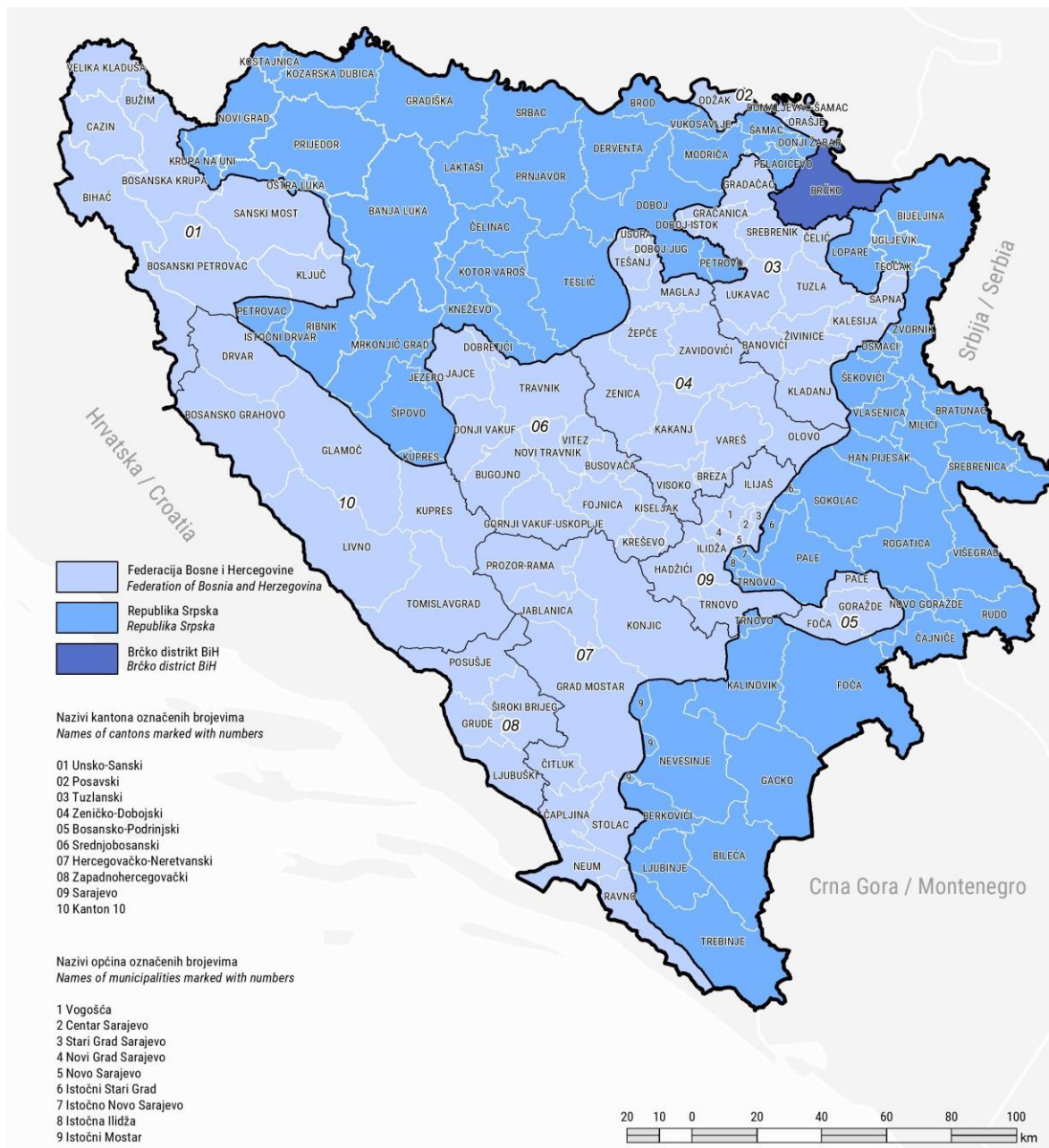


# **2015-2020 United Nations Development Assistance Framework for Bosnia and Herzegovina: Final Evaluation**

**Sarajevo, Bosnia and Herzegovina  
May 2019**

<b>Period of evaluation</b>
February- May 2019
<b>Evaluation Team</b>
Mr. Tomislav Novovic, Team Leader
Ms. Dzanela Babic, Evaluation Assistant

## Map of Bosnia and Herzegovina- administrative division



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## List of abbreviations

AIDS	Acquired Immune Deficiency Syndrome
BiH	Bosnia and Herzegovina
BiH CoM	Bosnia and Herzegovina Council of Ministers
CA	Contribution Analysis
CBF	Common Budgetary Framework
CEDAW	Convention to Eliminate All Forms of Discrimination against Women
CPI	Corruption Perception Index
CSO	Civil Society Organization
DAC	Development Assistance Committee
DaO	Delivering as One
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
FAO	Food and Agriculture Organization
FBiH	Federation of Bosnia and Herzegovina
FE	Final Evaluation
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GII	Gender Inequality Index
HACT	Harmonized Approach to Cash Transfers
HIV	Human Immunodeficiency Virus
HR	Human Rights
ILO	International Labour Organization
JSC	Joint Steering Committee
JWP	Joint Work Plan
LSGs	Local Self Governments
M&E	Monitoring and Evaluation
MAF	MDG Acceleration Framework
MCH	Maternal and Child Health
MDG	Millennium Development Goals
METD	Ministry of Economy and Trade Development
MMR	Maternal Mortality Rate
MPI	Multidimensional Poverty Index
MTDP	Mid-term Development Programme
NCD	Non-Communicable Diseases
NGO	Non-governmental Organization
OECD	Organization for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
OMT	Operations Management Team
OVI	Objectively Verifiable Indicators
PHC	Primary Health Care
PISA	International assessment on learning achievement
PPP	Peacebuilding Priority Plan
RC Office	The Office of the Resident Coordinator
RS	Republika Srpska
RRF	Results and Resources Framework
SDG	Sustainable Development Goals

SIGI	Social Institutions and Gender Index
SME	Small and Medium-sized Enterprises
SOP	Standard Operating Procedures
SPF	Social Protection Floor
SQAM	Quality assurance, accreditation, and metrology
SRT	Special Rapporteur on Torture
SWAP GEWE	System-Wide Action Plan for gender equality and empowerment of women
TB	Tuberculosis
TRC	Temporary Reception Centres
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCAC	United Nations Convention on Anti-Corruption
UNCT	United Nations Country Team (UNCT)
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNEG	United Nations Evaluation Guidelines
UNEP	United Nations Environment Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNOSAT	United Nations Operational Satellite Applications Programme
UNSCR	United Nations Security Council Regulation
UNV	United Nations Volunteers
UPR	Universal Periodic Review
VAWG	Violence Against Women and Girls
WB	World Bank
WEF	World Economic Forum
WGI	Worldwide Governance Indicators
WHO	World Health Organization

## Executive summary

### Introduction and background

This report presents findings, conclusions and recommendations from the independent Evaluation of United Nations Development Assistance Framework (UNDAF) 2015-2020 for Bosnia and Herzegovina, that was commissioned by the United Nations Country Team, and undertaken by an external evaluation team from February to May 2019.

The Council of Ministers of Bosnia and Herzegovina in collaboration with the United Nations Country team (UNCT) formulated “One United Nations Programme and Common Budgetary Framework Bosnia and Herzegovina 2015-2019: United Nations Development Assistance Framework” (UNDAF) as the mechanism to support achievement of the BiH priorities. In 2018, the UNDAF has been extended by one year upon request by BiH authorities to further facilitate alignment with the country priorities, EU accession process and the SDG Framework for BiH. UNDAF BiH has been established around four interlinked areas of cooperation (Focus Area 01. Rule of law and human security; Focus Area 02. Sustainable and equitable development and employment; Focus Area 03. Social inclusion: education, social protection, child protection and health and Focus Area 04. Empowerment of Women), further organized by thirteen outcomes addressing country needs and reflecting the UN’s comparative advantages.

**Objectives of the evaluation:** the rationale for this final UNDAF evaluation has been twofold: 1) to use the findings strategically to inform the next UNDAF cycle, to better integrate Agenda 2030 and the SDGs to better align and target UN interventions that will support the country in reaching its 2030 commitments; and to help the UNCT to adjust to new generation of UNDAFs and the wide UN system reforms; and 2) to use the independent evaluation process and findings as an accountability tool where independent expert view will explore extent of the results achieved to date and potential results of the UN system in BiH by the end of current UNDAF cycle (2020), including key lessons learned and good practices for the UNCT and its partners from the current UNDAF cycle.

**Methodology:** during the inception phase, the evaluation matrix was prepared and organized around proposed areas of evaluation and evaluation questions from the Terms of Reference. The evaluation used a mixed methods approach to strengthen the reliability of data and increase the validity of findings and recommendations. This approach helped to broaden and deepen understanding of the processes through which results were achieved, and how these were affected by the context within which the UNDAF was implemented. The approach also allowed for triangulation of data from a variety of sources. Methods included document review, interviews and visits and tracking of numerical data, and case studies. Field phase took place during two first weeks of February 2019.

### FINDINGS

#### **Relevance:**

The external intervention of UNDAF 2015-2020 in the four focus areas and under thirteen outcomes, has been within the mandate of UN Agencies, **aligned with the priorities of the country and the needs of citizens. UNDAF remained relevant** throughout the entire period of implementation. However, the coherence of the design and scope varies greatly across outcomes. The scope of UNDAF was very broad and included a rather high number, a total of 13, outcomes, with limited connection to each other to assure achievement of progress within the focus areas. There have been evident and important difference between the scope of outcomes: while some of UNDAF outcomes describe rightly expected development changes, some others have been specific and reflect narrow, strategic intent of a particular UN Agency.

UNDAF’s programming has, in general, **responsive to the priorities and challenges of the country** during the entire implementation period; this was mainly ensured through effective and participatory planning and efficient implementation mechanisms. Also, UNCT has shown flexibility in addressing immediate needs



of the country and its citizens. The most significant example has been UNCT support in restoring the country after devastating floods that affected most of the BiH territory.

Human rights principles and standards have been in general well-considered and incorporated during design of UNDAF to a satisfactory degree. Also, human rights principles have been in general followed during the entire period of UNDAF implementation. However, UNDAF has defined vulnerable groups too narrowly, missing to include some of the most excluded and in needs. UNDAF has included a gender focus area, Gender Equality and Empowerment of Women with two gender-related outcomes. At the same time, gender mainstreaming approach and practice within UNDAF require improvements.

### **Effectiveness:**

Based on an analysis of data for outcome indicators of the One Programme, **progress toward the targets has been in general satisfactory**. Out of 58 outcome indicators from the Results Matrix, UN Agencies have already achieved planned targets under 11 indicators, while they have also reported progress, with likelihood to achieve targets under additional 31 indicators. However, challenges in meeting outcome targets have been reported under 16 indicators, with a total of 9 indicators with delays in achieving targets.

UNCT has been and remained an **important partner in supporting achievement of development priorities in Bosnia and Herzegovina**. Strong and effective partnerships together with UNCT collaborative advantages have contributed importantly to UNDAF implementation and progress in the focus areas. The collaborative advantages of the UNCT in BiH (neutral, trustworthy and competent partner) have also contributed to engage authorities from different levels and other stakeholders and define operational framework for localization of the SDGs, assisting to define SDG specific targets for BiH.

Partnerships between UN agencies and international development partners and donors have been in general positive. Although coordination and exchange of information among the UN Agencies has in general been satisfactory, partnership between UN Agencies for solid joint UN programming, have so far shown limited use.

In the context of UNDAF planning and implementation, **UNCT has been in general active to ensure coordination with the authorities at different levels in the country**. Also, UNCT was working to improve donor coordination and aid effectiveness in some of the priority sectors. However, lack of a clear development platform, fragmented mandates of governance structures and weak horizontal and vertical policy coordination together with limited capacities of the authorities at different levels have been some of the main factors that prevented more effective coordination of development assistance.

### **Efficiency**

UNDAF has been implemented in line with the "Delivering as One Standard Operating Procedures", finetuned and adjusted to the specific context of BiH and in general implemented efficiently. However, there are important areas in which needs for improvements have been identified.

UNDAF steering mechanism and management structure have been timely established. However, functioning of these mechanisms has been sub-optimal

The **Joint Steering Committee (JSC)** ensured institutional representation, involving authorities from all BiH governance levels. However, they remained only formally engaged, showing limited commitment and interest to steer the implementation of UNDAF or provide strategic guidance. Just three JSC meetings were organized and only one in person (and two on-line, until February 2019).

Inter-agencies **Results Groups** have been established to ensure coordinated implementation of UNDAF, involving "senior officials from the participating UN Agencies". The RGs were in general functional and capable to deliver tasks, such as to prepare biennial work plans, follow up and report on progress in UNDAF implementation. The RGs prepared the Joint Biannual Work Plans (JWP) covering

the period of UNDAF implementation (2015-2016<sup>1</sup> and 2017-2018<sup>2</sup>) and also took the lead on preparation of UNDAF annual reports (for 2015, 2016 and 2018).

However, there were important differences regarding demonstrated commitment and participation of UN Agencies in the RGs. The absence of the relevant participation on behalf of the UN Agencies in the work of the RGs has resulted that decisions on important topics could not be made, affecting the overall efficiency and undermining the role of the RGs. Also, the task of the Results Groups to plan and lead on preparation of joint programs in the specific UNDAF areas has been weakly implemented.

UNCT has been in general effective in following and implementing standard management tools required for efficient implementation of UNDAF

Within the framework of strengthening "delivering as one" and enhancing implementation efficiency, the **Operations Management Team (OMT)** has been established to assist UNCT in making operations cost-efficient, contributing to the effective and efficient implementation of UNDAF and its role has been highly instrumental. The OMT has prepared and proceeded implementation of the **UNCT Business Operations Strategy**.

Regarding its monitoring, UNDAF envisaged an effective **monitoring and evaluation (ME) system** based on the UNDAF Results Matrix (RM), its indicators, baselines, and targets. However, the existing monitoring system has obvious weaknesses. The M&G Group was established, but monitoring protocols, roles and responsibilities were not clearly defined. Also, the M&E Plan has not adequately captured or measured (actual) contribution of UN Agencies to progress under outcomes or eventually provide timely warning if there are obstacles or issues for the achievement of outcomes. Also, the system for measuring cumulative effects of UNDAF results was not in place.

The **annual reporting** on joint UN results has been in-line with the planned yearly reporting schedule and three prepared reports (2015, 2016 and 2017-2018) have in general provided relatively detailed list of activities and achievements of UN Agencies during that period of implementation. However, the reporting practice and produced reports contained some weaknesses: although being informative, the reports were lacking presentation of UN strategic commitments and achievements. Also, internal coherence of the annual UNDAF reports was weak with missing links between different results and outcomes.

The **"One UN voice"** remains as an important principle for UN coherence and effectiveness of results. UNCT in Bosnia and Herzegovina has made progress towards Communicating as one and "speak with one voice" to partners and the media on a range of critical development and policy issues. UN Communications Group (UNCG) was established to integrate and coordinate communication work across UN agencies. Delivery of funds for UNDAF implementation

The **financial resources** planned for implementation of UNDAF has been almost fully mobilized and delivered, already within the first four years of UNDAF implementation. Also, the financial and narrative reports indicate that resources have been used efficiently, in line with the approved plans, and with the focus on the achievement of results. These resources have been in general well-planned, reflecting needs of projects and programs. UN Agencies showed different degree of success in mobilization and delivery of resources.

### **Sustainability**

The needs and efforts to ensure sustainability of UNDAF results **have been considered** from the design stage. The domestic stakeholders, particularly from the higher decision-making levels, perceived their involvement positively during UNDAF formulation. They also stated that the **participatory and consultative**

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<sup>1</sup> One UN Programme Bosnia and Herzegovina 2015-2019- Joint Work Plan for the Years 2015-2016 for Pillars 1, 2, 3 and 4

<sup>2</sup> One UN Programme Bosnia and Herzegovina 2015-2019- Joint Work Plan for the Years 2017-2018 for Pillars 1, 2, 3 and 4

**UNDAF preparation process was fully respectful to constitutional arrangements** of the country and ensured that the views of authorities from different governance structures of BiH and development priorities were addressed in UNDAF. This approach facilitated collaboration and an increased sense of ownership, setting a solid basis for the sustainability of results.

**Implementation of UNDAF has, in general, followed participative approach**, through the involvement of the authorities and other stakeholders in implementation of different initiatives. The partners have been, in principle, informed about achievements and results in their respective areas of work ensured through the partnership with UN. However, domestic stakeholders often associate (their partner) UN Agency with UNCT and have limited knowledge about the broader framework and other activities and achievements of UNCT in BiH. At more senior level the knowledge of UNDAF and awareness of the full spectrum of UN support was more evident. Still, a limited commitment of the institutional partners to participate in the Joint Steering Committee has also affected broader awareness of UNDAF and could have effects on sustainability of results.

The current political and socio-economic situation in Bosnia and Herzegovina, together with institutional challenges have been in general the main external factors that could affect sustainability of results

### ***Gender mainstreaming***

**Overall, UNCT has made progress towards addressing gender issues, by including an entire Focus Area aimed at empowerment of women, with two Outcomes.** This has been a sound and strategic decision and UNDAF has ensured important results related to gender equality in Bosnia and Herzegovina.

Impact on women and girls, and gender sensitivity generally, has been considered in many programs and activities examined during the evaluation. Still, women and girls have not been direct programme beneficiaries across the board, however, as some of the actions and activities and achieved results are unlikely to have a direct impact on women. During the entire period of UNDAF implementation, UNCT has played an important role in helping the authorities at different levels in BiH to identify strategic issues, ensure commitment and achievement of normative standards (through programming and implementation) and design and promulgate laws and policies at different levels that foster gender equality.

The Joint Working Group for the Focus Area 4, Empowerment of women, has been a platform for planning, exchange of information and coordination of activities and reporting on results in this focus area (more details available under the Efficiency part of this report). The Gender Theme Group (GTG) has been established as an important platform for raising issues, discussing conceptual problems and sharing experiences and information among UN agencies.

### **CONCLUSIONS**

Conclusion 1. UNDAF 2015-2020 in Bosnia and Herzegovina has been responsive to the needs and priorities of the country and the citizens. The strategic importance of UNCT to continue planning and programming (through UNDAF) in BiH remains high.

Conclusion 2. During the preparation and implementation of UNDAF, UNCT confirmed itself as a responsive and adaptive partner, following its mandate and insisting on international norms and standards. Long-term presence in BiH, technical capacities of the staff, focus on UN normative work and strongly promoted accountability for results were considered as some of the most important factors for successful implementation of UNDAF.

Conclusion 3. Coordination between UNCT, the authorities in BiH and other development partners, has generally been in place. The extent of genuinely integrated and joint programming of UN Agencies has remained limited throughout the entire UNDAF implementation. The Results Groups (RG) have been established and operational and Joint Work Plans prepared. However, there are still opportunities to

improve functioning of the RGs thus enhance synergies and direct interaction between UN Agencies during both, planning and implementation of development initiatives.

Conclusion 4: UNDAF Joint Steering Committee (JSC) has been established involving authorities in BiH, but its functioning and genuine involvement during UNDAF implementation has been only at the formal level. There are significant opportunities to improve functioning of the JSC and ensure more active involvement in providing strategic guidance and ensure synergies with other development interventions.

Conclusion 5: “Delivering as One” in BiH has contributed to operational efficiency of UN Agencies during the implementation of UNDAF. This positive experience created a space to explore areas for improvements and further advance DaO in the country.

Conclusion 6. Implementation of UNDAF over the entire period have brought concrete, visible results, contributing to the progress under the outcomes, that the country recorded. Overall sustainability of results is likely to be ensured to the satisfying degree, particularly at individual and institutional levels; however, these results and associated changes could be less sustainable at the systemic (policy) level.

Conclusion 7. Domestic stakeholders feel ownership over the results achieved during the implementation of UNDAF. They were also satisfied with the extent of their involvement in activities of UN Agencies.

Conclusion 8. The accumulated effects of the different initiatives under UNDAF 2015-2020 is not sufficiently clear, monitored and/or known to UNCT or domestic stakeholders

Conclusion 9. Preparation and implementation of UNDAF BiH ensured right path toward greater gender mainstreaming and empowerment of women; but more efforts are needed to further mainstream gender equality across all UNDAF outcomes and focus areas

## **RECOMMENDATIONS**

- It is recommended to approach preparation and planning for the new UNDAF cycle carefully, through critical and detailed analysis of the progress in the country, and also considering how UN Agencies individually and jointly could address the needs of BiH, and its citizens.
- It is recommended that UNCT remains flexible and responsive to the needs and priorities of the citizens and authorities in BiH. Concerning responsiveness, some of the emerging priorities and preferences that UNCT should consider in the next UNDAF cycle should be, among other, programming related to youth and migrations.
- It is recommended that UNCT intensify its normative work, as it was proven to be one of the most substantial comparative advantages of UNCT in BiH. In this context, it is recommended that UNCT continues and expands its support to the authorities in BiH and other stakeholders to increase understanding of norms and standards, provide technical assistance to integrate these norms and standards into policies (legislation, strategies and development plans) and support practical implementation of these policies (based on the international norms, standards, and conventions).
- It is recommended to strengthen the UNDAF Results Groups to become a sophisticated driving force for UNDAF implementation. Insisting on accountability and commitment of UN Agencies for UNDAF implementation remains the priority.
- It is recommended to strengthen functioning of the Joint Steering Committee and ensure its strategic support and guidance for implementation of UNDAF. UNCT should consider the positive experience in the process of planning for localization of SDGs and use the same modality for the JSC.
- It is recommended that UNCT continue with the implementation of “Delivering as One”- Standard Operating Procedures, ensuring the right balance between standardization and flexibility for the context of Bosnia and Herzegovina.

- It is recommended that UNDAF includes clear exit approach and practical sustainability strategy for interventions and towards the achievements of results.
- It is recommended to further enhance and advance planning practice and mainstream/ include gender equality and empowerment of women in all activities and initiatives across all UNDAF outcomes and focus areas

## 1 Country background

Bosnia and Herzegovina (BiH) is an upper middle-income country with the ambitions to become a member of the European Union (EU). The country, however, continues to struggle with its peacebuilding process and internal efforts to establish a shared vision for the country even more than two decades after the signing of Dayton agreement<sup>3</sup>. The power-sharing arrangements of the Dayton Peace Agreement<sup>4</sup> resulted with a highly complex and fragmented governance structure which, coupled with political stalemate and slow legislative processes, make Bosnia and Herzegovina a country of limited social and economic opportunities for its citizens. Country's 14 constitutions (BiH, two entities, one autonomous district and 10 cantons), 14 legal systems and more than 150 ministries reduce the effectiveness of public policy and hamper reforms, creating challenges for decision-making processes in the country and establishment of the full country ownership. This situation has been creating frequent political crisis and institutional deadlocks, affecting the EU integration process and the overall advancement of the development agenda in the country.

In July 2015, the Council of Ministers of BiH, Government of Republika Srpska (RS), and Government of the Federation of Bosnia and Herzegovina (FBiH) adopted a joint program of structural reforms known as the Reform Agenda covering the period 2015-2018. This Reform Agenda has been a rare window of opportunity for structural reforms in BiH, underpinned by a broad consensus on the country's critical challenges and priorities and the continued support of key development partners<sup>5</sup>. Currently, there is an ongoing discussion on the new set of Reform Agenda to lead the mandate of the newly elected authorities in BiH. In 2018, with support of the UN, the country has also initiated the process of rolling-out the global 2030 Agenda and the Sustainable Development Goals (SDGs)<sup>6</sup> and localizing the SDGs priorities in BiH. In many aspects, this process can inform an eventual country-wide strategic framework for development and as such represents a valuable and important reference point for future strategic partnership between the UN and BiH. Bosnia and Herzegovina is supported by the UN Country Team and the wider UN system with preparation and presentation of country's first SDG Voluntary Report at the High Level Political Forum in New York in July 2019 as well as preparation of the country-wide SDG Framework in BiH that will define development pathways and key targets and accelerators for sustainable development in BiH context.

The political scene in BiH during 2018 has been, in principal, marked by an intensive electoral campaign and general elections (organized in October 2018). Due to the lack of consensus over the electoral law reform prior to the elections, the campaign was conducted in a politically charged and divisive context with legal ambiguities on the implementation of the election results. The government apparatus has been in the technical mandate throughout 2018 and the post-electoral period has been marked by a slow and complicated process of forming of governments (at different levels).

Despite the difficulties, over the last couple of years, BiH has managed to advance its process of accession to the European Union<sup>7</sup>. In February 2018, BiH submitted its consolidated feedback on the European Commission's Questionnaire as part of the preparation of the Commission's Opinion on the merits of the BiH's application for the EU membership from late 2016. The Commission has started the work on its Opinion, which will be prepared on the basis of the country's answers to the Questionnaire and follow-up inquiries.

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<sup>3</sup> The General Framework Agreement for Peace in Bosnia and Herzegovina- Initialled in Dayton on 21 November 1995 and signed in Paris on 14 December 1995, <https://www.osce.org/bih/126173?download=true>

<sup>4</sup> Ibidem, <https://www.osce.org/bih/126173?download=true>

<sup>5</sup> Reform Agenda for Bosnia and Herzegovina, 2015-2018, <https://europa.ba/wp-content/uploads/2015/09/Reform-Agenda-BiH.pdf>

<sup>6</sup> More details available via SDG Knowledge Platform, <https://sustainabledevelopment.un.org>

<sup>7</sup> This has been an important development, agenda following a period of stalemate and institutional deadlock on the EU-related issues.

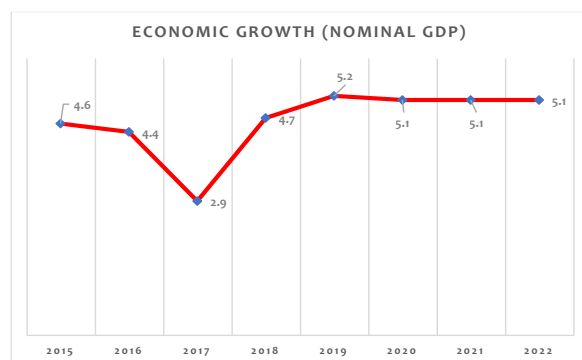
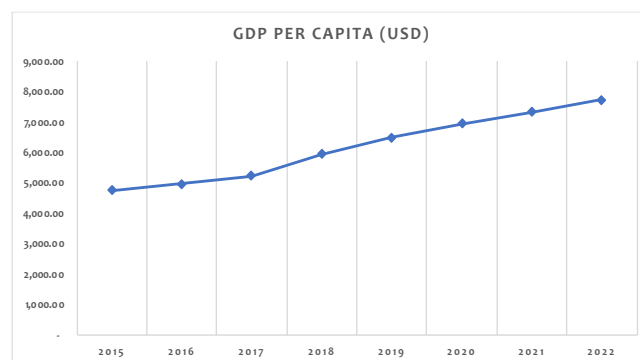
**Table 1: Long-term trends in BiH<sup>8</sup> (3 year averages)**

	2014-16	2017-19	2020-22
Population	3.5	3.5	3.5
GDP (EUR bn)	15.2	17.1	19.8
GDP per capita (EUR)	4,287	4,881	5,685
GDP growth (%)	2.5	2.6	3.0
Fiscal Balance (% of GDP)	0.0	0.7	0.2
Public Debt (% of GDP)	44.9	38.9	35.7
Inflation	-1.2	1.5	2.2
Current Account (% GDP)	-5.7	-4.9	-4.8
External Debt (% of GDP)	70.7	62.1	59.3

**Table 2: Impacts on the BiH's economy**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Recipient of large amounts of foreign aid</li> <li>• EU accession talks promotes economic development</li> </ul>	<ul style="list-style-type: none"> <li>• Deep seated ethnic tensions</li> <li>• Fixed exchange rate restricts monetary policy</li> <li>• Lack of structural reforms in key sectors</li> </ul>

Economic growth reached an estimated 4.7% in 2018; this has been an important increase compared to drop of 2.9% in 2017 from 4.4% and 4.6% in 2016 and 2015 respectively. The recovery of the BiH economic situation at the steady pace as of the last quarter of 2017 and continued in 2018, according to economic data.

**Graph 1 BiH Economic Growth 2015-2018 (with projections for 2019-2022)<sup>9</sup>****Graph 2 BiH GDP per Capita, 2015-2018 (with projections for 2019-2022)<sup>10</sup>**

Supported primarily by consumption and to some extent by public investment, economic growth is projected to strengthen to about 5% by 2020<sup>11</sup>. As BiH's reform agenda advances, a moderate rise in exports is expected, but strong demand for imports implies that net external demand will continue to be a drag on growth. Remittances are likely to remain stable, and together with progress on reforms, will underpin a gradual pickup in consumption, which will remain a major driver of growth<sup>12</sup>.

The growth in the last years has been mainly driven by exports increase, that expanded at a double-digit rate, minimizing negative GDP growth from the first years of UNDAF implementation. Increased tourist arrivals, as the country establishes itself as a tourist hotspot, are further strengthening the external sector. The domestic economy performed equally well, with industrial production expanding at a brisk pace on the back of increased energy production and consumer goods output<sup>13</sup>.

<sup>8</sup> Based on the World Bank and IMF figures and analysis

<sup>9</sup> Prepared by the author, based on the World Bank, IMF data and information from the statistics office in BiH

<sup>10</sup> Prepared by the author, based on the World Bank, IMF data and information from the statistics office in BiH

<sup>11</sup> Focus Economic- Bosnia and Herzegovina, May 2018

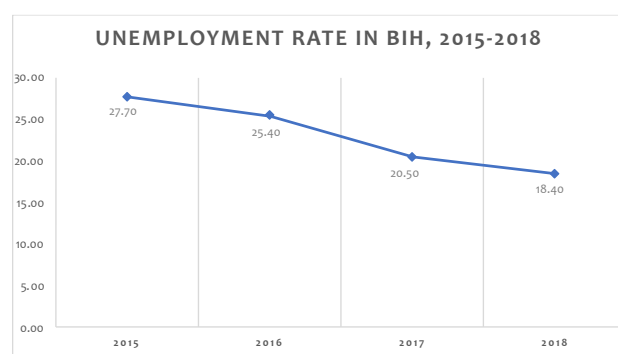
<sup>12</sup> Focus Economic- Bosnia and Herzegovina, May 2018

<sup>13</sup> Focus Economic- Bosnia and Herzegovina, May 2018

BiH's key economic challenge is the imbalance of its economic model<sup>14</sup>. The country needs to shift to a business environment conducive to private investment that supports both vibrant small- and medium-sized enterprises and the growth of larger companies, facilitates export performance and productivity improvements, and generates much-needed private sector employment. At the same time as addressing these imbalances in the economic model, the country must also ensure the sustainability and inclusiveness of future growth<sup>15</sup>.

