office APV, in cooperation with other institutions, can create specific measures and programs aimed at reducing/eradicating the emergence of early, forced marriages. There is a need for a change in the awareness of the Roma community and the raising of the educational capacities of girls and boys so that negative phenomena, such as early marriages, often justified by "tradition", are eradicated."* (Roma woman, representative of the provincial media, former government official)

## Conclusions

The project has brought significant visibility to the issue of violence against Roma women, and early marriage practice. At the same time, it has shown some differences between points of view on the issue, between various institutions, Roma leaders, feminist organizations etc. Also, there are different points of view on which aspects of the issue should be primarily addressed: ARNB finds that work on changes in lives of girls is the priority, and on the other hand, there are initiatives that are primarily addressed to the changes of the system and the work of institutions. As these activities are generally complementary the advocacy strategy of ARNB should be analyzed in order to identify in which components of the advocacy these complementarities can make synergy. The declaration on early marriages was not signed by the Office for Roma Inclusion, but there is space open for further cooperation on this issue, primarily in developing inter-institutional and inter-sectoral cooperation which should bring decision makers together with activists and increase their common understanding on the issue. Also, there was some progress at the local level in terms on signing of the Protocol on Protection of Children from Violence, Abuse and Neglect in the municipality of Novi Bečej, thanks to the contribution of the ARNB in the work of the local inter-sectoral team.

## Effectiveness EQ6: To what extent was the project successful in motivating service providers to widen their programs and support specific position of Roma girls and women?

### Response to the evaluation question with analysis of key findings by the evaluation team

There was a certain degree of success, especially in the work on individual cases when ARNB cooperated with centres for social work. In some cases, centres for social work have been shown as "highly motivated and with sufficient expertise to provide complete support to the victim in the process of press charges for family violence". (Project associate) On the other hand, on a systemic level, there were no significant improvements since centres for social work were not directly involved in the implementation of the project. Information received from other service providers points to the fact that during the implementation of this project, the attitude of the state towards domestic violence has changed significantly. Many institutions and organizations have programs to support women victims of violence. Preventive programs are virtually out of the public sector service providers. So the programs and services provided through this project are a significant complement to other service providers who deal with the topic. Partner organizations but also centers for social work refer beneficiaries to the ARNB because it specifically deals with Romani women and provides support in their language<sup>40</sup>.

SOS Network of Vojvodina and Women's Network against Violence, as a partner network in which ARNB is

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<sup>40</sup> Source: psychologist-project associate, and project monitoring expert

actively involved, especially emphasize the importance of the expansion of the SOS telephone service on minority languages to the whole APV territory, as part of the social protection service for women from multiple marginalized social groups who experience violence

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

Service providers emphasize that their knowledge has increased significantly, as the new law came into force. "By enacting the Law on the Prevention of Domestic Violence whose effects are reflected in a number of reports of violence, assessing the risk of domestic violence and imposing urgent measures against perpetrators, providers believe that women victims of violence are encouraged to report violence, and trust in the institutions of the system to the persistence of victims of violence to come out of the circle of violence" (representative of the CSW)

Although a representative of service providers pointed out that trust is present, the impression of the evaluation team is that there are still many prejudices against women victims of violence, and that this situation is special when it comes to Romani women, because they still see traditional norms above the law: *"In the environment of these girls and women there is a significant influence of relatives, customs, which make it difficult to gain trust and security in professional workers, so the results of work are sometimes more modest than expected, which sometimes diminishes motivation."* (Center for social work representative).

*"According to the analyzes and the reports of CEDAW and GREVIO, in which we participated, and given personal intervention, we can not say that there have been any significant changes in the system. There are some moving, but not enough. Roma can not use the rights because law enforcement is being increasingly restricted outside the framework of international conventions and standards. There is a lot of these in the reports, and the ARNB and European Roma Rights Centre lawsuit against the Safe Houses and the relevant ministry, about the non-availability of institutional support to Roma women and women from multiple marginalized categories. In the research of inaccessibility, we had a great deal of intervention from women with disabilities, which strengthened our communication and cooperation with this NGO for future work and support."* (project management team member)

Although the number of reports of violence has increased, there are insufficient services provided by service providers that would help women victims to live more easily after stepping out from the situation of violence: *"In relation to the missing services, women need to be empowered economically, because in these circumstances they can not be separated from the perpetrators because they have no means of living and have no housing solutions"*, (centre for social work representative). Also, preventive work is needed, which, unfortunately, is almost non-existent: *"It is especially important to monitor and cooperate with the families of these girls and women, in order to encourage them to respect the needs of these girls and women in the process of education more, and to develop their self-esteem"* (centre for social work representative)

The representative of the project partner civil society organization, however, points out that the institutions are still lacking real will to work on a change of situation, although both the Laws and signed protocols have been adopted. She says: *"Unfortunately, the institutional discrimination of Romani women continues to be significantly present... they are used as statistics but do not receive equal access and treatment in these services, especially when they are very poor, live in poor hygienic conditions and isolation and experience severe violence."* Partner organizations consider working with representatives of the LGBTI population to be very important. *"Given that some of our activists provide LGBTI support services to women and girls, this was a significant partnership since there is no support for women's LGBTI initiatives in Serbia. SOS telephone and professional psychological support were the imperative of our work. "*

*"I do not have a clear insight into the motivation and efforts of the institutions, but my overall impression is that there are positive individuals and individuals who show an effort to solve this problem, unfortunately there*



*is a small number of them. Institutions are very closed and difficult to make any changes, and I think there is still a lot to do with them. The duration of this project was certainly not enough to make some systemic changes that would be sustainable.”*

*“Service providers need consistent approach in developing cooperation with them. It is not possible that there has not been any improvement in their practices. ARNB has, for example, a good cooperation with the centre for social work in Novi Bečej. Sometimes ARNB choses the strategy of collaboration with them, and sometimes strategy of confrontation, which might confuse institutions. Maybe more intensive cooperation and involvement of the institutions in their activities might result in improved performance of these institutions at the local level, from the perspective of ARNB” (project associate)*

## **Conclusions**

the impression is that service providers are motivated to expand their programs specifically for Roma girls and women, although the motivation is related to individuals, not to institutions as a whole. This means that institutions like centers for social work are partially sensitized, since only some of their employees proved to be cooperative and motivated to work further on improvement of their institutions’ practices, particularly Center for Social Work in Novi Bečej and Temerin, for example. Further work is needed to motivate institutions leaders to invest more in upgrade of their services directed towards Roma women and girls. Although the motivation of institutions might depend on the approach that ARNB chosen in cooperation with them (charges against safe houses, inconsistency in strategy of cooperation etc), the overall social and political situation, examples of discrimination, secondary victimization, low level of awareness and sensitization on Roma issues among institutions are also significant factor that influences work of the institutions. These factors do negatively influence the effectiveness of ARNB work and some of them are partially beyond the control of ARNB at the moment. Strategically, ARNB can influence these factors, as stated by representatives of policy makers, project management team and project expert associates, but these interventions need strategic approach.

## **6.2. RELEVANCE**

**Relevance EQ 1: To what extent was the project strategy and activities implemented relevant in responding to the needs of Roma girls and women or LGBTI women and women with disabilities in Vojvodina communities?**

### **Response to the evaluation question with analysis of key findings by the evaluation team**

Both, the project strategy and its activities are highly relevant in responding to the needs of targeted primary beneficiaries, especially having in mind that the overall situation of Roma girls and women or LGBTI women and women with disabilities in the country has not significantly changed over the last 3 years. The project strategy and all planned and implemented activities are relevant in relation to the needs of Roma girls and women, including multiple marginalized groups of women such as LGBTI and women with disabilities in APV. The fact is that this is one of the few projects that dealt with the issue of early marriages in the APV, which contributed to the work of the SOS telephone for women victims of violence in minority languages, in this case especially in the Romani language, and one of the few projects that provided psychological and legal support and court representation at the same time for women victims of violence, which was completely free of charge. Also, this project paid special attention to support for multiple marginalized women, LGBTI women and women, Roma women with disabilities. The project three years’ duration is significant positive factor, which, given the donors’ trends in Serbia is quite a long time, and provided the possibility for the project strategy and activities to adapt to the existing context, which changed significantly in the area of violence against women due to the legal changes. Despite the new Law and existing of many actors who have now been given a significant role in the response in situations of violence, the ARNB project with SOS Network is unique on the territory of Serbia. One

of the project associates added: *"We provide free legal and psychological support and I think it gave Romani women some new strength, a feeling that they are not alone, that someone is with them and that we understand them. I think it's getting easier when they share their problems with us".*

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

*"Much has changed, of course, the opinion of my girl-friends ... In my case, what I survived... - if I am Roma, and if I break my customs if I oppose it, it does not mean that I am not a Roma woman any more. The fact that I graduated from high school, confronted my parents and said that I would not marry and that I was fighting for myself, even though through this organization, it does not mean that I will no longer be Roma and that I was doing something illegal. It's more unlawful to see what's happening to you forcing you to do something that you do not want. I feel that children are thrown into the head of what they have rights while they are small, at least somehow picturesque, to have an insight into how they can later fight for these rights. Elementary schools should be informed that girls pupils can contact this organization, at any time, not only to help older women than to be able to address a young person because the period up to the eighth grade is critical. (the woman who has early marriage experience)*

*"First of all, the project directly included all the defined groups, which is a rarity, or, to put it more correctly, so far, I have not met a single opportunity in which I would meet Roma women who are non-heterosexual and Roma women with disabilities with others. For me, their involvement and participation is already a huge step forward in changing society, because they are socially invisible to the extent that it is difficult to attract them to any project. So in this sense congratulations for the ARNB that Roma women of all differences: both age and disability and sexual orientation were present together in workshops and seminars, which contributed to the spread of awareness about discriminated groups of participants and without major theories of discrimination, in that they met one the other and were together in the project." (Project associate in providing psychological support)*

*"The topic of sexual violence and forced marriages united all participants, because most of them themselves had this unjustly painful experience of committing a crime to their childhood, and a couple of them who had no personal experience had them in their immediate surroundings, in their family. Thus, the detailed processing of this experience, the mapping of contexts and consequences, and the safe space for women to talk about this, brought about tremendous changes among women, the potential of healing."*

*"Experiences of sexual violence have been dealt with seminars and workshops with special sensibility, because these are the most difficult experiences in their lives, so the need for self-care was an integral part of the program. This means that the participants practiced self-care through breathing exercises and physical exercises, and encourage them to use them in everyday life, and they do it. This is a tremendous shift among the participants since women's culture does not encourage the care of oneself but the care for others".*

*"It is common for all participants to share the experience of racism and internalized racism as Roma women. This topic is not sufficiently covered by the project. As a facilitator, I have the power over the participants and since I am not part of the Roma community, I usually say at the outset that I am aware of my power and that I know that racism has been done in my name, and that it's hard for me. Some of the participants in some workshops are not Roma women, and this is not mapped enough and not enough talked about. This is a proposal for the subject of the next road, in order to make participants more empowered and able to represent their Roma identity."*

*"Roma women are subjected to multiple discrimination within the non-Roma misogynist racist world, and are still under the pressures of poverty, disability, lesbianism - that is why each of them is Heroin. My deep respect and congratulations go to all the activists and participants of the workshops we had."*

*"I did not know much before Danica told me. I always calm down here and laugh. When I'm home, I'm mostly sad and lonely. I now know that a woman must not be beaten. She has a soul. You know, it's always normal for Roma men to beat you. Now I see that it's not normal. That lawyer, from the Association, helped me when I went*

*to court. To sue a 17-year-old boy who beat me. When I told Danica, she and the lawyer took all of this to court. But he did not appear in court. We dragged it because it did not appear in court. I was supposed to get compensation, the court decided so, but he will not pay me. We have now appealed. That lawyer helped me a lot.” ( LBTI Roma woman)*

Confirmation to the project relevance are other changes in the legal context and presence of other complementary initiatives in the surroundings: already mentioned researches and projects done by UNICEF, the new Law on Prevention of Family Violence, but also general lack of disaggregated data on Roma women victims of violence which would allow more targeted national initiatives. Only MICS5, UNICEF data provide some data on the position of Roma women and children, but data on Roma women with disabilities or LBTI Roma women really lack. The Strategy for Social Inclusion of Roma in the Republic of Serbia 2016-2025 says: “Measures protecting and facilitating the exercise of rights of persons of different sexual orientation and gender identity and ensuring an improvement of the status of Roma women and gender equality constitute part of the strategic planning. The Roma community has maintained a patriarchal, traditional character that not only is an obstacle to the exercise of rights and equality for Roma women and the LBTI community within the Roma community, but is also a source of discrimination. Often, Roma women are victims of domestic and intimate partner violence, they neglect their health because they lack education/awareness as well as financial means, have difficulty finding employment, tend to drop out of school early and establish their own families, and, ultimately, their life expectancy is shorter... LBTI persons who are ethnic Roma, in addition to prejudice and discrimination they face because of their sexual orientation and gender identity, also have problem protecting their identity within the Roma community. If these issues are ignored in public policies designed to achieve the Strategy goals, the chances of a successful implementation of strategic measures would be significantly reduced.”<sup>41</sup>

## Conclusions

As the above-mentioned sources show, the project strategy and the activities are significant because they may be targeting the needs of multiple marginalized girls/women victims of violence for the first time in Vojvodina, even Serbia. Both, the project strategy and its activities are highly relevant in responding to the needs of targeted primary beneficiaries, especially having in mind that the overall situation of Roma girls and women or LBTI women and women with disabilities in the country has not significantly changed over the last 3 years. The project strategy and all planned and implemented activities are relevant in relation to the needs of Roma girls and women, including multiple marginalized groups of women such as LBTI and women with disabilities in APV. The fact is that this is one of the few projects that dealt with the issue of early marriages in the APV, which contributed to the work of the SOS telephone for women victims of violence in minority languages, in this case especially in the Romani language, and one of the few projects that provided psychological and legal support and court representation at the same time for women victims of violence, which was completely free of charge

**Relevance EQ 2: To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of Roma women and girls? Is this relevance applicable to other groups of women and girls in the area, country, region?**

## Response to the evaluation question with analysis of key findings by the evaluation team

The problem of early marriages among Roma girls in APV is well targeted by this project. On the other hand, there are suggestions that it would be even more relevant if the message to the girls *"You do not have to get married"* (said one of the project associates) was clearer and direct; therefore, these activities continue to be relevant, even more. The girls from the Roma community still get married in the early ages, although the age rate is getting slightly higher. But, there are not enough role models in the community - Roma girls who are prevented from being forced to get married.

<sup>41</sup> [http://www.ljudskaprava.gov.rs/sites/default/files/dokument\\_file/national\\_strategy\\_for\\_roma\\_inclusion\\_2016-2025\\_0.pdf](http://www.ljudskaprava.gov.rs/sites/default/files/dokument_file/national_strategy_for_roma_inclusion_2016-2025_0.pdf)

Also, this project goal, as well as the outcomes and results can be applied to other groups of women and girls in the Republic of Serbia, but also to the ex YU region, because the same problem occurs in other countries ... The opinion of many associates who were involved in the realization The project is that such a project should be implemented in every municipality in Serbia. The impression is that such a project would be of great importance to the region as well.

