

**A report for:**

UN Country Team, Bosnia and Herzegovina

**UN Trust Fund for Human Security Canton 10 Project**  
Final Evaluation Report

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Evaluation Contract No.	<b>SSA 16-378, 05/09/2016</b>
Evaluation Title	<b>Rapid Assessment/Final evaluation of the UN Human Security Trust Fund Joint Project Applying Human Security concept to stabilize communities in Canton 10 (Canton 10 Project)</b>
Project Name	<b>Applying the Human Security Concept to Stabilize Communities in Canton 10</b>
UN organisation responsible for management of the project	<b>UNDP</b>
Executing UN organisations	<b>UNDP, UNHCR, UNICEF and IOM</b>
Project Location	<b>Canton 10, Bosnia and Herzegovina</b>
Start Date	<b>1 September 2013</b>
End Date	<b>31 December 2016</b>
Total budget	<b>USD 2,500,001.51</b>
Actual expenditure	<b>USD 2,500,001.51 (forecast as of May 2016)</b>
Donor(s)	<b>United Nations Trust Fund for Human Security</b>
Human Security Goal	<b>To eliminate community, personal, and economic insecurities which place Canton 10 at risk of instability</b>
Project Objectives	<ol style="list-style-type: none"><li><b>1. Ensure sustainability by facilitating stakeholder ownership (i.e. Governmental authorities at all levels, CSOs)</b></li><li><b>2. Enhance joint / shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities</b></li><li><b>3. Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence</b></li><li><b>4. Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats</b></li><li><b>5. Empower local communities to improve access to employment to ensure economic sustainability of return</b></li></ol>

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# 1 Basic Data

## 1.1 List of Acronyms and Abbreviations

Acronym/ Abbreviation	Explanation
BHLS	Bosnian Humanitarian Logistics Services, UNHCR Implementing Partner
CSO	Civil Society Organisation
CSW	Centre for Social Work
ECD	Early Childhood Development
H/H	Household
HSIA	Human Security Impact Assessment
ILD	Integrated Local Development Project, funded by Swiss Government, implemented by UNDP
IOM	International Organisation for Migration-UN Migration Organisation
LOD	Reinforcement of Local Democracy, UNDP's EU-funded project
MiPRO	Methodology for Integrated Local Development Planning
n/a	Not available
NGO	Non-Governmental Organisation
n/k	Not known
OMJ	One Minute Junior short documentary films
PCM	Project Cycle Management
RC	Resident Coordinator
UN	United Nations
UN TFHS	United Nations Trust Fund for Human Security
UNDP	United Nations Development Program
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
US	United States of America
UZOPI	Union for Sustainable Return and Integrations (NGO)

## 1.2 Timeline

Preparatory field visits – November – December 2011  
 Submission of project document – 12 Feb 2013  
 Start of project - 1 September 2013  
 Planned end of project – 31 August 2016  
 Actual End of project – 31 December 2016 (4 months no-cost extension granted)  
 Project evaluation – September – December 2016  
 Evaluation field visits – October 2016

## 1.3 Maps

### Bosnia and Herzegovina



## Canton 10



## 2 Executive Summary

Canton 10 is one of the poorest parts of Bosnia and Herzegovina, with high levels of unemployment and chronic poverty, especially in the two northern municipalities of Drvar and Bosansko Grahovo. These two municipalities are also home to a significant population of minority Serb returnees. The political power in the Canton is dominated by the more numerous Croat population in the south, to the detriment of non-Croat citizens. Years of dysfunctional government have compounded the problem. A new government was formed in 2015, mid-way through the project, and this improved the political context and offered a major opportunity for progress in improving human security.

The UN Trust Fund for Human Security Canton 10 project aimed “to eliminate community, personal, and economic insecurities which place Canton 10 at risk of instability”. It would do this by working across five focus areas, each defined by a project objective: political commitment to human security; public services; education; community safety; and livelihoods.

The project was a joint effort of four UN agencies, UNDP, UNICEF, IOM and UNHCR, with the support of the Office of the UN Resident Coordinator, and overall coordination of implementation led by UNDP. The project was funded by USD 2.5 million from the UN Trust Fund for Human Security (UNTFHS), plus contributions in kind from local governments. The involvement of the UNTFHS provided the framework for the project’s focus and methodology, as defined in the UN Human Security Handbook. The project ran for 3 years and 4 months, from September 2013 to December 2016.

The main purpose of the evaluation is “to provide an independent in-depth assessment of the achievements of programme results and outcomes against the planned results and the implementation modality of the Canton 10 project”. The Terms of Reference identifies six main objectives for the evaluation, and fifty-one specific evaluation questions. The Terms of Reference is attached as Annex 1 to this report. This evaluation was carried out during the fourth quarter of 2016, before the project was finalised. Field work was conducted over 5 days in October 2016, with an additional 5 days of interviews and workshops in Sarajevo both before and after the fieldwork. The project team and the senior management of the UN agencies were involved in discussing and refining findings and recommendations.

This evaluation took a theory based approach to assessing results achieved. Partly this was due to the inappropriateness of the project document indicators and the absence of reliable monitoring data. For each objective, a theory of change was prepared to set out the expected outcomes; based on these expected outcomes, the field and document research aimed to identify evidence to establish the extent to which these, (or other) outcomes had been achieved.

**Overall, the project was successfully completed and can demonstrate a positive and sustainable impact on the target population. This is due largely to the efforts of the project team, who worked extremely hard and, despite a slow start, achieved solid results against the planned objectives.**

Under **Objective 1**, the project supported the Cantonal administration to develop a Cantonal development strategy and establish a Canton Development Agency. These will be the main **drivers of continuing development** across the Canton. The new Cantonal government was supportive of development efforts which benefit of all citizens, and understood the need to prioritise the poorest. Care will be needed in future to ensure that the development priorities continue to benefit the poorest, regardless of ethnicity.

**Objective 2** established mobile **social services** teams in four rural municipalities which were models of service provision. The mobile teams became a critical delivery mechanism for support services in early childhood development (underpinned by a ECD plan at the Cantonal



level, free legal aid for displaced persons and returnees. Whilst being an effective and cost-efficient model of service provision, sustainability is not yet guaranteed.

Municipalities developed local development plans, which provided clear directions for investments in infrastructure and public services. The project supported related investments, particularly in the water distribution network, which delivered benefits to a wider population.

**Objective 3** focused on **education**, and in particular, reducing discrimination and violence in schools. The project worked with primary and secondary pupils to increase their awareness and their abilities to deal with violence. At the end of the interventions, children were found to be more knowledgeable about discrimination and tolerance, and crucially, were 6% less likely to experience verbal and physical violence at school, and 14% less likely to have experienced violence ‘with a sexual connotation’. Systems were developed to assist school personnel to deal with violence, and there was a 6% increase in the likelihood that staff would actively respond to instances of violence. Parents became more aware of violence at school, and were notably more open-minded to other ethnicities than before. A major, though unplanned, achievement was support for **pre-school education**, which contributed to establishing a sustainable pre-school programme across the Canton.

A key piece of work under **Objective 4** was to increase **community safety** around the Resolute Barbara military munitions destruction range. The appropriateness of this activity was questionable, because much of the safety arrangements are managed by the Ministry of Defence and NATO, and are outside of the control of local authorities. Nevertheless, the project confirmed the minimal risks posed to local residents from soil pollution, and contributed to safety with additional hazard-zone warning signs and other small interventions.

Aside from the Resolute Barbara activities, Municipalities developed community safety plans, and measures to reduce risks were financed by the project – such as traffic calming and water chlorination. The project also delivered activities to increase schoolchildren’s awareness of unexploded ordnance.

**Objective 5**, the largest component by expenditure, worked to assist the **livelihoods** of vulnerable people in the four poorest and most rural municipalities of the Canton. In total, some 385 households were supported, and all reported an increase in their monthly incomes – half of them reporting increases above 25%. The project’s support to improve the **employment** opportunities of minority returnees was hampered by difficulties working with employment institutions and by the economic and political situation: the few employment opportunities available often go to those with political connections. In response, the project re-directed its support to help establish a vocational secondary school course in agriculture and food processing in Livno.

**The project was highly relevant.** It was in line with national and international legal and policy directions, it was focused on the needs of very vulnerable people in the Canton, and the underlying assumptions about how the project activities would achieve the planned objectives were, on the whole, sound. The wording of the project design was problematic, in the sense that objectives were multi-layered and imprecise, and indicators inadequate for assessing achievement of objectives. Nevertheless, the underlying intentions could be perceived and were adequate.

The project management structure and processes were not clearly defined, and this considerably hampered smooth and **efficient** project implementation. Implementation was slow in the first year, but a new project management team from year 2 was able to accelerate implementation, and by the end of the project, implementation was fully satisfactory.

No **monitoring and evaluation** plan was produced, despite this being required, and there was subsequently insufficient attention paid to monitoring progress, particularly at the

overall project level. The decision not to undertake the Human Security Impact Assessment at the start and end of the project was misguided, and has resulted in the project being unable to properly assess the extent of its impact on human security.

The project was extremely responsive to relevant opportunities that arose, and was exemplary in identifying ways in which other funding opportunities could complement and extend project activities. The project also made excellent use of the experience across the UN agencies elsewhere in BiH, considerably improving the project's quality and added value.

The project was **effective** in achieving the objectives, although this assessment has to be moderated by the observation that the indicators for the objectives were indicators of input or activity, and not of results. This assessment is based on the theory of change developed specifically for this evaluation (see Annex 3), and the available evidence from reporting, fragmented monitoring data, and field research. Programme outputs were mostly of high quality, and the 'human factor' was identified by interlocutors as the main success factor for the project achieving its results.

In terms of direct **impact**, the project was able to reach directly well over 10,000 individuals in various ways. Precise totals are not meaningful because of the different nature of the results achieved and the possibility of double-counting. Nevertheless, they break down as follows:

Objective	Description	Type of Beneficiary	Planned Number <sup>1</sup>	Actual number
2	Free Legal Aid	Minority returnees	600	671
2	Early Childhood Development	Vulnerable children	2,000	3,000+
2	Mobile teams	Vulnerable elderly people	1,700	5,000
3	Inclusive and intercultural education	Primary school children (and their teachers)	800	1,180 children 112 teachers
3	Violence prevention in schools	Schools	15	800
3	One Minute Junior documentaries	School children	15 schools	180 children
3	Student exchanges	School children age 6 -10		1,180 + 53
4	Safety/Prevention activities in schools	Primary school children age 6 – 10	n/k	1,600
5	Small scale income generation	Vulnerable, economically deprived households	195 H/H	385 H/H
5	Training for farmers – food safety etc.	SMEs, small scale farmers	70	162
	Water network – clean water provided	Persons	n/a	10,654
	Pre-school education	Children 3-6 yrs.		720 (Y1), 470 (Y2), 462 (Y3)

<sup>1</sup> From project documentation

Wider benefits are likely to be felt by the whole population in four municipalities (Drvar, Glamoč, Bosansko Grahovo and Kupres), some 18,400 people, with benefits also felt by some people in Livno and Tomislavgrad.

**Sustainability** of the project's achievements is highly likely. Commitment to the future development of the Canton was achieved at the political level, and the instruments to achieve that were put in place. Education reforms are likely to continue to be in place for at least the next few years, while the impact on children of pre-school education is life-long. Increases in income for small farmers are likely to continue, and the institutions established by the project such as the Veterinary and Food Safety Institute and the Livno inclusive kindergarten will continue to operate and to have positive impact. Public services, such as Free Legal Aid now have a legal base and government budget commitments, and the newly established secondary education course in agriculture and food processing will likely have a lasting and long term impact on the economy.

A critical failure of the project was the decision not to undertake the **Human Security Impact Assessment**, and not to put in place meaningful alternative arrangements for monitoring impact. This undermined the project's ability to assess its true impact in terms of improving human security.

There were many examples of **good practices** identified. These include:

- Ensuring benefits of the project were for the whole Canton, and not just for one ethnic group;
- A flexible and entrepreneurial approach which enabled the project to respond to major opportunities to extend impact of activities with complementary support from local authorities and international donors;
- Use of relevant and proven experience from outside the project, and not 're-inventing the wheel' (inventing hot water);
- Additional support from donors was directed to the benefit of the community, and not to top up project funds;
- Very good approach to impact evaluation within the education sector;
- Key members of the team were from the local area, which boosted the project's credibility and effectiveness in dealing with local authorities.

Most of the **recommendations** flow from lessons learned, and can be summarised as follows:

- The project established a solid basis for supporting future development in Canton 10, and demonstrated a successful model of area-based development. Needs remain in Canton 10, which is still one of the poorest parts of BiH. **The UN Country Team should consider building on this successful project and seek additional funds to continue the support to Canton 10, and apply a similar model in other parts of the country with extremely vulnerable populations – and in particular vulnerable minority populations.**
- The absence of an exit strategy for the project is a concern. **The UN Country Team should consider formulating a follow-up plan** for the achievements in Canton 10 to monitor and ensure that key achievements remain in place, social services in particular.
- A key weakness identified in the project was the absence of agreed project management systems and procedures for joint UN projects. **The UN country team should look at how to improve the methodologies, IT support, and documentation of joint projects.**
- The poor quality of M&E instruments at the design stage undermined the ability of the project to assess its results and impact. The UN Country Team should consider

**strengthening the capacities of personnel in project design and M&E**, and at the same time, consider **strengthening the role and involvement of the UN Country Team M&E Specialist** to ensure the quality of project design and M&E in critical projects.

- There were no agreed procedures for making decisions at project management level; therefore, there was some lack of clarity in management, hard decisions were avoided, and this resulted in tasks not being completed as planned. In future joint projects, the UN Country Team should put in place **clear decision-making procedures formally agreed in advance**, including ways of rapidly resolving disputes between agencies.
- There was clearly insufficient staff time allocated to the project. This was partly as a result of competing demands on their time. For future projects of this size, the UN Country Team should ensure that there is **at least one person full-time in the project coordinator role**, and sufficient project staff to manage implementation. Project team members should complete weekly timesheets indicating the actual time spent on each project to which they are assigned.
- At an early stage of the project, inter-personal issues caused difficulties for smooth inter-agency cooperation on the project. In recruiting or assigning staff to a project of this nature, the UN Country Team might wish to **review recruitment procedures, to assess whether they adequately assess the appropriateness of a candidate's interpersonal skills as well as her/his technical knowledge**.
- There was no attention paid to quality assurance, and as a result, key deliverables were not produced. **In projects of this nature, the UN Country Team should consider appointing an existing senior staff member not involved in the direct management of the project to take on the role of quality assurance oversight.**

### 3 Introduction

This report is the Final Evaluation Report for the final evaluation of the UN Human Security Trust Fund Joint Project Applying Human Security concept to stabilize communities in Canton 10 (Canton 10 Project), and was commissioned by the Office of the UN Resident Coordinator in Bosnia and Herzegovina. The evaluation was undertaken by a single international consultant between September and December 2016, with field work conducted in Sarajevo and Canton 10 in October and November 2016.

#### 3.1 Evaluation Purpose

The aims of this evaluation were defined in the Terms of Reference as follows:

*“The main purpose of the evaluation is to provide an independent in-depth assessment of the achievements of programme results and outcomes against the planned results and the implementation modality of the Canton 10 project [...]*

*“Objectives of the final evaluation are:*

- *Assessment of the programme’s quality and internal coherence (needs and problems it aimed to solve) and its external coherence with the UNDAF, national development strategies and priorities, the Sustainable Development Goals at the local and country level, the level of contribution to the objectives of the Human Security Trust Fund and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action;*
- *Assessment on how the joint programme operated and what is the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and operational and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks, collaboration and synergies and will evaluate the effectiveness and efficiency of the JP modality and make recommendations to guide future joint programming among UN agencies in BiH;*
- *Assessment of design and relevance, effectiveness, efficiency, impact and sustainability of the programme and the level of achievement of envisaged programme results and outcomes (thorough assessment of all programme components is required);*
- *Assessment of quality, results and impact potential of local programme interventions financed through the programme, including the assessment of co-financing modality and implementation capacities on a local level;*
- *Assessment of programme’s internal and external M&E systems and tools developed including data collection, statistics, research and analytical outputs, databases, guidelines, etc. and assessment of programme’s communication strategy and outreach activities*
- *Identification of key recommendations and lessons learned through the evaluation process of the Joint Programme*

The project is a joint effort of four UN agencies, UNDP, UNICEF, UNHCR and IOM, and was funded by the UN Trust Fund for Human Security (UNTFHS). The evaluation is therefore addressed to the UN Country Team, and in particular the heads of the four UN agencies in Bosnia and Herzegovina, as well as the UN Trust Fund for Human Security

## **3.2 Report Structure**

This report is structured according to the contents recommended in the Terms of Reference. The main sections are as follows.

Section 5, Details of the Joint Project and Desired Key Results, provides a summary of the overall structure of the project, and develops a theory of change against which the project's achievements can be assessed. This section then provides a detailed analysis of the results achieved against each of the project's five objectives.

Section 6, Findings, provides summary answers against the 51 specific evaluation questions listed in the Terms of Reference. This section is structured according to the OECD DAC criteria – relevance, efficiency, effectiveness, impact and sustainability. The findings relate to the project as a whole, drawing on evidence from individual relevant components.

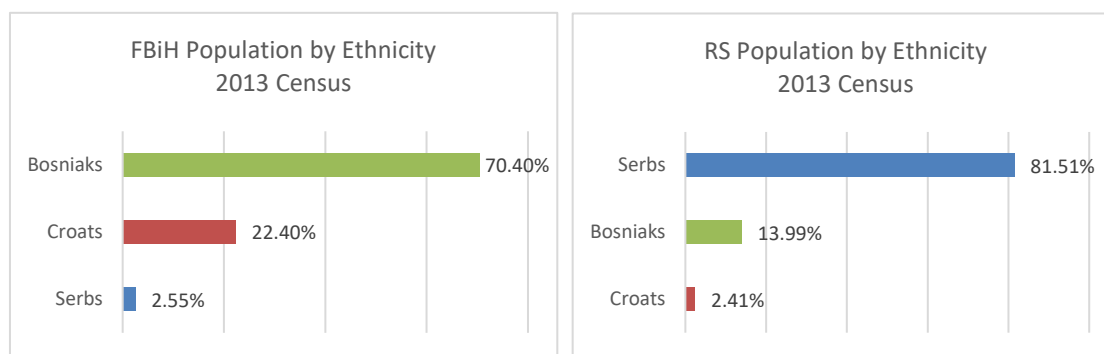
Section 7 provides a conclusion of the overall findings, together with sub-sections on lessons learned (section 7.1) and best practices (section 7.2) that could be replicated in other projects and in other contexts.

In section 8, recommendations are given primarily for the attention of the UN Country Team, but these may be of interest also to the UN TFHS and the agencies' respective head offices.

### 3.3 Context background

#### National Level

The war in Bosnia and Herzegovina (1992 – 1995) was ended by the signing of the General Framework Agreement (GFA) on Peace in Bosnia and Herzegovina, often referred to as the Dayton agreement after the US airbase where its details were hammered out between the warring parties. The agreement created a weak state, divided into two Entities based on ethnic identity. The Republika Srpska is dominated by ethnic Serbs, while the Federation of Bosnia and Herzegovina (FBiH) is seen as the territory of ethnic Bosniaks and Croats. These three ethnic identities are considered ‘constituent peoples’ in the constitution.



The Federation of Bosnia and Herzegovina is administratively divided into ten Cantons. At the time of the Dayton agreement, this was seen as a way of ensuring that ethnic Croats were not subsumed into a dominant Bosniak entity. There are therefore several Cantons where Croats form the majority, including Canton 10. Administratively, Cantons have high levels of autonomy and responsibility over basic public services, including social welfare, health, education and employment. The relevant policy environment for many issues of human security is therefore set at the Canton level, with some direction or standards provided at Entity level. There is minimal input from the State level.

The Dayton agreement created tendencies towards segregation of ethnicities, primarily within politics, as well as in sectors such as education. The rights of the ethnicities to have education in their own language and the devolution of education policy to the level of the Canton has led to segregation of ethnicities in education systems, and even in some areas the so-called ‘two schools under one roof’ in which children are taught in different languages and syllabuses in the same building. The three main languages in Bosnia – Bosnian, Serbian and Croatian – are functionally very similar, and speakers of one can be readily understood by speakers of the others. However, the languages are badges of ethnic identity, and so there is considerable emphasis on the rights of citizens to have education in ‘their’ language.

The result is that the present-day state of Bosnia and Herzegovina is characterised by an ethno-linguistic polity, in which ethnic identity and recent history dominate discourse at the expense of evidence-based policies delivering benefits for the people in terms of their economic and social well-being.

Nevertheless, despite the difficulties, there is still positive momentum and strong support for the accession of Bosnia and Herzegovina to the European Union. The European agenda sets the primary policy directions for the country, and the UN recognises this. In the 2010 – 2014 UNDAF<sup>2</sup>, the UN country team commits its support for ‘BiH on its road to Europe’. Further, “the centrality of the EU agenda in BiH calls for a special form of cooperation whereby UNCT

<sup>2</sup> The 2010-2014 UNDAF was the relevant UNDAF at the time of the project development. It has since been superseded by the UNDAF for 2015 – 2019

assistance is congruent with EU accession and at the same time reinforced by a particular emphasis on human rights and inclusive development”<sup>3</sup>.

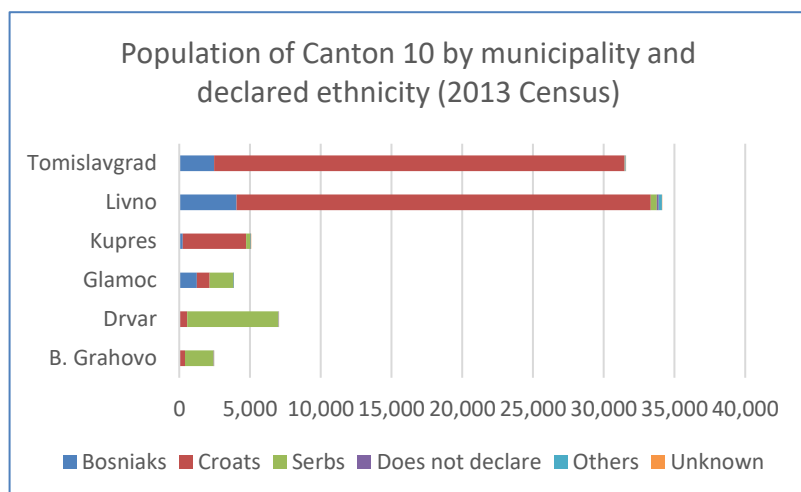
The UNDAF commits the UNCT to four areas of cooperation with the Government of Bosnia and Herzegovina:

- 1) Transparent and accountable democratic governance that meets the requirements of the EU accession process, including evidence-based policy making, local governance, public administration reform, access to justice, gender equality and civil society participation in policy-making mechanisms and processes.
- 2) Social inclusion, encompassing participatory policy development and implementation to ensure inclusive and quality basic social protection and employment services, with particular focus on access and participation for socially excluded and vulnerable groups.
- 3) Environment, including the strengthening of environmental management mechanisms to meet EU accession and multilateral environmental agreements requirements and, at the same time, to support the development of capacities at the local level for natural resource management and sustainable development.
- 4) Human Security, particularly as it pertains to the threats posed by natural disasters, communicable diseases (including HIV/AIDS and tuberculosis), landmines, small arms and light weapons and issues of migration.

The EU progress reports highlight the priority areas in which the country needs to make progress in order to join the union. Many of the issues require coordination and cooperation between the two entities, and in the 2013 Progress Report, for example, this was highlighted as problematic. In response, one pragmatic way forward is to focus on local levels to be able to have a direct impact on people’s lives, and to influence the capacities and policies at the sub-national level, and this was the subject of policy and programme development efforts in 2012 and 2013<sup>4</sup>.

### Social and Economic Context

The total population of Canton 10 is 84,127<sup>5</sup>, of which ethnic Croats form nearly 77%. Serbs are nearly 13%, and Bosniaks some 9.5%. The distribution is not even: Croats dominate in the three southern municipalities, while Serbs dominate in Drvar and Bosansko Grahovo. The population in Glamoc is more mixed (see chart, right).



<sup>3</sup> United Nations Country Team in Bosnia and Herzegovina, United Nations Development Assistance Framework 2010 – 2014 p11

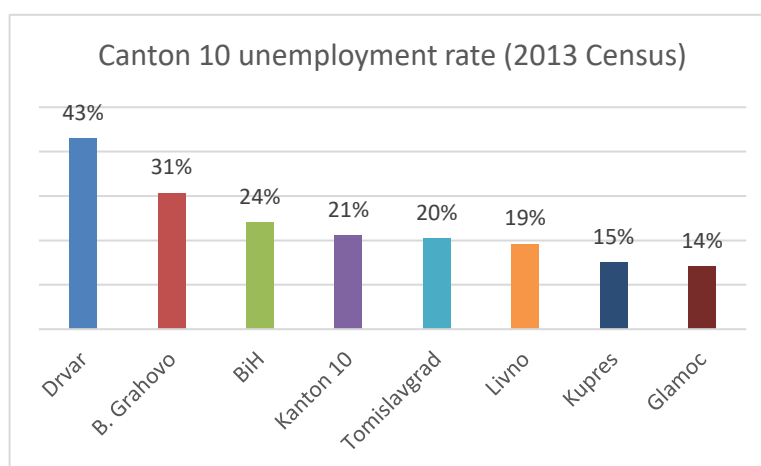
<sup>4</sup> See, for example, UN BiH Policy Paper: A Joint UN Response to the Continuing Challenges of Displacement in Bosnia and Herzegovina, May 2013

<sup>5</sup> Census data, 2013

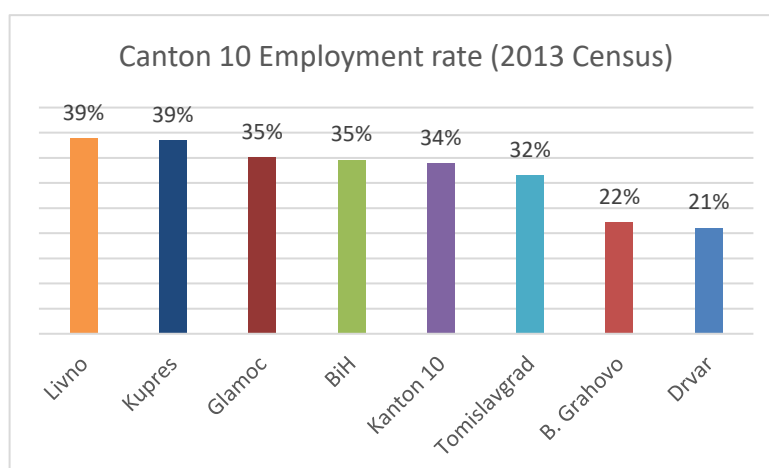


In most of the Canton, unemployment is lower than the average for BiH, but employment rates are also very low, indicating low labour participation rates. Taken together, low unemployment and low employment can be seen as due to a large informal and rural economy, so these statistics cannot necessarily be considered a reliable predictor of poverty levels. There are no reliable statistics on poverty in the Canton at the level of the municipality.

The formal private sector in the Canton is small, and employment opportunities are dominated by the public sector. Public employers are most present in Livno, Kupres and Tomislavgrad. There is a stark divide in employment status between municipalities within the Canton (see Employment rate chart above).



There are also extremely high differences in employment between men and women, with female employment rates as low as 14% in Bosansko Grahovo and Drvar. Livno, the largest urban area in the Canton, has the lowest difference between male and female employment<sup>6</sup>, probably due to larger service and public sectors.



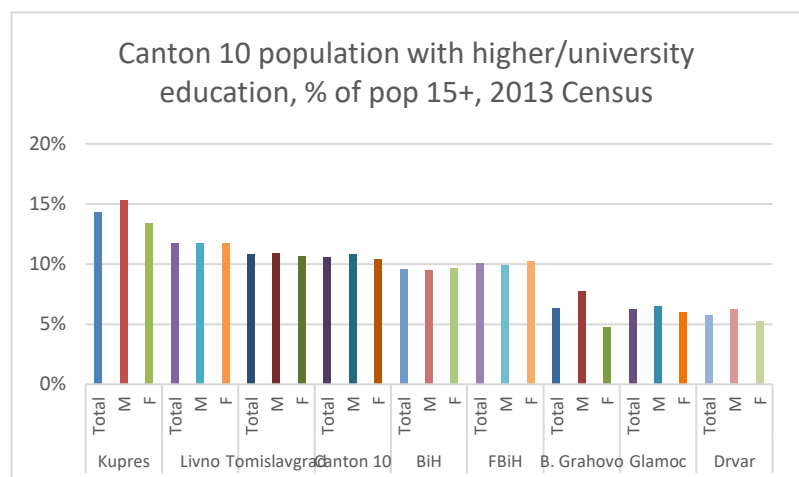
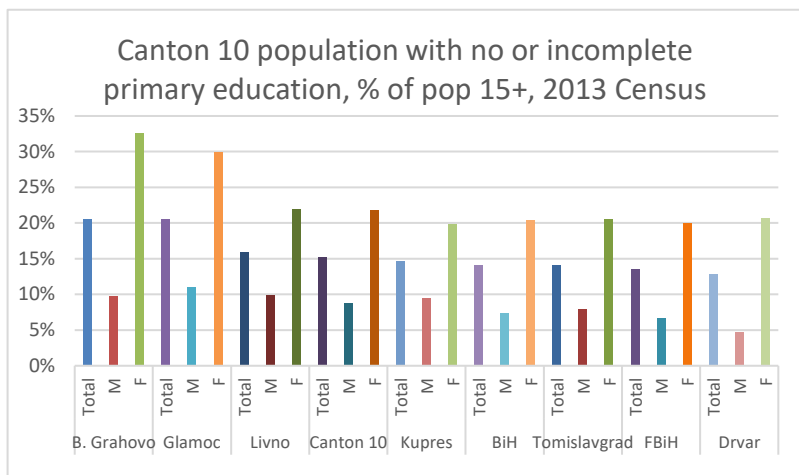
Private sector growth is low, and there are high levels of out-migration from the Canton – especially by young people seeking work. As a result, the Canton faces an increasingly elderly population; this creates a downward cycle of decline – few job opportunities means little tax revenue, which means under-funded economic development and infrastructure, which in turn discourages private sector investment. Many of the economically active population depend on self-employed farming and food production. The poor infrastructure and large distances, combined with the small scale of much farming, means that most agricultural activity is not very profitable. Access to markets is problematic and the prices achieved are low. The entry of Croatia into the European Union increased the tariff and non-tariff barriers for exporters from Canton 10 to its closest neighbour, reducing the market potential of much agricultural and food products.

Education levels in the Canton are, on average, slightly below the levels for the FBiH and BiH as a whole. However, the average levels disguise the huge discrepancies in education

<sup>6</sup> Employment data from the BiH Census 2013, available at <http://www.popis2013.ba/>

between men and women. Over 20% of women in the Canton have not completed a primary education, compared to 9% of men. By contrast, there is a much smaller difference between men and women in the proportion of population which has completed a higher or university education. At this level of education, Canton 10 is slightly better educated than the rest of the country, although there are far fewer graduates in Drvar, Glamoč and B. Grahovo. Overall, Bosansko Grahovo and Glamoč are the least well-educated municipalities in the Canton.

Public services, especially social services, in the Canton are generally poorly funded, and have little outreach capacity. The large geographical areas and dispersed population of the four least-populated municipalities mean that public services, which are usually located in the main towns, are especially hard to access. A scarcity of public transport means that elderly and poor people without their own cars face greater challenges to access health, education, social security and social welfare. The absence of regular funding for civil society organisations means that the civil sector is not able to substitute for the absent public social welfare services.



The education system is outdated, and not relevant to the needs of the labour market. Even in a predominantly rural area, before this project, there had been no secondary vocational education in agriculture and food processing, for example. Secondary schools are primarily in the urban areas, creating difficulties for young people living in rural areas to go beyond primary education. An absence of pre-school education meant that rural children were growing up to the age of 6 or 7 before attending schools – to the detriment of their development. Violence in primary or secondary schools had not been a priority for the local government prior to this project, partly because there had not been an evidence base to assess its extent. Through this HSTF project it was revealed to be a hidden problem, and with many instances of cyber-bullying and other forms of hidden violence becoming apparent. Schools did not have adequate procedures in place to recognise or deal with violence of any form.

Municipal administrations are small and under-funded and have little capacity to provide any but the most essential services. In the three northern municipalities of Canton 10, problems

are exacerbated because of the large territories and sparse populations, which present considerable logistical problems of providing adequate infrastructure and public services.

Overall, the population in the Canton, and especially in the three northern municipalities is vulnerable and subject to human insecurities; economic insecurity from the extreme poverty and paucity of employment and other economic opportunities<sup>7</sup>; community insecurity from the entrenched and frustrating ethnic divisions; health insecurity from low public health insurance coverage<sup>8</sup>; and personal insecurities from prevalent domestic and school-based violence.

### Canton Government and Policy

Canton 10 was heavily affected by the conflict of 1992-1995, and reconstruction and reconciliation efforts were subsequently hampered by difficulties in establishing effective government. The large populations of Croats in Livno and Tomislavgrad mean that government in the Canton is generally dominated by Croat-affiliated parties. Differences between oppositional Croat parties, as well as between Croats and Serbs meant that it has been difficult to form a functioning governing coalition at Cantonal level for nearly 20 years from 1995. Only following the elections in 2014 was a Cantonal government formed that had a more stable composition and was able to take a more constructive and inclusive approach to the development of the Canton.

Since 2015, therefore, the Government in the Canton has been able to engage more seriously with the development agenda. In the Federation BiH, Cantonal government is the primary driver of local development policy. The development agenda in Bosnia and Herzegovina as a whole is driven by the demands of EU accession. There are two relevant aspects to this. First is the requirement for the country to comply with the requirements of the Copenhagen criteria for joining the EU – mainly in terms of having stable institutions, rule of law, human rights, protection of minority rights, and the existence of a functioning market economy.

The second is the need for local institutions to be able to plan for, and manage, the expected EU funds that would come with membership. Pre-accession funds, such as IPA, to some extent are intended to model the institutional requirements of funding under full EU membership so that institutions can build the necessary capacities. For a Canton such as Canton 10, this means as a minimum having a clear and relevant development strategy and a development agency that can plan and manage EU funds.

Because of the many years of dysfunctional government and the consequent political risk, international donors have been more reluctant to invest in the Canton. As a result, there has been less foreign aid and the Governmental competencies to manage development assistance and the whole development process was somewhat lower than in other parts of BiH.

Despite these shortcomings, Bosnia and Herzegovina is fundamentally a medium-income country with a rich agricultural land, a strong tradition in education, stable institutions, and the perspective of future EU membership. This is a good basis on which development interventions can make sustainable change and improvements in the lives of vulnerable people living with human insecurities.

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<sup>7</sup> Registered unemployment in Canton 10 is at 49.5% and employment at 18.7% (Federal Institute for Development Programming, Izvjestaj o Razvoju Federacije BiH 2015, p 55 and 58 (local language only))

<sup>8</sup> Only 63.7% of the population has health insurance coverage, compared to an average of 86% for all FBiH (Federal Institute for Development Programming, Izvjestaj o Razvoju Federacije BiH 2015, p 128 (local language only))

### 3.4 Project background

The project that is the object of this evaluation is officially titled “Applying the Human Security Concept to Stabilize Communities in Canton 10”.

The project was developed jointly by four UN agencies - UNDP, UNHCR, UNICEF and IOM, and was funded by the UN Trust Fund for Human Security (UNTFHS). The total budget of the project as designed was just under USD 5.1 million, and it was funded by the UNTFHS for USD 2.5 million, and expected matching contributions from the Canton 10 government of an additional USD 650,000. The project therefore started operations with a budget shortfall of some USD 2.04 million<sup>9</sup>.

#### Project Development

The project was prepared with the specific funding source (UNTFHS) in mind, and so was developed using the concepts and approaches proposed in the UNTFHS guidance documentation.

The analysis approach, adopted by the UN team preparing the project, focused on examining the seven types of human insecurity identified by this methodology: economic, food, health, environmental, personal, community and political<sup>10</sup>.

Four UN agencies worked together during 2011 to identify an appropriate location for a project funded by UNHSTF. The team selected four locations in BiH for deeper analysis, and, based on this, concluded that Canton 10 was the priority for support.

The project design team decided that there were three priority insecurities to tackle in Canton 10. The ‘overarching goal’ of the project was “to eliminate community, personal and economic insecurities which place Canton 10 at risk of instability”<sup>11</sup>.

The following table is extracted from the Human Security Handbook, and serves to explain each of the seven insecurities.

Type of Insecurity	Root Causes
<b>Economic insecurity</b>	Persistent poverty, unemployment, lack of access to credit and other economic opportunities
<b>Food insecurity</b>	Hunger, famine, sudden rise in food prices
<b>Health insecurity</b>	Epidemics, malnutrition, poor sanitation, lack of access to basic health care
<b>Environmental insecurity</b>	Environmental degradation, resource depletion, natural disasters
<b>Personal insecurity</b>	Physical violence in all its forms, human trafficking, child labour

<sup>9</sup> Project document, p 1

<sup>10</sup> Human Security Handbook: An integrated approach for the realization of the Sustainable Development Goals and the priority areas of the international community and the United Nations system, Human Security Unit, United Nations, January 2016 p 7

<sup>11</sup> Project document, p

<b>Community insecurity</b>	Inter-ethnic, religious and other identity-based tensions, crime, terrorism
<b>Political insecurity</b>	Political repression, human rights violations, lack of rule of law and justice

## Project Structure

The project was structured into five objectives, each of which represented a discrete package of work. For all of these objectives, except objective 3, two or more UN agencies would be working together. The five objectives are set out in the following table.

<b>Objective</b>	<b>Focus of Work</b>	<b>UN Agencies</b>
1 Ensure sustainability by facilitating stakeholder ownership (i.e. Governmental authorities at all levels, CSOs)	Institutional commitment and capability for development of Canton, based on Human Security principles	UNDP, UNICEF, UNHCR, IOM
2 Enhance joint / shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities	Development of municipal-level social services	UNDP, IOM, UNHCR, UNICEF
3 Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence	Education system capacities	UNICEF
4 Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats	Municipal capacities to plan for and respond to community threats	UNDP, UNICEF
5 Empower local communities to improve access to employment to ensure economic sustainability of return.	Incomes of vulnerable people	UNDP, IOM, UNHCR

The rationale for Objective 1 was to create a forum at Cantonal level which could be the driver for development policy and programming. It was originally envisaged that the steering committee for this TFHS could transform into this forum.

Objective 2 focused on developing a model of service provision based on outreach to the homes of vulnerable people. The idea was to test a low-cost model, and through this proof of concept, to win the commitment of local authorities to continue funding. The local Red Cross branches were selected as the vehicle for this outreach service as the most capable and low cost non-state provider with considerable experience in providing social care services.

Objective 3 was an extension of existing UNICEF activities in countering violence in schools – the ‘Safer Schools’ programme that is present across the region.

Objective 4 identified some basic threats to the safety of residents, particularly around the military range ‘Resolute Barbara’, and related to threats such as traffic safety, fire, and possible natural disasters. The aim was to provide local authorities with practical skills in

planning, budgeting and delivering on simple and cost-effective measures to increase public safety.

Objective 5 was the largest component, and aimed to increase the incomes of poor rural households by exploring ways to increase productivity and access to markets.

For the activities under these objectives, the UN agencies worked closely with Canton and municipal level governments. The project was implemented with the assistance of civil society organisations (CSOs) in key areas.

Under objective 2, IOM worked closely with the Red Cross of Bosnia and Herzegovina with the assumption that the local branches of the Red Cross would continue to deliver social services developed. UNHCR worked with its implementing partner 'Vasa Prava' for free legal aid.

For objective 3, UNICEF worked closely with CSO 'Genesis Project', as well as the education authorities.

Under objective 5, UNHCR worked through its implementing partner the Bosnian Humanitarian Logistics Service (BHLS) for income generation support.