Registered unemployment dropped notably in 2018 to 18.4%, compared to 20.5 in 2017 (in 2016 the unemployment rate was at 25.4% and in 2015 27.7%)<sup>16</sup>. This trend is driven by a fall in activity rate and a slight rise in employment; migration of BiH population contributed to these figures.

**Graph 3 Unemployment rate in BiH, 2015-18**



Also, the implementation of new labor laws in both FBiH and RS, and the introduction of support schemes for first-time job seekers, have contributed to improved employment outcomes. However, as unemployment remains high and real wages are expected to remain largely flat due to the substantial persistent slack in the labor market, poverty is projected to decline at a slow pace over the next couple of years.

Economic inequalities are prominent in BiH as the country reached 32.7 in 2017 at the Gini coefficient<sup>17</sup>. According to the last Household Budget Survey dating from 2015, the poverty rate<sup>18</sup> was 16.9%. In comparison to 2011 poverty rate decreased for 1 percent point (from 17.9%). This means that over 500.000 inhabitants or 170.000 households had been living below the relative poverty line. The poverty was higher among older population (65+) and children (age 0-14 years), as their respective poverty rates were 19.6% and 18.7%. Poverty rates were higher among households with unemployed head of household. Poverty rates are higher for rural areas (20.5%) than for urban (11.3%)<sup>19</sup>. Subjective poverty is relatively highly prevalent in BiH. According to the Balkan Barometer survey for 2016, as much as 41% of households in BiH reported difficulties to cope with financial situation and 16% consider themselves as socially excluded<sup>20</sup>

<sup>14</sup> Country Snapshot- the World Bank in Bosnia and Herzegovina, April 2018. The document highlighted that “public policies and incentives are skewed toward the public rather than the private sector, consumption rather than investment, and imports rather than exports”. <http://pubdocs.worldbank.org/en/575261524210402017/Bosnia-Herzegovina-Snapshot-Spring2018.pdf>

<sup>15</sup> Country Snapshot- the World Bank in Bosnia and Herzegovina, April 2018

<sup>16</sup> Directorate for Economic Planning; also, World Bank- Data on Bosnia and Herzegovina

<sup>17</sup> UNDP, HD data explorer <http://hdr.undp.org/en/countries/profiles/BIH>. The Gini score of 32.7 is higher than in Serbia (28.5) and Albania (29.0), similar to Montenegro (31.9), and lower than in Macedonia (35.6).

<sup>18</sup> This is relative poverty rate, calculated as consumption below the 60% of median equivalent consumption of households (Directorate for Economic Planning, 2018: 18).

<sup>19</sup> Directorate for Economic Planning

<sup>20</sup> According to the UNDP Multidimensional Poverty Index whose value for 2011/2012 was 0.008, in BiH 2.2% of population was in multidimensional poverty, while 4.1% of population was vulnerable to multidimensional poverty (UNDP, 2018b).



In line with the 2013 Census report,<sup>21</sup> the total number of citizens in BiH is 3,531,159<sup>22</sup> but the population growth rate has had a negative trend since 2007. The fertility rate, at 1.26, remains one of the lowest in the world. The UN estimates BiH will have 40.5% of persons over 60 years of age by mid-century.<sup>23</sup> Population migrations to developed countries are also underway, where mostly young, skilled people dissatisfied with the current socio-political situation leave Bosnia and Herzegovina, causing a major brain-drain. However, there are no comprehensive official data on migration<sup>24</sup>. Still, the Labour Force Survey indicates that between 2013 and 2017, BiH has lost an estimated 252,000 (180,000 from FBiH and around 73,000 from RS) people aged 15-64, whereas the 65 and over population grew by 61,000 people (39,000 in FBiH, 21,000 in RS and around 2,000 in Brcko District).<sup>25</sup> These shifts in the number and structure of population, and the migration trends, are a challenge to the country's development<sup>26</sup>.

Patterns of inequality and subordination of women and girls remain an issue. For example, strong gender stereotyping prevents women and girls to compete in the labour market, leading to a "gender divide" and occupational segregation. This is creating "feminization of professions"<sup>27</sup>, characterized by lower salaries and translating to lower lifetime earnings and social benefits<sup>28</sup>. Furthermore, the rate of female participation in the labour market is even lower in minority communities and among members of vulnerable groups such as conflict-related sexual violence survivors.

Gender-based violence is endemic, mostly domestic violence in the household: overall data is 47% of women over 15, having experienced some form of violence in their lifetime with psychological violence being most prevalent, with violence incidents significantly greater amongst women who are economically dependent, unemployed, and with none or only elementary education<sup>29</sup>. Another serious concern is the economic participation rate of 33%, lowest in the SEE. The authorities and other stakeholders in BiH recognized the need to continue with promotion of gender equality, respect for human rights and empowerment of women and girls at all levels.

In the area of human rights, BiH is party to all UN international human rights treaties and most of their additional protocols. Mechanisms for the protection of rights stipulated in international and domestic legislation, namely the BiH Ombudsman for Human Rights and the BiH Constitutional Court, are already in place. The challenge, however, is one of implementation. Human rights protection and monitoring mechanisms suffer from gaps in coordination, accountability and efficiency. Violations of rights, where they occur, are more frequent among vulnerable groups, such as Roma, persons seeking asylum (in particular

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<sup>21</sup> The 2013 Census Report, although officially recognized by the BiH Agency for Statistics and the FBiH Institute for Statistics has been disputed by the RS Institute for Statistics for the reason of disagreement over the methodology used for data processing and the RS has developed own Census report that is in use in this entity.

<sup>22</sup> Of this number, a total of 1,798,889 are women, and 1,732,270 are men. Also, 723,116 (or 20.47 %) are young people 15-29 years of age and 543,719 (or 15.40 %) are children 0-14 years of age.

<sup>23</sup> (United Nations, 2015b, str. 142)

<sup>24</sup> The BiH Security Ministry's Migration Profile for 2017 admits not being able to record and report comprehensive emigration figures, but reports a considerable number of people who took up jobs in EU countries in 2017 in comparison with 2016 (Ministry of Security of Bosnia and Herzegovina. Sector for Immigration, 2018)

<sup>25</sup> (Agency for Statistics of Bosnia and Herzegovina, 2015), (Agency for Statistics of Bosnia and Herzegovina, 2017b)

<sup>26</sup> BiH does not avail itself of up-to-date development strategies at BiH or other levels of government, and with elaborated demographic aspects. country-wide strategies have not been adopted readily in general, which also includes youth issues. Government of Republika Srpska has recently announced an initiative for a Demographic Recovery Programme of Republika Srpska.

<sup>27</sup> Gender Analysis for Bosnia and Herzegovina, USAID, 2016. More at <http://measurebih.com/gender-analysis-report-for-bosnia-and-herzegovina>

<sup>28</sup> Women make up less than 21% of manufacturing industry, less than 26 % of IT workers and less than 8% of serving armed forces.

<sup>29</sup> The first nation-wide survey in BiH on "Prevalence and Characteristics of Violence Against Women" reported psychological violence as the most prevalent form of violence, experienced by 42% of women during their lifetime. Domestic violence was the second most predominant form endured by 24% of women during their lifetime, and 6% of women had experienced sexual violence at some point during their life time. All data on violence against women in this chapter, unless otherwise mentioned, is from the Gender Equality Agency BiH, Gender Center of FBiH, Gender Center of RS, Institutes for Statistics, UNFPA, UNWOMEN (2013). Prevalence and characteristics of violence against women in BiH. Sarajevo: Gender Equality Agency of BiH.

unaccompanied and separated children), persons at risk of statelessness, the homeless, internally displaced families, returnees and people with disabilities. Of particular concern are discriminatory provisions in election laws, discrimination against certain groups - including returnees, internally displaced persons, Roma and people with disabilities – concerns over public access to information and journalistic freedoms, inadequate harmonisation of the laws regulating children's access to identification<sup>30</sup>, health and education services, and high levels of gender-based violence. The focus on human rights and inclusion of vulnerable groups remains an overarching priority in the BiH development context.

Little progress has been made on the rights of persons with disabilities, which are not effectively protected. The UN Committee on the Rights of Persons with Disabilities reviewed Bosnia and Herzegovina in March 2017 and issued a series of recommendations that require urgent follow-up.

According to the 2013 BiH Census the total population of the country is about 3,500,000 of which almost 20 percent are children<sup>31</sup>. In fulfilling the child rights in line with the Convention on the Rights of the Child, in BiH there are still important factors that influence negatively on the child development. Poverty<sup>32</sup>, violence against children<sup>33</sup>, lack of pre-school education<sup>34</sup>, lack of quality, inclusive education and low immunisation rates<sup>35</sup> are among some of them. Particularly vulnerable are children without parental care, children with disabilities, Roma children, unaccompanied and separated children asylum seekers and those with unregulated stay. Their rights are often multiply affected including access to adequate accommodation, quality education, health and social protection. Since 2018 the asylum-seekers, refugees and migrants children arriving and/ or transiting through BiH are at multiple risks: security, humanitarian, health and lack of education<sup>36</sup>. New-born children of persons seeking asylum or undocumented migrants are at risk of statelessness due to incomplete birth registration in BiH. The exploitation of children and child begging remain issues of concern. Violence against children continues to be widespread, although reporting remained insufficient, resulting in few cases being brought before the courts. Not all children in Bosnia and Herzegovina are covered by compulsory health insurance and concerns continued over the exclusion of marginalised groups. The legal framework on juvenile justice is in place but requires further harmonisation across the country<sup>37</sup>.

The country adopted the Environmental Approximation Strategy (adopted in 2017), which addresses several sub-sectors of the EU environmental acquis (water management; waste management; air quality and climate change; industrial pollution; chemicals; nature protection; and environmental noise). Other sub-sector strategies are also in place, such as the Revised Strategy and Action Plan for Biological and Landscape Diversity in Bosnia and Herzegovina 2015-2020. The change of climate and high exposure to natural<sup>38</sup> and man-made hazards further hurdle the country socio-economic development<sup>39</sup>. The country

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<sup>30</sup> Harmonization of laws regulating children access to identification should be replaced with elimination of the remaining obstacles in the legislation on birth registration to avoid risk of statelessness

<sup>31</sup> Persons age 0-18

<sup>32</sup> Almost one in three children (31%) in BiH lives in consumption-based poverty. Poor children are significantly more deprived in every dimension according to the findings from the Multiple Overlapping Deprivation Analysis in BiH (2015).

<sup>33</sup> 55 of children aged 2-14 years are subjected to some method of violent discipline, psychological or physical, by their parents or other adult household members (Multiple Indicator Cluster Survey (MICS) in BiH (2011/12).

<sup>34</sup> In BiH the percentage of 3-4 year-old children attending ECD is still extremely low (13% according to MICS BiH 2011/12), although in recent years the percentage of 5 year olds attending pre-school one year before enrolment in primary school has significantly increased, 54% according to UNICEF's and BHAS estimates

<sup>35</sup> 68% according to the 2012 MICS results

<sup>36</sup> Prolonged lack of guardians and total lack of adequate accommodation for UASC remains a problem for the country. Also, children born by foreigner parents in BiH without documents face risk of statelessness due to incomplete birth registration in BiH. More details available in Refugee and Migrant Children - Including Unaccompanied and Separated Children – in Bosnia and Herzegovina – Child Focused Rapid Assessment, 8 June, 2018. UNICEF BiH.

<sup>37</sup> EC progress report on Bosnia and Herzegovina, 2018

<sup>38</sup> Recent results and projections in the 2018 Inform Global Risk Index define Bosnia and Herzegovina as a country of particularly high exposure to floods (7.3 value out of 10

<sup>39</sup> The 2017 World Risk Report ranks Bosnia and Herzegovina as a country of high exposure to natural hazards.

has particularly high exposure to floods<sup>40</sup> and more than 20% of BiH's territory is prone to flooding<sup>41</sup>, which, on average, annually impacts about 100,000 people and about US\$600 million in gross domestic product. In the last decade, Bosnia and Herzegovina has been facing several significant extreme climate and weather events, manifested through more frequent occurrence of extremely dry seasons or disastrous floods. The floods in 2014 affected approximately a quarter of the country's territory and one million people, representing some 27% of its population, was affected with total damage reaching more than 1.7 billion USD, while the economic losses exceeded USD 1.5 billion<sup>42</sup>. Following the 2014 floods, authorities in BiH requested the United Nations (UN) to coordinate international disaster relief and co-lead the recovery needs assessment, jointly with the EU and the World Bank. Together with the EU, governments at all levels, and donors, the UN implemented the largest floods recovery programme in the history of the country, bringing change in the quality of life for more than half a million people. By offering fast and people-centred recovery assistance, the UN helped set the country back on its path to socio-economic development. Despite commendable results, traditional emergency response approach and civil protection coping mechanisms appeared to be insufficient, since these were not coupled with adequate efforts by other sectors, thus responding to the needs of the vulnerable population.

BiH continued experiencing a mixed-migration flow in 2018 with a noticeable increase of refugee, asylum seekers and migrant arrivals with the numbers doubling almost on a monthly basis. Despite a relatively low number of refugees/ asylum seekers and migrants entering BiH, the country faced some serious challenges in addressing adequately the situation exposing weaknesses in the BiH's coordination system, including the issue of competencies among the various governing levels, and insufficient capacities.

## 2 UNDAF for Bosnia and Herzegovina, 2015-2020

The Council of Ministers of Bosnia and Herzegovina in collaboration with the United Nations Country team (UNCT) formulated "One United Nations Programme and Common Budgetary Framework Bosnia and Herzegovina 2015-2019: United Nations Development Assistance Framework" (UNDAF) as the mechanism to support achievement of the BiH priorities. The participatory and consultative process has been the central element of UNDAF formulation, and this approach continued throughout the UNDAF lifespan.

In 2018, the UNDAF has been extended by one year (until 31 December 2020) upon request by BiH authorities, following the discussion with the Chairman of the BiH Council of Ministers, the BiH Minister of Finance and Treasury (Co-Chair of the Joint BiH- UN Steering Committee), the members of the Joint Steering Committee, and the BiH Ministry of Foreign Affairs. It was highlighted that the extension of the UNDAF would further "facilitate alignment of UN programming in BiH better align with the election cycle in BiH<sup>43</sup>, the EU Instrument for Pre-Accession Assistance (IPA III) cycle (2021-2028), including preparation of the development strategies at the Entity levels aligned with EU IPA III cycle. Also, this extension has been requested to ensure alignment with preparation of the development strategies at the Entity levels and the SDGs roll-out and prioritization process in Bosnia and Herzegovina, which should result in the SDGs Framework in Bosnia and Herzegovina towards the end of 2019.

The UNDAF 2015-2020 has been established around four interlinked areas of cooperation, further organized by thirteen outcomes addressing country needs and reflecting the UN's comparative advantages.

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<sup>40</sup> According to the World Bank's Global Facility for Disaster Reduction and Recovery,

<sup>41</sup> Out of 145 local governments in the country, 91 are considered under very significant risk from floods and landslides and 27 - under high risk.<sup>18</sup> The country's mountainous topography, aging infrastructure, and high urbanization rate compound its seismic (8.7 out of 10), and consequent landslide vulnerability.

<sup>42</sup> Most affected were rural households, small and medium businesses, and agricultural producers, as well as vulnerable population groups. Floods impacted around 15% of country's GDP, affecting 70,000 hectares of arable land, with more than 50 local governments experienced a near-total devastation of their service infrastructure, to include hospitals, schools, and local administration centres.

<sup>43</sup> The general elections have been held in October 2018, as per electoral cycle.

#### Focus Area 1. Rule of law and human security

**Outcome 01.** By 2020, access to justice, non-discrimination and equality under the rule of law is improved

**Outcome 02.** By 2020, BiH consolidates and strengthens mechanisms for peaceful resolution of conflicts, reconciliation, respect for diversity and community security

**Outcome 03.** By 2020, there is effective management of explosive remnants of war and armaments and strengthened prevention of and responsiveness to man-made and natural disasters

#### Focus Area 02. Sustainable and equitable development and employment

**Outcome 04.** By 2020, economic and social and territorial disparities between units of local self-governance are decreased through coordinated approach by national and subnational actors

**Outcome 05.** By 2020, legal and strategic frameworks are enhanced and operationalized to ensure sustainable management of natural, cultural and energy resources

**Outcome 06.** By 2020, better articulated and coordinated employment, education, and scientific policies and programmes enable greater access to productive employment and income opportunities

#### Focus Area 03. Social inclusion: education, social protection, child protection and health

**Outcome 07.** By 2020, all children and young people, including children with disabilities (CwD) and Roma children, benefit from education tailored to their needs and abilities

**Outcome 08.** By 2020, enrolment in preschool education for all children, including Roma children and Children with Disabilities, is increased

**Outcome 09.** By 2020, targeted legislation, policies, budget allocations and inclusive social protection systems are strengthened to proactively protect the vulnerable

**Outcome 10.** By 2020, child protection systems are strengthened to prevent and respond to cases of violence, abuse, exploitation and neglect of children, including institutionalization

**Outcome 11.** By 2020, provision of targeted health and public health planning documents and services, including management of major health risks, and promotion of targeted health seeking behaviours, is enhanced

#### Focus Area 04. Empowerment of Women

**Outcome 12.** By 2020, more women take part in decision making in political fora and in the economy

**Outcome 13.** By 2020, coordinated multisectoral platforms prevent and timely respond to gender-based violence and provide comprehensive care and support to survivors.

As the current UNDAF is coming to the end point of its implementation, the final evaluation has been suggested. The rationale for this final UNDAF evaluation has been twofold: 1) to use the findings strategically to inform the next UNDAF cycle, to better integrate Agenda 2030 and the SDGs to better align and target UN interventions that will support the country in reaching its 2030 commitments; and to help the UNCT to adjust to new generation of UNDAFs and the wide UN system reforms; and 2) to use the independent evaluation process and findings as an accountability tool where independent expert view will explore extent of the results achieved to date and potential impact of the UN system in BiH by the end of current UNDAF cycle (2020), including key lessons learned and good practices for the UNCT and its partners from the current UNDAF cycle.

### 3 The objective for the final evaluation

The purpose of the UNDAF evaluation, as highlighted in the Terms of References, has been to use the findings strategically and inform the next UNDAF cycle, in line with broad UN system reforms. This programmatic UNDAF evaluation has followed the objectives from the ToR. The evaluation examined the stated UNDAF outcomes, including their relevance to current country context while also analysing international commitments of the country<sup>44</sup>. The analysis has reflected on the extent to which UNDAF contributed to the country development processes and achievements, by identifying changes over the period being evaluated and analysed the progress considering available baseline information. The evaluation has analysed the efficiency of UNDAF implementation/ management arrangements. Part of these efforts has been to analyse the overall financial delivery behind UNDAF, from the viewpoint of planned, mobilized and delivered financial resources.

The UNDAF final evaluation has been carried out jointly with the UNCT, following a participatory approach and focusing on enhancing development results at the country level.

### 4 Methodology for the final evaluation

This part provides a description of data collection methods and data sources that have been employed, including the rationale for their selection (how they have informed the final UNDAF evaluation) and their limitations. In addition, this part reflected on data collection tools, instruments and highlighted on reliability and validity for the evaluation.

The FE adhered to the UNEG evaluation guidelines<sup>45</sup> and the OECD DAC criteria for assessment of development assistance<sup>46</sup>. The Terms of Reference<sup>47</sup> indicated the need to review relevance, effectiveness, efficiency and sustainability, while also assessing the UN programming principles. The desk review of literature, key informant interviews and on-the-spot visits served to collect critical information and capture different perspectives about UNDAF and its implementation. The evaluation team triangulated collected data to validate findings and identify points of convergence and divergence.

#### 4.1 DATA COLLECTION METHODS

The evaluation followed a mixed-method approach to enable gathering of qualitative and quantitative information through a well-balanced combination of desk research and interviews with key informants, at various level of analysis. The evaluation was using desk research to analyze collected secondary information. In-person and teleconference interviews during the field phase served to collect primary data and to validate findings and conclusions from the desk phase.

The following table presents the main data collection methods and sources

**Table 1. Main data collection approaches**

Approach	Activities
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<sup>44</sup> This also included the EU accession process and obligations within this framework

<sup>45</sup> The United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation, adopted in 2005, has served as a landmark document for the United Nations and beyond. In June 2016, the updated United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation was released. The FE recognized the absence of a precise model to conduct UNDAF evaluations.

<sup>46</sup> OECD DAC Criteria for Evaluation of Development Assistance;  
<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>47</sup> The FE and also the ToR has recognized the absence of a precise model to conduct UNDAF evaluations; thus,

<b>Document review</b>	<ul style="list-style-type: none"> <li>Reviewed the UNDAF 2015-2020, with particular focus on the Results and Resources Framework, the priority areas and outcomes, including indicators, baselines and targets;</li> <li>Analyzed annual UNDAF progress reports and reviewed documented results from the UNCT/ UN Agencies operating in BiH</li> <li>Reviewed policies and strategies deriving from different governance levels and sectors thus analyzing the overall environment in which UNDAF was implemented.</li> <li>Analyzed progress and reports on implementation of the international obligations of the country</li> <li>Analyzed key macro-economic and social indicators for BiH, Federation of BiH and Republika Srpska, Brcko district and cantons;</li> <li>Identified key horizontal issues, themes, best practices and success stories for follow- up, further investigation, verification, and triangulation. Also, identified needs for interviews.</li> </ul>
<b>Field phase</b>	<p>Personal interviews with the representatives of UN Agencies (Heads of Agencies, Programme Officers, Monitoring and Evaluation Officers)</p> <p>Personal interviews with the domestic partners from different levels<sup>48</sup>;</p> <p>Personal interviews with international development partners</p> <p>Focus group with Civil Society Organizations</p>

## 4.2 DATA ANALYSIS

Considering that the UNDAF outcomes (defined as "intended changes in development conditions in BiH") have been set at the high level, requiring joint work of many partners, credible attribution of development changes to the UNCT may be challenging or in some cases impossible to establish; this has been also recognized in the Terms of Reference. To address these challenges, the evaluation team has developed a tailor-made methodology, that has been based on the contribution analysis (CA). The methodology was adjusted for the evaluation of complex programs<sup>49</sup> focusing to make credible causal claims about interventions and their results<sup>50</sup>.

The scope, complexity, and the period covered by the evaluation (the focus was on UNDAF implementation from 2015 until 2018; there are two more years, 2019 and 2020 for UNDAF implementation) required a sophisticated analytical approach that encompassed different analytical tools and models. The evaluation analyzed collected information and the Results and Resources Framework through causality and causal effects model, complementing it with the political economy and conflict analysis and the timelines analysis when necessary.

<sup>48</sup> The final evaluation carried out semi-structured interviews, based on questionnaires presented in Annex 4, aligned with the Evaluation Matrix.

<sup>49</sup> Line Dybdal, Steffen Bohni Nielsen, Sebastian Lemire (Ramboll Management Consulting and Aarhus, Denmark): "Contribution Analysis Applied: Reflections on Scope and Methodology", The Canadian Journal of Program Evaluation Vol. 25 No. 2 Pages 29–57 ISSN 0834-1516

<sup>50</sup> John Mayne: „Contribution analysis: Coming of age?“ from Evaluation, 2012, Sage Publication, DOI: 10.1177/1356389012451663

The analysis of the Results and Resources Framework was in the center of this evaluation and understanding of UNDAF. The evaluation included the assumption that UNDAF was relevant, necessary and sufficient to contribute to changes under the outcomes and priority areas. The results of the political economy and conflict analysis and the timeline analysis together with the analysis of the primary and secondary data served to identify challenges or obstacles that affected progress and contribution towards the achievement of outcomes, while also suggesting a more substantive analysis through the causal chain to identify points of break<sup>51</sup>.

The analysis considered the following steps:

- ***Analysis of UNDAF design phase and real time relevance***

The review of the design phase was exploring the connection between the UNDAF outcomes and the development priorities for Bosnia and Herzegovina and also its relevance to the citizens of Bosnia and Herzegovina, with a particular focus on vulnerable groups<sup>52</sup>. In this context, the FE will be using HRBA approach and gender mainstreaming lenses to assess the appropriateness of the focus areas, outcomes, expected targets and indicators and internal consistency of UNDAF. Also, the evaluation has assessed relevance of UNDAF in the context of human rights and gender mainstreaming.

The broad scope and thematic areas, as well as the long period covered by the evaluation required analysis at the country level (considering all governance levels) and the sectors relevant for UNDAF outcomes.

The analysis at the country level focused on the strategic framework set by authorities at different levels in BiH, assessing relevance and identifying factors that have influenced preparation of UNDAF (in the specific development context of Bosnia and Herzegovina). The analysis at this level set the stage to assess the process of UNDAF preparation and how the outcomes have been defined; it started with the review of the Common Country Assessment (2013) and continued through the analysis of the strategic and policy documents, that set priorities and revealed development trends in Bosnia and Herzegovina during the formulation (in 2014 and 2015) and implementation of UNDAF (from 2015 until 2019); also the plans for 2019 and 2020 were analysed. The evaluation considered analytical and strategic documents of international development partners active in Bosnia and Herzegovina<sup>53</sup>. The analysis at the level of UNDAF's thematic sectors reviewed the alignment of the outcomes with the sectoral priorities and included the assessment of trends in the core sectors for Bosnia and Herzegovina. In the context of status of UNDAF outcomes, the evaluation analysed factors that have been affecting progress towards the achievement of outcomes and assessed the extent to which UNCT/ UN Agencies have been flexible to respond to the changing priorities and the needs, under each of the outcomes.

The evaluation analysed UNDAF's response to changing development priorities and needs in BiH using EU accession process and international obligations of the country as the most important benchmarks.

- ***Status of UNDAF outcomes***

The FE assessed the overall advancement towards the achievement of the UNDAF outcomes' targets, from the quality and timeliness of inputs and efficiency and effectiveness of activities carried out. The FE has identified critical factors and collaborative advantages that have contributed towards the achievement of UNDAF outcomes and reflected on the challenges and obstacles of the UNDAF implementation. Considering the complexity of UNDAF outcomes, highlighted impediments and the limited time for the evaluation, the FE has

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<sup>51</sup> Some possible examples could be if UNCT/ UN Agencies was effective in ensuring outputs as defined in the RRF but the contribution to the outcome was either limited or not ensured. This would require to analyze if UNDAF was effective to engage stakeholders in the development processes and effectively coordinate with other development partners. Also, more in-depth political economy/ conflict analysis combined with the timeline analysis reflected the extent to which other external factors influenced the achievement of outcomes.

<sup>52</sup> This includes the following groups: women and girls; children; asylum-seekers; refugees; internally displaced persons; stateless persons; persons at risk of statelessness; national minorities; migrant workers; disabled persons; elderly persons; HIV positive persons and AIDS victims; Roma population; and lesbian, gay and transgender people.

<sup>53</sup> Particularly important have been the annual progress report of the European Commission for Bosnia and Herzegovina



assessed the UNDAF progress towards achievement of outcomes using UNDAF annual results reports<sup>54</sup> and reports on progress against UNDAF indicators, complemented by the UN Agencies' annual progress reports, programme and projects evaluation reports and other documents. The FE reviewed financial plans, mobilized and delivered resources, in the context of achievement of outcomes.

The FE has also analysed the indicators from the UNDAF Results Matrix, focusing on their relevance, frequency of collection, reliability, disaggregation and quality, while also assessing the accuracy and the extent of use of the indicators. Interviews with the key informants, focus group discussions and potentially surveys with the stakeholder groups served to validate findings and substantiate conclusions and recommendations.

#### ■ **Management arrangements and efficiency in UNDAF implementation**

The FE has analysed present UNDAF implementation, including management system and delivery of results, and the existing monitoring and strategic reporting practices. The FE has assessed the adequacy and efficiency of the Delivering as One (DaO), through the analysis of the application of UN Standard Operating Procedures<sup>55</sup>. The FE has reflected on the role and functioning of the Joint Steering Committee as a mechanism of coordination, the functioning of the Results Groups and their role. Also, part of this efforts has been to assess the degree of actual synergies established among UN agencies, involving concerted efforts to optimize results and avoid duplication.

Also, the evaluation assessed if the UNCT undertook appropriate situation and risk analysis, linking it to flexibility and responsiveness of UNDAF<sup>56</sup>.

#### ■ **Sustainability of UNDAF achievements**

In the context of assessment of sustainability, the FE has analyzed the extent to which the benefits and achievements ensured during the implementation of UNDAF, particularly positive results would likely continue after the end of implementation cycle. The FE analysed whether the longer-term impact of UNDAF on the wider development process in Bosnia and Herzegovina could also be sustained.

The FE has analysed the degree to which UNDAF has enabled innovative approaches for institutional learning and development of capacities of key domestic stakeholders, while assessing ownership of results and sustainability of the partnerships established within the framework of its implementation.

#### ■ **Application of UN programming principles and cross-cutting issues**

The evaluation analysed the extent to which the core UNDAF principles (HRBA, gender equality, environmental sustainability, results-based management, capacity development) have been considered and mainstreamed during its preparation and implementation. Moreover, considering the importance and commitment to ensure greater gender equality in the country, the evaluation framework included gender equality -related questions under the outcomes and also prepared more elaborated gender related analysis. Although not included in the ToR, part of this analysis also reflected on UN normative work and contribution to the country to meet its commitments to UN standards and norms.