In addition, a project strategy that combines psychosocial support with legal support and empowerment, is completely applicable to other vulnerable groups of women and girls. *"In case of many Roma women organizations, the assistance to women victims of violence is mainly psychosocial, and the legal support is lacking, therefore legal aid and court representation is important especially for those women who lack income, are poor, have language barriers. The support has to be comprehensive and sustainable, continual, even during the follow up not only by the end of court process for example..."* (Project manager)

The problem that is being noted is lack of continuity in support and preventive work with multiple marginalized groups of girls and women, which has to do with the lack of sources for continuous funding.

It is also of great importance that even the women who were multiple discriminated were engaged as collaborators in the project.

### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

Project associate: "Making an early marriage campaign and promoting itself, including as many people and the media as possible.

"This is, to my knowledge, a unique project of this type in the region and it would be great if it continued with its realization and further sharing of knowledge and experience. I think there are many methods of work that can be applied in other environments. ", A comment by one of the contributors in the project implementation

*"Brochures, pamphlets and books that were printed within the project definitely brought great visibility to forced marriages and sexual violence - which had never been written in that way in that area before," ... We saw that conservative policies dominate Europe, and racist policies have been institutionalized in some countries. That is why my view is that we should work continuously to empower Roma women so that they can work to relieve pressure from the society of all kinds."*, said one of the project partners.

*„This is, by my knowledge, unique project in the region. It would be great if it is continued and replicated. I think there are a lot of work methods that can be applied in other communities: sos helpline in combination with direct field work and being in the community... Also, participation of women in the campaigning."*(comment of one of the project associates)

Although general, one more comment can confirm further high relevance of the project both in the wider region and in work with other groups of women victims of violence, not only Roma; it was given by the representative of media which has conducted a campaign on violence against women: *"Positive thing over the past three years is that the problem is more talked about and that it gets more space in the media, and therefore in the public discourse. What is worrying is the resistance of a heavily-acclaimed patriotic and radicalized society that refuses to believe that the problem of violence against women is so widespread and more frequent. A particular problem is the radicalization of the youth, which is manifested through the more conservative attitudes of young people (what research tells us), which should be the main bearers of positive changes in society. It is being written about this topic (unfortunately, sensationally), but by reading comments on the news (portals of the social networks), it is concluded that far more education is needed, both for the young and the adult population, as well as for journalists who write about the topics of violence against women. There is*

*interest among activists and activists. However, we note that journalists with whom we cooperate, although they have knowledge of sensitive reporting, often do not apply it in practice. It should be added here that the editors conduct a tone that reports on the topic, in the sense that they want to draw more attention from the subject and thus slip into sensational / tabloid reporting.”*

## **Conclusions**

The further relevance of the project and its applicability to other groups of women and girls in the area, country, region is high. Such and similar projects can be further expanded and developed territorially, since the needs of Roma girls and women are very similar in other regions of Serbia, as well as countries in the region. The data provided as evidence in the answer to previous evaluation question are relevant to this question, as well, especially in terms of overall political and social context. Some of the ways, i.e. suggestions for further work may be related to attending women's and feminist festivals in the region and to present there ARNB publications and experiences, connecting with women's groups working against early marriages in the region, especially where translation is not needed, such as Bosnia and Herzegovina and Montenegro, connecting with art projects that work against racism, follow the world trends on the subject of forced marriages through the Girls Not Brides portal and others.

## **Relevance EQ 3: Whether or not the project strategy was relevant given the wider context (municipality, lawmakers etc.) and was the project able to adjust and adapt to any changes in the context?**

### ***Response to the evaluation question with analysis of key findings by the evaluation team***

Yes, the project key strategy was highly relevant to the context in the municipality of Novi Bečej, but also to the wider context –region of Vojvodina and Serbia. The project is globally relevant, having in mind UN campaign against early marriages. The ARNB was involved in two researches done by UNICEF<sup>42</sup> in Serbia, and also, there were some other studies implemented on the same topic during the period of project implementation<sup>43</sup> which indicates that child marriage is becoming a topic on the public agenda. Combining direct support to Roma women including women with disabilities and LGBTI women with set of services (psychological crisis intervention, referrals to institutions, legal support), and advocacy/raising awareness campaign, shows to be a good response to the both local and regional, but also national level.

On the other hand, it was difficult to ARNB to adjust their approach according to the political changes that happened in 2016 – the change of the provincial government was a challenge to them and they didn't manage to implement systematic public advocacy for the changes they had fought for.

### ***Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above***

The ARNB held series of meetings with decision makers in the government of autonomous Province of Vojvodina: Provincial Secretariat for Social Policy, Demography and Gender Equality, Provincial institute for Gender Equality, Provincial Secretariat for Education, Regulations, Administration and National Minorities – National Communities, The Office for Roma Inclusion, Provincial Secretariat for Sports and Youth etc. There are internal project reports and minutes on the meetings that were held. Each meeting ended with conclusions and agreements on further steps. However, the impression of the evaluation team is that there were no consistent follow up after the meetings, and that it was difficult to follow up with the newly elected politicians.

<sup>42</sup> <https://www.unicef.org/serbia/media/956/file> and <https://www.unicef.org/serbia/publikacije/de%C4%8Diji-brakovi-u-romskoj-populaciji-u-srbiji>

<sup>43</sup> <http://atina.org.rs/sites/default/files/Child%20Marriages%20in%20Serbia-1.pdf>



*“Nobody else is working with institutions on this topic...my experience. Perhaps organizations from Belgrade and Niš. My impression is that every time she (ARNB leader) enters talking to the representatives of the institution, they look at suspicion at first. With such a look, they give you a message that you are less important than them, and they are usually white men. Whatever you say afterwards, that's not what you want. She is (ARNB Leader) from a small town, she works a little bit in Pancevo, but all of them are townsfolk. Regardless her self-confidence, she must explain that she has graduated from college, to clarify that fact...It's important that you write it. Yes, Roma organizations are working, but it's so humiliating, that really, I do not know what to tell you...” (Project associate providing psychological support)*

*“The availability of justice for Roma women in New Bečej and throughout the region is certainly increased by the work of the Association, but it still needs a lot of work in that direction. Especially bearing in mind that a part of Roma do not read, don't listen to the media, and it is very difficult to reach them. That is why my attitude is always working on the permanent education of consultants and volunteers to make the service perfect, because this is the best way for women to have trust and support in the organization” (project associate).*

### **Conclusion**

The project strategy was highly relevant both to the local, regional and even national context. Also, it is relevant to the global context, having in mind UN campaign against early marriages. On the other hand, the project management had difficulties to adjust advocacy strategy directed towards provincial government and provincial institutions.

## **6.3. EFFICIENCY**

### **Efficiency EQ 1: To what extent the project was efficiently and cost-effectively implemented?**

#### **Response to the evaluation question with analysis of key findings by the evaluation team**

In general, project was cost-effective and implemented in efficient way, with implemented monitoring and reporting mechanisms, good managerial structure and high level of support to partner's organizations, both on the level of the direct work with primary beneficiaries but also in the public campaigning component. There was certain level of overburden of ARNB team recognized, due to the complexity of issues that project deals with. Maybe more gradual approach, or more separate projects that target separate groups of beneficiaries (for example, separate advocacy project with staff dedicated to advocacy and campaigning) might decrease the pressure on the ARNB leadership. Also, the monitoring system and data collection procedures are overlapping between demands of donors, state (rulebook on standards on the sos helpline service) and general organizational approach to data collection and records keeping.

During the evaluation process and collecting data from project stakeholders, there were no many specific comments on the project management aspect. The Project team demonstrated flexibility in management of the project activities. The frequent changes in the government structure in AP Vojvodina brought changes in leadership of the Roma Inclusion Office, but there were also changes in the leadership of the National Council of the Roma National Minority. Therefore, the project team had to adjust their communication to the various persons, and start over and over contacts with political figures. Also, according to the project associates, ARNB team flexibility contributed to the smooth implementation of the most of the project activities-all interviewed associates (psychologists, lawyers) and project partner organizations representatives highly appreciated this management approach. The project demanded financial contribution that ARNB obtained from the OAK foundations and partially from provincial government budget in order to co-finance expanded SOS service.



Through the life of the project, set targets were met to the significant extent in the Outcome 1 area, while Outcome 2 still needs to be worked on although all planned activities were completed.

ARNB invested significant resources in capacity building of its activists, in many ways: be empowering Roma women, previous beneficiaries, to become their activist, by training and certifying new activists to work on the SOS helpline, by engaging expert professionals (psychologists with various expertise, lawyers, monitoring expert...) and this is very important resource for further development of the service and organization itself.

Budget spending was not always according to the planned, but over the whole project period, these variations were not influencing the outputs of the project activities

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

*"I would consider the project's management component to be excellent. All the agreements with me as with the outside associates were respected, the communication was at a high level as well as the logistics organization. By my knowledge, responsibility in the work was a primary principle and in relation to the beneficiaries. I have no idea that something could be more efficient to do. I think co-ordination, as well as logistical performance, were more than satisfactory, and that the persons responsible for management gave their maximum in given circumstances (which were not always easy)." (project associate)*

*„This was a very comprehensive work, with a lot of effort but also the mutual support of NGO partners. For the first time, we had support in crisis situations where we faced the problems of understanding the donor itself for such needs, but realized how much Romani women are deprived of their rights and resources to fight domestic and institutional violence.*

*Threats - the question of the endangered security of activists who have publicly fought against early marriage. The problem of burning out in this business is very recent and for which someone does not have enough resources. We had a lot of personal conflicts in overcoming the stories that came to us and which we heard during the support. With us, these problems shared our expert associates...*

*The second goal of the project is the public declaration that early marriage should not be considered a Roma tradition. Even though we have scheduled a meeting with them(RIO), the cancelled the day before the event. We are expecting a problem around this goal, but even if it is not within the project, the text is in the hands of the institution..." (project management team member)*

#### **Conclusions**

In general, project was cost-effective and implemented in efficient way, with implemented monitoring and reporting mechanisms, good managerial structure and high level of support to partner's organizations, both on the level of the direct work with primary beneficiaries but also in the public campaigning component. There was certain level of overburden of ARNB team recognized, due to the complexity of issues that project deals with.

#### **Efficiency EQ 2: Was it managed in timely manner in accordance to project implementation plan?**

##### **Response to the evaluation question with analysis of key findings by the evaluation team**

Generally, there were no major delays in the implementation of the project activities.

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

*„Communication with project coordinators was excellent, although it was difficult to combine and decide for example, dates for meetings, since all of us are very busy... We had regular meetings and working engagements.*

*Women who participated in seminars had more difficulties to find time because of their private, family obligations, but over the time, it got easier...I suppose because they got more self-confidence..."*

The reporting requirements from the UNTF and strict procedures also had influence on timely management of the project.

## **Conclusions**

**The project was managed in timely manner, in accordance to project implementation plan.**

### **Efficiency EQ 3: Was it possible to achieve results with such funds or co-funding was necessary and / or used?**

#### **Response to the evaluation question with analysis of key findings by the evaluation team**

There was co-financing needed, having in mind large scope of the Project in terms of territory, number of targeted primary beneficiaries, scope of the services envisaged by the Project.

Also, the quality of service demanded increase of human resources involvement. The co-funding was obtained from the OAK Foundation and one small part from the small feminist and specialized organizations. Small grant for the SOS helpline was provided by the Provincial Secretariat for Social Policy, Demography and Gender Equality in 2018, around 4000 USD.

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

The evidence was gathered from the project reports and interviews with the project management team.

**Conclusions: Without co-funding, there would not be possible to achieve results planned by this project.**

## **6.4. SUSTAINABILITY**

### **Sustainability EQ 1: How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?**

#### **Response to the evaluation question with analysis of key findings by the evaluation team**

Although there is no financial sustainability, several important factors indicate that there is high potential to sustain changes in the lives of women and girls that were achieved at the goal level:

The project approach and work methodology has been evaluated as an example of good practice and is part of UNWOMEN's program "Ending Discrimination and Violence against Women: Implementing Norms, Channing Minds".

The ARNB is licensed social protection service provider, as part of the SOS Network of Vojvodina. This fact to the certain extent ensures the continuity in providing at least SOS service to primary beneficiaries. The potential also lays in the local protocol on cooperation in protection of children against violence, neglect and abuse.

The project associates who provided psychological and legal support also spread information about the project results and may be a resource in further development of cooperation with institutions and continuation of ARNB services. The changes in practices of institutions like centres for social work, although minor, are also the potential.

Although there were no concrete products of the advocacy, there were meetings held with decision makers, and the first step has been made. It is on ARNB now to continue stronger advocacy campaign to finalize and achieve their idea on institutionalization of the prevention of early marriages, since there are individuals in these institutions who may support them, especially Roma women who are well positioned in the provincial political structures and who positively responded to the evaluation team. The association continues to advocate the abolition of early marriage practice and to work with girls with the support of UNICEF Serbia, but

with considerably smaller resources. For the services for women victims of violence, the support of OSF and the Global Fund for Women was provided, covering the basic functioning of all these services. OAK Foundation also continues to fund this work by September 2021. ARNB will continue to work without expanding the range of services, although they declared that they are considering including some legal aid services to old Roma women and adolescent victims of sexual violence-they expect donors' response on this application during 2019, and if approved, they consider it as strengthening of their specialist service of the association.

Some of the decision-makers, relevant institutions, did not have enough information about the project implementation. Significant personnel changes occurred during the 3 years of realization of this project in the institutions of the system, and new persons who are now in political positions (for example, the Provincial Ombudsman) do not have information... It emphasizes the importance of including topics that the project has dealt with in national strategies, action plans ... *"Preventing early marriages among Roma girls should be one of the goals in the field of social protection. Interventions in this field should include initiatives both at national, provincial and local level education, campaigns on compulsory legal measures, preventing the conclusion of early, forced and contracted marriages, setting up support teams, strengthening the role of associates in social inclusion of multidisciplinary teams and giving priority to addressing Roma issues in local action plans "*

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

*„I think a lot of external support is still needed through projects to make this problem more serious. Longer dealing with this topic is needed, we can not expect much from one project“(project associate)*

*A member of the project team said: "The local self-government Novi Bečej realized the necessity of this fight and made a local strategy for the protection of children from violence and abuse (and if there were a lot of negative reactions to our insistence on the inclusion and clear expression of sexual abuse). UNICEF is working at the level of the National Coalition for the Fight against Child Marriage - ARNB is part of this story. Unfortunately, again, we have to turn to the fact that the fight against violence, the Decade of Roma is a project issue in Serbia and not a strategic commitment of the state and its budget. Everyone understands the need for measures, staff and expertise, but always when negotiating they lack of money, exactly for the measures that are needed. "*

Representative of the Roma Inclusion Office said: *"I believe that it is necessary to draft a document that will oblige the competent state authorities and other actors to take appropriate measures and activities to improve prevention and protection from early, forced and contracted marriages providing general and specialized support services. Without the elaboration the document does not even allocate budget funds to implement the necessary measures, which in this way remain dependent on donor funds. "* The same person said: *"At the provincial level, the initiative must start from the Roma Integration Council, which represents the advisory body of the Government of Vojvodina with the support of the Roma Inclusion Office, civil society organizations, the Provincial protector of citizens and other competent bodies at the provincial level ..."*

The representative of the partner organization says: *"The beneficiaries received a comprehensive and necessary support for the withdrawal from violence, support they can not pay. On the other hand, they had the opportunity, through the network of partner organizations, to meet each other through other projects, thus strengthening their psychological capacities. Our success is that we have managed to bring 20 women out of violence and stabilize their lives for new professional psycho-legal and legal support, but also with inclusion in other skills-acquisition initiatives. Stable financing of basic SOS telephone services, funds for paying professional and sensible team of women and men for special needs of Roma women and the legal team that showed the strength to fight against discrimination of the judicial system and working on this demonstration has made it easier to network with these achievements and other support initiatives. The fact is that the ARNB can not independently cover all groups of beneficiaries nor extend the scope of their work without the support of partner organizations that are specialized and which have the resources for their local actions. A significant number of beneficiaries of about 60 of them during these years continued to fight independently in the institutions of the system for their rights, and often to testify when they are faced with something "can not" looking for papers*

*back and statements "well, we will go to ARNB to see if it really can't be done ". A large number of them confirmed that after that comment, everything could be more easily solved. Women are stronger, they know their rights, and if they are not sure about something, they know where and with whom they can find out. So far, there were 20 women who were returnees from the system of protection where they could not exercise their rights or institutions did not accept their applications. Some of them could not avail legal remedies on some grounds but some managed to get legal access to the processing of cases on various grounds..."*

## Conclusions

The impression is that although the results are visible, especially the positive changes in the lives of women who have survived violence or an early marriage, it will not be easy to sustain the changes without further support, because there is no systematic, continuous support at the state level. It is still necessary to intensify advocacy activities, lobbying to better respond to these topics. Therefore, advocacy activities within the project may have been more intense and consistent. Given that the organization is present in the community, there is the potential for sustainability of changes in the lives of women and girls, under the condition that ARNB further empowers girls and women who will continue to work in the community. ARNB needs a larger number of activists who are skilled to encourage girls to finish high school, oppose the early marriage practice and be a role models to other girls, the same way as the group of women who were supported to end violence in their lives are now ARNB activists who work with other women in their community.