### Project Management

The project was coordinated (but not managed) by UNDP. Each of the four UN agencies retained direct line management over 'their' personnel in the field. There was a field office located in Drvar, where IOM and UNDP located one person each, plus one shared UN Volunteer (UNV). This served as the project's base for the whole period of implementation. Other team members were located in towns outside Canton 10 (UNICEF consultant – Mostar; UNDP Programme Coordinator – Bihac; UNHCR project officer – Banja Luka). The UNDP Programme Coordinator was tasked with ensuring efficient and effective project implementation, but without direct supervision over other agencies' personnel.

The Canton level government and the six municipalities were closely involved in project implementation. They provided resources such as office space, and were regularly consulted on and involved in project activities.

Civil society organisations (other than the implementing partners) were identified as critical partners at the design stage, but their capacities were overestimated and the role they played in the end was somewhat less than originally envisaged.

### Project Oversight

A formal steering committee was established to oversee the project's implementation. This committee met four times, in addition to a final conference of all partners.

### Geographical Scope

The focus of activity was mainly, but not exclusively, in the four poorest municipalities, Bosansko Grahovo, Drvar, Glamoč and Kupres. Many activities took place in the Canton's main administrative centre, Livno. The project was careful to ensure that stakeholders fully understood, and were committed to, the focus on the poorest populations. Where appropriate, activities were supported elsewhere (such as the inclusive Kindergarten in Livno), which contributed to buy-in from those areas not at the focus of the project.

## 4 Methodology

### 4.1 Scope of Evaluation

The project is a complex one, composed of many different interventions, and covering specialist areas as diverse as education, policing, social services, and development planning. The evaluation therefore does not seek to go in depth into the individual specialist areas; it does not claim to be able to comment on the validity of particular approaches to pre-school education, for example, or water network maintenance.

The evaluation is primarily concerned with examining whether the project as a whole had overall coherence and relevance, whether it was well-managed, and whether it achieved the results intended.

The scope is therefore broad rather than deep. The evaluation approach aimed to cover as many of the activities as possible, but was unable to go into detail on all activities.

### 4.2 Methodology and Guiding Principles

The evaluation methodology consisted of three main steps:

- An **inception** was performed, during which the available documents were briefly reviewed and interviews were held in Sarajevo with heads of agencies, and key staff and partners who had been involved in the development and implementation of the project. This served two main purposes – to get a deeper understanding of the project itself, and to clarify the requirements of the evaluation. The result of this step was an inception report, approved by the UN Resident Coordinator's Office. The inception report included detailed methodology, and evaluation tools.
- The **field research** stage consisted of five days of meetings and interviews in Canton 10. In total, some 22 meetings and site visits were made, and some 62 people interviewed. The list of meetings and site visits is provided in Annex 3. Immediately following the field research, tentative findings and conclusions were presented to i) the team most closely involved in the project, and the next day, ii) to the Heads of UN agencies and team members. These findings were discussed, and there were opportunities for in-depth feedback.
- The **synthesis stage** consisted of detailed review of documents, analysis of data, requests for follow up information and the preparation of the draft reports. Draft reports were commented on by the UN Country Team, and changes incorporated where relevant and appropriate.

#### Guiding Principles

The evaluation took a theory-based approach to the task for two main reasons. First is that it was judged that most indicators in the project's logical framework were inadequate to assess the project's results. Indicators were mainly indicators of inputs or activities, rather than of results. Second, many of the means of verification (in particular, the Human Security Impact Assessment) were not available to provide the data necessary, even where indicators were focused on results (see 4.3 Methodological Constraints below for more on the HSIA).

The theory-based approach took each of the projects main objectives and outputs, and explored, on the basis of project documentation and interviews, what was most likely expected in terms of the changes to people's lives and the main institutions in the Canton. For each of these desired changes, criteria were identified which would provide sufficient evidence to judge the extent to which the desired changes had been achieved. These criteria then provided the basis for the field and document research to find evidence for the achievement of project results.

The construction of the assessment criteria for the theory of change was to a large extent limited to what kinds of evidence were likely to be available from the field work and document review. While it would have been ideal to have more recent data on the position of Canton 10 residents – their economic and social status, and their opinions – this was not available. The main sources of evidence included:

- interviews with stakeholders, including local officials and beneficiaries;
- project management documentation, including annual progress reports, budgets and financial reports;
- surveys and research conducted by the project, particularly for component 3 (education) and component 5 (livelihoods);
- official documents, such as official strategies, draft legislation and decisions produced by the Entity, Cantonal and municipal governments;
- official statistics, produced by the Federation BiH Bureau for Statistics and the State BiH Bureau for Statistics.

The full Theory of Change developed for this evaluation is set out in the tables to be found in Annex 3.

All interviews and meetings were carefully documented, and as much of the project documentation was retrieved as possible. Data were assessed for methodology, reliability and consistency.

The evaluation was as participative as possible. There were many opportunities for detailed discussion with the project team, and, while it is clearly not possible to get a complete picture of a 3-year project in 30 days, it is hoped that this evaluation is faithful and representative as far as possible.

Any errors or omissions are the sole responsibility of the author.

#### **4.3 Methodological Constraints**

There were two key methodological constraints that affected the findings of this evaluation. First, the planned Human Security Impact Assessment (HSIA) was not conducted. The project logical framework proposed that this survey be conducted in 2013 and 2015 to provide a baseline and final impact assessment (“Comparison of findings of two waves of HSIA will determine level of impact of the programme on targeted beneficiaries”, Project Document Logical Framework Matrix).

The reasons why it was not carried out were not clearly identified by interviewees, but most likely it was taken during a project team meeting early in the project. The first project progress report justifies the omission of the HSIA by saying: “For the purpose of HSIA the agencies have relied on their individual baseline research enabling more focused impact assessment for individual target groups, i.e. returnees, IDPs, children, socially excluded families, etc. thus ensuring enhanced and continuous monitoring of impact. As planned, in the final phase of the project a comprehensive study/impact evaluation will be prepared.” However, the individual agencies’ baseline research was not comprehensive and, where it was conducted, only gave information about their direct beneficiaries and not about the wider changes to human security in the Canton.

The HSIA was a key means of verification for the Human Security Goal, and objectives 1, 2, 4, and 5. Without this survey – before and after – there was no way of assessing the perceived changes of the target population on a range of human security issues. There may have been valid reasons not to carry out the HSIA, but once it was decided that the survey was not to take place, no adjustments were made to the logical framework indicators and means of verification.



The second constraint was that at the time of the evaluation, there was no project final report available. This meant that the latest approved report on project progress was for the end of the second year. Many activities were undertaken in year 3, but the information available for these was somewhat fragmented. Individual agency reports from UNICEF and UNCHR were available, and other documentation helped to piece together a comprehensive picture. However, it is likely that at least some of the data presented in this evaluation report are either incomplete or do not reflect the situation at the end of the project.

The theory based approach to this evaluation aimed to overcome these constraints at least partially. The theories developed (see Annex 3) proposed changes that might be expected or intended as a result of the actions taken. The evidence collected then aimed to assess the actual situation against the theory of what was expected, and in this way, provide a structured, albeit imperfect, basis for assessing development results.

#### 4.4 Ethical considerations

There were no major ethical concerns arising either from the design and implementation of the project, nor from the conduct of the evaluation.

As a project mainly working with institutions in the Canton, the project agreement, signed by the Canton and municipalities, provided sufficient permission to work together in mutual interest from an ethical perspective.

There are potential ethical concerns in three areas:

- Work with **social welfare beneficiaries (objective 2)**. The provision of social welfare services raises a number of potential issues. First, are the beneficiaries selected and assessed for needs fairly, and without prejudice; second, are the services provided in accordance with established ethical standards; and third, what ethical responsibility does the project, UN agencies, and/or the local authorities have to continue to provide services once beneficiaries have become accustomed or dependent on the support.
- **Work with children under objective 3 and 4**. UNICEF was working through implementing partners who were working directly with children. The arrangements put in place by UNICEF for ensuring child protection are defined in UNICEF's standard contract with implementing partners, and there are procedures in place for spot-checks. No issues were raised.
- The work under objective 5 with **direct beneficiaries for income generation support** raises the key question of fairness and transparency of selection procedures. For IOM and UNDP the procedures were based on open calls to participate, and documented selection against criteria. UNHCR did not have open calls, but instead used its lists of known beneficiaries. There are some concerns that the selection process was not adequately transparent and documented. The concerns are explained in more detail in section 5.7

There are no major ethical issues for the evaluation. As part of the evaluation of Objective 3, primary and secondary school students were interviewed in the presence of teaching staff and UNICEF personnel. Names of minors have not been included in this report. All other interviews were with adults voluntarily giving their consent.

## 5 Details of the Joint Project and Desired Key Results

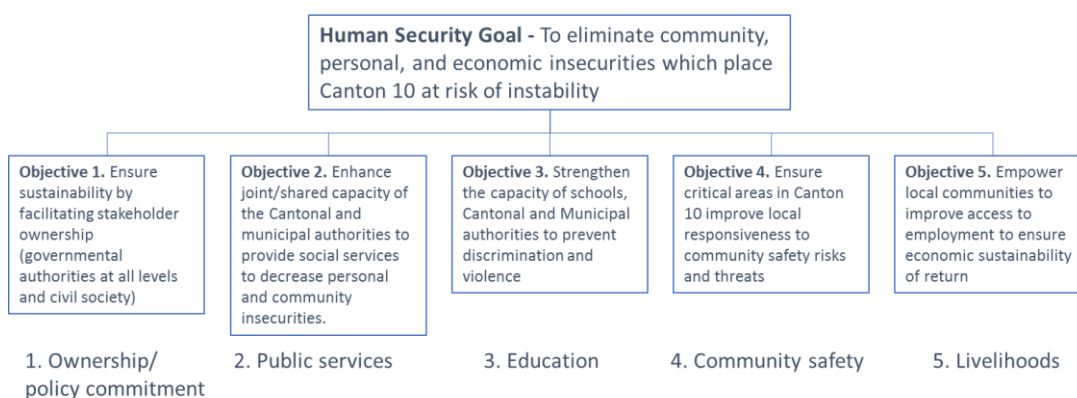
### 5.1 Overview

This section looks at the achievements of the project against each of the individual components. For the goal and each objective, it analyses the adequateness of the proposed activities, identifies the achievements realised, and provides an assessment of the results achieved.

The project design did not provide adequate result indicators, and the absence of structured monitoring data means that it was not possible to assess results against the project's logical framework. Instead, this section proposes a theory of change for each of the five objectives, and assesses available evidence for results against these theories.

The theories of change were developed through the evaluation process by drawing on available design documentation and interviews with key stakeholders. The theory of change cannot, and should not, be treated as a *commitment* of the project to achieve these changes. The theory was used as a guide to research, to set the direction for exploring the changes on the ground, and testing whether they might be attributable to the project.

The project logic consisted of one overall human security goal, and five subsidiary objectives, as in the diagram below.



## 5.2 Human Security Goal

The goal, and its associated indicators were expressed as follows in the project logical framework.

Human Security Goal:
<b>To eliminate community, personal, and economic insecurities which place Canton 10 at risk of instability</b>
<b>Objectively verifiable indicators (OVIs)</b> Improved reported socio-economic situation, improved assessment of services received and improved individual perceptions by returnees on insecurities in Canton 10 (including gender equity aspects) Baseline: to be established in 2013 via HSIA research Target: Significant increase in individual feeling of security, improved socio-economic situation and quality of received services by majority of respondents
<b>Sources and means of verification (MOVs)</b> Research/HSIA report 2013 and Research/HSIA report 2015 Comparison of findings of two waves of HSIA will determine level of impact of the programme on targeted beneficiaries.

It is important to comment at this stage that the goal of *eliminating* insecurities is of course unrealistic, and there is no indication that this was a genuine expectation of the project. The project should not therefore be assessed against this ambitious goal. Instead, realistically, it should be considered that the goal was to *reduce* insecurities, and the achievements of the project should be seen in that context.

The indicators suggest that human security – specifically in this case community, personal and economic insecurities – are best assessed by the *perceptions* of target beneficiaries. These perceptions could be assessed by means of a Human Security Impact Assessment (HSIA) survey taken at the beginning and at the end of the project, and looking for changes against specific questions that approximate to measuring dimensions of community, personal and economic security. There were no other indicators offered against the goal.

As noted in 4.3, the HSIA survey that was intended to be the main instrument to monitor the project impact was not carried out. Therefore, there was no data on which to base an assessment of the achievement of the overall goal *per se*.

Two alternatives were considered. First, is the possibility of using publicly available statistical data as proxies for project achievement. Data such as employment and unemployment figures, earnings, education system information, and population numbers were looked at. In theory, these could have been used, but there were two constraints. The main constraint is the availability of data over the right time period. The most recent employment data, for example, are available only until 2015. Household budget surveys – a potentially very useful tool – were only conducted in 2007 and 2011, and did not provide sufficient sample sizes to be able to look at the level of the municipalities. The second constraint is that there are considerable difficulties in interpreting the data for it to be meaningful for the project evaluation. For example, the economic security of a household depends on a range of income sources, not only employment income. While there is potentially useable data on employment income, this does not include income from agriculture, social security, pensions and informal work, all of which contribute to economic security. There is no publicly available data that would provide this kind of assessment at the level of the municipality and over the project timeframe.

The second option was to estimate, from the achievements of each of the project objectives, what the overall effect would be on the project's target population, and potentially to the general population. This is a very rough and ready method, and can only give some estimation of the overall project performance. Nevertheless, given that many of the project's effects will be felt over the coming years (such as investments in education and in agricultural value chains), it is proposed that this is the most appropriate available within the constraints of this evaluation.

The following sections adopt this latter method, and aim to provide an aggregated view of the project's overall achievements.

### 5.3 Objective 1 – Ownership/Policy Commitment

#### Intended Results and Theory of Change

<p><b>Objective 1.</b> <i>Ensure sustainability by facilitating stakeholder ownership (governmental authorities at all levels and civil society)</i></p>
<p><b>Design Indicators</b></p> <ul style="list-style-type: none"> <li>- “The Steering Committee (SC) and sectoral WGs have been established (2013),</li> <li>- TOR developed and agreed (2013),</li> <li>- regular SC meetings held (2013-2015),</li> <li>- HS advocacy training conducted (2013),</li> <li>- HS advocacy actions implemented (2013-2015);</li> <li>- SC and WGs established as permanent bodies in Canton 10 (2015)”</li> </ul>
<p><b>Sources and Means of Verification (MOV)</b></p> <ul style="list-style-type: none"> <li>- Official documents, TOR, and rulebooks of Steering Committee and sectoral working groups, meetings’ minutes, attendance records.</li> <li>- MoU, decision of Cantonal government</li> <li>- HSIA 2013/HSIA 2015</li> <li>- Cantonal and municipal budgets</li> <li>- Action plan</li> </ul>

Output level	Indicators
1.1. Steering Committee and sector working groups formed and capacitated	<p><b>Baseline:</b> No dedicated bodies for HS in Canton 10 (2012).  <b>Indicators:</b>  The Steering Committee (SC) and sectoral WGs have been established (2013),  TOR developed and agreed (2013),  regular SC meetings held (2013-2015),  HS advocacy training conducted (2013),  HS advocacy actions implemented (2013-2015);  SC and WGs established as permanent bodies in Canton 10 (2015)</p>
1.2. Needs Assessment, HSIA undertaken and joint planning and budgeting for empowerment of most vulnerable undertaken	<p><b>Baseline:</b> No comprehensive research respecting Human Security Approach conducted to date (2012)  <b>Indicators:</b>  Baseline established;  key areas of intervention, key target groups/communities selected (2013),  cantonal and municipal budgets reviewed (2013/2014),  joint AP to address needs of identified vulnerable groups developed (2013/2014),  AP by the end of the programme (2015) implemented, at least 7,795 beneficiaries reached (2015).</p>

This first objective aims to obtain the commitment of the local authorities to develop the Canton generally, and specifically address the insecurities of the most vulnerable in the population – primarily the minority returnees in the north of the Canton. The objective implies that without government commitment, interventions would necessarily be short term, and future development would not be able to build upon the foundations of the work achieved by the project.

The design indicators are all related to the project activities, and not to the intended outcomes of this objective. They are therefore not useful means to offer evidence for the achievement of this objective. What is needed is way of showing that there is indeed commitment at the level of the Canton and municipalities to further development, and in particular to the improvement of the situation of the minorities in the north of the Canton.

This evaluation proposes that the following offers a hypothesis (theory of change) which could be helpful for assessing the achievement of this objective:

- A steering committee exists with a relevant mandate independent of the project, and with members who are keen to continue its work.
- Alternatively, political leaders express commitment to development, and can show instruments (e.g. organisational units, budgets, strategies) which are appropriate for implementing development processes.

The source of evidence which would demonstrate achievement or otherwise:

- Existence of a documented mandate for a Cantonal steering group (or other committee/grouping) with relevance to human security.
- Interviews with steering group members suggest high relevance, influence on policy and interest in continuing work.
- And/or: evidence of the organisational units, strategies and budgets that are needed to implement development processes.

### Budget Breakdown

The activities under Objective 1 were shared between all four agencies, and the total planned budget was USD 148,992.

The actual expenditure was as follows.

Objective 1 – Actual Expenditure <sup>12</sup>						Variance against budget %
Output	UNHCR	UNDP	IOM	UNICEF	Total (USD)	
1.1	2,118	58,296	36,671	16,324	113,408	-7.6%
1.2	5,216	37,442	-	-	42,657	-0.7%
<b>Total</b>	<b>7,334</b>	<b>95,738</b>	<b>36,671</b>	<b>16,324</b>	<b>156,066</b>	<b>-5.5%</b>

### Activities Completed

[for a list of planned activities see 0]

Of the planned activities, the following were the key achievements:

- Project Steering Committee formed, and four meetings were held in total, plus a final conference.

<sup>12</sup> The figures here are as of May 2016, including actual expenditure for years 1 and 2 and estimate for year 3

- Support for the Cantonal Development Strategy, in cooperation with the Integrated Local Development Project (ILDP) a Swiss-funded UNDP-implemented project.
- Support for four municipalities (Kupres, Glamoč, Grahovo and Drvar) to prepare municipal development strategies using the MiPRO methodology.

### Assessment of Results Achieved

Overall, the work carried out under this objective was able to achieve a considerable degree of political commitment towards improving the situation for vulnerable people in the Canton, although the mechanisms for this were not as originally planned.

The project Steering Group was cumbersome and large, as noted in the first annual progress report (it included all Ministers, and all Mayors of the Municipalities, as well as selected CSOs). It was clear that organising meetings would be a difficult and time-consuming task, while the project itself was generally under-resourced in terms of staffing (see 7.1 – lessons learned). Nevertheless, the Steering Group provided a forum in which some of the key Human Security issues could be discussed.

According to interviewees, the process of developing municipal strategies and the Cantonal strategy were valuable exercises in raising awareness and understanding of the developmental issues facing local governments in the Canton. It was this, rather than the Steering Group, that was the key mechanism for fostering an understanding of human security issues and practical means for addressing them. It also proved to be an important mechanism for cooperation between the project and Cantonal Ministers.

The Cantonal Development Strategy itself has led to the formation of a Cantonal Development Agency, and this will provide a focus for future development work. This fulfils, to some extent, the project's aims to 'ensure sustainability by facilitating stakeholder ownership'. The project originally aimed for the project Steering Committee to be the main institutional 'home' for sustainable leadership of human security issues, but the Development Strategy and the Development Agency are more appropriate drivers of policy and action than the project Steering Committee.

The Cantonal Development Strategy has three strategic goals, one of which has a strong human security focus<sup>13</sup>, and aims to address key human insecurities, including economic, community and personal. It does not, however, use the human security terminology.

Municipal development plans also contain practical steps to improve economic, social and environmental conditions, implicitly addressing human insecurities<sup>14</sup> but again without the specific human security terminology.

With strong Cantonal and municipal ownership, working examples in other parts of the country, and strong buy-in from the European Union, the strategy and the development agency are a more institutionally appropriate vehicle for owning the strategic development of the Canton than the project steering committee, and it therefore a better result than that originally planned.

A crucial issue will be the future governance or steering structure for the Cantonal Development Agency. At the time of the field visits, this steering structure had not been fully developed. The draft law on the Agency makes no mention of the role of municipalities, and the purpose of the Agency is more economically oriented than the Cantonal Development Strategy. The draft law at the Federation level on development planning and the

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<sup>13</sup> The Cantonal Development Strategy's three strategic goals are: 1) a competitive economy, through intensifying production and increasing employment; 2) improving communal infrastructure and environmental protection; 3) development of human potential and structures for managing development in order to improve the quality of life.

<sup>14</sup> For example, the strategy identifies measures to improve social services, health care and education.

management of development<sup>15</sup> includes some mechanisms for so-called vertical harmonisation of strategic documents between municipalities and Cantons, and Cantons and the Federation BiH.

It will be essential to ensure that the agency acts – and is seen to act – on behalf of *all* citizens in the Canton, with priority given to the poorest and most insecure. The draft law on the development agency as it stands does not offer this reassurance, so it would be appropriate for the Canton, perhaps with support from the UN Country Team, to find ways in which all municipalities can be represented in the consultation and decision making for the development agency. In particular, there must be checks and balances in place to ensure that support provided – in the form of development projects applied for and managed – are in the interests of all citizens. These checks and balances may be in the form of a steering committee for the agency which includes representation from all municipalities, for example.

In relation to the theory of change, it is clear from the interviews with Cantonal and municipal policy-makers that there is strong commitment to development, that the project has provided good examples of how development can take place in practice, and that they are keen to continue the work. To this extent, the objective has been achieved.

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<sup>15</sup> Nacrt Zakon o razvojno planiranju i upravljanju razvojem u Federaciji Bosne i Hercegovine, July 2015 available at [http://www.parlamentfbih.gov.ba/dom\\_naroda/bos/parlament/propisi/El\\_materijali\\_2015/Zakon%20o%20razvoju%20planiranju.pdf](http://www.parlamentfbih.gov.ba/dom_naroda/bos/parlament/propisi/El_materijali_2015/Zakon%20o%20razvoju%20planiranju.pdf)



## 5.4 Objective 2 – Public Services

### Intended Results and Theory of Change

<i>Objective 2. Enhance joint/shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities.</i>	
<b>Design Indicators:</b> <ul style="list-style-type: none"> <li>- Baseline established;</li> <li>- key areas of intervention, key target groups/communities selected (2013),</li> <li>- cantonal and municipal budgets reviewed (2013/2014),</li> <li>- joint Action Plan to address needs of identified vulnerable groups developed (2013/2014),</li> <li>- Action Plan by the end of the programme (2015) implemented,</li> <li>- at least 7,795 beneficiaries reached (2015).</li> </ul>	
<b>Sources and Means of Verification (MOV)</b> <ul style="list-style-type: none"> <li>- TNA and HSIA 2013 reports.</li> <li>- Referral cases database</li> <li>- Service providers statistics</li> <li>- Cantonal and municipal budget plans</li> <li>- Statutes on CSOs</li> <li>- Public consultations on budget allocation institutionalized at municipal and cantonal level</li> </ul>	

Output Level	Indicators
2.1. Cantonal, municipal and CSO capacities in service provision developed to adequately address personal and community insecurities	<b>Baseline:</b> TNA and HSIA findings (2013) <b>Indicators:</b> at least 7,795 prioritized beneficiaries reached (2015), municipal referral mechanisms established (2013), training delivered (2013/2014) and number of cases addressed (2015), increased budget allocations that address needs of vulnerable groups (2014), service mobile units established, equipped and trained (2013/2014), number of remote service users considerably increased (2014/2015), number of CSOs involved and their capacities enhanced (2015).
2.2: Cantonal capacity to equally provide services to all citizens increased	Not specified
2.3 Strengthen civil society organizations and networks to become trusted, influential, and permanent partners alongside government and business in public decision making	Not specified

The second objective deals with the issue of public services. While only *social* services were stated in the objectives, the intention in practice went wider, to the issue of the way in which the local governments (Canton and municipalities) manage resources to provide services

according to the priorities of the local population. As such, this part of the project was as much about local government planning, consultation with the public, and management of public resources as it was about social services.

The indicators relate only to project level activities, and do not offer useful means to assess whether the objective has been achieved. In particular, we would want to find a way of assessing the extent to which ‘the joint/shared capacity of the Cantonal and municipal authorities to provide social [i.e. public] services’ has been ‘enhanced’.

The project document highlights that a “substantial number of IDPs and returnees remain vulnerable because they continue to face extensive discrimination in exercising their economic, social and cultural rights, such as the right to work, access to health care and pensions, as well as social protection” (p3). It is assumed here that ‘social protection’ also includes social services, and discrimination is not just in terms of individual access to particular services, but also in terms of the imbalance between the level and quality of service provision in ‘minority’ municipalities compared to the others in Canton 10.

The desired changes would therefore need to be seen in terms of greater equality of service provision between the municipalities within the Canton, indicated by, for example, comparable per capita (population) funding. Given the widely different levels of population, we might not expect to see identical scale and services available in each municipality, but we would expect to see some work towards ensuring access (through, e.g. better transport) for service users across the Canton.

Possible evidence which would demonstrate achievement might include:

- New legal frameworks and/or strategies which demonstrate government commitment to improving service provision
- Per capita spending on social services at municipal levels sees an equalisation trend (i.e. Serb municipalities have increasing trends in social services spending, approaching levels of spending in Croat majority municipalities (if there was indeed a difference).
- Continuing delivery of new and sustainable services appropriate to priority needs and circumstances in the more vulnerable municipalities.

These can be verified from municipal and Cantonal budget data, if available, and from interviews with municipal authorities.

### Budget Breakdown

All four agencies, UNDP, UNICEF, IOM and UNHCR, managed activities under this objective. The actual expenditure was as follows.

Objective 2 Actual Expenditure <sup>16</sup>						Variance against budget
Output	UNHCR	UNDP	IOM	UNICEF	Total (USD)	
2.1	4,986	23,650	26,651	-	55,288	13.2%
2.2	11,107	21,350	124,711	97,071	254,238	-0.6%
2.3	-	60,514	-	-	60,514	0.4%
<b>Total</b>	<b>16,093</b>	<b>105,514</b>	<b>151,362</b>	<b>97,071</b>	<b>370,040</b>	<b>1.4%</b>

<sup>16</sup> The figures here are as of May 2016, including actual expenditure for years 1 and 2 and estimate for year 3

## Activities Completed

Of the planned activities, the following were the key achievements:

- **mapped the most vulnerable population** in the four targeted municipalities (Drvar, Kupres, Glamoč and Bosansko Grahovo), which identified needs and potential beneficiaries for efforts to develop social services.
- Supported Canton to draft an **Early Childhood Development plan**, in line with the guidance from the Entity government. This plan has translated into the establishment of Early Childhood Development Centres in Livno and Tomislavgrad, and the project supported the purchase of a vehicle<sup>17</sup> to undertake home visits in these two municipalities.
- Four **mobile social services teams** were established, in partnership with Red Cross branches, in the municipalities of Drvar, Bosansko Grahovo, Glamoč and Kupres. The service was operating for 20 months, during which some 5,500 interventions were provided for 5,000 beneficiary households.
- Four **local development plans** were produced by the municipalities of Bosansko Grahovo, Drvar, Kupres and Glamoč. These plans were developed using the 'MiPRO' methodology.
- **Free legal aid** for displaced persons and returnees was provided for 671 beneficiaries, covering 1051 legal cases (see Annex 6). The project also supported the preparation of a new **Law on Free Legal Aid**.
- The project provided **training for Civil Society Organisations** (CSOs) in Project Cycle Management (12 CSOs) and project proposal writing and advocacy (5 CSOs). The training was followed up by the provision of 6 grants.
- Financed improvements to the **water distribution network**, including the installation of chlorination stations, replacement of old pumps, and rehabilitation of critical sections of the water grid. It also contributed to the mapping of water grids using GIS technology. Improvements to the water supply network reached 3,030 households, 5 schools, 2 kindergartens and 3 health centres.

## Assessment of Results Achieved

The project activities under this component have gone wider than originally envisaged in the project document. The project has managed to establish more systemic approaches at both Cantonal and Municipal levels which will underpin the future development of social services and other activities supporting vulnerable people in the Canton.

At the **Cantonal level**, the adoption of the Action Plan on Early Childhood Development and the establishment of the Law on Free Legal Aid illustrate the project's institutional approach. These form a solid basis for continuation of policies, services and budget allocations to the benefit of the more vulnerable people in the Canton.

At the municipal level, the project has established mobile teams and ECD services, which are regarded by all interlocutors as a valuable service, and highly appropriate to the circumstances in the four municipalities: small populations, widely scattered and often remote, difficult access to health and social facilities.

**Capacities for service provision** within each municipality have increased. In health, medical staff have now the capability to identify appropriate development of young children, know when there are problems and how to refer or advise parents on remedial action<sup>18</sup>. Connections have been made between organisations so that referral is easier and more

<sup>17</sup> The project provided 50% funding for one vehicle to serve ECD needs in both Livno and Tomislavgrad.

<sup>18</sup> Interviews with health personnel

frequent<sup>19</sup>. The vehicle and core mobile team provides each municipality with the essential means to visit vulnerable citizens and tailor services to those in need.

Of the total number of households entered into the beneficiary database, some 85% are either returnees or displaced, and only 4% are employed. This means that the services are clearly serving the vulnerable and marginalised, particularly those marginalised because of ethnicity (most returnees in Canton 10 are Serbs).

Municipalities have provided support in the form of in-kind assistance, including office space, and small contributions totalling 14,130 KM (around 7,850 USD). This is welcome, but not sufficient to be assured of sustainability. At the time of the field research for the evaluation (October 2016), neither the Canton, nor the municipalities, had made firm commitments to financing the mobile teams for 2017, although the Mayors and the Canton Premier all expressed their strong support and hopes for the continuation.

Given the very small populations (and municipal budgets) of Glamoč, Drvar and Bosansko Grahovo, it is unrealistic to expect levels of service similar to that provided in Livno or Tomislavgrad. This is especially the case of services that require high fixed costs, such as the Dom zdravlja (health centre) in Drvar. The mobile teams are an appropriate response in small municipalities because they do not carry heavy fixed costs (there is no infrastructure to support) and can facilitate referral and transport to the institutions in the larger municipalities, if properly resourced.

Provision of **free legal aid** is a standard – though still needed – service supported since 1995 by UNHCR. The project partnership with UNDP led to the latter agency's support for the Canton to prepare the draft law on Free Legal Aid. The law was passed in October 2016, and is a key indicator that the project has contributed to sustainable institutional change in favour of vulnerable people. The free service provided by the law has not yet started operating at the time of the evaluation field work, so it remains to be seen to what extent it will meet the needs of the poor and displaced population of the Canton. Follow up in this regard would be important.

Investments in **water supplies** were not planned, but were a welcome boost. The investment projects arose out of the preparation of local development plans. The strategic nature of these investments means that it will be easier to prioritise and realise maximum benefits from the very modest future resources available at the level of municipality.

The overall project strategy appropriately identified **civil society** actors as a key means to advocate for marginalised groups and to have potential for influencing Cantonal and municipal policy in their favour. However, it was clear that the project design over-estimated the current capacities of such organisations, and that ambitions of the project in this regard were set too high. Given this, it would have been good to see a revised approach to civil society development set out early in the project, and ideally to have been approved by the Steering Committee. Instead, it was apparent that the civil society development components were delayed, with the focus given to other priorities. This enabled the project's limited human resources to focus on delivering project outputs. However, it may have exposed a weakness in the long-term sustainability of project impact; without a stronger civil society able to support and advocate for minorities and vulnerable persons, the greater awareness achieved during the project period may soon disappear, and public resources return to more visible and popular causes.

For future development of civil society, it would be good to see a clearer shared understanding of the roles and potentials of civil society organisations in small communities, and what it is that a development project hopes to achieve. If seen as primarily service providing organisations, such as the Red Cross, CSOs have a role which could be supported

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<sup>19</sup> Interviews with mobile teams

by local government budgets. If, however, CSOs are seen as advocacy organisations, which campaign to influence local government budgets, or counter corruption, for example, the realistic chances of local government funding are somewhat limited. Support for these latter organisations needs then to look at developing local funding sources from citizens (as a demonstration of legitimacy) and from independent foundations and institutions such as the EU.

## 5.5 Objective 3 – Education and Prevention of Violence in Schools

### Intended Results and Theory of Change

<b>Objective 3. Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence</b>	
<b>Design Indicators:</b> <ul style="list-style-type: none"> <li>- Number of primary and secondary school students (boys and girls) involved in inclusive and inter-cultural education activities;</li> <li>- Number of pre-school girls and boys involved in peace education activities;</li> <li>- Number of primary and secondary school teachers with increased knowledge related to inter-cultural, peace education and violence prevention;</li> <li>- Number of parents who know how to identify and report cases of violence.</li> </ul>	
<b>Baseline:</b> <ul style="list-style-type: none"> <li>- 0 (for all)</li> </ul>	
<b>Target:</b> <ul style="list-style-type: none"> <li>- 2,000 students;</li> <li>- 500 pre-school children;</li> <li>- 100 primary and 50 secondary school teachers;</li> </ul>	
<b>Sources and Means of Verification (MOV)</b> <ul style="list-style-type: none"> <li>- Schools statutes</li> <li>- Schools' board meetings' minutes</li> <li>- Project monitoring reports</li> </ul>	

<b>Output Level</b>	
3.1. Peace education promoted and measures undertaken to prevent violence within schools and communities in Canton 10	<b>Indicators:</b> Number of schools that implement anti-discrimination, peace education and violence prevention activities; Number of municipalities that promote inter-cultural education, prevention of violence and peace building; Number of municipalities that have developed protocols on identification and reporting of cases of violence <b>Baseline:</b> 0 (for all) <b>Target:</b> 19 schools, 6 municipalities, 6 municipalities

The third objective was focused solely on the education system. Underpinning this work is the belief that the future well-being of the Canton depends on the way children are raised and educated. Children raised in segregated schools, taught to fear 'the other', and to see other ethnicities as somehow inferior will only perpetuate hostility and insecurity. Whereas, children raised to tolerate and understand others, equipped with the emotional strength to deal with conflicting views and potential violence, are more likely to contribute to a positive and tolerant society. This area of work goes very deep, right to the heart of the values and beliefs of citizens.

Once again, the proposed indicators only cover the project activities, looking at the numbers of children involved, and not at the effects that project activities have had on them, their teachers, parents and schools.

The assumption in the project document is that if schools, cantonal and municipal authorities have greater capacities to prevent discrimination and violence, we should indeed see reductions in the levels of discrimination and violence.

We would also expect to see features of the specified capacities in place. This would include:

- children's ability to prevent violence taking place;
- School procedures and protocols to identify risks of violence, and report violence taking place;
- School procedures and protocols to identify risks of violence, and report violence taking place;
- School procedures and protocols on violence being used in practice.

Evidence that these changes are taking place can come from the surveys conducted before and after project activities, and from interviews with education staff. We would expect to see:

- Reported rates of peer violence in schools decreasing following the project interventions;
- Perceptions of schoolchildren, teachers and parents that violence is decreasing;
- Perceptions of schoolchildren, teachers and parents that discrimination is decreasing;
- Teachers and school personnel confirm that new procedures are in place.

#### Budget Breakdown

UNICEF was the only agency to work on this objective. The project budget for this activity was USD 379,292, and for which there was a slight overspend of 2.7%<sup>20</sup>.

#### Activities Completed

**Primary and Secondary school-age children:** training and other activities to increase awareness of and sensitivity to issues of violence, inter-cultural understanding, including:

- Puppet shows for 1,180 children age 6 – 10 promoting peace and inclusion
- Children's Peer Support Groups established and supported in trainings in all elementary schools.
- 'One Minute Junior' (OMJ) documentaries produced by children presented at open discussions in all municipalities; included more than 60 children and more than 60 movies.
- One Minute Junior Film Festival organised in Livno gathering more than 120 children from all municipalities. 53 OMJ films were shown and winners selected.

#### **Pre-school children:**

- Supported establishment of provision of pre-school education.
- Training of pre-school teachers on inclusive peace pre-school education.
- New inclusive kindergarten constructed in Municipality of Livno (start of operations 2017).

#### **Teachers**

- Training of Trainers (9 professionals) for Expert Group for High Schools to produce "Practical Guidelines of Conduct in Cases of Violence in High Schools" and

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<sup>20</sup> The figures here are as of May 2016, including actual expenditure for years 1 and 2 and estimate for year 3

- supporting training. Expert group then trained more than 150 high school professionals for implementation of the Protocol in High Schools from 2016/2017
- Training of more than 120 teachers on violence prevention and peace education in all municipalities.

#### **Institutional systems**

- All elementary schools from year 2015/2016 and high schools from year 2016/2017 implement the Protocol that envisages intercultural peace education and violence prevention.
- Implementation of School Work Plans that contain intercultural peace education – established in all elementary schools in all municipalities.
- All elementary schools provided with IT equipment that will be used for activities related to intercultural peace education.

#### **Assessment of Results Achieved**

There is a solid logic and justification for the activities undertaken under objective 3 by this project. Unfortunately, this logic is not well communicated by the project design, neither in the justification for the activity, nor in the structure of activities. These design weaknesses risked undermining the project's success. However, the situation on the ground, the quality of activities, the commitment of the partners and an exemplary approach to monitoring have helped to overcome these design shortcomings.

The activities carried out indicate a coherent approach to tackling the problem of peer violence in schools, even if this is not reflected in the project documentation. There is essentially a three-pronged approach. First in targeting the values and the knowledge of **pupils**, helping them to understand what is violence (not just physical, but also psychological, including bullying and on-line forms of violence), and equipping them to deal with situations that are violent, or might lead to violence. Second, the approach aimed to equip **teachers** with the necessary knowledge and skills to be able to deal with violence in schools. And finally, it aimed to put in place appropriate formal **procedures** that would enable more systematic reporting and prevention of violence.

These three main prongs were then complemented by an understanding that work to change attitudes and behaviours of children is a long-term endeavour, and the instruments and skills need to be available in schools beyond the life of the project.

The monitoring surveys that were carried out for this project component give a sound evidence base for assessing the extent to which the objective was achieved.

#### ***Findings in the field***

Canton level politicians and school directors interviewed for the evaluation suggest that prior to the project there was no major problem with violence in schools; there were some isolated incidents, but not widespread. One senior politician noted that the relevance of the action was essentially preventative: that there are three ethnicities in the Canton, and action was needed to ensure that the situation does not again lead to violence. Children interviewed, however, suggest that there is violence, but it is typically hidden from teachers and parents. This is in the form of bullying and scapegoating of individual pupils, and increasing concern about on-line forms of abuse.

The children interviewed said that the training they received through the project have helped them both to recognise when violence is taking place, and gave them the skills to know what to do about it.

All schools visited say that they have now protocols in place to know what to do about incidences of violence. At the same time, because of low levels of reported violence and their relatively recent implementation, it was not clear at the whether these protocols will



prove to be effective. More time is needed, plus follow-up visits, to assess their effectiveness. A key piece of evidence will be the data produced by the protocols – in other words, the number and categorisation of instances of violence by school, and over several years – to assess whether the protocols are functioning.

One of the project's major – and very positive – deviations from the original plan was the involvement of the project in extending the **pre-school network** in the Canton. The project supported the creation of a network providing pre-school education for an annual average of 550 pre-school age children<sup>21</sup>.

In the Canton 10 programme, pre-school education consists of a programme of 100 half-days, four days a week, from November to August each year. The pre-school programme uses mostly spare space in existing primary schools, specially adapted and equipped by the project.

Funding for this pre-school network comes partly from the Canton, partly (for now) from the project, partly from municipalities and partly from parents. This is a stop-gap arrangement until a more sustainable model is found. UNICEF plans to work with the Canton on a funding model, but at the time of the field visits this had not yet started.

Prior to the project, attendance at pre-school education had been very low in the rural areas of northern Canton 10. Creation of a pre-school programme enabled access for the majority of young children in the Canton, and is likely to have a positive effect on their subsequent personal and educational development. As noted by the Canton Minister for Education, the investment in the pre-school network cannot now be undone – it has created a demand among parents, who recognise the benefits, and must now be continued.

Crucially, the pre-school programme is inclusive, meaning that children of all ethnicities (as well as disabled children and those with learning difficulties) attend together. This creates an essential early experience among young children of inclusion in practice, reducing likelihood of future prejudice.

