

# **Human Security Rapid Assessment Report**

## UNTFHS Canton 10 Project Bosnia and Herzegovina

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## 1 Basic Data

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>
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>

## 1.1 Acronyms and Abbreviations

Acronym/ Abbreviation	Explanation
BiH	Bosnia and Herzegovina
CSO	Civil Society Organisation
FBiH	Federation of Bosnia and Herzegovina
H/H	Household
HSIA	Human Security Impact Assessment
IOM	International Organisation for Migration-UN Migration Organisation
MiPRO	Methodology for Integrated Local Development Planning
n/a	Not available
NGO	Non-Governmental Organisation
n/k	Not known
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

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## 1.2 Project 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

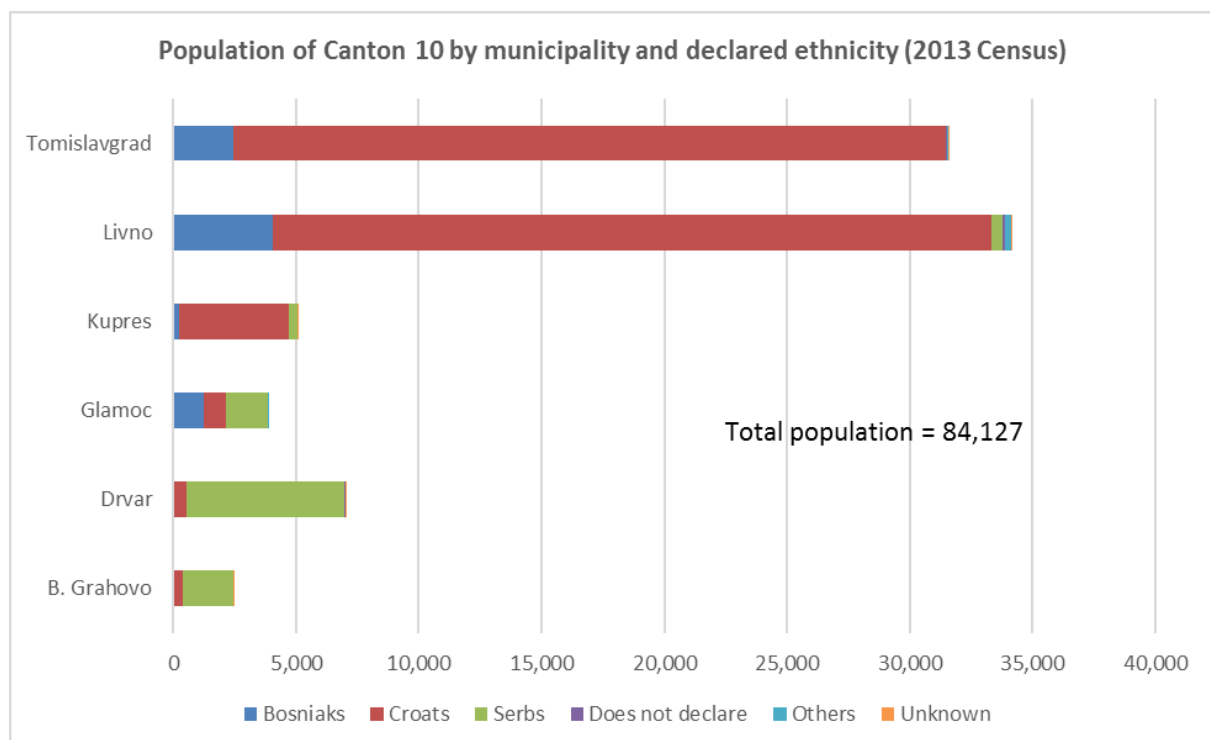
Evaluation field visits – October 2016



## 1.4 Canton 10 Map



## 1.5 Canton 10 Population



## 2 Introduction

### 2.1 Purpose

This report is one of two outputs of the final evaluation of the Applying the Human Security Concept to Stabilize Communities in Canton 10 as requested by the Office of the UN Resident Coordinator in Bosnia and Herzegovina. The two outputs are:

- Rapid Assessment Report.
- Final Evaluation Report.