## Sustainability EQ 2: Were some steps taken to institutionalize the project or to secure further funding? Are there some changes in opportunities to outreach for State funding?

### Response to the evaluation question with analysis of key findings by the evaluation team

The ARNB as member of the SOS Network of Vojvodina is holder of the national license for SOS helplines. This is important step in the process of institutionalization of the service.

Also, there were attempts to apply to budget funds from the Provincial Government (AP Vojvodina) but as there has never been any budget line for ending violence against women. The Provincial government launches annual public calls for projects, which means that it is not an institutional support, the funds are small, many civil society organizations apply and usually, the overall budget of the call is being shared to many small grants which are not enough to run any services. These calls are more to support organizations in terms of co-financing, then to provide stable and consistent support to the services.

### Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above

New Public call of the Provincial Secretariat for Social Policy, Demography and Gender Equality was launched on January 30. 2019 and does not recognize the social protection services for women victims of violence: 18.000.000 RSD (approx. 180.000 USD) will be allocated for the organizations that deal with population and demography<sup>44</sup> issues, veterans, and persons with disabilities. The same Call in 2018 allocated 16.000.000 RSD. On the other hand, there was a call in February 2018 with allocation of 65.000.000 RSD for social protection services, including counselling-therapeutic services (among them, SOS helplines)<sup>45</sup>. The ARNB was granted with 400.000 RSD for their service, which is around 4.000 USD.

<sup>44</sup> Demography measures are directed towards increase of population, while, on the other hand, legal regulations directly discriminate Roma families with larger number of children, as Law on financial support to families with children does not support families with more than 4 children.

<sup>45</sup> <http://www.socijalnapolitika.vojvodina.gov.rs/wp-content/uploads/2016/08/lavni-konkurs-28022018.pdf>

Local action plan for Roma in the Municipality of Novi Bečej 2015-2020 does not recognize the service of SOS helpline, neither any kind of support to Roma women victims of violence<sup>46</sup>. Although ARNB members were involved in preparation of this plan, they have never received funds within implementation of this action plan. *"We have written this Local Action Plan for the municipality, we did most of the work. But they have never given us a single dinar...The plan has actually not been implemented"* (Project Manager)

The Municipality of Novi Bečej has not recognized the SOS helpline as social protection service in the local decision on social protection, neither in the local Social Protection Strategy 2014-2020.

Special challenge is the lack of the substantial understanding in the national government on the significance of competent service providers in work with women victims of violence: the Ministry of Labor, Employment, Veteran and Social Affairs has established the National SOS helpline service and granted it to the public institution which has no license nor experience in providing such service/work with women victims of violence, and without any transparent procedure which is stipulated by Law on Social Protection<sup>47</sup>. This act is subject of CEDAW and GREVIO reports; the sustainability of local SOS helplines is not in the state focus and this issue is pending for resolution.

## Conclusions

The ARNB took significant steps toward institutionalization of the service by being licensed as social protection service provider within SOS Network of Vojvodina - this fact ensures at least their legal eligibility for state funding. However, it is clear that there is no secured state funding for the service yet, for several reasons: small amounts of budgetary funds, lack of adequate legal basis at the local level and no calls for financing from the local self-government which should finance the local social protection services<sup>48</sup>.

## 6.5. IMPACT

### Impact EQ 1: To what extent the project contributed to ending violence against women and girls and gender equality of Roma women and girls?

#### Response to the evaluation question with analysis of key findings by the evaluation team

The project had an impact on women who were victims of violence. The most important thing that users point out is the impact on the exercising of the social protection rights after the end of the experience of violence. Women abandoned abusers, many were in the Safe House, they divorced, and now live mainly with children. The legal and psychological support is important, it contributed to the empowerment of women to exit the situation of violence educated and emancipated from the violence. The beneficiaries stated that they would like, after they left situation of violence, to employ, be economically empowered, to be able to live with their children independently...the level of their aspirations increased. They mostly depend on either the family, or they have to return to the abuser because they can't gain economic independency. The beneficiaries are significantly empowered because they declare that they should send a message to other women about empowerment and point out the importance of reporting violence.

Also, some of the beneficiaries have the opportunity to develop in accordance with their affiliations and current possibilities. Some beneficiaries declared they learned that they have right to choice, that they can choose how they will live and manage their lives. For example, some beneficiaries acknowledged that they had different sexual orientation, although they acted in accordance with "morals," "expectations" of the environment and family ... after the experience of violence, in the marriages they had to enter, they choose to change their identity, and publicly act their different orientation in terms of choosing partners...

<sup>46</sup> [http://novibecej.rs/dokumenta/lokalni\\_akcioni\\_plan\\_romi2015-2020.pdf](http://novibecej.rs/dokumenta/lokalni_akcioni_plan_romi2015-2020.pdf)

<sup>47</sup> <https://www.danas.rs/drustvo/sos-linija-uspostavljena-mimo-svih-zakona/>

<sup>48</sup> SOS helpline is recognized as social protection service in the Law on Social Protection



## Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above

*„The project initiated a debate, UNICEF Serbia has recognized ARNB as an important partner NGO in the process of establishing a national coalition for the fight against a child marriage in Serbia, which will be led together with the Serbian government and competent institutions that can and should change laws and procedures. Our media representation has opened this issue because the request for ending this practice came directly from those that are affected by this practice. We created activists from our beneficiaries, which is a very significant outcome: 14 activists and Roma women are certified to provide support to girls who are victims of sexual violence, which is the product of this project's work on prevention of early marriage, as well as the establishment of a specialist support system for overcoming sexual violence trauma. “ (Project Manager)*

*„Absolutely made changes - this project should work in each municipality, permanently. Romani women are more vulnerable to discrimination within the non-Roma misogynistic racist world, and are still under pressure from poverty, disability, and lesbian illness - so each of them is Heroin. My deep respect and congratulations go to all the activists and workshop participants we had. There no exists a lifelong lifetime empowered Roma women who are waking up every day in the hostile world, or once for ever having solved the problem of forced marriages for Roma women. We saw that conservative policies dominated Europe and that racist policies were institutionalized in some countries. For this reason, my stand is that we must continually work on the empowerment of the Roma so that they can work to free themselves from the pressures of society of all kinds. “ (project associate, feminist expert psychologist)*

About the significance of the SOS phone and working with women, to the question of what would happen if SOS helpline would stop working: "It would be a disaster. They could not contact anyone. Especially black like me (laugh). Place for us. End of the world. You see this: We have a Roma coordinator in the municipality of Pancevo, we are used more to call ARNB than to her! "(woman victim of violence)

"We who have divorced, we need this support. And white people will not get us to work because they think we're going to steal and not all of them are Roma. We're only welcome to this association. There is no such thing in Germany, everyone is there. It does not matter whether you are a Gypsy or a anyone else, but Serbia is really terrible on this issue. "

User, lesbian: "I do not like to tell you that I am a woman. I saw you the first time so I talk about it. I like being a man, I am a woman only because my mother gave birth to me being a woman. I read somewhere in you that you feel that I do not like men and that's why I tell you that. I'll tell you everything. I told you that I was married, for a man, but I got sick of that. Now, there is one woman, but I somehow got disappointed. We were together for a year and seven months. I wanted to live together. She will not leave her parents; nobody knows about me. She's hiding it. My all folks know about it; I do not care what they think. I think she can not face the fact that she she likes women. She was married. "

A user with an early marriage: "The problem is, above all, that even those who survive violence, regardless of whether Roma or Romani women, unrelated to gender and nationality, do not even know what exactly violence is, first of all, sexual violence. All that does not seem to me personally was that view, the touch was a message that has some sense that does not suit me, it's all violence and people are surviving all this, they are not even aware of what they are experiencing. They think that violence is physical violence, a blow, a swear or someone offends someone on a national basis, and when women are not opposing, those who are violent see how much women allow. I think that awareness should be raised for those who do not know what the violence is, how much it is present here in our environment, almost in each house here some kind of violence happens, but that they do not recognize that as violence. Now everyone needs to know their rights, it is learned at school, children are little interested in what is happening, it all starts, basic emphasis should



be placed on children, even when they are little aware of who are their rights and anyone who breaks down their rights is a perpetrator of violence against them”

User with an early marriage experience: "It meant a lot to me, it changed me completely from the root, I was withdrawn, I did not want anyone to talk about it ... and this is, of course, my fault because I now realized that Violence should not be silenced and that's all one big school, I'm sorry I experienced it. I'm happy I got out of all this. With their help, because for myself ... who knows what would be now. "...

"This habit is a disaster for me, I am the nationality that I am, I am not running away from. You do not have your own after that. I have the impression that since my parents gave birth to me and I am like a slave who has to live according to their own, no matter what the custom of finding means, I go to the school because they want to, when they say do not go on, I'm not going any further. I got through with the help of this organization to finish a medical school, I completed a hairdresser course, I'm active, I'm better off dealing with these institutions, I went to the police station to report the case myself. They did not even listen to me, and when Nena went with me, it was different ... "

*"I am sure that this project has made a strong impact and a change in the lives of many women, from activists and consultants, to women who have addressed to support the organization. I could see many of these changes myself, and it was great to have the opportunity to testify with such great steps that many of them did. The project has given many women the opportunity to empower themselves, change the situation of violence in which they make some new emotional mechanisms that will help them in the future."* (Project associate who provided support to LGBTI women)

*"Through this project, the activities have been directed towards girls, but in the long-term, it is necessary to work intensively with boys in order to achieve gender equality as a principle."* (representative of the service provider from civil society sector)

## Conclusions

The project has significantly contributed to ending violence, by informing beneficiaries, providing free legal, psychological and other necessary support. Also, the project significantly contributed to initiation of public debate on early marriages in the country, and ARNB has been recognized as competent partner and resource organization. Regarding the contribution to gender equality, it is important to emphasize that women are more empowered to fight for their rights, that they are more secure in themselves and more aware that men and women should be equal, although this is not the case in Serbia, especially in the Roma community. The contribution of the project to informing and educating both girls and boys, especially from the Roma community, should be higher. It is significant fact that the project has achieved that women who are empowered, talk about it further, inform their daughters, friends, acquaintances about the significance of reporting violence.

## Impact EQ2: Are there intended or unintended impact made by activities of the project?

### Response to the evaluation question with analysis of key findings by the evaluation team

There are great changes happened within organization: knowledge of consultative work with women with the trauma of forced marriage, knowledge of facilitating workshop experiences, moderating and presenting knowledge about forced marriages and much more. The project has brought a lot of expert knowledge that will continue regardless of finance.

The impact of the project activities is visible in the primary beneficiaries, Roma communities, among non Roma experts which were engaged on the project.

ARNB considers this project important driver of the national initiatives for abolition of early marriages, and

recognition of early marriages as sexual violence. This initiative led to the campaign for legal changes in this direction, and this, since it was being more at the level of wishes, became an unintended impact of the project. Real impact is expected to be seen within next two years, hopefully.

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

- The ARNB activist are empowered to implement some activities and services that they did not have expertise and skills in before, for example, to facilitate empowerment workshops.
- The positive consequences of work on self-confidence are obvious, especially for example, to multiple-discriminated Roma women. Self-confidence was always a theme on each seminar held with primary beneficiaries.
- **Inclusion:** the project has included various groups of women directly, and their involvement and joint participation are important step forward for society; because they are socially invisible it is difficult to attract them to any project. Roma women of all the differences: both years and disabilities and sexual orientation were present together at workshops and seminars, contributing to the spread of awareness of discriminated groups of participants, without major theories of discrimination, as they introduced each other and were together in the project.
- **Forced marriages - sexual violence.** The topic of sexual violence and forced marriages united all the women who participated empowerment workshops and seminars, because most of them had the unjust painful experience of which the crime was related to their childhood, and the couple who did not have personal experience had it in their closest neighborhood, in the family. That way a detailed elaboration of this experience, mapping context and consequence, and a **safe space for women to talk about** the enormous changes that have occurred between women, are the healing potential
- **Self-care:** Experiences of sexual violence have been treated with special sensitivity at seminars and workshops because it is the most difficult experience in their lives, so the need for self-care was an integral part of the program. This is a huge breakthrough among participants because women's culture does not encourage caring for oneself but caring for others.

**Project team member have also talked about the reactions of male Roma leaders on their campaign, the issue of their (ARNB) safety in this public discussion, and lack of substantial support from the biggest Roma bodies in the country which are mostly led by Roma men.** Although this effect had some negative consequences on the project team in terms of their concern for their safety, the evaluator considers this as very important impact which maybe wasn't intended by definitely had moved some segments of the traditional Roma structures to the level on which they have to consider the issue of VAW and early forced marriages as one of the important topics on the agenda.

**Conclusions:** Most of the intended or unintended impacts made by project activities are positive, both for women victims of violence and for secondary beneficiaries: activists who former beneficiaries, initiated legal changes for abolition of child marriages, early marriage named in public as sexual violence, reactions of the male part of the Roma movement in Serbia. Some of the positive unintended impact was relevant to project team and internal capacity of the organization itself, too; knowledge of consultative work with women with the trauma of forced marriage, knowledge of facilitating workshop experiences, moderating and presenting knowledge about forced marriages and much more. The project has brought a lot of expert knowledge that will continue regardless of finance.