**The contributions of the project in pre-school education go well beyond what was originally planned.** When asked whether this expansion of pre-school education would have happened anyway without the project's assistance, a senior official replied that 'a third party is usually needed to make things like this happen'.

### **Monitoring evidence**

On behalf of the project, UNICEF commissioned two key pieces of research to support monitoring this objective. The first was a small, focus-group based qualitative research looking in depth at issues of human security in three Canton 10 municipalities, Drvar, Livno and Glamoč. The second was a larger, quantitative survey focusing mainly on education, and looking at attitudes in schools, covering pupils, teachers and parents. Both surveys were originally conducted close to the beginning of the project (in 2014), and again in the final year (2016). Therefore, they both provide useful information about changes occurring during the lifetime of the project.

The findings of the **qualitative survey** in relation to violence in schools do not provide any clear evidence of change in the education system:

*"As far as violence in schools, in Drvar and Livno they said that it exists, while in Glamoč they said that this is not a problem [...] When comparing the situation in relation to 2014, in Drvar they said that there is no big difference but there are far less children now [...] In Livno they believe that the situation is in general better than before. There is more practical training in schools, the students with disabilities have better access to the education. The bad*

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<sup>21</sup> Pre-school children: Year 1 – 721, year 2 – 479, year 3 – 462.

*thing is that there is a greater degree of violence in school. In Glamoč they declare that the situation with education is the same as two years ago.”*

The sample size of the qualitative survey is very small (29 in total representing three municipalities) and we do not have critical relevant information (e.g. whether respondents have a child/children in school), so it is not possible to draw wider conclusions either about the accuracy or representativeness of their views. Nevertheless, the survey report does provide a vivid account of their opinions. Longer extracts are attached to this report as Annex 1 and offer fascinating reading.

The quantitative survey<sup>22</sup> has a narrower focus – looking only at the impact of the violence prevention and peace education components – but a much larger sample size. Surveys were conducted in the first half of 2014, and in March/April 2016. Most project activities took place in between these two surveys. The second survey included a control group of pupils who had not taken part in project activities, and so provides a robust methodology for assessing the impact of these activities on pupils. The survey was conducted in schools in all Canton 10 municipalities. Because of the larger populations in Livno and Tomislavgrad, respondents from these municipalities are more numerous. Nevertheless, the 2014 and 2106 samples are comparable, and so allow us to draw conclusions about changes that have taken place.

The impact was greatest on children and parents, while there was little change in the perceived capacities of teachers to deal with violence. **Children** were more knowledgeable about discrimination and tolerance, and crucially, were 6% less likely to experience verbal and physical violence at school, and 14% less likely to have experienced violence with a sexual connotation. However, pupils' attitudes in terms of 'open-mindedness towards coexistence with other ethnic groups' did not appear to be affected by the project activities. More positively, pupils were 11% more likely to report violence when it happens (78% in 2014 compared to 89% in 2016).

**School personnel** knowledge of conflict and tolerance worsened after the project, while their knowledge of discrimination improved. Crucially, school personnel are more likely to actively respond to violence, though there was little change in their reported capacities to deal with violence.

**Parents** showed more understanding about discrimination (20.7% vs 31.4%), but rather less about tolerance (71.3% vs 57.1%), and there was an increase in the proportion of parents which considered that violence was prevalent at school (76.2% vs 85.7%). This latter finding might not be a negative – it could be that greater awareness of the problem means that they are now see problems when before they might not have noticed or been concerned. Other positives include that parents were more likely to respond to their child's reporting of violence at school by going to the school to talk to teachers (75.5% vs 84.3%), and that parents were noticeably more open minded to other ethnicities after the project than before. Findings are summarised in more detail in Annex 8.

## Conclusions

Overall, we see in this project component that there is some evidence that the incidence of violence in schools has reduced.

**This is good evidence that the project has had a positive and attributable impact on the knowledge and behaviours of children at primary school level.**

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<sup>22</sup> Final Research Report on Situation, Attitudes and Needs for the project “Promoting Intercultural Dialogue, Inclusive and Peace Education, and Prevention of Violence among Children in primary schools of HBC” activity, Genesis Project, Banja Luka, Prof. Srdjan Dusanic, May 2016,

This project component also aimed to put in place the mechanisms to support continuous reductions in violence – changing attitudes of children, school personnel and parents, and systems for reporting and managing violence. We see that indeed many of these have been accomplished.

The project component has also **achieved lasting change in the provision of pre-school education, and in the long term this may even have a greater impact than the work on violence reduction.**

## 5.6 Objective 4 – Community Safety

### Intended Results and Theory of Change

<i>Objective 4. Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats</i>
<b>Design Indicators:</b> <ul style="list-style-type: none"> <li>- Municipal referral mechanisms established (2013),</li> <li>- training delivered (2013/2014) and number of cases addressed (2015),</li> <li>- increased budget allocations that address needs of vulnerable groups (2014),</li> <li>- service mobile units established, equipped and trained (2013/2014),</li> <li>- number of remote service users considerably increased (2014/2015),</li> <li>- number of CSOs involved and their capacities enhanced (2015).</li> <li>- Improved safety conditions for 5,900 Glamoč residents through reduction of environment pollution of soil, better communication changes, and marked hazard zones at the demolition range (2015).</li> </ul>
<b>Sources and Means of Verification (MOV)</b> <ul style="list-style-type: none"> <li>- Community and municipal safety operational plans</li> <li>- Municipal budgets</li> <li>- Communication and media material</li> <li>- HSIA</li> <li>- Soil sampling analysis reports; the Ministry of Defense verification reports; Communication and media materials.</li> </ul>

Output Level	Indicators:
4.1. Community safety management models developed and implemented in cooperation with working group members in prioritized communities in Canton 10	Involve at least 3 selected communities, 4 community service providers (institutions) and 35 police officers. Communities are utilizing SARA (Scanning, Analysis, Response and Assessment) methodology. Number of awareness initiatives on threats to personal and community safety implemented.
4.2. Safety in municipality of Glamoč enhanced through improved safety measures at the military demolition range	<b>Baseline:</b> Field mission report (2012). <b>Indicators:</b> Improved safety conditions for 5,900 Glamoč residents through reduction of environment pollution of soil, better communication changes, and marked hazard zones at the demolition range (2015).

Objective four aimed to strengthen the capacities of local government to identify and address risks to the safety of the local population. Risks could be in the form of traffic accident hotspots, unsafe buildings, which could be identified and mitigated; and it could be seen in the authorities' readiness for civil defence emergencies, such as forest fires, or other natural disasters.

The indicators presented in the project document were not easy to follow, nor to link to the planned activities or outcomes. It was not clear what was referred to as 'service mobile units' nor 'remote service users', for example.

The methodology for this objective promoted analysis at the municipal level to identify particular risks, and to implement simple and cost-effective solutions to mitigate or remove the threats. The overall theme links to people's perceptions: the project document (p12) says that "Community safety...is about issues that affect people's quality of life, specifically their feelings and perceptions of personal safety and security". We would then expect to see a change in people's perception of their own safety and security as a result of this objective being achieved.

Measuring the changes in these perceptions could only be done with a representative sample survey as proposed in the project document (i.e. the HSIA). In the absence of this, we can only look for individual interviewees' perceptions of change in their feelings of safety and insecurity, and from these to estimate what might be the effects of the measures implemented.

### Expenditure Analysis

The activities under this objective were carried out by UNDP, with some input from UNICEF. Expenditure was slightly below budget.

Objective 4 – Expenditure breakdown <sup>23</sup>						Variance against budget %
Output	UNHCR	UNDP	IOM	UNICEF	Total (USD)	
4.1		85,585		16,627	102,213	-1.7%
4.2		29,500			29,500	-4.1%
<b>Totals</b>		<b>115,085</b>		<b>16,627</b>	<b>131,713</b>	<b>-2.3%</b>

### Activities Completed

#### **Community Safety Management**

Community Safety Operational Plans were developed, with participation of local stakeholders, in four municipalities: Kupres, Bosansko Grahovo, Drvar and Glamoč (1 more than originally planned). Each plan provides a wide-ranging analysis of local insecurities across the municipalities, including social, health and housing issues. Based on this analysis, the working groups developed a list of concrete projects which could contribute to improved local security.

The project financed some of the priority projects, including traffic-calming measures and fencing outside schools (Drvar), and local signposting (Kupres). The financed projects were in addition to the planned activities, and were realised from savings in other activities.

#### **Prevention Activities organised in Schools**

The project organised interactive puppet shows for 1,600 children aged 6 to 10 in the municipalities of Bosansko Grahovo, Drvar, Glamoč and Kupres, which educated children on the dangers of landmines, unexploded ordinance and small arms and light weapons (SALW).

#### **Resolute Barbara**

The project document says that "Particular attention will be given to the municipality of Glamoč where the existence of a military ordinance disposal and testing range called 'Resolute Barbara' is negatively impacting the lives of local communities and creating an insecure environment for citizens living near the range" (p12). According to the project team,

<sup>23</sup> The figures here are as of May 2016, including actual expenditure for years 1 and 2 and estimate for year 3

the extent to which the range really affected people's lives was unclear. The land occupied by the range was uninhabited, and not used for pasture (despite this being claimed in the project document). Therefore, the real risk to the local population was unclear. This is a highly contested local issue, and there are various sources of evidence which do not provide a clear-cut analysis of whether the land around the range poses a threat to the local population<sup>24</sup>.

Given also that the military range is under the control of the Ministry of Defence, the options available to the project were rather limited. The project conducted a range of soil tests and found no evidence for concern. Planned activities such as to 'conduct a scrap metal and UZO clearance operation at the range to prevent injuries or death of EOD operators' (sub-activity 4.2.1.2) were not appropriate for the situation. The project therefore sensibly withdrew from these activities.

### Assessment of Results Achieved

The project aimed to increase the local authorities' capacities to provide measures to improve local feelings of security. This component goes to the heart of the whole project, and it also highlights the range of issues that make people feel insecure. In the case of the community security plans, the main issues identified relate to the provision of key public services, in health care, fire protection, crime and policing, child protection, social care, and so on.

There was clearly insufficient attention paid to checking the feasibility of proposed work in relation to Resolute Barbara at the design stage. While this is understandable given the time pressures, the inception phase should have been the opportunity to verify the planned activities and establish whether these proposed activities were possible within the scope of the project. The Resolute Barbara range is a complex problem; it is managed by the BiH Ministry of Defence and US Military Contractors operate the demolition range. Any engagement would be complex, time-consuming and not necessarily relevant to the project. Hence a rapid assessment and re-planning of activities under Objective 4 should have been done earlier in the project.

Outside of the Resolute Barbara range, the security situation in the four prioritised municipalities is poor (primarily regarding health, housing, and social issues), and local municipalities have few resources to deal with them. Of particular concern to the municipalities are the measures that require larger investments, such as fire appliance vehicles, primary health care services and so on.

In general, the planning seems to have created a sense of empowerment, and the focus on the practical solutions has given a message that even if the big things are hard, smaller things can be achieved, and these can make a difference.

Over a longer-term period, reduction in human insecurity will require bigger investments and greater cooperation between municipalities. It would be a welcome outcome if the future Cantonal Development Agency could promote cooperation between municipalities to resolve some of the key issues that require larger investments (e.g. waste disposal, health care services and patient transport, etc.).

It is not knowable for this evaluation what impact the activities under this objective had on the perceptions of the residents of the four priority municipalities, which was the objective. The HSIA survey that would have provided this information was not conducted, so we cannot tell to what extent people now feel more secure because of project activities.

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<sup>24</sup> See, for example, <http://www.livno-online.com/zupanja/8704-glamoc-razilazenje-i-podilazenja-zbog-barbare> (local language only)

Nevertheless, the community safety planning was appreciated by the municipal officials interviewed, and, while somewhat complex, did produce a focus on practical projects that could be achieved.

The puppet shows for schoolchildren were the same as activities conducted under Objective 3, and the results of these are therefore included under the survey findings in section 5.5.

## 5.7 Objective 5 – Economic Development and Livelihoods

### Intended Results and Theory of Change

<i>Objective 5. Empower local communities to improve access to employment to ensure economic sustainability of return</i>
<b>Design Indicators:</b> <ul style="list-style-type: none"> <li>- At least 195 micro-producers/households and families supported in income generation through self-employment initiatives (approx. 480 individuals);</li> <li>- At least 70 Fruit, dairy and vegetable farms /cooperatives in the targeted areas, number of Fruit, dairy and vegetable SMEs and 6 local municipal authorities.</li> </ul>
<b>Sources and Means of Verification (MOV)</b> <ul style="list-style-type: none"> <li>- Mapping Report.</li> <li>- Cantonal and Entity statistics</li> <li>- Cantonal Employment Bureau</li> <li>- HSIA 2013</li> </ul>

Output Level	Indicators
5.1. Value chains strengthened that link beneficiaries to markets and investors	<b>Baseline:</b> Initial mapping report (2013) <b>Indicators:</b> At least 195 micro-producers/households and families supported in income generation through self-employment initiatives (approx. 480 individuals); at least 70 Fruit, dairy and vegetable farms /cooperatives in the targeted areas, number of Fruit, dairy and vegetable SMEs and 6 local municipal authorities.
5.2. Employability and equal employment opportunities increased in the public and private sector in Canton 10	<b>Baseline:</b> HSIA findings (2013). <b>Target:</b> At least 50 unemployed and unskilled people gain employment, at least 5 vocational trainings delivered, forest management certification developed.

The fifth part of the overall strategy, and the largest in terms of budget, was a direct effort to improve the livelihoods of vulnerable households. The focus was on the minority returnees in the north. While the wording of the objective only refers to *employment*, this needs to be more widely interpreted as meaning *livelihoods*. Much of the project activities looked at non-employment ways in which to enhance incomes and livelihoods such as increasing agricultural production and revenues. Assessment of results should therefore not focus only on employment created. The wording of the objective is multi-layered, but the ultimate objective here is the ‘economic sustainability of return’. In other words, the results assessment should look at the extent to which incomes of poor returnee households have increased, and are at a level which is sufficient for a reasonable life. It is not clear what was meant by ‘empower local communities’; there were no apparent relevant activities and no



explanation of what was meant by 'empower' in this context. For the purpose of this evaluation, this part of the objective has therefore been ignored.

The design indicators focus on the project activities in terms of the numbers of people targeted, rather than the outcomes of project activities for those households. They cannot therefore tell us to what extent the implementation of the activities achieved the intended results. We need to look instead primarily at the changes in household income that came about because of project activities.

Sufficient evidence would come from a simple survey of beneficiaries to ask about changes in household income.

### Expenditure Breakdown

This was the largest component of the project by far, and was a joint effort by three agencies, UNDP, IOM and UNHCR.

Objective 5 – expenditure breakdown <sup>25</sup>						Variance against budget %
Output	UNHCR	UNDP	IOM	UNICEF	Total (USD)	
5.1	96,369	487,878	114,768	-	699,015	0.7%
5.2	-	80,880		-	80,880	-1.3%
<b>Total</b>	<b>96,369</b>	<b>568,758</b>	<b>114,768</b>	<b>-</b>	<b>779,895</b>	<b>0.5%</b>

### Activities Completed

Two outputs were planned under this objective. The first looked at primarily self-employment and livelihoods in the agricultural sector, while the second was concerned primarily with improving employment opportunities.

#### Output 1 – Strengthened value chains

The activities under this output were carried out by three of the four partner agencies, UNHCR, IOM and UNDP. UNHCR focused on direct assistance to individual vulnerable households, mostly minority returnees; IOM also supported individual households with inputs designed to promote small business activities; UNDP focused more on strengthening value chains and SMEs which source materials.

#### *Small scale income generation*

The small scale income generation activities focused on the returnee population, mainly working in agriculture, to boost individual household incomes by providing means to increase productivity.

UNHCR (through its partner UZOPI) first conducted an assessment of needs of minority returnees in the three northern municipalities. Based on this assessment, it designed the programme of support, which consisted of basic, mostly agricultural inputs, including, for example, pregnant heifers, milking cows, sheep, and small agricultural machinery.

UNHCR IGP's support	
Location	Households
Drvar	18
Kupres	2
Bos. Grahovo	13
Glamoč	11
<b>TOTAL</b>	<b>44</b>

<sup>25</sup> The figures here are as of May 2016, including actual expenditure for years 1 and 2 and estimate for year 3

Support was provided to 44 households (167 total beneficiaries)<sup>26</sup>, mostly Serb returnees in Glamoč, Drvar and Bosansko Grahovo. The 45 final beneficiary households were selected after a survey of 100 households conducted by UNHCR implementing partner, BHLS. While the selection criteria are expressed by UNHCR, they are not formally listed, and there are no written records of the initial assessment visits<sup>27</sup>. There is therefore no recorded information on why the 45 households out of the 100 were selected for support.

Once selected for support, the households “are interviewed in detail and a project proposal is prepared, which is then reviewed by a first instance commission in Banja Luka (4 members from BHLS and UNHCR) and subsequently by a second instance commission in Sarajevo”<sup>28</sup>.

**IOM provided income generation support for 50 vulnerable households**, not only poor returnees. Support prioritised ways in which incomes for poor households could be improved, including ideas that might also have benefits for the wider community. One example of this is the support for a bakery in Bosansko Grahovo, a town that did not have a bakery prior to this intervention.

IOM had a systematic approach to identification and selection of beneficiaries that was well documented. Proposals were provided by the local authorities (municipalities and centres for social work) based on identified cases of people in social need. Each case was assessed, and ideas for support developed in cooperation with the potential beneficiaries. Final selection of beneficiaries was carried out by a small commission (4 persons) of IOM staff.

### **Value chains**

The support to value chains activities looked at how the incomes of smallholders could be increased by improving their access to markets.

The project, led by UNDP, supported 299 households (1092 individuals) with inputs for strengthening value chains in two sectors, honey production (90 households) and milk production (209 households). The basic principle was to investigate the issues facing the producers in these sectors in getting their products to market for the best possible market price. Two examples are as follows:

In **milk production**, small producers did not have sufficient scale of production for dairies to pick up milk from their farms. The project provided milk collection points where a dairy lorry could collect milk daily. Farmers could then bring their milk to the collection point where it could be logged, and kept in a cooler. Dairies benefit from having a single point of collection, the milk is of higher quality because it is kept cooled in stainless steel equipment, and farmers have regular collections and also increased prices because of the improved quality.

In **honey production**, the project supported the formation of cooperatives to make it easier for individual producers to take their products to market. In Drvar, for example, a cooperative was created of around 20 individual producers. The municipality provided workspace free of charge for 5 years, and the project provided packaging designs, jars and packing equipment so that a unique brand of ‘Med Medeni’ honey could be taken to market. A key input for honey production was training in caring for bees, in which 31 producers took part. High quality bees were also provided for young and new apiarists.

The geographical focus of support was in the three northern municipalities, plus Kupres and a few beneficiaries in Livno. Around 90% of beneficiaries in Bosansko Grahovo, Drvar and

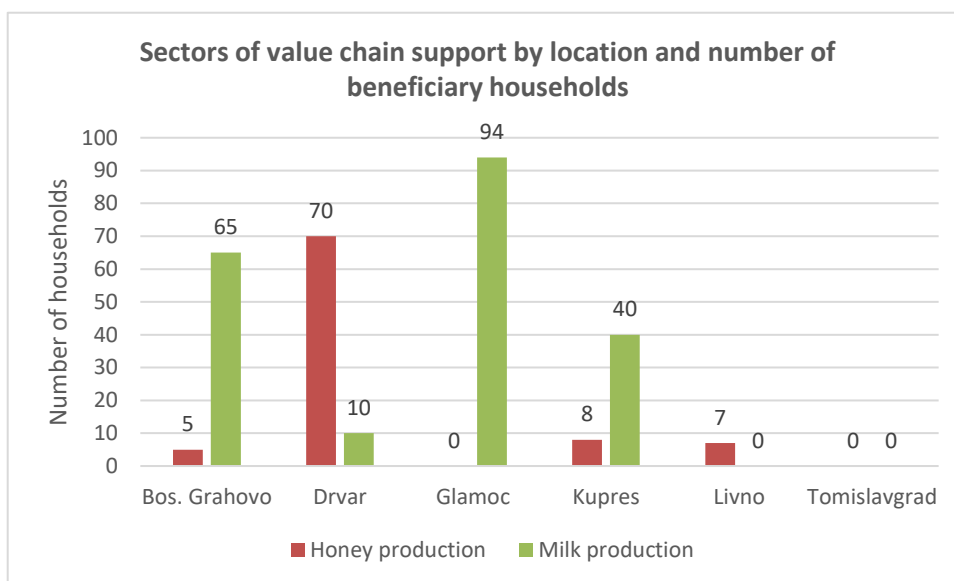
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<sup>26</sup> UNHCR report one additional beneficiary, bringing the total to 45. However, this last beneficiary is not included in reported data, so the analysis presented here is for the 44 beneficiary households for which data are available.

<sup>27</sup> From correspondence with UNHCR 30/11/2016: “there is no defined set of documents defining the selection criteria” and “it was not a practice [even] in the past, even before the UNTFHS project, to document every field visit to a potential beneficiary as this would have been a cumbersome job”.

<sup>28</sup> UNHCR correspondence 30/11/2016

Glamoč were Serb returnees, while the remaining 10% were Bosniaks. In Kupres, 16 of the



48 beneficiary households were also Bosniaks and the other 32 were Croats<sup>29</sup>.

### **SME competitiveness**

The small and medium-sized enterprises (SME) competitiveness component aimed to increase the added value of selected producers within the canton, particularly those whose raw materials come from local rural and poor smallholders.

Under this heading, UNDP supported small businesses where there would likely be benefits for a wider community, and not only to the business owners. One example of this is the cheese producer in Kupres, 'BiH Milch'. This small company buys sheep and cows' milk from 22 local producers to make fine cheese, mainly for export. The company was originally established as a cooperative, but is now a private company with 7 employees. The owners are the director and four former cooperative members.

UNDP provided support in the form of cheese producing equipment – automatic churns for churning the milk, and refrigerated milk containers ('Laktofriz') to help suppliers transport their milk to the dairy.

Wider sectoral investments by the project, such as the establishment of the Cantonal Food and Veterinary Institute, are expected to further improve production standards and reduce costs.

The dairy can export to countries outside the EU, including Serbia and Turkey. However, there are still barriers to exporting to the EU. UNDP was not the first to support the company. Other equipment has been purchased by USAID under earlier economic development projects.

### **Assessment of Results – Output 5.1 Strengthened value chains that sustainably link beneficiaries to markets and investors**

The project conducted a survey<sup>30</sup> amongst project beneficiaries to ascertain the extent to which their incomes had improved over the project period. The survey was not able to identify the monetary amounts by which incomes had improved, because interviewees were

<sup>29</sup> Information from project team

<sup>30</sup> Survey was carried out by the project team during October/November 2016 after all project inputs were completed. Collection was based on a multiple-choice standard questionnaire.

reluctant to reveal actual figures. Instead, the survey asked for the approximate percentage by which monthly incomes had increased compared to a period prior to the project's interventions.

**In total, the project supported 393 households, 385 of whom responded to the survey. All respondents reported an increase in monthly income. This should be regarded as a very positive achievement.**

The three agencies involved each had different approaches to supporting income generation, and the household profiles were also different, so based on the data available we cannot make direct comparisons between them. Nevertheless, it is possible to see the extent to which each intervention type was successful.

Results of UNHCR support for livelihoods – survey findings		
Increase in monthly income:	H/H	%
0-25%	0	0%
25-50%	12	33%
50-75%	24	67%
75-100%	0	0%
100%+	0	0%
<b>Total</b>	<b>36</b>	

Results of IOM support for livelihoods – Survey Findings		
Increase in monthly income	H/H	%
0-25%	7	14%
25-50%	12	24%
50-75%	18	36%
75-100%	10	20%
100%+	3	6%
<b>Total</b>	<b>50</b>	

Results of UNDP Support for Value Chains – Survey Findings				
Increase in monthly income	Milk production H/H	Honey production H/H	Totals	%
0-25%	126	63	189	63%
25-50%	68	27	95	32%
50-75%	13	0	13	4%
75-100%	2	0	2	1%
100%+	0	0	0	0%
<b>Totals</b>	<b>209</b>	<b>90</b>	<b>299</b>	

Several factors that need to be kept in mind when interpreting the results. First, some, but not all beneficiaries started from a very low base of income. A EUR 50 monthly increase

might mean more than 50% increase in income for some, while for others it could be less than 25%.

Agriculture is vulnerable to weather and other conditions. For example, 2016 was a poor year for honey production in Drvar, and yields were down substantially on the previous year<sup>31</sup>. A longer-term assessment covering several previous and future years needs to be done to even out the annual fluctuations and to identify trends.

Some of the interventions may be less sustainable than others, so immediate returns may be high, but over the longer term, these may increase more substantially, or decrease.

Nevertheless, we can conclude that all types of interventions were reasonably successful, with IOM's tailored approach yielding the more consistent and extensive returns. The UNDP approach can reach more households more quickly, with lower – but still positive – returns.

Of the three approaches, both UNDP and IOM took account of local institutions to some extent. IOM worked more closely with municipalities and centres for social work, and UNDP had an existing relationship with municipalities. There was some engagement with the Cantonal employment agency and its local branches, including development of a new job-search website<sup>32</sup>. UNDP also made wider sectoral investments that will probably have a longer term effect, such as the Cantonal Food and Veterinary Institute and the Secondary School programme in agriculture and food processing. Again, these effects will only become apparent over time.

None of these interventions is particularly sustainable in the sense that local institutions alone are not able to **replicate** this form of support. Working with local institutions might have been a way to explore and develop options for greater sustainability. There are funds available from the entity levels for active labour market measures, but the effectiveness of these funds is typically under a question mark. Some exploration of how local employment offices could learn from these forms of economic support would have been welcome. However, the employment service was reluctant to establish positive working relations with the project.

Regarding the support to SMEs and value chains, it is expected that at least some of this experience will be taken into account by the Cantonal Development Agency as it begins its work in earnest.

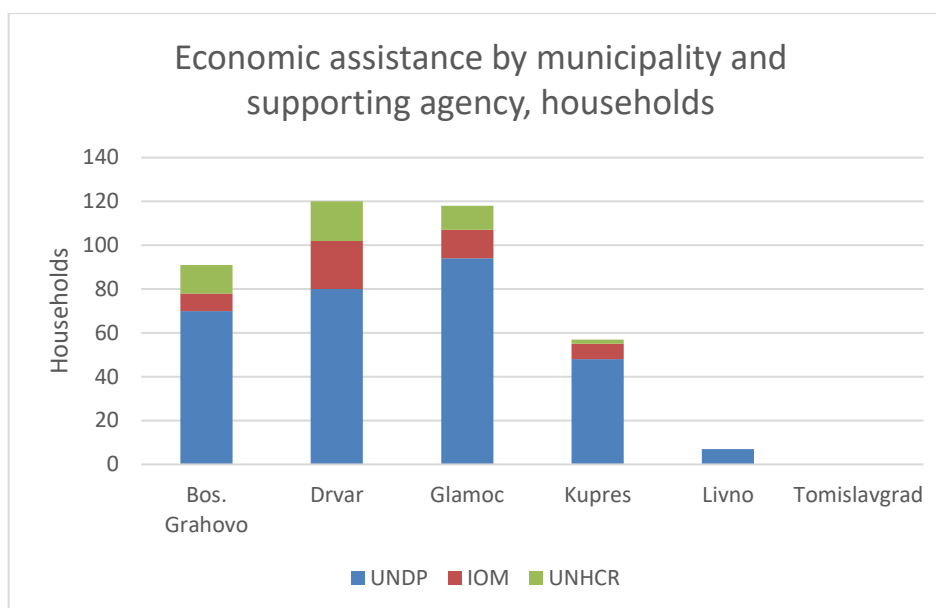
### ***Distribution***

The economic support was overwhelmingly focused on the four priority municipalities (98% of beneficiary households), with 85% of beneficiaries in the three northern municipalities.

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<sup>31</sup> Interview with honey producers in Drvar, 12 Oct 2016; agricultural production data (Federation BiH Bureau for Statistics) shows that honey production across the Entity has strong annual fluctuations e.g. 2015 production was 88% higher than the previous year (Indices of Agricultural Production for FBiH)

<sup>32</sup> [www.zzzu-livno.ba](http://www.zzzu-livno.ba)



### Activities Completed – Output 2 – Increased employability and equal employment opportunities in public and private sector

A key challenge identified at the design stage was that employment opportunities in the Canton appeared to be available mainly for the ethnic majority, and not for the minorities, and in particular, not for minority returnees. The project aimed to improve minorities' employment prospects by both improving skills and reducing discrimination.

The activities under this output aimed primarily to achieve employment of 50 unemployed workers (Key indicator "At least 50 unemployed and unskilled people gain employment"). These vocational training activities were not carried out as originally planned. There were difficulties in establishing cooperation with the local offices of the employment service, which proved to be a barrier to implementation as planned.

Instead, and in consultation with the Cantonal government, the project supported the establishment of the first secondary school level course in Agriculture and Food-Processing at the vocational school in Livno. The project financed the basic investment, including a greenhouse, and the Canton will continue financing the course in the coming years. In the first year of operation, from September 2016, 20 young people were enrolled (13 Bosniaks and 7 Croats). Since the local economy is largely agricultural, there will be a strong demand for these skills in the labour market.

In addition, the project worked in cooperation with one of the largest employers in the Canton, "Š.G.D. Hercegbosanske Šume d.o.o.", the publicly-owned Canton forest management company. The company was reputed to employ mainly ethnic majority workers, to the exclusion of local, qualified, ethnic minorities. The informal aim was to develop a partnership and to influence reform in its internal approach to employment. One of the key mechanisms to do this was the certification in forest management, which "obliges a forest company to develop an environmental and social policy [...which...] would ensure that the discriminatory practices in forest management companies are abandoned and that there is an equality in employment criteria for all persons of the region/canton".

Within the framework of this cooperation, 15 employed workers in the forestry company were trained in using Geographical Information Systems (GIS), and a further 26 persons were trained as professional chainsaw operators<sup>33</sup>. Employees were also given training in health and safety, first aid, and mine risk awareness. Specialist forestry first aid kits were provided.

<sup>33</sup> Second year project progress report

While one of the indicators of achievement for the project in working with the forestry company was ‘forest management certification developed’, the company had already achieved Forest Stewardship Council<sup>34</sup> (FSC) certification in 2012. The certification is annually reviewed. However, since the certification is already awarded, it is doubtful that any major changes in employment policy could be achieved. Senior management of the company claimed in interview that ‘99% of the workforce lives in the Canton’ and that employees were representative of all ethnicities. This claim is not independently verifiable, so there is no way of checking its veracity. The company is profitable, and profits go for reinvestment and to Canton government coffers.

#### Assessment of Results – Output 5.2 Increased employability and equal employment opportunities in public and private sector

As a result of difficulties in cooperation with the unemployment services, the 50 unemployed people were not provided with vocational training as planned, but the secondary vocational course in Agriculture and Food Processing was established instead. While this does not address the problem of unemployment among the existing unemployed workforce, it does offer a way of reducing the likelihood of future unemployment among young people by providing skills that are needed in the Canton. As a sustainable intervention, this will likely reduce the youth unemployment rates over the coming years, and make a contribution to the economy. It remains to be seen to what extent this will tackle the problems of minority unemployment, however. While there was a high proportion of Bosniaks on the course in the first year, there were no Serbs. And Serbs, mostly resident in the north of the Canton, would have problems in accessing secondary school in Livno, in the south.

Given that the project originally envisaged tackling unemployment among minority returnees, we can see that this was not achieved within this output to any extent. Unemployed people were not provided with training, and the activities were focused in Kupres (Forestry Company) and Livno (secondary school) which are less accessible to the minority returnees living in the north.

#### Conclusion

The work to improve livelihoods focused more on the opportunities for improving self-employed incomes and growing small enterprises, rather than employment in the established companies. For minority returnees, this was an appropriate decision, and the prioritisation in budget terms of support for self-employment over employment was a correct call. We see from the available evidence that most likely all beneficiaries saw some increase income, with a good percentage (49%) with over 25% increases.

Total support for livelihoods (activity 5.1)		
Self-reported increase in monthly income:	Total H/H	% of total beneficiaries
0-25%	196	51%
25-50%	119	31%
50-75%	55	14%
75-100%	12	3%
100%+	3	1%
Total	385	100%

<sup>34</sup> <https://ic.fsc.org/en>

As elsewhere in the region, support for livelihoods is not cheap, and in this case the average cost per beneficiary household was around USD 1,800<sup>35</sup>. While the outcomes in terms of increased over the next five years should provide ample returns on investment, we cannot be sure. Monitoring of these activities should have been able to provide baselines and data on actual increases in income (not just estimated percentages), particularly to be able better to plan future work in this area.

Given the difficulties of working with large employers, and the charged issues of employment of minority returnees, it was appropriate and pragmatic to invest instead in the Livno secondary school course in agriculture. However, this does mean that the issue of the high unemployment level among minorities in the Canton was not addressed.

The project was aware of this, and worked with the new Cantonal Development Agency to ensure that their plans for future projects included economic interventions for all the municipalities, especially minorities. The Cantonal strategy and municipal strategies also include specific economic and social considerations for marginalized groups.

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<sup>35</sup> Actual expenditure USD 699,015 / 385 beneficiary households = USD 1,815. Author's analysis of Active Labour Market Measures in Serbia suggests a range of 1,500 – 2,500 EUR per intervention is not uncommon (unpublished research).



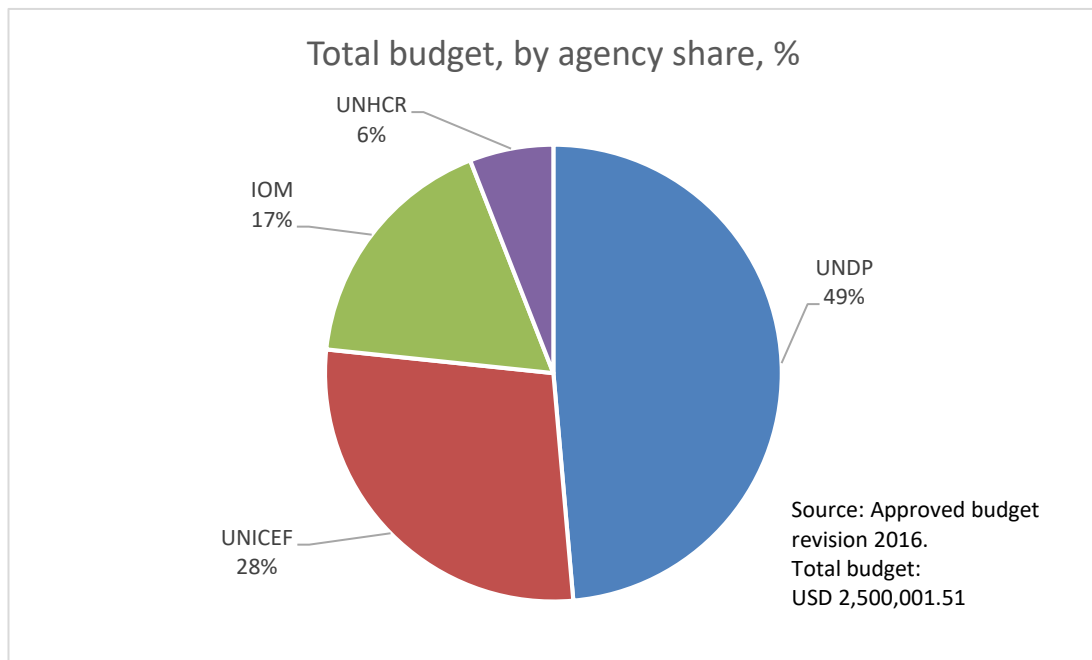
## 5.8 Budget Analysis

This section provides a high-level overview of the original budget and actual expenditure for the project. At the time of the evaluation, the final financial report was not available, so the evaluation used financial data from the approved project budget (2013) and from the request for no-cost extension, from May 2016. This latter contained actual expenditures for years 1 and 2 and revised budget figures for year 3.

The total project budget was 2,500,001.51 USD, and the total budget remained the same after the budget revision in 2016. The individual shares of each agency also remained the same.

This section makes some initial identification of issues, which are addressed in more detail in following sections.

First, each agency's share of the total budget varies widely, from UNDP's 49% to UNHCR's 6%. There was discussion, though no firm conclusions, about the effect that this has on the team dynamics between each agency. Some interviewees think that this does not make a difference, while other suggest that it adversely affects inter-agency relations.



Second, the rates of expenditure in the first year were substantially below that planned, in particular for UNDP and UNHCR. Primarily, this is because of a major flood emergency that hit BiH during the first year of implementation, and UNDP human resources were needed to respond. This will be discussed more under the section on 6.2 on efficiency.

Agency	Year 1		Year 2		Year 3		Total – all years		
	Plan	Actual	Plan	Actual	Plan	Revised plan	Plan	Revised	Variance
<b>All</b>	<b>614,964</b>	<b>321,800</b>	<b>1,094,732</b>	<b>1,003,526</b>	<b>790,306</b>	<b>1,174,675</b>	<b>2,500,002</b>	<b>2,500,002</b>	<b>0</b>
UNDP	356,683	103,221	481,729	465,520	377,810	647,481	1,216,222	1,216,222	0
IOM	90,667	90,667	190,852	189,069	154,024	155,807	435,543	435,543	0
UNICEF	125,407	100,266	348,102	282,302	214,227	305,168	687,736	687,736	0
UNHCR	42,206	27,646	74,049	66,635	44,245	66,219	160,500	160,500	0

Third, the Programme Coordination budget, together with the visibility and M&E budgets, at first glance seem somewhat modest, and may help to explain the comments in Section 6.2 regarding the level of staffing being inadequate to complete the work on time. It is worth noting that Programme Coordination costs vary widely by agency as a proportion of their share of the budget, from 8% (UNHCR) to 20% (IOM). In particular, UNHCR's programme coordination costs, at 12,000 USD (4,000 USD per year), are somewhat low. The agencies did have differing policies on how costs were allocated, for example, in relation to whether sub-contracted NGOs and consultants managing project components counted as direct costs, or programme coordination costs, and this may explain these low values.

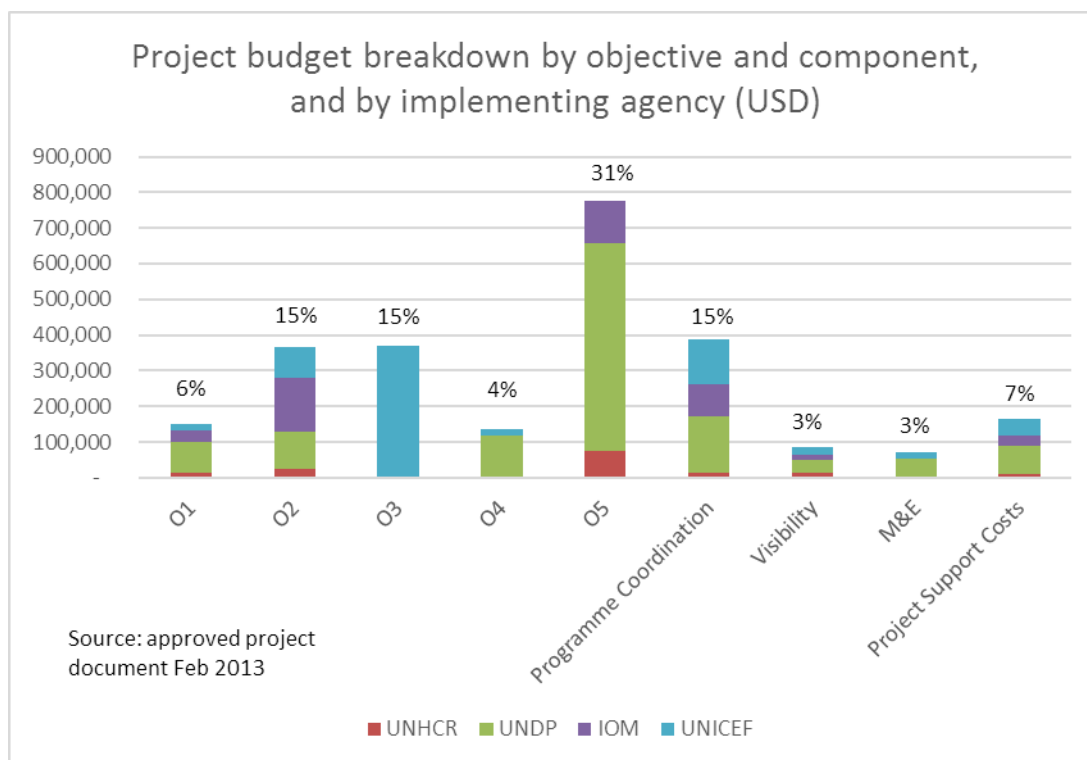
Nevertheless, IOM, with its higher Programme Coordination costs, was the only one of the four agencies to meet its budget targets for each year of the project. Further, agencies may wish to explore the link between formal allocation of human resources to individual projects, and the actual time spent on the projects. Not all project staff were allocated full-time to the project; in some cases they worked part time on this project and part time on other projects. None of the agencies uses staff time-sheets to record time spent *by project*, so it is not possible to know the relationship between formal staff budget allocations, and actual time spent. Using time-sheets to record time for each project might be a useful tool to assist in more efficient and effective staff time allocation.