This Rapid Assessment Report is guided by the directions in the Human Security Handbook<sup>1</sup>, which suggest that the report “should be a short and concise assessment (no more than 15 pages) of the added value of the human security approach and the lessons learned from its application”.

Further, “the human security rapid assessment should cover the following areas:

- The **added value** of the human security approach in addressing the broad range of insecurities faced by vulnerable communities, in order to bring positive changes in the lives of the target population, and strengthening the United Nations systems’ ability to respond to multidimensional insecurities.
- The **consequences and benefits** of human security principles (joint protection and empowerment mechanisms and processes that are people-centred, context-specific, comprehensive and prevention-oriented) on the target populations versus standard joint programmes or single-agency United Nations funds and programmes frameworks. This goes beyond an evaluation of what was done, to assess what difference the application of the human security approach has made.
- The **usefulness** of UNTFHS programmes in addressing gaps in responses to multi-dimensional insecurities due to human security’s broad focus and its ability to go beyond traditional agency mandates.”

This report is structured according to these three points, plus a last section on lessons learned. It aims to answer, as far as possible, the major questions listed in the handbook.

### 2.2 Context Background

Canton 10 is one of the poorest parts of Bosnia and Herzegovina (BiH). It was heavily affected by the conflict of 1992-1995, and reconstruction and reconciliation efforts were subsequently hampered by difficulties in establishing effective government. The Canton is predominantly rural, and is ethnically divided between Serbs and Bosniaks in the three northern municipalities of the Canton, and Croats in the three southern municipalities with a small community of Bosniaks. Much larger populations in the south mean that the Cantonal government is generally dominated by Croats. Since 2015, the Government in the Canton has been more inclusive, and therefore has been able to engage more seriously with the development of the Canton.

The political system in the Federation of BiH gives Cantons considerable autonomy over a range of functions, including social affairs and education. Cantonal government is therefore the primary driver of local development policy. Municipal administrations are small and under-funded and have little capacity to provide any but the most essential services. The three northern municipalities have large territories and are sparsely populated, exacerbating the logistical problems of providing adequate infrastructure and public services.

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

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<sup>1</sup> Human Security Handbook, Human Security Unit, United Nations, January 2016

assistance and the whole development process was somewhat lower than in other parts of BiH. Since 2010 there has been a steady improvement in Government capacities, but from a low base.

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>2</sup>; community insecurity from the entrenched and frustrating ethnic divisions; health insecurity from low public health insurance coverage<sup>3</sup> and under-funded services; and personal insecurities from prevalent domestic and school-based violence.

## 2.3 Project Background

Four UN Agencies worked together to deliver this project: UNDP, UNICEF, UNHCR, and IOM, with additional support from the UN Resident Coordinator's Office.

The project was designed jointly by the four agencies, and aimed primarily to focus on the needs of the very vulnerable returnee population in the three northern municipalities of Canton 10. In order for the intervention to be sustainable, it was designed also to ensure institutional commitment to longer term improvements in public services and local administration. The five objectives can be characterised as follows:

Objectives	Expected impact on direct beneficiaries	Institutional change
1. Ensure sustainability by facilitating stakeholder ownership (i.e. Governmental authorities at all levels, CSOs)	None	Political commitment and institutional structures in place to continue human security-focused development processes in Canton
2. Enhance joint / shared capacity of the Cantonal and municipal authorities to provide social services to decrease personal and community insecurities	Improved social care for vulnerable population. Elderly people, children and returnees; users of social services, early childhood development services, free legal aid	Model of low-cost social service delivery in place appropriate to vulnerable population in rural areas. Adopted and in budget in 4 municipalities
3. Strengthen the capacity of schools, Cantonal and Municipal authorities to prevent discrimination and violence	Reduced violence and discrimination experienced by pre-school, primary and secondary school children	Established pre-school provision; procedures and competences in place to deal with and prevent violence in schools

<sup>2</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>3</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))



Objectives	Expected impact on direct beneficiaries	Institutional change
4. Ensure critical areas in Canton 10 improve local responsiveness to community safety risks and threats	Populations in four municipalities; reductions in local risks to which they are exposed. Fire, traffic accidents, perceptions of safety	Municipalities with institutional processes and resources to identify priorities and incrementally reduce risks in local areas.
5. Empower local communities to improve access to employment to ensure economic sustainability of return	Increased incomes of minority returnees and other vulnerable populations	Public employers reduce ethnic discrimination in employment

The total project budget was USD 2.5 million, and the breakdown by agency and component is shown in the table below.