## 6.6. KNOWLEDGE GENERATION

**Knowledge Generation EQ 1: To what extent has the project generated knowledge, promising or emerging practices in the field of EVAW/G that should be documented and shared with other practitioners?**

**Response to the evaluation question with analysis of key findings by the evaluation team**

- SOS helpline on the languages of national minorities is promising practice that can be shared with other service users.
- ARNB primary beneficiaries i.e. Roma women who are survivors of violence became activists, and this is promising practice which can be related to the comprehensive approach in providing services to women, continuity of support to each woman.
- ARNB has empowered the voices of Roma women, published their testimonies on violence that they survived. Roma women have been empowered to speak in public, in video campaign. This is important practice that should be shared further.
- Substantial participation of beneficiaries in the preparation and implementation of the campaign (including design of the campaign messages)
- The street marches, organized within the framework of this project, are highlighted, as well as good promotion through social networks, which are now more tangible to potential beneficiaries.

**Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

By interviewing project associates who worked directly with women victims of violence, evaluator collected significant list of their opinions and views on promising practices and specificities of this project:

- *From my feminist position, the specificity of this project is the empowerment of Roma women through only a Roma women's group with Roma women who are different in many ways: in terms of marital status, age, love orientation, ability to move, the degree of social poverty, education, etc. It is not easy to create such a group, that means that leadership of the organization is open to diversity and provide proactive support to women who face multiple stigmas in their communities. It's an excellent model and huge potential for women's groups.*
- *Feminist approach: has a clear feminist view of the world and analysis of male violence against women and forced marriages as a historical social product of male domination and the need to control male gender over women. From this approach follows the enormous insistence on the empowerment of Roma women and women in general, what is its specificity through workshops of experience, the policy of self-care, and policy of women empowerment*
- *Intersectional inclusive approach in work with discrimination: Although the term 'intersectionality is not used in Novi Bečej, this is a clear example of such a project and such a group in which active Roma are, in various ways, multiple discriminated. Part of the intersectional approach is the fact that the two main facilitators in the last year, were the feminist consultant of the activist of the lesbian movement, and*

*the psychologist - activists of the movement of women with disabilities. We are the ideal tandem because we present special categories of excluded women on the one hand and on the other hand belong to the majority of people.*

- *Integrative holistic approach to empowerment of women, which means that facilitators use all methods of empowerment no matter what culture and what historical features they have if they are effective. I believe that this project is an example of a brilliant approach that has excellent effects in the field of empowerment of women: healing the consequences of early marriages and increasing knowledge and skills in consultative and advocacy work against forced marriages.*
- *Seminars on which women were learning how to say NO, and how to learn to set boundaries around themselves...in this work they were honest and very open to learn nonviolent communication skills, to learn how to lobby for their own rights but also rights of other Roma women. Their motivation was increasing, on every next seminar.*

Also, other practices have been emphasized:

- Real intersectional approach in working with women of various background,
- The primary beneficiaries prepared the publication by themselves,
- Urgent online counselling for cases of sexual violence and rape
- Roma Inclusion Office: “Street marches and public actions, as well as use of social networks contributed to increase of knowledge about practice of early marriages and violence”
- The reach out strategy of the project: The key principle in the approach was the principle of confidentiality, which was respected on several levels: as to keep secret information about who asked for help, personal stories shared in consultations, etc.

## Conclusions

There is significant list of promising practices that should be documented, on the first place, reach out strategy and combination of services to women, especially from the aspect of intersectionality.

## Knowledge Generation EQ2: To what extent the generated knowledge or emerging practice can be replicated by other service providers in the country, region? Where?

### Response to the evaluation question with analysis of key findings by the evaluation team

The most emphasized practice are use of self-generated knowledge of Roma women and practice among Roma women, as well as importance of self-organization of Roma women and peer to peer support.

### Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above

The evidence was gathered by evaluator from project reports and interviews with project stakeholders.

Roma women participation is a very important example of good practice; as well as the practice that Roma women work with Roma women. By doing so, the beneficiaries can, of course, not all, become activists themselves and those who will continue to attract other women to positive changes. The language barrier is a big problem, which is also important in communicating with the victim, because Roma can explain the complexity of violence only with their own language

Crisis centers without discrimination of Roma women and special urgent support for Roma women and LGBTI Roma women who have no access to institutional support (transverse or intersex) are very important for future work.

Partner organization representative: "A large number of Roma have passed education and have become educators in their community, I think this is one of the main achievements of this project ..." Expanding education in schools among educators and parents of Roma children is the most important education to come out from the enchanted circle of poverty. "

## Conclusions

There are promising practices that can be replicated to other service providers in the region, primarily in the field of participation of Roma women and their self empowerment. **There are several recommendations in previous sections about being the approach being applicable to the former Yugoslav region in general, but also to other parts of the country. You could include them in this section instead.**

## 6.7. GENDER EQUALITY AND HUMAN RIGHTS

**Gender Equality and Human Rights EQ1: To what extent the human rights based and gender responsive approaches have been used through-out the project implementation?**

**Response to the evaluation question with analysis of key findings by the evaluation team**

The project is completely based on human rights and gender responsive approach. It's advocacy strategy is based on the relevant international documents in the field of gender based violence (Istanbul convention), Child rights convention, HR declaration.

It can be illustrated by practice of providing individual support, grouping violations of rights and estimating the extent of this violation, the cases of discrimination by police and safe houses. ARNB pressed charges against safe houses discriminatory practice, and published publication „Multiple faces of discrimination”<sup>49</sup> discrimination against Police, against the inadequacy of safe houses for Roma women.

The public actions that have been organized aimed to point out the violations of the human rights of Roma women primarily, and there was the campaign to point out violations of the rights of the child in Serbia.

Education of Roma women the right to vote, the right to a dignified and free life, the right to economic independence are the rights that are also mentioned in the project documentation and campaign.

For the first time, a Roma NGO filed a lawsuit against the Ministry for Labour, Employment, Veteran and Social Affairs, for the inaccessibility of safe houses for Roma women after 3 shadow reports on the implementation of the CEDAW Convention on the problem. This strengthened the human rights-based approach of ARNB in terms of advocacy using international instrument for human rights protection. The UNTF project itself was freed from the Association's strategy, and the work on this project helped the Association to create its Strategic LFA matrix for the period 2018-2020. Since 2016 (start of the UNTF project), ARNB actively raise the activist capacities of the formal and informal groups of Roma women in Vojvodina and outside the Banat region where ARNB was dominantly present until then. This distinguished a more active and stable group of 14 Roma women and minority women who were certified by the Association at the end of 2018 (the signature of psychologists Lepa Mladjenovic and Tatjana Stojic-Petkovic) for providing urgent and professional support to girls and women victims of sexual violence and rape. This is directly related to the UNTF project and work on the prevention of early marriages and attempt to strengthen institutional responses to this problem. On

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<sup>49</sup> [https://udruzenjeromanb.org.rs/images/publikacije/Vise\\_Lica\\_Diskriminacije\\_i\\_Rasizma.pdf](https://udruzenjeromanb.org.rs/images/publikacije/Vise_Lica_Diskriminacije_i_Rasizma.pdf)



30th October 2018. the Local Agreement for the Protection of Children against Violence, Abuse and Neglect of the Municipality of Novi Becej with a total of 15 actors was signed and the ARNB was one of them, as well as the Office of the Prosecutor. In December 2018, the ARNB under the auspices of UNICEF Serbia became the official member organization of the National Coalition against Child Marriage in Serbia. In 2018, the ARNB, as a member of the NGO Group, independently submitted a report to the GREVIO Committee due to the concern that the problem of the lack of institutional capacity due to the very discrimination of Roma women would not be enough of attention in the accumulated problems concerning the position of women in Serbia, and as the only organization Serbia invited the Ministry of Labor, Employment, Welfare and Social Affairs to be responsible for discriminating against Safe Houses against Roma women and their secondary victimization in Serbia. ARNB uses both quantitative and qualitative data collection methods, while respecting the confidentiality at the same time. At the beginning of 2016, the Association developed the first version of their internal Child Protection Policies and Procedures, which was revised in 2018 and encompassed the area of social networking.

One of the representatives of the secondary beneficiaries, as well as one project expert associate suggested that work with men who are members of government and decision making bodies, as well as other relevant mechanisms and institutions, and also Roma male leaders, should be addressed more intensively by advocacy and raising awareness activities in order to increase their knowledge on violence against women. Project team members also mentioned lack of awareness among male Roma community leaders on gender based violence and this fact is important as this is the field for further intervention in terms of advocacy and visibility of VAW issue.

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

Qualitative evidence sources were analyzed mostly: in the project reports, social networks, publications, interviews and focus groups with project stakeholders. There is visible, certain concern among project associates on how the project will continue, and how will maintain permanence and continuity. Many donors require innovative projects and innovative solutions but the subject of violence and oppression on women and girls of Roma nationality, with disabilities and without, heterosexuals and non-heterosexuals require continuity. The continuity is important factor in strengthening the intensely socially disadvantaged groups of women, as declared by one of the project psychologists.

#### **Conclusions**

As the above-mentioned sources can see the project strategy and the activities are significant because they may be targeting the needs of multiple marginalized girls / women for the first time. The project strategy had strong human rights and gender based approach.

#### **Gender Equality and Human Rights EQ2: What kind of data collection methods are used during the project implementation?**

##### **Response to the evaluation question with analysis of key findings by the evaluation team**

Data collection methods that were used during the project implementation were individual confidential interviews with women victims of violence, focus groups with women victims of violence, quantitative analysis of the SOS Helpline records and records of legal aid service provision.

With the beginning of the UNTF project in 2016, the existing methods of work and data collection on SOS help line were additionally shaped and improved as well as the methods for monitoring the achievements of SOS phone line work. Harmonization with existing and newly adopted laws and regulations contributed to the licensing of SOS phone in the languages of national minorities (ARNB acquired national license as social service provider). Throughout the project, the ARNB developed methods for collecting data and tracking indicators



through individual interviews and focus groups, which contributed to strengthening ARNB role in collecting data and testimonies which served as basis for inviting institutions to account for discrimination and partial or total lack of service for particular social groups or marginalized women. For the first time, a Roma NGO filed a lawsuit against the Ministry for Labour, Employment, Veteran and Social Affairs, for the inaccessibility of safe houses for Roma women after 3 shadow reports on the implementation of the CEDAW Convention on the problem. This strengthened the human rights-based approach of ARNB in terms of advocacy using international instrument for human rights protection.

ARNB has been licensed as service provider in the system of social protection in 2018, and since then, the data on the service provision are much more structured than in previous years, and much more in details. The rulebook on standards for the SOS helpline service stipulates the procedures in record keeping and data collection and presentation.

ARNB has strict ethical and confidentiality rules which guarantee the privacy of their beneficiaries. Since data across different sources vary, especially data about number of beneficiaries and types of violence, it is expected that comparability of data will be easier in the following period, if ARNB uses the same methodology as it started in 2018.

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

The sources of evidence for the findings on this evaluation question are project documentation and analysis of SOS helpline system record keeping during the visit to ARNB office (The same day when focus groups and interviews with primary beneficiaries were held) interview with the SOS helpline coordinator.

#### **Conclusions:**

ARNB uses both quantitative and qualitative data collection methods, while respecting the confidentiality at the same time. Comparability and reliability of data is expected to be upgraded in the following period.

#### **Gender Equality and Human Rights EQ3: How and to what extent data on gender based violence are disaggregated?**

##### **Response to the evaluation question with analysis of key findings by the evaluation team**

The data are disaggregated by keeping records on women by their nationality, disability, and sexual orientation, as envisaged by the project plan. However, these data vary across different sources (project reports, annual organization reports, SOS help line documents). In some cases, it might have happened that quantitative data are duplicated, when women are multiple marginalized based on multiple differences (sex-nationality-disability for example)

#### **Quantitative and/or qualitative evidence gathered by the evaluation team to support the response and analysis above**

The sources of evidence for the findings on this evaluation question are project documentation and analysis of SOS helpline system record keeping during the on the spot visit of the evaluators team.

#### **Conclusions:**

The data on gender based violence are disaggregated, while further stronger application of record keeping and data collecting with comparable data is expected.

## 7 Conclusions

Evaluation Criteria	Conclusions
Overall	<p>The project in general has brought significant visibility of the issue of early marriages among Roma population into the overall public in the country, expert public (civil society organizations, international organizations, and at some point government, too). The ARNB has been recognized by competent resource organization, which is important because they are small, local organization combating against VAW in rural, small community.</p>
Effectiveness	<p>The project contributed to the significant extent to greater support to Roma women and girls in Vojvodina to avoid early, forced marriages and be better protected from violence, although mainly due to the efforts of ARNB in increasing quantity and quality of their services to Roma women and girls victims of violence. The part of the project that envisaged cooperation with institutions and decision makers has not been completely achieved although some of the outputs related to increased knowledge of decision makers have been achieved.</p> <p>While the project reached significant number of primary beneficiaries, it is difficult to calculate the real number of primary beneficiaries and avoid double counting at some points. The estimation of the evaluator is that the project reached around 2000 women as primary beneficiaries in total directly, by providing services and conducting project campaign. The estimation is based on document analysis and inputs from the project management team. The secondary beneficiaries are reached according to the project plan, and even overreached to the significant extent when it comes to the general public, thanks to the media campaigns.</p> <p>Both, internal and external factors have influenced the achievement of the project goals, outcomes and outputs. Internal factors that contributed the project are increased capacity of project leader (ARNB) to implement such project with higher quality, larger territorial scope and larger number of direct beneficiaries, continual presence in the Roma community and participation of beneficiaries. On the other hand, advocacy strategy and strategy of cooperation have not been analyzed continually, and this aspect of ARNB work should be enhanced in the future. External factors were predominant in the advocacy component of the project, mostly political instability, and low awareness among politicians and institutions. On the other hand, there were some positive factors, like individuals in political structures who are recognized as strategic resources for further advocacy efforts.</p> <p>The project significantly contributed to positive changes in the lives of targeted (but also non-targeted) women and girls. Changes resulting from the project's activities are in a number of cases permanently resolved because women overcome the situations of violence in which they lived. It is significant that one part of beneficiaries is involved in the further work of the Association, as activists conducting field work and assisting other women. The project launched a very sensitive issue of contracted and forced early marriages in the Roma population, emphasized their harmfulness, and introduced to women and girls their right and freedom to oppose such practice, and made their own choices on when to marry and whom to marry.</p>