#### ■ **Preparation of recommendations for UNCT in BiH**

The final report was designed to be objective, balanced and substantiated; it presents findings, conclusions and recommendations following a logical cause-effect linkage. When formulating and presenting findings and conclusions, the report described the facts assessed, the judgement criteria applied and how this led to findings and conclusions. The report included a consolidated analysis of UN coordination challenges and lessons learned. Recommendations addressed the weaknesses identified and reported; they are

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<sup>54</sup> UNDAF Annual Results Reports for 2015, 2016 and 2018 have been available

<sup>55</sup> <https://www.un.org/ecosoc/sites/www.un.org.ecosoc/files/files/en/qcpr/doco-summary-brief-sop-implementation-march2016.pdf>

<sup>56</sup> The FE finds more logical ties between these issues and other evaluation criteria (e.g. partnership and ownership should be analysed under the sustainability; responsiveness and flexibility will be analysed under the effectiveness, etc). More details on the proposed changes have been provided in the evaluation matrix.



operational and realistic in the sense of providing clear, feasible and relevant input for decision-making. The FE has also considered the UN reform process and changes foreseen in the new generation of UNDAFs.

### 4.3 LIMITATIONS

The final evaluation included field visit and in-person interviews, complementing document review and enabling to collect in-depth information about the status of UNDAF outcomes (including individual and joint contribution of UN agencies to the reported progress). This phase also enabled to identify links between different programmes and issues impacting on achievement of UNDAF outcomes. However, this evaluation included limited time for in-country mission. Considering this, the final sample of key stakeholders for interviews has been agreed in cooperation with UNCT, while the involvement and importance of the stakeholders in the UNDAF development and implementation<sup>57</sup> has been the main determining criteria. Although the evaluation met with representatives of different authorities, some of the important stakeholders could have been missed.

The terms of reference were clear that the evaluation should not focus on specific programmes or projects. The UNDAF's effectiveness needed to be considered assessing the extent to which the UNCT contributed to or is likely to contribute to progress under outcomes. However, it was challenging to determine "this, specific extent of contribution" towards the UNDAF outcomes without providing references to specific programmes to illustrate this.

During the implementation of UNDAF, UN Agencies have produced strategic results under the outcomes. These achievements have been presented in the annual UNDAF progress report and other UN Agency-specific annual reports. Thus, considering requirements from the ToR, and request for the length of the evaluation report as well as the timeframe for the final evaluation, it would be highly challenging to extract "the most important" achievements to validate contribution to the outcomes<sup>58</sup>. The assessment of effectiveness and performance of UNCT relied on the indicators provided in the UNDAF Results Framework, along with the data sources suggested for verification of progress. The indicators were in the majority of cases relevant; however, in some cases they did not adequately capture UNCT contribution, thus, did not adequately inform the assessment of achievements under outcomes. In some other cases, the data sources were not available or could not be used to compare current status and performance with baseline data. The effectiveness was also assessed considering other requirements and criteria from the ToR.

The availability of financial figures and other information from UN Agencies to assess "value for money" have been limited, affecting assessment of efficiency. Therefore, the evaluation used the figures that the RC office compiled and provided to the evaluation team.

Sustainability is an ex-post measure and ideally, measuring sustainability require a time-period between two to five years after the completion of the UNDAF. Therefore, the evaluation approach was to anticipate or forecast sustainability. The intention was to measure the extent to which the positive results achieved through UNDAF implementation are likely to continue after the end of the implementation cycle and also if the longer-term influence on the development changes (in the specific sector) would have lasting nature.

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<sup>57</sup> A detailed list of interviewed people is provided in the Annex 1 to this document.

<sup>58</sup> This could be mitigate to some extent through the analysis of case studies; however, this was not considered in the Terms of References and the proposed scope of the evaluation.

## 5 Findings of the final evaluation

### 5.1 UNDAF RELEVANCE

- **The external intervention of UNDAF 2015-2020 in the four focus areas and under thirteen outcomes, has been within the mandate of UN Agencies, aligned with the priorities of the country and the needs of citizens. UNDAF remained relevant throughout the entire period of implementation.**

The process of UNDAF formulation has been comprehensive, ensuring that the needs of the country and its citizens have been recognized and appropriate developmental responses defined. To identify needs and priorities of citizens, UNCT has conducted a 'mini' Post-2015 consultations through an online survey (in July 2013) on key development priorities for the country for the next five years<sup>59</sup>. This has followed with preparation of an analytical and human rights-based Common Country Assessment (CCA)<sup>60</sup> providing an updated assessment of the development needs and challenges in the country. Primarily focusing on the socio-economic situation, political and security dynamics within complex political trends, the CCA's analytical basis has been strengthened through citizens' perceptions survey on stability, trust and potential drivers for conflict in the country and the region in the near future<sup>61</sup>. The citizens needs have been also assessed through the Post-2015 Consultations in Bosnia And Herzegovina- Culture and Development<sup>62</sup>. Preparation of the 2013 Millennium Development Goals (MDGs) Progress Report for BiH<sup>63</sup> additionally contributed to the analytical basis for UNDAF formulation, presenting achievements under the MDG areas and also emphasizing challenges related to inequalities and disparities in the country<sup>64</sup>.

The findings from the surveys and analysis have been further validated through the inclusive, participatory, and wide-ranging consultation with the representatives of the governance structures/ authorities, civil society, think tanks and academia<sup>65</sup>. The Strategic Prioritization Retreat has been organized and development priorities have been analysed in framework of mandate of UN and UN Agencies and grouped under the four priority areas and thirteen specific outcomes. Also, long-lasting presence and mandates of the UN/ UN Agencies in Bosnia and Herzegovina<sup>66</sup> were important factors contributing to the substantive insight and proposed response to development needs and challenges for the country.

UNDAF has been well aligned with the country's priorities presented in the strategic and policy documents prepared at different governance levels in Bosnia and Herzegovina. Preparation of UNDAF overlapped with the more active joint engagement of the BiH Council of Ministers, Government of Republika Srpska and

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<sup>59</sup> In total, 24 development areas/priorities were offered in the online questionnaire. Top 10 priorities identified by the respondents are: 1) Economic Development and Employment, 2) Rural and Local Development, 3) Agricultural Development, 4) Social Inclusion and Inequalities, 5) Fight Against Corruption and Organised Crime, 6) Water, Energy Efficiency and Environmental Sustainability, 7) Child Protection, 8) Justice, Rule of Law, Human Rights and Refugee Protection, 9) Education and 10) Health. More details available via [ba.un.org](http://ba.un.org)

<sup>60</sup> The Common Country Assessment has been completed in the third quarter of 2013

<sup>61</sup> Findings of this survey indicated that due to difficult economic situation and deepening political crisis, citizens' unrests may be likely – a warning received six months prior to a series of citizens' demonstrations and unrest that started in February 2014.

<sup>62</sup> The findings of these consultations recognized culture as a potential catalyst for comprehensive societal change. The reference is made to transformational role of formal and informal education, media including continuous awareness raising of population, greater participation of youth and effective implementation of reasonably well developed legislative framework in respective sectors. A need to further support capacities development of public servants, teachers, local leaders, media professionals and citizens was recognized. More details are available at <http://www.unesco.org/new/fileadmin/MULTIMEDIA/FIELD/Venice/pdf/FINALREPORTENGBiHPost2015.pdf>

<sup>63</sup> Progress Towards Realization of Millennium Development Goals in Bosnia and Herzegovina, 2013 Report. More details are available in the full report, available at: [http://www.ba.undp.org/content/bosnia\\_and\\_herzegovina/en/home/post-2015/mdgoverview.html](http://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/post-2015/mdgoverview.html)

<sup>64</sup> Out of the 68 indicators used to monitor MDG progress, less than half have been fully achieved or were assessed likely to be achieved by 2015. For example, the report showed that BiH did not achieve MDG targets related to poverty reduction, pre-school attendance, access to contraception, tuberculosis prevalence, and unemployment - especially for young people.

<sup>65</sup> Detailed list of people met and interviewed during the field phase in March 2019 has been provided as the Annex 1 to this report.

<sup>66</sup> KII notes GOV\_04

Government of the Federation of Bosnia and Herzegovina in economic reforms. In this context, the Reform Agenda<sup>67</sup> was adopted, presenting detailed list of priority actions necessary to promote growth and job creation in the country, in line with the recommendations that emerged from the Compact for Growth and Jobs<sup>68</sup>. This short-term strategic document targeted six areas of reform<sup>69</sup>, with an overall objective to foster economic growth, create jobs, and improve the efficiency of social assistance, while setting a path towards fiscal consolidation and preserving macroeconomic stability<sup>70</sup>. The authorities in BiH have recognized need to support a "significant part of the BiH population at risk of social exclusion" (some potentially at-risk groups include rural dwellers, women, youth, and ethnic minorities such as Roma)<sup>71</sup>. However, the authorities have not defined specific measures to address their needs, explaining that "these groups face similar challenges to those of the rest of the population, namely, finding a job, setting up a business in a complicated business environment, dealing with corruption and poor public services". Although this has been an important point, the document shallowly prioritized only some the challenges of the vulnerable groups, without performing more substantive and sophisticated analysis of the needs of most vulnerable population in BiH<sup>72</sup>.

However, the authorities did not report on the results after the formal completion of the "reform agenda", while the preparation of the new country-level strategy hasn't started.

Still, authorities from different governance levels<sup>73</sup> have been active in preparing their (specific) development and/ sector-related strategies. Thus, in the absence of an agreed country-wide development agenda in BiH, these strategic documents served as the main points of references to validate relevance of UNDAF focus areas and outcomes. Considering its broad nature and core development challenges that is addressing, it is easy to justify UNDAF's alignment with these strategic documents.

- **UNDAF's planning and programming has, in general, been flexible and responsive to the emerging priorities and challenges of the country during the period 2015–2020<sup>74</sup> through well-established planning and implementation mechanisms. Also, UNCT has shown flexibility in addressing immediate needs of the citizens, as it was the case with devastating floods that affected the country<sup>75</sup>. UNCT has responded to the high arrivals and immediate needs of asylum seekers and migrants in 2018 and 2019, UNCT has been instrumental in responding to the reform and organizational development needs of the institutions in Bosnia and Herzegovina.**

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<sup>67</sup> The Reform Agenda was agreed in July 2015 and endorsed by the BiH Council of Ministers (CoM), Government of Republika Srpska and Government of the Federation of Bosnia and Herzegovina. <https://europa.ba/wp-content/uploads/2015/09/Reform-Agenda-BiH.pdf>

<sup>68</sup> The outline of key necessary reforms developed by the Forum for Prosperity and Jobs in May 2014 and confirmed through the priority setting in the Systematic Country Diagnostic

<sup>69</sup> The six priority areas have been identified: First, fiscal sustainability has been prioritized through decreasing public debt while creating room for public investment and reducing the size of the public sector in the economy. Second, business climate and competitiveness has been planned through the elimination of barriers to investment, removing hidden subsidies, creating a more stable and accessible financial sector, improving bankruptcy procedures and addressing inconsistencies in the regulatory and tax framework. Third, the labor market reform has been planned to unleash the potential of the workforce. Fourth, more targeted social assistance was planned together with the reformed pension systems. Fifth, the need to work on the establishment of the rule of law was identified, by focusing on fighting organized crime, terrorism, and corruption. Sixth, reform of public administration has been also emphasized, as support to the fiscal sustainability agenda and assurance for quality in delivery of public services to citizens.

<sup>70</sup> Following the signing of the Reform Agenda document, the authorities in BiH developed detailed Action Plans for its implementation.

<sup>71</sup> The Reform Agenda, <https://europa.ba/wp-content/uploads/2015/09/Reform-Agenda-BiH.pdf>

<sup>72</sup> Some examples could be higher poverty among children in households with more children, or very low rates of early childhood education, especially in rural areas, creating a genuine risk of inter-generational poverty transfer.

<sup>73</sup> For example, the Government of Republika Srpska <http://www.vladars.net/eng/Pages/default.aspx>; the Government of Federation of Bosnia and Herzegovina [http://www.fbihvlada.gov.ba/english/sastav%20vlade\\_v2/](http://www.fbihvlada.gov.ba/english/sastav%20vlade_v2/). The Government of Brcko District is working on its development strategy and also the governments of cantons have been active in elaborating development strategies.

<sup>74</sup> KII's notes UN\_01 and UN\_02

<sup>75</sup> The floods affected country in 2014 but the recovery programme and support took place during the implementation of this UNDAF

In the context of light “delivering as one” UNDAF’s planning included preparation of Joint Work Plans (JWP) by the inter-agency Results Groups. Although being relatively general and vague, the JWP ensured sufficient flexibility to include additional activities and interventions, in line with the changes in the country’s environment. The most important example has been the UNCT response to the disastrous flooding that affected the country in 2014. The UN floods recovery assistance has been designed in response to the request from the authorities in BiH to the United Nations to “coordinate international disaster relief and co-lead the recovery needs assessment<sup>76</sup>” (jointly with the EU and the World Bank). In partnership with the European Union, international development organizations, governments at all levels, the UNCT implemented the largest floods recovery programme in the history of the country. The programme has been effectively supporting the country to improve damages caused by the floods and enhancing capacities to prevent and respond to (human-made and natural) disasters<sup>77</sup>. The UN Floods Recovery Programme “Danas Za Nas” started after the humanitarian response phase, aiming to re-establish normal living conditions, preserve jobs, support local economies and increase disaster resilience in more than 60 communities most affected by the floods<sup>78</sup>. In addition, the EU Floods Recovery Programme for Bosnia and Herzegovina worth 43.52 million EUR<sup>79</sup> aimed to restore vital public sector infrastructure and reinstate main public services, working also on emergency reconstruction of private dwellings for the most vulnerable and marginalized people, the revitalization of local economy and agriculture production and rehabilitation of communal infrastructure in selected municipalities<sup>80</sup>. These focused and timely implemented interventions have strengthened cooperation with the BiH authorities and extended assistance in the post-recovery period. UN continued its efforts to strengthen institutional capacities and coordination mechanism across government levels, implement concrete multi-sectoral risk reduction and preparedness measures within risk-exposed localities, and reduce social and economic vulnerabilities of citizens affected or exposed to possible disasters<sup>81</sup>.

Another example has been UNCT response to the issues of the country with continuously increasing inflow of refugees, asylum seekers and migrants in BiH and tailor-made support to the authorities from different governance levels to establish mechanisms and systems to address these multi-dimensional challenges. UNCT has been supporting the country to enhance the accommodation capacity, at the same time ensuring access to food, sanitary facilities, non-food items, health, free legal aid, psychosocial support and other protection services for asylum-seekers, refugees and migrants. Some of the examples of more tangible results have been support for the effective functioning of two official government-run reception centres including opening of the Refugee Reception Centre Salakovac that provides support to persons seeking asylum. UN also assisted with the establishment of five temporary reception centers (TRC) and emergency shelters<sup>82</sup>.

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<sup>76</sup> [http://ba.one.un.org/content/unct/bosnia\\_and\\_herzegovina/en/home/floods-recovery/eu-floods-recovery-programme.html](http://ba.one.un.org/content/unct/bosnia_and_herzegovina/en/home/floods-recovery/eu-floods-recovery-programme.html) and [http://ba.one.un.org/content/unct/bosnia\\_and\\_herzegovina/en/home/floods-recovery.html](http://ba.one.un.org/content/unct/bosnia_and_herzegovina/en/home/floods-recovery.html)

<sup>77</sup> Through the Flood Recovery Programme, the UNCT ensured assistance to most affected municipalities in Bosnia and Herzegovina: more than half a million of men, women and children benefited "through rehabilitation of vital sector infrastructure and reinstatement of public services, reconstruction of private dwellings, revitalization of local economy and rehabilitation of communal infrastructure".

<sup>78</sup> Financed by 28 bilateral donors, this USD 22,6 million worth programme is coordinated by UNDP and implemented by the UN agencies: UNDP, UNFPA, FAO, UNICEF and UNESCO.

<sup>79</sup> Out of the total fund, the EU’s contribution is 42.24 million EUR, while UNDP participates with 1.28 million EUR. The Programme is being implemented by the United Nations Development Programme (UNDP), the United Nations Children’s Fund (UNICEF) and the International Organisation for Migration (IOM)

<sup>80</sup> More details are available at the web-page [http://ba.one.un.org/content/unct/bosnia\\_and\\_herzegovina/en/home/floods-recovery/eu-floods-recovery-programme.html](http://ba.one.un.org/content/unct/bosnia_and_herzegovina/en/home/floods-recovery/eu-floods-recovery-programme.html)

<sup>81</sup> [http://ba.one.un.org/content/unct/bosnia\\_and\\_herzegovina/en/home/floods-recovery/eu-floods-recovery-programme.html](http://ba.one.un.org/content/unct/bosnia_and_herzegovina/en/home/floods-recovery/eu-floods-recovery-programme.html)

<sup>82</sup> Refugee and Migrant Situation in Bosnia and Herzegovina- The Multi-Cluster/Sector Initial Rapid Assessment (MIRA) Report , May 2018. Also, UNDAF Annual Results Report for 2018 and 2016 have provided examples and materials on UN support to asylum-seekers, refugees and migrants

UN agencies have been providing a systemic collection of relevant information on asylum-seekers, refugees and migrants, increasing its field presence and strengthening the provision of services to overcome gaps in their reception. These activities have been twinned with UN efforts to enhance institutional mechanisms and strengthen authorities' capacities in delivery of free legal aid support, migration and border management. Some of the immediate needs in equipment and skills of the Border Police and the Service for Foreigners' Affairs and Ministry of Security's Sector for Asylum have been strengthened. At the institutional level, UNCT was working with the representatives of NGO and other stakeholders from the law enforcement, migration and asylum management, and social protection sectors. The objective of this support was to improve the identification, assistance, and referral of vulnerable refugees, asylum seekers and migrants (as they could be potentially victims of trafficking<sup>83</sup>).

In addition to these examples that presented UNDAF and UNCT responsiveness at level of programming, UN agencies were also flexible and responsive during implementation of projects and programs<sup>84</sup>. The broad participation and different forms of involvement of the domestic partners, such as for example participating in steering and supervisory structures, benefiting or directly implementing activities additionally contributed to UNCT responsiveness and adaptability. UNCT interventions have in general incorporate sufficient degree of flexibility during the planning and implementation to facilitate timely response to emerging changes and challenges<sup>85</sup>.

- **Human rights principles and standards have been considered and incorporated in UNDAF during its design. Also, human rights principles have been in general followed during the entire period of UNDAF implementation.**

During the formulation period, UNDAF has been driven by "human rights-based approach". UNDAF's explicit strategy has been to "focus on reaching the most deprived and vulnerable populations and support the UN system's commitment to assist the country to meet its human rights obligations<sup>86</sup>". Overall, three (out of four) focus areas have been human-rights centered<sup>87</sup> (Focus Areas 1, 2 and 4), while human rights have been explicitly mentioned under several outcomes<sup>88</sup>. The focus on human rights principles and standards has further contributed and enhanced UNDAF's relevance to the needs of all citizens in BiH.

The period of UNDAF formulation has been characterized with BiH's efforts to ratify major European and international human rights instruments: by ratifying all of the core UN international human rights treaties and most of their additional protocols, Bosnia and Herzegovina<sup>89</sup> has assumed a legal obligation to implement, uphold and respect the rights reflected in those documents. Within this framework, the authorities in BiH have been working to put in place and strengthen mechanisms for the protection of human rights. Some of the most important achievements of BiH have been the establishment of the Ombudsman for Human Rights and the BiH Constitutional Court. Still, during this period the country has been facing challenges to implement constitutional and legal provisions and ensure functioning of human rights protection and monitoring mechanisms also showing gaps in coordination, accountability, and

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<sup>83</sup> More details have been available in the 2018 UNDAF Annual Results Report. Also, KII notes GOV\_03 and GOV\_04

<sup>84</sup> KII notes with UN Agencies; KII notes with the authorities

<sup>85</sup> KII notes GOV\_04

<sup>86</sup> UNDAF for Bosnia and Herzegovina 2015-2020. Also, UNDAF Results Reports could confirm this.

<sup>87</sup> Focus Area 1. Rule of law and human security, Focus Area 03. Social inclusion: education, social protection, child protection and health and Focus Area 04. Empowerment of Women

<sup>88</sup> For example, Outcome 01. By 2020, access to justice, non-discrimination and equality under the rule of law is improved; Outcome 09. By 2020, targeted legislation, policies, budget allocations and inclusive social protection systems are strengthened to proactively protect the vulnerable, Outcome 10. By 2020, child protection systems are strengthened to prevent and respond to cases of violence, abuse, exploitation and neglect of children, including institutionalization and Outcome 13. By 2020, coordinated multisectoral platforms prevent and timely respond to gender-based violence and provide comprehensive care and support to survivors.

<sup>89</sup> Bosnia and Herzegovina- Status of ratification, more details available at:  
[https://tbinternet.ohchr.org/\\_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=22&Lang=EN](https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=22&Lang=EN)



efficiency of these mechanisms. The country's administrative fragmentation has been an additional challenge that continuously affect functioning of human rights protection system.

During the UNDAF implementation, UNCT has prioritized improvement of the strategic, legal, institutional and policy frameworks for the observance of human rights in BiH particularly addressing the needs of authorities in the country to prevent violations of rights and prevent discrimination against certain groups - including asylum-seekers, refugees, migrants, returnees, internally displaced persons, Roma, stateless persons, persons at risk of statelessness. Some of the important issues that addressed during UNDAF implementation have been the need to strengthen effective implementation of legislation on the prevention of and protection from gender-based violence. Also, UNDAF has supported authorities from different governance structures to define and implement comprehensive and integrated approach towards social inclusion of vulnerable population, particularly targeting Roma population.

One of the elements that shaped UNDAF formulation was to facilitate access to services for the most vulnerable population in Bosnia and Herzegovina. While the debate about aspects of high and persistent inequalities continued, there is clear consensus that “education, health care and access to other basic services give people, particularly children, the opportunity to reach their human potential and realize their life goals<sup>90</sup>”. This has been explicitly addressed under the large focus area, Social Inclusion- education, social protection, child protection and health and its five outcomes. UN has been supporting authorities and civil society to prepare integrated social policy frameworks to ensure universal coverage in the country. The specific needs of vulnerable people were targeted through policies and programmes in the areas of health, education and social protection. Important part of these efforts included support to strengthen coordination on child rights<sup>91</sup>, in partnership with the Ministry of Human Rights and Refugees (MHRR) of BiH.

UNCT has advocated strongly for more considerable attention to severe demographic challenges emanating from a combination of negative factors. The most evident of these factors have been low fertility rates, out-migration especially of youth and overall aging population. The UN assistance resulted in several policies for different population groups (youth and older persons), or population-related issues (SRHR). However, the evidence of the actual progress in the implementation of these policies and achieved results, have been limited.

Under the focus area 4 Empowerment of women and the Outcome 13, UNCT committed to work on eradication of gender-based violence and ensure comprehensive care and support to survivors. Also, the Focus Area 1 under the Outcome 1 planned to enhance access to justice, non-discrimination and equality under the rule of law. During the implementation of UNDAF, UNCT has been assisting with holistic and coherent cross-sectoral policies at different levels: these efforts have been advanced through support to collect disaggregated data and ensure evidence-based policymaking.

UNDAF has identified vulnerable population in Bosnia and Herzegovina, specifying IDPs, returnees, children, adults and children with disabilities, Roma, women, migrants, asylum seekers, and the elderly. This provision of the vulnerable groups shows that the current UNDAF has recognized "disadvantaged groups" to some extent, while also failing to recognize that these groups are not homogeneous. There is a gap in specification about those who have been left behind or at risk of exclusion, while also the circumstances that prevent their full participation in the benefits of development have not been elaborated. The partners<sup>92</sup> stated that “those groups that are statistically invisible – that is, omitted from the sample design

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<sup>90</sup> United Nations 2016 “Who is being left behind? Patterns of social exclusion”- <https://www.un.org/esa/socdev/rwss/2016/chapter3.pdf>

<sup>91</sup> UN supported establishment of a “Group for the Promotion and Protection of Child Rights in BiH”. UN supported the development of the NGO Alternative Child Rights Report and the Children's CRC Report

<sup>92</sup> KII Institute and statistical offices

of household surveys and population censuses – are frequently those at the highest risk of being left behind”.

The focus on human rights and inclusion of vulnerable groups in the society remained an overarching priority in the BiH development context during the period of UNDAF implementation, and the intervention of the UNCT in this area remained highly demanded and relevant for the country. The recent EC progress report recognized that the country made some progress regarding the enforcement of human rights, notably with the adoption of the revised Roma action plan on employment, housing and health care, while overall observance of human rights remained in need of substantial improvements<sup>93</sup>.

- **UNDAF has included a gender focus area, Gender Equality and Empowerment of Women with two gender-related outcomes. At the same time, gender mainstreaming approach and practice within UNDAF require improvements.**

Overall, based on the UNCT SWAP- Scorecard, a globally standardized rapid assessment of UN country-level gender mainstreaming practice, UNDAF 2015-2020, its Outcomes and RRF were rated "Approaching Minimum Standards", second on the four-level indicator rating system<sup>94</sup>.

The gender mainstreaming has been emphasized in UNDAF, as it included an entire focus area Gender Equality and Empowerment of Women, under which two outcomes have been formulated. Programmatically, assistance under these outcomes strived to enhance women participation in socio-economic affairs and political decision-making processes, while also supporting efforts to prevent and timely respond to gender-based violence<sup>95</sup>. The existence of specific gender focus area and two dedicated outcomes have generated a perception that gender has been well-articulated and covered; although important this could create insufficient planned for and implementing gender mainstreaming activities under other outcomes<sup>96</sup>. UNDAF implementation included establishment of a Results Group on Empowerment of Women<sup>97</sup>, with its specific work plan and activities targeting gender equality and mainstreaming gender across other UNDAF results groups and areas. Also, UNDAF outputs, indicators, and baselines have included references to gender equality, but the need for improvement has been highlighted (especially for the next UNDAF planning cycle).

- **The coherence of the design and scope varies greatly across outcomes and this has affected robustness of UNDAF Results Matrix.**

The Results matrix has grouped outcomes around four focus areas, contributing to the alignment with the priorities in BiH (as defined in these focus areas); still, weaknesses from the design phase have affected coherence of the Results Matrix. The formulation of UNDAF included sound situation analysis, that followed a bottom-up process of collaboration and involvement of policymakers from different levels and structures. Still, one of the weak points during this process has been the absence of a robust “theory of change<sup>98</sup>” and similar problem analysis tools; this has resulted that UN Agencies have not been selective about key areas they should focus on, affecting formulation and structure of UNDAF intervention logic.

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<sup>93</sup> Commission Staff Working Document- Bosnia and Herzegovina 2018 Report: Accompanying the document Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (2018 Communication on EU Enlargement Policy), <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417-bosnia-and-herzegovina-report.pdf>

<sup>94</sup> UN SWAP Scorecard for Bosnia and Herzegovina

<sup>95</sup> KII notes UN\_01, UN\_02, UN\_05, and UNDAF Annual Progress Reports

<sup>96</sup> KII notes UN\_02 and UN\_05

<sup>97</sup> More details have been provided under the Gender part of this report

<sup>98</sup> The latest UNDAF Guidance (from May 2017) set the mandatory requirement for preparation of Theory of Change [https://undg.org/wp-content/uploads/2017/05/2017-UNDAF\\_Guidance\\_01-May-2017.pdf](https://undg.org/wp-content/uploads/2017/05/2017-UNDAF_Guidance_01-May-2017.pdf)

**UNDAF included a rather high number, a total of 13, outcomes, with limited connection to each other to assure achievement of progress within the focus areas.**

There have been evident and important difference between the scope of outcomes: while some of UNDAF outcomes describe rightly the "intended changes in development conditions as results from the joint work of UN, key domestic and international stakeholders", some others have been specific and reflect narrow, strategic intent of a particular UN Agency. Some of the examples could be Outcome 07<sup>99</sup> with UNICEF as the only UN Agency working under this outcome, Outcome 8<sup>100</sup> with UNICEF and UNV as two UN Agencies working under this outcome, and also Outcome 10<sup>101</sup> with UNICEF as the only UN Agency working under this outcome. The financial data, particularly planned and delivered resources under these outcomes, also confirmed these discrepancies (considering also different nature of the outcomes concerning delivery of funds)<sup>102</sup>.

The formulation of UNDAF outcomes has also affected other elements of the Results Matrix (RM), indicators and their respective baselines and targets. The matrix included a total of 58 outcome indicators. However, some of these indicators could be more appropriate as targets or even used as output indicators<sup>103</sup>.

The indicators rely on encompassing data sets, surveys or available reports and records; in some cases, UN Agencies reports and products have been highlighted as sources of verification, although transparent and accountable management practice suggests to use independent and reliable sources of information to verify progress. In some cases, the RM has mentioned multiple sources of information to validate the respective indicator without referring to their hierarchy. Also, the RM provided suggestions for some innovative indicators, for example, Indicator 4.1 Value of development index in targeted areas and municipalities or competitiveness index or Indicator 4.5. Level of competitiveness in target areas. However, the RM did not provide more substantive information about these indicators, data-collection tools, and protocols. The bi-annual Joint Work Plans have been prepared, providing output level indicators to help operationalize and monitoring UNDAF implementation at a lower level. However, these indicators have been often restatements of the specific projects' targets of UN Agencies, also being inadequate to justify progress or measure real changes and contributions. For example, in the case of training programmes, some of the proposed indicators included measurable dimensions such as "the number of officials trained" or "number of events organized". These indicators have been only minimally informative, without links to broader changes inherent to these interventions.

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<sup>99</sup> By 2019, all children and young people, including children with disabilities (CwD) and Roma children, benefit from education tailored to their needs and abilities

<sup>100</sup> By 2019, enrolment in preschool education for all children, including Roma children and Children with Disabilities, is increased

<sup>101</sup> Outcome 10. By 2019, child protection systems are strengthened to prevent and respond to cases of violence, abuse, exploitation, and neglect of children, including institutionalization

<sup>102</sup> More comprehensive analysis of financial figures has been provided under the Efficiency part of this report

<sup>103</sup> Some of the examples could be, under Outcome 6, Indicator 6.2. Entity action plans on youth employment developed and implementation initiated or 6.4. Number of primary and secondary schools that provide entrepreneurial learning opportunities to students. Also, under Outcome 2, the Indicator 2.4. Citizens perceptions on dialogue, reconciliation, and appreciation of diversity could be the source of verification but not the indicator.