Indirect Project Costs – Breakdown based on original budget <sup>36</sup>				
	UNHCR	UNDP	IOM	UNICEF
Programme Coordination	12,000	167,887	87,900	128,550
Visibility	13,795	34,335	15,940	20,792
M&E	-	52,860	-	18,320
<b>Total indirect local costs</b>	<b>25,795</b>	<b>247,195</b>	<b>103,840</b>	<b>167,662</b>
Total Project Budget (share)	148,500	1,216,222	435,543	701,777
Programme Coordination as % of total share of budget	8%	13%	20%	18%
Indirect local costs as % of total share of budget	17%	20%	24%	24%

Finally, a key project management issue arose with the allocation of **visibility and M&E budgets to individual agencies**. Both budgets were modest, and by breaking them down further, they become almost insignificant. In particular, by allocating budgets in this way, each agency has an incentive only to promote its own work, and not that of the project as a whole. About half-way through the project, this was identified as an issue, and the project team took steps both to unify the budgets and to plan and implement visibility activities in a way that promoted the whole project, not only individual components. A single visibility budget proved more efficient and effective.

The lesson learned here is that single budgets for common project activities are essential, but that there must be common mutual agreement on the plans for spending the budgets, and clearly defined responsibility for implementation and decision-making.

<sup>36</sup> The original budget is used here because the revised budget combines costs for visibility and M&E, so we cannot see the breakdown between these two distinct sets of activities.



## 6 Findings against Key Questions in ToR

This section responds to the key questions in the Terms of Reference, and is structured according to the ToR structure. The findings are based on evidence from the field mission and interviews, project documentation, and publicly available background documentation. This section attempts to respond to the key questions at a project level (not a component or objective level), and so draws relevant evidence that is considered typical or representative of the project to support the findings.

### 6.1 Programme Relevance and Design

#### Relevance

#### a) Are the Joint Programme objectives and outcomes consistent and supportive of Partner Government policies, sectoral priorities, EU accession agenda, Paris Declaration, SDGs, Human Security Trust Fund priorities, Accra Agenda for Action?

Overall, the project is highly relevant and in line with official country level and international policies and agreements.

Since the content of the project is multi-sectoral, a wide range of policies and agreements applies. This section highlights three of the most critical.

- **Constitution of Bosnia and Herzegovina:** Bosnia and Herzegovina is a signatory to the European Convention for the Protection of Human Rights and Fundamental Freedoms, and this is enshrined in its Constitution. The state of Bosnia and Herzegovina, the entity of the Federation of Bosnia and Herzegovina and the Canton 10 government are obliged to respect the rights all citizens, without discrimination (Article II, para 4). As noted in the project document, there is evidence of both collective and individual discrimination against the minority returnees living in the north of the Canton, and discrimination was a cause of their community insecurity. This project goes some way towards highlighting the issue in Canton 10, and providing feasible mechanisms for preventing discrimination on basis of ethnicity and other grounds.
- **Economic development:** as part of its bid to join the EU, Bosnia and Herzegovina must have “a functioning market economy and the capacity to cope with competitive pressure and market forces within the Union”<sup>37</sup>. The country faces very severe economic difficulties, and is ill-equipped to tackle them. The EU’s evaluation of the economic challenges is well summarised in a working paper assessing economic reform programmes in accession countries<sup>38</sup>. The paper says that “Improving the standard of living and addressing chronically high unemployment are key policy challenges for the country.” But that this is hampered because a “crucial precondition in this respect is to accelerate the implementation of long overdue structural reforms.” These structural reforms are well outside the remit of the Human Security project in Canton 10, so the focus of the project at the level of the household, cooperatives and SMEs to boost productivity and access to markets is highly relevant. Nevertheless, these efforts, and any consequent increases in income, will be hampered by the structural constraints.
- **Education:** Education policy in Bosnia and Herzegovina is largely governed at the entity level, and, in the Federation of Bosnia and Herzegovina, at the Cantonal level. The entity government adopted in 2013 a “Strategic Plan for Improving Early Childhood Development in the Federation of Bosnia and Herzegovina 2013 –2017”. The project’s

<sup>37</sup> EU Progress Report for BiH, 2016, p29

<sup>38</sup> 2016 Economic Reform Programmes of Albania, the former Yugoslav Republic of Macedonia, Montenegro, Serbia, Turkey, Bosnia and Herzegovina and Kosovo\*: The Commission’s Overview and Country Assessments, Institutional Paper 028, July 2016 pp109-127 Available at [http://ec.europa.eu/economy\\_finance/publications/eeip/pdf/ip028\\_en.pdf](http://ec.europa.eu/economy_finance/publications/eeip/pdf/ip028_en.pdf)

work in support of ECD in Canton 10 has been fully in line with this strategy, and therefore highly relevant.

These are just three areas in which the project is clearly in line with the policy framework, and we can conclude that overall, there are no areas in which the project is inconsistent with national and international policies and frameworks.

**b) Is project's Theory of Change sound and were there any departures in the course of the project's implementation?**

There was no explicit theory of change developed for the project. The basis of the project conceptual design was the logical framework and this did not adequately set out the theory or assumptions behind the way in which the project designers assumed that the activities would ultimately influence achievement of the overall objective.

Implicitly, however, there was a commonly understood set of assumptions about how the project would influence its target group. These might be characterised as follows:

- Senior politicians and policy-makers are the key to making long term sustainable change, and they are the project's close partners; building their trust and understanding is essential to gain commitment for actions to improve the situation of the more vulnerable.
- Supporting the development of practical public services is necessary for i) local governments to have the knowledge of what they need to do to support improvements, and ii) demonstrating the value of services to beneficiaries, public and decision-makers, in order to build commitment to future continuation
- Direct intervention, as well as efforts to develop primary or secondary legislation and guidance, are needed in order to reduce risks of violence in schools.
- Although municipalities have low levels of resources available, there are ways in which they can be encouraged and educated to think more rationally and systematically to maximise the use of available resources to reduce community and economic insecurities.
- *Direct intervention* with low income households is necessary in order to increase their incomes from agricultural and other economic activities; that there are no effective institutional solutions that can be found to have a rapid and positive effect and sustainability within the timeframe of the project.

On the whole, these assumptions are sound. More detail on the implicit theories of change, and their soundness can be found in the section on project component analysis, section 5.

**c) Does the project respond to the needs of identified target groups?**

From the basic human security perspective, the primary target group for the project was the mainly Serb returnee population in the three northern municipalities, and the smaller Bosniak returnee population in Glamoč and Kupres. This population is mainly poor, lives in extreme rural areas, with weak service provision in health, social services, and education.

The project design was intended to change the policies and resource allocation from the Cantonal authorities (dominated by the larger Croat population in the south of the Canton) to be more fairly distributed across the Canton, and to recognise the specific needs of poor returnees.

To this extent, the project design did clearly respond to the needs of the identified target group. For example, the economic assistance provided under Objective 5 mainly supported the populations of the three northern municipalities populated by minority returnees. The population of Kupres, which is not one of those affected by severe population movement but

is nevertheless poorer than the two larger southern municipalities of Tomislavgrad and Livno, was also targeted. Although not the primary target group, it was a sound approach by the project to ensure the commitment of the Cantonal government, and to demonstrate that project assistance was available to the poor generally, and not to poor people from only one ethnic group. If assistance would be seen as ethnically biased, it would undermine the credibility of the project, the UN system more generally, and longer term sustainability.

The needs of the target group have complex roots. The project document does not sufficiently analyse these roots, and therefore it cannot be assumed that the project gives the most appropriate response to these needs. For example, one of the reasons for the poor health service provision is that the rates of payment of health insurance are low. This in turn is a result of poverty, to be sure, but also of wider policy issues including whether the cost of health insurance is fair to the poorer population, the extent to which redistribution of wealth is to be expected in health policy, the viability of a large health centre in Drvar (pop. 7,000), and so on. This kind of analysis is not included in the project document, which offers only a description of the symptoms of insecurity, rather than an analysis of the real causes.

Nevertheless, in the absence of deeper analysis, the project's pragmatic approach to delivering tangible results within the short timeframe available appears to be sound, and to be based on sensible decisions in the light of what was known about the needs of the primary target group.

**d) To what extent are the objectives of the programme still valid?**

Broadly, the overall message of the objectives remains valid. The Human Security Goal as stated is over-ambitious in any context; it would be hard genuinely to *eliminate* insecurity. Nevertheless, it remains relevant to aim for a reduction in these specific insecurities.

There is, unfortunately, no recent data available on key indicators which would show any change in the relevant insecurities – community, personal and economic, but there is little to suggest that the overall situation in 2016 has changed radically since 2013. Canton 10 is still one of the poorest parts of Bosnia and Herzegovina, it is still ethnically divided between centres of power in the south and minority returnees in the north.

There have been two key sets of improvements since the beginning of the project, however. The major change is in the political situation. The Canton government has become functional, and is appearing to make real efforts to include the three northern municipalities into development plans and other policy making. Ministers in the Canton government are representative of all three main ethnicities in the Canton. After more than twenty years, first of conflict, and then of dysfunctional rule, the Canton finally seems to be making real progress. There is, however, a long way to go, and therefore the project goal is still relevant.

**Project Objectives**

*Human Security Goal:*

*To eliminate community, personal, and economic insecurities which place Canton 10 at risk of instability*

O1. Ensure sustainability by facilitating stakeholder ownership (i.e. Governmental authorities at all levels, CSOs)

O2. Enhance joint / shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities

O3. Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence

O4. Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats

O5. Empower local communities to improve access to employment to ensure economic sustainability of return

The project objectives themselves are indicative of the project's strategy and approach, rather than its final goals. "Ensuring sustainability by facilitating stakeholder ownership" – cannot be argued with in principle as an approach to project management. We might, however, argue that this is not a good way to phrase an objective. What is really meant is that the project wants the Canton and municipal governments **to take ownership of the development process, to really want to improve the situation, and to have the instruments to do so**, particularly regarding the social exclusion of minority returnees.

**Objective 2** is phrased somewhat narrowly, focusing only on *social services* as the means to decrease personal and community insecurities. This is relevant in the sense that social services have the potential to improve the health and well-being of vulnerable citizens, particularly children and the elderly. However, as the project has shown, other public services such as water supplies, can be equally valid means of reducing insecurities. Moreover, a municipal or Cantonal government's ability to make sensible decisions and manage resources are crucial in the longer-term fight against insecurity. In this regard, actions such as the development planning process and the investments in water network management were as relevant as investing in social services, with arguably a wider impact. Hence, this report argues that to be more relevant, the objective should focus on strengthening *public services* more broadly, rather than just social services, albeit with a view to reducing human insecurity.

**Objective 3** remains relevant. We have seen the project's efforts to introduce capacities for school personnel, children and parents to tackle discrimination and violence. The impact of these measures so far is positive but limited. Therefore, more work is needed, over a much longer period, for the situation to be seen to improve dramatically.

While the literal meaning of **Objective 4** seems to be relevant in any situation, in any part of the World, the basic threat identified in the project document – the situation regarding the Resolute Barbara military range referred to as the 'critical area' – is not so severe as originally portrayed. Furthermore, measures to mitigate any threat are largely under the responsibility of the State-level Ministry of Defence, so a project such as this one might not be the right vehicle for tackling potential threats to human security arising. Resolute Barbara aside, it remains relevant for local authorities to improve responsiveness to community safety risks and threats.

The wording of **Objective 5** is problematic when considering its relevance, but the emergent meaning behind it is not. The objective has three levels: 'Empowering local communities' to in turn 'improve access to employment' which would then 'ensure economic sustainability of return'. What is really at issue here is the apparent ethnic discrimination in employment and the difficulties of subsisting on agricultural smallholdings. Both of these underlying issues remain relevant. Tackling discrimination in public sector employment is a highly political undertaking anywhere, especially so in Bosnia and Herzegovina, and especially so in Canton 10. In the author's judgement, it is unrealistic to expect a small, operational project to be able to do much to tackle this. While this is an extremely important issue to tackle, it is perhaps not relevant to expect too much from a project of this nature. Regarding improving subsistence incomes, this is clearly relevant, and remains so.

**e) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention?**

Local authorities at Cantonal and municipal level have all been deeply involved in the project design and implementation. All those officials interviewed who were in office at the beginning of the project expressed their satisfaction at the level of engagement.

National level authorities, and even entity level authorities have not been engaged to any great extent, but this is to be expected given Bosnia and Herzegovina's complex political system. Many of the relevant policies in the Federation of Bosnia and Herzegovina are devolved to the level of the Canton, and Cantons have a large degree of autonomy over their (admittedly limited) budgets.

While there are records of the agendas and participants of the steering group meetings, there are no minutes from these meetings, so from the evaluation perspective it is not possible to assess the extent to which the views of stakeholders were genuinely heard and taken into account at these meetings. However, the project's managing team worked in close consultation with Cantonal and Municipal officials at all stages, and so was able to achieve the level of buy-in necessary both for project implementation, and for commitment to follow-up and sustainability.

**f) Was the programme timely and well identified given the developmental and sectoral context of the country?**

The project was, albeit coincidentally, well timed. As noted above, the Canton had been poorly governed for many years, and the consequences of this mismanagement was one of the reasons that the Canton was identified as requiring the urgent assistance of the Trust Fund for Human Security. In May 2015, a new government was inaugurated, and this government, led by its Premier, was keen to make rapid advances. It was able to overcome the crippling divisions of the past, and to introduce new policies and attract new investment. Because of this, the project was able to attract the interest and support of the most senior Cantonal politicians, and in the sense that both project and Canton government wanted to support the overall development of the Canton, both agendas were closely aligned.

At the beginning of the project, the situation in Bosnia and Herzegovina at higher levels – the levels of the entities and the state government – was quite poor. The UN and others were advocating for a greater investment of foreign aid directly at the local level (Cantonal and municipal) as a way of supporting development for people, while avoiding the pitfalls that come with trying to work with the entities and state levels. This situation has slightly changed in the last year, with the restarting of the Stabilisation and Association Process (SAP) towards EU membership. This process had stalled in 2011<sup>39</sup>, and had had a consequent slowing effect on the momentum of Bosnia and Herzegovina's political and economic reforms. Nevertheless, the project has shown the added value of direct intervention at a local level, which is particularly relevant in Bosnia and Herzegovina's case.

**g) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint Programme?**

As noted elsewhere in this report the project document does a reasonably good job of identifying the problems, inequalities and gaps facing the population in Canton 10. However, there is little insight into the *causes* of these problems, and this presents a key challenge for the project in both design and implementation. There is little obvious connection between the challenges, and the proposed actions, and so reviewing the project document gives the impression that the solutions offered are already-developed generic ones, which will be applied whether relevant or not in Canton 10.

Examples include:

- the suggested **problem of violence in schools**, for which no evidence was offered at the project design stage, and was not a stated priority of the political leaders present.

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<sup>39</sup> See [https://en.wikipedia.org/wiki/Accession\\_of\\_Bosnia\\_and\\_Herzegovina\\_to\\_the\\_European\\_Union](https://en.wikipedia.org/wiki/Accession_of_Bosnia_and_Herzegovina_to_the_European_Union)



Justification arose later, in the form of surveys of school children, teachers and parents, conducted as part of the project, which suggested that violence was indeed a problem.

- The *causes* of the **low incomes of minority returnees** in the Cantons was not sufficiently analysed to be able to point clearly to a preferred solution. There are many reasons why incomes are low, including small, inefficient scale landholdings, poor infrastructure, low education levels, no access to finance, inability to export agricultural produce directly across the land border to the nearest large market (Croatia), poor market information, and others. The work done on support to value chains did in the end prove to be an effective and efficient response, but the justification for it was not strong in the project document. The programme of providing agricultural inputs to individual smallholders is well established, and does little to change the underlying institutional and structural constraints.

As a consequence of the weak cause analysis, few alternative options for solutions were considered, and it is not clear that the *optimal* solutions were selected in the end.

## Design

### **a) Was the design of the Joint Programme appropriate for reaching its results and outcomes<sup>40</sup>?**

On the whole, the project design was appropriate for achieving the planned goal and objectives. The objectives were clearly demarcated, and each one required a clearly defined body of work for it to be achieved.

Only objective 1, “Ensure sustainability by facilitating stakeholder ownership (i.e. Governmental authorities at all levels, CSOs)” might be considered to be a little out of place. Ensuring the ownership and sustainability of actions ought to be an integral part of the whole project, and not seen as a stand-alone objective. Since each of the other objectives has more or less their own set of stakeholders, the issues of ownership and sustainability should have been considered in the planning for these. We see the consequences of this in the difference between, for example, Objective 3, in which education authorities, local governments and schools are fully involved from the start, and Objective 5 in which there was very little involvement of municipal and Canton governments, and rather less involvement of the institutions responsible for promoting employment and agricultural development. Incorporating ‘sustainability’ and ‘ownership’ into the planning for *each* objective might have led the designers to think more about institutional involvement in each case.

In this case, objective 1 could have been used to focus on the *political ownership* of the human security agenda, and sustainability should be designed into the work to achieve all objectives.

### **b) What is the quality of the programme’s implementation framework, are results and outcomes defined in the programme clear and logical?**

Although the meaning of the project objectives can be discerned, and the general theme under them is clear, the wording of the project objectives in themselves was over-complex and unclear. In particular, all objectives had multiple levels, and so the actual results desired

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<sup>40</sup> A note on terminology: the questions posed by the evaluation terms of reference are quoted here using terms ‘outcomes’ and ‘results’. The project document does not use these terms, but instead refers to ‘Human Security Goal’, ‘Project Objectives’, ‘Outputs’ and ‘Activities’. The UNDP Handbook on Planning, Monitoring and Evaluating for Development Results uses the term ‘results’ to encompass ‘outputs’, ‘outcomes’ and ‘impact’. To avoid a long discussion about terminology, this report will interpret this question as referring to the project’s goal and the achievement of the project objectives.

were not clear. For example, Objective 2 was ‘Enhance joint/shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities’. This objective has two levels:

- Enhance capacity of Cantonal and municipal authorities to provide social services
- To decrease personal and community insecurities.

From the perspective of monitoring and evaluation, it is not clear whether the objective is the capacity of the authorities, or the decrease of personal and community insecurities, and therefore which (or both) should be measured. The design did not elaborate on the concept of ‘capacity’, and therefore it was difficult to assign appropriate indicators.

More attention needed to be paid to the wording of the objectives, and this would have helped in the formation of practical and realistic indicators.

**c) What is the quality of programmes’ results and M&E matrices, are indicators well defined and SMART?**

The project had a results framework (logical framework) developed at the stage of the project proposal, but not subsequently updated.

Most indicators at Objective and Output level referred to inputs and activities rather than project results and impact (see Annex 11 for the Project Logical Framework). This is disappointing, and hampered the project’s ability to report on results rather than activities.

The poor quality of the indicators and defined means of verification was compounded by the absence of a monitoring and evaluation plan. There was no systematic approach for the project as a whole to collect information about the extent to which it was achieving results during the course of project implementation.

Selected examples are set out in the table below.

<b>Project Strategy</b>	<b>Objectively Verifiable Indicators (OVIs)</b>	<b>Sources and Means of Verification (MOV)</b>
O2. Enhance joint / shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities	Baseline established; key areas of intervention, key target groups/communities selected (2013), cantonal and municipal budgets reviewed (2013/2014), joint Action Plan to address needs of identified vulnerable groups developed (2013/2014), Action Plan by the end of the programme (2015) implemented, at least 7,795 beneficiaries reached (2015).	TNA and HSIA 2013 reports. Referral cases database Service providers statistics Cantonal and municipal budget plans Statutes on CSOs Public consultations on budget allocation institutionalized at municipal and cantonal level
O5. Empower local communities to improve access to employment to ensure economic sustainability of return	At least 195 micro-producers/households and families supported in income generation through self-employment initiatives (approx. 480 individuals); at least 70 Fruit, dairy and	Mapping Report. Cantonal and Entity statistics Cantonal Employment Bureau HSIA 2013

Project Strategy	Objectively Verifiable Indicators (OVIs)	Sources and Means of Verification (MOV)
	vegetable farms /cooperatives in the targeted areas, number of Fruit, dairy and vegetable SMEs and 6 local municipal authorities	

In both these examples, indicators refer only to project inputs or activities ('joint action plan developed', '195 micro producers supported', and not to the desired outcomes – sustainable social services that really decrease insecurities, and households with economically improved situations that increase the likelihood of their being able to sustain return.

For the examples above, the objectives could be more usefully measured by taking the following into account.

- O2 - The extent to which the capacity of the Cantonal and municipal authorities was enhanced; this would require elaboration of what was really meant by 'capacity', and identification of some ways in which to assess changes.
- O2 - The extent to which personal and community insecurities were decreased, both in terms of the individual recipients of services, and in terms of the population of the Canton as a whole; here the HSIA survey may have been helpful, as well as some indicators derived from data collected by the social services providers about the status of the beneficiaries.
- O5 – the extent to which local communities have been empowered to improve access to employment; here some understanding of what the potential role of communities would be in affecting access to employment, and a concept of what 'empowerment' looks like and how it can be measured.
- O5 – the economic sustainability of return can be assessed more simply, by looking at household incomes or expenditures, through instruments such as household budget surveys, and comparing beneficiaries against appropriate control groups.

It is well understood that during the project proposal preparation stage, details are not always going to be well worked out. There is always, therefore, the need for a project plan review during the inception phase. It would have been expected that the logical framework, and its indicators would have been thoroughly assessed and revised at the beginning of implementation. In addition, it would have been important to see a proper project level M&E plan and budget, with clear responsibilities for implementation. That this did not happen suggests that the agencies do not pay sufficient attention to project monitoring and evaluation.

#### d) Were risks and assumptions well identified?

Risks and Assumptions were identified as follows:

<b>Project Strategy</b>	<b>Important Assumptions and risks</b>
<b>To eliminate community, personal, and economic insecurities which place Canton 10 at risk of instability</b>	Government secures adequate financing to complement activities provided through this program Annual budget remains unaffected by political motivations Local elections (to take place during project implementation) do not further politicize minority rights and return
<b>Project Objectives:</b>	
<b>1. Ensure sustainability by facilitating stakeholder ownership (i.e. Governmental authorities at all levels, CSOs)</b>	Authority representatives show will and interest in taking an active role in project implementation Local elections (to take place during project implementation) do not further politicize minority rights and return Effective cooperation between Cantonal and Municipal authorities established
<b>2. Enhance joint / shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities</b>	Willingness of professionals to work in remote areas  CSOs are receptive to project ideas and cooperative  Willingness of authorities to outsource services to CSOs
<b>3. Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence</b>	Schools, parents and children wish to take part in specified activities Cantonal Minister of Education approves and supports the initiatives
<b>4. Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats</b>	Positive cooperation between local community, Cantonal and State authorities
<b>5. Empower local communities to improve access to employment to ensure economic sustainability of return</b>	Willingness of Canton to promote equal employment opportunities  Market availability

Clearly, this evaluation has the benefit of hindsight when looking at these risks and assumptions, a benefit which was not available to the project designers. Nevertheless, it seems that the designers have done a good job of forecasting. At the top, the main assumption is that the government secures adequate co-financing. This indeed, did not happen as expected, and so the risk was well identified. Other risks are mainly political, and relate to cooperation and approval of the authorities. The project worked hard to ensure good relations with the Canton and municipal authorities, so these risks were largely avoided. Nevertheless, it might be expected at the design stage – but more likely at the inception stage – that a set of mitigating strategies is set out to limit the damage done if assumptions are not fulfilled or risks actually do happen. It is suggested that the format of the risk assessment at the project design or inception stage is modified to include space for i) the mechanisms for monitoring the risks and flagging when action is needed, and ii) mitigating strategies, should the risks actually happen. It would also be important that the risks are regularly reviewed and updated at project management meetings and steering committee meetings.

**e) Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements?**

The project had a planned inception phase of 6 months. However, during this time, few of the essential tasks expected during an inception phase actually took place. Once the funding was approved, the project went straight into implementation without revising budgets, preparing detailed workplans, or developing a proper Monitoring and Evaluation Framework.

A key point is that the project was originally designed for a budget of USD 5 million. The approved budget was in the end only USD 2.5 million contribution from the TFHS, and substantially reduced co-funding, but the scope and activities remained the same.

Furthermore, the anticipated Human Security Impact Assessment, planned for the inception period and which was to have been the main monitoring instrument and provider of data for assessing the impact of the project, did not take place. **Many of the design issues identified above might have been avoided had there been some investment in revising the budget and workplan and preparing a project-level Monitoring and Evaluation plan and budget during the inception phase.**

**f) Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership?**

The coordination and management arrangements were not clearly defined, and were not appropriate to the project implementation. Key issues are as follows:

- There was no overall project manager with the ability to make operational decisions; the project was *coordinated* by a UNDP programme manager, and operational decisions were made through the line management structures of each implementing agency. This then required the involvement of senior managers in relatively minor operational decisions.
- The project team was not located together in the same place, but distributed in other parts of Bosnia and Herzegovina (IOM project assistant, UNDP project officer, plus UNV field assistant – Drvar; UNICEF – Mostar; UNHCR – Banja Luka; and UNDP project coordinator – Bihac). This meant that there were few opportunities for project meetings, and coordination was done largely remotely. This is not impossible, but requires a high level of personal skill, and additional efforts to ensure that there is the appropriate level of coordination between project components.
- The project steering committee was poorly defined, there was no written and agreed terms of reference, and it was composed of many high-level politicians. The consequence of this is that it was not able to provide a genuine steer for the project.
- There was no clearly defined authority to make decisions in the event of unresolvable disagreements between agencies. Unlike the Millennium Development Goals Fund (MDGF) in which the Resident Coordinator was authorised to take decisions on behalf of all participating agencies, if necessary, there was no such designation either from the side of the donor, nor as part of the project set-up.
- Responsibility and management arrangements for common activities such as visibility and monitoring and evaluation were not defined, leading to fragmentation and absence of responsibility.
- There was no clear or commonly understood role of the Resident Coordinator's Office in terms of project management, quality assurance and M&E. The RC Office could have provided added value, particularly in terms of M&E, but this opportunity was not taken.
- Project reporting was required only once per year as part of the donor requirements. There was no shared operational reporting at the project level (although each agency

had their own internal reporting structures). This meant that operational issues were slow to be identified, and slow to be resolved, particularly in the first year of the project. Despite these design constraints, the Project Coordinator in the last two years of implementation was able to pull the project together, motivate the project team and together deliver an excellent result.

**g) Does the Joint Programme take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention?**

The main justification for the project was the situation of minority ethnic groups in Canton 10, and so was designed with their needs in mind. To this extent, the cross-cutting issues related to ethnic groups was integral to this project and its design.

There was not sufficient analysis at the project design stage to examine gender issues, nor, consequently, to design specific actions to respond to such issues. There was, for example, no gender disaggregated data on population, education levels, employment and unemployment, female-headed households. The overwhelming assumption was that project actions would be the same regardless of the gender of beneficiaries. This is a particular concern for the income-generating components (Objective 5), because it is not clear that there were options explored to support specific income generation opportunities that would assist, for example, vulnerable female-headed households and single parents.

There was no explicit evidence of particular attention being given to people with disabilities, other than as beneficiaries of social services and early childhood development support.

## 6.2 Programme Efficiency (processes)

**a) To what extent does the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results?**

Project results were in general achieved *in spite* of the project's management model, rather than because of it. As noted above in the section on design, a dispersed project team, with unclear management and separated reporting lines is not the easiest structure to manage. That very good results were achieved says much about the individuals working on the project. In some areas, such as education, the project was designed to be managed by only one agency, and here there were no major coordination or management issues. In areas in which there were more than one agency working together, such as under the economic component, Objective 5, differences of approach and underlying principles, and potential overlapping beneficiaries could have led to real problems. That these did not arise is a tribute to the project team, and their coordination with local authorities.

**b) To what extent participating UN agencies have coordinated with each other and with the government and with civil society? To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place?**

Coordination for the project was, on the whole, solid. In practice on the ground, the UN agencies coordinated well in the second and third years of project implementation. There were issues with project coordination in the first year, and this led to slow implementation and weak coordination between agencies. This was remedied by the UN Country Office, and a new project coordinator rapidly improved the situation and was able to turn the project around.

Coordination with Cantonal and municipal governments was exemplary, and all officials interviewed appreciated the efforts of all implementing agencies to coordinate their work.

Civil society organisations, are in general, not well developed in the Canton. The Red Cross was very involved, particularly in the implementation of Objective 2. Other CSOs were involved and informed. They were invited to the kick-off and closing conferences for the project, and some were involved in project activities.

**c) Were programmes' financial and personnel resources managed in a transparent and accountable manner and were they cost-effective?**

Final financial reports for the project were not available at the time of the evaluation, so this assessment is based on the documentation provided for the request for a no-cost extension from May 2016 (7 months before the end of project).

Overall, financial resources appeared to have been well managed. The project was able to extend some activities and in some cases managed to undertake entirely new, unplanned activities that supported the achievement of the overall goal.

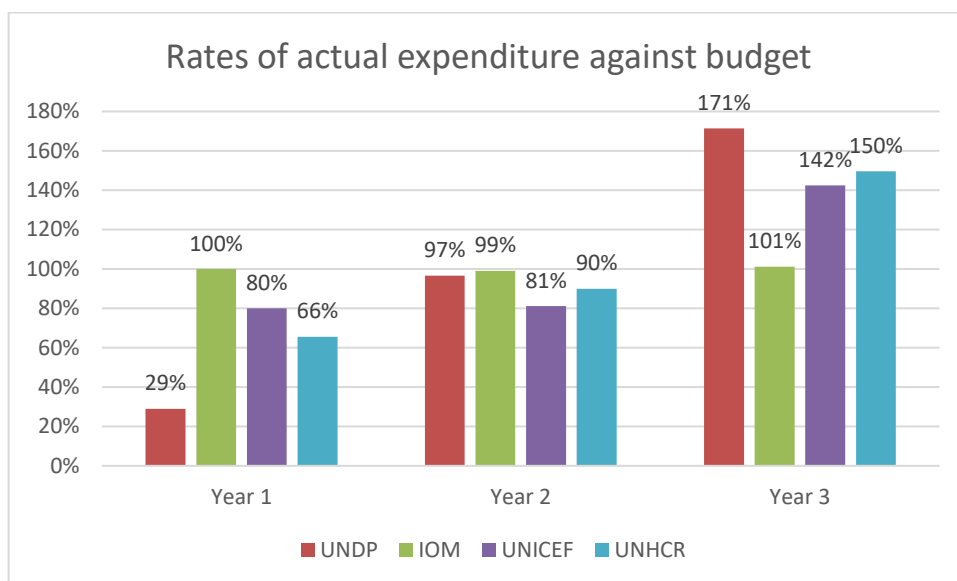
The project team worked hard to attract additional resources to either extend project activities, or to ensure sustainability. Examples of this include the additional funds from the Czech Development Agency to establish a Canton Food and Veterinary Institute, instead of a simple laboratory as originally planned.

In one case, there is some concern that there was insufficient documentation to justify project allocations of funds. For the UNHCR support for income generation the decision-

making procedures for selection of beneficiaries were not adequately documented. There is no suggestion here that there was any mismanagement of funds. The point is that there were insufficiently rigorous requirements for reporting and documentation of resource allocation decisions. In this case, the beneficiary selection decisions were made by an implementing partner, and so ought to have had tighter procedures. This can be a reputational risk for an agency, and needs to be looked at.

Regarding the management of human resources, it can be observed that there was insufficient time allocated to the project management, particularly at the beginning. The project coordinator was a half-time appointment, which is arguably insufficient for a 2.5 million USD project. We see the effects of this in the absence of an inception phase, slow implementation of the project (see below) in the first year, and in the focus on action and activity, neglecting essential administrative requirements, such as more frequent reporting. The budget, however, did appear adequate. There is no evidence to assess the amount of time project staff spent on this project in the first two years, but there are indications that, for example, the flood emergency in BiH during the first year of implementation diverted staff resources.

**d) To what extent were activities implemented as scheduled and with the planned financial resources?**



The graph above shows the *actual disbursed* (not committed) expenditure of the project according to the project years<sup>4142</sup>. Based on this data, we can see that during the first year of implementation, expenditure was significantly below that planned. UNDP and UNHCR both under-spent, and as a result had to catch up rapidly in subsequent years. We see that the final year expenditures were well above budget, showing a race to complete implementation. A four-month no-cost extension was granted by donors, allowing the extra activity to be completed.

<sup>41</sup> I.e. year 1 – Sep 2013-Aug 2014; year 2 – Sep 2014-Aug 2015; year 3 – Sep 2015 – Dec 2016

<sup>42</sup> This data was prepared by the project team, and differs to the officially reported financial data because i) official data is reported by financial year (ie Jan-Dec), and ii) official data includes commitments as well as actual disbursements.



The delay in initial implementation obviously has implications for the project's performance, and in particular on sustainability. When activities are delayed to the final year, there is less time for follow up and for monitoring.

Only IOM managed its budget entirely in line with the planned expenditure.

Activities were completed within the planned budgets. Additional funding for additional related activities were sourced from other donors and other sources (see Annex 8).

**e) What monitoring tools and mechanisms were used by the programme management?**

**Project monitoring is an area of concern for the overall project management.** The project document says that "Monitoring and evaluation activities will be conducted jointly by the applicant agencies and the Steering Committee. A detailed M&E manual will be put in motion before the start of the project including the adaption [sic] of tools identified in the Human Security Handbook for utilization during project implementation" (p25).

No monitoring and evaluation plan was developed.

In the same section on M&E, the project document further says, "The HSIA is an integral part of the project – comprehensive research is planned both at the start of the project and again in the final year in order to accurately capture changes and impact on target groups and communities" (p26).

The Human Security Impact Assessment did not take place.

The project document suggests that 'An inception phase will serve as an important starting point of the project...during which the project...intervention logic will be thoroughly revised'. In the event, the intervention logic was not revised, and it was decided that no monitoring and evaluation plan would be developed and no HSIA would take place. Interviewees could not provide explanations for these decisions, and some key staff at the time were no longer in place and not available for interview. These are all critical failures in the project which affect the capacity to assess the impact of the project on the human insecurities in the Canton.

In the end, each implementing agency was responsible for monitoring its own activities, and no overall project-level monitoring process was put in place. The only project-level requirements were the consolidated annual reports and informal coordination between the agencies. This was not adequate for overall project impact assessment. In a joint project with a single overall goal, it is important that there are agreed, common indicators and means of verification to establish overall project results and performance.

UNICEF conducted effective and reliable impact monitoring of its own activities – a before and after survey to assess the impact of its work to reduce violence in schools. It also conducted qualitative research in the form of focus groups to assess broader themes of human security in the Canton. This latter research, however, was of limited value because the sample size was much too small to be able to conclude that the views of the focus groups in any way represented the views of people across the Canton. Focus groups are useful approaches in evaluation for understanding complexity. For example, they can help with understanding causal mechanisms – how did a particular intervention contribute to particular result – and therefore help us with making attributions. The necessarily small sample size of a focus group means that they are not suited to giving any useful assessment of impact for a wider population. A focus group of 10 participants cannot represent impact on a population of 10,000 people, for example.

IOM and its implementing partner the Red Cross of Bosnia and Herzegovina kept reliable records of its activities in both social services provision and support for income generation.

A survey of the beneficiaries of the economic assistance under objective 5 was carried out during November 2016, and has provided critical information to assess the effectiveness and

impact of activities. This survey was not part of a plan, but was undertaken at the initiative of the project coordinator.

Despite the good work of individual agencies, monitoring and evaluation is an area of concern that needs much more attention. Work is needed to improve the design of indicators, to develop appropriate monitoring methodologies and tools, and to ensure that the implementing agencies use the tools both to report, and to oversee the project's progress. The key to achieving this is to have a joint M&E function within the project, including a shared M&E budget. The primary focus of the M&E function should therefore be to ensure appropriate design of the project document – particularly in terms of objectives and indicators, theory of change, and the development of a feasible and effective M&E plan, the regular collection of monitoring data, and to ensure that appropriate evaluation(s) are carried out.

A learning function could be added to the M&E function, in order to ensure that project team take findings of monitoring and evaluation exercises into account, and take appropriate action to improve project results.

**f) If applicable, how flexible and responsive was the programme in adapting to changing needs?**

**The project's responsiveness to changing needs was one of the areas in which it demonstrated exceptional performance.** Mid-way through the project, the political situation changed so that it was possible to have a more constructive relationship with the Canton authorities. This opportunity was seized, and the project was able to demonstrate that dealing with issues of human insecurity in the Canton was also of interest and benefit to the new Cantonal authorities.

Some of the key opportunities that arose, which the project was able to respond to include:

- Supporting the Canton to extend the provision of pre-school education
- Supporting the development of a Law on Free Legal Aid
- Supporting the establishment of the Cantonal Food and Veterinary Institute
- Support establishment of Cantonal Development Agency
- Preparing and delivering integrated development strategies for the 4 most vulnerable municipalities
- Establishing a new agricultural/food-processing course at the secondary technical school in Livno (the only such course in the Canton)
- Supporting the reconstruction of a building to provide the first socially-inclusive kindergarten, in Livno.

All these opportunities were logically complementary to planned project activities, but were able to provide added value, and greater sustainability than originally planned.

**g) How do the different components of the joint programme interrelate?**

The components of the project are largely complementary. They are all underpinned by a common theme of strengthening the local authorities to manage public resources and provide public services to reduce human insecurities in the Canton.

The project was designed so that no one section (except for Objective 3) was the sole preserve of any one agency. In this way, there was an interest of all agencies to be involved in the project as a whole, and not to see their involvement as an isolated sub-project.

The UNHCR budget was significantly smaller (USD 150,000) than the other agencies', and this may have contributed to the agency being seen as less actively involved in the project as a

whole. It was not able to dedicate sufficient time from its team to contribute adequately to the more entrepreneurial roles of the project team – in attracting additional funds and developing mechanisms for greater sustainability.

**h) Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes?**

There were notable cases of sharing methodologies and approaches both within the project and from other UN projects. Examples include:

- Support from the UNDP Access to Justice project to develop a Cantonal Law on Free Legal Aid (therefore supporting UNHCR's work in free legal aid for displaced persons)
- The application of the MiPRO methodology for developing municipal plans and cantonal development strategy; the methodology was developed by the Swiss-funded UNDP Integrated Local Development Project (ILDP).
- OSCE and UNICEF worked in complement to develop and implement protocols for schools on managing violence.
- In the process of preparation of integrated development strategies UNDP ensured inclusion of UNICEF's SPI methodology
- UNDP started early communication with an upcoming FAO project for Canton 10 to lobby for follow-up on project activities and results
- Contribution by UNDP's Green Economic Development (GED) project to reconstruction and energy efficiency of the new inclusive kindergarten

The project was open and active in seeking complementarities and partnerships with other projects, and using information and human resources from other projects as appropriate. This should be considered one of the examples of good practice.

**i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's outcomes and produce results and impacts?**

The originally envisaged large financial contribution from the Cantonal government of 650,000 USD was not forthcoming. This was not entirely surprising, because of the poor financial situation in the Canton, and in Bosnia and Herzegovina as a whole.

Nevertheless, the project worked hard to identify alternative sources of funding to make up for the shortfall. In particular, it sought out resources in kind that local governments could contribute instead of scarce cash. A list of local authority contributions is given in Annex 12.