	<p>The project has brought significant visibility to the issue of violence against Roma women, and early marriage practice. At the same time, it has shown some differences between points of view on the issue, between various institutions, Roma leaders, feminist organizations etc. Also, there are different points of view on which aspects of the issue should be primarily addressed: ARNB finds that work on changes in lives of girls is the priority, and on the other hand, there are initiatives that are primarily addressed to the changes of the system and the work of institutions. As these activities are generally complementary the advocacy strategy of ARNB should be analyzed in order to identify in which components of the advocacy these complementarities can make synergy. The declaration on early marriages was not signed by the Office for Roma Inclusion, but there is space open for further cooperation on this issue, primarily in developing inter-institutional and inter-sectoral cooperation which should bring decision makers together with activists and increase their common understanding on the issue. Also, there was some progress at the local level in terms on signing of the Protocol on Protection of Children from Violence, Abuse and Neglect in the municipality of Novi Bečej, thanks to the contribution of the ARNB in the work of the local inter-sectoral team.</p> <p>Finally, the impression is that service providers are motivated to expand their programs specifically for Roma girls and women, although the motivation is related to individuals, not to institutions as a whole. Although the motivation of institutions might depend on the approach that ARNB chosen in cooperation with them (charges against safe houses, inconsistency in strategy of cooperation etc), the overall social and political situation, examples of discrimination, secondary victimization, low level of awareness and sensibilization on Roma issues among institutions are also significant factor that influences work of the institutions.</p>
<b>Relevance</b>	<p>The project strategy and the activities are significant and highly relevant because they may be targeting the needs of multiple marginalized girls/women victims of violence for the first time in Vojvodina, even Serbia. Both, the project strategy and its activities are highly relevant in responding to the needs of targeted primary beneficiaries, especially having in mind that the overall situation of Roma girls and women or LGBTI women and women with disabilities in the country has not significantly changed over the last 3 years. The project strategy and all planned and implemented activities are relevant in relation to the needs of Roma girls and women, including multiple marginalized groups of women such as LGBTI and women with disabilities in APV. The fact is that this is one of the few projects that dealt with the issue of early marriages in the APV, which contributed to the work of the SOS telephone for women victims of violence in minority languages, in this case especially in the Romani language, and one of the few projects that provided psychological and legal support and court representation at the same time for women victims of violence, which was completely free of charge.</p> <p>The further relevance of the project and its applicability to other groups of women and girls in the area, country, region is high. Such and similar projects can be further expanded and developed territorially, since the needs of Roma girls and women are very similar in other regions of Serbia, as well as countries in the region. The data provided as evidence in the answer to previous evaluation question are relevant to this question, as well, especially in terms of overall political and social context. Some</p>

	<p>of the ways, i.e. suggestions for further work may be related to attending women's and feminist festivals in the region and to present there ARNB publications and experiences, connecting with women's groups working against early marriages in the region, especially where translation is not needed, such as Bosnia and Herzegovina and Montenegro, connecting with art projects that work against racism, follow the world trends on the subject of forced marriages through the Girls Not Brides portal and others.</p> <p>The project strategy was highly relevant both to the local, regional and national context. Also, it is relevant to the global context, having in mind UN campaign against early marriages. On the other hand, the project management had difficulties to adjust advocacy strategy directed towards provincial government and provincial institutions.</p>
<b>Efficiency</b>	<p>In general, project was cost-effective and implemented in efficient way, with implemented monitoring and reporting mechanisms, good managerial structure and high level of support to partner's organizations, both on the level of the direct work with primary beneficiaries but also in the public campaigning component. There was certain level of overburden of ARNB team recognized, due to the complexity of issues that project deals with. The project was managed in timely manner, in accordance to project implementation plan. Without co-funding, there would not be possible to achieve results planned by this project.</p>
<b>Sustainability</b>	<p>The impression is that although the results are visible, especially the positive changes in the lives of women who have survived violence or an early marriage, it will not be easy to sustain the changes without further support, because there is no systematic, continuous support at the state level. It is still necessary to intensify advocacy activities, lobbying to better respond to these topics. Therefore, advocacy activities within the project may have been more intense and consistent. Given that the organization is present in the community, there is the potential for sustainability of changes in the lives of women and girls, under the condition that ARNB further empowers girls and women who will continue to work in the community. ARNB needs a larger number of activists who are skilled to encourage girls to finish high school, oppose the early marriage practice and be a role models to other girls, the same way as the group of women who were supported to end violence in their lives are now ARNB activists who work with other women in their community.</p> <p>The ARNB took significant steps toward institutionalization of the service by being licensed as social protection service provider within SOS Network of Vojvodina - this fact ensures at least their legal eligibility for state funding. However, it is clear that there is no secured state funding for the service yet, for several reasons: small amounts of budgetary funds, lack of adequate legal basis at the local level and no calls for financing from the local self-government which should finance the local social protection services<sup>50</sup>.</p>
<b>Impact</b>	<p>The project has significantly contributed to ending violence, by informing beneficiaries, providing free legal, psychological and other necessary support. Regarding the contribution to gender equality, it is important to emphasize that</p>

<sup>50</sup> SOS helpline is recognized as social protection service in the Law on Social Protection

	<p>women are more empowered to fight for their rights, that they are more secure in themselves and more aware that men and women should be equal, although this is not the case in Serbia, especially in the Roma community. The contribution of the project to informing and educating both girls and boys, especially from the Roma community, should be higher. It is significant fact that the project has achieved that women who are empowered, talk about it further, inform their daughters, friends, acquaintances about the significance of reporting violence. Most of the intended or unintended impacts made by project activities are positive, both for women victims of violence and for secondary beneficiaries: activists who former beneficiaries, initiated legal changes for abolition of child marriages, early marriage named in public as sexual violence, reactions of the male part of the Roma movement in Serbia. Some of the positive unintended impact was relevant to project team and internal capacity of the organization itself, too; knowledge of consultative work with women with the trauma of forced marriage, knowledge of facilitating workshop experiences, moderating and presenting knowledge about forced marriages and much more. The project has brought a lot of expert knowledge that will continue regardless of finance.</p>
<b>Knowledge Generation</b>	<p>There is significant list of promising practices that should be documented, on the first place, reach out strategy and combination of services to women, especially from the aspect of intersectionality. There are promising practices that can be replicated to other service providers in the region, primarily in the field of participation of Roma women and their self empowerment.</p>
<b>Gender Equality and Human rights</b>	<p>The project strategy and the activities are significant because they may be targeting the needs of multiple marginalized girls/women victims of violence for the first time. The project strategy had strong human rights and gender based approach. ARNB uses both quantitative and qualitative data collection methods, while respecting the confidentiality at the same time. Comparability and reliability of data is expected to be upgraded in the following period. The data on gender based violence are disaggregated, while further stronger application of record keeping and data collecting with comparable data is expected.</p>

## 8 Key Recommendations

Evaluation Criteria	Recommendations	Relevant Stakeholders	Suggested timeline
Overall	<p>The project should consider further implementation with higher involvement of relevant local, provincial and national institutions</p> <p>Build partnerships with centres for social work through joint projects and thus work on joint capacity building and more common approach to the VAW in Roma community: try projects with centre in Novi Bečej but also network other centres in the communities where this project was implemented</p> <p>Keep visibility of the organization in front of public, women NGOs, local community, government</p>	<p>ARNB Project partners Centres for social work, police, health centres, judiciary system</p> <p>ARNB and centres for social work</p> <p>ARNB</p>	<p>From 2019-2020</p> <p>2019-2021</p> <p>Continually</p>
Effectiveness	<p>ARNB to analyze strategy of advocacy and engage advocacy experts to produce more effective advocacy strategy towards provincial government</p> <p>Continue with efforts to provincial institutions and sign Declaration against early marriages, involve more civil society organizations into the advocacy towards this output; motivate RIO to become advocate (use female board member as support)</p> <p>More consistently work to engage/motivate Roma or non-Roma women at important positions in Vojvodina and Serbia government/institutions and involve them as the resource persons/support in the advocacy</p>	<p>ARNB</p> <p>ARNB RIO</p> <p>ARNB, SOS Vojvodina network</p> <p>ARNB, LOCAL INSTITUTIONS</p>	<p>2019</p> <p>2019</p> <p>2019-20/21</p> <p>2019/20</p>



	<p>Revise approach of local cooperation and try consistent strategy of collaboration with local public institutions: organize affirmative actions, contribute building capacities of local institutions, apply for joint project</p> <p>Further investment into the preventive measures: continue actions toward drop out prevention of Roma girls from schools, involve schools more intensively, use already existing know how –create local intersectoral network for drop out prevention</p> <p>Empower and replicate more girls-role models in prevention of early marriage: map the girls in the Roma community, one by one, and empower them comprehensively, be by their side and their family and support them towards completion of secondary or higher education</p>	<p>ARNB, local institutions: centre for social work, schools...</p> <p>ARNB</p>	<p>From 2019 continually</p> <p>Immediately -continually</p>
Relevance	<p>Keep the topic on the public agenda, continue the public campaign</p> <p>Keep the position in the newly formed national coalition against child marriage in cooperation with UNICEF and actively contribute to it's work</p> <p>Increase visibility of participation of women beneficiaries and their testimonies</p> <p>Join national network of organizations for children, raise the topic among children organizations</p>	<p>ARNB SOS helpline Women organizations</p> <p>ARNB</p> <p>ARNB, partner organizations</p> <p>ARNB, partner organizations</p>	<p>2019/2020</p> <p>Immediately –continually</p> <p>Immediately –continually</p> <p>2019-2020</p>
Efficiency	<p>Invest in prevention of burnout among project staff –either engage external expert for supervisory support, or organize internal supervision</p>	<p>ARNB, expert supervisors, psychologists...</p> <p>ARNB, project</p>	<p>Immediately –then continually</p> <p>Continually</p>

	<p>Continue with involvement of Roma women into the work of the organization</p> <p>Organize trainings for new associates on specific skills like business communication, public speaking, advocacy, lobbying,</p> <p>Improve data collection methods and record keeping</p> <p>Work on the administration and business communication skills of the associates who work on the data administration, keep them as internal associates. Keep the license</p>	<p>partners</p> <p>ARNB, project partners</p> <p>ARNB</p> <p>ARNB</p>	<p>From 2019-continually</p> <p>Immediately –then continually</p> <p>2019-2020</p>
Sustainability	<p>Keep advocating for state funding, as long as there is legal basis for that: local self-government to include SOS helpline or measures for protection of children VAW and in the decision on social protection, in the strategy of social protection...</p> <p>Try new fundraising approaches: private sources of funding, community fundraising. One of the possibilities are social entrepreneurship initiatives.</p>	<p>ARNB SOS Vojvodina helpline National networks against VAW and children organization networks</p> <p>ARNB SOS Vojvodina helpline</p>	<p>2019-continually</p> <p>2019-continually</p>
Impact	<p>Promote achievements in the work in the field of prevention of early marriages, increase visibility of the topic in the region –visit conferences and similar events and present your work</p>	<p>ARNB SOS Vojvodina helpline National networks against VAW and children organization networks</p>	<p>2019/22</p>
Knowledge Generation	<p>Use social networks, create more video materials, White papers/policy briefs/infographics etc.</p> <p>Prepare training on early marriages prevention and submit to the Republic Institute for Social protection for accreditation</p>	<p>ARNB, partner organizations</p> <p>ARNB, partner organizations</p>	<p>2019-/22</p>



		ARNB Roma women organizations	2020/22
		ARNB	2019

## 9 Annexes

### 9.1. Final Version of Terms of Reference (TOR) of the evaluation

#### Terms of Reference for External Evaluation

##### 1. Background and Context

##### 1.1. Description of the project

The project “No More Victims: Roma Women and Girls Respond to Violence” has been implemented by the Association of Roma Novi Becej from Novi Becej, Republic of Serbia and funded by United Nations Trust fund to End Violence against Women and OAK Foundation. Association of Roma Novi Becej was founded in 1999, officially registered in 2000 as the non-profit Roma organization, which through activism, knowledge and specialized services empowers Roma and other minority women to live without violence in Vojvodina. Association of Roma Novi Becej with its specialized services is focused on violence against women prevention and protection, girl-child rights and the problem of social and institutional discrimination and racism against Roma – focusing on specific position of Roma women. Under the scope of its services (as well as this project) the Association provides services also to LGBTI Roma women and Roma women with disabilities and trafficked women and girls and sex workers.

The project duration is three years (from January 1<sup>st</sup>, 2016 to December 31<sup>st</sup>, 2018). The project is in its final implementing phase.

The project targets the change on the level of the Autonomous Province of Vojvodina, as a part of the Serbia. It addresses violence perpetrated or condoned under the traditional patterns and patriarchal values in local Roma communities – early, forced and arranged and child marriages and generally violence that Roma women are exposed to due to unresponsiveness of the state and highly discriminative practices in provision of institutional services for them.

Primary beneficiaries of the project are women and girls from minority and ethnic groups (2000), LGBTI Roma women (150), women with disabilities (250) and survivors of violence (2000). Secondary beneficiaries are decision makers (decision makers, policy implementers on the level of the AP Vojvodina and nationally), civil society organizations and general public (media and public in general). On the level of secondary beneficiaries estimated outreach was 3110 persons.

Strategies used for project implementation are services provision to women survivors of violence and advocacy in preventing violence and better responsiveness and accessibility of institutional services for Roma women, creating and enhancing multisectoral referral systems for improving service delivery and strengthening institutional responses related to the problem of early, forced and arranged and child marriages in Roma communities in Vojvodina.

The project aims to improve mechanisms and measures to influence on ending the practice of early, forced and arranged and child marriages of Roma girls in Vojvodina and ensure better protection of Roma girls in such specific cases. The project has two expected results. The first is that Roma women and girls have improved access to services and justice to avoid early, forced marriage in Vojvodina by December 2018 and the second is that the Office for Roma Inclusion in Vojvodina introduces specific measures and programmes that prioritize ending early forced marriages of Roma girls.

The project applies gender perspectives, human rights approach, social inclusion principles, observations on intersectional discrimination, and analysis of multiple disparities facing by minority women.

## **1.2. Strategy and Theory of Change**

The project takes advocacy approach at one segment, but it focuses on services provision and empowering primary beneficiaries in the area of prevention of violence through changing attitudes and increasing their knowledge. In order to support change of attitudes and improved community and institutional responses, the project includes improvement of service delivery by introducing and enhancing knowledge of specific position of Roma girls and women among relevant decision makers and policy implementers. In addition, the project supports implementation of intersectional approach and multisectoral corporation in the areas of prevention and protection of specific violence – early marriages by monitoring the implementation, participating in GREWIO and CEDAW Shadow reporting and advocacy activities.

The fundamental approach is based on human rights of Roma girls and women by services provision and by referring them to existing institutional services, as well as increasing their capacities to respond and react to violence. The unique approach of the project was envisaged under the campaign “It’s Early” designing process which included the group of beneficiaries to provide their personal inputs and messaging to the public. The project also reacts to multiple disparities facing by Roma women and women of different sexuality and with disabilities in institutions, namely discrimination and secondary victimization on the grounds of gender, age, language barriers and locality (e.g. rural vs. urban). The second part of the project focuses on the advocacy efforts to influence on the traditional values and patriarchal patterns of behavior in Roma communities through Roma leaders in Vojvodina and Roma institutions – Office for Roma Inclusion of Vojvodina as well as the Provincial decision makers and legislations implementers to establish the joint consensus related to the practice of early marriages and to qualify it as violation of children rights and violation of women’s rights. In order to influence on stakeholders one publication was published.

Simultaneously, while providing SOS Helpline and Legal Aid services to Roma women and girls, LGBTI women and women with disabilities, the project team works on advocacy: using the campaign video to raise awareness on violations of children rights of Roma girls, distributing the published publication and holding series of meetings with relevant stakeholders, but also sending written submissions to EU and international human rights treaty bodies (CEDAW Committee and GREWIO) and engaging in regional, EU and international advocacy fora and researches. Capacity-building of primary beneficiaries was based on building self-confidence among survivors to engage legally, to support them to press charges and to learn on legal opportunities and available

institutional support and to recognize and to report possible institutional discrimination. Capacity-building of secondary beneficiaries included knowledge dissemination on responsibilities and duties of their respective positions. Capacity-building methodology on both beneficiaries is based on adult-learning and peer support approach with the use of different instruments, such as discussions, presentations, workshops, individual work, work in pairs, etc.