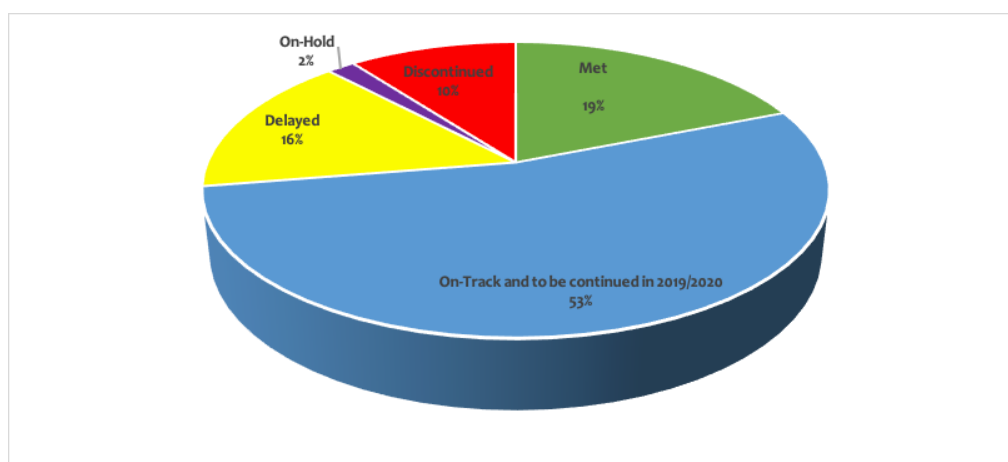


## 5.2 EFFECTIVENESS

Effectiveness refers to the relationship between the achieved results and UNDAF outcomes, measuring the extent to which the results achieved by the UN Agencies in Bosnia and Herzegovina have contributed towards the achievement of the outcomes.

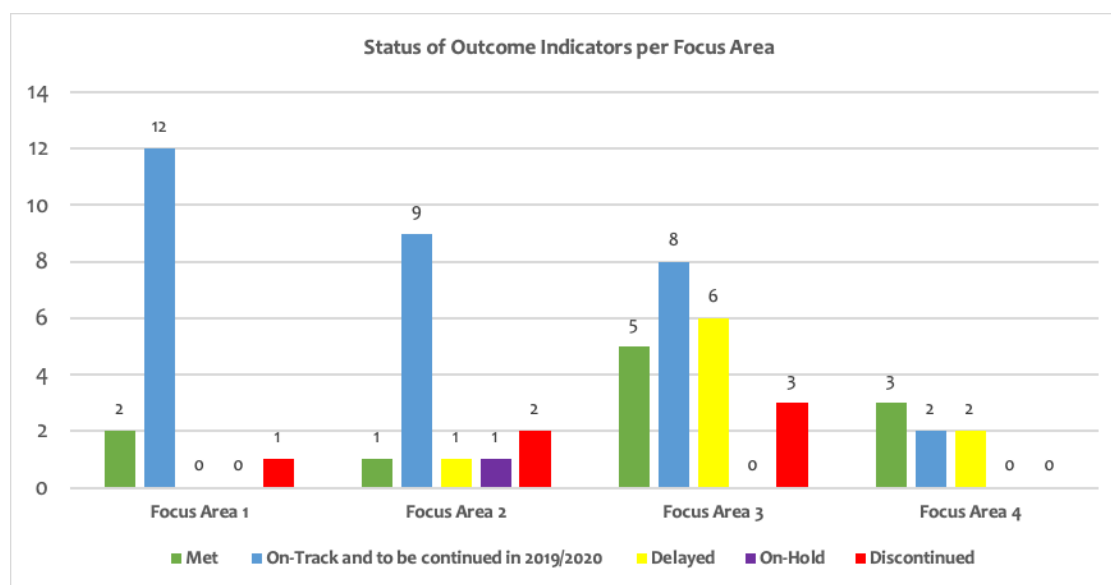
Based on an analysis of data for outcome indicators of the One Programme, progress toward the targets has been in general satisfactory. Out of 58 outcome indicators from the Results Matrix, UN Agencies have already achieved planned targets under 11 indicators, while they have also reported progress, with likelihood to achieve targets under additional 31 indicators. However, challenges in meeting outcome targets have been reported under 16 indicators, with a total of 9 indicators with delays in achieving targets.

**Graph 4 : Status of UNDAF Outcome Indicators<sup>104</sup>**



The status of outcome indicators related to focus areas has confirmed these findings, and the reported progress has been in general satisfactory.

**Graph 5 Status of UNDAF Outcome Indicators- Focus Areas**

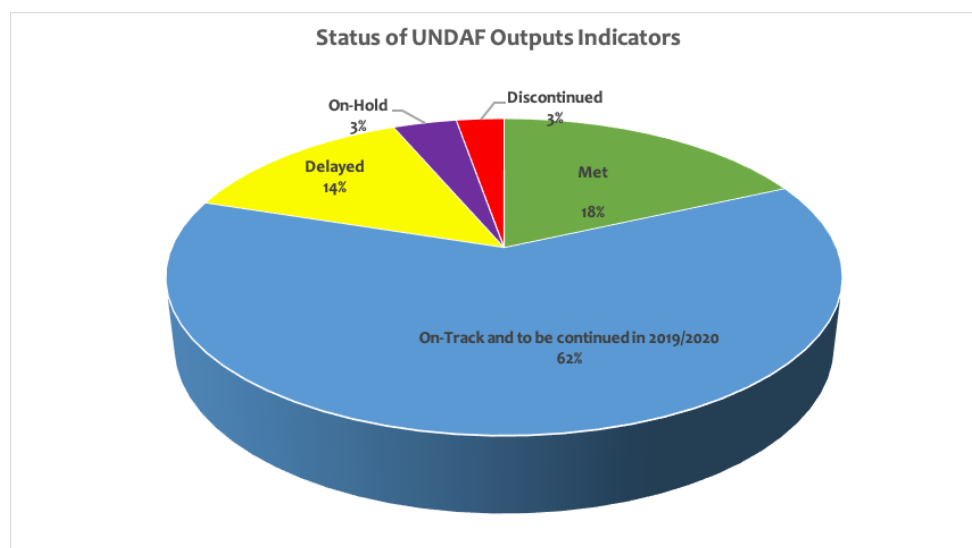


<sup>104</sup> All graphics have been prepared based on the UNDAF report on indicators, March 2019

The Joint Work Plans provided additional 110 output indicators and the reports on status of these indicators have confirmed that UN Agencies have been in general effective in achieving or proceeding towards the targets.

A total of 20 targets have been already achieved, while UN Agencies are on track to meet other 68 targets.

**Graph 6 Status of UNDAF Outputs Indicators**



Measured through a mixture of outcome and output indicators, UN Agencies have been effective in delivering results and recording progress in all focus areas:

- **UNCT has been and remained an important player in supporting achievement of development priorities in Bosnia and Herzegovina. Strong and effective partnerships together with UNCT collaborative advantages have contributed importantly to UNDAF implementation and progress in the focus areas**

The domestic stakeholders perceived UNCT in Bosnia and Herzegovina as an important, credible and widely accepted partner in achieving development priorities for the country<sup>105</sup>, showing “strong comparative advantages<sup>106</sup>” (to other development partners working in BiH). This opinion evolved from the practical experience and “proven impartiality and independence<sup>107</sup>” in work of UNCT/ UN agencies in Bosnia and Herzegovina. The domestic stakeholders highlighted that long-lasting presence, technical capacities and profound understanding of the country-specific constraints and development needs formed the basis for comparative advantages of UN Agencies. In addition, the domestic partners recognized that “UNCT in BiH demonstrated strong abilities to establish and maintain effective partnerships based on trust, responsiveness and mutual respect<sup>108</sup>”.

<sup>105</sup> this has been a dominant opinion among the authorities, civil society and also international development organizations- reference to the KII notes from the interviews with the domestic stakeholders and international partners

<sup>106</sup> KII notes GOV\_04

<sup>107</sup> KII notes GOV\_04; GOV\_09, GOV\_10, GOV\_11; GOV\_06, GOV\_02

<sup>108</sup> The representatives of the Republika Srpska have clearly singled out that UN Agencies have confirmed high respect for constitutional arrangements in BiH, while responding timely to the needs and priorities in a participatory manner.

During the UNDAF implementation, UNCT has been using and building on its collaborative advantages, establishing different forms of relationships between UN agencies, authorities from different levels, civil society organizations, international development partners and other stakeholders. These partnerships facilitated achievement of results and contributed to progress under outcomes across all UNDAF focus areas. Also, the added value of UNCT support has been through enhanced efforts to ensure compliance of the country with international norms and standards especially in mainstreaming gender and human rights.

There were, however, certain challenges and obstacles that prevented UNCT to further enhance and additionally benefit from its comparative advantages. The authorities in BiH and partners have been in general familiar with the mandates of UN Agencies<sup>109</sup> and to some degree of the activities of UN Agencies in BiH, particularly through their direct exposure and participation. Still, they have shown limited knowledge and insight in the BiH's UNDAF document including limited awareness of their obligations in this context<sup>110</sup>.

To increase relevance of UN support and further enhance UNCT advantages the need for full alignment with the SDGs and adoption of the “domesticated” targets through a coherent implementation approach under the UNDAF has been highlighted. In connection with this, it was mentioned that shifting leadership responsibility more to the authorities in BiH in implementation of UNDAF could also build UN comparative advantages. The priorities to further enhance inter-agency cooperation and strengthen relationship with all development partners have been stressed, particularly with the EU delegation, thus ensuring that UN comparative advantages remain important support mechanism in preparation of BiH's full membership to the EU.

- **Partnerships between UN agencies and international development partners and donors have been in general positive. Opportunities of solid joint UN programming, have so far shown limited use.**

Implementation of UNDAF did not include strong and coordinated approach among the UN Agencies to UNDAF funding and mobilization of resources. Moreover, improved development status of BiH caused reduction in core funds for UNDAF. Thus, UN Agencies started working to explore opportunities and reposition themselves to attract new sources of funding. Partnerships with international development organizations/ donors have significantly varied across UN agencies. Some of UN Agencies (UNDP, IOM, UNEP, ILO) have been successful in mobilization of resources, or even exceeding plans (more details under the Efficiency part of this report). These successes have been realized mostly at the agency or programme level and have been influenced by the changing funding priorities (e.g. funding for the recovery programmes related to floods and emergency response during the refugee migrant crises). UNCT stated they were exploring new roads for mobilization of resources. Some pivotal work has been done in accessing funding opportunities, while considering emerging and non-traditional donors, and also exploring funding opportunities through the engagement of private sector<sup>111</sup>.

UNCT in Bosnia and Herzegovina had constructive experience with joint programmes<sup>112</sup>; good examples have been MDG Fund supported initiatives completed during the previous UNDAF cycle. Although they have been strongly encouraged in UNDAF guidance documents, joint programmes have remained few in number during the implementation of this UNDAF. For example, in the area of peacebuilding and conflict

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<sup>109</sup> All key informant notes with the partners and stakeholders

<sup>110</sup> KII notes with the partners and stakeholders

<sup>111</sup> KII notes UN\_01, UN\_02, UN\_04

<sup>112</sup> Some of the critical results have been achieved through the implementation of the UN-MDG Fund and the following projects have been implemented: i) Improving Cultural Understanding in Bosnia and Herzegovina, ii) BiH Youth Employability and Retention Programme; iii) Mainstreaming environmental governance: linking local and higher action in Bosnia and Herzegovina and iv) Securing Access to Water through Institutional Development and Infrastructure.

prevention, UNCT has been implementing the Joint UN Programme “Dialogue for the Future (DFF)”<sup>13</sup> in partnership with the BiH Presidency, facilitating constructive interaction and peacebuilding among youth as leaders and other socially vulnerable groups and contributing to collaborative approaches around identifying joint priorities and implementing solutions. The achievements of the project set the stage for the follow up “Dialogue for the future, second phase” as the backbone of the peacebuilding initiative with its call to “all peoples and citizens of BiH, especially the youth, to become active participants and engines of change and to work together in developing policies aimed at overcoming the key challenges faced by the country”<sup>14</sup>. Through the joint multi-year project “Support to durable solutions of Revised Annex VII Dayton Peace Agreement Implementation Strategy”<sup>15</sup>, UNCT has provided a comprehensive package of assistance to 10 selected municipalities, ranging from individual assistance (shelter, income-generation, free legal aid and psycho-social support, support to women victims of war, access to inclusive social services) to building/strengthening the capacity of municipal authorities (through SPI commissions and their operational teams), enabling them to independently work on accomplishment of Annex VII goals by creating and applying systemic solutions

The UN Joint Programme “Seeking Care, Support and Justice for Survivors of Conflict Related Sexual Violence in BiH”<sup>16</sup> has adopted a comprehensive approach to support victims of sexual violence, through assistance in the areas of health, justice, employment underpinned by a consistent focus on tackling stigma. The Joint UN IT Girls initiative has been working towards increased awareness and career opportunities for girls in the ICT sector, as well enhance confidence for girls to take on new challenges and quest gender-related myth and attitudes.

Recently, UNCT has launched the Joint UN Programme “Disaster Risk Reduction in Bosnia and Herzegovina for Sustainable Development” with the objective to support the citizens of BiH, and in particular the most vulnerable groups and high-risk local communities in BiH, to prepare for, and adjust to, disaster risks and shocks in various development sectors<sup>17</sup>.

Still, UN Agencies have shown limited commitment to joint programs and projects, noting difficulties in conceptualization and frequent issues in implementation<sup>18</sup>. At the same time, UN Agencies have recognized importance and benefits from joint programmes. Furthermore, the UN Agencies stated that instead of following opportunistic approach and designing ad-hoc joint programmes or projects, UNCT in BiH needed modify its programme paradigm. It was recommended to introduce and follow joint programming as part of the UNDAF design and implementation. Joint programming could be an effective platform to combine the accumulated knowledge and delivery experience for agencies and partners in a network to achieve development goals<sup>19</sup> (as expressed in UNDAF). UN Agencies started that joint programming could be accelerators in the SDG process since a combination of UN agencies could address a number of SDGs through a single (joint) programme<sup>20</sup>.

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<sup>13</sup> The Peacebuilding Fund provided a total of 2 mil USD support, with participation of UNDP, UNICEF and UNESCO.

<sup>14</sup> [http://ba.one.un.org/content/unct/bosnia\\_and\\_herzegovina/en/home/what-we-do/joint-projects/dialogue-for-the-future-2.html](http://ba.one.un.org/content/unct/bosnia_and_herzegovina/en/home/what-we-do/joint-projects/dialogue-for-the-future-2.html)

<sup>15</sup> This project has been initiated in 2014, but the main activities have been implemented during the on-going UNDAF cycle.

<sup>16</sup> This joint programme has been implemented by IOM, UNDP, UNFPA and UN Women in partnership with the authorities in BiH and with support with a total of 2.3 mil USD, from the British Government, UN Action and Government of Canada.

More details [http://ba.one.un.org/content/unct/bosnia\\_and\\_herzegovina/en/home/what-we-do/joint-projects/care-support-and-justice-for-survivors-of-conflict-related-sexu.html](http://ba.one.un.org/content/unct/bosnia_and_herzegovina/en/home/what-we-do/joint-projects/care-support-and-justice-for-survivors-of-conflict-related-sexu.html)

<sup>17</sup> The Government of Switzerland is supporting this initiative and the following UN agencies will implement this 8.4 million worth programme: UNDP, UNICEF, UNESCO, UNFPA and FAO

<sup>18</sup> KII notes

<sup>19</sup> KII notes with UN Heads of Agencies and UN staff

<sup>20</sup> United Nations Development Group, United Nations Development Assistance Framework Guidance, New York: United Nations Development Operations Coordination Office, 2017, 30. As the UNDAF guidelines clearly specify: *joint programming is the collective effort through which UN organizations and domestic partners work together to prepare, implement, monitor and evaluate activities aimed at effectively and efficiently achieving the SDGs and other international commitments within the framework of the UNDAF and the joint workplans*

- **In the context of UNDAF planning and implementation, UNCT has been in general active to ensure coordination capacities of authorities at different levels in BiH. Also, UNCT was working to improve donor coordination and aid effectiveness in some of the priority sectors. However, lack of a clear development platform, fragmented mandates of governance structures and weak horizontal and vertical policy coordination together with limited capacities of the authorities at different levels have been some of the main factors that prevented more effective coordination of development assistance.**

For aid to be effective, it must be aligned with development strategies, institutions and procedures. The Paris Declaration envisions international development partners basing their support fully on country partner aims and objectives<sup>121</sup>. However, the absence of a broad-based development plan (after the formal completion of the Reform Agenda) and the constitutional arrangements with fragmented governance structure have negative effects on the dynamic of external actors and the alignment, coordination and effectiveness of development assistance to BiH<sup>122</sup>.

UNDAF implementation has been characterized by the steady efforts of UN Agencies to contribute to more effective and efficient donor coordination. This has been especially in the period after the devastating floods, that increased presence of international development partners and the volume of development assistance to BiH. Namely, UNCT was leading floods recovery efforts in BiH through coordinating and implementation of the EU Floods Recovery Programme (EURO 43.5 million) and the UN Floods Recovery Programme "Danas za nas" (USD 22.6 million). The basis for more coordinated efforts has been the Recovery Needs Assessment<sup>123</sup>, prepared by the authorities in BiH in partnership with UNCT, the European Union and the World Bank<sup>124</sup>.

UNCT played an important role to introduce mechanisms for coordination of international development assistance, but this mechanism remained insufficiently operationalized. The main mechanism has been the Donor Coordination Forum (DCF) a semi-formal platform for information exchange among the development organizations. Since its establishment, the Secretariat of the DCF was collectively hosted by UNCT<sup>125</sup>. Since 2009, the BiH Ministry of Finance and Treasury/Sector for Coordination of International Economic Aid assumed responsibility for coordination and oversight of donor activities, thus, reinforcing the government's ownership over development processes in the country. The support from UNCT continued from 2015 during the entire period of UNDAF implementation. Regular quarterly meetings of the DCF have been organized, together with Donor Mapping Exercises, enabling to systematize information on official development assistance (ODA) flows to BiH for sound resource planning and programming. In addition to this more systemic donor coordination platform, UN Agencies were participating and leading (ad-hoc and more permanent) donor cooperation groups in their specific areas of interventions.

- **UNCT through implementation of UNDAF has been in general effective to engage authorities from different levels and other stakeholders and define operational framework for localization of the SDGs, assisting to define SDG specific targets for BiH**

UNDAF has been already prepared and started with implementation when (on September 25th, 2015) the set of Sustainable Development Goals were adopted. Formally, UNDAF 2015-2020 was not formulated with

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<sup>121</sup> Survey on monitoring the Paris declaration: Making Aid More Effective- <http://www.oecd.org/publications/2008-survey-on-monitoring-the-paris-declaration-9789264050839-en.htm>

<sup>122</sup> OECD report on harmonization of development assistance provided analytical overview of the main challenges in donor coordination; more details have been available at Survey on monitoring the Paris declaration: Making Aid More Effective

<sup>123</sup> <http://europa.ba/Download.aspx?id=1521&lang=EN>

<sup>124</sup> Leading floods recovery in Bosnia and Herzegovina, [http://ba.one.un.org/content/unct/bosnia\\_and\\_herzegovina/en/home/floods-recovery.html](http://ba.one.un.org/content/unct/bosnia_and_herzegovina/en/home/floods-recovery.html)

<sup>125</sup> UNDP BiH and the UN Resident Coordinator's (UNRC) Office hosted the DCF

the explicit SDG focus but the findings from collected information and analysis has shown that implementation of UNDAF has actually been SGD-guided. The domestic partners have stated that results of the UNCT in Bosnia and Herzegovina have through “development gains created commitment to advance reforms<sup>126</sup>” and “effectively contributing to progress under the SDGs”<sup>127</sup>.

UNCT has been supporting the country to initiate the process of rolling-out the global 2030 Agenda and the Sustainable Development Goals (SDGs) and localizing the SDGs priorities in BiH by “developing a strategy for effective and coherent implementation support, paying special attention to the cross-cutting elements of partnerships, data and accountability<sup>128</sup>”. Despite complex political structure, UN assisted to establish functional and dedicated partnerships<sup>129</sup> between the authorities from different governance levels, civil society organizations and private sector actors, in close cooperation with other international partners. UNCT has been supporting the work on preparation of the country-wide SDG Framework in BiH to define development pathways and key targets and accelerators for sustainable development in BiH context. To facilitate and harmonize the SDG’s roll-out processes and maximize efforts in sensitizing and engaging private sector, UNCT assisted to establish the SDG Private Sector Working Group consisting of relevant government institutions, businesses, development agencies and chambers of commerce. This has been a platform to discuss and provide recommendations for embedding SDGs into emerging policy and institutional frameworks that relate to economic development and private sector competitiveness. Also, UNCT has been assisting the authorities in BiH with preparation and presentation of country’s first SDG Voluntary Report at the High-Level Political Forum in New York (planned for July 2019).

The domestic stakeholders stated that “Sustainable Development Goals (SDGs) would be the central benchmarks for Bosnia and Herzegovina<sup>130</sup>” thus progress and attainment of the SDGs would remain critically important for the development of the country. The partnership arrangements and the SDG-localization process could also serve as an important framework for preparation and adoption of the country-wide strategic framework for development in Bosnia and Herzegovina<sup>131</sup>, while also serving as an important reference for future strategic partnership between UN and BiH<sup>132</sup>.

Still, the roll-out of the 2030 agenda in Bosnia and Herzegovina has faced several challenges and the role of UNCT has been highly important in the attempt to support the country to overcome them. The stakeholders have significantly extended its work to define SDG commitments, establish and adopt SDG targets. Also, this process and the future implementation have been affected by limited capacities at all levels in the public administration and almost dysfunctional vertical cooperation and coordination of policies.

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<sup>126</sup> KII notes GOV\_Prica

<sup>127</sup> KII notes from meetings with the domestic partners

<sup>128</sup> Imagine 2030- Importance of the SDGs Agenda in BiH more details available at <http://www.zamisli2030.ba> MAPS acronym stands for Mainstreaming (landing the SDGs across governance levels), Acceleration (targeting domestic and UN resources at priority areas, considering all relevant factors) and Policy Support (ensuring that the UN skills and expertise are available in a timely way and at the lowest cost possible).

<sup>129</sup> KII Institute for Strategic Planning. Details available via <http://www.zamisli2030.ba>. Also, the presentation “Zamisli2030- Sustainable Development Goals in Bosnia and Herzegovina” 23rd Session of the Committee on Environmental Policy, Geneva, 17 November 2017 prepared by Ms. Envesa Hodzic-Kovac provided an overview of the process. Details available at: [https://www.unece.org/fileadmin/DAM/env/cep/CEP-23/EPRs\\_SDGs\\_BosniaAndHerzegovina\\_e.pdf](https://www.unece.org/fileadmin/DAM/env/cep/CEP-23/EPRs_SDGs_BosniaAndHerzegovina_e.pdf)

<sup>130</sup> KII notes GOV\_111

<sup>131</sup> KII notes GOV\_111

<sup>132</sup> KII notes UN\_107

### 5.3 EFFICIENCY OF UNDAF IMPLEMENTATION

**UNDAF BiH 2015-2020 has been in general implemented efficiently, but important areas for improvements have been identified.**

Efficiency refers to the extent to which a rational use of inputs (“value for money”), such as technical and financial resources, expertise and time was leading to the achievement of progress under each of the UNDAF outcomes and focus areas. In the context of the final evaluation, the analysis of efficiency also included the extent of sound financial planning, linking planned and mobilized resources for implementation of activities under each of the outcomes, and the degree to which resources were ensured for each of the focus areas and outcomes. The UN Country Results Reports and the UN RC Office provided information on the annual budget status, including resources planned and utilized for each of the participating agencies.

The final evaluation analysed organizational and operational arrangements including strategic reporting and communication within a broader context of delivering as one as the mechanism for UNDAF implementation.

- **UNDAF has been implemented in line with the "Delivering as One Standard Operating Procedures", finetuned and adjusted to the specific context of BiH**

UNDAF envisaged that the overall implementation would follow a practical application of the “delivering-as-one” approach aimed at a more effective, efficient, coherent, coordinated and better performing United Nations Agencies in BiH with strengthened common management, programming, and monitoring frameworks<sup>133</sup>. The UNDAF DAO Standard Operating Procedures<sup>134</sup> have been adjusted to the specific context of Bosnia and Herzegovina. However, there were certain challenges during the implementation of the DAO primarily because of different, sometimes even contradictory, understanding of certain proceedings<sup>135</sup> and obstacles to this process by UN Agencies. The execution modality has been selected to strengthen domestic ownership and leadership and contribute to sustainability of results, through “involvement of the BiH authorities from all governing levels, in line with their competences, as defined in the BiH Constitution<sup>136</sup>” This has been embodied in the form of a Joint Steering Committee (JSC).

Following DoA, biannual Joint Work Plans (JWP) for each of the focus areas have been prepared. The Common Budgetary Framework (CBF) has been established, linking the annual budget with the JWP. The budget, delivery, and implementation of activities appear only during the annual reporting period<sup>137</sup>; however, this approach did not allow observing the allocation of resources in the planned cycle.

- **UNDAF steering mechanism and management structure have been timely established. However, functioning of these mechanisms has been sub-optimal.**

#### **i) Joint Steering Committee**

The Joint Steering Committee (JSC) has been timely established, and the domestic representation has been satisfactory. Although participants in the JSC represented adequately all BiH governance levels, they have shown limited commitment and interest to steer the implementation of UNDAF or provide strategic guidance, remaining only formally engaged.

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<sup>133</sup> UNDAF

<sup>134</sup> Standard Operating Procedures for Delivering As One, 2014, <https://undg.org/wp-content/uploads/2016/09/SOPs-for-Countries-Adopting-the-Delivering-as-one-Approach-August-2014.pdf>

<sup>135</sup> KII notes

<sup>136</sup> This particularly related to specific competences of different governance tiers, state, entity (Federation of Bosnia and Herzegovina and Republika Sprksa), Brcko district, cantons and municipalities.

<sup>137</sup> UN Results Reports for 2015, 2016 and 2018 provide overview of the budget

The Joint Steering Committee (JSC) was established timely, at the inception phase of implementation, to provide strategic guidance and oversight during the implementation of UNDAF 2015-2020- One UN Programme BiH<sup>138</sup>. Specifically, the JSC tasks included endorsement and the strategic overview of the implementation plans, and the analysis of planned budgetary resources for the achievement of the UNDAF outcomes<sup>139</sup>. The JSC has been timely established and the representation has been satisfactory. The representation of BiH authorities has been adequate, ensured through the involvement of the BiH Ministry of Finance and Treasury, BiH Ministry of Civil Affairs, BiH Ministry of Foreign Trade and Economic Relations, RS Ministry of Economic Relations and Regional Cooperation, FBiH Ministry of Finance and the Mayor of the Brcko District of BiH. The UN has been represented by the UN Resident Coordinator and the Heads of Agencies participating in implementation of the One UN Programme BiH. Even though the representation of authorities in the JSC was adequate, they were and remained only formally involved through sporadic meetings, failing to actively steer the process of provide strategic leadership during UNDAF implementation<sup>140</sup>.

However, the functioning of the JSC has been weak, as it failed to ensure active domestic involvement and leadership and to deliver its core function, namely, providing strategic support and inputs throughout the implementation<sup>141</sup>.

Concerning the frequency of the JSC meetings, the ToR envisaged two per year<sup>142</sup>, with the first meeting to endorse and the second to review progress in the implementation of the Joint Work Plans. However, after the initial in-person meeting, the JSC held only on-line meetings with the purpose to formally approve JWPs but without genuine involvement in the steering of the UNDAF implementation process<sup>143</sup>.

## **ii) Results Groups**

Inter-agencies Results Groups have been established to ensure coordinated implementation of UNDAF, involving “senior officials from the participating UN Agencies” as members. The designated Heads of Agency have been assigned a chair function of the Results Groups. The main tasks of the Results groups have been to prepare biennial work plans, “consult frequently with implementing partners, track and report on progress against planned activities and results, and identify lessons, good practices, and needed adjustments to overall results, strategies, and resource allocations<sup>144</sup>”. The task of the Results Groups has been to plan and lead on preparation of joint programs in the respective areas. The RGs prepared the Joint Biannual Work Plans (JWP) covering the period of UNDAF implementation (2015-2016<sup>145</sup> and 2017-2018<sup>146</sup>) and also took the lead on preparation of UNDAF annual reports for 2015, 2016 and 2018<sup>147</sup>.

The RGs were in general functional and capable to deliver assigned tasks. However, there were significant differences regarding demonstrated commitment and participation of UN Agencies in the RGs. For example, some of the UN Agencies were participating at the appropriately high, decision making level with

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<sup>138</sup> Terms of References for the Joint Steering Committee

<sup>139</sup> ToR

<sup>140</sup> The initial JSC meeting was organized in person and only two other meetings of the JSC have been organized on-line.

<sup>141</sup> KII notes

<sup>142</sup> In the first quarter to review/endorse biennial Joint Work Plans and note annual UN Country Results Report and in the third quarter to review the progress against the Joint Work Plans and actions agreed at the first annual meeting

<sup>143</sup> KII notes -07.03.2019.

<sup>144</sup> UNDAF 2015-2020 document- Management arrangements

<sup>145</sup> One UN Programme Bosnia and Herzegovina 2015-2019- Joint Work Plan for the Years 2015-2016 for Pillars 1, 2, 3 and 4

<sup>146</sup> One UN Programme Bosnia and Herzegovina 2015-2019- Joint Work Plan for the Years 2017-2018 for Pillars 1, 2, 3 and 4

<sup>147</sup> The report for 2017 was not prepared, but the 2018 report also provided an overview of the results for these two years.



the heads of these agencies chairing respective RGs. At the same time, some of the most influential UN Agencies have been underrepresented in the work of the RGs<sup>148</sup>: although these agencies had formally representatives in the RG meeting, these representatives were not at the decision-making level. The absence of the relevant participation on behalf of the UN Agencies in the work of the RGs has resulted that decisions on important topics could not be made, affecting the overall efficiency and undermining the role of the RGs<sup>149</sup>. The importance of genuine engagement of UN Agencies in the RGs (and UNDAF implementation) could be evidenced through, for example, functioning of the RG for the Pillar IV “Empowerment of women” (chaired by UN Women). This RG has ensured adequate chairing and representation of UN Agencies, ensured regular meetings and facilitated different forms of engagement of UN Agencies further facilitating coordinating role of the RGs.