Objective/ component	Forecast total expenditure as of May 2016 (USD)					Variance against budget %
	UNHCR	UNDP	IOM	UNICEF	Total	
<b>O1</b>	7,334	95,738	36,671	16,324	156,066	-5.50%
<b>O2</b>	16,093	105,514	151,362	97,071	370,040	1.40%
<b>O3</b>	0	0	0	379,292	379,292	2.70%
<b>O4</b>	0	115,085	0	16,627	131,713	-2.30%
<b>O5</b>	96,369	568,758	114,768	-	779,895	0.50%
<b>Programme Coordination</b>	9,321	167,888	87,900	110,544	375,652	-3.29%
<b>Combined Visibility/ M&amp;E</b>	20,883	83,672	16,349	22,886	143,791	14.20%
<b>Project Support Costs (7%)</b>	10,500	79,566	28,493	44,992	163,551	0
<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>

Other funding was provided to support achievement of the project objectives, mainly in the form of contributions in kind from the local authorities, as well as their commitments to continuing to fund project-established services and other outputs. The additional contributions are detailed in the Final Evaluation Report.

### 3 Added Value

#### **What is the added value of the human security approach in addressing the broad range of insecurities faced by vulnerable communities?**

Project needs analysis and design used Human Security principles

The opportunity for funding from the UN Trust Fund for Human Security led the UN Country Team to undertake an analysis of the human security needs in Bosnia and Herzegovina. This analysis used a wide range of quantitative and qualitative data, including field visits and interviews, in order to identify the priority geographic area within BiH for UNTFHS support. The analysis and data were structured according to the human security framework. Of four potential areas, Canton 10 was selected as the area with the most pressing human security needs. This was the first time that the four UN agencies worked together in BiH to identify common priorities for intervention, and with a common analytical framework. This last point is very important, because typically agencies approach needs assessment with their own particular 'lens' (e.g. child protection and child rights for UNICEF, displaced people and returnees for UNHCR, etc.). In this analysis, however, the agencies brought their complementary 'lenses' together to create a more holistic analysis.

Government not heavily engaged in design, but strongly involved in implementation

At the early stages of the project development, local authorities were consulted, but not deeply involved. One of the reasons was that the Cantonal government at the time was newly elected, and busy creating a more solid ruling coalition. Prior to 2014, the Government of the Canton had been unstable and dysfunctional. After elections in 2014, a new government was inaugurated in May 2015. This governing coalition was more stable, and enthusiastically engaged in the challenge of promoting economic and social development of the Canton. This meant that the project – against expectations – had a positive and constructive government to work with during the second half of implementation.

Added value of human security concepts and discourse

The dominant discourse in Canton 10 (and elsewhere in Bosnia and Herzegovina) identifies human insecurity mainly in terms of poverty. Poverty levels are chronically high and there has been little economic progress since 2008. In this discourse, poverty is causally linked to some key underlying problems: the absence of outside investment, and therefore high unemployment; discrimination on the basis of ethnicity, and therefore one ethnic group losing out to another; political power based on ethnic identity, and hence inter-ethnic rivalry for control of power and resources (and jobs); patronage based on membership of political parties meaning the exclusion of non-party members from public sector jobs; and a bloated public sector resulting in chronic under-funding of public services.

This discourse is paralyzing, because it is unresolvable without fundamental change at the constitutional level. Resolving the problems revealed by this discourse means tackling ethnic difference, a more than 60-year heritage of party-linked patronage, and a drastic slimming down of the public sector. None of these will be easily achievable, and certainly cannot be achieved within the context of a 3-year donor-funded project. They would require constitutional change and very deep-rooted changes to the prevailing culture.

Instead, the human security analysis offered a way of identifying features of the complex causal web of insecurity which could be feasibly and realistically tackled. It is not quite the comprehensive approach suggested by the human security methodology, because a comprehensive approach would have to tackle the fundamental structural issues. It is, instead, a pragmatic approach of identifying a few key priority issues which could make a difference. These few key priorities were complementary (or potentially complementary) to each other and if achieved would make a lasting difference.