Project goal: Roma women and girls in Vojvodina receive greater support to avoid early, forced marriages and are better protected from violence by December 2018.	
Outcome 1: Roma women and girls have improved access to services and justice to avoid early, forced marriage in Vojvodina by December 2018.	Outcome 2 Office for Roma Inclusion in Vojvodina introduces specific measures and programmes that prioritize ending early forced marriages of Roma girls.
Output 1.1. Roma women and girls survivors are psychologically supported by ARNB and informed about other available services to avoid early, forced marriage and violence.	Output 2.1. Office for Roma Inclusion in Vojvodina publicly commits to introduce measures and programmes to work on ending early and forced marriage in Roma communities in Vojvodina.
Output 1.2 Roma women and girls have improved knowledge about their legal rights on how to avoid early, forced marriage through legal procedures.	Output 2.2. Decision-makers in the Provincial Government have improved knowledge of how to mainstream and prioritize ending forced, early marriage in social protection and other policies, budgets and programmes.
Output 1.3. Roma women and girls are supported to pressed charges with regard to early, forced marriage and violence and take their cases to courts.	
Output 1.4. Roma women and girls survivors of acute violence receive adequate support in emergency crises situations.	

Primary beneficiaries – Roma women and other minority women survivors of violence– have been involved throughout the whole project implementation in order to empower them for further actions, but also to ensure participation, legitimacy and accountability of advocacy objectives. Overall, the advocacy activities are framed throughout 'agenda setting' theory within the theory of change. Current political, social, and economic circumstances in Serbia create opportunities to mainstream the set outcomes into the legislation and budgets agendas.

### 1.3. Geographic Context

The project focuses on the change on the level of the Autonomous Province of Vojvodina as a regional part of the Republic of Serbia.

### 1.4. Total resources allocated for the intervention

Estimated total project budget is 240,050.00 USD while the funding from the UN Trust Fund to End Violence against Women is USD 110,910.00.

### 1.5. Key partners

There are official partners to the project, member organizations of the Roma Women's Network of Banat: Roma Women's Center "Rromnjako Ilo" Zrenjanin, Association of Roma "Danica" Pancevo. Another partner NGO is "Roma researchers" from Zabalj as coordinating organization of the Roma Women's Network of Vojvodina. Association of Roma Novi Becej also engaged independent experts- Ms. Tijana Popivoda and Ms. Lepa Mladjenovic as expert on sexual violence and rape victims and Ms. Biljana Maletin as the external monitoring expert. We also engaged under the specialized services capacities and knowledge of the Autonomous Women's Center as the leadership NGO of the Network Women against Violence (at that time).

## 2. Purpose of the evaluation



This is a mandatory final project evaluation required by UN Trust Fund to End Violence against Women. It is also final evaluation of the Association of Roma Novi Becej project that supported the SOS Helpline on minority languages. Legal Aid and court representation of minority women survivors of violence and introduced the piloting of the service “support in crises situation”.

The evaluation results will be used by the UN Trust Fund to End violence against Women to assess the overall impact of the project. In addition, it will be used by Association of Roma Novi Becej management team and the SOS Helpline on minority languages team in understanding the achieved outcomes, positive effects and evidence based impact, and eventual negative circumstances or side-effects of the actions implemented under the project implementation plan. It will be used for planning the continuation of the services, strategic orientation of the Association and to scaling up services for Roma women and girls survivors of violence and victims of early, forced and arranged and child marriages in Vojvodina. Evaluation results will support the Association of Roma Novi Becej in designing further activities and diverse approached programs based on perspectives of primary and secondary beneficiaries.

### **3. Evaluation objectives and scope**

#### **3.1. Scope of Evaluation**

Evaluation needs to cover the entire project duration (from January 1<sup>st</sup>, 2016 to December 31<sup>st</sup>, January 2018). It is focused on activities and impact in the region of AP Vojvodina, but takes in account effects and success on national level as well as advocacy impact on EU and international levels.

This evaluation needs to cover the target primary and secondary beneficiaries as well as broader stakeholders, including (Protector of Citizens of the AP Vojvodina, service providers – Social Services, local Police Units) and selected external consultants/experts that took part in the project.

#### **3.2. Objectives of Evaluation**

The overall objectives of the evaluation are to:

- a) Assessment of the entire 3-year project progress towards the set goal as well as the outcomes and outputs from the perspectives of effectiveness, relevance, efficiency, sustainability and impact;
- b) generate key lessons and identify promising or emerging good practices in the field of ending violence against women for learning purposes;
- c) identify prospective innovative approaches and strategies to end violence against Roma girls and women from the perspectives of early, forced and arranged and child marriages.

### **4. Evaluation Question**

The key questions that need to be answered by this evaluation include the following divided into five categories of analysis. The seven overall evaluation criteria – effectiveness, relevance, efficiency, sustainability, impact, knowledge generation and gender equality and human rights as cross-cutting issues- will be applied for this evaluation.

<b>Evaluation criteria</b>	<b>Mandatory evaluation questions</b>
Effectiveness	1) To what extent were the intended project goal, outcomes and outputs achieved and how? 2) To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached? 3) To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in relation to the specific forms of violence addressed by this project? Why? What are the key changes in the lives of those women and/or girls? Please describe those changes.

	<p>4) What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How?</p> <p>5) To what extent was the project successful in advocating for legal or policy change? Explain why.</p> <p>6) To what extent was the project successful in motivating service providers to widen their programs and support specific position of Roma girls and women?</p>
Relevance	<p>1) To what extent was the project strategy and activities implemented relevant in responding to the needs of Roma girls and women or LGBTI women and women with disabilities in Vojvodina communities?</p> <p>2) To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of Roma women and girls? Is this relevance applicable to other groups of women and girls in the area, country, region?</p>
Efficiency	<p>To what extent the project was efficiently and cost-effectively implemented?</p> <p>Was it managed in timely manner in accordance to project implementation plan?</p> <p>Was it possible to achieve results with such funds or co-funding was necessary and / or used?</p>
Sustainability	<p>How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?</p> <p>Were some steps taken to institutionalize the project or to secure further funding?</p> <p>Are there some changes in opportunities to outreach for State funding?</p>
Impact	<p>To what extent the project contributed to ending violence against women and girls and gender equality of Roma women and girls?</p> <p>Are there unintended impact made by activities of the project?</p>
Knowledge Generation	<p>To what extent has the project generated knowledge, promising or emerging practices in the field of EVAW/G that should be documented and shared with other practitioners?</p> <p>To what extent the generated knowledge or emerging practice can be replicated by others? Where?</p>
Gender Equality and Human rights	<p>To what extent the human rights based and gender responsive approaches have been used through-out the project implementation?</p> <p>What kind of data collection methods are used during the project implementation?</p> <p>How and to what extent data on gender based violence are desegregated?</p>

## 5. Evaluation Methodology

Evaluation methodology should involve process and outcome evaluation design adjusted for small grant. Process design includes evaluation of inputs for activities to achieve outputs that should all lead to widening the evaluation to include outcome design (evaluating short, medium-term outcomes of the project). For the process of the evaluation, Association of Roma Novi Becej team collected program documents and information to what extent and how consistently the program has been implemented. For the purposes of the evaluation, the selected evaluators will have to:

- Review program documents and records;
- Review administrative data;

- Review all progress reports as well as all annual reports submitted to the UN Trust Fund with attached documentations.

After identifying thematic necessities together with project team and relevant stakeholders, selected evaluator will conduct: interviews and focus groups with the project team, primary beneficiaries, secondary beneficiaries (at least one person/institution from each group). The analysis includes confirmation of findings across different sources (triangulation).

Outcome evaluation should identify the results and effects of a program, and measure program beneficiaries' changes in knowledge, attitude(s), and/or behavior(s) that result from a program, as well as generated knowledge and emerging practices that can be replicated.

Association of Roma Novi Becej team will provide selected evaluator(s) with following data sources:

- Full project proposal – with set baselines for each output and outcome
- Internal formats related to the collection of data of the SOS Helpline and Legal Aid services
- All reports submitted to the donor as well as all additional documentation attached to it.
- Press clipping, access to video of the campaign and all visuals produced under this segment.
- Internal reports and monitoring reports.
- List of all stakeholders and decision makers with whom ARNB held meetings during the course of the project.

This is just an overall approach and method for conducting the evaluation, data sources and tools that should yield the most reliable and valid answers to the evaluation questions. Final decisions about the specific design and methods for the evaluation will emerge from the consultations among the project team, the evaluator, and key stakeholders to meet the evaluation purpose and objectives and answers the evaluation questions.

## 6. Evaluation Ethics

For interviewing primary beneficiaries of the project, evaluator have to consult and use Child Safeguarding and Policy Procedures manual developed by the ARNB for interviewing Roma girls, adolescent girls. For interviewing Roma women survivors of violence, women with disabilities and LGBTI women ethical considerations under the SOS Helpline terms also needs to be respected. All relevant document related to ethical standards will be provided to the evaluator by the organization.

The evaluation must be conducted in accordance with the principles outlined in the UN Evaluation Group (UNEG) 'Ethical Guidelines for Evaluation' <http://www.unevaluation.org/ethicalguidelines>

It is imperative for the evaluator(s) to:

- Guarantee the safety of respondents and the research team.
- Apply protocols to ensure privacy and confidentiality of respondents.
- Ensure compliance with legal codes governing areas such as provisions to collect and report data.
- When project involves children (under 18 years old) parental consent is mandatory and additional risks need to be taken into account.
- The evaluator(s) must be trained in collecting sensitive information and specifically data relating to violence against women and select any members of the evaluation team on these issues.
- Data collection tools must be designed in a way that are culturally appropriate and do not create secondary victimization and distress for Roma women respondents and do not create language barriers.
- Data collection visits should be organized at the appropriate time and place to minimize safety risks to respondents.
- Store securely the collected information.

The evaluator(s) must consult with the relevant documents as relevant prior to development and finalization of data collection methods and instruments. The key documents include (but not limited to) the following:

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Final External Project Evaluation Report – “No More Victims: Roma Women and Girls Respond to Violence” implemented by Association of Roma Novi Becej and funded by The United Nations Trust Fund to End Violence against Women

- UNICEF Srbija „Deciji brakovi u romskoj populaciji u Srbiji (2017)  
<https://www.unicef.org/serbia/reports/de%C4%8Diji-brakovi-u-romskoj-populaciji-u-srbiji>
- UNICEF Srbija „Deciji brakovi u Srbiji” (2017)  
[https://www.unicef.org/serbia/sites/unicef.org.serbia/files/2018-05/De%C4%8Diji-brakovi-u-Srbiji-2\\_0.pdf](https://www.unicef.org/serbia/sites/unicef.org.serbia/files/2018-05/De%C4%8Diji-brakovi-u-Srbiji-2_0.pdf)
- World Health Organization (2016). Ethical and Safety Recommendations for Intervention Research on Domestic Violence Against Women  
<http://www.who.int/reproductivehealth/publications/violence/intervention-research-vaw/en/>
- Jewkes, R., E. Dartnall and Y. Sikweyiya (2012). *Ethical and Safety Recommendations for Research on the Perpetration of Sexual Violence*. Sexual Violence Research Initiative. Pretoria, South Africa, Medical Research Council. Available from [www.svri.org/EthicalRecommendations.pdf](http://www.svri.org/EthicalRecommendations.pdf)
- UNEG Guidance document “Integrating human rights and gender equality in evaluations” (2011) – Chapter 3
- World Health Organization (2007), ‘Ethical and safety recommendations for researching documenting and monitoring sexual violence in emergencies’ 2007,  
[http://www.who.int/gender/documents/OMS\\_Ethics&Safety10Aug07.pdf](http://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf)
- WHO/PATH “Researching violence against women: a practical guide for researchers and activists”, (2005)

## 7. Key Deliverables of evaluators and timeframe

This section describes the key products the evaluation team will be accountable for producing and submitting to the grantee organization.

	Deliverables	Description of expected deliverables	Timeline
1	Evaluation inception report (in English language)	Proposed methods, proposed sources of data and data collection/analysis procedures. The inception report must include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product.	15 <sup>th</sup> November 2018
2	Draft Evaluation Report (in English language)	Evaluators must submit draft report for review and comments by all parties involved. The report needs to meet the minimum requirements specified in the annex of TOR. The grantee and key stakeholders in the evaluation must review the draft evaluation report to ensure that the evaluation meets the required quality criteria.	25 <sup>th</sup> December 2018
3	Final Evaluation Report (in English language)	Relevant comments from key stakeholders must be well integrated in the final version, and the final report must meet the minimum requirements specified in the annex of TOR.	28 <sup>th</sup> February 2019

		The final report must be disseminated widely to the relevant stakeholders and the general public.	
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## 8. Evaluation team composition and required competencies

### 8.1. Roles and responsibilities of evaluator

For conducting final project evaluation, Association of Roma Novi Becej and its SOS Helpline on minority languages seek for one **national evaluator (person or agency)**.

He/she will be responsible for undertaking the evaluation from start to finish and for managing the evaluation process under the supervision of evaluation task manager from the Association of Roma Novi Becej, for the data collection and analysis, as well as report drafting and finalization in English language.

### 8.2. Required competencies

To be selected, evaluator should fulfill the following requirements and have the following competencies and experience:

- Evaluation experience of at least five years in conducting external evaluations, with mixed-methods evaluation skills and having flexibility in using non-traditional and innovative evaluation methods;
- Expertise in gender and human-rights based approaches to evaluation and issues of violence against women and girls with the focus on women and girls from marginalized communities;
- Good if not proficient knowledge in specific position of Roma girls and Roma women from the perspectives of early and child marriages;
- Specific evaluation experiences in the areas of ending violence against women and girls;
- Experience in collecting and analyzing quantitative and qualitative data;
- In-depth knowledge of gender equality and women's empowerment;
- A strong commitment to delivering timely and high-quality results, i.e. credible evaluation and its report;
- A strong team leadership and management track record, as well as interpersonal and communication skills to help ensure that the evaluation is understood and used;
- Good communication skills and ability to communicate with various stakeholders and to express concisely and clearly ideas and concepts;
- Ability to successfully interact with individuals in a multi-cultural environment.
- Treats all people fairly, demonstrates integrity and respect of all necessary ethical standards
- Country experience and knowledge: in-depth knowledge of social protection system, protection of gender-based violence in residential institutions in Serbia is required;
- Language proficiency: Serbian language and fluency in English language. Knowledge of Romany would be an asset and beneficial for interviewing beneficiaries.