- **UNCT has been in general effective in following and implementing standard management tools required for efficient implementation of UNDAF**

UNCT in BiH has been following standard operating procedures to large extent during the entire period of UNDAF implementation. This included the following actions:

#### **i) Operating as one**

Within the framework of strengthening "delivering as one" and enhancing implementation efficiency, the Operations Management Team (OMT) has been established to assist UNCT in making operations cost-efficiency, contributing to the effective and efficient implementation of UNDAF.

The OMT has prepared and proceeded implementation of the UNCT Business Operations Strategy (BOS)<sup>150</sup>. The final evaluation finds that the OMT has been highly effective in implementing the tasks and meeting the targets from the BOS. Some of the examples could be common procurement (some examples could be long-term agreements for procurement of fuel, office supplies, printing, travel); common logistics and transport (the example could be system for effective utilization of the UN Drivers' and Vehicles' Pool<sup>151</sup>); common finance (some examples could be that the Harmonized Approach to Cash Transfer (HACT) Macro Assessment has been organized and carried out, with the findings reflected through the UNDAF review; also, the HACT micro-assessment of partners became a standardized practice) and common ICT (some examples could be procurement of common fixed and mobile telephony and internet services<sup>152</sup>).

These activities have been further supported through the UN Integrated Service Management System that included some of the most important common operational processes- from booking, rosters and contract management, service requests, registry to integrated security.

#### **ii) Monitoring system**

UNDAF 2015-2020 highlighted the need to adopt a flexible implementation approach to ensure that UNDAF remains relevant and responsive to changes in BiH's economic, political or social situation. Thus, an effective monitoring and evaluation (ME) system was required, to compare and ensure progress against expected results. The basis of this monitoring system has been the UNDAF Results Matrix (RM), its indicators, baselines, and targets.

In this context, the inter-Agency UNDAF M&E Group comprised of Senior Officials and M&E specialists of all UN agencies has been established, with the function to assist the UNCT and the Results Groups in implementation of results-based management. The M&E Group was working on the UNDAF M&E with

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<sup>148</sup> KII notes

<sup>149</sup> KII notes- UNICE and UN Women

<sup>150</sup> to "pursue higher quality, more productive, and cost-efficient support services in procurement, human resources, ICT, finance, logistics and transport, and the management of the UN House UNDAF

<sup>151</sup> KII notes with the OMT; desk review and findings from the UNDAF Annual Results Reports

<sup>152</sup> KII notes with the OMT; desk review and findings from the UNDAF Annual Results Reports

critical milestones and deliverables and also supported the Results Groups to formulate and finalize (bi-annual) Joint Work Plans (particularly regarding indicators, baselines and targets) and prepare UNDAF Annual Reports.

However, the existing monitoring system has obvious weaknesses. The M&G Group was established, but monitoring protocols, roles and responsibilities were not clearly defined. Also, the M&E Plan was not at the level to adequately capture and measure (actual) contribution of UN Agencies to progress under outcomes or eventually provide timely warning if there are obstacles or issues for the achievement of outcomes. Also, the system for measuring cumulative effects of UNDAF results was not in place.

### **iii) Reporting**

The annual reporting on joint UN results has been in-line with the planned yearly reporting schedule, preparing joint annual reports on the achievements under each of the UNDAF focus areas. Three available reports (2015, 2016 and 2017-2018) have in general provided relatively detailed list of activities and achievements of UN Agencies during that period of implementation.

However, the reporting practice and produced reports contained some weaknesses. Although UNDAF annual reports were unquestionably informative, they were lacking presentation of UN strategic commitments and achievements. Also, internal coherence of the annual UNDAF reports was weak with missing links between different results. More precisely, progress in the UNDAF Focus Areas was presented as lists of results, with different level of details clearly showing different approaches of UN Agencies- from reporting on results to reporting on activities and processes. Still, joint effects and connections between these achievements was missing.

The positive practice to report on the status on outcome indicators was re-introduced in the last UNDAF Annual report. The UNDAF 2016 report did not include, but the previous UNDAF 2015 report did provide an update on the status of indicators.

### **iv) Management of risks for UNDAF implementation**

UN Agencies in BiH have been regularly performing assessment and analysis of risks in their areas of work, and in line with respective mandates. They have in general established, more or less formal, risk management practices and mitigation strategies. However, the risk analysis at the level of UNDAF focus areas and outcomes has not been performed.

### **v) Communicating as one**

The “One UN voice” remains as an important principle for UN coherence and effectiveness of results. UNCT in Bosnia and Herzegovina has made progress towards Communicating as one and “speak with one voice” to partners and the media on a range of critical development and policy issues. UN Communications Group (UNCG) was established to integrate and coordinate communication work across UN agencies. The Group is composed of communication experts and focal points from UN Agencies. The UNCG has prepared the UN Joint Communication Strategy, including the action plan for its implementation.

UNCG has been sharing and disseminating information on joint UN initiatives and the results achieved under UNDAF through the UN Website, mass media, and social media.

The “Communicating as one” approach has been a powerful strategic tool that has also contributed to the progress under the UNDAF focus areas and outcomes. The priority remains to continue with coherent and joint UN advocacy messages in the context of achievement of UNDAF results.

## **5.3.1 Delivery of funds for UNDAF implementation**

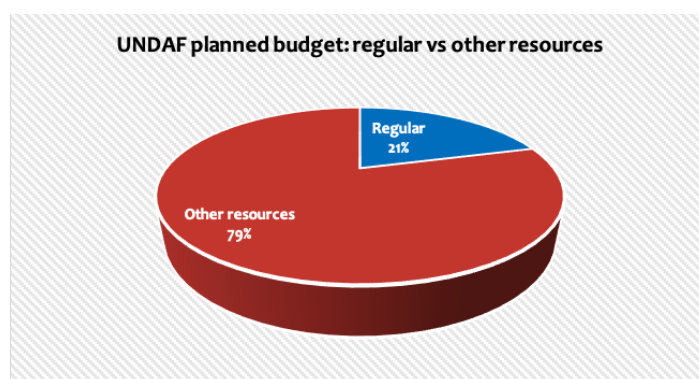
- **Financial and human resources for the implementation of UNDAF BiH have been in general well-planned, corresponding to the needs of projects and programmes**

The financial resources planned for implementation of UNDAF has been almost fully mobilized and delivered, already within the first four years of UNDAF implementation. Also, the financial and narrative reports indicate that resources have been used efficiently, in line with the approved plans, and with the focus on the achievement of results.

There are significant differences among the UN Agencies in mobilizing and delivering resources for UNDAF implementation.

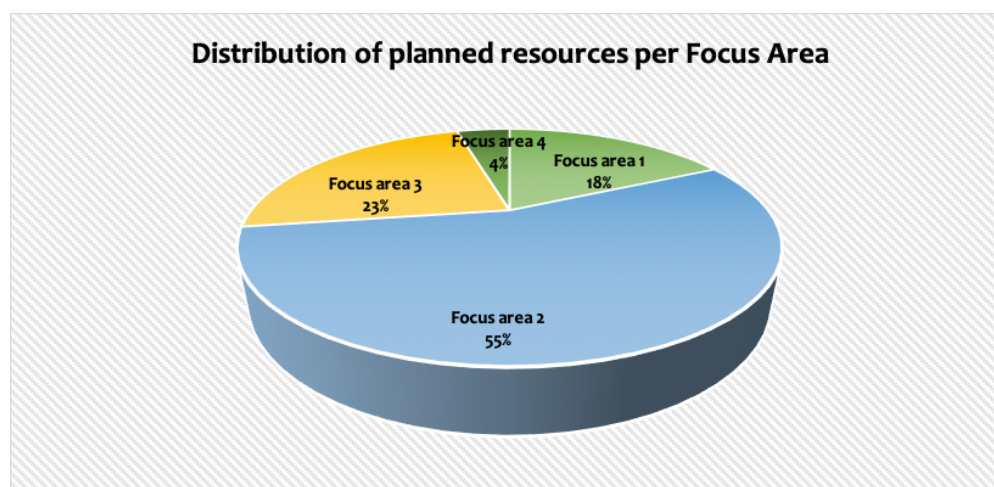
UNDAF 2015-2020 budget has been prepared following a positive planning approach and based on the mobilized and delivered resources from the previous period. The planned (“targeted”) amount for the implementation of UNDAF has been set at 264,592,034 USD, that has included also regular resources of UN agencies in the amount of 54,871,620 USD<sup>153</sup>.

**Graph 7 UNDAF- planned budget**



Concerning the planned distribution, the Focus Area 2 has been leading with more than half of all planned resources for UNDAF implementation. Contrary to this, the Focus Area 4 envisaged only 4% of the total UNDAF budget.

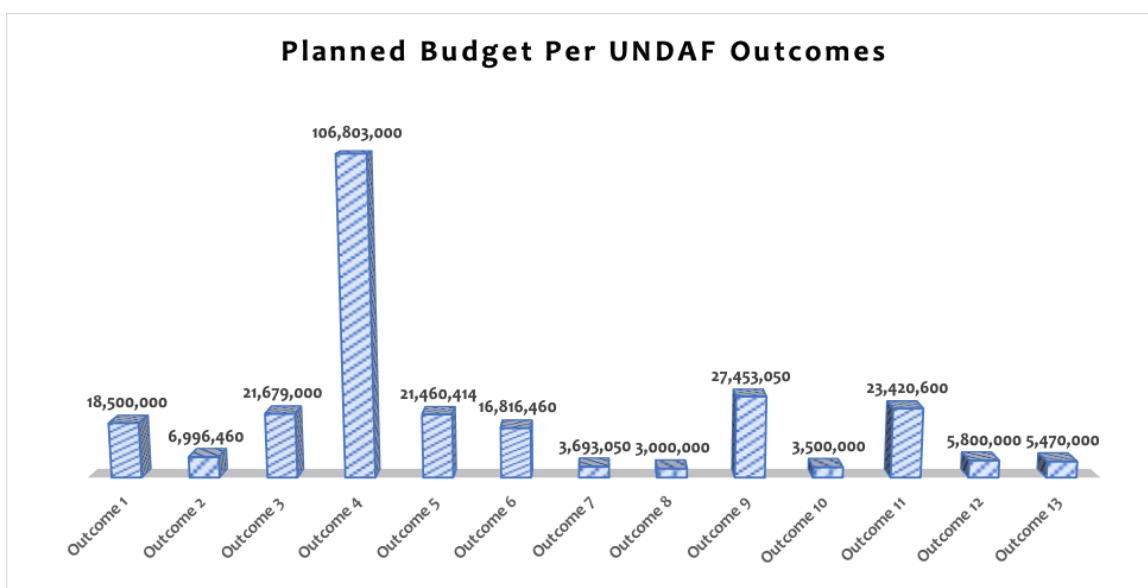
**Graph 8 Distribution of planned resources per Focus Area**



<sup>153</sup> The reference is to the One United Nations Programme and Common Budgetary Framework Bosnia and Herzegovina 2015-2019: United Nations Development Assistance Framework, Part 5 Common Budgetary Framework

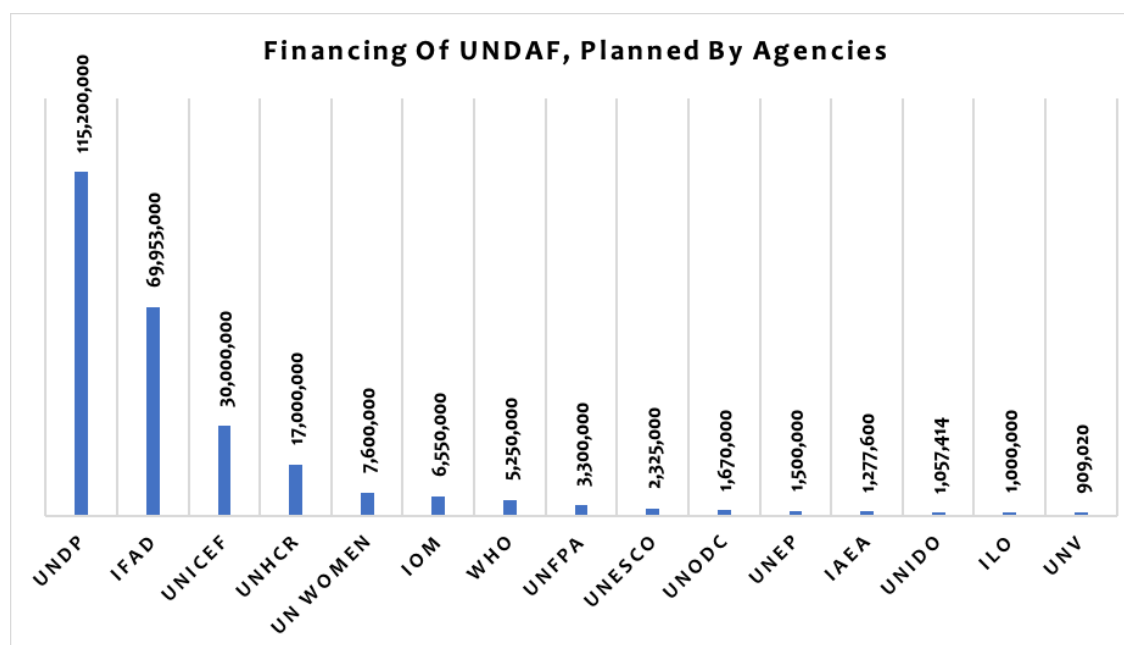
The analysis of funds that have been planned and allocated for the achievement of UNDAF outcomes has shown notable differences. For example, Outcome 4 amounted a total of 106,8 mil USD, while the planned budget under Outcomes 7, 8 and 10 reflected only 3.6; 3.0 and 3.5 mil USD respectively<sup>154</sup>.

**Graph 9 Planned budget per UNDAF outcomes**



The analysis of the planned budget from the perspective of participating UN Agencies has shown that three agencies (UNDP, IFAD, UNICEF and UNHCR) committed to mobilizing more than 200 mil USD of funds for the implementation of UNDAF<sup>155</sup>.

**Graph 10 Financing of UNDAF**

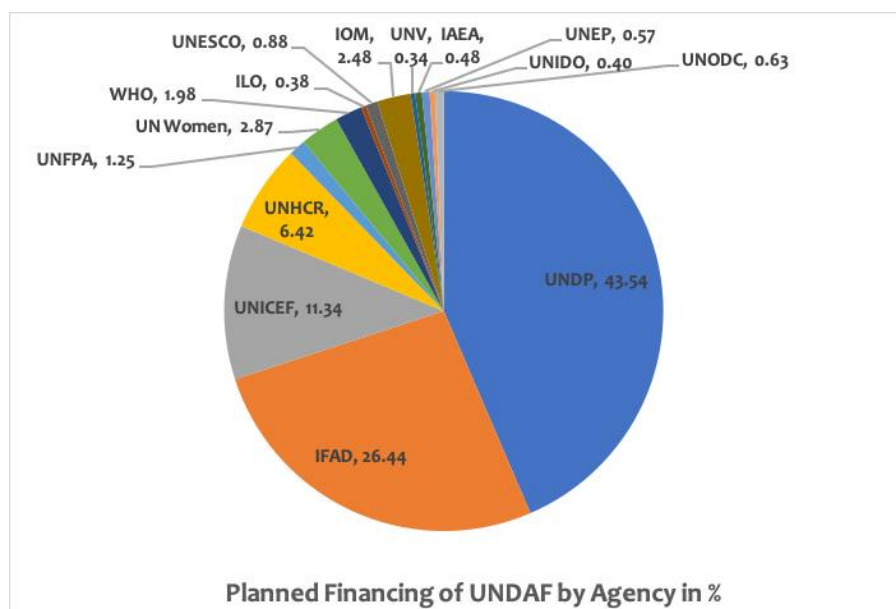


<sup>154</sup> Ibidem, UNDAF, Common Budgetary Framework

<sup>155</sup> UNDAF, Common Budgetary Framework, the analysis by the Final Evaluation Team

Expressed in percentages, these three agencies, UNDP, UNICEF and IFAD have committed to mobilize more than 80% of the total funds for UNDAF financing.

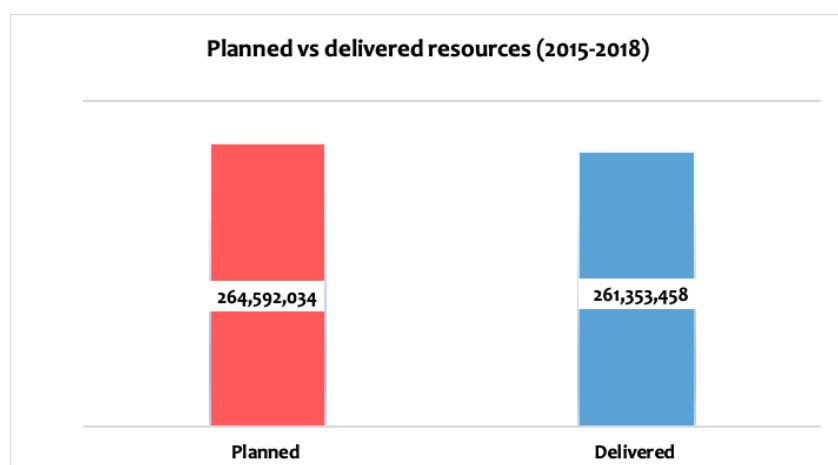
**Graph 11 Planned Financing of UNDAF by Agency in %**



***The current status of delivery of funds for implementation of UNDAF: budgeted and delivered***

The available figures showed that UNCT has delivered a total of 261,353,458 USD (98.78% of the planned UNDAF budget) in the period 2015-2018<sup>156</sup>. The UN Agencies have been highly efficient in mobilization and delivery resources; there is a high likelihood that the planned targets will be significantly exceeded by the end of the UNDAF implementation period<sup>157</sup>.

**Graph 12 Planned vs delivered resources**



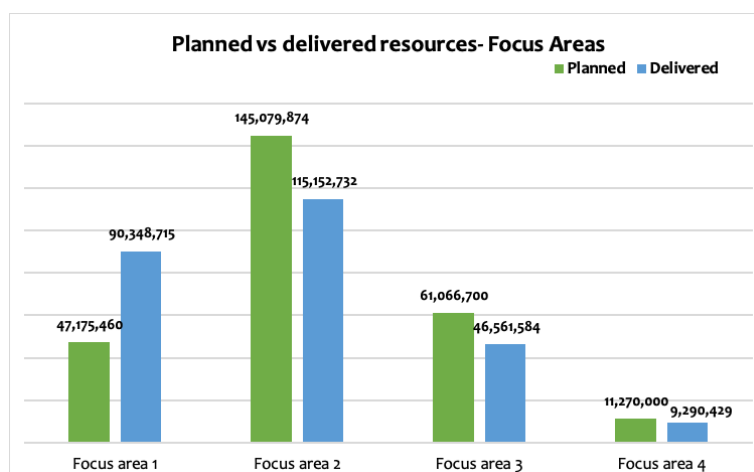
<sup>156</sup> The analysis has been based on the financial data available in the 2015, 2016 and 2018 UN Country Results Reports. Also, the FE has been using the figures provided by UN Agencies that were participating in the implementation of UNDAF

<sup>157</sup> Planned 2019/2020 delivery as described in the 2019-2020 Joint Work Plans is 125.3 million USD, which brings total UNDAF 6-year value to more than 380 million USD.

The UN Agencies have already significantly exceeded planned resources under the Focus Area 1, with a total delivery of 90.35 mil USD versus budgeted 47.17<sup>158</sup> (191.52% of the set target). Interestingly, under Focus Area 2, a total of 115,15 mil USD has been delivered, but with 79.37% achieved it remains below the planned target of 145 mil USD. More profound analysis of the financial figures has shown that the IFAD's budget has been planned unrealistically (ref to the next part on delivery per Agency).

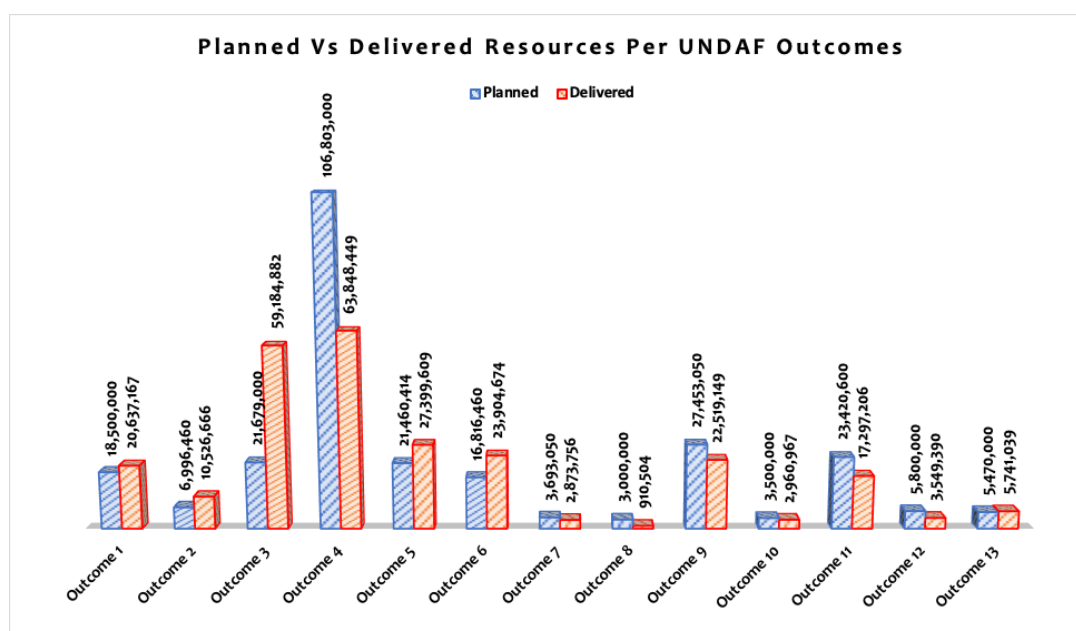
Other two focus areas have reached 76.24% (Focus Area 3) and 82.44% (Focus Area 4)<sup>159</sup>.

**Graph 13 Planned vs delivered resources- Focus Areas**



The review of the delivery figures under UNDAF outcomes has shown differences. For example, the delivery under the Outcome 3 exceeded plans, reaching almost three times more than is has been the planned amount in UNDAF (or, delivered 273% of the planned amount).

**Graph 14 Planned vs delivered resources per UNDAF Outcomes**

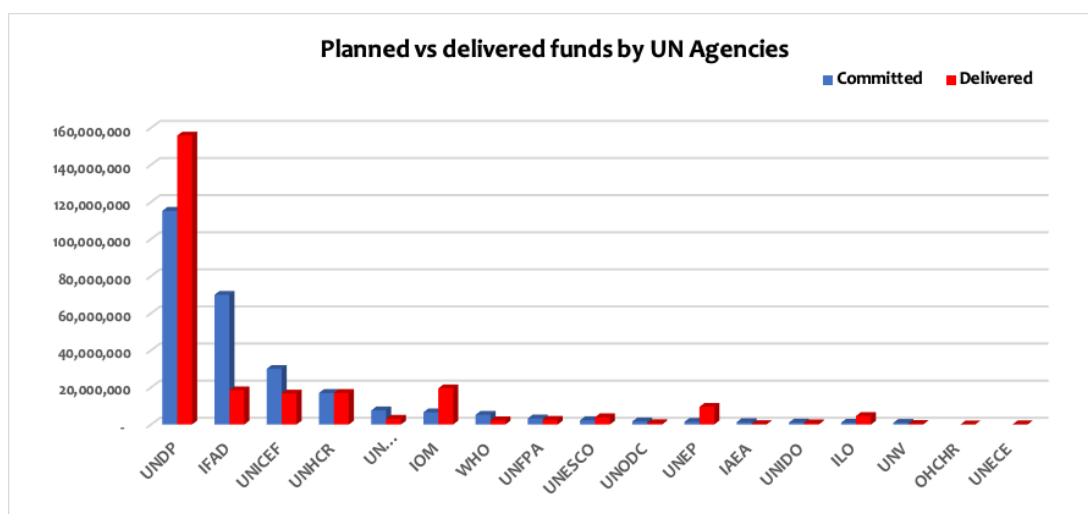


<sup>158</sup> Based on the analysis of the budget from the UNDAF and available reports

<sup>159</sup> Ibidem, UNDAF and financial figures from the narrative results reports.

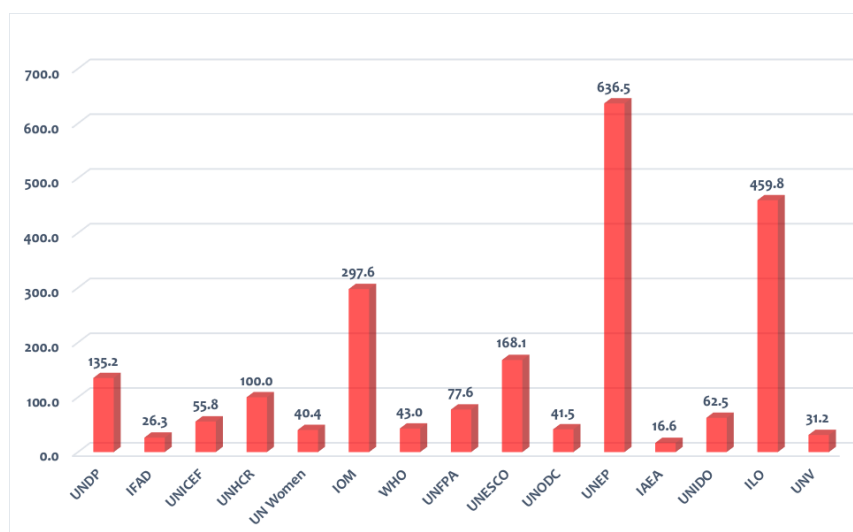
Also, UN agencies have been highly efficient in mobilizing and delivering funds (even exceeding planned targets) under Outcome 1 (achieved 111,6%), Outcome 2 (150.5%), Outcome 5 (127.7%) and Outcome 6 (142.1%). The highest amount of funds has been delivered under the Outcome 4, that has reached a total of 63.85 USD (but it still remained at the level of 60% of the targeted amount under this outcome- reference to the previous paragraphs and the IFAD forecasts)<sup>160</sup>. However, the budget for Outcome 8 has been the lowest (compared to other UNDAF outcomes)- and also, the delivery of resources under this outcome has been low, reaching only 30% of the targeted amount.

**Graph 15 Planned vs delivered funds by UN Agencies**



The analysis of the participation of UN Agencies in the overall budget for UNDAF implementation has shown in general satisfactory results. UN Agencies delivering the highest amounts (in absolute figures) have been UNDP with 156 mil USD (planned 115,2 mil), followed by IOM with 19.5 mil USD (planned 6.55), UNHCR with 17 mil USD (planned 17 mil) and UNICEF with 16.7 mil USD (planned 30 mil USD).

**Graph 16 Delivery of UN Agencies as % of planned targets**



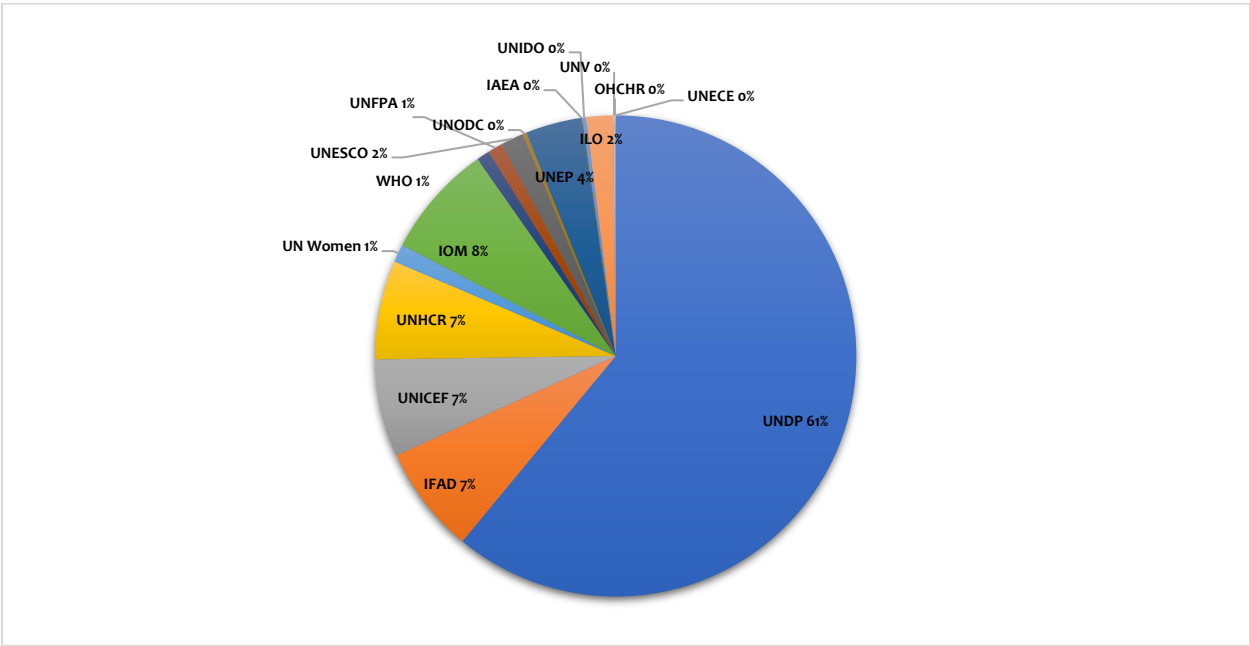
<sup>160</sup> The financial data from the 2018 UNDAF results report.



Presented in percentages, UNEP has exceeded the planned amount for more than six times, while ILO has delivered 4.5 and IOM 3 times more than planned funds in the approved budget. UNESCO and UNDP have also exceeded targets, with the delivery ration 168% and 135% respectively. UNHCR has mobilized and delivered planned amount. Still, considering that two more years remained until the end of this UNDAF cycle, it is expected that UN agencies will reach planned targets.

UNDP with a total of 156 mil USD of delivered resources represented 61% of the total funds used for UNDAF implementation, followed by IOM with 8%, UNHCR, UNICEF and IFAD with 7% each.