The priorities must also be within the competences and mandate of the UN agencies to resolve. The project as designed was able to identify selected priority needs for reform, develop solutions, and match the solutions to the organisational capacities of the UN agencies and their local partners.

#### Added Value of Co-financing

The project was originally promised USD 650,000 in co-financing from the Cantonal authorities. By the end of the project, some USD 178,000 had been provided by local authorities to the project, and an additional USD 78,000 estimated in-kind contributions.

Early in the project implementation it was apparent that this co-financing would not materialise because of local government budget constraints. Instead, the project worked with both Cantonal and municipal authorities to identify ways in which equivalent co-funding could be provided. Examples of this support in kind included the long-term commitment of premises for honey cooperatives (Objective 5), co-financing of pre-school education provision (objective 3), long term financing of the newly founded Cantonal Food and Veterinary Institute and courses in Agriculture and Food Processing at the Secondary Vocational School in Livno.

The total value of these contributions in kind and in terms of the continuing funding of project initiatives cannot be calculated at this stage – the actual amounts will be spent over the coming years – but can be seen to be substantial. As an estimate, around USD 0.5 million has been committed in budget contributions for continuing to fund project-established services for 2017, and similar amounts are expected in subsequent years (see 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

It can be argued that this form of co-financing is more effective than if the Canton had simply contributed to the project budget. This finance from the local authorities will provide continuing benefits over many years, and therefore makes a substantial contribution to the sustainability of the project's results.

#### Raising Awareness of Human Security Approach

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 one that is peculiar to the UN system, and the dominant approach to development assistance in Bosnia and Herzegovina is 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, not to mention the difficulties of 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 complex work of local development.

The human security concept was present throughout activities, but the project struck the right balance in providing a good level of visibility for the UN Trust Fund for Human Security, while at the same time not aiming for greater local ownership of the terminology to avoid confusion and alienation.

## 4 Consequences

**What have been the consequences (the changes and or improvements in beneficiary conditions and or organisational practices) as a result of the human security programme (i.e. people-centred, comprehensive, context-specific, and prevention-oriented multisectoral solutions that are reinforced through the protection and empowerment framework) for the target populations versus regular United Nations programmes?**

The overall goal of the project – to ‘eliminate’ insecurities – is unrealistic, and there was no indication that this was a genuine expectation of the project. Realistically the project should be assessed against the goal of *reducing* not eliminating insecurities.



Overall, it is possible to say that at the end of the project there have been tangible improvements in both beneficiary conditions and organisational practices.

Overall impact was planned to be assessed through a Human Security Impact Assessment instrument – a questionnaire instrument to assess population perceptions of insecurity at the start and end of the project. However, the Agencies decided early in the project implementation period that this would not be carried out, and no adequate alternative arrangements were put in place to measure overall impact. Hence, it is only possible to infer the overall impact by looking at the available evidence of impact for each of the individual components, and making some informed judgements about the likely wider project impact.

The table below summarises the total numbers of direct beneficiaries of the project, and the kind of services or support received, and the following sections look at the ‘consequences’ of each component in turn.

Objective	Description	Type of Beneficiary	Planned Number <sup>4</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

<sup>4</sup> From project documentation

Objective	Description	Type of Beneficiary	Planned Number <sup>4</sup>	Actual number
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	30
Unplanned	Water network – clean water provided	Persons	n/a	10,654
Unplanned	Pre-school education	Children 3-6 yrs.		720 (Y1), 470 (Y2), 462 (Y3)

#### 4.1 Objective 1 – Ownership/policy commitment

Ensure sustainability by facilitating stakeholder ownership (governmental authorities) at all levels and civil society.

This first objective aimed 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 project originally conceived that the project steering committee would become the mechanism for political commitment, and the planning and implementation of continuing development efforts. However, this was institutionally not appropriate. The project itself had no legal status, and was not a sufficiently embedded concept in BiH to become institutionalised.