## 9. Management arrangements

Name of group	Roles and responsibilities	Actual name of staff responsible
Evaluator	External evaluators/consultants to conduct an external evaluation based on the contractual agreement and the Terms of Reference, and under the day-to-day supervision of the Evaluation Task Manager.	External evaluator
Evaluation Task Manager	Managing the entire evaluation process under the overall guidance of the senior management, to: <ul style="list-style-type: none"> <li>• lead the development and finalization of the evaluation TOR in consultation with</li> </ul>	Jasna Pantic, Fundraising - translator

	<p>key stakeholders and the senior management;</p> <ul style="list-style-type: none"> <li>• manage the recruitment of the external evaluators;</li> <li>• lead the collection of the key documents and data to be share with the evaluator at the beginning of the inception stage;</li> <li>• liaise and coordinate with the evaluator, the reference group, the commissioning organization and the advisory group throughout the process to ensure effective communication and collaboration;</li> <li>• provide administrative and substantive technical support to the evaluator and work closely with the evaluator throughout the evaluation;</li> <li>• lead the dissemination of the report and follow-up activities after finalization of the report</li> </ul>	
Commissioning organization	<p>Senior management of the organization who commissions the evaluation (grantee) – responsible for: 1) allocating adequate human and financial resources for the evaluation; 2) guiding the evaluation manager; 3) preparing responses to the recommendations generated by the evaluation.</p>	<p>Members of the Steering Committee of the ARNB Marija Blagojevic Financial assistant</p>
Reference group	<p>Primary and secondary beneficiaries, partners and stakeholders of the project who provide necessary information to the evaluator and to reviews the draft report for quality assurance;</p>	<p>Roma women and girls survivors of violence Service providers Protector of citizens SOS Vojvodina Network, Policy-makers (AP Vojvodina government officials of relevance for the Outcome 2) External experts External monitoring expert Exact number and structure of respondents will be agreed at the beginning of the evaluation process due to sensitivity of the beneficiary groups</p>
Advisory group	<p>Focal point from the UN Women Regional Office and the UN Trust Fund Portfolio Manager to review and comment on the draft TOR and the</p>	<p>Jelena Milovanovic, UN Women Regional Office Serbia</p>



	draft report for quality assurance and provide technical support if needed.	Vesna Jaric, UN Trust Fund Portfolio Manager
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### 10. Timeline of the entire evaluation process

This section lists and describes all tasks and deliverables for which evaluator(s) or the evaluation team will be responsible and accountable, as well as those involving the commissioning office, indicating for each the due date or time-frame (e.g., work plan, agreements, briefings, draft report, final report), as well as who is responsible for its completion.

Stage of evaluation	Key tasks	Responsible	Number of working days required	Timeframe
Preparation stage	Preparing and finalizing ToR with key stakeholders	Commissioning evaluation task manager	25	1/09/2018 to 25/09/2018
	Compiling key documents and existing data		10	26/09/2018 to 05/10/2018
	Recruitment of external evaluator		10	06/10/2018 to 15/10/2018
Inception stage	Briefings of evaluator, orienting evaluator	Evaluation task manager	5	16/10/2018 to 20/10/2018
	Desk review of key documents	Evaluator	5	21/10/2018 to 25/10/2018
	Finalizing evaluation design and methods	Evaluator	5	26/10/2018 to 30/10/2018
	Preparing an <a href="#">inception report</a>	Evaluator	15	01/11/2018 to 15/11/2018
	Review Inception report and provide feedback	Evaluation task manager, Reference group, Advisory Group	15	16/11/2018 to 30/11/2018
	Submitting final version of Inception report	Evaluator	3	03/12/2018
Data collection and analysis stage	Desk research	Evaluator	5	04/12/2018 to 08/12/2018
	In-country technical mission for data collection	Evaluator	33	09/12/2018 to 10/01/2019
Synthesis and reporting stage	Analysis and interpretation of findings	Evaluator	10	11/01/2019 to 20/01/2019
	Preparing a <a href="#">draft report</a>	Evaluator	15	21/01/2019 to 04/02/2019.
	Review of the draft report with key stakeholders for quality assurance	Evaluation task manager, Reference group, Commissioning organization Board, Advisory group	15	05/02/2019 to 19/02/2019

	Consolidate comments and submit the consolidated comments to evaluator	Evaluation task manager	3	20/02/2019 to 22/02/2019
	Incorporating comments and revising the evaluation report	Evaluator	5	23/02/2019 to 27/02/2019
	Submission of the <b>final report</b>	Evaluator		28/02/2019
	Final review and approval of report	Evaluation task manager, Reference group, Commissioning organization Board, Advisory group	3	to 03/03/2019
<b>Dissemination and follow-up</b>	Publishing and distributing the final report	Commissioning organization led by evaluation manager	5	04/03/2019 to 08/03/2019
	Prepare management responses to the key recommendations of the report	Commissioning organization led by evaluation manager	5	09/03/2019 to 13/03/2019
	Organize learning events (to discuss key findings and recommendations, use the findings for planning of following year)	Commissioning organization	5	14/03/2019 to 18/03/2019

### 11. Budget

The total budget for this assignment for the evaluator is USD 3,000 (gross), for collection and analysis of monitoring data / review meetings with primary and secondary beneficiaries. Under this amount are envisaged costs of the transportation for which is the solely evaluators responsibility. Association of Roma Novi Becej and Evaluation Task Manager will provide premises and technical support in the evaluation process.

### 12. Application and selection procedure

Interested experts should send her/his cover letter and CV by **October 13<sup>th</sup>, 2018** at email addresses [danica.jovanovic09@gmail.com](mailto:danica.jovanovic09@gmail.com). Subject title: UNTF-TOR External evaluation. Short-listed experts will be contacted and the final decision will be made on **October 15<sup>th</sup>, 2018**.

## 9.2. Evaluation Matrix (Annex 4A)

Evaluation criteria	Evaluation question	Indicators	Data collecting and analysis techniques	Data sources
Effectiveness	1) To what extent were the intended project goal, outcomes and outputs achieved and how?	Perspectives of Roma women and girls, project team and consultants on social services protection experienced (good and bad) and responsiveness of services in crises situation to avoid early, forced marriages	Document analysis Focus groups with primary beneficiaries Individual interviews with primary beneficiaries Group interview with project team members and project partners	Relevant strategies and policies Project documents (Baseline reports, project progress and final report, project publications)
		<p>Number of reported cases of early forced marriages to the SOS helpline and actions taken by ARNB</p> <p>Number of hours per day the service is available</p> <p>Number of Roma girls and minority women who received individual psychological support</p> <p>Number (or proportion) of callers to the helpline that are referred to other available community services (by type)</p> <p>Number of Roma women and minority women who received legal aid counseling</p> <p>Number of cases supported by Association of Roma Novi Becej in courts</p> <p>Number of Roma women and minority women who independently use acquired knowledge in practice</p> <p>Number of Roma women that received support from ARNB in intervention crises</p>	<p>Individual interviews with secondary beneficiaries</p> <p>Questionnaire for secondary beneficiaries – service providers (social workers and NGOs)</p> <p>Questionnaire for project associates (lawyers, activists)</p>	Transcripts/notes from interviews and focus groups

		<p>% receiving the basic necessities required within 24 hours of requesting support</p> <p>Number of meetings with decision makers during the project implementation</p> <p>Existence of a Signed Declaration at the Project end</p> <p>Number of meetings with provincial government representatives</p> <p>Number and nature of the events organized during the advocacy campaign</p> <p>Mainstreaming the issue of early forced marriages into Calls for Proposals under gender equality calls and calls supporting education of Roma of the Government of the Province of Vojvodina</p>			
	<p>2) To what extent did the project reach the targeted beneficiaries at the project goal and outcome levels? How many beneficiaries have been reached?</p>	<p>Number of Roma girls and women served by SOS Hepline</p> <p>Number of Roma girls and women who received legal aid services</p> <p>Number of secondary beneficiaries involved in project activities</p>	Document analysis	Project documents (Baseline reports, project progress and final report, project publications)	
	<p>3) To what extent has this project generated positive changes in the lives of targeted (and untargeted) women and girls in</p>	<p>Opinion of primary beneficiaries, project team members and project associates on changes in lives of primary beneficiaries resulting from the project implementation;</p>	<p>Document analysis</p> <p>Focus group with primary beneficiaries</p>	Project documents (Baseline reports, project progress and final report, project publications)	

	relation to the specific forms of violence addressed by this project? Why? What are the key changes in the lives of those women and/or girls? Please describe those changes.		Interviews with project management team and project partner organizations Interviews with project associates	Transcripts/notes from interviews and focus groups
	4) What internal and external factors contributed to the achievement and/or failure of the intended project goal, outcomes and outputs? How?	Opinion and attitudes of project team members on factors that influenced project achievements at the level of goal, outcomes and outputs  Opinion and attitudes of key project stakeholders - secondary beneficiaries on factors that influenced project achievements at the level of goal, outcomes and outputs	Document analysis Group interview with project team members  Individual interviews with secondary beneficiaries  Questionnaire for secondary beneficiaries – service providers (social workers and NGOs)	Project documents (Baseline reports, project progress and final report, project publications)  Transcripts/notes from interviews and focus groups
	5) To what extent was the project successful in advocating for legal or policy change? Explain why.	Number and nature of changed/improved/produced documents resulting from the project implementation  Attitudes of key project stakeholders- secondary beneficiaries, project team members and associates on success of the project in terms of advocacy	Document analysis Group interview with project team members  Individual interviews with secondary beneficiaries  Questionnaire for secondary beneficiaries – service providers (social workers and NGOs)	Policies/strategies/relevant documents improved/produced by relevant bodies/institutions,  Project documents (project progress and final reports, project publications)  Transcripts/notes from interviews and focus groups
	6) To what extent was the project successful in motivating service providers to widen their programs and support	Perspective of the project team, project associates and service providers on project contribution in changing/improving services for Roma girls and women	Document analysis Group interview with project team members, project associates and project partners	Project documents (project progress and final report, project publications)

	specific position of Roma girls and women?		Questionnaire for secondary beneficiaries – service providers (social workers and NGOs)	Transcripts/notes from interviews and focus groups Report on short survey among service providers
Relevance	1) To what extent was the project strategy and activities implemented relevant in responding to the needs of Roma girls and women or LGBTI women and women with disabilities in Vojvodina communities?	Perspectives of the project team, project associates, and secondary beneficiaries on relevance of the project strategy and activities	Document analysis Group interview with project team members, project associates and project partners Questionnaire for secondary beneficiaries – service providers (social workers and NGOs)	Project documents (project progress and final report, project publications) Transcripts/notes from interviews and focus groups
	2) To what extent do achieved results (project goal, outcomes and outputs) continue to be relevant to the needs of Roma women and girls? Is this relevance applicable to other groups of women and girls in the area, country, region?	Perspectives of Roma women and girls on the nature and scope of the project influence on their future plans, but also applicability to other girls and women (and which), in their local community, Vojvodina, Serbia and region  Perspective of the project team, project associates and partners on possible application on other women and girls (and which) in Vojvodina, Serbia and region.	Document analysis Focus groups with primary beneficiaries Individual interviews with primary beneficiaries Group interview with project team members and project partners, and interviews with project associates Questionnaire for project associates (layers, activists)	Project documents (project progress and final report, project publications) Transcripts/notes from interviews and focus groups
Efficiency	To what extent the project was efficiently and cost-effectively implemented?	Opinion of the project team members and project partners and activists and associates on efficiency of the project coordination mechanisms	Document analysis Interview with project team members, partners, associates	Project documents (project progress and final report, project publications) Transcripts/notes from interviews



		Number and nature of measures undertaken to ensure efficient resources utilization	Questionnaire for project activists and associates	
	Was it managed in timely manner in accordance to project implementation plan?	Opinion of the project team members, project partners and consultants on the project implementation time plan	Document analysis Interview with project team members, partners, associates Questionnaire for project activists and associates	Project documents (project progress and final report, project publications) Transcripts/notes from interviews
	Was it possible to achieve results with such funds or co-funding was necessary and / or used?	Opinion of the project team and partners on necessary funding sources	Data analysis Interview with project team and project partners, as well as project monitoring expert	Project documents (project progress and final report, project publications) Transcripts/notes from interviews
Sustainability	How are the achieved results, especially the positive changes generated by the project in the lives of women and girls at the project goal level, going to be sustained after this project ends?	Opinion of the project team, project associates and project partners on the sustainability of the positive changes generated by the project  Estimated level of support provided by key stakeholders to primary beneficiaries	Document analysis Interview with project team members, associates and partners	Policies/strategies/relevant documents improved/produced by relevant bodies/institutions,  Project documents (project progress and final report, project publications) Transcripts/notes from interviews
	Were some steps taken to institutionalize the project or to secure further funding?	Status of policy changes at the provincial level	Document analysis Interview with project team members and partners Interviews with secondary beneficiaries-government officials and decision makers	Policies/strategies/relevant documents improved/produced by relevant bodies/institutions,  Project documents (project progress and final report, project publications)

	Are there some changes in opportunities to outreach for State funding?	<p>The sources and level of funds raised for project future funding</p> <p>Estimated level and sources of funding/established institutional mechanisms for sustaining project</p> <p>The perspective of project team, project consultants, project secondary beneficiaries (esp decision makers) on opportunities to reach state funding, and on which level (local, provincial, national?)</p>	<p>Document analysis</p> <p>Interview with project team members and partners</p> <p>Interviews with secondary beneficiaries-government officials and decision makers</p>	<p>Transcripts/notes from interviews</p> <p>Policies/strategies/relevant documents improved/produced by relevant bodies/institutions, Project documents (project progress and final report, project publications)</p> <p>Transcripts/notes from interviews</p>
Impact	To what extent the project contributed to ending violence against women and girls and gender equality of Roma women and girls?	<p>Number and nature of unintended consequences (positive and negative) resulted from the project:</p> <p>a) At the level of national or provincial or local legislations/policies and practices</p> <p>b) At the level of service providers in terms of changes in service provision</p> <p>c)</p>	<p>Document analysis</p> <p>Interview with project team members, associates and partners</p> <p>Interviews with secondary beneficiaries-government officials and decision makers</p> <p>Questionnaire for secondary beneficiaries-service providers</p>	<p>Project documents (project progress and final report, project publications)</p> <p>Transcripts/notes from interviews and focus groups</p>
	Are there unintended impact made by activities of the project?	Opinion of the project team members, project consultants and secondary beneficiaries on unintended impact of the project	<p>Document analysis</p> <p>Interview with project team members, associates and partners</p> <p>Interviews with secondary beneficiaries-government officials and decision makers</p> <p>Questionnaire for secondary beneficiaries-service providers</p>	<p>Project documents (project progress and final report, project publications)</p> <p>Transcripts/notes from interviews</p>

Knowledge Generation	To what extent has the project generated knowledge, promising or emerging practices in the field of EVAW/G that should be documented and shared with other practitioners?	Nature and number of lessons learned which are related to: a) approaches in providing services to Roma women and girls, LGBTI women and girls, women and girls with disabilities; b) advocacy component c) other	Document analysis Interview with project team members, associates and partners Interviews with secondary beneficiaries-government officials and decision makers	Project documents (project progress and final report, project publications)  Transcripts/notes from interviews
	To what extent the generated knowledge or emerging practice can be replicated by others? Where?	Opinion of the project team members, project associates on replication potential of the project	Document analysis Interview with project team members, associates and partners	Project documents (project progress and final report, project publications)  Transcripts/notes from interviews
Gender Equality and Human rights	To what extent the human rights based and gender responsive approaches have been used throughout the project implementation?	Opinion of the project team members, project associates and partners on extent the human rights based and gender responsive approaches have been used throughout the project implementation	Document analysis Interview with project team members, associates and partners	Project documents (project progress and final report, project publications)  Transcripts/notes from interviews
	What kind of data collection methods are used during the project implementation? How and to what extent data on gender based violence are desegregated?	Data collection methods used during the project implementation  Extent to which data on gender based violence are disaggregated	Document analysis Interview with project team Interview with the monitoring consultant	Project documents (project progress and final report, project publications)  Transcripts/notes from interviews



### 9.3. Annex 4C: Template for Beneficiary Data Sheet

Beneficiary group		The number of beneficiaries reached	
		At the project goal level	At the outcome level
Indigenous women/from minority ethnic groups		2009	2009
Lesbian, bisexual, transgender		440	440
Women/girls with disabilities		66	66
Women/girls survivors of violence		2009	2009
<b>Primary Beneficiary Total</b>		<b>2009</b>	<b>2009</b>
Civil society organizations(including NGOs)	Number of individuals reached	167	167
Members of the general public/community at large		10500	10500
Government officials (i.e. decision makers, policy implementers)		69	69
<b>Secondary Beneficiary Total</b>		<b>10736</b>	<b>10736</b>

## 9.4. Data Collection Instruments

### Focus groups with primary beneficiaries

1. How did you get in touch with this organization, how did it come about? How did you find out about this organization and its counseling center?
2. What is all that you have learned / learned from here, is it most useful to you? Why?
3. How and how much, how much, did your knowledge change on how institutions work
4. Did you in some way apply this knowledge and information acquired during the project?
5. Have you transferred to your friends / acquaintances some of the information and new knowledge you have gained here in the URNB? If so, what and how? How did they react? If not, why?
6. What do you think would be when this SOS phone goes out or when it ceases to be psychological support and legal support? Which women could you address, especially women in your environment or women who have similar problems to you?
7. If you and your daughters, or the daughters of your friends, compare to, where you see the difference? Are the daughters stronger, more informed, more courageous? Why, how is that? If not, why not? How could this change?
8. What are your plans for your future life-what would you like? If something prevents you from doing this, what is it? How do you think it could be, who should do it and how?
9. What types of support would you use in the future in order to make clearer and more loud demands for greater support in exercising your right to protection from violence?
10. What would you please the URNB associates? And what should they change? If you would like to introduce to other women in Serbia and the region why they would use these services, what would you say (for 10 seconds on television)?