**Graph 17 Participation of UN Agencies in UNDAF implementation**



## 5.4 SUSTAINABILITY OF UNDAF RESULTS AND ACHIEVEMENTS

The final evaluation has assessed the extent to which the positive results achieved through UNDAF implementation are likely to continue after the end of its implementation cycle. This also included the analysis of the longer-term influence of UNDAF achievements on broader development process in BiH, considering sustainability of these achievements within the specific country context<sup>161</sup>. The central idea of the UNDAF's assistance was to leave the legacy and improve the situation under the UNDAF outcomes in the respective focus areas by addressing core development issues and challenges for Bosnia and Herzegovina. These efforts have been inevitably linked with the need to formulate and implement an adequate response to the issue how to ensure sustainability of the achieved results at different levels.

Available evidence from the primary and secondary sources indicated that needs and efforts to ensure sustainability of UNDAF results have been considered from the design stage<sup>162</sup>. Stakeholders, particularly from the higher decision-making levels, perceived their involvement positively during UNDAF formulation. They also stated that the participatory and consultative UNDAF preparation process was fully respectful to constitutional arrangements of the country and ensured that the views of authorities from different governance structures of BiH and development priorities were reflected in UNDAF<sup>163</sup>. This approach facilitated collaboration and an increased sense of ownership, setting a solid basis for the sustainability of results.

Implementation of UNDAF has, in general, followed participative approach, through the active involvement of the authorities and other stakeholders in implementation of different initiatives. The partners have been, in principle, informed about achievements and results in their respective areas of work ensured through the partnership with UN<sup>164</sup>. However, stakeholders often associate (their partner) UN Agency with UNCT and have limited knowledge about the broader framework and other activities and achievements of UNCT in BiH<sup>165</sup>. At more senior level the knowledge of UNDAF and awareness of the full spectrum of UN support was more evident. Still, a limited commitment of the domestic partners to participate in the Joint Steering Committee has also affected broader awareness of UNDAF.

Therefore, sustainability of UNDAF results was analysed at different levels, looking at individuals and institutions that participated and / or benefited from UNDAF and also considering sustainability of results at the systemic level.

- **UN Agencies have been working steadily address capacity needs of individuals to deliver quality services, particularly for socially excluded and marginalized groups. It is expected that established capacities would remain in place and available upon the completion UNDAF cycle.**

During the implementation of UNDAF, one of the central elements of the support that UN Agencies provided has been working steadily to address capacity needs and remove obstacles that are affecting lives of end beneficiaries. Particular attention has been on the improving capacities to deliver services for socially

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<sup>161</sup> The strong correlation between impact and sustainability is evident since the explanatory variables are often the same in explaining the impact and (or) sustainability. Sustainability is an ex-post measure thus, ideally, measuring impact and sustainability in the context of UNDAF requires a time-period between two to five years after the completion of its cycle. However, this final evaluation adopted the approach to anticipating sustainability and forecast possible impact. The final evaluation has analyzed if the beneficiaries could continue to work without external intervention that has been available and provided within the scope of UNDAF implementation.

<sup>162</sup> This has been a common opinion of the staff from UN Agencies and also of the majority of domestic partners

<sup>163</sup> The domestic partners have been highly affirmative about the UNDAF formulation process, highlighting that consultative process has been effectively carried out despite a challenging post-war political situation, affected by the extended economic transition, slow recovery and decline of industrial basis (KII notes, Institute). They have also stated that "The approach to involve domestic partners representing different political options and governance structures in the priority setting process has been a necessary precondition to built strong partnership relations based on mutual trust and respect" (KII notes, Prica)

<sup>164</sup> KII notes with the partners

<sup>165</sup> KII notes Ministries

excluded and marginalized groups. The partners have stated that UN Agencies "ensured tailor-made, innovative and effective approaches to capacity development" focusing on the demands of the partners (government, civil society and NGOs) with improved services to end-beneficiaries as the main point of reference<sup>166</sup>.

The practical approach to capacity development applied throughout UNDAF implementation was effective to improve performance in all focus areas<sup>167</sup>, as also documented in UNDAF and UN Agency specific progress reports. There are numerous examples of capacity development of the (public) employees for the delivery of services, particularly targeting vulnerable population. UNCT provided in-service teacher training to advance inclusive education, targeting largely students with disabilities. The employees from the centres for social welfare enhanced capacities to apply uniform, standardised case management systems; also, the capacities of the individuals within the foster care system have been strengthened in the core service areas<sup>168</sup>. Capacity development of the professionals from the public health system has been an important achievement: they have enhanced their knowledge on TB and HIV diagnostics, modern practices in prevention of non-communicable diseases, different aspects of early childhood development and provision of quality early childhood development services. In the context of influential anti-immunization voices, the health professionals have received a demanded training to communicate more persuasively, respectfully and with facts, to parents about the advantages of immunization. The capacity of health sector for service provision to survivors of Conflict-Related Sexual Violence, including for participation in referral mechanisms has been increased.

Other examples could be development of capacities of officials and NGO representatives to improve the identification, assistance and referral of vulnerable migrants, including potential victims of trafficking of human beings. The individuals that are working within a broad free legal aid system have received capacity development support with particular focus on the needs of most vulnerable.

- **During the implementation of UNDAF, UN Agencies were assisting partner institutions, particularly from the public system, to enhance operational efficiency by improving procedures and modernizing processes, establishing new and modernizing existing services. Also, civil society organizations have reported enhanced capacities for delivery of services, ensured through the partnership with UN Agencies<sup>169</sup>.**

**Important results were achieved at the level of local governments (municipalities and communities- "mjesna zajednica") particularly by increasing their responsiveness and improving delivery of services.**

The evaluation analyzed the results achieved by UN Agencies in the context of improved performance of the institutions in Bosnia and Herzegovina<sup>170</sup>, including sustainability of these results. Although the short period for the review and lack of the baseline data on organizational performance before the assistance of the UN Agencies were limiting factors for this analysis, the primary data collected through interviews and documented results of UN assistance served as the basis to assess sustainability of results at the institutional level.

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<sup>166</sup> The expectation has been that the end-beneficiaries, especially from the most vulnerable groups, would have better opportunities and increased abilities to actively participate in mainstream society, through access and quality of social services (health, education, and social protection) and social inclusion measures, greater economic and employment opportunities access to justice, participation and influence on different policy and decision-making processes and active participation in development processes. These are the findings from the interviews with the service providers, other public institutions and the CSOs.

<sup>167</sup> Specific details have been provided in the UNDAF Annual Reports on Results

<sup>168</sup> It has been reported that training for so-called PRIDE Model of Practice has been effectively implemented

<sup>169</sup> KII notes- focus groups with CSOs

<sup>170</sup> More details have been provided under the effectiveness part of this report

The implementation of UNDAF and support from UN Agencies in this context has contributed to improved performance, particularly of public institutions at different levels in BiH<sup>171</sup>. In this context, tailor-made measures were designed and implemented to assist with a variety of organizational reforms and development programs for public institutions, CSOs and other partners.

Organizational development and reinforcement of capacities of institutions in BiH has been one of the primary and most advanced areas of UNDAF implementation. Some of the examples could be strengthening of capabilities of the institutions within the free legal aid system in BiH; development of capacities of health institutions providing TB and HIV diagnostic support. Educational institutions from pre-school to higher level education have been capacitated to deliver core services, particularly targeting vulnerable children. UNCT supported law enforcement and public procurement institutions to combat and prevent corruption; this support included the Agency for the Prevention and Coordination of Anti-corruption in BiH, Parliament of BiH, institutions for auditing and public prosecutors.

Important contribution of the UNCT has been at the level of the provided support to local governance institutions in the country, specifically focusing on the institutions closest to citizens, namely, communities-"mjesne zajednice (MZs) to become pro-active and inter-connected with increased capacity to facilitate citizens participation and deliver improved services. UNCT was working to strengthen leadership mechanism and improve organisation of MZs, while also providing MZs with the tools "to engage the community, involve women, include the most vulnerable, make joint decisions, and carry out their ideas." Sustainability of the accountability and participation mechanisms is likely to be ensured through more active participation of citizens in policymaking, budget formulation, and allocation of resources for priorities. UN was supporting local authorities to implement community-based approach for reduction of vulnerabilities and enhance the resilience of youth to all types of violent extremist influences<sup>172</sup>. Part of these efforts included horizontal knowledge sharing between the BiH institutions and institutions of EU Member States with already established Prevention of Violent Extremisms Referral Mechanisms.

The domestic partners have reported the overall efficiency and effectiveness of the institutions that benefited from support provided within the UNDAF has increased. Furthermore, it has been concluded that "support from UN Agencies has been and will remain critically important in the future period for further improvement of performance and functioning of the institutions in Bosnia and Herzegovina<sup>173</sup>".

- **An important area of UNDAF's work included efforts to support policy processes in Bosnia and Herzegovina, although this remains an area that would require further attention**

The evaluation analysed if and to what degree have the results achieved during UNDAF implementation contributed to improved policy process and policies in its focus areas of intervention and if these improvements would remain in place after the completion of the UNDAF cycle.

The final evaluation has used the policy cycle model for this analysis, focusing on its interlinked elements: policy decision, policy development together with the decision on instruments and implementation.

Support provided through UNDAF implementation and the work of the UN Agencies, have re-emphasized the importance and need to follow human rights-based approach, international norms and standards in identifying and designing intervention strategies in various contexts. The model was promoted that policy decisions should be made based on needs (in the respective areas), the country's commitments and in line with HRBA, international standards. Domestic partners have been exposed to these practices.

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<sup>171</sup> KII notes- partners from different governance structures

<sup>172</sup> This violent extremism has been approached comprehensively and included both, religiously-motivated extremism and far-right nationalist extremism that may lead to violence and terrorism, more details available at UNDAF Annual Results Reports.

<sup>173</sup> KII notes

Domestic partners stated that UN Agencies have provided "valuable inputs and technical support to bring policy decision forward and initiate the policy development process", highlighting also the importance of human rights-based approach<sup>174</sup> in policy making. Namely, the partners recognized benefits from the UN Agency technical assistance to develop various needs-based interventions that have been also reflected HRBA, international norms and standards and commitments of the country (such as EU accession process). Some examples of UNCT support policy development (while following international norms) could be the World Health Organization Framework Convention on Tobacco Control (WHO FCTC) to prepare policies and laws on tobacco control in RS and FBiH; the Istanbul Convention for preparation and adoption of the Law on Protection from Domestic Violence and a Gender Action Plan of Brcko District and the Convention on the Rights of Persons with Disabilities for improving legal and policy frameworks related to persons and children with disabilities. The RS Government adopted the improved text of the Law on Protection of Victims of Torture, in line with advocated international standards.

The United Nations Framework Convention for Climate Change and the requirements from the Energy Community Treaty have been supporting policies in the energy and environments sectors ( e.g. the Framework Energy Strategy of Bosnia and Herzegovina until 2035; the FBiH Renewables Action Plan (APOEF); preparation of the Fourth National Communication on Climate Change and the Third Biannual Update Report on Greenhouse Gas Emissions)<sup>175</sup>

However, the challenges for implementation policies have been evident (as in other transitional countries<sup>176</sup>), namely, to operationalize, translate policies into actions, connect adequately with public funds and ultimately monitor and report on progress, have been evident. Still, there are some positive examples of the UN support to the domestic partners on issues of policy implementation. Particularly important has been work to adopt specific SDG targets for BiH, define indicators and establish regular reporting mechanisms. Still coordination on SDG implementation could be much more challenging.

UN has organized the third Environmental Performance Review (EPR) of the country, covering issues of legal and policy frameworks, greening the economy, air protection, water and waste management, biodiversity and protected areas and protection of the Adriatic Sea. The recommendations have been prepared together with the core set of selected environmental indicators<sup>177</sup> (encompassing a total number of 59 indicators on climate change, biodiversity and land degradation). Also, the Indicator Reporting Information System (IRIS), has been developed for environmental data collection. The system in this case have been established to a large degree; however, it remains challenging to ensure adequate domestic capacities to implement and manage policy making process without external support.

- **The current political and socio-economic situation in Bosnia and Herzegovina, together with institutional challenges have been in general the main external factors that could affect sustainability of results**

The stakeholders have identified the fragile security situation, political instability, and lack of genuine commitment to reforms, together with lack of vertical collaboration among political structures and horizontal coordination of policies and weak institutional and individual capacities of different tiers of governance structures in Bosnia and Herzegovina, as the main factors that could affect sustainability of results.

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<sup>174</sup> KII notes with the statistical offices

<sup>175</sup> The reference to detailed information concerning policy development and the results in the context of country policy making efforts have been provided in the UNDAF Annual Results Reports, as UN Agencies assisted with preparation of policies and strategies in all focus areas.

<sup>176</sup> Guy Peters "Capacity for Policy", UNDP, Serbia, 2010 (the project analytical report)

<sup>177</sup> The system of indicators has been developed with the objective to enhance a systematic collection and analysis of environmental information for reporting purposes as well as for compliance with international Multilateral Environmental Agreements (MEAs)

The stakeholders have identified some of the critical external factors that could affect the sustainability of the results and the progress achieved under the focus areas. The fragile security situation and lasting political instability have been the main factors with negative impact on institutions' ability to deliver their assigned functions, while also affecting the focus on strategic priorities. The partner institutions strived to adopt new operational modalities and reform internal structures. However, the turnover of the most skilled employees especially from the high technical positions from these institutions, lack of strategic guidance and insufficient commitment to reform have been the main obstacles to ensuring full integration (and sustainability) of the organizational development efforts. One of the examples has been the establishment and functioning of the FLA system in the country: the policy and legal provisions and institutional framework have been established but the lack of human and financial resources, together with decreasing support from political structures, have been interfering with the sustainability of the achieved results.

Another example could be that UN has also assisted to combat HIV/AIDS and tuberculosis (TB) in the country and, both diseases have been curbed, with HIV prevalence being the lowest in Europe (less than 1 %) and a significant drop in TB cases by more than 50% (907 infected people). However, the health system in BiH has been decentralized to the extent that functioning has been affected by disjoint efforts and separated responsibilities. This situation has been further impacted by a shortage of health workers and other professionals trained in providing quality general and specialized health services, partially due to insufficient training or inappropriate distribution of professionals. In terms of healthcare quality, the challenge has been to improve the quality, continuity, and standardization of health services.

## 5.5 GENDER EQUALITY AND GENDER MAINSTREAMING

- **Overall, UNCT has made progress towards addressing gender issues that have been targeted in UNDAF. Still, achieving greater gender equality remains one of the priorities and challenges for Bosnia and Herzegovina.**

UNDAF BiH has included an entire Focus Area aimed at empowerment of women, with two Outcomes. This has been a sound and strategic decision and UNDAF has ensured important results related to gender equality in Bosnia and Herzegovina. Accepting gender only as a cross-cutting theme would not have been sufficient to ensure that there had been gender sensitivity in all focus areas and all outcomes equally. Impact on women and girls, and gender sensitivity generally, has been considered in many programs and activities examined during the evaluation. Still, women and girls have not been direct programme beneficiaries across the board, however, as some of the actions and activities and achieved results are unlikely to have a direct impact on women<sup>178</sup>.

During the entire period of UNDAF implementation, UNCT has played an important role in helping the authorities at different levels in BiH to identify strategic issues, ensure commitment and achievement of normative standards (through programming and implementation) and design and promulgate laws and policies at different levels that foster gender equality. The priorities have been on the highly relevant areas of Normative standards, GRB, Eliminating Violence Against Women, Governance, and Women in Leadership. UNCT has displayed comparative advantages through effective use of its experts and expertise, application of normative standards and targeted assistance that contributed to a steady progression toward more profound gender mainstreaming.

The Joint Working Group for the Focus Area 4, Empowerment of women has been a platform for planning, exchange of information and coordination of activities and reporting on results in this focus area (more details available under the Efficiency part of this report).

The Gender Theme Group (GTG) has been established as an important platform for raising issues, discussing conceptual problems and sharing experiences and information among UN agencies. The GTG has prepared the Gender Mainstreaming Action Plan for the UNCT; important work has been the provision of expertise and supporting UNCT in the framing of issues in the normative context provided by international laws and commitments of BiH. One of the examples could be delivery of the Introductory training on Gender Equality mainstreaming to "develop a clear understanding of gender and gender mainstreaming and support practice in the selected field of work." This capacity development support highlighted the importance of normative guidance as a critical element for UN programming.

In a challenging political set-up in Bosnia and Herzegovina, UNCT has been successful in contributing to more active women's leadership and participation in the political life of the country. This has been achieved through assistance to create an enabling environment for more women to be elected at all governance levels, in all spheres of decision-making process in the country. UNCT in partnership with authorities has remained committed to "ensuring realistic and equal chances for women focusing on the next local elections planned for 2020". The partnership between the UNCT and the BiH Agency for Gender Equality has resulted in joint efforts that have enabled ministries to make steps towards improved gender-sensitive governance structures and priorities. Some examples could be the BiH Ministry of Civil Affairs, the BiH Ministry of Human Rights and Refugees, the Ministry of Agriculture in Republika Srpska, and the FBiH Ministry of Environment.

Also, at the systemic level, UNCT has contributed to more gender-sensitive budgeting (GSB) processes. Some of the examples could be that the line ministries in the Federation of BiH have been mandated to

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<sup>178</sup> For example activities related to economic growth or adoption of some laws

include specific gender indicators. The Budget Management Information System (BMIS) has also been updated to incorporate gender indicators. Also, the capacities of the authorities from other structures have been strengthened to understand and apply GSB.

The UN joint flagship program “Seeking Care, Support and Justice for Survivors of Conflict Related Sexual Violence in BiH” has contributed to the efforts to address the needs of victims of conflict related sexual violence and victims of gender-based violence. This specific initiative has been based on four pillars on health, justice, employment underpinned by a consistent focus on tackling stigma. Also, UN assisted to align policies and established links between service providers at local level in areas of medical and psychosocial support to survivors of violence against women, CRSV and perpetrators of violence.

UNCT has established partnership with the statistical offices (Agency for Statistics of BiH, the Institute of Statistics of RS, FBIH Statistical Bureau) that has enabled disaggregation of data by sex along gender and other categories. However, the issues and challenges with the collection of data, as it was the case with the Census in 2013, have also been reflected on availability of quality data for to monitor and plan policies and programs.



## 6 Conclusions and lessons learned

### 6.1 CONCLUSIONS

**Conclusion 1. UNDAF 2015-2020 in Bosnia and Herzegovina has been responsive to the needs and priorities of the country and the citizens. The strategic importance of UNCT to continue planning and programming (through UNDAF) in BiH remains high.**

UNDAF BiH during the overall period of implementation has been and remained relevant in addressing stated priorities and responding to the immediate needs of the country and its citizens. One of the most important achievement has been largely positive UNCT role in providing swift and demanded support to the authorities and citizens in BiH after the devastating floods.

UNCT, through the implementation of UNDAF, recognized the importance of contributing to immediate, visible results to show people that reforms and progress in BiH are possible. Results of UN assistance has also contributed to confidence-building among the authorities, stakeholders, and citizens in BiH.

The importance of UN activities, hence, planning and programming through the next UNDAF cycles, remains high.

**Conclusion 2. During the preparation and implementation of UNDAF, UNCT confirmed itself as a responsive and adaptive partner, following its mandate and insisting on international norms and standards. Long-term presence in BiH, technical capacities of the staff, focus on UN normative work and strongly promoted accountability for results were considered as critical factors for successful implementation of UNDAF.**

UN Agencies have been in principle recognized and appreciated by authorities, civil society organization, other domestic counterparts and other international development partners (and donors) as highly responsive, flexible, and adaptive, while at the same time implementing its mandates and international norms and standards.

Thus, UN's leadership role in normative work remains one of its strongest comparative advantages. There is opportunity for UNCT to further engage with relevant authorities and other stakeholders and assist to integrate the norms and standards into legislation, policies and development plans and support actual implementation, remaining at the same time flexible to the specific situation of BiH. This approach could further enhance relevance of UNDAF/ UNCT particularly in supporting EU integrations of the country.

**Conclusion 3. Coordination between UNCT, the authorities in BiH and other development partners, has generally been in place. The extent of genuinely integrated and joint programming of UN Agencies has remained limited throughout the entire UNDAF implementation. The Results Groups have been established and operational and Joint Work Plans prepared, but there is still opportunity to enhance synergies and direct interaction between UN Agencies during both, planning and implementation of development initiatives.**

UNCT has been effective in supporting authorities in BiH and working with other international development partners to establish an effective coordination of development assistance to the country.

Day-to-day coordination among the different UN Agencies have been in general sufficient, while the "UN House" as shared office space has been an additional support to more active interactions between them. These interactions among UN Agencies has remained confined mainly to information sharing or eventually

resolving issues. Thus, there is prospect to strengthen interactions, experience, lessons learned, and information sharing between the various UN Agencies and project implementation teams.

The UNDAF Results Groups for each of the priority areas have been established timely; however, the extent of commitment and participation in the work of the RGs varied significantly across UN Agencies. Some of UN Agencies have been under-represented in the RGs; this has prolonged or prevented decision making on the specific topics within the scope of work of the RGs. In this context, the Joint Work Plans have been prepared but these documents represented only a compendium of different interventions of UN Agencies that could be linked to or (possibly) contribute to the progress under outcomes. Genuine integrative and joint functions of the JWP were not achieved. In addition to this, possible combined efforts between interventions (projects and programmes) of UN Agencies under different outcomes and/or different priority areas have not been considered or implemented (for example activities under the Outcome 1: : By 2020, access to justice, non-discrimination and equality under the rule of law is improved. , such as for example Rule of Law and the Outcome 13 By 2020, coordinated multi-sectorial platforms prevent and timely respond to gender based violence and provide comprehensive care and support to survivors).

UN Agencies in BiH have extensive experience with preparation and implementation of UN Joint Projects and Programs, with varying degree of efficiency and results that were achieved. UNCT has in principle followed opportunistic, ad-hoc approach (e.g. availability of funding, or formal requirement by the donors, etc) while designing joint projects and programs. Still, there are significant opportunities for UNCT to utilize more substantively and strategically joint interventions, especially in the context of achievement of Sustainable Development Goals targets.

**Conclusion 4: UNDAF Joint Steering Committee (JSC) has been established involving authorities in BiH, but its functioning and genuine involvement during UNDAF implementation has been only at the formal level. There are significant opportunities to improve functioning of the JSC and ensure more active involvement in providing strategic guidance and ensure synergies with other development interventions.**

The Joint Steering Committee was established ensuring broad participation of the authorities from different governance levels. Their involvement and actual support to UNDAF implementation has been at the level of formal endorsement of the Joint Work Plans and acknowledgement of progress through the Annual Progress Reports.

Benefits from strengthening the Joint Steering Committee and opportunities for greater involvement of the domestic partners are becoming evident, while the positive experience from planning for localization of the Sustainable Development Goals in BiH additionally confirmed need for participation of authorities at the strategic (as well as at the operational) level.

**Conclusion 5: “Delivering as One” in BiH has contributed to operational efficiency of UN Agencies during the implementation of UNDAF. This positive experience should serve to explore areas for improvements and further advance DaO in the country.**

The Delivering as One in BiH has been positively received by the UNCT/ UN Agencies and has contributed to greater efficiency, bringing some obvious benefits to all UN Agencies. In practice, however, there were challenges with the implementation of some of the DaO opportunities and requirements. Preparation of the Joint Resource Mobilization Strategy has been one of these areas.

The risk of duplication in terms of technical assistance to the partners (in the same areas) exists. Also, UN Agencies have been almost competing in resource mobilization (other than regular funds) and approaching donors with similar projects. The issue remains that the practice of "competing for funds and donors" could continue.

**Conclusion 6. Implementation of UNDAF over the entire period have brought concrete, visible results, contributing to the progress under the outcomes, that the country recorded. Overall sustainability of results is likely to be ensured to the satisfying degree, particularly at individual and institutional levels; however, these results and associated changes could be less sustainable at the systemic (policy) level.**

Support from UNCT to authorities and other stakeholders in BiH was and remained important: implementation of UNDAF have brought concrete, visible results at individual, institutional and systemic level. This included extensive capacity development efforts at all levels, but the actual changes and impact of capacity development efforts has not been effectively measured by UNCT or by domestic partners.

UN is regarded as an independent, fair and impartial partner, making also noteworthy contribution to confidence-building of the domestic partners for planning and implementing development interventions. Continuation of support will be needed in the UNDAF priority areas and outcomes, to further enhance sustainability prospects of achieved results, thus, advance and “institutionalize” progress in these areas. More specific aspects of the future support would depend on substantive problem analysis under the outcomes, that would facilitate priority setting through the involvement of domestic partners. The broad nature of UNDAF and engagement of UN Agencies through sometimes insufficiently coordinated efforts together with declining funds available for certain priority areas could contribute to unfavourable environment for sustainability of results.

**Conclusion 7. Domestic stakeholders feel ownership over the results achieved during the implementation of UNDAF. They were also satisfied with the extent of their involvement in activities of UN Agencies.**

Implementation of UNDAF and initiatives of UNCT in this context have in general reflected the needs of the country (and its constitutional units), and have been prepared in cooperation with authorities and domestic stakeholders. Their involvement in the planning and the specific management arrangements for implementation of UNDAF related initiatives have been recognized as satisfactory, contributing to increased sense of ownership.

Still, certain external factors pose risks on sustainability of results. Some of the most disturbing factors of risks have been constitutional arrangements and almost non-existent coordination of policies and activities, the state of tensed security and unstable political situation, frequent policy reorientation and insufficient commitment to reforms, together with weak capacities of public structures. Also, depopulation of certain regions of the country and out-of-the country migrations could have high impact on the future of BiH.

**Conclusion 8. The accumulated effects of the different initiatives under UNDAF 2015-2020 is not sufficiently clear, monitored and/or known to UNCT or domestic stakeholders**

UNDAF included a comprehensive Results Framework, as a sound basis to measure performance and engagement of UNCT in UNDAF implementation, under specific outcomes. The RF included a set of indicators, appropriately defined to measure progress of the country under the outcomes. However, these indicators have been less appropriate to capture UN contribution to this progress. Thus, the core references on progress and achievements of UN Agencies have remained output level reports. The contribution of UN Agencies/ UNDAF to larger efforts of BiH (such as for example, EU accession process) is also difficult to identify.

UNDAF annual reporting practice has been established, but there is a room for improvements. Instead of focusing on outputs (at the level of individual interventions), the reporting could demonstrate more clearly contribution of UN Agencies to the progress under the outcomes.

**Conclusion 9. Preparation and implementation of UNDAF BiH ensured right path toward greater gender mainstreaming and empowerment of women; but more efforts are needed to further mainstream gender equality across all UNDAF outcomes and focus areas**

UNDAF 2015-2020 has made important progress in supporting gender equality as one of the priority areas. Empowerment of Women and two outcomes has been gender specific. All UN Agencies (and to a large degree partners) show a general awareness and level of integration of gender equality into interventions. This is substantiated by UN Agencies own emphasis on gender equality in programming.

More can be done, however, within the scope of UNDAF and activities of the UNCT to further align interventions with the international gender equality norms and with United Nations Security Council Resolution 1325 by developing clear guidance for proposals and reporting, including gender-sensitive, results-based monitoring and gender equality indicators under all outcomes.

## **6.2 LESSONS LEARNED**

The following lessons have been generated during the implementation of UNDAF in Bosnia and Herzegovina

- **Consider to focus on large scale interventions** within each priority area, as this has associated with a high degree of relevance and effectiveness of UNDAF and UNCT's assistance to BiH. UNCT has been successfully operating through large-scale multi-annual interventions and delivering results in politically sensitive and challenging much-needed reform areas, such as the UN support to decentralization and local development, or efforts to fight gender-based sexual violence. Although UNCT has also been successful in delivering results within smaller scale interventions, the large interventions have set the stage for more comprehensive strategic and programming approach that led to more substantial gains and measurable progress.
- **Maintaining strong cooperation with authorities at different governance levels in Bosnia and Herzegovina**, other partners and donors contributed to good results during the implementation of UNDAF and proved to be an excellent operational model for BiH, and its further use could further facilitate local ownership and sustainability.
- **Responsiveness and flexibility, alignment** with the development priorities and the **needs of the citizens** and also a long-term strategic commitment of UNCT have been among the most critical factors that have contributed to the implementation of UNDAF in Bosnia and Herzegovina. Also, **cooperation and coordination between different UN Agencies** within priority areas proved to be beneficial for more effective implementation of UNDAF.
- Direct interaction with the BiH expertise and knowledge sharing with BiH experts proved to be effective in contributing to the achievement of results.

## 7 Recommendations

The analysis of primary and secondary data identified concerns and challenges during UNDAF implementation while exploring possible responses to these problems. The final evaluation has formulated the following recommendations:

- R1: It is recommended to approach preparation and planning for the new UNDAF cycle carefully, considering the needs of BiH, and its citizens and analysing comparative advantages of UN Agencies in the changing development context of BiH.

UNCT should perform a critical and detailed analysis of the progress that the country is recording within the focus areas (under the outcomes) also considering the extent to which the improvement could be credibly associate with the results of the UNCT support. UNCT should consider setting interventions in the focus areas/ under outcomes where the achievement of results has been limited and explore different ways of engaging in those sectors (if there is a mutual interest with the authorities).

UN should prepare a comprehensive and analytical Theory of Change, with the findings and conclusions from the Common Country Assessment as its basis. Properly established Theory of Change should facilitate UNCT to consolidate and focus its assistance towards the root-causes of development challenges, serving as a genuine strategic document (thus avoiding UN Agency mandate specific outcomes)

- R2: It is recommended that UNCT remains flexible and responsive to the needs and priorities of the citizens and authorities in BiH. Concerning responsiveness, some of the emerging priorities and preferences that UNCT should consider in the next UNDAF cycle should be, among other, programming related to youth and migrations.

It is recommended to establish a more systematic and integrated approach for youth-related programming. The current UNDAF already covers work with youth; still, the UNCT should explore new opportunities and expand assistance to empower young people in Bosnia and Herzegovina using more longer-term, strategic, and joint approach.

It is recommended for the UN Agencies in Bosnia and Herzegovina explore opportunities and its comparative advantages to respond to development challenges related to migrations in different sectors (like governance and human rights, social services and inclusion, security and other areas).

It is recommended for UNCT to maximize its role in direct data collection and support institutions at different levels in BiH for the development of sound methodologies for data collection, in line with international standards. Underlying assumptions were identified for increased utilization of integrated SRHR services, including family planning, procedures for maternal health and monitoring maternal mortality and morbidity.