The alternative, which was achieved, was actually much more appropriate. The project supported the preparation of a Cantonal Development Strategy and a Cantonal Development Agency. Both these instruments conform with current FBiH policy, and have the approval of the Cantonal Assembly. These provide a strong and sustainable institutional base for the continued development of the Canton.

At the municipal level, although unplanned, the project supported the development of municipal development plans in four municipalities, using a similar methodology (MiPRO) to the Cantonal strategy.

The consequences of this engagement have been: an increased awareness by senior politicians of the problems facing the population, and the vulnerable population in particular; a pragmatic approach to prioritising and dealing with the problems, and an appropriate and sustainable institution (the Cantonal Development Agency) which will be able to attract funding and lead on the development process into the future.

## 4.2 Objective 2 – Public Services

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

Work under this objective demonstrated most vividly the added value of UN agencies working together. Achievements included:

- Mapping the most vulnerable population in the four targeted municipalities;
- Supported Canton to draft an Early Childhood Development plan;
- Established four mobile social services teams, in partnership with local Red Cross branches;
- Provision of free legal aid for displaced persons and returnees;
- Preparing new Law on Free Legal Aid for sustainable publicly-funded free legal aid;
- Training and support for Civil Society Organisations (CSOs);
- Financing improvements to the water distribution network, reaching 3,030 households, 5 schools, 2 kindergartens and 3 health centres.

The key component here is the mobile social services teams. This activity provided local authorities with an effective and affordable model for extending services to the vulnerable population in rural areas, particularly elderly people and young children. The combined efforts of the UN agencies meant that the model linked together early childhood development services (UNICEF), and free legal aid (UNHCR) onto basic social services (IOM). This established a referral mechanism between local health and social care institutions, as well as providing the outreach mechanism to visit people in their own homes. The involvement of the local Red Cross branches meant that the service was appropriate, low cost and institutionally sustainable.

The consequences are both institutional and individual. Institutionally, the local authorities have a realistic and effective model of service provision, which is affordable within current budget constraints. Individually, more than 5,000 poor and vulnerable, mainly rural households received critical support<sup>5</sup>; elderly people were enabled to remain in their homes, less isolated, and young children received essential interventions to ensure normal development and growth.

At the time of the evaluation field mission (October 2016), municipalities had not yet put the costs of running the service into their budgets for 2017, but the apparent level of political commitment was high.

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

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

UNICEF worked alone on this component, focusing on building school and education authority capacities to tackle problems of violence and discrimination. Key components of this approach included:

- **Primary and Secondary school-age children:** training and other activities to increase awareness of and sensitivity to issues of violence, inter-cultural understanding;
- **Pre-school children:** Supported establishment of provision of pre-school education, and training of pre-school teachers on inclusive peace pre-school education;
- **Institutional systems:** implementation of Protocol for intercultural peace education and violence prevention;

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<sup>5</sup> Service capacity was around 3,300 interventions per year

- **Teachers:** produced "Practical Guidelines of Conduct in Cases of Violence in High Schools" and supporting training. 150 high school professionals trained for implementation of the Protocol.

The project achieved change in three critical areas: attitudes of pupils and students; attitudes and knowledge of teachers, attitudes of parents, and, crucially, underpinning systems and procedures to ensure longer term continuous improvement of the situation.

Effective monitoring, using control groups, revealed some key findings:

**Children:**

- Were more knowledgeable about discrimination and tolerance;
- **Were 6% less likely to experience verbal and physical violence at school;**
- **Were 14% less likely to have experienced violence with a sexual connotation;**
- Had not been affected by project activities in terms of 'open-mindedness towards coexistence with other ethnic groups';
- Were 11% more likely to report violence.

**School personnel:**

- Knowledge of conflict and tolerance worsened after the project;
- Knowledge of discrimination improved;
- 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...
- ...but rather less about tolerance
- More likely to respond to their child's reporting of violence at school by going to the school to talk to teachers;
- **were noticeably more open minded to other ethnicities** after the project than before.

The survey findings are an excellent basis on which to plan further work, and to make modifications to the approach in order to apply more effectively elsewhere.

Overall, then, this component positively affected the school lives of all children in the Canton (because of the systemic reforms). The establishment, with Cantonal authorities, of a pre-school programme for the majority of children in the Canton will have a profound and long-lasting effect on the lives of this and future generations of pre-school age children.