In the end, local authorities (Canton and municipalities) provided directly to the project USD 178,000 as a financial contribution, and an estimated USD 78,000 of in-kind contributions<sup>43</sup>.

The project team were understanding of the difficulties local authorities had to find appropriate matching resources in cash terms, but were active in suggesting how municipalities could use other, often underutilised in-kind resources. Heavy depopulation has meant that municipalities have more property than necessary, and office and workspace proved to be effective and sustainable in-kind contributions.

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<sup>43</sup> Source: information from project team

### 6.3 Programme Effectiveness (results)

#### a) What was the quality of the programme's key outputs and/or products (per component)?

Overall, the project's outputs were of high quality. Highlights include:

- Under objective 2: the professional approach and quality of the Red Cross community services, and the quality of cooperation with complementary services, including legal aid and early childhood development
- Under objective 3: UNICEF maintained its reputation for high quality work, well written publications and a serious and professional approach to its relationship with the authorities and schools. UNICEF's expertise is exceptional in this area, and the agency used its experience and knowledge to good effect.
- Under objective 5: IOM's approach was consistent and well-managed, and it is clear that the results achieved in terms of beneficiaries' increases in monthly income were as a result of this solid project management, and based on its experience in this area. UNDP's approach to value chains was solid and based on proven expertise.
- In other areas it was hard to judge quality of outputs, but there was no indication that there was anything other than a commitment to producing high quality outputs.

As in other areas, the performance of the project was let down by the weak project management procedures in place. There was **no overall mechanism for quality assurance**, and there is no indication that project outputs and products were subject to review for quality at the level of the project.

#### b) To what extent were the key programme results achieved (per component)?

Each component is reviewed in detail in section 5, which gives an assessment of the achievements of each objective against a tentative theory of change<sup>44</sup>. In this sub-section the report will summarise the key findings in relation to achievement of results at the goal level only.

By 'results' achieved, this is deemed to refer to the achievement of goal, objectives and outputs as described in the project document and logical framework.

**Goal level: To eliminate community, personal, and economic insecurities which place Canton 10 at risk of instability.**

As noted elsewhere, the goal of 'eliminating' insecurities was highly unrealistic, and should not be taken literally. Rather we should look to see whether human insecurities have been reduced. One of the major weaknesses of this evaluation is that the planned Human Security Impact Assessment, which was the planned key project impact assessment tool, did not take place either as a baseline, nor at the end of the project. The methodology of this evaluation could not substitute for that, and there are few reliable data sources that would provide us with data for any proxy indicators that might be relevant (e.g. unemployment, income growth, municipal budgets, etc.) over the time period 2013 – 2016.

We can infer from the direct results of the project that for the direct beneficiaries at least, there has been some improvement in their situation and a decrease in insecurities. In particular, we can see this in the monthly incomes of the 393 households which were beneficiaries of the economic component; pupils and teachers of all primary schools in the Canton who see a reduction in the incidence of violence; the 462 young children attending the newly available pre-school programme; the 15 pupils at the new agricultural course at

<sup>44</sup> The majority of project indicators at the objective level are not relevant, or the actions to produce the required data have not been carried out. Hence the use of a 'theory of change' approach to assessing the results of each component.

the technical secondary school in Livno, and the 5,000 beneficiaries of home-based social services, the 3,000 beneficiaries of early childhood development services, and the 631 beneficiary households of free legal aid.

While this does not cover the Canton's population of 84,000, given that the population of the four municipalities where most of the activities took place (Kupres, Drvar, Bosansko Grahovo and Glamoč) is only 18,000 in total, we can see that there is a strong likelihood that many, if not most, of the population in these areas benefited from the project in some way.

The project is far from 'eliminating' community, personal and economic insecurities, but it has laid the groundwork for the processes by which these insecurities could be reduced substantially. More work is needed, but **the project has shown what needs to be done, and how it can be done successfully.**

**c) To what extent and in what ways the joint programme addressed Human Security concept on a local level and the country level?**

The Human Security concept was used as the basis for the programme design, and in the early stages of the project it was expounded at meetings and workshops. The Human Security concept is not a radically new approach to development assistance. In many ways it simply packages good practice as a set of guidelines for area-based development projects. Nevertheless, the human security concept is one that is peculiar to the UN system, and the pervading approach to development assistance in Bosnia and Herzegovina is that shaped by the EU and the requirements for EU accession. The human security concept introduces a new vocabulary in a country which is only just getting to grips with EU terminology, for which there are difficulties in providing meaningful translations of key terms into the local language. Were the project to push too hard to promote the human security concept, it would most likely provoke a backlash for over-complicating the already complicated work of local development. In the judgement of this evaluation, the human security concept was present throughout activities, but the project struck the right balance in not aiming for greater local ownership of the terminology and ideas behind it, given that once the project is completed, the agenda would revert to that of the EU accession requirements.

**d) To what extent and in what ways the joint programme contributed to the objectives set by the UN Human Security Trust Fund?**

The objective of the UN Human Security Trust Fund is stated as follows:

*"To realize the full potential of the human security approach, the United Nations Trust Fund for Human Security (UNTFHS) finances activities carried out by UN organizations to demonstrate the added value of the human security approach and extend its usage and awareness both within and outside of the United Nations system."<sup>45</sup>*

The initial identification and design of the project was heavily influenced by the human security approach. The UN agencies worked together to first of all identify a location within Bosnia and Herzegovina for which human security was a major issue. The identification and selection of Canton 10 as the location for the project was based on a comprehensive human security analysis. To a large extent, the design of the project was also driven by human security considerations. In particular, the project aimed to focus on the situation of the minority returnees, mainly in the three northern municipalities, who are in a difficult economic situation, but also face discrimination at individual and community levels. The structure of the human security analysis provided for effective identification of these issues.

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<sup>45</sup> United Nations Trust Fund for Human Security: Guidelines, 9<sup>th</sup> Revision, 1 May 2016 p3

The dominant development discourse in Bosnia and Herzegovina is driven by EU accession, and the very relevant 'political and economic criteria', plus the various 'chapters' of the accession process. So there is a challenge for the human security approach to be heard above this background noise. We can also question the relevance of its introduction; the EU accession process is certainly good enough to tackle issues of discrimination and exclusion, and places great emphasis on the needs for economic development. Given the political and financial weight behind EU accession, the relevance of introducing another approach within this environment has to be called into question.

**e) What factors contributed to progress or delay in the achievement of products and results?**

This was a question asked of many of the main stakeholders during field work interviews. The answer in almost every case was 'the human factor'. Delays at the beginning of the project were caused by team members being distracted by commitments for other projects, and notably emergency work required by the floods that occurred in other parts of Bosnia and Herzegovina in 2014. Slow progress and poor coordination was also attributed by some stakeholders to issues of personal relations between team members.

The slow progress in the first part of the project is likely also to be the result of the absence of an inception report and unrealistic plans and budgets. There was no effort made to revise the project plans or budgets at the beginning of the project – as would be normal practice for a project of this size. Further, the actual budget available (USD 2.5 million) was only half the amount of the budget assumed during the planning stage, so it is very likely that many early implementation issues would have been due to over-optimistic plans that needed to be scaled back.

The very major progress made in the second half of the project was attributed to the new project coordinator and his dynamic and effective approach towards the task.

Despite the progress in the second half of the project implementation, it is important to note that the project coordinator position was envisaged as a part-time post, with time being shared with other projects. Given the scale and complexity of the project, this is not sufficient and many aspects of project management have suffered as a consequence.

**f) In what way has the programme come up with innovative measures for problem-solving?**

The project adopted a measured approach to innovation. Rather than trying to invent new ways of doing things, it very sensibly introduced models from elsewhere in BiH and further afield that had been tested and shown to work. Examples include the adoption of the MiPRO planning methodology, and the introduction of the socially-inclusive kindergarten in Livno, based on a model tested in Mostar.

The project did show itself to be particularly entrepreneurial in identifying and bringing in other partners to support the Canton. The project team took the view that the important results are those achieved on the ground in the communities, and that by brokering a relationship between donor and communities, they establish the basis for longer term cooperation. They did not seek additional donor support for the project and its budget. In this way, they engendered the trust of donors, and probably generated much more support for the communities in Canton 10.

Their approach was a more attractive proposition for donors – especially the smaller donors who aim to achieve visibility at the community level, and whose contribution to the project, had they made one, would have been swallowed up and insignificant. Hence the achievement of:

- The Cantonal Food and Veterinary Institute: the project plan aimed to provide testing equipment for assuring milk quality. This was a limited intervention. Additional support worth EUR 400,000 from the Czech Development Agency meant that the Canton could establish a proper food and veterinary institute which would have a wider remit to assure the safety and quality of agricultural produce across the Canton, and, with Cantonal budget funds, be fully sustainable.
- In 2016 the Korean government provided support for up to 100,000 USD for two ambulances (vehicles) to support medical services in the remote rural areas.
- In 2015 the Korean government provided 100,000 USD for IT equipment and renovation of school playgrounds in Drvar, Bosansko Grahovo and Glamoč
- The Korean government announced commitment of another 100,000 USD for priority projects in Canton 10 for 2017.

**g) What good practices or successful experiences or transferable examples have been identified?**

See section 7.2.

**h) Did all planned target groups had access/used programme results?**

There were no planned target groups that did not have access or benefit from the project results.

In one area, support for civil society, it was found that there were fewer operational civil society organisations than anticipated, and these had lower capacities. But the support for CSOs was adjusted to be appropriate, and they did indeed benefit. However, CSOs (other than the Red Cross) were not able to play the advocacy role expected by the project design.

**i) What is the quality of local interventions and results achieved on a local level?**

All the project's interventions and results achieved were at the local level. See the section in response to question a) above (What was the quality of the programme's key outputs and/or products (per component)?)

## **6.4 Programme Impact**

**a) What difference the programme intervention made to programme stakeholders?**

Detailed assessment of the difference made to stakeholders is provided in section 5. The section develops a 'theory of change' for each major component, and assesses the contribution of the project activities to the desired change.

In summary, however, the following can be concluded.

**Objective 1:** the Cantonal Development Agency and municipal level development plans both demonstrate a commitment of the authorities in Canton 10 to continued social and economic development; the more systematic approach, and a greater attention paid to the concerns of minorities can be directly attributed to the project.

**Objective 2:** a model of service provision (mobile teams) has been demonstrated to be both effective and cost-efficient in meeting the needs of 5,000 vulnerable people. This demonstration, has enhanced the capacities of local governments in the four municipalities (Drvar, Kupres, Bosansko Grahovo and Glamoč) to provide appropriate social services. Early childhood development services have provided the skills and resources for health personnel to be able to monitor and address developmental issues in young children. Alongside this, investments in water infrastructure have enabled more efficient and targeted maintenance and future investment, reducing costs and wastage, and increasing the water quality.

Introduction of planning methodologies have helped municipalities plan and manage their resources more effectively.

**Objective 3:** a sustainable network of inclusive pre-school education provision was established across the Canton, enabling public authorities to provide pre-school education for the first time. Primary and secondary schools (education staff and pupils) were equipped with the skills and protocols to prevent and address issues of violence.

**Objective 4:** local authorities in the four target municipalities developed community safety plans, and have a prioritised list of activities which would, if implemented, address security and safety issues.

**Objective 5:** the main differences made here are on the lives of the direct beneficiaries – mostly vulnerable smallholders – in terms of significant increases in regular income. Interventions to improve value chains have strengthened access to markets for individual producers and small firms, and have given the Cantonal Development Agency practical examples of potential future interventions to strengthen the economy. Little was achieved in terms of the reduction in discrimination of employers towards unemployed people from minorities.

**b) Which target groups and how many direct and indirect beneficiaries were affected by the programme?**

The following table summarises the outputs and activities which were intended to have an impact on beneficiaries directly, and provides data of the actual number achieved (according to project reports and other project data) against the planned figures.

In some areas, such as peace education for pre-school children and water network upgrades, the activities were altered so that it is not meaningful to give a report against the plan – these are included in ‘unplanned activities’ at the bottom of the table.

**We see that in most activities, the number of beneficiaries reached is significantly larger than that planned.**

The nature of the impact is described in more detail under the sub-sections for each objective in section 5.

Output/ activity	Description	Type of Beneficiary	Planned Number <sup>46</sup>	Actual number	Source/ comments
2.2.4.1	Free Legal Aid	Minority returnees	600	671	UNHCR spreadsheet
2.2.4.2	Early Childhood Development (Partly through Mobile teams)	Vulnerable children	2,000	3,000+	UNICEF reports -
2.2.4.3	Mobile teams equipped, trained and providing access to mobile health services	Vulnerable elderly people	1,700	5,000	Red Cross report (includes some ECD and legal aid)

<sup>46</sup> From project documentation



Output/ activity	Description	Type of Beneficiary	Planned Number <sup>46</sup>	Actual number	Source/ comments
2.3	CSOs delivering services to citizens	CSO	10	0	Fewer CSOs available than expected. 17 CSOs trained, but did not achieve objective of 'delivering services'
3.1.1	Inclusive and intercultural education	Primary school children (and their teachers)	800	1,180 children 112 teachers	Puppet shows Support to teachers
3.1.2	Peace education for pre-school children	Children 3-6 yrs.	500		Activity adjusted to provision of pre-school education (see unplanned activities below)
3.1.3	Violence prevention in schools	Schools	15	800	Members of peer support groups
3.1.4	Intergenerational and interethnic cooperation dialogue with students	Teachers	60		Duplicated – OMJ documentaries
3.1.5	One Minute Junior documentaries	School children	15 schools	180 children	60 Yr. 2 120 Yr. 3 (UNICEF)
3.1.6	Facilitate interactions between students through exchanges among schools and joint activities, across the Canton	School children age 6 -10		1,180 + 53	Puppet shows 1,180 Yr. 1 53 OMJ Yr. 3
4.1.2	Training to enhance capabilities to protect citizens from man-made disasters	Police officers	35	0	Not done (as of year 2)
		Community service providers	4	0	
4.1.4	Safety/Prevention activities in schools	Primary school children age 6 – 10	n/k	1,600	Year 2

Output/ activity	Description	Type of Beneficiary	Planned Number <sup>46</sup>	Actual number	Source/ comments
5.1.1	Small scale income generation at individual level	Vulnerable, economically deprived households	195	385	UNDP/IOM/ UNHCR
Broken down as follows:					
5.1.1.1	UNCHR	Returnee H/H	25	45	UNHCR
5.1.1.2	IOM	Vulnerable H/H	40	50	IOM
5.1.1.3	UNDP – individual value chain	SMEs, small scale farmers	25	269	UNDP (combined results)
5.1.2	Linkages to coops and markets	SMEs, cooperatives and micro-producers	50		
5.1.3	Training for farmers – food safety etc.	SMEs, small scale farmers	70	162	UNDP
5.1.4	Improve SME competitiveness	SMEs, municipalities	5	n/k	
UNPLANNED ACTIVITIES					
	Water network – clean water provided	Persons	n/a	10,654	UNDP
	Pre-school education	Children 3-6 yrs.		720 - Y1 470 - Y2 462 - Y3	UNICEF

As far as indirect beneficiaries are concerned, it could be argued that the majority of the population of the four targeted municipalities (Bosansko Grahovo, Drvar, Glamoč and Kupres) have benefitted in some way from the project's interventions. This would add up to a total population of 18,402<sup>47</sup> of indirect beneficiaries.

There were 5,136 children attending primary school in Canton 10 for school year 2015 – 2016, and since we saw from the survey of a sample of pupils that incidents of violence had decreased (see 5.5) we can argue convincingly that all pupils were indirect beneficiaries of the project. The survey did not cover secondary schools, but project activities did, so it may be reasonable to include also the 2,283 secondary school pupils (2015-2016) as indirect beneficiaries.

<sup>47</sup> Census data 2013

**c) What impact has been made in the targeted sectors in terms of institutional development, legislative development, capacity development?**

The key sectoral impact can be summarised as follows:

Sector	Assessed impact
Forestry	Improvements to efficiency of the main forestry company through use of GIS; potential improvements to health and safety
Social services	Capacities of key providers strengthened (Red Cross) and example of effective and efficient service as model for future development in the sector
Education	Greater awareness of issues of violence in schools, especially psychological and 'cyber' violence. Capacities improved to prevent and mitigate effects of violence. Establishment of pre-school network.
Agriculture	Improvements in access to markets in both honey and dairy production. Increased incomes of smallholder producers. More efficient small processors (cheese). Veterinary and Food Safety institute will provide greater protection from disease and other risks. High school course in agriculture is first time that the Canton can offer formal education in the Canton's main economic activity.
Legal aid	New legislative basis for provision of free legal aid across the Canton.

**d) What impact has been made through the programme on key institutions, municipal administrations, local communities?**

The key institutional impact can be summarised as follows:

Institution	Assessed impact
Canton 10 government	Creation of a Canton Development Agency is a key institutional change which will have a substantive effect on the Canton's economic and social development. Canton development strategy, based on respective municipal strategies, will provide the basis for development priorities.
Canton 10 Ministry of Agriculture	Veterinary and Food Safety institute
Canton 10 Ministry of Justice	Law on Free Legal Aid – prescribing establishment of Cantonal Legal Aid Office
Canton 10 Ministry of Education	Network of pre-school education provision is the key institutional change. Increased policy attention given to violence, tolerance and social inclusion in schools.

Institution	Assessed impact
Primary schools & secondary schools	Strengthened capacities to prevent and deal with violence of all kinds in schools.
Municipalities	Developed capacities in systematic assessments of needs and priorities, and in planning realistic interventions to support local development.
Municipalities & Centres for Social Work	Model of mobile social service provision created. Awaiting decisions on whether budgets will be available to support this in future.
Health care centres	Capacities created for effective screening and interventions in early childhood development.

**e) Were cross-cutting issues taken into account?**

The two most relevant cross-cutting issues for this project were gender and ethnicity. Ethnicity was the basis of the project, and so it was taken into account at all stages, both design and implementation. The geographical and demographic situation in the Canton is such that the three poorer, northern municipalities are populated mainly by ethnic Serbs, who are also formerly displaced. Project activities conducted here would mainly benefit the Serb minority. Kupres, one of the southern municipalities, populated mainly by ethnic Croats, is also markedly poorer than neighbouring Livno and Tomislavgrad. The project wisely provided some key support here, too, especially for a small group of minority Bosniaks. This was a necessary measure to ensure that there was solid political buy-in to the project, and for it to be seen as a balanced and supportive project, not one that seeks to exacerbate ethnic tensions.

In terms of gender, this issue was less present in both project design and implementation. The project design did not, for example, look for gender disaggregated indicators in any area other than education. There was no specific gender analysis in the project design, and no particular issues related to gender were identified. Data on gender of beneficiaries was generally collected by project activities, particularly in education, social services and support for income generation. No particular concerns were raised in relation to gender through all the evaluation interviews. However, there might be value in investigating the income generation support in more detail to see whether poor, female-headed households are sufficiently represented and whether the solutions on offer are appropriate to their situation.

**f) Was good governance mainstreamed in the programme?**

Local government – both municipal and Canton – were closely involved in the project in almost all its components. Planning methodologies for local development and community safety were participative and successfully included non-government stakeholders. Decisions were on the whole made in a transparent and accountable way, promoting this as an example for local government. Non-discrimination and equality were the foundations for the project, and these principles were communicated often to local officials.

**g) How did the programme contribute to the promotion of Human Rights?**

The EU Progress Report for Bosnia and Herzegovina includes an assessment of the human rights situation and provides recommendations for priority actions. In the 2016 report, a wide range of issues were highlighted, and these included some very relevant to the project:

*“On refugees and internally displaced persons [...] significant attention is still required on [...] access to healthcare and to employment, health and social protection, safety and demining, and education.”*

*“Free legal aid agencies have not yet been established in two cantons. Legislation on free legal aid is yet to be adopted at state and Federation entity levels and in two cantons”*

It is clear that the project has contributed to these two main issues – access to employment and social care, safety, and education for displaced persons (in this case, returnees), and in terms of establishing the legal framework for free legal aid in Canton 10 (one of the two cantons referred to in the EU Progress Report).

**h) To what extent joint programme helped to influence the country's public policy framework?**

There is limited evidence available to this evaluation of the influence of the project at the country level. As a primarily local project, it is likely that the project had a very limited influence on the country's public policy framework, other than in terms of supporting the local implementation of entity-level strategic frameworks, such as for development planning.

**i) What factors favourably or adversely affected the spirit of Joint Programme delivery and approach?**

The **‘human factor’** was the crucial factor that both favourably and adversely affected the spirit of Joint Programme delivery and approach. When the ‘human factor’ was problematic, the whole project suffered delays and poor coordination (at the beginning). When this problem was resolved and a new Project Coordinator was appointed, the situation was reversed and a spirit of cooperation and mutual support developed.

As well as the personal skills of the project team, another key factor is the amount **of time dedicated to project coordination**. In a project of this size and nature, it was surprising to see that the project coordinator was allocated for only half of his time. A full-time coordinator should be essential, and we see the effects of this in the relatively poor frequency and quality of project reporting and monitoring documentation.

**Fragmented budgets** for public relations, and monitoring and evaluation meant that there were no project level attempts in the first year to promote the project as a whole, and to establish a working monitoring and evaluation framework. From the beginning of the second year, the UN Communications Unit assisted the project to establish a dedicated website and Facebook page, which has greatly helped to provide a more coherent image of the project as a whole.

By contrast, **the monitoring and evaluation** of the project remained fragmented, and the decision by the heads of agencies not to undertake the planned Human Security Impact Assessment (HSIA) means that there was no project level data on overall impact. This arguably also had the effect that the individual agencies were focused more on achieving their outputs – since that was what they were being measured on – rather than on working together to achieve overall project impact.

The **dislocation of the key project team members** (in Drvar, Bihac, Mostar and Banja Luka) limited coordination and communication between team members; extra efforts and significant travelling was required to overcome these.

The **management structure** of the project did not have sufficiently developed procedures to enable disputes to be resolved quickly and efficiently. Within the structure, there was no ‘casting vote’ or overall decision-maker who could resolve disagreements between two agencies. It was pointed out by interviewees that this is in contrast to the arrangements for

the Spanish MDG fund joint projects, in which the Resident Coordinator formally had this dispute resolution responsibility.

## 6.5 Programme Sustainability

### a) To what extent will the benefits of a programme continue after activities have ceased?

Overall, there are strong prospects for the benefits of the programme to be sustained and even enhanced in the coming years. The key sustainable benefits of the programme include the following:

- Free legal aid service available to vulnerable people;
- Lifetime benefits for the children aged 3 – 6 who participated in the pre-school education programme and the Livno kindergarten;
- Likely continuing reductions in violence in Cantonal primary schools;
- Likely increased productivity and incomes for the vulnerable households which benefitted from income generation support;
- Some continuing reduction in safety violations in municipalities (Local Safety Plans);
- Improved control of livestock and food hygiene and safety (Veterinary and Food Institute);
- Increased funds from donor and other sources, providing capital investments supporting Cantonal economic and social development (Canton Development Agency);
- First generations of agronomists/food-processing technicians to enter the local job market.

### b) How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme?

The project succeeded in embedding several key elements into institutional structures.

**Economic development policies and development planning** have been established in the new Cantonal Development Agency, and to some extent in municipalities.

Procedures for **violence reduction** in schools are in place and likely to sustain. The pre-school education programme was established, led by the Ministry of Education, and will be included in budgets for subsequent years.

The **secondary vocational school** course on agriculture and food processing is an accepted part of the school curriculum and is included in future budgets.

A draft law on **legal aid** had been approved by the Canton assembly in late 2016, and provision made in the budget for 2017 to deliver the new service. This will lay the groundwork for the provision of a free legal aid service, but details of the form and extent of the service are yet to be worked out. In particular, it remains to be seen to what extent the free legal aid service will be able to support the specific legal issues faced by minority returnees.

The running costs for the Livno **inclusive kindergarten** have been included in the municipality budget for 2017. Finally, the Veterinary and Food Safety Institute will be active from 2017, and has been included in Ministry of Agriculture budget for that year.

In all of these areas there is a stated political commitment, backed by budgeted support.

In the case of the mobile teams providing social services, however, although there is explicit political commitment, as of the time of the field visits (October 2016) there was no formally approved budget to continue to finance them, and they were faced with the prospect of closing by the end of the year.

**c) Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices?**

The institutions that will continue to work in the development direction set by the project are the Cantonal Government through its Canton Development Agency, the Cantonal Ministry of Education, and the municipalities of Drvar, Bosansko Grahovo, Kupres and Glamoč. A key constraint for all these will be finance. The Ministry of Education has the best prospects for sustaining necessary levels of budget, and the municipalities will continue to struggle. The success of the Canton Development agency will largely depend on its own abilities to attract additional finance and to provide effective guidance to the Canton in terms of development policy and actions.

**d) Is there an exit strategy or a follow up action/intervention planned after the programme ends?**

There was no exit strategy developed for the project. Individual agencies, such as UNICEF, have some plans for continuation and follow-up, and there will be other support coming from other agencies (e.g. FAO). However, none of this has been systematically planned, or based on analysis of the project as a whole.

**e) Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?**

As noted above there are critical concerns about the financial sustainability of the social services mobile teams. IOM produced an analysis of costs, and estimated continuation to cost around 2000 USD per mobile team per month. Both Canton and municipalities can participate in financing these teams, but so far none has made the commitment in the budget for 2017.

In education, ongoing costs of continuing project benefits are relatively small. The Canton Ministry is committed to continuing the finance of the pre-school programme. The violence prevention work is low cost, and the schools visited for the evaluation suggest that activities and the protocol will continue into the foreseeable future.

Budget funds have been committed for the Veterinary and Food Safety Institute, the Canton Development Agency, the kindergarten in Livno, and the agricultural course at the Livno secondary vocational school. Further review is needed during the course of 2017 to assess the extent to which budget commitments are realised.

The financial commitments made by the local authorities are summarised in the table below.

<i>Institutionalized service</i>	<i>Estimated annual budgetary allocation as of 2016</i>
Cantonal Development Agency	120,000.00 USD
Cantonal Office for Free Legal Aid	108,000.00 USD
Cantonal Food and Veterinary Institute	180,000.00 USD
Vocational School of Agriculture	85,000.00 USD
Total annual allocation	493,000.00 USD

These are substantial commitments, and are a very good indication that these particular achievements of the project will be sustainable.



**f) Was the duration of the programme sufficient to ensure sustainability of the interventions?**

Three years is a relatively short time, and the project was able to achieve a great deal within this period, including many achievements to ensure sustainability. Time was lost during the first year of the project through slow implementation, and in the last year of implementation, many activities were undertaken for which we do not yet know the full impact or sustainability.

More time would have been useful, but only if a mid-term review were conducted to assess where progress is being made, adjusting priorities, and leading to a revision of the project plans and budget. While three years is short for ensuring sustainability, a four or five-year project needs to be more carefully monitored and steered to ensure that it remains relevant and on track.

**g) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis?**

Lessons learned are given in Section 7.1.

**h) To what extent and in what ways joint programme contributed to progress towards United Nations reform and future joint programme planning and implementation?**

This project has contributed to future joint programme planning and implementation by providing examples of good practice, key lessons learned and relevant recommendations. Refer to sections 7.1, 7.2 and 8 for detail on these.

**i) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility<sup>48</sup>) being applied in the joint programmes?**

**Ownership:** although the project was developed prior to the term of office of the current Canton government, the Cantonal authorities demonstrated strong commitment and interest in the project. They had also been instrumental in helping to shape some of the modifications to the project implementation, and the project's flexibility was a key factor in achieving Canton level ownership. The municipal mayors who had been in office at the time of the design phase praised the programme development for its close cooperation with local governments. During implementation, the project was able to respond flexibly to changing circumstances and new priorities; this generated a strong sense of ownership over the project and the project's results.

**Alignment:** the project directly arose from a study and recommendations commissioned by the European Union exploring the current state of displaced persons and returnees<sup>49</sup>. The report recommended, as an urgent need, area based programmes: "donor funding could more effectively support return by addressing a number of issues within a particular geographical location. Area-based programmes could tackle economic development, linked to skills development of returnees; infrastructure to improve farmers' access to markets; social housing linked to provision of social welfare services."<sup>50</sup>

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<sup>48</sup> The ToR question refers to 'mutual responsibility' but the Paris Declaration refers to 'mutual accountability'; it is assumed that the question refers to the latter term.

<sup>49</sup> Pilot Project on Social Housing and Annex VII Strategy Implementation: Annex VII Progress Analysis Report, EU Delegation Sarajevo June 2012

<sup>50</sup> Ibid pp73-74

Soon after, the UN Country Team developed a policy paper<sup>51</sup> to align all UN activities supporting displaced persons and returnees around a common agenda. This paper argued for complementary measures to the Regional Housing Programme, which would provide support at the individual, area-based or community, and policy levels.

The project was developed in parallel to these initiatives, and was well informed by them.

The project is therefore closely aligned with EU support for Bosnia and Herzegovina (and hence the overall development direction), and within the UN Country Team.

**Management for Development Results:** The implementation of the project had a strong focus on both achieving a positive impact on vulnerable beneficiaries, and on achieving institutional and sustainable changes. Real and measurable results were achieved, and this was a result of the combination of reasonably good design, and the personal mind-sets of the project team.

**Mutual accountability:** The project has been reasonably open with government partners on progress. Progress reports and a strong focus on communication have supported the project's openness and accountability. Cantonal and municipal governments have been cooperative and relatively open, within the normal limits of what can be expected in the context. The basis of mutual accountability was established by a Memorandum of Understanding signed by all UN agencies in the project, all municipalities in Canton 10, and the Canton government (11 partners in total).

**j) What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the Joint Programme?**

Please refer to lessons learned in section 7.1.

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<sup>51</sup> UN BiH Policy Paper: A Joint UN Response to the Continuing Challenges of Displacement in Bosnia and Herzegovina, May 2013, developed jointly by UNHCR, UNDP, UNICEF, IOM and UN Habitat.

## 7 Conclusions

Overall, the project achieved a great deal in terms of its contribution to the well-being of the people of Canton 10. Each component made a positive contribution in their respective sectors. A superficial look at the project might take one to the conclusion that while the components were worthwhile, they did not necessarily tackle the deep-rooted problems of the Canton. For example, the project was not able to deal with the extreme imbalances of employment opportunities between Drvar and Bosansko Grahovo and the rest of the Canton. While social services were improved for the rural elderly, the project could not tackle the underlying emigration of young people, which is making the aging population more vulnerable and isolated. Likewise, the sense of unfairness engendered by entrenched political patronage, and which has led to a bloated public sector and fewer resources for public services, was not tackled.

However, considering that the project had a short timeframe of only 3 years, and that such deep-rooted problems require much longer-term solutions – if they can even be tackled by external programmatic interventions – the project can be judged to have made a reasonable balance between tackling the deep problems and tackling the problems that can be addressed within the project timeframe and budget.

A more careful and holistic approach to the analysis of problems and to the design of the project might have led to a project that was less disjointed between its components. For some parts of the project it is hard to escape the conclusion that agencies were simply continuing and extending their existing work, without paying special attention to the context and priorities of the Canton. In other areas, we have seen an exemplary approach to working together between the agencies, and responding to local opportunities and priorities.

The project would have benefitted from taking a longer-term view of development interventions in the Canton. A key limitation (and strength) of the design was that it was a pragmatic response to a 3-year funding opportunity, and as such, the project's interventions were designed to achieve results at the end of that period. There was no longer term logic made explicit that would link the project's three-year results with the overall goal of "eliminat[ing] community, personal, and economic insecurities which place Canton 10 at risk of instability". A longer-term perspective might have made the project a little bolder in aiming to tackle more fundamental problems. But it is understood that this is a difficult management decision to make, in the absence of longer term funding. The project could have benefitted from a mid-term strategic review and some efforts to identify future funds well before its planned end date. This could have provided the UNCT with guidance on future development of area-based development projects in the Canton and elsewhere in BiH.

A critical failure of the project was the decision not to undertake the Human Security Impact Assessment, and not to put in place meaningful alternative arrangements for monitoring impact. This emphasised also the weak framework for monitoring and evaluation – over-complex objectives, indicators focused on inputs, and unfeasible or uncollected means of verification, and above all, the clear responsibility and dedicated resources that are required for monitoring and evaluating a project of this nature.

Joint UN projects in the region have not been overwhelmingly successful, and are often difficult to manage. Key success factors for a joint project include the attitude and approach of the agencies involved, and the coherence of the systems and procedures established to manage a joint project jointly. The case of the Canton 10 project demonstrates that while the systems may not be adequate, a positive and constructive approach to working together can overcome these, albeit at the expense of efficiency and additional workload for the team.

The successful implementation of the project is wholly due to the project team and its energy and commitment to ensuring the project achieved – and even exceeded – its planned results.

## 7.1 Lessons Learned

### An inception period and report are essential

The planned inception period did not achieve the required outputs. Despite an inception report being a required deliverable, this was not produced, and the project continued based on the original budget and workplan. Since this workplan and budget were produced over a year earlier than the start of the project, there were some key changes in circumstances that required adaptation of the scale and scope of the plan and budget.

The absence of an inception report created difficulties, particularly at the beginning of the project, and this is seen in the overall slow rate of implementation in the first year.

The inception period should also have provided critical baseline data, on which to make more informed assessments about project impact and effectiveness, and a monitoring and evaluation plan. Neither of these were produced, and this had a profound detrimental effect on the project.

### Project coordination is a full-time task

In general, considering the project budget and the range of activities, the project was understaffed. The project coordinator was allocated to the task for only 50% of his time, and in total there were only around 4 full-time equivalent staff. This was not sufficient for project of this size and complexity. A project coordinator for a USD 2.5 million project needs to be 100% dedicated to the work and especially during the start-up phase. Consequences of this include the slow implementation rates at the beginning of the project, and the insufficient project management documentation throughout.

### An effective team needs interpersonal as well as technical skills

Poor project performance at the beginning of the project was attributed to the substandard interpersonal skills of the project coordinator. Appointment of team members – especially in a complex environment such as this one in which diplomacy is required in relations between UN agencies and with local stakeholders – needs to be on the basis of their interpersonal skills and abilities in working with a team as much as their technical knowledge.

### Project level monitoring is essential

The project did not have an overall monitoring plan, leaving the job up to individual agencies. This meant there were no standard reporting instruments except for the annual report format, and there were insufficient planned and budgeted activities to obtain required data for monitoring. Last-minute improvisation was able to get some information about the impact of the income generating activities, but this would have been more reliable and systematic if it had been properly planned and budgeted. Disputes between the agencies meant that the key monitoring tool, the planned Human Security Impact Assessment (HSIA) did not take place either at the beginning nor at the end of the project, and so the project's overall impact on human security could not be reliably assessed.

The lesson learned here is that for joint projects, project level monitoring and evaluation needs to be supported by a single budget, against a single plan, and with one agency responsible for leading and coordinating monitoring activities. An alternative might be to place budget and responsibility with the office of the Resident Coordinator, if the resources are available.

### Common activities require unified budgets

Promotional activities were originally planned and budgeted as separate activities of each of the implementing agencies. This was found to be highly inefficient, since there was no overall promotional plan and the amounts of money with each agency were relatively small. In the

second year, these amounts were pooled and with the help of the UN expert with responsibility for public relations, a single plan was produced. The resulting communication efforts were more effective and able to promote the project as a whole (including the Trust Fund for Human Security 'branding').

#### Quality project management needs quality assurance

The project's management procedures were particularly weak. Since there was a reliance on individual agencies' own procedures, there were no coherent processes for planning, budgeting, reporting and coordination. These were instead ad hoc, and dependent on the time and initiative of the project team.

Joint projects need joint project management procedures. At the same time, there should not be duplication of effort in which a team member has to write, for example, a report for his/her own agency and another report for the joint project. Hence some effort needs to be invested in advance to work out the most sensible and efficient arrangements.

A joint project also needs to have appropriate quality assurance procedures, in which key project outputs are properly scrutinised and approved. The absence of an inception report is a good example of a case in which a required output was not produced, and there was no quality assurance to flag that this was the case. Another example is the failure to produce the critical HSIA survey. Its absence was known by the project team, but there was no paper trail to explain why such a critical part of the project had not been produced, nor to flag the consequences for the project and wider donor accountability. Project management procedures need to be able to document key changes to activities and outputs, in order to justify decisions made, and to inform senior management.

Ideally, project management procedures would be backed up by an effective methodology and IT system to assist in the production, storage and access of project documents.

#### More frequent reporting is needed for good project management

Reporting for at the project level was required only annually; other reporting was defined according to the internal procedures of each agency. This means that there were only two opportunities for the project management to see how the project was progressing throughout the 3 years and 3 months of project implementation – following year 1, and following year 2 when reports were compiled.

This is not sufficient for project oversight. More frequent reporting at the project level is needed to identify issues, approve changes and to be assured that the project is on track. The reporting also needs to provide a record of the actions and decisions taken, particularly when it concerns any major changes to scale or scope. The annual reports available for this evaluation (years 1 and 2 only) were only partially able to do this.

The first and second year reports (the final report is not yet available at the time of this evaluation) were comprehensive, but in some areas, somewhat misleading. There were several activities that were reported as 'on track', but had in fact either not been carried out, or which had changed substantially from that originally intended.

This gave the misleading impression that all was as planned; however, as we see from the actual expenditures against budget (see p 72), all was not as planned. Things in the first year were substantially behind schedule. In the second year, some key activities (such as the planned vocational training for unemployed, output 5.2) had changed the substance (funding moved to support vocational secondary education, and students, not unemployed beneficiaries), yet were reported as 'on track'.

In many cases, there were good reasons for changes to activities. However, because the original plan was never updated, and indicators and targets not changed since the start of

the project (see point 0 regarding inception periods) the reporting began to look more confusing as revised activities were passed off as planned activities.

In development programmes, it is understood that things will change; activities are more or less expensive than budgeted, some things work better, some apparently good ideas don't work at all, and opportunities arise that are too good to be missed. This is understood. What is needed is a way of reporting these that does not seek to blame, but rather seeks to inform and to learn. Better reporting should acknowledge that the plans will change, and to provide ways in which the (agreed) changes to plans can be incorporated, with justifications, and then clearly reported.

It is especially important to acknowledge when things are not working as early as possible, so that remedial action can be taken quickly. Leaving activities undone without reporting and identifying appropriate alternatives (such as the Human Security Impact Assessment) means that significant gaps arise that are then a surprise to senior management and donors much later.

For this kind of project, reporting needs to be *at least quarterly* for project management purposes. Reporting formats need to be able to accommodate changes to activities, while leaving a proper 'paper trail' so that changes can be understood and justified to those not closely involved in the project. It should also be good practice to update plans and targets at least annually, to take account of the reality of implementation.

#### Time to exit or time to continue?

The project succeeded in many ways. One of the major successes was to establish a relationship and a framework in which international actors – in this case the UN country team – work closely with local authorities to achieve significant development results.

As the project now comes to a close, this relationship and framework will also come to a close. However, the development needs of Canton 10 are not resolved by any means: there are still major issues of exclusion and discrimination faced by minority returnees, slow economic growth painfully affects those of whichever ethnicity living in the remote rural areas and small towns.

While it is understood that there will not be any further support from this particular funding source – the UN Trust Fund for Human Security – it is not impossible to see other major donors providing the resources for future development work.

A clear lesson is that well before the end of the project, the question should have been asked whether there was a need and a possibility for such a development framework as in Canton 10 to continue, and if so, in what form. A mid-term review, or strategic review, looking at the achieved results and also at possibilities might have been able to inform both UN senior management, cantonal, entity and state level authorities, and possibly the EU, that there were strong arguments for this form of development assistance to continue, and to work to put into place additional funds before the end of the project.

As it is, the project will end, and there are few substantial possibilities for follow-on support at present. The lesson is that projects like this are too short to be seen as stand-alone interventions, but should be seen as part of a longer-term strategy or series of interventions, and planning for the next intervention should begin well before the previous one has ended.

## 7.2 Best Practices

The project as a whole should be seen as a successful intervention. The reasons for its success are many, but were summed up by the outgoing Mayor of Kupres as 'the human factor, pure and simple'.

In this section, the report tries to expand on this, and to see what good practices might be transferable to other projects of similar scope and approach.