- R3: It is recommended that UNCT intensify its normative work, as it was proven to be one of the most substantial comparative advantages of UNCT in BiH. In this context, it is recommended that UNCT continues and expands its support to the authorities in BiH and other stakeholders to increase understanding of norms and standards, provide technical assistance to integrate these norms and standards into policies (legislation, strategies and development plans) and support practical implementation of these policies (based on the international norms, standards, and conventions).

- R4: It is recommended to strengthen the UNDAF Results Groups to become a sophisticated driving force for UNDAF implementation. Insisting on accountability and commitment of UN Agencies for UNDAF implementation remains the priority- in this context, it is essential to ensure active participation and appropriately senior representation of UN Agencies in the RGs; thus, enable timely and effective planning and decision making at the RGs
- It is recommended to analyse current approaches to prepare and adopt Joint Work Plans and modify to the extent possible to ensure holistic, more integrative and joint planning. This would create opportunities for more effective cooperation through intensive joint planning and coordinated implementation of activities. Also, the JWP should facilitate and enable sound "joint programming" leading to timely and strategically planned joint projects and programs (replacing dominant, opportunistic and ad-hoc preparation of joint projects and programmes).
- It is also recommended to consider and organize regular thematic meetings and interactions among the programme staff from UN Agencies, in the framework of implementation of the JWPs.
- R5: It is recommended to strengthen functioning of the Joint Steering Committee and ensure its strategic support and guidance for implementation of UNDAF. It is recommended to implement activities that will increase the commitment of the domestic partners to actively participate in the regular meetings and functions of the JSC. UNCT should consider the positive experience in the process of planning for localization of SDGs and use the same modality for the JSC.
- R6: It is recommended that UNCT continue with the implementation of “Delivering as One”- Standard Operating Procedures, ensuring the right balance between standardization and flexibility for the context of Bosnia and Herzegovina.
- It is recommended to consider domestic targets for the Sustainable Development Goals as the main framework to align Standard Operating Procedures, considering how UNCT could work together to contribute to the achievement of the SDGs. Also, it is recommended to consider to the extent possible preparation of the Joint Resource Mobilization Strategy and facilitate greater degree of coordination among the UN Agencies in approaching funds and donors.
- R7: It is recommended that UNDAF includes clear exit approach and practical sustainability strategy for the achievements/ interventions of results.
- As part of the efforts to ensure sustainability of results, it is recommended that UN develop a sound approach to measure capacity development across all priority areas and assess impact of these results. Particularly important remains to continue work on the development of capacity for policy making and implementation at all levels in BiH.
- The role of the domestic stakeholders in the implementation of UNDAF could not be overstated- it is recommended to enhance and ensure genuine involvement of domestic partners in all activities, from planning to implementation of interventions within UNDAF. Considering challenging governance situation in BiH, it is recommended that UNCT expands its partnership with CSOs, to strengthen their capacities across critical functional areas and ensure their active engagement in policy-making processes and participation in the delivery of public services. Also, it is recommended to strengthen the watchdog role of the CSOs for competent monitoring of development processes,

policies, and strategies thus competently involve in the implementation of the SDG related-priorities.

- R8: It is recommended to further enhance and advance planning practice and mainstream/ include gender equality and empowerment of women in all activities and initiatives across all UNDAF outcomes and focus areas

It is recommended to consider gender transformative approach (not only participation as the mean feature of gender equality) in all interventions within UNDAF and include more elaborate gender-specific targets and gender disaggregated indicators in all these initiatives. It is recommended to introduce gender-sensitive reporting practice (to the extent possible) especially in the preparation of UNDAF annual reports.

## 8 Annexes

### ANNEX 1: TERMS OF REFERENCE

UNDAF 2015-2020 Evaluation Assistant ToR FINAL

UNDAF 2015-2020 Evaluation ToR FINAL



## **ANNEX 2: LIST OF PEOPLE INTERVIEWED**

### **UN Agencies**

#### **UN -United Nations in Bosnia and Herzegovina**

*Ms. Sezin Sinanoglu, Resident Coordinator BiH*

*Mr. Aris Seferović, Head of Office of the United Nations Resident Coordinator at UN*

*Ms. Envesa Hodžić – Kovač, Development, Research and M&E Specialist*

#### **UNDP-United Nations Development Programme In Bosnia and Herzegovina**

*Mr. Sukhrob Khoshmukhamedov, Resident Representative a.i.*

*Ms. Svetlana Pavelic, Head of Operations and Assistant Resident Representative*

*Ms. Marina Dimova, Governance Chief technical Specialist*

#### **UNESCO -The United Nations Educational, Scientific and Cultural Organization**

*Mr. Sinisa Sesum, Head of the Office*

#### **UNICEF-United Nations Children's Fund**

*Ms. Geeta Narayan, Representative*

*Mr. Alwin Nijholt, Deputy Representative*

*Ms. Danijela Alijagić, Child Rights Monitoring Specialist*

#### **UNODC- United Nations Office on Drugs and Crime**

*Mr. Alen Gagula, Project Officer*

#### **UNFPA -United Nation Population Fund**

*Ms. Aynabat Annamuhamedova, Representative*

*Ms. Gabrijela Jurela, Assistant Representative*

*Mr. Željko Blagojević, Programme Analyst*

#### **UN Women**

*Mr. David Saunders, Representative*

*Ms. Amna Muharemović, Programme Specialist*

#### **UNHCR- the UN Refugee Agency**

*Mr. Greg Doane, Associate Reporting Durable Solutions Officer*

### **Domestic stakeholders**

#### **Ministry of Civil Affairs of BiH**

Ms. Biljana Čamur Veselinović, Assistant Minister for Science and Culture  
Ms. Draženka Maličbegović, Assistant Minister Department of Health

**Ministry of Security of Bosnia and Herzegovina**

Ms. Murveta Dzaferovic, Assistant Minister, Sector for Immigration

**Ministry of Foreign Affairs**

Mr. Milos Prica, Ambassador/ Sustainable development goals (SDG) group

**Minister of Justice**

Ms. Milana Popadić, Assistant Minister

**Ministry of Human Rights and Refugees**

Ms. Amela Hasić, Coordinator of the Interdepartmental Working Group

**Ministry of Foreign Trade and Economic Relations**

Mr. Bosko Kenjic, Head of Water Resources Department

Mr. Admir Softic, Assistant Minister, Sector of Energy

**BiH Agency for Gender Equality**

Ms. Samra Filipović Hadžiabdić, Director

**Agency for Statistics of Bosnia and Herzegovina**

Ms. Aida Eskic-Pihljak, Statistician

Ms. Tamara Šupić—Associate, Associate

**DEP-Directorate for Economic Planning of BiH**

Mr. Zdenko Milinovic, Assistant Director / Sustainable development goals (SDG) group

Ms. Amra Fetahović, Sustainable development goals (SDG) group

Mr. Željko Sikima, Sustainable development goals (SDG) group

**Institution of Human Rights Ombudsmen of BiH**

Mr. Ljubinko Mitrović, Ombudsmen

**Ministry Of Environment And Tourism FBiH**

Mr. Mehmed Cero, Deputy Minister

Ms. Zineta Mujkanović, Expert advisor for the strategy and planning policy for sustainable development and environmental protection

*Ms. Sabina Šahman-Salihbegović, Secretary to Minister*  
*Ms. Andrea Bevanda-Hrvo, Expert advisor for nature protection areas*  
*Ms. Almira Kapetanović, Expert advisor*

**Federal Ministry of Education and Science**

*Mr. Alen Kajtaz, Secretary to Minister*

**FBiH Ministry of Labour and Social Policy**

*Mr. Miroslav Jurešić, Assistant Minister-Sector for Social Welfare and Welfare of the Family and Children*  
*Mr. Dobrica Jonjić, Assistant Minister-Sector for Protection of Persons with Disabilities and Civilian Victims of the War*

**Federal Institute for Statistics**

*Ms. Amela Vesковиć, Head of Department - Living Conditions*  
*Ms. Fatima Strik, Expert Adviser for organizing research*

**Federal Institute for Programming Development**

*Mr. Nijaz Avdukic, Sustainable development goals (SDG) group*  
*Ms. Jasmina Andric, Sustainable development goals (SDG) group*

**FBiH Public Health Institute**

*Mr. Davor Pehar, Director /Prim.dr.*

**Department of Health Insurance and Reinsurance of the Federation of Bosnia and Herzegovina**

*Mr. Dževad Hamzić, Mr.Sci.*  
*Mr. Osman Slipičević Dr.Med*  
*Mr. Ranko Tošić, Dipl.pr.*

**Fund for Environmental Protection and Energy Efficiency**

*Ms. Aida Kapetanović, Head of the office*  
*Ms. Jasmina Kafedžić, Head of Energy Efficiency Department*

**Ministry of Health and Social Welfare of RS**

*Ms. Amela Lolić, Assistant Minister*

**Ministry of Education and Culture of the Republic of Srpska**

*Ms. Tanja Đaković, Assistant Minister*  
*Ms. Sanela Kostrešević, Head of the Department of Secondary Education*

Ms. Zorica Garača, Chief of EU Integration Section

**Ministry for European Integration and International Cooperation Republika Srpska**

Mr. Nemanja Kovačević, Assistant Minister

Ms. Danijela Injac, Head of the Department for Institutional Cooperation

**Ministry of Finance Republika Srpska**

Ms. Maja Perić, Assistant Minister

**Statistical Institute of Republika Srpska**

Mr. Radosav Savanović, Assistant director

**Brčko District**

Ms. Amra Abadžić, Head of the Business Development Division Government /Sustainable development goals (SDG) group

Mr. Ilija Stojanović, PhD, PMP, Head of Subdivision for Development Assistance Programs and International Cooperation

**Herzegovina-Neretva Canton**

Mr. Rašid Hadžović, Ministar - Ministry of Education, Science, Culture and Sport

**NGO/CSO**

Ms. Elmedina Grabović, EDUS -Program Manager

Mr. Milan Mrđa, Centra za promociji civilnog društva CPCD-Program Manager

Mr. Žarko Papić, Inicijative za bolju i humaniju inkluziju (IBHI)-Direktor

Ms. Berina Ceribasić, Association “Naša djeca”-Executive director

Ms. Anka Izetbegović, Udruženje “DUGA”

**EU Delegation/Embassies**

**EU Delegation to BiH,**

Mr. Karoly Soos, Programme manager for Home affairs

**Embassy of the Czech Republic:**

Ms. Jana Zelingerová, Consul and Head of Development Cooperation Department

**Embassy of Sweden,**

Mr. Mario Vignjević, Public Administration Reform & Local Governance Reform & Public Finance Management & Anticorruption

## ANNEX 3: LIST OF DOCUMENTS CONSULTED

### UN RC Office

- 2013 UNDAF BiH Roadmap4
- 2013 UNDAF BiH SPR Summary Report
- BiH UNDAF 2013 Roadmap - Annex 1 - UNDAF Roadmap Timeline\_UPDATED
- UNDAF BiH 2010-2014 Evaluation Report - Final
- BiH-UN Joint Steering Committee – ToR
- DaO BiH Implementation Status (1)
- Note on One UN Programme Results Groups - Joint UN Programme - RE-ENDORSED - May 2017
- One UN Programme BiH 2015-2019 - EoW Gender Results Groups ToR
- One UN Programme BiH 2015-2019 - RoL\_Security Results Group ToR
- One UN Programme BiH 2015-2019 - SEED Results Groups ToR (1)
- One UN Programme BiH 2015-2019 - SI Results Groups ToR
- SOPs for Countries Adopting the Delivering as one Approach - August 2014
- JWP Pillar 1 2015-2016
- Plan Stup 1 2015-2016
- JWP Pillar 2 2015-2016
- Plan Stup 2 2015-2016
- JWP Pillar 3 2015-2016
- Plan Stup 3 2015-2016
- JWP Pillar 4 2015-2016
- Plan Stup 4 2015-2016
- 2015 UN Country Results Report
- 2016 UN Country Results Report – FINAL
- JWP Pillar 1 2017-2018
- Plan Stup 1 2017-2018
- JWP Pillar 2 2017-2018
- Plan Stup 2 2017-2018
- JWP Pillar 3 2017-2018
- Plan Stup 3 2017-2018
- JWP Pillar 4 2017-2018
- Plan Stup 4 2017-2018
- 2017 UN Country Results Report
- 2018 UN Country Results Report - DRAFT
- UNDAF 2015-2019 presentation by pillar outcome and output for 2015 and 2016
- UNDAF\_2018\_progress report\_missing data
- UNDAF\_BiH\_RoL\_HS\_JWP\_2019-2020\_FINAL
- UNDAF\_BiH\_SEED\_2019-2020\_JWP\_FINAL

- UNDAF\_BiH\_Social\_Inclusion\_JWP\_2019-2020\_ENG\_FINAL
- UNDAF\_BiH\_Women\_Empowerment\_JWP\_2019-2020\_FINAL
- Zajednički BiH-UN upravni odbor Joint BiH-UN Steering Committee - godišnji izvještaj UN-a za 2017. godinu 2017 UN Country Results Report
- UNDAF - Financials 2010 - 2012 + 2013 est FINAL
- Stakeholders table template JHS
- Joint programming initiatives BiH - completed, on-going & completed (27-3-13)
- UNDAF 2010 and 2011 Review - Compiled ME matrix
- UNDAF-CPAP Evaluation - March 2013

#### UNDP

- UNDP Country Programme Document (CPD) for Bosnia and Herzegovina 2015-2019,
- CPD Mid-term review,
- BiH Country Office Scaling up Review,
- Results Oriented Annual Reports (2015, 2016, 2017, 2018),
- CPD Outcome 5 Evaluation Report
- Final Evaluation of the Project Strengthening Parliamentary Capacities and Key Institutions Mandated with Fighting Corruption in BiH, (2015)
- Final Evaluation Report for the Municipal Training System Project, (2015)
- Final Project Evaluation for the "Mainstreaming the Concept on Migration and Development into Relevant Policies, Plans and Actions in BiH" Project, (2015)
- Integrated Local Development Project Phase II: Final Evaluation, (2016)
- Evaluation of UNDP/UNESCO/UNICEF Dialogue for the Future (DFF) Project Final Report, (2016)
- Reinforcement of Local Democracy Project Phase IV, Final Project Evaluation, (2016)
- United Nations Trust Fund for Human Security Canton 10 Project Final Evaluation Report, (2017)
- Mid-Term Review for the Project Mainstreaming Green Environmental Development, (2017)
- Mid-Term Review (MTR) of the UNDP-supported GEF-financed project Technology Transfer for Climate Resilient Flood Management in Vrbas River Basin, (2018)
- Final Combined Evaluation for the Birac Region Advancement and Cooperation (BIRAC) Project and Srebrenica Regional Recovery Programme, (2018)
- Evaluation of Outcome 5 of the Country Programme Document 2015-2019: By 2019, legal and strategic frameworks are enhanced and operationalized to ensure sustainable management of natural, cultural and energy resources (2018)

#### UNDP Finance Office

- Resources mobilization UNDP
- UNDAF 2015-2017 by agency by pillar
- UNDAF financials actuals by 2018 and projected for 2019 and 2020 March 2019

#### UNFPA

- 2015 Annual Report - Bosnia & Herzegovina Eng

- 2016 Annual Report - Bosnia & Herzegovina Eng
- 2017 Annual Report - Bosnia & Herzegovina Eng
- 2018 Annual Report - Bosnia & Herzegovina
- CPD CO BiH 2015-2019 Eng
- CPD CO BiH Evaluation 2019 Eng

#### UNICEF

- Annex 7 Project Evaluation Report 2017 – FINAL
- Bosnia\_and\_Herzegovina\_2016\_COAR
- Bosnia\_and\_Herzegovina\_2015\_COAR
- Bosnia\_and\_Herzegovina\_2017\_COAR
- Justice for Children Evaluation Final 2017
- VoY2016
- Presentation on trends\_Ecorys\_v2 (1)
- Updated TOC Draft Sept2015
- Adolescents\_Think\_Piece\_SMRBiH
- BiH CWD SITAN FINAL.2017
- CPD 2015-19 FINAL and APPROVED by EB
- CPD Annex B FINAL and APPROVED by EB
- Education\_Think\_Piece\_SMRBiH
- SDG\_indicators\_targets\_baselines\_SMRBiH
- SPIS EVALUATION Report. 2015

#### UNWOMEN

- 6th report - proofread ready for publication - final 4Feb19
- Annex A\_UNWWomen\_ProDoc
- UNW Concept Note - Final with Strategic Overview\_ENG\_FIN
- 6. final GENDER SCORECARD 2016
- 7. Annual Work Plan Report for BiH 2015
- 8. Annual Work Plan Report for BiH 2016
- 7. Annual Work Plan Report for BiH 2017
- Annual Work Plan Report for BiH 2018
- BiH CO SN MTR Report final
- ECA-Gender-Desk-Review-UNDAFs\_IBC-Gender-2018\_22.02.18 (002) (1)
- Gender Mainstreaming Action Plan 8.3.16
- SN BiH 2015-2019 Power Point
- SN DRF OEEF BiH 2015-2019\_FINAL DRAFT\_v2

#### UNESCO

- DFF PBF Bosnia End of Project Report 2016
- DFF Evaluation\_Final Report (1)

### ILO

- Annex 1 – Logframe
- BiH data policy review FINAL January 2016
- BiH\_Workshop report
- BIH1501EUR\_LEP\_Mid\_Term\_Internal\_Evaluation
- Draft IE study BiH Nov 2015-v5
- ER191216 18h00\_rev.doc final submitted to EVAL on 20122016 16h24
- ESAP Annual progress report\_2018\_final\_31.05.2018
- Final paper Youth Employment Guarantee
- Final technical report MLP WB
- ILO outcomes
- IZMJENE KOLEKTIVNIH GOVORA
- job and skills for youth BiH FINAL January 2016
- LEP\_Midterm NarrativeReport
- LOGFrame ILO\_ Update January 2019\_Final
- Neformalna-ekonomija-u-RS-uzroci-i-posljedice
- PIA Guidebook
- PRELOM20Zakon20020radu
- PREVOD IZVJESTAJA O IE BECICI SEP 2015
- Siva20ekonomija1
- Technical note RS withMD comments
- Technical Report on NEETs MLP

### UNODC -links

Regional Programme for South Eastern Europe (RP SEE):

[http://www.unodc.org/documents/southeasterneurope//RP\\_SEE\\_2016-2019\\_Approved.pdf](http://www.unodc.org/documents/southeasterneurope//RP_SEE_2016-2019_Approved.pdf)

UNODC Annual Reports: 2017 [http://www.unodc.org/documents/AnnualReport/Annual-Report\\_2017.pdf](http://www.unodc.org/documents/AnnualReport/Annual-Report_2017.pdf)

(parts on SEE on pp. 92, 103-104; BiH on pp. 20-22, 42, 50, 84, 92)

2016: [http://www.unodc.org/documents/AnnualReport2016/2016\\_UNODC\\_Annual\\_Report.pdf](http://www.unodc.org/documents/AnnualReport2016/2016_UNODC_Annual_Report.pdf)

(parts on SEE on pp. 37, 74, 77)

2015 [http://www.unodc.org/documents/AnnualReport2015/Annual\\_Report\\_2016\\_WEB.pdf](http://www.unodc.org/documents/AnnualReport2015/Annual_Report_2016_WEB.pdf)

(parts on SEE on pp. 45, 51, 56, 78; BiH on pp. 34, 44, 48, 72, 130)

### UNHCR

- Regional Protection Engagement Strategy For South Eastern Europe, October 2017
- UNHCR considerations for a protection-sensitive response to current mixed migration in Bosnia and Herzegovina, August 2018



- Ending Statelessness in South East Europe, UNHCR report
- Izvjestaj o realizaciji revidirane Strategije Bosne i Hercegovine za provedbu Aneka VII Dejtonskog mirovnog sporazuma za 2018 godinu

#### Other publications:

UNODC Annual Results Based Report 2017

[http://www.unodc.org/missions/annual-report/2017/Combined\\_Report.pdf](http://www.unodc.org/missions/annual-report/2017/Combined_Report.pdf)

(parts on SEE on pp. 211, 412-427, parts on BiH on pp. 35-36, 76, 118, 210, 413-415, 418-419)

Manual for Judicial Training Institutes in South Eastern Europe on Foreign Terrorist Fighters

[http://www.unodc.org/documents/southeasterneurope//Foreign\\_Terrorist\\_Fighters.pdf](http://www.unodc.org/documents/southeasterneurope//Foreign_Terrorist_Fighters.pdf)

Drug money: the illicit proceeds of opiates trafficked on the Balkan route (report)

[http://www.unodc.org/documents/data-and-analysis/Studies/IFF\\_report\\_2015\\_final\\_web.pdf](http://www.unodc.org/documents/data-and-analysis/Studies/IFF_report_2015_final_web.pdf)

Drug money: the illicit proceeds of opiates trafficked on the Balkan route (report) – Executive Summary

[http://www.unodc.org/documents/data-and-analysis/Studies/IFF\\_report\\_2015\\_ExSum\\_web.pdf](http://www.unodc.org/documents/data-and-analysis/Studies/IFF_report_2015_ExSum_web.pdf)

Report of the Mid-Term In-Depth Independent Evaluation of the UNODC RP SEE

[http://www.unodc.org/documents/evaluation/indepth-evaluations/2015/Final\\_Evaluation\\_Report\\_RP\\_SEE\\_incl\\_Management\\_Response\\_May\\_2015.pdf](http://www.unodc.org/documents/evaluation/indepth-evaluations/2015/Final_Evaluation_Report_RP_SEE_incl_Management_Response_May_2015.pdf)

Evaluation brief of the RP SEE

[http://www.unodc.org/documents/evaluation/Briefs/2015/Evaluation\\_Brief\\_RP\\_SEE\\_May\\_2015.pdf](http://www.unodc.org/documents/evaluation/Briefs/2015/Evaluation_Brief_RP_SEE_May_2015.pdf)

#### **ANNEX 4: DATA COLLECTION TOOLS- INTERVIEW GUIDES**

During the field phase the Final Evaluation Team used semi-structured interviews with the main questions provided in this interview guide. Interviews enabled the Evaluation Team to ask additional, more specific questions, in line with the Evaluation Matrix and the Terms of References.

Also, the Evaluation Team used on-line interviews for some stakeholders that were not available for in-person interviews. Still, the priority is given in-person interviews and the intention was to ensure representative sample during the field phase.

# Interview Guide: UN Resident Coordinator- UN Coordinator's Office

## Relevance

- What have been key priorities for Bosnia and Herzegovina in the period 2015-2019 and to what degree has these priorities reflected in UNDAF 2015-2019? Is UNDAF still relevant for the country and well-aligned with the key development priorities in BiH?
- Have the external developments affected implementation of UNDAF? Has the UNDAF/ UNCT been flexible to respond to these changes?

## Effectiveness

- How effective have been UN Agencies in achieving results under the UNDAF? Have there been challenges that affected UNDAF implementation? Are there some results that you would like to highlight? Are there areas under which UNDAF has been underperforming?
- What are the main advantages of the UN Agencies in BiH in the context of development objectives for the country? How effective has been UNDAF in contributing to the achievement of SDG targets in BiH?
- Was UNDAF (and UNCT) effective in addressing and integrating the crosscutting theme of gender equality and social inclusion?

## Efficiency

- To what extent has the overall UNDAF implementation been efficient- including the existing management structure? Has the work of Joint Steering Committee ensured domestic ownership?
- Has the Delivering as One (DaO) Approach contributed to greater effectiveness and delivery of results? To what extent the UNCT applied UNEG Standard Operating Procedures for Delivering as One (DaO) Approach to ensure greater effectiveness and better delivery of results under such approach? How efficient and effective has been Communicating as one approach? How efficient and effective has been UNDAF monitoring system?
- Have UN Agencies cooperated effectively during the implementation of UNDAF? What is your opinion of UN Joint Programming? Has it been sufficiently used during the previous period of UNDAF implementation? How to improve it?
- What has been the degree of coordination between the UN Agencies in the context of UNDAF implementation, domestic stakeholders and other development partners active in BiH? What were the main coordination and cooperation challenges and how to address them?
- Has the resource mobilization strategy for UNDAF implementation been effective
- What were the main obstacles to ensure planned resources for UNDAF?

## Sustainability

- What is the probability of continued long-term benefits of UNDAF benefits and results? What could be done to increase the continuation and sustainability of these effects?

## Interview Guide: UNCT/ representatives of UN Agencies in BiH

Could you please introduce yourself, your UN Agency and your function?

- Have you been involved in the preparation of UNDAF 2015-2019? Have you been directly involved in the implementation of UNDAF 2015-2019?

### Relevance

- What have been key priorities of your respective agency in the period 2015-2019? To what degree have these priorities been reflected in UNDAF 2015-2019?
- To what degree have the BiH priorities and the needs of citizens been recognized in UNDAF? Are UNDAF priorities still relevant for the country?
- To what degree have the human rights principles and gender mainstreaming approach incorporated in the planning and implementation of UNDAF 2015-2019?
- From the perspective of your agency, how effective has UNDAF been in following promise „leave no one behind”?

Please provide some examples (if available)

- Have the external factors affected implementation of UNDAF? Has the UNDAF/ UNCT been flexible to respond to these changes and/ or challenges?
- Are there priorities for your respective UN Agency that have not been addressed in UNDAF?

### Effectiveness

- How appropriate and realistic have been the UNDAF outcomes and established targets? How effective was the UNCT towards achieving these outcomes?
- Have there been outcomes under which UNDAF has was underachieving and what has been the reason (in your opinion)?
- Have there been specific internal and external factors that contributed (positively or negatively) to the progress under outcomes? Please provide examples
- What are the main advantages of the UN Agencies in BiH to enhance development objectives in the country?
- From your experience, to what extent has UNDAF been contributing to the achievements of the SDGs in BiH?

### Gender equality

- Was UNDAF (and UNCT) effective in addressing and integrating the crosscutting theme of gender equality and social inclusion? To what extent did the planned objectives have on addressing gender equality?

### Efficiency

- To what extent has the overall UNDAF implementation been efficient- including the existing management structure? To what extent has UNDAF implementation ensured domestic ownership?
- Has the Delivering as One (DaO) Approach contributed to greater effectiveness and better delivery of results?

- From the perspective of your agency, to what extent have UN Agencies cooperated effectively during the implementation of UNDAF?
- Is your agency participating in UN Joint Programs? Pls provide details
- What is your opinion of UN Joint Programming? Has it been sufficiently used during the previous period of UNDAF implementation? How to improve it?
- What has been the degree of coordination between the UNDAF, domestic stakeholders and other development partners active in BiH? What were the main coordination and cooperation challenges and how to overcome them?
- From the perspective of your UN Agency, has the resource mobilization strategy for UNDAF implementation been effective (positive and negative aspects)?
- What were the main obstacles to ensure planned resources for UNDAF implementation?

#### *Sustainability*

- What is the probability of continued long-term benefits of UNDAF benefits and results? What could be done to increase the continuation and sustainability of these effects?

## Interview Guide: Chairs of the UNDAF (inter-Agency) Results Groups

- Could you please introduce yourself, your UN Agency and the Results Group?

### Relevance

- What have been the key priorities in your focus areas during the period 2015-2019? Has UNDAF adequately reflected and addressed these priorities?
- Has UNDAF remained well-aligned with the key development priorities in this focus area?
- To what extent have the human rights principles and gender mainstreaming approach incorporated in the planning and implementation of UNDAF activities in your focus area?
- Has implementation of UNDAF and activities related to your focus area been inclusive for the most vulnerable groups? Please provide some examples (if available)
- Have the external developments affected implementation of UNDAF and what has been the degree of flexibility?
- Are there priorities in your area of focus that have not been addressed in UNDAF?

### Effectiveness

- How appropriate and realistic have been the UNDAF outcomes and established targets in your focus area? How effective was the UNCT towards achieving these outcomes?  
Could you pls provide some examples of the most important achievements in your area of focus
- Have there been specific internal and external factors have contributed (positively or negatively) to the progress under outcomes in your focus area? Please provide examples
- What are the main advantages of the UN Agencies in your area of focus and have you been using it to ensure progress in the area?
- How well have been the results in your focus area aligned/ contributed to the SDG targets?

### Gender equality

- To what extent has gender equality been mainstreamed in your focus area? Has other UN programming principles been incorporated?

### Efficiency

- How efficient was the work and functioning of the UNDAF Results Groups? What were the main challenges? What would you improve in the functioning of Results Groups?
- To what extent have domestic partners been involved in implementation and follow-up on activities in your focus area?
- To what extent the UNCT applied UNEG Standard Operating Procedures for Delivering as One (DaO) Approach to ensure greater effectiveness and better delivery of results under such approach?

- How was the implementation of UNDAF in BiH coordinated internally, between UN Agencies? How effective was the work of the Results Groups? What is your opinion about synergies among UN Agencies established in the context of UNDAF implementation?
- What has been the degree of coordination between the UNDAF, domestic stakeholders and other development partners active in BiH? What were the main coordination and cooperation challenges and how to improve it?
- What is your opinion of UN Joint Programming? Has it been sufficiently used during the previous period of UNDAF implementation? How to improve it?
- Has the UNDAF implementation been monitored adequately? What is your opinion about reporting practice?
- From the perspective of your UN Agency, has the resource mobilization strategy for UNDAF implementation been effective (positive and negative aspects)? What are the opportunities for a joint mobilization of resources?
- What were the main obstacles to ensure planned resources for UNDAF implementation?

#### **Sustainability**

- What is the probability of continued long-term benefits of UNDAF benefits and results? What could be done to increase the continuation and sustainability of these effects?
- Has UNDAF ensured transfer of knowledge and capacity development of domestic partners?
- Have the domestic partners been sufficiently involved in UNDAF implementation? Are there needs to strengthen partnerships and enhance domestic ownership?

#### **UNDAF programming principles**

- Have the UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) been followed during the preparation and implementation of UNDAF? Do you have some examples
- Has UNDAF been effective in contributing to environmental sustainability? Do you have some examples
- Has UNDAF been effective in strengthening the capacities for data collection and analysis to ensure disaggregated data?

## Interview Guide: Chair of the UN Monitoring Group

Could you please introduce yourself- including the UN Agency you are representing?

### General questions

- Have you been involved in preparation and/or implementation of UNDAF 2015-2019?
- What are in your opinion the key development priorities for Bosnia and Herzegovina? Has UNDAF been well-targeting and addressing these priorities?
- Have there been any important area that should be considered for the new UNDAF cycle?