#### 4.4 Objective 4 – Community Safety

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

Objective four aimed to strengthen the capacities of local government to identify and address risks to the safety of the local population. It did this in three main ways.

**Community Safety Operational Plans** were developed, with participation of local stakeholders, in four municipalities. Each plan provided a wide-ranging analysis of local insecurities across the municipalities, including social, health and housing issues, and a list of concrete projects which could contribute to improved local security.

The TFHS project financed some of the community safety projects, including traffic-calming measures, fencing outside schools, and local signposting.

**Prevention Activities organised in schools** educated 1,600 children aged 6 to 10 on the dangers of landmines, unexploded ordinance and small arms and light weapons.

**Resolute Barbara** is a military range mostly within the municipality of Glamoč, and which causes safety concerns to local residents. The extent to which the range really affected

people's lives was unclear. The project originally planned to implement safety measures to increase the security of the local population. However, since the range was under the control of the Ministry of Defence, options available to the project were rather limited. The project conducted a range of soil tests and found no evidence for concern. The budget for most planned activities linked to the range were redirected to other activities.

In general, the community safety planning seems to have created a sense of empowerment, and the focus on the practical solutions has given a message that many small steps can make a big difference.

#### **4.5 Objective 5 – Economic Development and Livelihoods**

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

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. Much of the project activities looked at non-employment ways in which to enhance incomes and livelihoods such as increasing agricultural production and revenues.

The activities under this objective 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. UNDP also provided support to the public forestry company in order to improve employment potential.

UNHCR provided support to 44 households (167 total beneficiaries), mostly Serb returnees, in the form of basic, mostly agricultural inputs, including, for example, pregnant heifers, milking cows, sheep, and small agricultural machinery.

IOM provided income generation support for 50 vulnerable households, not only poor returnees, and other large families with small children. 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.

UNDP took a broader approach, and focused on improving value chains that could enhance incomes of smallholders by improving their access to markets and improving quality and price of products. Under this intervention, UNDP supported 299 households (1092 individuals) in two sectors, honey production (90 households) and milk production (209 households).

In complement to the value chains approach, UNDP also supported selected small enterprises, particularly those whose raw materials come from local rural and poor smallholders. An example is a small cheese producer; by improving its quality of products and access to markets, the support was able to increase its own employment, and to increase the profits of smallholder sheep and cow farmers for their milk.

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.

By the end of the project, all 385 beneficiary households reported an increase in their monthly incomes, and nearly half increased incomes by over 25%.



Estimated increase in monthly income	Households surveyed				
	IOM	UNDP	UNHCR	Total	%
0-25%	7	189	0	196	51%
25-50%	12	95	12	119	31%
50-75%	18	13	24	55	14%
75-100%	10	2	0	12	3%
100%+	3	0	0	3	1%
<b>Total</b>	<b>50</b>	<b>299</b>	<b>36</b>	<b>385</b>	<b>100%</b>

Efforts to improve employability of unemployed, and to improve quality of employment were not so successful. One of the key barriers were the difficulties working with the local employment services, and an underlying factor was the pervasive perception of many interlocutors that the employment market was fundamentally biased on ethnic lines, and linked to political party patronage. These underlying factors cannot be resolved by employment training in a short-term project.

## 5 Usefulness

### **What has been the usefulness of the UNTFHS programme in addressing gaps in response to multidimensional insecurities?**

Canton 10 has been neglected by international development assistance

Canton 10 has been, since 1995, one of the most neglected parts of Bosnia and Herzegovina. The Canton is at the heart of debates about a 'third entity' in the country (for ethnic Croats), and concern about secession. There are also fundamental conflicts between the Croat majority south, and the Serb majority north, each of which is backed by 'parent' political parties. This basic level of disagreement and complexity has persisted for more than fifteen years, so little has been achieved in the Canton by external assistance.

The Cantonal Government became more effective from 2015, but by this time much of the development assistance had declined, and the Canton had effectively missed the boat. The catching up that was needed was in terms of both administrative capacities in local authorities to attract funding and investment, and in terms of their capacities to identify priorities and to invest and manage resources effectively.