### Working for the whole canton

The justification for the project was the precarious existence of the ethnic Serb returnee communities in the north of Canton 10. However, in order to address the root causes of their human insecurities, action was needed by the Cantonal authorities in the south. It is a political reality in the Canton that the majority population identifies as Croat. This means that as long as ethnicity-based politics prevails in Bosnia and Herzegovina, the elected Cantonal government will be Croat led.

The project sought to build bridges and to generate recognition that addressing the needs of the Serb population will also bring benefits to other poor and marginalised in the Canton. Early in the project, a decision was taken to also work in Kupres, a Croat majority municipality with a Bošniak minority returnee population, and also very poor. In education, the approach was resolutely about inclusion – ensuring that all children, of whatever ethnicity, were educated together with equal respect for all, and to overcome the suspicion of ‘others’.

This inclusive approach is not just about rhetoric. Project outputs have to be seen to benefit the whole Canton, and so this requires carefully balanced planning and budgeting. The whole Canton benefitted from the investments in education; from the Cantonal Development Agency; from the Veterinary and Food Protection Institute; from the pioneering work in social services. Alongside that, the four poorer municipalities (with both Serb and Croat populations) received tangible benefits for household incomes, water supplies, community security and economic development. The overall impression is that it was the vulnerable who gained most and not ‘the Serbs’ or ‘the Croats’, and this is a credit to the project, and was a major success factor in winning trust from all sides in the Canton.

### Flexibility

Some of the major project achievements were not planned at the beginning, but were opportunities that were seized during the course of implementation.

The support for pre-school education was not planned, but when the government announced its intentions to develop pre-school provision, the project was there, with expertise in education, to provide exactly the right support. Its inputs – in terms of education expertise and resources – turned a political wish into a genuinely inclusive pre-school education programme for hundreds of young children.

Flexibility turned what was planned as the procurement of some laboratory equipment into a full-scale Veterinary and Food Safety Institute serving the whole Canton. The project was able to share its insight into the Canton’s needs with the Czech Development Agency, and together they were able to support the creation of the Institute, with clear commitment from the Canton to finance full running costs indefinitely.

The good practice here is to not be fixed to the implementation of the project as designed, but to focus on what the most desirable outcomes are; and if an opportunity comes along to achieve the outcomes in a more effective, more rapid, or larger scale way, then adjust the activities to take advantage of that. Clearly, senior management and donors, need to be involved in these decisions. But the project team initially needs to be open to the possibility of changing plans, so that they can see and seize opportunities when they arrive.

As noted in the ‘lessons learned’ section, the other side of the coin is that changes to plans need to be properly documented and communicated in reports. This means that there needs to be flexible and responsive decision-making mechanisms in place to approve changes to plans and budgets, and that these decisions need to be properly documented.

### Using tested and relevant experience and methodologies

One of the major pieces of added value that the project brought was its relationship with the wider UN country team and its other projects. In several areas – local development planning,

free legal aid, violence prevention, early childhood development, household income generation support, value chains – the UN agencies involved had projects and expertise which were applied and used in this project. The team from the UNDP Access to Justice project was brought in to support the Canton authorities draft legislation on free legal aid – at no cost to the project, but enormous added value. The established MiPRO methodology – and the experienced facilitators – were used to help the four target municipalities to prepare their strategies. UNICEF's support for the entity level strategy for early childhood development gave great credibility for its support to the Canton.

The nature of the project as a mixed, multi-disciplinary 'comprehensive' approach to development means that it is particularly open to expertise from outside. The small project team itself did not (and could not) possess the range of expertise required. But it was effective in identifying those who did have the skills and knowledge, and to bring them in as necessary. The UN country team's access to these sorts of specialist skills is one of its great assets, and the project used it to good effect.

#### Additional funding is for the community, not the project

The project team was highly entrepreneurial in its work with other donors. There are many small bilateral and institutional donors active in Bosnia and Herzegovina, often without the expertise on the ground and the knowledge of specific local contexts. The project team was able to advise and support them in their funding decisions. In particular, the project team was concerned with getting the best value for the community, and not (as is so often the case) in trying to attract additional funding for the project itself.

This entrepreneurial approach, plus the respect for communities and for donors' interests, meant that in partnership with bilateral donors such as the Governments of South Korea and Czech Republic, impact on the communities was greatly extended.

#### Impact monitoring helps sharpen focus, plan the future

Despite disappointing monitoring overall, the education component of the project offered a very good example of impact monitoring in practice. UNICEF and its implementing partner undertook before and after surveys, including a control group of students, to assess the impact of its work in violence prevention. The resulting survey findings helped to demonstrate positive results in some areas, and identified further work that would be needed.

#### Local knowledge for local people

Finally, the project team had team members who were born and raised in the Canton, or who lived close by and were very familiar with the context.

This local knowledge, and the personal networks and reputations that accompany it, were crucial factors in the project's success. The team was able to accurately assess what would be realistic, what could be achieved, and what would need to be done in order to facilitate some actions.



## 8 Recommendations

These recommendations were developed in close discussion with the project implementation team and the senior management of the four UN agencies involved, with the involvement of the UN Resident Coordinator's Office. The process of development involved a half-day workshop with the project team (31 Oct 2016) and another half-day workshop with the senior management (1 Nov 2016), both in Sarajevo.

These recommendations are addressed for the consideration of the UN Country Team in Bosnia and Herzegovina, and are listed in priority order.

### 8.1 Continuing area-based development in Canton 10 and beyond

The project has established a solid basis for supporting future development in Canton 10. It has demonstrated a successful model of area-based development which is well-adapted to the context of Bosnia and Herzegovina. This includes effective mechanisms for planning and supporting implementation of development projects and institutional reforms. It also includes a relationship of trust between the UN country team and the local authorities; the UN Country Team has shown its capabilities to steward resources carefully and in the interests of the Canton as a whole, and this is appreciated by the local authorities.

**The UN Country Team should consider building on this successful project and seek additional funds to continue the support to Canton 10, and apply a similar model in other parts of the country with extremely vulnerable populations – and in particular vulnerable minorities.**

The EU's Instrument for Pre-Accession Assistance (IPA, now IPA II) in other accession countries has financed similar area based development projects as a means to prepare local authorities for EU membership and the competences required to manage structural funds. The UN Country Team should consider opening a dialogue with the EU delegation in Bosnia and Herzegovina and the national authorities with responsibility for planning EU funding support to explore the potential for funding continued support for Canton 10, and other parts of the country.

### 8.2 Follow-up is necessary

The absence of an exit strategy for the project as a whole is a concern. **The UN Country Team should consider formulating a follow-up plan for the achievements in Canton 10.**

There were many activities carried out in the last year of implementation, for which there will not be adequate follow up. Follow up is needed in key areas such as:

- Ensuring and advocating for continued funding for the mobile teams
- Tracking the progress and implementation of the law on free legal aid
- Ensuring continued appropriate use of communal assets such as the milk-collectors/coolers
- Assessing the extent to which the Canton Development Agency is working, and if any further support is needed. In particular, ensure that the governing model for the agency will provide appropriate safeguards for it to address needs of all the Canton's citizens, not just one ethnic group.
- Following up the continuing work on violence prevention in schools.

Before the end of the project, the UN Country Team should consult with local authorities, and meet together to formulate what action is necessary, and possible within the available resources. The result should be a follow up action plan for an 'exit' phase of around 1 year.

### 8.3 Project management methodologies and documentation

A key weakness identified in the project was the absence of project management systems and procedures for joint UN projects. While each agency has its own internal project management procedures, when they work together, there is no clarity on what the reporting and management requirements are. As a consequence, there was inadequate management reporting and oversight of project deliverables.

**The UN country team – and possibly their respective headquarters – should look at how to improve the methodologies, IT support, and documentation of joint projects. In the meantime, any future joint UN project should develop its own set of project management requirements, including, for example, inception reports and project logic revision, regular quarterly reports and management meetings, annual reporting against progress indicators, and minuted management and steering committee meetings.**

### 8.4 Monitoring and Evaluation

The poor quality of technical aspects of project design that support monitoring and evaluation – notably the objectives and indicators – as well as the absence of a M&E plan, undermined the ability of the project to assess its results and impact. The UN Country Team should consider **strengthening the capacities of personnel in project design and M&E**, and at the same time, consider **strengthening the role and involvement of the UN Country Team** to ensure the quality of project design and M&E in all joint UN projects.

### 8.5 Decision-making in joint projects

Joint projects are complicated beasts, and they often require considerable negotiation between UN Agencies. In the case of the Canton 10 project, there was no formal procedure for decision-making agreed in advance. It was reported that under the MDG fund joint projects, it was a requirement that the Resident Coordinator had a formally agreed final decision-making power in case of disputes between individual agencies. The TFHS did not have such a requirement, and therefore there was some lack of clarity, hard decisions were avoided, and this resulted in tasks not being completed as planned (e.g. the HSIA survey).

**For future joint projects, the UN Country Team should establish clear decision-making procedures formally agreed in advance, including ways of rapidly resolving disputes between agencies.**

### 8.6 Projects need adequate staff time

The Canton 10 project staffing was inadequate for a project of this size and scope. A coordinator allocated for only 50% of his time, and a total of 4 full time equivalent staff, was not sufficient to achieve all that was needed. This is not necessarily a question of the budget; there was sufficient funds available, but it is not clear that all staff were able to dedicate sufficient time to the project because of other work assignments competing for their time. That so much was achieved is a credit to the coordinator, the team, and their dedication.

**The UN Country Team should ensure that in future projects of this size there is at least one person full-time in the project coordinator role, and sufficient project staff to manage implementation. The link between the project coordination budget and the actual time spent by the project team members needs to be carefully monitored. To this end, project team members – particularly those not dedicated full time to the project – should complete weekly timesheets indicating the actual time spent on each project to which they are assigned.**

## 8.7 Quality assurance

Alongside the weakness in the project management procedures and systems, there was also an issue with quality assurance. It is evident from the project's failure to produce key outputs (e.g. the inception report, the M&E plan), that there was no oversight of project *quality*.

**In projects of this nature, the UN Country Team should consider appointing an existing UNCT senior staff member not involved in the direct management of the project to take on the role of quality assurance oversight.** This could even be someone outside of the implementing agencies (eg in the Office of the Resident Coordinator or in another UN agency not involved in the project) to ensure some degree of neutrality.

This role would consist of periodically checking that planned project outputs have indeed been produced, and assessing them for quality and giving feedback. The quality assurance manager would be a key member of the management team supervising joint projects.

## 8.8 Recruitment – include assessment of team skills

Another project team issue arose at the early stages; it was apparent that the team was not able to function well because of interpersonal issues.

**The UN Country Team might wish to consider its recruitment procedures, to assess whether they adequately assess a candidate's interpersonal skills as well as her/his technical knowledge.**

Assessment against CVs and interviews are not reliable predictors of actual job performance, and the Country Team might wish to consider incorporating other methods as part of their recruitment process, such as 'assessment centres'.

## Annex 1 Terms of Reference

**United Nations  
Office of the Resident Coordinator  
Of Operational Activities for Development  
In Bosnia and Herzegovina**



### Terms of Reference

**Title:** External Evaluation Consultant (International) – Rapid Assessment/Final evaluation of the UN Human Security Trust Fund Joint Project *Applying Human Security concept to stabilize communities in Canton 10 (Canton 10 Project)*

**Cluster:** Office of the Resident Coordinator

**Reporting to:** Office of the Resident Coordinator / Development, Research and M&E Specialist

**Duty Station:** Sarajevo

**Contract Type:** Individual Contract

**Duration:** 30 expert days (in the period 1 September 2016 – 15 December 2016)

#### Background

Seventeen years after the end of the war BiH has made visible progress, yet its transition from conflict to sustainable peace remains incomplete and fragile. The consequences of the 1992-95 conflict in B&H, which resulted in tens of thousands of casualties, approximately 2.2 million internally displaced persons (IDPs) and refugees, as well as the destruction of homes, infrastructure, cultural and religious monuments and shrines, are still felt today. Although the Dayton Peace Agreement ended the war, the multi-layered institutional and governance structure it established has not managed to address fully the social, economic and security needs of the population. Significant parts of the population, in particular vulnerable groups such as IDPs and returnees, still feel insecure and face particular challenges and hardships at reintegration.

Returnee populations living in regions of BiH where they constitute an ethnic minority are found to be one of the most neglected and vulnerable of all groups. They often live in the most underdeveloped regions of the country, with far fewer resources and investments allocated to them to address housing, infrastructure, employment, education and other needs. They also tend to face a non-responsive local administration run by members of other ethnic groups who are in the majority, and therefore in most cases receive far less support even though their needs tend to be greater. In an assessment conducted prior to the start of the project design the UNCT concluded that of all vulnerable populations in B&H returnees and IDPs living in Canton 10 were one of the most at threat from social, economic and other insecurities. This was confirmed further by assessments made by Madam Sadako Ogata, former UN High Commissioner for Refugees and former member of the Advisory Board for Human Security, and Ms. Anne Willem Bijleveld, Personal Envoy of UNHCR High Commissioner to the Balkans, who visited Canton 10 in April 2013. Given the needs identified in Canton 10, response to mediate situation was elaborated in the 3-year Canton 10 project funded by the United Nations Human Security Trust Fund (UNHSTF).

The project is a joint effort of UNDP, UNHCR, UNICEF and IOM, and was developed after extensive consultations with cantonal and municipal authorities, other international agencies, as well as with civil society and other relevant stakeholder groups. Although the project is designed to address the needs of returnee populations in Canton 10, which are found to be one of the most at risk in terms of their economic, social, health and political security and wellbeing, it also seeks to address the needs of the receiving population by partnering with local municipal and cantonal governments and administrations in order to ensure local buy-in and support, as well as secure the long term sustainability of the project.

The project has five objectives.

1. To ensure sustainability by establishing strong partnerships with local authorities and stakeholders through a joint Steering Committee, that will be the main operational partner during implementation.
2. To enhance the capacity of cantonal and municipal administrations to provide social services and other means of support to vulnerable groups, as well as develop partnerships between civil society and governmental structures.
3. To bolster the capacities of cantonal and municipal authorities to prevent discrimination and conflict with a particular focus on the education system.
4. To strengthen local community responsiveness to risks posed by mines and other ordinances, and

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5. To develop the capacity of the canton to make certain that vulnerable groups have equal access to employment opportunities and economic sustainability through activities such as income generation projects and vocational training.

#### Situation in Canton 10 at the outset of the project

Canton 10 consists of six municipalities, three in the north with a Serb returnee majority population (Drvar, Bosansko Grahovo, and Glamoc) and three in the south (Livno, Kupres, and Tomislav Grad) with a Croat majority. There are notable examples that clearly indicate that the population in the northern municipalities of Canton 10 is being neglected. In the field of education, for example, there is an absence of secondary schools in the northern municipalities, and Serb returnees are not offered courses on their own culture, history, and language, which are available for other ethnic groups. There are no specialized health care centers in the northern municipalities; consequently, people must travel at least 80 kilometers in one direction to the main health center in Livno for treatment. Centers for Social Welfare in the northern municipalities are underfunded, understaffed and do not have enough professionals, such as psychologists, social workers, or lawyers with relevant skills to provide essential services, especially to persons with disabilities, or victims of sexual violence. Referral mechanisms for sexual and gender-based violence (SGBV) are not established in the northern municipalities either. A significant portion of the population in the north, therefore suffers from multiple vulnerabilities (due to ethnicity, returnee status, gender, living remotely etc).

The intervention of the project is foreseen to be conducted in a holistic and integrated manner to address the complexity of human security needs in Canton 10 and seeks to apply the human security concept and intends to target various threats to the security of vulnerable communities, including economic, health, personal, community, and political insecurities, their interconnectedness and how this contributes to exacerbating further the fragile human security environment in Canton 10.

#### **The evaluation scope, purpose and objectives:**

Under the direct guidance and supervision of the UN RCO Development, Research and M&E Specialist and Canton 10 management team consisted of representatives of UNDP, UNHCR, UNICEF and IOM, the Evaluation Consultant is going to provide evaluation services ensuring high quality, accuracy and consistency of work. The Evaluation Consultant will demonstrate a client-oriented approach and should meet the standards outlined in the Standards for Evaluation in the United Nations System. The evaluation will also be based on a stakeholder approach, where all groups and individuals, who affect and/or are affected by the achievement of the programme results and outcomes, are involved in the analysis. Moreover, the evaluation will take into consideration the institutional, political and economic context, which affected the programme during its implementation. Evaluation Consultant will work in close collaboration with the Canton 10 Programme Manager, participating agencies, programme staff and key programme stakeholders, partners and beneficiaries.

The unit of analysis or object of study for this final evaluation is the UNHSTF Joint Project Applying Human Security concept to stabilize communities in Canton 10, understood to be the set of components, outcomes, outputs, activities that were detailed in the JP documents and in associated modifications made during implementation. The approach of the evaluation shall be participatory, that is, be flexible in design and implementation, ensuring stakeholder participation and ownership, and facilitating learning and feedback.

Two distinct outputs are expected to be delivered by the selected expert:

- **Rapid Assessment Report;** and
- **Final Evaluation Report**

#### **Human Security Rapid Assessment**

Format for the Rapid Assessment Report, including **key questions and guiding questions** has been elaborated on **pages 24-29 of the [UNHSTF Handbook](#)**. The assessment delves very much into the application of the concept of Human Security and is an important product both for the project but in particular for the UNHSTF. Evaluator is to use the allocated expert days for exploration of all elements and evaluation questions that are identified in this ToR and identified in the Handbook relating to Rapid Assessment. Both reports are due at the end of the expert engagement, and time in country, as well as desk-review, interviews, etc. should inform both reports.

#### **Final Evaluation**



The final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in this ToR, the availability of resources and the priorities of stakeholders. In all cases, consultant is expected to use all available information sources that will provide evidence on which to base evaluation conclusions and recommendations. Anticipated approaches to be used for data collection and analysis by the evaluator are desk review, interviews with key stakeholders, field visits, questionnaires, participatory techniques and any techniques which may be applied to adequately gather evidence needed for the final evaluation report.

The main purpose of the evaluation is to provide an independent in-depth assessment of the achievements of programme results and outcomes against the planned results and the implementation modality of the Canton 10 project. The final evaluation will be a systematic exercise, thorough analysis of the OECD/DAC evaluation criteria: programme design and relevance, effectiveness, efficiency, impact and sustainability, based on the scope and criteria as defined in this ToR. The entire evaluation process including reporting and preparation of conclusions and recommendations for the Joint Programme is to be completed within a period of maximum 4 months / 30 expert days.

Objectives of the final evaluation are:

- Assessment of the programme's quality and internal coherence (needs and problems it aimed to solve) and its external coherence with the UNDAF, national development strategies and priorities, the Sustainable Development Goals at the local and country level, the level of contribution to the objectives of the Human Security Trust Fund and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action;
- Assessment on how the joint programme operated and what is the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and operational and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks, collaboration and synergies and will evaluate the effectiveness and efficiency of the JP modality and make recommendations to guide future joint programming among UN agencies in BiH;
- Assessment of design and relevance, effectiveness, efficiency, impact and sustainability of the programme and the level of achievement of envisaged programme results and outcomes (thorough assessment of all programme components is required);
- Assessment of quality, results and impact potential of local programme interventions financed through the programme, including the assessment of co-financing modality and implementation capacities on a local level;
- Assessment of programme's internal and external M&E systems and tools developed including data collection, statistics, research and analytical outputs, databases, guidelines, etc. and assessment of programme's communication strategy and outreach activities
- Identification of key recommendations and lessons learned through the evaluation process of the Joint Programme

#### Evaluation questions

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them.

**Programme Relevance and Design:** The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the Millennium Development Goals, associated national policies and donor priorities.

#### *Guiding questions:*

**Relevance:** a) Are the Joint Programme objectives and outcomes consistent and supportive of Partner Government policies, sectoral priorities, EU accession agenda, Paris Declaration, SDGs, Human Security Trust Fund priorities, Accra Agenda for Action? b) Is project's Theory of Change sound and were there any departures in the course of the project's implementation? c) Does the programme respond to the needs of identified target groups? d) To what extent are the objectives of the programme still valid? e) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention? f) Was the programme timely and well identified given the developmental and sectoral context of the country? g) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint Programme?

**Design:** a) Was the design of the Joint Programme appropriate for reaching its results and outcomes? b) What is the quality of the programme's implementation framework, are results and outcomes defined in the programme

clear and logical? c) What is the quality of programmes' results and M&E matrices, are indicators well defined and SMART? d) Were risks and assumptions well identified? e) Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements? f) Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? g) Does the Joint Programme take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention?

**Programme Efficiency (processes):** Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality.

**Guiding questions:** a) To what extent does the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results? b) To what extent participating UN agencies have coordinated with each other and with the government and with civil society? To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place? c) Were programmes' financial and personnel resources managed in a transparent and accountable manner and were they cost-effective? d) To what extent were activities implemented as scheduled and with the planned financial resources? e) What monitoring tools and mechanisms were used by the programme management? f) If applicable, how flexible and responsive was the programme in adapting to changing needs? g) How do the different components of the joint programme interrelate? h) Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes? i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's outcomes and produce results and impacts?

**Programme Effectiveness (results):** Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance. How well programme's results contribute to the achievement of programme's objectives?

**Guiding questions:** a) What was the quality of the programme's key outputs and/or products (per component)? b) To what extent were the key programme results achieved (per component)? c) To what extent and in what ways the joint programme addressed Human Security concept on a local level and the country level? d) To what extent and in what ways the joint programme contributed to the objectives set by the UN Human Security Trust Fund? e) What factors contributed to progress or delay in the achievement of products and results? f) In what way has the programme come up with innovative measures for problem-solving? g) What good practices or successful experiences or transferable examples have been identified? h) Did all planned target groups had access/used programme results? i) What is the quality of local interventions and results achieved on a local level?

**Programme Impact:** The effect of the programme on its environment - the positive and negative changes produced by the Joint Programme (directly or indirectly, intended or unintended).

**Guiding questions:** a) What difference the programme intervention made to programme stakeholders? b) Which target groups and how many direct and indirect beneficiaries were affected by the programme? c) What impact has been made in the targeted sectors in terms of institutional development, legislative development, capacity development? d) What impact has been made through the programme on key institutions, municipal administrations, local communities? e) Were cross-cutting issues taken into account? f) Was good governance mainstreamed in the programme? g) How did the programme contributed to the promotion of Human Rights? h) To what extent joint programme helped to influence the country's public policy framework? i) What factors favorably or adversely affected the spirit of Joint Programme delivery and approach?

**Programme Sustainability:** Probability of the benefits of the programme continuing in the long term.

**Guiding questions:** a) To what extent will the benefits of a programme continue after activities have ceased? b) How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme? c) Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices? d) Is there an exit strategy or a follow up action/intervention planned after the programme ends? e) Do the partners have sufficient financial capacity to keep up the benefits produced by the programme? f) Was the duration of the programme sufficient to ensure sustainability of the interventions? g) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis? h) To what extent and in what ways joint programme contributed to progress towards United Nations reform and future joint programme planning and implementation? i) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes? j) What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the Joint Programme?



#### Support of the Joint Project to the evaluation process

The Regional Programme Manager / Joint UN Project Coordinator will support the Evaluation Consultant with the following:

- Appointment of a focal person in the programme that will support the consultant for the duration of the evaluation process
- Gathering additional data/information where data gaps are identified by the Evaluator and where feasible to be collected
- Securing relevant background documentation required for a comprehensive desk review
- Provision of list of contacts in advance and additional upon request
- Provision of vehicle and driver for field visits
- Organisation of group consultative meetings, briefing and debriefing sessions
- Provision of translation services
- Provision of office/working space during the assignment. The consultant will however have to use his/her own computer/laptop

#### Deliverables and timeline

##### Evaluation Process

The Evaluation consultant will be responsible for conducting the evaluation. This entails among other responsibilities designing the evaluation according to this terms of reference; gathering data from different sources of information; analyzing, organizing and triangulating the information; identifying patterns and causal linkages that explain programme performance and impact; drafting evaluation reports at different stages (inception, draft, final); responding to comments and factual corrections from stakeholders and incorporating them, as appropriate, in subsequent versions; and making briefs and presentations ensuring the evaluation findings, conclusions and recommendations are communicated in a coherent, clear and understandable manner once the report is completed.

The evaluation process is expected to contain three phases: inception phase, evaluation field visit; and analysis and reporting.

- **Inception Phase (5 days)** - the Evaluation Consultant will review documentation, agree on the meetings and field visit locations with the Programme Coordinator, and produce Evaluation Inception Report (which includes a clear evaluation work plan and tools).
- **Evaluation Field Visit (in country 10 days)** – the Evaluation Consultant will gather information through group and individual interviews and field visit to Canton 10. At the end of the mission, presentation with preliminary findings and recommendations will be presented to the programme team/Evaluation Reference Group/Heads of Agencies and the Resident Coordinator.
- **Analysis and Reporting (4 days for draft Rapid Assessment, 8 days for draft Evaluation Report and additional 3 days for finalization of two reports/incorporation of comments)** – the Evaluation Consultant will prepare the draft rapid assessment and evaluation reports based on the analysis of findings, and will submit the reports to the Evaluation Reference Group for factual review and comments. Opportunity to comment on the draft report will be open to Reference group for a maximum of 15 working days. After this process ends, the Evaluation Consultant will proceed with production of the final evaluation report.

##### Evaluation Deliverables

The Evaluation Consultant will be accountable for producing the following products/deliverables:

- Inception Report
- Presentation of initial findings and provisional recommendations
- Draft Rapid Assessment Report
- Draft Evaluation Report
- Final Rapid Assessment Report
- Final Evaluation Report

The **Inception Report** should detail the evaluator's understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables. The Inception Report is foreseen to be amended by findings from the first field visit and further finetuned to reflect Impact Assessment approach that will be applied based on findings in the field in terms of data availability and usefulness.



**Presentation of initial findings and provisional recommendations-** at the end of the evaluation field visit, the Evaluation Consultant will present his/her draft findings and provisional recommendations through a PowerPoint presentation summarizing the main findings recommendations and lessons learned and conclusions.

**Draft Rapid Assessment Report** is to have structure and will address questions as identified in the 2016 UNHSTF Handbook of approximately 15 pages in length.

**Draft Evaluation Report** should be at least 40 pages of length containing unique narrative analysis and should incorporate (as a minimum):

- Title and opening pages
- Table of Contents
- List of acronyms and abbreviations
- An Executive Summary
- Introduction
- Scope of Evaluation
- Evaluation Methodology and Guiding Principles
- Details of the JP activities and desired key results
- Programme Analysis (per component)
- Findings
- Lessons Learned
- Best Practices
- Recommendations
- Methodological constraints
- Additional background data-Annexes (including interview list, data collection instruments, key documents consulted, ToR, etc.)

**Final Rapid Assessment and Evaluation reports**, will encompass all key sections required in the draft reports and will include additional stakeholder feedback. Final reports need to be clear, understandable to the intended audience and logically organized based on the comments received from stakeholders. The final reports should be presented in a solid, concise and readable form and be structured around the issues as identified in this Terms of Reference. The consultant should refer to United Nations Evaluation Group guidelines for fine detail on conduct of evaluation and expectations from evaluation in the UN System. The Evaluation Consultant is responsible for editing and quality control of final reports that should be presented in a way that directly enables publication.

#### Timeframe

Action/Deliverable	No of Expert Days	Time period
Inception Phase/Inception Report	5 days	September 2016
Evaluation, field visit / Presentation with key findings	10 days	Sept/October 2016
Analysis and Reporting / Draft R. Assessment/Evaluation Report	12 days	October 2016
Analysis and Reporting / Final R. Assessment/Evaluation Report	3 days	November 2016

#### Evaluation Ethics:

The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. Critical issues that evaluator must safeguard include the rights and confidentiality of information providers in the design and implementation of the evaluation.

At every stage of the evaluation process, the following principles should be observed:

- Independence - the evaluation team should be independent from the operational management and decision-making functions of the JP
- Impartiality – the evaluation information should be free of political or other bias and deliberate distortions
- Timeliness - evaluations must be designed and completed in a timely fashion
- Purpose - the scope, design and plan of the evaluation should generate relevant products that meet the needs of intended users
- Transparency - meaningful consultation with stakeholders should be undertaken to ensure the credibility and utility of the evaluation
- Competencies - evaluations should be conducted by well-qualified experts/teams. The teams should, wherever feasible, be gender balanced, geographically diverse and include professionals from the countries

- or regions concerned
- Ethics - evaluators must have professional integrity and respect the rights of institutions and individuals to provide information in confidence and to verify statements attributed to them. Evaluations must be sensitive to the beliefs and customs of local social and cultural environments and must be conducted legally and with due regard to the welfare of those involved in the evaluation, as well as those affected by its findings.
- Quality - All evaluations should meet the standards outlined in the Standards for Evaluation in the United Nations System. The key questions and areas for review should be clear, coherent and realistic. The evaluation plan should be practical and cost effective. To ensure that the information generated is accurate and reliable, evaluation design, data collection and analysis should reflect professional standards, with due regard for any special circumstances or limitations reflecting the context of the evaluation. Evaluation findings and recommendations should be presented in a manner that will be readily understood by target audiences and have regard for cost-effectiveness in implementing the recommendations proposed.

#### Remuneration and Terms of Payment

The Evaluation Consultant will be paid based on milestones accomplished:- 30% after the Inception Report is submitted and agreed, and 70% after submission of a satisfactory Final Rapid Assessment and Evaluation Report.

#### Competencies:

- Shares knowledge and experience and provides helpful feedback and advice;
- Conceptualizes and analyzes problems to identify key issues, underlying problems, and how they relate;
- Ability to identify beneficiaries' needs, and to match them with appropriate solutions;
- Excellent communication and interview skills
- Excellent report writing skills
- Responds positively to critical feedback and differing points of view;
- Ability to handle a large volume of work possibly under time constraints;
- Strong IT skills
- Focuses on result for the client and responds positively to feedback;
- Consistently approaches work with energy and a positive, constructive attitude;
- Remains calm, in control and good humored even under pressure.

#### Minimum Requirements:

- Advanced University degree in international development, evaluation, social sciences, human security and other related fields;
- A minimum of 10 years of professional experience specifically in the area of evaluation of international development initiatives and development organizations;
- Substantial international track record of conducting different types of evaluations, including process, outcome and impact evaluations in different countries and organizations;
- Knowledge and experience of the UN System and the UN Reform process;
- Experience in evaluation of human security interventions is considered an asset;
- Understanding of the development context and working experience in Bosnia and Herzegovina is an asset;
- Fluency in spoken and written English.

Signatures		
Incumbent <i>(if applicable)</i>		
Name	Signature	Date
Envesa Hodzic-Kovac Supervisor		
Name / Title	Signature	Date
Sezin Sinanoglu UN Resident Coordinator		
Name / Title	Signature	Date

## Annex 2 Project Planned Activities

### **Objective 1 – Ensure sustainability by facilitating stakeholder ownership (governmental authorities at all levels and civil society)**

#### Planned Activities

Activity 1.1.1: Mobilize appropriate governmental and non-governmental representatives

Activity 1.1.2: Develop terms of reference, and rule books for the Cantonal Steering Committee and working groups

Activity 1.1.3: Disseminate the human security concept and principles amongst members of the Cantonal Steering Committee and working group members, using communication and advocacy tools.

Activity 1.1.4: Provide advocacy, communication, and lobbying training to NGOs whose representatives will participate in the Cantonal Steering Committee

### **Objective 2 - Enhance joint/ shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities**

#### Planned Activities

Activity 2.1.1: Create municipal level working groups in charge of the referral mechanism

Activity 2.1.2: Municipality-led assessment of the most vulnerable individuals and the root causes of personal and community (i.e. domestic violence, violence against children, sexual and gender based violence)

Activity 2.1.3: Municipal working group designs and adopts a referral mechanism that addresses personal and community insecurities affecting vulnerable groups

Activity 2.1.4: Support to implementation and monitoring of the referral mechanism.

Activity 2.1.5: Deliver trainings to professionals (e.g. police officers, social workers, teachers, etc.)

Activity 2.2.1: Through relevant working groups, determine adequate standard of services (i.e. access to social services, health care, education, etc.) including needs assessment for technical equipment for future use by local stakeholders.

Activity 2.2.2: Jointly develop budget allocations according to standards determined in the previous activity

Activity 2.2.3: Advocate for proportional/ need based budgeting to for each sector for social services.

Activity 2.2.4: Initiate, equip and train mobile units to provide services (i.e. free legal aid network, health care, ECD, etc) in prioritized municipalities

Activity 2.2.5 Outreach to persons of concern as to their rights and how to access them

Activity 2.3.1: Enable CSOs to specialise, professionalize, and develop services attuned to local priorities.

Activity 2.3.2: Create linkages and networks amongst CSOs and build their capacities to better advocate to the Cantonal authorities for improved protection and budgetary allocations (access to social services, health care, education etc.) on behalf of persons of concern

Activity 2.3.3: Build local democracy partnerships between civil society and governmental partners

Activity 2.3.4: Implement transparent mechanisms for disbursing funds to CSOs

### **Objective 3 – Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence**

3.1.1: Promote inclusive and intercultural education in at least 15 schools

3.1.2: Support peace education activities for at least 500 pre-school children

3.1.3: Support violence prevention and systematic reporting in schools, and empower pupils and staff to take action in at least 15 primary schools

3.1.4: Support intergenerational dialogue on cooperation for violence prevention and peace education in 6 municipalities through public debates, contests and other social mobilization events with students (including children from at least 15 primary and 4 secondary schools), municipal/cantonal authorities, opinion leaders and media.

3.1.5: Support media training, production and dissemination of One Minute Junior documentaries on violence prevention and peace education for students in 6 Municipalities

3.1.6: Facilitate interactions between students through exchanges among schools and joint activities, across the Canton, involving at least 15 schools.

3.1.7: Develop protocols and capacity of school professionals on how to identify and report cases of violence

3.1.8: Public/media promotion of inter-cultural education in schools, peace building and violence prevention, through local, cantonal, entity and state media, focusing on social networks and radio.

**Objective 4 - Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats**

**Planned Activities**

4.1.1: Jointly develop community safety operational plans in 3 selected communities including technical equipment needs for use by local stakeholders

4.1.2: Provide training to 4 community service providers and up to 35 police officers to enhance their capabilities to protect citizens from the man-made disasters;

4.1.3: Raise awareness of the local population from 5 local communities on the potential threats to their security and the ways to prevent it;

4.1.4: Prevention activities organized in schools in identified 3 selected communities.

4.2.1: Soil sampling and remediation conducted at the Glamoč 'Resolute Barbara Range' in order to prevent environmental pollution.

4.2.2: Improve timely dissemination of information mechanism between media and relevant vulnerable communities and the Ministry of Defense on activities implemented at the demolition range.

4.2.3: Mark hazard zones at the demolition range and improve implementation of the safety measures.

**Objective 5 - Empower local communities to improve access to employment to ensure economic sustainability of return**

**Planned Activities**

Activity 5.1.1: Identify and deliver small-scale income generation projects at the individual level for at least 195 beneficiaries based on detailed economic security assessment

Activity 5.1.2: Assess needs and create linkages to local cooperatives and markets for at least 50 beneficiaries (in some cases they will overlap with activity 5.1.1.)

Activity 5.1.3: Develop farming, providing food safety, quality assurance and farm management training for at least 70 farms

Activity 5.1.4: Improving SME competitiveness and market penetration for sustainable employment for at least 5 SMEs or their products. Improve access to markets with a focus on the EU market (fairs, matchmaking events, direct negotiations with buyers etc., as well as provision of consulting services.

Activity 5.2.1: Organize and deliver 5 vocational trainings

Activity 5.2.2: Advocate for equal employment opportunities in the public sector

Activity 5.2.3: Forest management certification as support to public sector for at least one forest management company. Increase the competitiveness of forest products.

### Annex 3 List of Interviewees and Site Visits

Name	Position	Organisation	Location	Date of interview
Envesa Hodzic-Kovac	Development, Research and M&E Specialist	Office of the UN Resident Coordinator	Sarajevo	21/9/2016
Aris Seferovic	Head of Office	Office of the UN Resident Coordinator	Sarajevo	21/9/2016
Vahidin Ogresevic*	Project Coordinator		Sarajevo	21/9/2016
Sezin Sinanoglu	UN Resident Coordinator / UNDP Resident Representative	Office of the UN Resident Coordinator / UNDP	Sarajevo	21/9/2016
Amra Zorlak	Monitoring and Evaluation Analyst	UNDP	Sarajevo	21/9/2016
Adela Pozder-Cengic	Sector Leader, Rural and Regional Development Sector	UNDP	Sarajevo	21/9/2016
Nebojsa Jovicic*	Project Officer	UNDP	Sarajevo	21/9/2016
Anna Riatti	Deputy Representative	UNICEF	Skype	27/9/2016
Danijela Alijagic-Dolovac	Monitoring and Evaluation Specialist	UNICEF	Sarajevo	22/9/2016
Nikolina Obradovic*	Project Manager / Area Coordinator	UNICEF	Sarajevo	22/9/2016
Majda Salaka	Programme Assistant	UNICEF	Sarajevo	22/9/2016
Mario Tokic	Child Protection Officer	UNICEF	Sarajevo	22/9/2016
Radmila Radovic-Urosevic	Head of Office a.i., Resource Management Officer	IOM	Sarajevo	22/9/2016
Edita Selimbegovic	Project Coordinator	IOM	Sarajevo	22/9/2016
Bogdan Runic*	Project Assistant	IOM	Sarajevo	22/9/2016
	Secretary	Federation of BiH Red Cross	Sarajevo	
Seid Husagic*	Project Coordinator	UNHCR	Sarajevo	23/9/2016
Branka Tomic	Head of Field Unit	UNHCR	Sarajevo	23/9/2016
Gordana Stojnic	Assistant Programme Officer, Head of Operations Unit	UNHCR	Sarajevo	23/9/2016
Petar Galic	Minister	Ministry of Education, Culture and Sport, Canton 10	Livno	10/10/2016

Name	Position	Organisation	Location	Date of interview
Mate Spajic	Senior Officer	Ministry of Education, Culture and Sport, Canton 10	Livno	10/10/2016
Silvija Brcic	Head of the Office of the Mayor	Livno Municipality	Livno	10/10/2016
Luka Celan	Mayor	Livno Municipality	Livno	10/10/2016
Sasa Grabovac	School Director	Vocational Secondary School 'Silvija Strahimira Kranjcevic'	Livno	10/10/2016
Darko Perkovic	Pedagogue	Vocational Secondary School 'Silvija Strahimira Kranjcevic'	Livno	10/10/2016
[need name]	Leader of cheese cooperative (Zadruga)	Sheep farmer/cheese maker	Just outside Livno	10/10/2016
Tomo Colic	Driver/handyman, mobile team	Red Cross	Kupres	11/10/2016
Zdravko Mioc	Red Cross President, and Director of Centre for Social Work	Red Cross and Centre for Social Work (Mobile Teams)	Kupres	11/10/2016
Brankica Kuna	Volunteer	Red Cross	Kupres	11/10/2016
Milan Mihaljevic	Assistant Minister for Social Welfare	Ministry of Health and social welfare, Canton 10	Kupres	
Bogdan Runic	Project Assistant	IOM	Kupres	11/10/2016
Mate Krzanac	Assistant Minister	Ministry for Education, Culture and Sport, Canton 10	Kupres	11/10/2016
3 pupils	pupil	Primary School fra Miroslava Dzaje	Kupres	11/10/2016
Ivana Saric	Pedagogue	Primary School fra Miroslava Dzaje	Kupres	11/10/2016
Mateo Toplo	School Director	Primary School fra Miroslava Dzaje	Kupres	11/10/2016
Dragan Tomic	Executive Director for Forestry	Forest Management Company Hercobosanske Sume d.o.o.	Kupres	11/10/2016
Marko ...?	Executive Director for Finance	Forest Management Company Hercobosanske Sume d.o.o.	Kupres	11/10/2016
Ivan Klisanin	Senior IT Officer	Forest Management Company	Kupres	11/10/2016

Name	Position	Organisation	Location	Date of interview
		Hercobosanske Sume d.o.o.		
Mirjana Vila	Head of Department for Planning and Analysis	Forest Management Company Hercobosanske Sume d.o.o.	Kupres	11/10/2016
Marko Mrso	Assistant Director	Forest Management Company Hercobosanske Sume d.o.o.	Kupres	11/10/2016
Drasko Brnic	Director	Forest Management Company Hercobosanske Sume d.o.o.	Kupres	11/10/2016
Perica Romic	Mayor	Kupres Municipality	Kupres	11/10/2016
Tomislav Pasalic	Acting Director	JKP "Kupres" d.o.o. (Communal Water Company)	Kupres	11/10/2016
Smail Zilic	Director	BH Milch	Kupres	11/10/2016
Vukasin Stojisavljenic	Acting Director	Drvar Primary School	Drvar	12/10/2016
Marija Pejcinovic	Pedagogue	Drvar Primary School	Drvar	12/10/2016
Stevica Lukac	Mayor	Drvar Municipality	Drvar	12/10/2016
Nikica Bosric	President of Municipal Council	Drvar Municipality	Drvar	12/10/2016
Ana Sabgic	Head of Office	RRS Drvar	Drvar	12/10/2016
Milos Bajic	Club President	'Borac 1972' Basketball Club	Drvar	12/10/2016
Aleksandra Lovren	Project Coordinator	'Grahovo' CSO	Bosansko Grahovo	12/10/2016
Aleksandra Erceg	Children's Day centre Activity Coordinator	'Grahovo' CSO	Bosansko Grahovo	12/10/2016
Andja Saric	Project Assistant	'Grahovo' CSO	Bosansko Grahovo	12/10/2016
Danka Zelic	President of Association	'Grahovo' CSO	Bosansko Grahovo	12/10/2016
Jelena Krneta	Medical Nurse	Drvar Municipality Red Cross	Drvar	13/10/2016
Gordana Miljevic	Secretary (i.e. Director)	Drvar Municipality Red Cross	Drvar	13/10/2016
Ranko Trninic	Driver/handyman, mobile team	Drvar Municipality Red Cross	Drvar	13/10/2016
	Director	Drvar Secondary School	Drvar	13/10/2016
Dusko Radun	Mayor	Bosansko Grahovo Municipality	Bosansko Grahovo	13/10/2016



Name	Position	Organisation	Location	Date of interview
Drasko Dalic	Prime Minister	Government of Canton 10	Livno	14/10/2016
Zdravko Markov	Adviser to Prime Minister	Canton 10, Office of Prime Minister	Livno	14/10/2016

\* Interviewees marked with an asterisk were met multiple times during the course of the fieldwork and after

#### Site Visits

Description	Location	Date
Inclusive Kindergarten, Livno - construction just completed, will start operating in November 2016	Livno	10/10/2016
Institute for Veterinary and Food Health - construction in progress	Livno	10/10/2016
Sheep farm/milk and cheese producers	Kupres	10/10/2016
Market place with new stalls	Kupres	11/10/2016
BH Milch – Cheese producers	Kupres	11/10/2016
Health Centre Drvar	Drvar	12/10/2016
Beneficiaries of Red Cross Mobile Teams	Drvar	13/10/2016
Chlorination equipment installed in water pumping station	Drvar	13/10/2016
Bakery – beneficiaries of IOM income generation support	Bosansko Grahovo	13/10/2016
Sheep farm – beneficiary of UNHCR income generation support	Bosansko Grahovo	13/10/2016

## Annex 4 Theory of Change

This theory of change was developed during the course of the evaluation. Many of the indicators included in the project design were either not appropriate to provide relevant assessment of performance, or data were not available against the indicators. This theory of change was developed as a framework to assist in the evaluation, and to help in identifying appropriate evidence to assess the project's overall performance.