### Effectiveness

- How appropriate and realistic have been the UNDAF outcomes and established targets? How adequate have been the outputs?
- To what extent has the Logic Matrix and hierarchy of objectives ensured internal coherence?
- Have the indicators been well-defined to measure progress under outcomes and outputs?
- To what extent have the Results Based Management principles and tools been reflected in the UNDAF Results Matrix?
- To what extent have the indicators and targets reflect the gender equality and “leave no one behind”?
- Have the indicators (including their benchmarks- targets and baselines) been revised and updated to better reflect external developments and progress achieved?
- To what degree UNDAF contributed to SDG targets and what is the degree of correspondence with the SDG indicators?
- Have the UN Agencies been using these indicators to report on results and progress? What is your opinion about the work of the UNDAF Monitoring Group?
- Has UNDAF been effective in strengthening the capacities for data collection and analysis to ensure disaggregated data?



## Interview Guide: Chair of the UN Communication Group

Could you please introduce yourself- including the UN Agency you are representing?

### General questions

- Have you been involved in preparation and/or implementation of UNDAF 2015-2019?
- What are in your opinion the key development priorities for Bosnia and Herzegovina? Has UNDAF been well-targeting and addressing these priorities?
- Have there been any important area that should be considered for the new UNDAF cycle

### Communication specific questions:

- Has the UN Joint Communication Strategy been developed and implemented? Is the joint communication policy satisfactory?
- Do you think that “One UN voice” has been an important principle for UN coherence and effectiveness of results in Bosnia and Herzegovina?
- How effective has been UNCT in BiH in “Communicating as one” to enhance the achievement of UNDAF priorities? How well have been the results achieved and progress under outcomes communicated? Could you provide some of the most important communication activities that have been implemented in the context of UNDAF
- How coherent have been UN Agencies in sending core UN advocacy messages (especially those related to UNDAF implementation).
- Was the communication between the UN Agencies satisfactory?
- What would be your suggestions- how to improve and strengthen internal communication and facilitate access to and sharing of information among the UN Agencies and employees?

## Interview guide: Chair of the UN Operations Management Team

### General questions

- Have you been involved in preparation and/or implementation of UNDAF 2015-2019?
- What are in your opinion the key development priorities for Bosnia and Herzegovina? Has UNDAF been well-targeting and addressing these priorities?
- Have there been any important area that should be considered for the new UNDAF cycle

### Specific questions

- How effective was in your opinion work of the UN Operations Management Team?
- To what extent the UNCT applied UNEG Standard Operating Procedures for Delivering as One (DaO) Approach to ensure greater effectiveness and better delivery of results under such approach?
- Has the UN Business Operations Strategy and the BOS results framework been prepared?
- To what degree the UNCT has been effective in implementing common business solutions (e.g. common procurement systems for tendering and bidding, long term agreements (LTAs) for joint procurement, common ICT platforms, banking, arrangements, office security and cleaning services)
- What is your opinion of UN Joint Programming? Has it been sufficiently used during the previous period of UNDAF implementation? How to improve it?
- From the perspective of your UN Agency, has the resource mobilization strategy for UNDAF implementation been effective (positive and negative aspects)? What are the opportunities for a joint mobilization of resources?
- What were the main obstacles to ensure planned resources for UNDAF implementation?

## Interview Guide: (International) development partners

- Could you please introduce yourself, your organisation and your role in this organisation?
- Are you familiar with the work of the United Nations Agencies in Bosnia and Herzegovina? If yes, how is your work related to the areas of intervention of the United Nations Agencies in Bosnia and Herzegovina?

### *Relevance*

- What have been the priority development needs of Bosnia and Herzegovina in the period 2015-2019?
- Which specific development priorities of the country and needs of population (especially vulnerable) your organisation is addressing?
- Do you think that UN Agencies have been sufficiently focused on the priority areas and the needs of citizens?
- Have there been any external factors that affected the development needs of the country? Did any new needs appear? Did any of the previously recognized needs lose on priority?

### *Coordination and complementarity*

- What have been the initiatives/projects supported/ implemented by your organisation in Bosnia and Herzegovina? What are your priority sectors? What has been the degree of cooperation with UN Agencies?
- How was your organization coordinating and cooperating with UN Agencies? Was there an effective nation-driven mechanism for donor coordination in place? If not, what other mechanisms for donor coordination were in place?

### *Effectiveness*

- Are there any examples of successful cooperation (joint forces for implementation of activities in the priority sectors) of UN Agencies with you or other donors (e.g. implemented by your organisation)? What factors contributed to the effectiveness of these joint actions?
- From your experience, did any of the UN Agencies take a leadership role in delivering support in any of the specific sectors? How effective was the leadership of UN Agency leadership in specific sectors or sub-sectors that contributed to the results achieved? How?

### *Impact and sustainability*

- Have the domestic partners (Government of Bosnia and Herzegovina, Government of Republika Srpska, Government of Federation of Bosnia and Herzegovina) created a policy environment that is conducive to sustaining the accomplished results?

## Interview Guide: Institutional partners

- Could you please introduce yourself, your organisation and your role in this organisation?
- Are you familiar with the work of the United Nations Agencies in Bosnia and Herzegovina? If yes, how is your work related to the areas of intervention of the United Nations Agencies in Bosnia and Herzegovina?

### *Relevance*

- What have been the priority development needs of Bosnia and Herzegovina in the period 2015-2019?
- Which specific development priorities of the country and needs of population (especially vulnerable) your organisation is addressing?
- Do you think that UN Agencies have been sufficiently focused on the priority areas and the needs of citizens?
- Have there been any external factors that affected the development needs of the country? Did any new needs appear? Did any of the previously recognized needs lose on priority?

### *Coordination and complementarity*

- What have been the initiatives/projects supported/ implemented by your organisation in Bosnia and Herzegovina? What are your priority sectors? What has been the degree of cooperation with UN Agencies?
- How was your organization coordinating and cooperating with UN Agencies? Were there such measures such as policy dialogues or joint interventions in place to coordinate efforts? If not, what other mechanisms were in place?

### *Effectiveness*

- Are there any examples of successful cooperation (joint forces for implementation of activities in the priority sectors) of UN Agencies with you or other donors (e.g. implemented by your organisation)? What factors contributed to the effectiveness of these joint actions?
- From your experience, did any of the UN Agencies take a leadership role in delivering support in any of the specific sectors? How effective was the leadership of UN Agency leadership in specific sectors or sub-sectors that contributed to the results achieved? How?

### *Impact and sustainability*

- Have the domestic partners (Government of Bosnia and Herzegovina, Government of Republika Srpska, Government of Federation of Bosnia and Herzegovina) created a policy environment that is conducive to sustaining the accomplished results?

### Interview Guide: Final Beneficiaries (if appropriate)

Could you please introduce yourself,

- How did you become involved in the activities of UN Agencies?
- How did you benefit from the support from UN Agencies? Please provide specific examples.
- Do you know about other results of support from UN Agencies?
- What were your needs and did the UN support address these needs? Did the work and results of UN Agencies help to improve the situation in your community?
- Do you have any suggestions on how to improve support provided by UN Agencies?
- What are the priority areas of your community that you recommend for the future development assistance to address?

## **ANNEX 5: UNDAF EVALUATION MATRIX**

The Terms of Reference provided a long-list of questions, used for the preparation of the evaluation matrix. For each of these evaluation questions the FE team proposed indicators, judgement criteria and sources of verification, that will be used to validate progress and provide credible conclusions. In correlation with the Evaluation Matrix, the FE has prepared interview guides with specific question for each of the identified stakeholders' groups, reflecting limited time for in-country mission and number of planned interviews.

Evaluation Question	Judgement criteria	Indicators	Evidences and Data Sources
<b>1. Relevance</b>			
1. 1. To what extent have the objectives of UNDAF been aligned with country needs, priorities and commitments (when designed)?	<ul style="list-style-type: none"> <li>The extent of consistence of the UNDAF outcomes with the country policies and priorities in the specific areas</li> </ul>	<ul style="list-style-type: none"> <li>Opinions of the stakeholders about the extent of consistence of UNDAF outcomes with the BiH development priorities, needs of population (especially vulnerable groups)</li> <li>Alignment of UNDAF with regional and international commitments</li> <li>Examples of reported and identified UNDAF contribution to the country priorities, the country's international and regional commitments</li> <li>The degree of responsiveness of UNDAF to the needs of women and men, girls and boys in the country</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with UNDAF stakeholders</li> <li>Analysis of the strategic and policy documents and commitments of the country</li> <li>Common Country Assessment document</li> </ul>
1.2 To what extent are UNDAF objectives or outcomes still valid and aligned to key development priorities including their underlying and root causes priorities?	<ul style="list-style-type: none"> <li>The extent of alignment between development priorities and UNDAF objectives</li> </ul>	<ul style="list-style-type: none"> <li>Degree of correspondence between the priority interventions identified in BiH institutions - counterparts of assistance available through UNDAF</li> <li>The opinion of the stakeholders about the validity and alignment of UNDAF objectives and outcomes with the current priorities in BiH</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with UNDAF stakeholders</li> <li>Analysis of the strategic and policy documents and commitments of the country</li> </ul>
<b>Other</b> 1.3. How adequately did the UNCT respond to change (e.g. natural disaster, elections) in planning and during the implementation of the UNDAF?	<ul style="list-style-type: none"> <li>The degree to which UNCT responded to the changes in planning and during UNDAF implementation</li> </ul>	<ul style="list-style-type: none"> <li>Factors/ examples of factors that have influenced the responsiveness and flexibility of UNDAF to the emerging priorities in BiH</li> <li>Opinions of the stakeholders about responsiveness and flexibility of UNCT during the implementation of UNDAF</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with UNDAF stakeholders</li> <li>Analysis of UNDAF progress reports, analysis of UN Agencies strategies and reports</li> </ul>
1.4. To what extent have human rights principles and standards been reflected or promoted in the UNDAF?	<ul style="list-style-type: none"> <li>The degree of integration of human rights principles and standards in UNDAF</li> </ul>	<ul style="list-style-type: none"> <li>Examples that show integration of human rights principles and standards in UNDAF</li> <li>Opinion of stakeholders on integration of human rights principles in UNDAF 2015-2019</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of UNDAF BiH and analysis of UNDAF progress reports</li> </ul>

Evaluation Question	Judgement criteria	Indicators	Evidences and Data Sources
			<ul style="list-style-type: none"> <li>Interviews with the key stakeholders (UN Agencies and domestic partners)</li> </ul>
1.4. To what extent and in what ways has the UNDAF responded the promise to leave no one behind and appropriately addressed the situation of the most vulnerable and marginalized groups, including through measures targeted at reducing inequalities?	<ul style="list-style-type: none"> <li>The extent to which UNDAF responded and addressed the needs of the most vulnerable and marginalized groups</li> <li>The type and kind of measures targeting inequalities and other cross-cutting issues</li> </ul>	<ul style="list-style-type: none"> <li>Opinion of the key stakeholders about the degree to which UNDAF considered and addressed the needs and situation of the most vulnerable and marginalized groups in BiH</li> <li>Examples of specific measures that have been defined to address the needs of vulnerable and marginalized people</li> <li>Examples of measures that have been addressing inequalities and other cross-cutting subjects</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of UNDAF BiH and</li> <li>Analysis of UNDAF progress reports</li> <li>Interviews and opinions of the key stakeholders</li> </ul>
1.5 To what extent the UNDAF contains clearly articulated results (outcome level), indicators for measuring progress, and budgetary resources that reflect UN contributions based on the system comparative advantage in the country?	<ul style="list-style-type: none"> <li>The extent of consistence and coherence of the UNDAF logic chain</li> <li>The degree of alignment of the UNDAF logic chain with the with RMB principles</li> <li>The extent of adequate planning of resources for UNDAF implementation</li> </ul>	<ul style="list-style-type: none"> <li>The assessment of the degree of internal coherence of the UNDAF hierarchy of objectives</li> <li>The analysis of the extent to which RBM tools have been used in establish a logical chain of results, including examples</li> <li>The appropriateness of indicators including their adequacy for measuring progress under outcomes and outputs</li> <li>The analysis of UNDAF budget level of involvement of the key stakeholders in the design of UNDAF including its Results and Resources Framework</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of UNDAF results chain/ intervention logic</li> <li>Analysis of UNDAF progress reports</li> <li>Analysis of UN agencies strategic plans for BiH</li> </ul>
<b>2. Effectiveness</b>			
2.1. To what extent UNDAF objectives or outcomes were achieved? What are the major factors that facilitated or hindered the achievement of these objectives?	<ul style="list-style-type: none"> <li>Extent to which the outcomes envisaged have been achieved</li> <li>Evidence of external factors that affected progress under the outcomes</li> </ul>	<ul style="list-style-type: none"> <li>Examples of the main achievements during the UNDAF implementation including the extent of utilisation</li> <li>Opinions of stakeholders on barriers, analysis of the challenges encountered during the implementation of UNDAF</li> </ul>	<ul style="list-style-type: none"> <li>UNDAF progress reports</li> <li>Interviews with the UNDAF stakeholders</li> <li>UN Agencies annual progress reports and other sources</li> </ul>



Evaluation Question	Judgement criteria	Indicators	Evidences and Data Sources
2.2. <i>What are the collaborative advantages of the UN organizations to contribute to the achievement of development objectives in BiH? How have the UN agencies used them enhance UNDAF implementation?</i>	<ul style="list-style-type: none"> <li>The evidences of comparative advantages of UN agencies that contributed to the progress in UNDAF priority areas</li> </ul>	<ul style="list-style-type: none"> <li>Opinions of the stakeholders about the collaborative advantage of UN organizations towards the achievement of development objectives for the country</li> <li>Examples and evidences of utilization of UN collaborative advantage for the achievement of development goals</li> </ul>	<ul style="list-style-type: none"> <li>Interview with the key stakeholders (UNCT, domestic partners)</li> <li>UNDAF progress reports (and annual reports from UN Agencies)</li> </ul>
2.3. <i>To what extent the UNDAF contributed to the SDGs?</i>	<ul style="list-style-type: none"> <li>The extent to which UNDAF has been contributing to the specific areas of SDGs</li> </ul>	<ul style="list-style-type: none"> <li>Examples of UNDAF's contribution to the achievements of the SDGs including credible links between SDG targets and indicators with UNDAF areas of intervention</li> <li>Opinion of stakeholders about UNDAF contribution to the achievement of the SDG targets for BiH</li> </ul>	<ul style="list-style-type: none"> <li>SDG progress report and UNDAF annual reports</li> <li>Interviews with the key stakeholders</li> </ul>
<b>3. Efficiency</b>			
3.1. <i>To what extent does the UNDAF demonstrate a complementary and coordinated approach by the UNDS, including consideration of joint programming and common positions on situations of concern? Are UNDAF priorities sufficiently targeted to maximize efficiency?</i>	<ul style="list-style-type: none"> <li>The extent to which UNDAF incorporated and presented complementary and coordinated approach</li> <li>The extent to which joint programming has been utilised to maximize efficiency</li> </ul>	<ul style="list-style-type: none"> <li>Examples of coordination in the specific UNDAF areas</li> <li>Perception of stakeholders about coherence and complementarity achieved during the implementation of UNDAF</li> <li>Examples of joint programming and joint programs in the specific areas of UNDAF and opinions about results achieved</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with the stakeholders</li> <li>UNDAF reports and other foundation of documents</li> </ul>
3.2. <i>To what extent does the UNDAF underpin the UN transparency and accountability to beneficiaries of assistance, including through clear mechanisms for accountability?</i>	<ul style="list-style-type: none"> <li>The extent to which UNDAF underpins transparency and accountability to beneficiaries</li> <li>Existence of accountability mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>Opinion of stakeholders about UNDAF's support to UN transparency and accountability</li> <li>Perception of the domestic partners about their awareness, access to information and involvement in UNDAF implementation</li> <li>Examples and existence of accountability mechanisms for UNDAF implementation</li> </ul>	<ul style="list-style-type: none"> <li>Interview with the key informants</li> <li>Annual UNDAF reports and other available documents from UN Agencies</li> </ul>

Evaluation Question	Judgement criteria	Indicators	Evidences and Data Sources
3.3. To what extent and how has the UN system mobilized and used its resources (human, technical and financial) and improved inter-agency synergies to achieve its planned results in the current UNDAF cycle?	<ul style="list-style-type: none"> <li>The extent of mobilized and delivered resources</li> <li>Examples of improved inter-agency synergies for the achievement of planned results</li> </ul>	<ul style="list-style-type: none"> <li>The effectiveness of resource mobilization strategy- (mobilized vs planned resources) and the delivery ratio during the implementation of UNDAF</li> <li>Extent to which the delivered resources have been justified by its contribution to UNDAF outcomes</li> <li>Opinions about the links between planning and budgeting process within the framework of UNDAF</li> <li>Opinions and examples of inter-agency synergies that have contributed to the achievement of outcomes</li> </ul>	<ul style="list-style-type: none"> <li>Annual UNDAF progress reports</li> <li>Annual UNDAF Results Groups Work Plans</li> <li>Interviews with the UNDAF implementation structure</li> <li>Interviews with other UNDAF stakeholders</li> </ul>
<b>Other factors</b> 3.4. To what extent harmonisation measures at the operational level contributed to improved efficiency and results?	<ul style="list-style-type: none"> <li>The extent to which harmonization measures contributed to improved efficiency and ensured achievement of results</li> </ul>	<ul style="list-style-type: none"> <li>The analysis of examples of harmonization measures and assessment of its credible contribution to the efficiency</li> <li>Opinion of the UN Agencies about the contribution of harmonisation measures to UNDAF efficiency</li> </ul>	<ul style="list-style-type: none"> <li>Annual UNDAF progress reports</li> <li>Annual UNDAF Results Groups Work Plans</li> <li>Interviews with the UNDAF implementation structure</li> </ul>
<b>UN Coordination</b> 3.5. Did UN coordination reduce transaction costs and increase the efficiency of UNDAF implementation?	<ul style="list-style-type: none"> <li>The evidence of improved efficiency as implication of UN coordination efforts</li> <li>Role of the RC Office?</li> </ul>	<ul style="list-style-type: none"> <li>Evidences that serve to validate that UN coordination reduced transaction costs and increased efficiency of UNDAF implementation</li> <li>Opinion of UN Agencies about the links between coordination and the efficiency of UNDAF implementation</li> </ul>	<ul style="list-style-type: none"> <li>Annual UNDAF progress reports</li> <li>Annual UNDAF Results Groups Work Plans</li> <li>Interviews with the UNDAF implementation structure</li> </ul>
3.6. To what extent did the UNDAF create actual synergies among agencies and involve concerted efforts to optimise results and avoid duplication?	<ul style="list-style-type: none"> <li>The extent to which UNDAF created synergies among the UN agencies</li> </ul>	<ul style="list-style-type: none"> <li>Evidence of synergies and coherent policies during UNDAF implementation across different sectors of engagement;</li> <li>Positive and negative factors that are influencing synergies and internal coherence and avoided duplication</li> </ul>	<ul style="list-style-type: none"> <li>Annual UNDAF progress reports</li> <li>Annual UNDAF Results Groups Work Plans</li> </ul>
<b>2.4. Effectiveness</b> 3.7. What system and tools exist for monitoring implementation of the UNDAF? What challenges have been experienced in ongoing monitoring of UNDAF implementation?	<ul style="list-style-type: none"> <li>The existence of monitoring system and tools for UNDAF implementation</li> <li>Evidences of challenges during the monitoring of UNDAF implementation</li> </ul>	<ul style="list-style-type: none"> <li>Opinions of the UNCT members about challenges during the UNDAF implementation</li> </ul>	<ul style="list-style-type: none"> <li>Annual UNDAF progress reports</li> <li>Annual UNDAF Results Groups Work Plans</li> <li>Interviews with the UNDAF implementation structure</li> </ul>

Evaluation Question	Judgement criteria	Indicators	Evidences and Data Sources
<b><u>Delivering as one</u></b> 3.8. To what extent the UNCT applied UNEG Standard Operating Procedures for Delivering as One (DaO) Approach to ensure greater effectiveness and better delivery of results under such approach?	<ul style="list-style-type: none"> <li>• The degree of relevance, efficiency, effectiveness and sustainability of the One Programme and its contribution and results</li> <li>• The extent of integration and mainstreaming of the UN programming principles and other relevant crosscutting issues in the One Programme,</li> <li>• The degree of coherence of the UN system in addressing priorities in BiH</li> </ul>	<ul style="list-style-type: none"> <li>• The evidences that confirm relevance, efficiency, effectiveness and sustainability of the One Programme</li> <li>• Opinions of stakeholders about contribution of the One Programme to achievement of UNDAF results</li> <li>• Evidences of integration and mainstreaming of UN programming principles in One Programme</li> <li>• Extent to which One Programme has been focusing on gender equality and human rights.</li> <li>• The opinions of stakeholders (domestic partners and representatives of UN Agencies) about coherence of the UN system in addressing country priorities</li> </ul>	<ul style="list-style-type: none"> <li>• Annual UNDAF progress reports</li> <li>• Annual UNDAF Results Groups Work Plans</li> <li>• Interviews with the UNDAF implementation structure</li> </ul>
<b>4. Sustainability</b>			
4.1. To what extent the benefits from a development intervention have continued, or are likely to continue, after it has been completed?	<ul style="list-style-type: none"> <li>• The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed.</li> </ul>	<ul style="list-style-type: none"> <li>• Opinion of stakeholders about sustainability of results achieved within the framework of UNDAF</li> <li>• Analysis and conclusions about the factors that influenced sustainability and the likelihood for sustainability of the UNDAF results</li> </ul>	<ul style="list-style-type: none"> <li>• Primary data collection-interviews with the key stakeholders</li> <li>• Analysis of annual UNDAF reports and other reports</li> </ul>
4.2. Has UNDAF enabled innovative approaches embedded in institutional learning for capacity development (government, civil society and NGOs) to enable these actors to continue achieving positive results?	<ul style="list-style-type: none"> <li>• Extent to which UNDAF enabled innovative approaches to ensure that developed capacities within institutions remain sustainable</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders' opinions about the extent to which their individual and institutional capacities have been strengthened to continue delivering services and maintaining results achieved through UNDAF support</li> <li>• Analysis and conclusions about the extent to which benefits of UNDAF are likely to be sustainable</li> </ul>	<ul style="list-style-type: none"> <li>• Primary data collection-interviews with the key stakeholders</li> <li>• Analysis of the strategic and policy documents</li> </ul>
4.3. Have complementarities, collaborations and/or synergies fostered by UNDAF contributed to greater sustainability of results?	<ul style="list-style-type: none"> <li>• Extent to which complementarities, collaborations and/or synergies fostered by UNDAF contributed to greater sustainability of results</li> </ul>	<ul style="list-style-type: none"> <li>• Stakeholders opinions about contribution of complementarities, collaborations and/or synergies fostered by UNDAF to greater sustainability of results</li> <li>• Reported evidences that complementarities, collaborations and/or synergies fostered by UNDAF</li> </ul>	<ul style="list-style-type: none"> <li>• Primary data collection-interviews with the key stakeholders</li> <li>• UNDAF annual reports and other reports</li> </ul>

Evaluation Question	Judgement criteria	Indicators	Evidences and Data Sources
4.4. Does the UNDAF respond to the challenges of domestic capacity development and promote ownership of programmes?	<ul style="list-style-type: none"> <li>Degree to which UNDAF responded to the domestic capacity development needs</li> <li>UNDAF effects on perception of ownership of programmes and projects within UNDAF</li> </ul>	<ul style="list-style-type: none"> <li>Degree of alignment of capacity development programs delivered within UNDAF implementation with the capacity development needs of the domestic partners</li> <li>Opinion about appropriateness and responsiveness of capacity development programs to the stakeholders' needs</li> <li>Stakeholders opinion about ownership of programs, projects and results achieved within UNDAF implementation</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with the key stakeholders</li> <li>Analysis of best practices in capacity development</li> <li>Analysis of annual UNDAF reports</li> </ul>
4.5. To what extent UNDAF incorporates the SDGs agenda and how can the UNDS in BiH ensure that the Agenda 2030 is fully incorporated in the next UNDAF cycle?	<ul style="list-style-type: none"> <li>Extent to which UNDAF incorporated SDGs agenda</li> <li>Approaches to incorporate 2030 agenda in the next UNDAF cycle</li> </ul>	<ul style="list-style-type: none"> <li>The analysis of the extent to which SDGs have been incorporated in UNDAF</li> <li>Recommendations to incorporate the Agenda 2030 in the next UNDAF cycle</li> </ul>	<ul style="list-style-type: none"> <li>Primary data collection- interviews with the key stakeholders</li> <li>Reports on SDG implementation</li> </ul>
4.6. How well did the UNCT use its partnerships (with civil society/private sector/local government/ parliament/ human rights institutions/ international development partners) to improve its performance?	<ul style="list-style-type: none"> <li>The extent to which UNCT use its partnerships to improve performance and enhance ownership of UNDAF and its achievements</li> </ul>	<ul style="list-style-type: none"> <li>Stakeholders' opinions about the partnership, actual involvement and ownership of results achieved during the implementation of UNDAF</li> <li>Existence of mechanisms to ensure sectoral coordination and domestic participation during UNDAF implementation</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with the key stakeholders</li> <li>Meeting minutes from coordination meetings (sectoral/ SGD, other)</li> <li>UNDAF annual reports</li> </ul>
<b>5. Gender Mainstreaming and Human Rights</b>			
5.1. To what extent have the human rights-based approach and gender equality been considered and mainstreamed in the UNDAF chain of results?	<ul style="list-style-type: none"> <li>The extent to which gender equality and human rights-based approach have been considered and mainstreamed during UNDAF preparation</li> <li>Examples of best practices in promotion and mainstreaming HRBA and gender mainstreaming during formulation of UNDAF</li> </ul>	<ul style="list-style-type: none"> <li>The evidences that confirm that UNDAF programming principles have been mainstreamed during the design of UNDAF</li> <li>Opinions of the UN representatives about the degree of mainstreaming of HRBA and gender equality during UNDAF preparation</li> <li>Examples (positive and negative) that show influence of UNDAF programming principles on success (or failure) in UNDAF implementation</li> </ul>	<ul style="list-style-type: none"> <li>The analysis of the Common Country Assessment (CCA) and reflection of the core programming principles</li> <li>Interviews with the key UNDAF stakeholders</li> </ul>

Evaluation Question	Judgement criteria	Indicators	Evidences and Data Sources
5.2. To what extent have the results achieved during the implementation of UNDAF contributed to mainstreaming of human rights and gender equality in Bosnia and Herzegovina?	<ul style="list-style-type: none"> <li>The extent to which gender equality and human rights-based approach have been considered and mainstreamed during UNDAF preparation</li> <li>Examples of results achieved during the UNDAF best practices in promotion and mainstreaming HRBA and gender mainstreaming during formulation of UNDAF</li> <li>The UNCT-SWAP Gender Scorecard that captured UN country-level gender mainstreaming practices and performance</li> </ul>	<ul style="list-style-type: none"> <li>The evidences that confirm that UNDAF programming principles have been mainstreamed during the design of UNDAF</li> <li>Opinions of the UN representatives about the degree of mainstreaming of HRBA and gender equality during UNDAF preparation</li> <li>Examples (positive and negative) that show influence of UNDAF programming principles on success (or failure) in UNDAF implementation</li> <li>Results of the UNCT-SWAP Gender Scorecard during the period of evaluation</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of UNDAF and programming process</li> <li>Interviews with the key stakeholders</li> <li>Analysis of the UNCT SWAP Gender Scorecard</li> </ul>
5.3. To what extent has the specific focus area for empowerment of women contributed (or negatively affected) gender mainstreaming work?	<ul style="list-style-type: none"> <li>The extent to which UNDAF results and achievements under the focus area Empowerment of women contributed to gender mainstreaming work</li> </ul>	<ul style="list-style-type: none"> <li>Opinion of the representatives of the UN Agencies about the extent to which results and achievements under the focus area Empowerment of women contributed to gender mainstreaming work</li> <li>Examples (positive and negative) how specific focus area for empowerment of women contributed (or negatively affected) gender mainstreaming work counterproductive</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of UNDAF and programming process</li> <li>Interviews with the key stakeholders</li> </ul>
<b>6. UNDAF programming principles</b>			
6.1. To what extent have the UNDAF programming principles <sup>179</sup> been considered and mainstreamed in the UNDAF chain of results?	<ul style="list-style-type: none"> <li>The extent to which UNDAF made use and promoted UNDAF programming principles during its design and implementation</li> </ul>	<ul style="list-style-type: none"> <li>Examples that UNDAF promoted core programming principles equality during its programming and implementation</li> <li>Opinion of the representatives of the UN Agencies about the extent to which UNDAF promoted and benefited from use of human rights and gender equality</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of UNDAF and programming process</li> <li>Interviews with the key stakeholders</li> </ul>

<sup>179</sup> The UNDAF core programming principles are environmental sustainability, results-based management, capacity development and human rights-based approach and gender equality.

Evaluation Question	Judgement criteria	Indicators	Evidences and Data Sources
6.2. <i>To what extent did UNDAF strengthen the capacities for data collection and analysis to ensure disaggregated data on the basis of race, colour, sex, geographic location, etc. and did those subjects to discrimination and disadvantage benefited from priority attention?</i>	<ul style="list-style-type: none"> <li>The extent to which UNDAF strengthen the capacities for collection and analysis of disaggregated data</li> </ul>	<ul style="list-style-type: none"> <li>Examples that serve to confirm that disaggregated data has been collected and analysed/ used for policy and decision-making processes</li> <li>Opinion of stakeholders about increased capacities for collection and analysis of disaggregated data</li> </ul>	<ul style="list-style-type: none"> <li>Analysis of UNDAF and programming process</li> <li>Interviews with the key stakeholders</li> </ul>
6.3. <i>Did the UNDAF effectively use the principles of environmental sustainability to strengthen its contribution to country development results?</i>	<ul style="list-style-type: none"> <li>The extent to which UNDAF used principles of environmental sustainability to strengthen its results and contribution to the country development goals</li> </ul>	<ul style="list-style-type: none"> <li>Examples of UNDAF achievements that promoted and ensured environmental sustainability</li> <li>Reported progress related to environmental sustainability</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with the key UNDAF stakeholders</li> <li>Annual UNDAF progress reports and other documents</li> </ul>