The UNTFHS project was able to assist in the catching-up process in two main ways. First, it worked closely with both municipal and Cantonal authorities in development planning processes. The learning arising from these processes was as important as the resulting strategies, and this enabled the authorities to take more structured approaches in other areas too.

Second, the project's activities in education, social welfare and livelihoods provided clear, effective and low cost examples of how public services and public support for vulnerable and marginalised people could be improved in practice. It demonstrated that it was not necessary to have grandiose investments, and that many small steps can lead to big changes.

### **Partners' Perceptions of Usefulness**

Local authority partners generally perceived that the UNTFHS project struck the right balance between direct intervention and support for institutional development. Bosnia and Herzegovina is a middle-income country, and therefore there is an expectation that public funds will be able to support and improve the situation of the most vulnerable – those most insecure – provided that authorities have the know-how and resources.

### **Additional Resources**

One of the key areas in which the project made a major contribution to the development of Canton 10 was its role in attracting additional resources. The project – primarily because of the entrepreneurial spirit of the project team – was able to attract resources from bilateral donors which were able to extend and deepen the planned outcomes of this project. Examples are as follows:

- 100,000 USD from the Korean Government in 2015 for support to primary schools in Drvar, Bosansko Grahovo and Glamoč (IT labs and school playgrounds);
- 100,000 USD from the Korean Government for 2016 for support to medical services in Bosansko Grahovo (donation of two ambulance vehicles);
- 100,000 USD from the Korean Government for 2017 for reconstruction of the only primary school in Bosansko Grahovo (115 children total, from 1st to 9th grade);
- 400,000 EUR from the Czech Development Agency for support to development of agriculture (Food and Veterinary Institute and small cheese producers).

These additional resources went directly to the communities, but were mobilised because the project was able to identify critical gaps, and to communicate effectively to donors about

what is needed. All these initiatives were of course identified in partnership with the local authorities.

## 6 Lessons Learned

### Working for the whole Canton

The project deliberately set out to provide tangible benefits to all ethnic groups in the Canton. Beneficiaries were prioritised by insecurity, and not by ethnicity. This approach gained the trust of the Canton authorities, and of municipalities represented by different ethnic groups, and was a major factor in the project's success.

### Flexibility

The project team managed to combine a clear sense of the objectives they planned to achieve with a flexibility in the means to achieve them. This enabled them to take advantage of opportunities for better impact and sustainability, while still achieving the planned objectives.

### Use of UN experience elsewhere

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 UN country team's access to these 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 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.

### Local knowledge for local people

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.

### Project Management

There were some areas of project management that could have been improved, and these are summarised here.

- The inception period was not used to revise the project plan or budget, nor were indicators updated and baseline data identified. This made the task of managing the project rather more difficult, and in particular, it undermined the ability to assess overall project impact.

- considering the project budget and the range of activities, the project was under-staffed, and because of competing demands on their time, the project team were not always able to dedicate enough time to project implementation and reporting.
- There were no agreed reporting arrangements, except for those required from the donor. No monthly or quarterly project level progress reports were produced, which undermined project accountability and efficiency.
- There was no overall project level monitoring and evaluation plan, despite this being agreed in the project document. Monitoring was left up to the individual agencies, but this meant that monitoring was not systematic nor sufficient.

The key lesson learned here is that the management arrangements, and in particular reporting and monitoring procedures, need to be common for all UN partners and agreed in advance. This is also the case for decision-making procedures and project management meetings.

#### Common activities and common budgets

Promotional and visibility 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').

#### Planning the future

The development of Canton 10 will be a long process. While this project has made a positive contribution to that process, it is still relatively small compared to the scale of the needs. The UN Country Team needs to take a longer-term view of its engagement in the Canton.

The project succeeded in many ways. It established a relationship and a framework in which the UN country team can work closely with local authorities to achieve significant development results. As the project now comes to a close, this relationship and framework will also end.

It would have been helpful for the UN Country Team to have undertaken a mid-term strategic review of its work in the Canton to see what would be the potential for continuing its development support. If there would be the possibility of future funding – something that the position of BiH as an EU Candidate Country makes entirely possible – the Country Team could have worked to put funding in place so that the development process could continue uninterrupted.

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.