Project Design		Developed for Evaluation	
Objectives	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
1. Ensure sustainability by facilitating stakeholder ownership (governmental authorities at all levels and civil society)	The Steering Committee (SC) and sectoral WGs have been established (2013), TOR developed and agreed (2013), regular SC meetings held (2013-2015), HS advocacy training conducted (2013), HS advocacy actions implemented (2013-2015); SC and WGs established as permanent bodies in Canton 10 (2015)	A steering committee exists with a relevant mandate independent of the project, and with members who are keen to continue its work. Alternatively, political leaders express commitment to development, and can show instruments (e.g. organisational units, budgets, strategies) which are appropriate for implementing development processes.	Existence of a documented mandate for a Cantonal steering group (or other committee/grouping) with relevance to human security. Interviews with steering group members suggest high relevance, influence on policy and interest in continuing work. And/or: evidence of the organisational units, strategies and budgets that are needed to implement development processes.
2. Enhance joint/shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities.	Baseline established; key areas of intervention, key target groups/communities selected (2013), cantonal and municipal budgets reviewed (2013/2014), joint Action Plan to address needs of identified vulnerable groups developed (2013/2014), Action Plan by the end of the programme (2015) implemented, at least 7,795 beneficiaries reached (2015).	Project document highlights "substantial number of IDPs and returnees remain vulnerable because they continue to face extensive discrimination in exercising their economic, social and cultural rights, such as the right to work, access to health care and pensions, as well as social protection" (p3). It is assumed here that 'social protection' also includes social	New legal frameworks and/or strategies which demonstrate government commitment to improving service provision. Per capita spending on social services at municipal levels sees an equalisation trend (i.e. Serb municipalities have increasing trends in social services spending, approaching levels of spending in Croat majority municipalities (if there was indeed a difference).

Project Design		Developed for Evaluation	
Objectives	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
		<p>services, and discrimination isn't just in terms of individual access to particular services, but rather the level/quality of provision available in 'minority' municipalities. Desired changes would therefore need to be seen in terms of greater equality of service provision between the municipalities within the Canton, and comparable per capita (population) funding. Given the widely different levels of population, we might not expect to see identical scale and services available in each municipality.</p>	<p>New and sustainable services created appropriate to priority needs and circumstances in the more vulnerable municipalities.</p>
<p>3. Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence</p>	<p>Indicators: Number of primary and secondary school students (boys and girls) involved in inclusive and inter-cultural education activities; Number of pre-school girls and boys involved in peace education activities; Number of primary and secondary school teachers with increased knowledge related to inter-cultural, peace education and violence prevention; Number of parents who know how</p>	<p>The assumption in the project document is that if schools, cantonal and municipal authorities have greater capacities to prevent discrimination and violence, we should indeed see reductions in the levels of discrimination and violence. We would also expect to see features of the specified capacities in place; This includes – children's ability to</p>	<p>Reported rates of peer violence in schools decreasing following the project interventions; perceptions of schoolchildren, teachers and parents that violence is decreasing. Perceptions of schoolchildren, teachers and parents that discrimination is decreasing.</p>

Project Design		Developed for Evaluation	
Objectives	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
	to identify and report cases of violence. Baseline: 0 (for all) Target: 2,000 students; 500 pre-school children; 100 primary and 50 secondary school teachers; 500	prevent violence taking place, school procedures and protocols to identify risks of violence, and report violence taking place; school procedures and protocols to identify risks of violence, and report violence taking place; school procedures and protocols on violence being used in practice.	
4. Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats	Municipal referral mechanisms established (2013), training delivered (2013/2014) and number of cases addressed (2015), increased budget allocations that address needs of vulnerable groups (2014), service mobile units established, equipped and trained (2013/2014), number of remote service users considerably increased (2014/2015), number of CSOs involved and their capacities enhanced (2015). Improved safety conditions for 5,900 Glamoč residents through reduction of environment pollution of soil, better communication changes, and marked hazard zones at the	The project document (p12) says that "Community safety...is about issues that affect people's quality of life, specifically their feelings and perceptions of personal safety and security". We would then expect to see a change in the people's perception of their own safety and security as a result of this project.	Ideally this would be a survey of opinion regarding feelings of safety, baseline and end of project (i.e. the HSIA). In the absence of this, we can only look for individual interviewees' perceptions of change in their feelings of safety and insecurity.

Project Design		Developed for Evaluation	
Objectives	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
	demolition range (2015).		
5. Empower local communities to improve access to employment to ensure economic sustainability of return	At least 195 micro-producers/households and families supported in income generation through self-employment initiatives (approx. 480 individuals); at least 70 Fruit, dairy and vegetable farms /cooperatives in the targeted areas, number of Fruit, dairy and vegetable SMEs and 6 local municipal authorities.	The wording is complex, but the ultimate objective here is the 'economic sustainability of return'. In other words, we should expect to see that the incomes of poor returnee households have increased, and are at a level which is sufficient for a reasonable life.	Survey of beneficiaries shows a significant increase in income for the majority of beneficiary households, ideally an increase that takes the household above the poverty level.

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
1. Ensure sustainability by facilitating stakeholder ownership (governmental authorities at all levels and civil society)	The Steering Committee (SC) and sectoral WGs have been established (2013), TOR developed and agreed (2013), regular SC meetings held (2013-2015), HS advocacy training conducted (2013), HS advocacy actions implemented (2013-2015); SC and WGs established as permanent bodies in Canton 10 (2015)	A steering committee exists with a relevant mandate independent of the project, and with members who are keen to continue its work. Alternatively, political leaders express commitment to development, and can show instruments (e.g. organisational units, budgets, strategies) which are appropriate for implementing	Existence of a documented mandate for a Cantonal steering group (or other committee/grouping) with relevance to human security. Interviews with steering group members suggest high relevance, influence on policy and interest in continuing work. And/or: evidence of the organisational units, strategies and budgets that are needed to implement development processes.

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
		development processes.	
1.1. Steering Committee and sector working groups formed and capacitated	Baseline: No dedicated bodies for HS in Canton 10 (2012). Indicators: The Steering Committee (SC) and sectoral WGs have been established (2013), TOR developed and agreed (2013), regular SC meetings held (2013-2015), HS advocacy training conducted (2013), HS advocacy actions implemented (2013-2015); SC and WGs established as permanent bodies in Canton 10 (2015)	Steering committee formed which would 'contribute positively to a dialogue on human security needs' and be the basis for 'continued leadership'. Topic specific working groups also formed and functioning.	Steering committee formed and functioning – members of steering committee can talk about meetings. Minutes of meetings exist, and demonstrate substantive discussion on relevant topics.
1.2. Needs Assessment, HSIA undertaken and joint planning and budgeting for empowerment of most vulnerable undertaken	Baseline: No comprehensive research respecting Human Security Approach conducted to date (2012) Indicators: Baseline established; key areas of intervention, key target groups/communities selected (2013), cantonal and municipal budgets reviewed (2013/2014), joint AP to address needs of identified vulnerable groups developed (2013/2014), AP by	Comprehensive analysis of human security requirements will lead to greater understanding of 'systemic gaps and failures occurring in current municipal and canton policies, services and legislation which contribute to the insecurities faced by the target population'. this in turn will lead to an 'action plan to address [these] gaps and failures'.	Analysis exists, and provides greater insight into human security and the causes of insecurity in the canton. Steering committee has discussed report, and prepared action plan.

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
	the end of the programme (2015) implemented, at least 7,795 beneficiaries reached (2015).		

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
2. Enhance joint/shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities.	Baseline established; key areas of intervention, key target groups/communities selected (2013), cantonal and municipal budgets reviewed (2013/2014), joint Action Plan to address needs of identified vulnerable groups developed (2013/2014), Action Plan by the end of the programme (2015) implemented, at least 7,795 beneficiaries reached (2015).	Project document highlights “substantial number of IDPs and returnees remain vulnerable because they continue to face extensive discrimination in exercising their economic, social and cultural rights, such as the right to work, access to health care and pensions, as well as social protection” (p3). It is assumed here that ‘social protection’ also includes social services, and discrimination isn’t just in terms of individual access to particular services, but rather the level/quality of provision available in ‘minority’ municipalities. Desired changes would therefore need to be seen in terms of greater equality of service provision between the municipalities within the Canton, and comparable	New legal frameworks and/or strategies which demonstrate government commitment to improving service provision Per capita spending on social services at municipal levels sees an equalisation trend (i.e. Serb municipalities have increasing trends in social services spending, approaching levels of spending in Croat majority municipalities (if there was indeed a difference).  New and sustainable services created appropriate to priority needs and circumstances in the more vulnerable municipalities.

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
		per capita (population) funding. Given the widely different levels of population, we might not expect to see identical scale and services available in each municipality.	
2.1. Cantonal, municipal and CSO capacities in service provision developed to adequately address personal and community insecurities	Baseline: TNA and HSIA findings (2013) Indicators: at least 7,795 prioritized beneficiaries reached (2015), municipal referral mechanisms established (2013), training delivered (2013/2014) and number of cases addressed (2015), increased budget allocations that address needs of vulnerable groups (2014), service mobile units established, equipped and trained (2013/2014), number of remote service users considerably increased (2014/2015), number of CSOs involved and their capacities enhanced (2015).	'Capacities' for social services provision can be understood to include appropriate components for delivering social services: dedicated people, with skills, budget allocations, appropriate legislation or council decisions, defined procedures and ways of working, quality standards, and supervisory/inspection regime, beneficiary documentation, plans, budgets and reports.	Providers of social services demonstrate that services are being provided, and that the appropriate components have been developed and are in place. Particularly important is a demonstrated commitment by local authorities to continue to fund created services.
2.2. Cantonal capacity to equally provide services to all citizens increased	No indicators defined	This output specifically relates to the Cantonal administration, and its ability to fairly and effectively allocate resources to municipalities based on need, and, implicitly, free from discrimination.	Increasing per capita cantonal budget allocations for social services, education and health services to the northern municipalities; Canton plans for development and



Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
		<p>The project document mentions health, social services and education, but is not restricted to these.</p> <p>We would expect to see changes to budget allocations to the northern municipalities for both investment and expenditures related to provision of social services, health care, and education</p>	<p>support for these services describe how imbalances will be corrected and/or services enhanced.</p>
<p>2.3. Strengthen civil society organisations and networks to become trusted, influential, and permanent partners alongside government and business in public decision making (prodoc) (later re-worded as “Develop partnerships between civil society and governmental structures”)</p>	No indicators defined	<p>The assumption here is that civil society organisations can exert a positive influence on Cantonal and municipal government decision-making, creating greater fairness in allocation of resources, and with more attention given to the needs of vulnerable segments on the population represented or served by CSOs.</p> <p>‘Partnership’ here implies that CSOs and local governments can work together towards positive shared goal or outcome.</p>	<p>CSOs involved in the project should be able to explain what they are doing in partnership with government, and give a credible account of how project support has led to improved relations with either municipal or cantonal governments.</p>

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
3. Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence	<p>Indicators: Number of primary and secondary school students (boys and girls) involved in inclusive and inter-cultural education activities; Number of pre-school girls and boys involved in peace education activities; Number of primary and secondary school teachers with increased knowledge related to inter-cultural, peace education and violence prevention; Number of parents who know how to identify and report cases of violence.</p> <p>Baseline: 0 (for all) Target: 2,000 students; 500 pre-school children; 100 primary and 50 secondary school teachers; 500</p>	<p>The assumption in the project document is that if schools, cantonal and municipal authorities have greater capacities to prevent discrimination and violence, we should indeed see reductions in the levels of discrimination and violence.</p> <p>We would also expect to see features of the specified capacities in place;</p> <p>This includes – children’s ability to prevent violence taking place, school procedures and protocols to identify risks of violence, and report violence taking place; school procedures and protocols on violence being used in practice.</p>	<p>Reported rates of peer violence in schools decreasing following the project interventions; perceptions of schoolchildren, teachers and parents that violence is decreasing.</p> <p>Perceptions of schoolchildren, teachers and parents that discrimination is decreasing.</p> <p>Data generated by procedures and protocols for reporting risks and instances of violence.</p>
3.1 Promote peace education and prevent violence within schools and communities	<p>Number of schools that implement anti-discrimination, peace education and violence prevention activities; Number of municipalities that promote inter-cultural education, prevention of violence and peace building; Number of</p>	<p>The planned activities aim at four major changes:</p> <p>i) Changing the values and beliefs of children, parents and teachers in relation to their attitudes to violence and its acceptability or appropriateness;</p>	<p>Children, parents and teachers report changes to their attitudes and beliefs in relation to violence;</p> <p>Children, parents and teachers report changes to their attitudes and beliefs in relation to other people and their tolerance of differences;</p>

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
	<p>municipalities that have developed protocols on identification and reporting of cases of violence</p> <p>Baseline: 0 (for all)</p> <p>Target: 19 schools, 6 municipalities, 6 municipalities</p>	<p>ii) changing values and beliefs in relation to attitudes towards other people and tolerance of differences</p> <p>iii) enhancing the skills of children and teachers to be able to defuse or prevent instances of violence or discrimination;</p> <p>iv) introducing protocols for identifying and reporting on cases of violence.</p>	<p>Children, parents and teachers report changes to their own abilities or confidence to be able to deal with and prevent violence.</p> <p>Teachers/education professionals report that protocols and procedures for identifying and reporting on cases of violence are in place, are being used, and are appearing to have a positive influence on violence and discrimination in the school.</p>

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
4. Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats	<p>Municipal referral mechanisms established (2013), training delivered (2013/2014) and number of cases addressed (2015), increased budget allocations that address needs of vulnerable groups (2014), service mobile units established, equipped and trained (2013/2014), number of remote service users considerably increased (2014/2015), number of</p>	<p>The project document (p12) says that "Community safety...is about issues that affect people's quality of life, specifically their feelings and perceptions of personal safety and security".</p> <p>We would then expect to see a change in the people's perception of their own safety and security as a result of this project.</p>	<p>Ideally this would be a survey of opinion regarding feelings of safety, baseline and end of project (i.e. the HSIA). In the absence of this, we can only look for individual interviewees' perceptions of change in their feelings of safety and insecurity.</p>

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
	CSOs involved and their capacities enhanced (2015). Improved safety conditions for 5,900 Glamoč residents through reduction of environment pollution of soil, better communication changes, and marked hazard zones at the demolition range (2015).		
4.1 Develop and implement community safety management models in cooperation with working group members in prioritized communities in Canton 10	involve at least 3 selected communities, 4 community service providers (institutions) and 35 police officers. Communities are utilizing SARA (Scanning, Analysis, Response and Assessment) methodology. Number of awareness initiatives on threats to personal and community safety implemented.	Development of community safety plans, and indications that appropriate funding has been allocated, and action taken against the plans. The action taken has reduced threats to community safety.	Community safety plans produced, with credible analyses of threats, and prioritised and realistic actions proposed.  Interviewees report and/or visual inspection of examples of actions taken in line with the plans.
4.2 Enhance safety measures at the military demolition range and mitigate potential consequences of weapons destruction in Glamoč municipality	<b>Baseline:</b> Field mission report (2012). <b>Indicators:</b> Improved safety conditions for 5,900 Glamoč residents through reduction of environment pollution of soil, better communication changes, and marked hazard zones at the demolition range (2015).	The assumption was that there were risks to community safety from this military facility. We would expect to see that the number and severity of incidents had reduced over the project period.	Documentation – either official reports, or press reports, confirming a reduction in the number and severity of incidents related to the military range.

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
5. Empower local communities to improve access to employment to ensure economic sustainability of return	At least 195 micro-producers/households and families supported in income generation through self-employment initiatives (approx. 480 individuals); at least 70 Fruit, dairy and vegetable farms /cooperatives in the targeted areas, number of Fruit, dairy and vegetable SMEs and 6 local municipal authorities.	The wording is complex, but the ultimate objective here is the 'economic sustainability of return'. In other words, we should expect to see that the incomes of poor returnee households have increased, and are at a level which is sufficient for a reasonable life.	Survey of beneficiaries shows a significant increase in income for the majority of beneficiary households, ideally an increase that takes the household above the poverty level.
5.1 Strengthened value chains that sustainably link beneficiaries to markets and investors	<b>Baseline:</b> Initial mapping report (2013) <b>Indicators:</b> At least 195 micro-producers/households and families supported in income generation through self-employment initiatives (approx. 480 individuals); at least 70 Fruit, dairy and vegetable farms /cooperatives in the targeted areas, number of Fruit, dairy and vegetable SMEs and 6 local municipal authorities.	The assumption here is that beneficiaries are engaged in some form of production – typically agricultural – and that by enabling greater access to markets, and/or by attracting investors to make investments to increase production, incomes of beneficiaries will increase.  Not mentioned in the wording of the output is increased productivity, which should result from inputs such as farm machinery and additional livestock. Nevertheless, this should also be taken into account.	Survey of beneficiaries of this type of assistance (i.e. investment/access to markets) show a significant increase in income for the majority of beneficiary households, ideally an increase that takes the household above the poverty level.  This increase in income should be attributable in part to greater market access and the ability to get higher prices for products.
5.2 Increased employability and	Baseline: HSIA findings (2013).	Here the assumption is that returnees in	Beneficiaries report i) ability or certification in

Project Design		Developed for Evaluation	
Objectives/Outputs	Design Indicators	Hypothesis - Key changes expected	Evidence which would demonstrate achievement or otherwise
equal employment opportunities in public and private sector	Target: At least 50 unemployed and unskilled people gain employment, at least 5 vocational trainings delivered, forest management certification developed.	some way develop appropriate skills that are going to make them more attractive to the local labour market; at the same time, public and private sector employers will be less likely to discriminate against Serb returnees.	new skill which is sought on the local labour market; ii) a greater proportion of beneficiaries find employment on the local labour market than a control group. Surveys of key employers find that their recent recruitment performance, if statistically significant, shows appropriately balanced recruitment on the basis of ethnicity. Otherwise, in larger companies, we might also expect to see formal employment policies that confirm non-discriminatory practice; and senior managers who can discuss ways in which their companies are taking affirmative action to ensure an ethnically balanced workforce.

## Annex 5 Project Budget

The figures in the table below are taken from the revised budget prepared in May 2016. It includes actual expenditure figures for years 1 and 2, and forecast expenditure figures for year 3, including the four-month no-cost extension from September to the end of 2016. A final end-of-project financial report was not available at the time of the evaluation.

Objective/ component	Output	UNHCR	UNDP	IOM	UNICEF	Total (USD)	Variance against budget %
O1	1.1	2,118	58,296	36,671	16,324	113,408	-7.6%
	1.2	5,216	37,442	-	-	42,657	-0.7%
	<b>Sub-total</b>	<b>7,334</b>	<b>95,738</b>	<b>36,671</b>	<b>16,324</b>	<b>156,066</b>	<b>-5.5%</b>
O2	2.1	4,986	23,650	26,651	-	55,288	13.2%
	2.2	11,107	21,350	124,711	97,071	254,238	-0.6%
	2.3	-	60,514	-	-	60,514	0.4%
	<b>Sub-total</b>	<b>16,093</b>	<b>105,514</b>	<b>151,362</b>	<b>97,071</b>	<b>370,040</b>	<b>1.4%</b>
O3	3.1	0	0	0	379,292	379,292	2.7%
	<b>Sub-total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>379,292</b>	<b>379,292</b>	<b>2.7%</b>
O4	4.1	0	85,585	0	16,627	102,213	-1.7%
	4.2	0	29,500	0	-	29,500	-4.1%
	<b>Sub-total</b>	<b>0</b>	<b>115,085</b>	<b>0</b>	<b>16,627</b>	<b>131,713</b>	<b>-2.3%</b>
O5	5.1	96,369	487,878	114,768	-	699,015	0.7%
	5.2	-	80,880	-	-	80,880	-1.3%
		<b>96,369</b>	<b>568,758</b>	<b>114,768</b>	<b>-</b>	<b>779,895</b>	<b>0.5%</b>
<b>Programme Coordination</b>		<b>9,321</b>	<b>167,888</b>	<b>87,900</b>	<b>110,544</b>	<b>375,652</b>	<b>-3.29%</b>
Visibility (bud)*		13,795	34,335	15,940	20,792	84,862	
M&E (bud)*		0	52,860	0	18,320	71,180	
<b>Combined Visibility/ M&amp;E (act)</b>		<b>20,883</b>	<b>83,672</b>	<b>16,349</b>	<b>22,886</b>	<b>143,791</b>	<b>14.2%</b>
<b>Project Support Costs (7%)</b>		<b>10,500</b>	<b>79,566</b>	<b>28,493</b>	<b>44,992</b>	<b>163,551</b>	<b>0</b>
<b>TOTAL</b>		<b>160,500</b>	<b>1,216,222</b>	<b>435,543</b>	<b>687,736</b>	<b>2,500,002</b>	<b>0</b>

\* While the original budget in the Project Document contained separate budget lines for M&E and Visibility, the revised budget combined them into one budget line. It is therefore not known how much was spent in years 1 and 2 separately for these two items. This table therefore includes the original separate budget figures, and the May 2016 revised and combined figure, for information.

## Annex 6 Free Legal Aid Data

UNHCR was able, through its implementing partner, 'Vasa Prava', to provide the following legal aid assistance.

Beneficiary type	
Returnees	637
IDPs	34
<b>TOTAL BENEFICIARIES</b>	<b>671</b>

Legal actions required/performed	
Legal advice, filling-out forms, document drafting	654
Legal action in administrative procedure	111
Legal action in court procedure	77
Legal action before HR bodies	145
Other	64
<b>TOTAL LEGAL ACTIONS</b>	<b>1051</b>

Reason for case	Total queries	Successfully resolved	Negatively resolved	Pending (include cases still not resolved and those VPBIH have not received feedback about)
Property rights	479	111	54	314
Utilities	88	17	11	60
Family rights	158	36	8	114
Labour rights	298	84	13	201
Pensions	136	52	6	78
Welfare	110	27	31	52
Public documents	33	25	2	6
Civil victims of war	44	11	7	26
Other	67	17	11	39
<b>TOTAL QUERIES</b>	<b>1413</b>	<b>380</b>	<b>143</b>	<b>890</b>



## Annex 7 Education - Extracts from Qualitative Research

Final Report on the Research: “Perception of Human Security in Canton 10: Municipalities of Drvar, Glamoč and Livno”; UNICEF and NGO Genesis Project. Report prepared by Prof. Srđan Dušanić, doctor of psychological sciences.

### Characteristics of the participants in the focus groups

Characteristics		Drvar	Livno	Glamoč
Gender	M	5	6	5
	F	5	5	3
Age	19-39	5	6	4
	40-60	5	5	4
Employment	Yes	3	4	5
	No	7	7	3
Nationality	Croats	1	6	0
	Serbs	9	1	6
	Bosniaks	0	3	2
	other	0	1	0
Participation in the 2014 research	Yes	9	6	4
	No	1	5	4
Total participants		10	11	8

### 4.5. Attitudes towards the education system (pp19-21)

In this section we analyse the situation in education, which schools are available, how much are the participants satisfied with the education, do the children have the conditions to continue their education, is there violence, etc.

In Drvar, there is one primary school and two secondary schools. All children go to primary school, but the number of children is getting lower and lower. Each year barely two classes get enrolled to the primary school. Most children enrol the high school. After the primary school the students can choose to enrol the secondary school of economics or a grammar high school. Most of them are unhappy with that choice. There are few teachers, some teachers teach even six subjects. The respondents believe that about half of them go to the university in Banjaluka or Mostar but not even 50% complete it. Those who complete it usually do not return to Drvar.

In Livno there is a better situation and a bigger choice (secondary vocational school, electrotechnical, informatics, agricultural course...) than in Glamoč and Drvar. They point out the problem of poor organization of the practical teaching in the secondary schools. A significant number (not precisely estimated) continued their studies but about 60%

completed it. Some returned to Livno later, some did not. Younger respondents who study highlight the problem of paying the more expensive tuition than others, because the Canton does pay the participation that it should. In Livno there is no faculty currently, there was once the Informatics and Agriculture one. They do not understand it because there are several in Široki for example.

In Glamoč there is one primary school, which usually has two classes of 15-20 children. There is one secondary school with two courses: Grammar school and Hospitality school. They point out that before (e.g. in 2007) there were more courses: Food processing technical school, High school of forestry, Grammar school. Therefore they are not satisfied with the choice of courses. Furthermore, they consider that there is a lack of quality teaching staff. They point out the problem that the children of Serb nationality can not attend the national group of subjects. About 30% go to university and those who complete stay in the town where they studied, not returning to Glamoč.

- "We have a problem as the children are limited with those two courses they can choose from, you can enrol the High school or economics or the Grammar school. A teaching staff, we have teachers who teach six subjects." (Respondent from Drvar)

- "Starting with high schools, the students are enrolled at the secondary schools which are currently not linked with the labour situation in Bosnia and Herzegovina, we have a ton of hairdressers, economists, accountants. Most of them complete the high school and they do not have practice, they do not know how to do what they were trained for. Moreover the professors do not communicate the knowledge the way they should. I was trained for a customs technician in the School of Economics, all four years we did not have practice." (Respondent from Livno)

- "It is important to work on the education of the children with special needs. I had a project with the UNDP, where we included the children with special needs in the kindergarten with the assistant. When the project was completed they no longer had the right to go to the kindergarten, formally yes, but in practice no, because they were returned from the kindergarten by the kindergarten teachers. We had mothers and fathers who complained, but it was unsuccessful." (Respondent from Livno)

- "We have a problem with a national group of subjects for children of Bosniak and Serb nationality, however the Bosniak children study in the elementary school in Bosnian language but not in the high school, and the children of Serbian nationality do not have the Serbian language, nor a national group of subjects. We ran a number of initiatives to have it introduced, but it was not adopted by the Cantonal authorities. The children learn Croatian language, instead of learning their native language." (Respondent from Glamoč)

In Drvar and Livno they consider that there is a problem with violence in primary and high schools. They think that it is the result of social frustration and disguised anger which they are exposed to primarily in the family. Violence is often little known because students, especially older, are rarely talking about it. In the recent years the violence over the internet happens more often. This problem is closely related to the small number of school counsellors and psychologists in schools (some schools do not have them at all). In Livno they point out that the forms of violence are getting more "creative". In Glamoč the prevailing opinion is that there is very little violence in the school and that it is not a significant problem.

- "There is a problem with violence and everything. With children the problem is deeper than what people talk about, they see their father and mother having no money and their frustrations are expressed at school. The problem is not the professor, but the children, who are not satisfied with life. They do not have the basic needs." (Respondent from Drvar)

- "That is the topic that students talk least about, bullying and cyber bullying. Each child has been called all sorts of names, each child was slapped, whacked, hit, girls are attacking girls, men attacking men, and it is no longer just a male - female violence. This

bullying is evolving to cyber bullying, it happened that they put a girl's head on a photo of a naked woman, it circulated throughout the school and in the end the police found who is to blame for this and solved it." (Respondent from Livno )

- "I think that the problem is how children perceive what violence is, I think they do not have the confidence to talk to the teachers, they fear that their parents will not understand, the younger children in primary school say it more often, older rarely." (Respondent from Livno)

- "The problem is that for 10 years already there is one psychologist per 2,000 children in a primary school. He is trying to gain the trust of children, especially the problematic ones, however, when waiting in front of her office, the child, while standing, is already bullied and loses the will to speak to a psychologist." (Respondent from Livno)

The suggestions for improving the education in Drvar are to introduce new courses in school, of the artisan character. The additional education of teachers should be also done, but all in vain if the birth rate is getting lower and there are fewer children in school. In Livno they emphasized the need for the interactive teaching, training of teaching staff, more courses, a bigger number of school counsellors and psychologists. In Glamoč they said it was important to align the academic courses to the needs of the labour market.

## Annex 8 Education – Extracts from Quantitative Surveys

### Sample

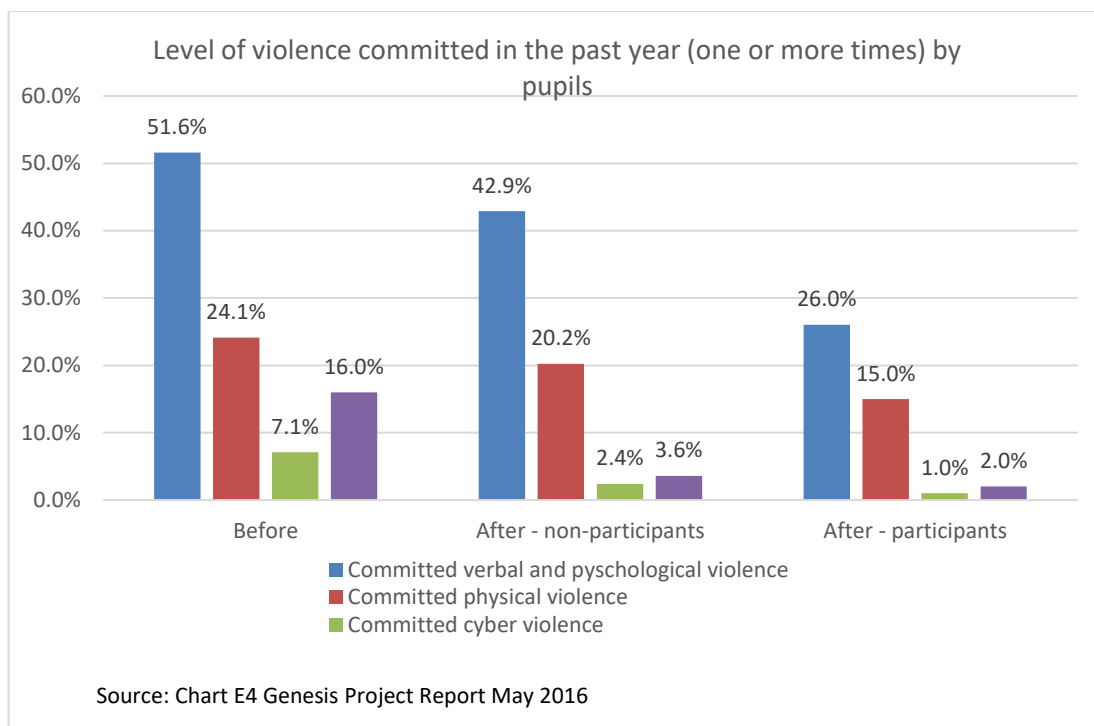
Sample composition for Research on Situation, Attitudes and Needs, Genesis Project/UNICEF, May 2016

	Phase I (2014)		Phase II (2016)	
Sample	Total	% Female	Total	% Female
Pupils	482	50.1%	Control group – 84	57.6%
			Experimental group – 100	
School personnel	157	69.4%	102	75.5%
Parents	283	70%	70	62.9%
<b>Total sample</b>	<b>922</b>	<b>60%</b>	<b>356</b>	<b>64%</b>

Key findings include the following:

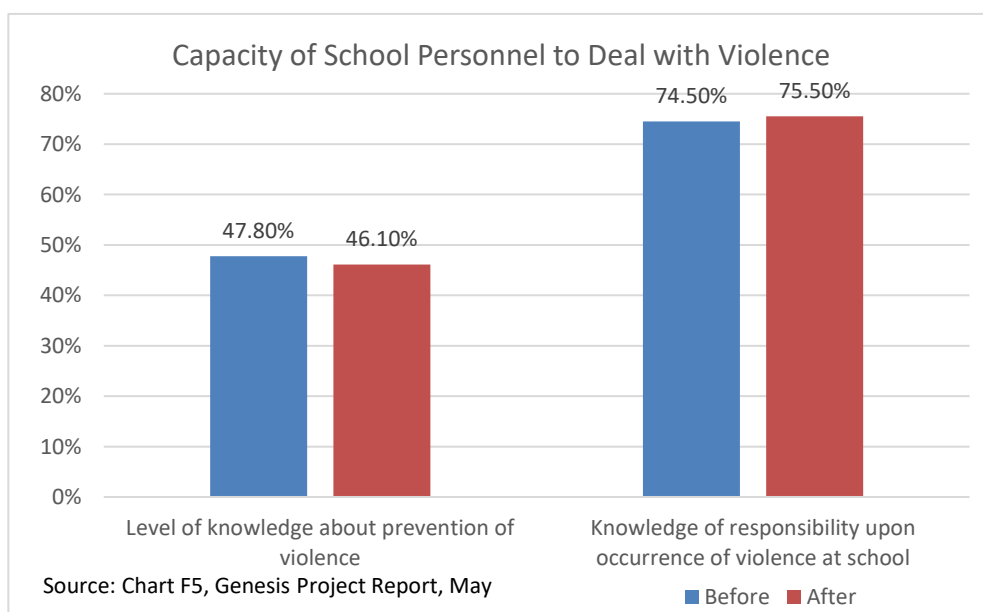
For children included in the programme:

- 10% more knowledgeable about discrimination, and 20% more knowledgeable about tolerance than before the project
- 6% less likely to experience verbal and physical violence at school in the past year (down from 53.4% to 47%), and 14% less likely to have experienced violence with sexual connotation (reduced from 18.9% to 5%)
- There was no significant difference between control and experimental groups in terms of 'open-mindedness towards coexistence with other ethnic groups', suggesting that the project did not make noticeable changes in this regard.
- All pupils were significantly less likely to report that they had committed acts of violence, with the project participants even less likely than non-participants.



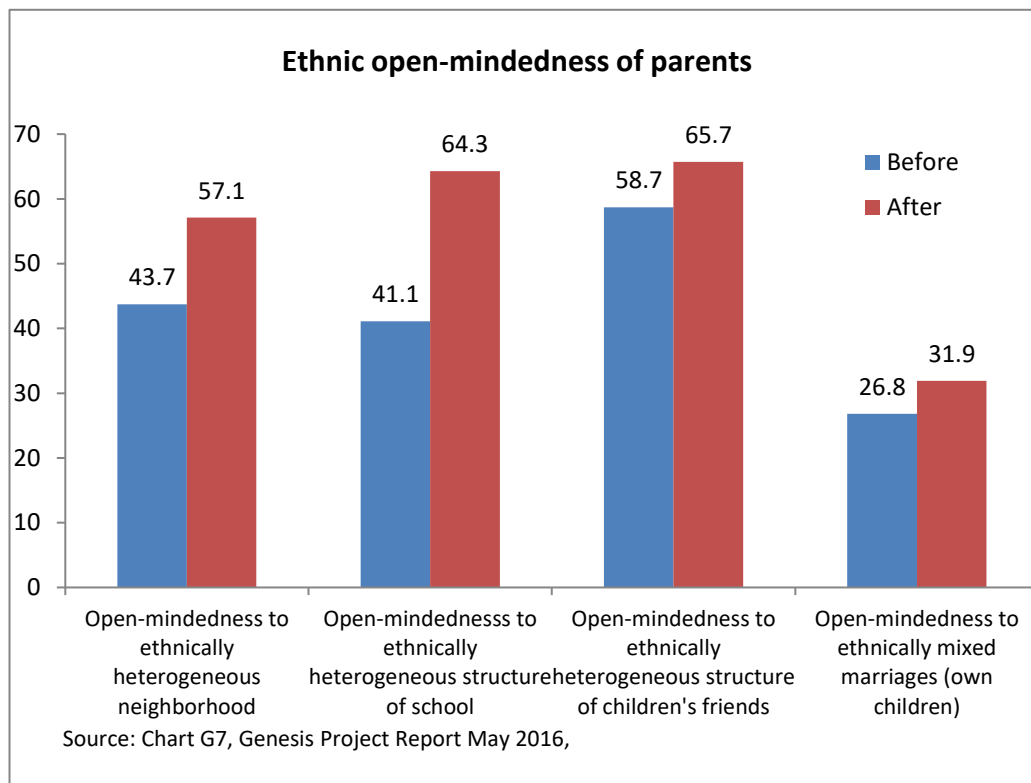
For school personnel:

- Knowledge about conflict slightly worsened after the project
- Knowledge about discrimination improved significantly from 16% to 32%, but knowledge of tolerance reduced from 87% to 79%.
- Prevalence of all forms of violence in schools fell, but only slightly
- Pupils are more likely to report violence when it happens (78.3% in 2014 compared to 89.1% in 2016).
- School personnel are more likely to actively respond to violence (89.2% in 2014 compared to 95.1% in 2016)
- There was little change in the reported capacities of school personnel to deal with violence.



For parents:

- There are small improvements in parents' perceptions of their communication skills
- There is little difference in parents' knowledge about conflict before and after the project
- Parents show more understanding about discrimination (20.7% vs 31.4%), but rather less about tolerance (71.3% vs 57.1%)
- There was an increase in the proportion of parents which considered that violence was prevalent at school (76.2% vs 85.7%)
- Parents were more likely to respond to their child's reporting of violence at school by going to the school to talk to teachers (75.5% vs 84.3%).
- Parents were noticeably more open minded to other ethnicities after the project than before.