### Interview with primary beneficiaries

- Do you believe that the institutions are sufficiently concerned with the problem of violence against Roma women? Can you briefly describe how your co-operation with them looked like? Why did you contact URNB? What did they offer you and offer you?
2. Have you changed how much, how much did your knowledge of sexual activity, violence against women, or early forced marriages change, changed after you have been cooperating with this organization? On what way? What have been your thinking about it before? What is the point of all that you have learned / learned here, most useful for you? Why?
  3. Did you in some way apply this knowledge and information acquired during the project?
  4. What do you think would be when this SOS phone goes out or when it ceases to be psychological support and legal support? To whom women could turn, especially women in your environment or the woman's chest have similar problems to you?
  5. What are your plans for your future life-what would you like? If something prevents you from doing this, what is it? How do you think it could be, who should do it and how?
  6. What kinds of support would you use in the future in order to make more clear and lively demands for greater support in exercising your right to protection from violence?
  7. What would you please the URNB associates? And what should they change?
  8. If you would like to introduce to other women in Serbia and the region why they would use these services, what would you say (for example, if you had 10 seconds on television)?

### Interview with project management team, and project partner organizations

#### *Information about VAW*



1. How would you assess the impact of the project on the level of information/knowledge among primary beneficiaries about the mechanisms and services available to them (if any)? What is it, in your experience, that has changed? What would you do differently in the coming period when it comes to information and education of women who were the primary beneficiaries?

2. How would you assess the impact of your project on the level of information/knowledge on VAW against Roma women and girls and early, forced marriages among public service providers / professionals when it comes to preventing and ending the practice of early, forced and contracted marriages? What did it, in your experience, change? What would you do differently in the coming period when it comes to information and education of service providers and institutions?

#### *Project strategy*

1. How would you assess the advocacy approach of the project? What would you specifically point out as successful? Should there be something else to do in order to increase the success of advocacy initiatives? What, how?

2. How would you assess the approach in the empowering women and girls? What would you specifically point out as successful? Should something else be done in order to achieve greater success? What, how?

3. How would you evaluate possible changes in the practices of service providers / social workers when it comes to protecting Roma women and girls from violence and preventing early, forced and contracted marriages and ending this practice? Is Has availability of services and justice for these women and girls been increased? If so, how? If not, why? Should something else be done in order to succeed in this domain? What, how?

4. In your opinion, did this project make any changes in the lives of these women, and if so, in what way and what kind? If not, why? What should be done differently in order to achieve these changes?

6. Do you think the positive changes (if any) can last / survive, regardless of external support / project support? If he will, how? If he can not, why? How would your organization or other organizations / institutions help to ensure the sustainability of the changes that have taken place so far and to continue to fight against early, forced and contracted marriages?

7. What are the key lessons learned from this project for you? How can this project and its outcomes influence other women in the region, whether in the local community, in the province, in the country or in the wider world? Do you have feedback from the environment on project activities, and what? What, in particular, has the potential for multiplication, and in what way?

8. In what aspects and in what way is your project in implementation (in public advocacy, in direct work with beneficiaries, in cooperation with project partners) included the perspective of human rights? Please give specific examples.

#### *Project management*

9. How would you assess the coordination of project activities over the past three years? What was very successful to you, what are you satisfied with? What was particularly difficult for you? Specify the external obstacles that you have faced in project implementation by component? Has there been any internal obstacles / challenges? Which? How did you overcome them? What did you learn from that, what would you do differently?

10. When it comes to resource efficiency, is there anything else you would have organized to do less and better investment (in terms of material and non-material)? What exactly and how?

#### *Perspective*

11. What do you think should be done in the next few years in order to continue work on preventing and reducing violence against women with disabilities in residential institutions and in general? Who should be involved and how? How do you see your role in this process? What are the main obstacles to account for?

### **Interview with project expert associates**

During the last 3 years, the ARNB has implemented a project that focuses on violence against women of Roma origin, in particular the practice of concluding early, contracted and forced marriages. How did you become involved / connected with the project?

According to your experience and the knowledge of the project, do you have the impression that the information of Roma women and their knowledge about the services offered to them as victims of violence by and the services of the Roma have increased? Is availability of services and justice increased for them? How did the project contribute to this?

Do you have the impression that over the past period (three years) has increased knowledge and information about the practice of early, contracted and enforced marriages, or general violence against Romani women, in institutions in Vojvodina or at the local level? On what way? How did this happen? What is the project's contribution to this increase of knowledge?

To evaluate how the project reached primary beneficiaries: what was good and what could be different? Please refer to the defined target groups: Romani women (women and girls), LGBTI women, and women with disabilities.

What is your knowledge of the services the project has provided to these women? Do you think this project has changed their lives, and if so, in what way and what kind? If not, why? What should be done differently in order to achieve these changes?

Do you have a few examples that you would have highlighted as a particularly good practice example? Which project activities / approaches / practices have contributed specifically to this? If the change happened: how and under which conditions would they be able to be held in the future when the project is over?

What do you think should be done in the next few years in order to continue working on preventing and combating early, forced and contracted marriages? Who should be involved and how? What are the main obstacles to that?

To assess the approach that this project has implemented in public advocacy (if needed, provide assistance by reminding / guiding the main advocacy activities on the project) when it comes to preventing and ending the practice of early, forced and contracted marriages? What would you specifically point out as successful? Should there be something else to do in order to increase the success of advocacy initiatives? What, how?

To assess the approach that this project has implemented in empowering women to use mechanisms and services to protect Roma from violence, specifically preventing early, forced and contracted marriages? What would you specifically point out as successful? Should there be something else to do in order to achieve greater success of these initiatives? What, how?

What is your opinion of the lessons learned from this project? How can this project and its outcomes influence other women in the region, whether in the local community, in the province, in the country or in the wider world? What, in particular, has the potential for multiplication, and in what way?

In order to evaluate the management component of the project? How satisfied are you with the cooperation, the agreements, the communication, the logistic organization, whether something could be done more efficient and more effective?

### **Interview with secondary beneficiaries**

During the last 3 years, the ARNB has implemented a project that focuses on violence against women of Roma ethnic origin, in particular the practice of concluding early, contractual and forced marriages. How were you / your institution related to the project?

Do you have the impression that in the past period (three years) increased knowledge and information about the practice of early, contracted and forced marriages, or about general violence against Romani women, in institutions in Vojvodina or on the local level? On what way? How did this happen? What is the Project's contribution to this increase of knowledge?

How do you evaluate the efforts of your organization / institution, and the results achieved in preventing and ending the practice of early, forced and contracted marriages? What is the contribution of the project in the efforts of your institution? Please give concrete examples; whether there were any changes in your practices, whether you were working on some procedures and documents changes? Have you used the resources (projects / documents / brochures / campaigns ...) that have been made available to you, in what way?

Do you have any knowledge of similar changes (legal or political) in other institutions / bodies? Which concrete? According to your knowledge, how are national and provincial authorities involved in the prevention of early, forced and contracted marriages? Are they efficient? Why? Which, in your opinion, are the main obstacles to making this process even more efficient?

Do you think that positive changes (if any) will last / survive, regardless of external support / project support? If yes, how? If not, why? How would your institution help to ensure the sustainability of the changes that have taken place so far and to continue to fight against early, forced and contracted marriages?

What do you think should be done in the next few years in order to continue work on preventing and combating early, forced and contracted marriages? Who should be involved and how? How do you see your role and the role of your institution in this process? What are the main obstacles to that?

How would you assess the approach that this project has implemented in public advocacy (should it help providing remediation / mainstream advocacy activities on the project) when it comes to preventing and ending the practice of early, forced and contracted marriages? What would you

specifically point out as successful? Should there be something else to do in order to increase the success of advocacy initiatives? What, how?

How would you assess the approach that this project has implemented in empowering women to use mechanisms and services (if needed, provide help by remodeling / mainstreaming the project's activities) to protect Roma women from violence, specifically preventing early, forced and contracted marriages? What would you specifically point out as successful? Should there be something else to do in order to achieve greater success of these initiatives? What, how?

What is your opinion of the lessons learned from this project? How can this project and its outcomes influence other women in the region, whether in the local community, in the province, in the country or in the wider world? What, in particular, has the potential for multiplication, and in what way?

### Questionnaire for service providers

Title of the organization/institution					
Location					
Please describe your knowledge about the project No More Victims: Roma Women and Girls Respond to Violence					
Please describe the nature of your and your organization/institution cooperating with the ARNB:					
Please mark following statements (1-completely agree, 5 completely disagree)					
The problem of early forced marriages of roma girls is serious problem in our environment	1	2	3	4	5
By this project ARNB significantly influenced the changes in practices of my institution/organization in regard to the practice of early, forced marriages of Roma girls	1	2	3	4	5
By this project ARNB significantly influenced the changes in my own, individual practices and attitudes in regard to the practice of early, forced marriages of Roma girls	1	2	3	4	5
I believe that Roma women received important support through this project	1	2	3	4	5
This project has contributed to the improved access to services and justice to avoid early, forced marriage in Vojvodina	1	2	3	4	5
Do you have impression that information about VAW against Roma girls and women as well as early forced marriages, of institutions or organizations in					

the sector to which your institution/organization belongs to, have increased in last 3 years? Which factors contributed to that, including the ARNB project?	
How would you mark motivation of your colleagues in the sector that your institution/organization belongs to, to deal this problem more intensively?	Low Mid High Please explain
Is there anything that you have noticed, that you would emphasize as particularly good practice of ARNB in implementing this project and providing project services to Roma women and girls? Please describe	
What would be needed for institutions/organizations in your sector in the future, in order to improve/adjust their practices in regard to early, forced marriages of Roma girls?	
Other comments/suggestions	

Questionnaire for the project associates	
Please describe your role on the project	
Do you have impression that information of institutions on VAW against Roma girls and women as well as early forced marriages, have increased in last 3 years? If No, why? If YES, why? Describe factors which contributed to that, including this project.	
What is the main strength of this project, according to your opinion?	
According to your opinion, what are the benefits of the	

psychological and legal support provided to Roma women and girls on this project, including women with disability and LGBTI women?	
What would you emphasize as particularly good practice on this project?	
Please provide concrete examples in which changes in behavior, attitudes, knowledge of supported women happened.	
What were your main lessons learned during this project?	
Which experiences from this project could be replicated/shared with other similar organizations in the surroundings?	
What is needed to be done in the future period, according to your opinion, in order to continue combat against WAV against Roma women and ending practice of early, forced marriages?	
Do you have any other comments or suggestions?	



#### 9.4. Lists of persons and institutions interviewed or consulted and sites visited

A total of 50 primary and secondary beneficiaries have been consulted during the evaluation process: 19 primary, 23 secondary and 7 persons involved in the project implementation.

The list is provided below:

**Primary Beneficiaries:**

Roma women survivors of violence: - 19 including women who survived experience of early forced marriage, and LGBTI women

**Secondary Beneficiaries:**

- Government officials and representatives of public institutions: 11
- Service providers (centers for social work and NGO partners): 9

**ARNB Staff:**

Project manager

Fundraising manager

SOS helpline associate

**Project associates involved in service provision (psychologists, lawyers) and one media representative: 8**

## 9.5. List of supporting documents reviewed

- ARNB Project proposal
- Five Project Progress Report and Final Project Report accompanied with internal sos helpline reports and focus groups with primary beneficiary reports and monitoring reports
- Campaign materials, publications including publication as advocacy tool on legal provisions and CEDAW Committee recommendations to end violence against women in Serbia emphasizing specific position of Roma girls
- Submission to Human Rights Council on Universal Periodic Review (Third cycle) of the Republic of Serbia -policy paper
- United Nations Evaluation Group (UNEG), 'Ethical Guidelines for Evaluation', June 2008.
- World Health Organization (2003). Putting Women First: Ethical and Safety Recommendations for Research on Domestic Violence Against Women.
- UNICEF Srbija „Deciji brakovi u romskoj populaciji u Srbiji (2017)  
<https://www.unicef.org/serbia/reports/de%C4%8Diji-brakovi-u-romskoj-populaciji-u-srbiji>
- UNICEF Srbija „Deciji brakovi u Srbiji” (2017)  
[https://www.unicef.org/serbia/sites/unicef.org.serbia/files/2018-05/De%C4%8Diji-brakovi-u-Srbiji-2\\_0.pdf](https://www.unicef.org/serbia/sites/unicef.org.serbia/files/2018-05/De%C4%8Diji-brakovi-u-Srbiji-2_0.pdf)
- World Health Organization (2016). Ethical and Safety Recommendations for Intervention Research on Domestic Violence Against Women  
<http://www.who.int/reproductivehealth/publications/violence/intervention-research-vaw/en/>
- Jewkes, R., E. Dartnall and Y. Sikweyiya (2012). *Ethical and Safety Recommendations for Research on the Perpetration of Sexual Violence*. Sexual Violence Research Initiative. Pretoria, South Africa, Medical Research Council. Available from  
[www.svri.org/EthicalRecommendations.pdf](http://www.svri.org/EthicalRecommendations.pdf)
- UNEG Guidance document “Integrating human rights and gender equality in evaluations” (2011) – Chapter 3
- World Health Organization (2007), ‘Ethical and safety recommendations for researching documenting and monitoring sexual violence in emergencies’ 2007,  
[http://www.who.int/gender/documents/OMS\\_Ethics&Safety10Aug07.pdf](http://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf)
- WHO/PATH “Researching violence against women: a practical guide for researchers and activists”, (2005)