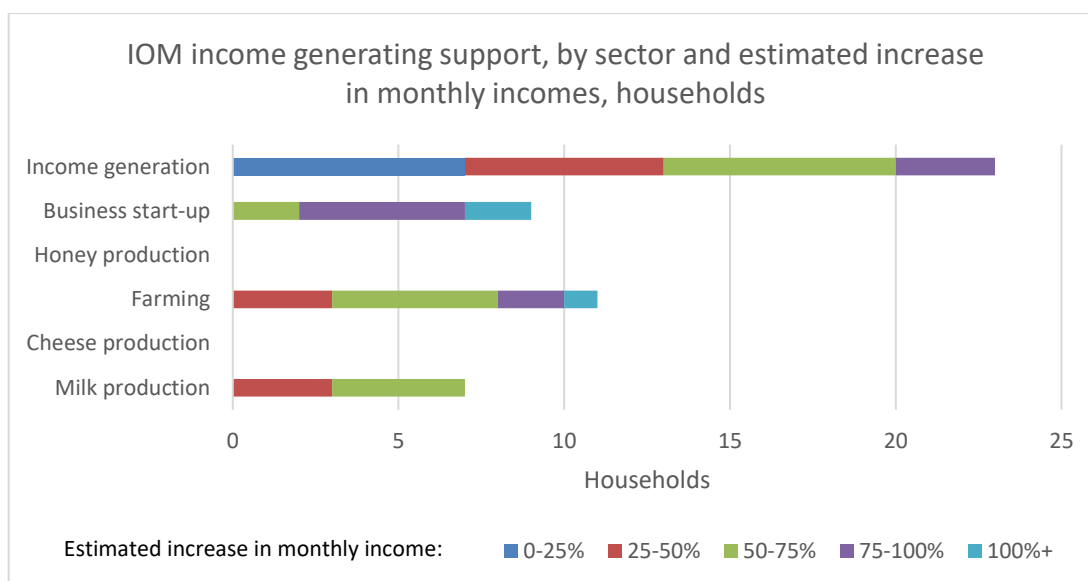


## Annex 9 Support for Livelihoods – Basic Data

Outcomes of UNHCR support for livelihoods – survey findings		
Increase in monthly income:	H/H	%
0-25%	0	0%
25-50%	12	33%
50-75%	24	67%
75-100%	0	0%
100%+	0	0%
<b>Total</b>	<b>36</b>	

IOM Support for income generation – Types of Support Provided – Households					
Types of interventions	Milk production	Farming	Business start-up	Income generation	Totals
Building materials	0	1	0	0	<b>1</b>
Business-specific equipment	0	0	9	3	<b>12</b>
Equipment and supplies	0	0	0	1	<b>1</b>
Farming equipment	0	1	0	13	<b>14</b>
Other equipment	1	1	0	0	<b>2</b>
Tools	0	0	0	6	<b>6</b>
Other support	6	8	0	0	<b>14</b>
<b>Totals</b>	<b>7</b>	<b>11</b>	<b>9</b>	<b>23</b>	<b>50</b>

Outcomes of IOM support for livelihoods – Survey Findings		
Increase in monthly income	H/H	%
0-25%	7	14%
25-50%	12	24%
50-75%	18	36%
75-100%	10	20%
100%+	3	6%
<b>Total</b>	<b>50</b>	



## UNDP Support for Value Chains

Number of households supported, by types of support and sector	Milk production	Honey production
Building materials	27	0
Education	1	31
Equipment and supplies	44	34
Farming equipment	4	25
Milk collection services	119	0
Other equipment	11	0
Other support	3	0
<b>Totals</b>	<b>209</b>	<b>90</b>



## Annex 10 Additional Resources and Unplanned Activities

Taken from request for no-cost extension, May 2016

“All the implementing agencies have confirmed that the originally defined targets will not change. On the contrary, as indicated in the last progress report, some of the outputs are being achieved beyond the planned targets providing improved results and reaching more beneficiaries than originally planned or anticipated.

“Below are examples of achievements that were not originally planned:

- Establishment of the Cantonal Development Agency
- Establishment of the Cantonal Office for Free Legal Aid
- Establishment of the Cantonal Food and Veterinary Institute
- Opening of the first Secondary Vocational School of Agriculture
- Opening of the first Social Inclusive Kindergarten
- Mobilized 100,000 USD from the Korean Government in 2015 for support to primary schools in Drvar, Bosansko Grahovo and Glamoč (IT cabinets and school playgrounds)
- Mobilized 100,000 USD from the Korean Government for 2016 for support to medical services in Bosansko Grahovo (donation of two ambulance vehicles to be delivered by October 2016)
- Mobilized 100,000 USD from the Korean Government for 2017 for reconstruction of the only primary school in Bosansko Grahovo (115 children total, from 1<sup>st</sup> to 9<sup>th</sup> grade)
- Mobilized up to 400,000 EUR from the Czech Development Agency for support to development of agriculture in Canton 10 (support to Food and Veterinary Institute and small cheese producers)
- Municipal Working Groups established as MDTs (Municipal Development Teams) responsible for preparation, review and implementation of municipal integrated development strategies
- MiPRO strategies prepared at the Cantonal and Municipal level provide inputs and guidelines for budgetary allocations, i.e. financial plans are linked with operational implementation plans, etc.
- 16 training sessions/workshops for municipal authorities (Municipal Development Teams) in the process of preparation of local development strategies based on MiPRO methodology (Methodology for Integrated Local Development Planning).
- UNICEF's advocacy efforts and recommendations led to new budget allocation for pre-school education and ECD services in Cantonal and municipal budgets (there was no budget allocated for this purpose before)
- Community safety plans developed for 4 selected municipalities (3 planned)
- Trainings for journalist from Radio Livno and Radio Kupres on human security reporting – child-friendly media reporting and rights based journalism
- Trainings for Working groups from Drvar, Bosansko Grahovo, Glamoč and Kupres on SPI (Social Protection and Inclusion) referral mechanism and application of Guidelines of Conduct in Cases of Violence Against Children
- Establishment of the 4<sup>th</sup> mobile health team (3 planned)
- Trainings for pre-school teachers
- School Coordination Boards on Violence and Discrimination Prevention received draft School Plans for Violence Prevention approved by Cantonal Expert Group
- Puppet shows on the risks posed by landmines, UXO's and SALW were organized for all children age 6 to 10 from municipalities of Drvar, Bosansko Grahovo, Glamoč and Kupres, and majority of children this age from Livno and Tomislavgrad (planned for 3 communities only)”

## Annex 11 Project Logical Framework

Project Strategy	Objectively verifiable indicators (OVI) –	Sources and means of verification (MOV)	Important assumptions and risks
<b>Human Security Goal:</b>			
<b>To eliminate community, personal, and economic insecurities which place Canton 10 at risk of instability</b>	Improved reported socio-economic situation, improved assessment of services received and improved individual perceptions by returnees on insecurities in Canton 10 (including gender equity aspects) <b>Baseline:</b> to be established in 2013 via HSIA research <b>Target:</b> Significant increase in individual feeling of security, improved socio-economic situation and quality of received services by majority of respondents	Research/HSIA report 2013 and Research/HSIA report 2015 Comparison of findings of two waves of HSIA will determine level of impact of the programme on targeted beneficiaries.	Government secures adequate financing to complement activities provided through this program Annual budget remains unaffected by political motivations Local elections (to take place during project implementation) do not further politicize minority rights and return
<b>Project Objectives:</b>			
<b>1. Ensure sustainability by facilitating stakeholder ownership (i.e. Governmental authorities at all levels, CSOs)</b>	The Steering Committee (SC) and sectoral WGs have been established (2013), TOR developed and agreed (2013), regular SC meetings held (2013-2015), HS advocacy training conducted (2013), HS advocacy actions implemented (2013-2015); SC and WGs established as permanent bodies in Canton 10 (2015)	Official documents, TOR, and rulebooks of Steering Committee and sectoral working groups, meetings' minutes, attendance records. MoU, decision of Cantonal government  HSIA 2013/HSIA 2015 Cantonal and municipal budgets Action plan	Authority representatives show will and interest in taking an active role in project implementation Local elections (to take place during project implementation) do not further politicize minority rights and return Effective cooperation between Cantonal and Municipal authorities established
<b>2. Enhance joint / shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities</b>	Baseline established; key areas of intervention, key target groups/communities selected (2013), cantonal and municipal budgets reviewed (2013/2014), joint Action Plan to address needs of identified vulnerable groups developed (2013/2014), Action Plan by the end of the programme (2015) implemented, at least 7,795 beneficiaries reached (2015).	TNA and HSIA 2013 reports. Referral cases database Service providers statistics Cantonal and municipal budget plans Statutes on CSOs Public consultations on budget allocation institutionalized at municipal and cantonal level	Willingness of professionals to work in remote areas  CSOs are receptive to project ideas and cooperative  Willingness of authorities to outsource services to CSOs

<b>3. Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence</b>	<p>Indicators: Number of primary and secondary school students (boys and girls) involved in inclusive and inter-cultural education activities; Number of pre-school girls and boys involved in peace education activities; Number of primary and secondary school teachers with increased knowledge related to inter-cultural, peace education and violence prevention; Number of parents who know how to identify and report cases of violence.</p> <p>Baseline: 0 (for all)</p> <p>Target: 2,000 students; 500 pre-school children; 100 primary and 50 secondary school teachers; 500</p>	<p>Schools statutes Schools' board meetings' minutes Project monitoring reports</p>	<p>Schools, parents and children wish to take part in specified activities Cantonal Minister of Education approves and supports the initiatives</p>
<b>4. Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats</b>	<p>Municipal referral mechanisms established (2013), training delivered (2013/2014) and number of cases addressed (2015), increased budget allocations that address needs of vulnerable groups (2014), service mobile units established, equipped and trained (2013/2014), number of remote service users considerably increased (2014/2015), number of CSOs involved and their capacities enhanced (2015). Improved safety conditions for 5,900 Glamoc residents through reduction of environment pollution of soil, better communication changes, and marked hazard zones at the demolition range (2015).</p>	<p>Community and municipal safety operational plans Municipal budgets Communication and media material HSIA</p> <p>Soil sampling analysis reports; the Ministry of Defense verification reports; Communication and media materials.</p>	<p>Positive cooperation between local community, Cantonal and State authorities</p>
<b>5. Empower local communities to improve access to employment to ensure economic sustainability of return</b>	<p>At least 195 micro-producers/households and families supported in income generation through self-employment initiatives (approx. 480 individuals); at least 70 Fruit, dairy and vegetable farms /cooperatives in the targeted areas, number of Fruit, dairy and vegetable SMEs and 6 local municipal authorities.</p>	<p>Mapping Report. Cantonal and Entity statistics</p> <p>Cantonal Employment Bureau HSIA 2013</p>	<p>Willingness of Canton to promote equal employment opportunities</p> <p>Market availability</p>
<b>Outputs</b>			

1.1. Steering Committee and sector working groups formed and capacitated	<p><b>Baseline:</b> No dedicated bodies for HS in Canton 10 (2012).</p> <p><b>Indicators:</b> The Steering Committee (SC) and sectoral WGs have been established (2013), TOR developed and agreed (2013), regular SC meetings held (2013-2015), HS advocacy training conducted (2013), HS advocacy actions implemented (2013-2015); SC and WGs established as permanent bodies in Canton 10 (2015)</p>	Official documents, TOR, and rulebooks of Steering Committee and sectoral working groups, meetings' minutes, attendance records.	Government's interest in taking an active role in project implementation Local elections (to take place during project implementation) do not further politicize minority rights and return. Effective cooperation between Cantonal and Municipal authorities established.
1.2. Needs Assessment, HSIA undertaken and joint planning and budgeting for empowerment of most vulnerable undertaken	<p><b>Baseline:</b> No comprehensive research respecting Human Security Approach conducted to date (2012)</p> <p><b>Indicators:</b> Baseline established; key areas of intervention, key target groups/communities selected (2013), cantonal and municipal budgets reviewed (2013/2014), joint AP to address needs of identified vulnerable groups developed (2013/2014), AP by the end of the programme (2015) implemented, at least 7,795 beneficiaries reached (2015).</p>	Research/HSIA report 2013 and Research/HSIA report 2015 Comparison of findings of two waves of HSIA will determine level of impact of the programme on targeted beneficiaries.	
2.1. Cantonal, municipal and CSO capacities in service provision developed to adequately address personal and community insecurities	<p><b>Baseline:</b> TNA and HSIA findings (2013)</p> <p><b>Indicators:</b> at least 7,795 prioritized beneficiaries reached (2015), municipal referral mechanisms established (2013), training delivered (2013/2014) and number of cases addressed (2015), increased budget allocations that address needs of vulnerable groups (2014), service mobile units established, equipped and trained (2013/2014), number of remote service users considerably increased (2014/2015), number of CSOs involved and their capacities enhanced (2015).</p>	Cantonal and municipal budget plans Statutes on CSOs	
3.1. Peace education promoted and measures undertaken to prevent violence within schools and communities in Canton 10	<p><b>Indicators:</b> Number of schools that implement anti-discrimination, peace education and violence prevention activities; Number of municipalities that promote inter-cultural education, prevention of violence and peace building; Number of municipalities that have</p>	Schools statutes Schools' board meetings' minutes Project monitoring reports	

	developed protocols on identification and reporting of cases of violence Baseline: 0 (for all) Target: 19 schools, 6 municipalities, 6 municipalities		
4.1. Community safety management models developed and implemented in cooperation with working group members in prioritized communities in Canton 10	<b>Indicators:</b> involve at least 3 selected communities, 4 community service providers (institutions) and 35 police officers. Communities are utilizing SARA (Scanning, Analysis, Response and Assessment) methodology. Number of awareness initiatives on threats to personal and community safety implemented.	Community and municipal safety operational plans Municipal budgets Communication and media material HSIA	
4.2. Safety in municipality of Glamoc enhanced through improved safety measures at the military demolition range	<b>Baseline:</b> Field mission report (2012). <b>Indicators:</b> Improved safety conditions for 5,900 Glamoc residents through reduction of environment pollution of soil, better communication changes, and marked hazard zones at the demolition range (2015).	Soil sampling analysis reports; the Ministry of Defense verification reports; Communication and media materials.	
5.1. Value chains strengthened that link beneficiaries to markets and investors	<b>Baseline:</b> Initial mapping report (2013) <b>Indicators:</b> At least 195 micro-producers/households and families supported in income generation through self-employment initiatives (approx.. 480 individuals); at least 70 Fruit, dairy and vegetable farms /cooperatives in the targeted areas, number of Fruit, dairy and vegetable SMEs and 6 local municipal authorities.	Mapping Report. Cantonal and Entity statistics Field monitoring reports; statements of beneficiaries	
5.2. Employability and equal employment opportunities increased in the public and private sector in Canton 10	<b>Baseline:</b> HSIA findings (2013). <b>Target:</b> At least 50 unemployed and unskilled people gain employment, at least 5 vocational trainings delivered, forest management certification developed.	Cantonal and municipal budget plans Statutes on CSOs Field monitoring reports; statements of beneficiaries	

Activities			
Activity 1.1.1: Mobilize appropriate governmental and non-governmental representatives	Number of working meetings scheduled.	Meeting minutes.	Government's interest in taking an active role in project implementation
Activity 1.1.2: Develop terms of reference, and rule books for the Cantonal Steering Committee and working groups	Steering Committee established (2013)	TOR for Steering Committee.	
Activity 1.1.3: Disseminate the human security concept and principles amongst members of the Cantonal Steering Committee and working group members, using communication and advocacy tools.	Workshops held with HS principles disseminated (2013)	Media clippings. Media reports. Public campaign media materials including radio, TV , billboards etc.	
Activity 1.1.4: Provide advocacy, communication, and lobbying training to NGOs whose representatives will participate in the Cantonal Steering Committee	Number of CSOs trained in advocacy and lobbying within the HS approach in targeted local communities (2013) Toolkits prepared and disseminated. Baseline: 0 Target: 15	Participant lists Toolkits Public campaign media materials including radio, TV , billboards etc.	
Activity 1.2.1: Mobilize appropriate governmental and non-governmental representatives in order to jointly analyse baseline study (HSIA) and in year 3 analyse follow up HSIA. Study.	HSIA conducted (2013) and follow up HSIA (2015)	Analysis and report.	
Activity 1.2.2: Prioritise geographical areas / marginalized groups that require support in close collaboration with the assessment team.	Geographical areas prioritized based on available statistics, available field reports, and consultations with the government. List of areas available, agreed upon and approved by the Steering Committee.  Map of the most vulnerable areas of the Canton 10 <b>Baseline:</b> n/a <b>Target:</b> After comprehensive field assessment, map of the Canton 10's most vulnerable areas	Updated map delivered by implementing partners RRS and BHLS at beginning of each year	

	<p>produced by partner organization at beginning of year 1 and updated at the beginning of years 2 and 3</p> <p>Detailed interviews with potential beneficiaries undertaken and case assessments compiled and updated annually.</p> <p><b>Baseline:</b> UNHCR case list of vulnerable returnees in northern municipalities of Canton 10</p> <p><b>Target:</b> UNHCR case list of vulnerable returnees in northern municipalities of Canton 10 updated through field assessment at the beginning of years 1, 2 and 3</p>	Updated case list delivered by implementing partners RRS at the beginning of each year	
Activity 1.2.3: Jointly review the Cantonal and municipal budgets through the lens of providing the most effective response to the needs of those at risk of exclusion.	Government budgetary sources screened, recommendations provided. Inclusive policies recommended as part of new budgetary planning cycle.	Review report.	
Activity 1.2.4: Develop a joint action plan on how to best address the needs of identified vulnerable groups.	Joint Action Plan prepared.	Action plan and meeting minutes.	
Activity 2.1.1: Create municipal level working groups in charge of the referral mechanism	Working group nominations prepared. Number of meetings conducted.	Minutes from meetings.	
Activity 2.1.2: Municipality-led assessment of the most vulnerable individuals and the root causes of personal and community (i.e. domestic violence, violence against children, sexual and gender based violence)	List with most disadvantaged created based on vulnerability assessment and in line with HS principles (2013) Policy recommendations available (2014).	Cantonal government list.	
Activity 2.1.3: Municipal working group designs and adopts a referral mechanism that addresses personal and community insecurities affecting vulnerable groups	Referral mechanisms prepared.	Monitoring reports.	

Activity 2.1.4: Support to implementation and monitoring of the referral mechanism.	At least 10 monitoring reports prepared to confirm the continuing support to the referral mechanisms. (2013-2015)	Monitoring reports.	
Activity 2.1.5: Deliver trainings to professionals (e.g. police officers, social workers, teachers, etc.)	Number of trainings delivered.	Toolkits List of attendees.	
Activity 2.2.1: Through relevant working groups, determine adequate standard of services (i.e. access to social services, health care, education, etc.) including needs assessment for technical equipment for future use by local stakeholders.	Working groups established. Working groups reports prepared.	Minutes from working group meetings.	
Activity 2.2.2: Jointly develop budget allocations according to standards determined in the previous activity	Budgets developed (2014) and proposed to government for specific social inclusion activities.	New budgets proposals.	
Activity 2.2.3: Advocate for proportional/ need based budgeting to for each sector for social services.	Number of meetings held with relevant sector-specific stakeholders in government	Meeting minutes	
<p>Activity 2.2.4: Initiate, equip and train mobile units to provide services (i.e. free legal aid network, health care, ECD, etc) in prioritized municipalities</p> <p>2.2.4.1 At least one mobile unit providing free legal aid in prioritized municipalities assisting 600 beneficiaries</p> <p>2.2.4.2. At least one mobile team trained, equipped and providing Early Childhood Development Services in prioritized municipalities assisting 2,000 children</p>	<p>Frequency of visits by legal aid unit(s) to prioritised municipalities <b>Baseline:</b> Visits to northern municipalities of Canton 10 by UNHCR's free legal aid mobile unit occur a few times a month. <b>Target:</b> Visits to three northern municipalities of Canton 10 by free legal aid mobile units increased to once a week.</p> <p>Number of beneficiaries in prioritized areas receiving free legal aid <b>Baseline:</b> n/a <b>Target:</b> 200 beneficiaries receive free legal aid per year for each of the three years that the project is running</p> <p>Baseline: 0</p>	<p>VPBiH bi-monthly reporting</p> <p>Monitoring reports</p>	



2.2.4.3. Three (two part time, one full time) Red Cross mobile health teams equipped, trained for increased access to health for vulnerable (mainly elderly) population	<p>Target: At least one mobile team trained, equipped and providing Early Childhood Development Services in prioritized municipalities assisting 2,000 children</p> <p>Equipment procured for mobile health teams Number of healthcare mobile teams operational Number of elderly and vulnerable individuals provided basic health care Baseline: 2 teams Target: 5 teams Baseline: n/a Target: At least 1,700 additional elderly and vulnerable individuals in three municipalities provided basic health care.</p>	Field monitoring reports Red Cross reports	
Activity 2.2.5 Outreach to persons of concern as to their rights and how to access them	Employment office, social service centre, municipal and cantonal administration aware of access to rights for socially vulnerable categories.	Questionnaires.	Availability of institutional civil servants to participate.
Activity 2.3.2: Create linkages and networks amongst CSOs and build their capacities to better advocate to the Cantonal authorities for improved protection and budgetary allocations (access to social services, health care, education etc.) on behalf of persons of concern	<p>Number of trainings delivered Number of formal or informal network meetings held Number of CSOs identify their own visions and strategies;</p>	<p>Training reports Meeting minutes</p>	Complaints and obstruction initiated maintained by preferential CSO in municipalities.
Activity 2.3.3: Build local democracy partnerships between civil society and governmental partners	<p>Number of meetings held between CSOs and government (outside of working group or steering group meetings) Number of documents of cooperation between</p>	Meeting minutes	Municipalities do not have adequate expertise and skills necessary for the development and delivery of Calls for CSO project proposals

	municipalities and CSOs Institutionalised mechanisms for CSOs/Municipality interaction as well as demonstrate benefits of these strengthened relations for improved actions towards meeting the needs of local communities.	New policy documents at municipal level	
Activity 2.3.4: Implement transparent mechanisms for disbursing funds to CSOs	<p>Number of problems in local community successfully addressed by CSO projects.;</p> <p>Municipalities increased the proportion of resources deployed for the project based funding approach CSO</p> <p>Number of communications established between CSOs and municipalities through the project efforts (meetings, trainings, correspondences)</p> <p>XX municipalities introduced unified and transparent mechanisms for disbursement of funds foreseen for CSOs and their activities based on the project approach.</p> <p>XX municipalities institutionalized transparent mechanisms for monitoring/evaluation of projects activities and results implemented by CSOs.</p> <p>Number of problems in each local community was successfully addressed by CSO projects.</p> <p>Number of projects corresponded to development strategy of the municipality.</p>	Projects disbursed. Monitoring Reports	
Activity 3.1.1: Promote inclusive and intercultural education in at least 15 schools	<p>Number of schools promoting inclusive and intercultural education</p> <p>Baseline: 0</p> <p>Target: 15 schools</p>	Project monitoring reports and school documentation	
Activity 3.1.2: Support peace education activities for at least 500 pre-school children	<p>Number of pre-school boys and girls are involved in peace education activities</p> <p>Baseline: 0</p> <p>Target: 500 pre-school aged boys and girls</p>	Project monitoring reports and school documentation	

Activity 3.1.3: Support violence prevention and systematic reporting in schools, and empower pupils and staff to take action in at least 15 primary schools	Number of primary school students involved in violence prevention programmes Number of primary schools support violence prevention and systematic reporting Baseline: 0 (for both indicators) Target: 800 primary school students (boys and girls) and 15 primary schools	Project monitoring reports and school documentation	
Activity 3.1.4: Support intergenerational dialogue on cooperation for violence prevention and peace education in 6 municipalities through public debates, contests and other social mobilization events with students (including children from at least 15 primary and 4 secondary schools), municipal/cantonal authorities, opinion leaders and media.	Number of municipalities support intergenerational dialogue on cooperation for violence prevention and peace education Number of social mobilization events organized with students, municipal/cantonal authorities, opinion leaders and media Baseline: 0 (for both) Target: 6 municipalities and at least 4 events	Project monitoring reports Media reports	
Activity 3.1.5 Support media training, production and dissemination of One Minute Junior documentaries on violence prevention and peace education for students in 6 municipalities	Number of boys and girls involved in the production of One Minute Junior documentaries on violence prevention and peace education Baseline: 0 Target: 80 students	Project monitoring reports and One Minute Junior movies	
Activity 3.1.6: Facilitate interactions between students through exchanges among schools and joint activities, across the Canton, involving at least 15 schools.	Number of schools involved in exchanges with other schools to facilitate interactions between students Baseline: 0 Target: 15 schools	Project monitoring reports and school documentation	
Activity 3.1.7: Develop protocols and capacity of school professionals on how to identify and report cases of violence	Protocols developed in 6 municipalities (Yes/No) Baseline: No Target: Protocols developed in 6 municipalities	Project monitoring reports and school documentation	
Activity 3.1.8: Public/media promotion of inter-cultural education in schools, peace building and violence prevention, through local, cantonal, entity and state media, focusing on social networks and radio.	Number of municipalities that use social networks and radio to promote inter-cultural education in schools, peace building and violence prevention Baseline: 0 Target: 6 municipalities	Project monitoring reports, media reports / social networks	

Activity 4.1.1: Jointly develop community safety operational plans in 3 selected communities including technical equipment needs for use by local stakeholders	Community safety management model endorsed by community authorities; No. of civil servants and police officers trained on community safety management.	Toolkits; training materials.	
Activity 4.1.2: Provide training to 4 community service providers and up to 35 police officers to enhance their capabilities to protect citizens from the man-made disasters;	No. of community service providers undertook the training on community security management; No. of police officers trained on community-based policing principles and philosophy.	Participants list and certificates.	
Activity 4.1.3: Raise awareness of the local population from 5 local communities on the potential threats to their security and the ways to prevent it;	Awareness raising campaign on safe and secure environment implemented.		
Activity 4.1.4: Prevention activities organized in schools in identified 3 selected communities.	Mechanism to ensure children participation in community safety plans established in 3 locations Community and schools based models developed in 3 locations		
Activity 4.2.1: Soil sampling and remediation conducted at the Glamoc 'Resolute Barbara Range' in order to prevent environmental pollution.	Soil sampling reports show no environmental pollution at the range. UXO clearance report indicates no unexploded ordnance is present at the range.		
Activity 4.2.2: Improve timely dissemination of information mechanism between media and relevant vulnerable communities and the Ministry of Defense on activities implemented at the demolition range.	Population informed about the Range operations; A system to manage public relations related to the Range created within the Ministry of Defense.	Media articles.	
Activity 4.2.3: Mark hazard zones at the demolition range and improve implementation of the safety measures	Hazard zone signs installed (2014); Fences and barriers installed (2015).	Photos. Monitoring reports.	
Activity 5.1.1: Identify and deliver small-scale income generation projects at the individual level for at least 195 beneficiaries based on detailed economic security assessment	Economic security assessment conducted (2013) Selection criteria defined (2013) The economic security assessment report	Economic security report Business/project plans IOM Field monitoring reports	

	<p>Number of income-generation projects proposed and approved via UNHCR's standard project approval process. Baseline: n/a Target: 5 projects approved in year 1, 13 projects approved in year 2 and 7 projects approved in year 3.</p> <p>Number of individual beneficiary business/project plans developed &amp; approved Tools/equipment procured and delivered Target: 40 projects approved and assistance delivered in year 2 and 3 Number of families receiving material and equipment valued at up to 3000USD to support income-generation Target: Procurement and delivery of materials and equipment to 5 families in year 1, 13 families in year 2 and 7 families in year 3</p> <p>At least 195 small-scale producers included in new or existing value chains (including those with direct support by other UN agencies) (2015).</p> <p>% of beneficiaries stating that they are generating income (2015) At least 2 new value chains created or 2 existing value chains supported (2015)</p>	<p>Records of UNCHR commission on project approvals</p> <p>BHLS reports, monitoring of projects by UNHCR focal point for Canton 10</p>	
Activity 5.1.2: Assess needs and create linkages to local cooperatives and markets for at least 50 beneficiaries (in some cases they will overlap with activity 5.1.1.)	<p>At least 2 new linkages created (2015)</p> <p>At least 50 small-scale farmers included in the new business linkages (2015)</p>	Beneficiaries receipt statements.	
Activity 5.1.3: Develop farming, providing food safety, quality	Increased number of certified products (2015)	Photos, reports, on site visits, monitoring reports.	

assurance and farm management training for at least 70 farms	Farm management knowledge and application raised (2015)		
Activity 5.1.4: Improving SME competitiveness and market penetration for sustainable employment for at least 5 SMEs or their products. Improve access to markets with a focus on the EU market (fairs, matchmaking events, direct negotiations with buyers etc., as well as provision of consulting services.	At least 5 SMEs improve the visual presentation of their products (2015) At least 10 SMEs present their products to new market/buyers (2015)	On site visits. Monitoring reports.	
Activity 5.2.1: Organize and deliver 5 vocational trainings	Needs assessment for vocational training conducted.  At least 5 vocational trainings conducted.  A number of people employed though created linkages with SMEs and vocational training assistance.	Training lists of participants. Training toolkits.	
Activity 5.2.2: Advocate for equal employment opportunities in the public sector	At least one internal policy paper on generated statistics ref. employment in public institutions and countermeasures. Number of meetings reflecting on assessment of current state of affairs for the preparation of the policy paper.	Internal policy paper. Meeting minutes.	
Activity 5.2.3: Forest management certification as support to public sector for at least one forest management company. Increase the competitiveness of forest products.	At least 1 forest management company ready for certification and the certification process performed.	Forest management certificate.	

## Annex 12 Contributions made by local authorities as a support to the UNTFHS project in Canton 10

Contributor	Intervention	Financial or in-kind	Estimated value	Duration	Objective	Brief description	Target groups	Any other info
Municipality of Drvar	Provision of business premises located in Drvar	In-kind	Municipality: 13,600.00 USD (premises and utilities)  34 months * 400,00 USD	Feb14-Dec16	Objective 1: Ensure sustainability by facilitating stakeholder ownership	Provided business premises located in Drvar (Cultural Center)	Representatives of UN joint project	
Municipality of Drvar	Establishment of a milk purchase station for farmers in Drvar proper	In-kind	18,000 USD	36 months May15-May16  Legally speaking, the Mayor can allow the use of premises for only 36-month at the time, although, given the fact that the premises are owned by the municipal administration, the municipality guarantees renewal of this no-charge lease arrangement every 3 years for as long as necessary to support the farmer in obtaining income from the sale of milk.	<b>Objective 5.</b> Ensure equal access to employment and economic sustainability in prioritized areas	After the milk purchase station in Drvar was refurbished and equipped with milk cooling equipment, five farmer families in Drvar have doubled their production of cow milk, making an income from selling their milk to Meggle dairy producer ( <a href="http://www.meggle.ba/en/homepage">http://www.meggle.ba/en/homepage</a> ) whose trucks can now regularly pick up the milk. The municipality provided premises at no cost, as in-kind contribution to the project.	Five farmer families, cow milk producers, in Drvar proper	Activity video: <a href="https://goo.gl/gghib0">https://goo.gl/gghib0</a>

Contributor	Intervention	Financial or in-kind	Estimated value	Duration	Objective	Brief description	Target groups	Any other info
Municipality of Bosansko Grahovo, farmers, and the dairy producer <i>Mljekara Livno</i> <a href="http://www.mljekaralivno.com/">http://www.mljekaralivno.com/</a>	Establishment of a milk purchase station for farmers in Bosansko Grahovo proper	In-kind and financial	Municipality: 15,000 USD (premises)  Farmers: 0.03 USD per liter sold (utilities/manpower)  Dairy producer: 0.03 USD per liter of milk (utilities/manpower)	36 months Jun14-Jun17  Legally speaking, the Mayor can allow the use of premises for only 36-month at the time, although, given the fact that the premises are owned by the municipal administration, the municipality guarantees renewal of this no-charge lease arrangement every 3 years for as long as necessary to support the farmer in obtaining income from the sale of milk.	<b>Objective 5.</b> Ensure equal access to employment and economic sustainability in prioritized areas	After the milk purchase station was refurbished and equipped with milk cooling equipment, 32 farmer families have increased their production of cow milk by 110%, making an income from selling their milk to <i>Mljekara Livno</i> dairy producer ( <a href="http://www.mljekaralivno.com/">http://www.mljekaralivno.com/</a> ) whose trucks can now regularly pick up the milk. The municipality provided premises at no cost, as in-kind contribution to the project.	32 farmer families, cow milk producers, in Bosansko Grahovo municipality	UNDP refurbished the premises, fitting and installations, and provided milk cooling equipment. Municipality gives the right of use for the premises on 36-month intervals. The farmers, as the sellers, and the dairy factory as the buyer, each give 0.03 USD per liter of milk transacted, for the purpose of covering maintenance costs, utility costs, and the costs of salary for one person manning the milk station. Daily sales in 2014 were at 450 liters and in June 2015 have reached 940 liters daily, cca 110% increase, which gives an average of 30 liters per farmer. That also means that for an average daily contribution of 0.90 USD each farmer gets to participate in a sustainable and a reliable system of production and sales, generating average daily income of 16.50 USD.



Contributor	Intervention	Financial or in-kind	Estimated value	Duration	Objective	Brief description	Target groups	Any other info
Canton 10 Government and Health Centres Livno and Tomislavgrad	Delivery of ECD home visits / services	Joint financing with Cantonal Government	20.000KM	Continues	<b>Objective 2.</b>	Well-functioning ECD services established in all health centres reaching all children. In cooperation with Cantonal Ministry of Labor, Health, Social Welfare and Refugees and Relevant Working group, assessment for ECD equipment conducted for all Health Centres. During second year, additional assessment conducted for ECD home services in Health Centers Livno and Tomislavgrad that resulted in support to purchase of ECD automobiles – UNICEF matched funds with Cantonal Government to purchase to cars.	All children with special emphasis on hard to reach and vulnerable.	
Canton 10 Government and all Municipalities	free pre-school education of 300 teaching hours	In kind and financial	51.850KM	2014 /2015 school year; 2015/2016 school year and 2016/2017 school year.	Objective 3. Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence	Ministry of Education supported in organising free pre-school education for 721 children in first year, 470 children in second year, 462 in third year. During second and third year the programme supported by municipalities in providing didactics and covering material costs.	Pre-school children and pre-school teachers.	UNICEF BiH made partnership with IN Foundation to provide trainings for teachers aimed at increasing quality of teaching, with focus on working with children, making partnership with parents and working with children with disabilities. All participants received Teacher's Manual. After assessment conducted with Ministry of Education UNICEF donated furniture for 5 pre-school classrooms and some didactics.

Contributor	Intervention	Financial or in-kind	Estimated value	Duration	Objective	Brief description	Target groups	Any other info
Municipality of Bosansko Grahovo, farmers, and the dairy producer	Establishment of a milk purchase station for farmers in Bosansko Grahovo, proper, village CrniLug	In-kind	<p>Municipality: 10,000 USD (premises)</p> <p>Farmers: 0.03 USD per liter sold (utilities/manpower)</p> <p>Dairy producer: 0.03 USD per liter of milk (utilities/manpower)</p>	<p>24 months Jun15-Jun17</p> <p>Legally speaking, the Mayor can allow the use of premises for only 36-month at the time, although, given the fact that the premises are owned by the municipal administration, the municipality guarantees renewal of this no-charge lease arrangement every 3 years for as long as necessary to support the farmer in obtaining income from the sale of milk.</p>	Objective 5. Ensure equal access to employment and economic sustainability in prioritized areas	After the milk purchase station was refurbished and equipped with milk cooling equipment, 47 farmer families have chance to increased their production of cow milk,, making an income from selling their milk to Mljekara Livno dairy producer ( <a href="http://www.mljekaralivno.com/">http://www.mljekaralivno.com/</a> ) whose trucks can now regularly pick up the milk. The municipality provided premises at no cost, as in-kind contribution to the project.	47 farmer families, cow milk producers, in Bosansko Grahovo municipality, village Crni Lug	UNDP refurbished the premises, fitting and installations, and provided milk cooling equipment. Municipality gives the right of use for the premises on 24-month intervals. The farmers, as the sellers, and the dairy factory as the buyer, each give 0.03 USD per liter of milk transacted, for the purpose of covering maintenance costs, utility costs, and the costs of salary for one person manning the milk station.

Contributor	Intervention	Financial or in-kind	Estimated value	Duration	Objective	Brief description	Target groups	Any other info
Municipality of Glamoč, farmers, and the dairy producer	Establishment of a milk purchase stations for farmers in Glamoč, proper, villages Vrba and Odzak	In-kind	<p>Municipality: 20,000 USD (premises)</p> <p>Farmers: 0.03 USD per liter sold (utilities/manpower)</p> <p>Dairy producer: 0.03 USD per liter of milk (utilities/manpower)</p>	<p>24 months Jun15-Jun17</p> <p>Legally speaking, the Mayor can allow the use of premises for only 36-month at the time, although, given the fact that the premises are owned by the municipal administration, the municipality guarantees renewal of this no-charge lease arrangement every 3 years for as long as necessary to support the farmer in obtaining income from the sale of milk.</p>	Objective 5. Ensure equal access to employment and economic sustainability in prioritized areas	After the milk purchase station was refurbished and equipped with milk cooling equipment, 98 farmer families have chance to increased their production of cow milk,, making an income from selling their milk to Mljekara Livno dairy producer ( <a href="http://www.mljekaralivno.com/">http://www.mljekaralivno.com/</a> ) whose trucks can now regularly pick up the milk. The municipality provided premises at no cost, as in-kind contribution to the project.	98 farmer families, cow milk producers, in Glamoč municipality, villages Vrba and Odzak	UNDP refurbished the premises, fitting and installations, and provided milk cooling equipment. Municipality gives the right of use for the premises on 24-month intervals. The farmers, as the sellers, and the dairy factory as the buyer, each give 0.03 USD per liter of milk transacted, for the purpose of covering maintenance costs, utility costs, and the costs of salary for one person manning the milk station

Contributor	Intervention	Financial or in-kind	Estimated value	Duration	Objective	Brief description	Target groups	Any other info
Government of Canton 10 and Municipality of Livno, reconstruction of Kindergarten	Reconstruction of heating system and installation of thermal insulation on the object of kindergarten, together with reconstruction of roof and replacement of the façade windows	Financial	Government of Canton 10: 33,406.93 USD  Municipality of Livno: 33,406.93 USD (reconstruction works)	10 months Dec15- Sept16	Objective 2. Enhance joint / shared capacity of the Cantonal and municipal authorities	The whole object was completely reconstructed with incorporated energy efficiency measures.	Kindergarten attend 40 children aged three to six years, who are divided into two groups. In each group is at least two children with disabilities, creating an inclusive environment in which all children can freely develop their own capabilities. Also, seven families of lower economic status are provided with free stay for their children in this kindergarten.	Related posts: <a href="https://goo.gl/Zvjf9E">https://goo.gl/Zvjf9E</a>  <a href="https://goo.gl/UmvLEV">https://goo.gl/UmvLEV</a>
Municipality of Kupres, Reconstruction water-supply network and reduction of water losses	Improvement of the system of water supply network in Kupres municipality	Financial	Municipality of Kupres: 11,305.82 USD (reconstruction works)	3 months (May16-July16)	Objective 4. Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats	Significantly improved system of water-supply network in Kupres municipality, reduced considerable water losses and ensured regular water-supply service for the citizens.	4045 residents of Kupres municipality	

Contributor	Intervention	Financial or in-kind	Estimated value	Duration	Objective	Brief description	Target groups	Any other info
Government of Canton 10 and Municipality of Livno	Improvement of the conditions for the development of small cheese factories through the analysis of existing capacities and their reconstruction	Financial	Government of Canton 10: 28,490.03 USD  Municipality of Livno: 28,345.41 USD	5 months (Aug16- Jan17)	Objective 5. Ensure equal access to employment and economic sustainability in prioritized areas	Improved conditions for development of small cheese factories through the analysis of existing capacities (prepared Study) and reconstruction of 10 objects of small cheese factories on territory of Livno and Glamoc municipalities	10 farmer families, producers of traditional Livno chees in Livno and Glamoc municipalities	UNDP hired the consultant who analysed and prepared Study on development of the capacities of local producers of Livno cheese and reconstruction of 10 objects of small cheese factories in Livno and Glamoc