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**REPORT OF THE EVALUATION OF THE  
UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK  
(UNDAF) (2010 – 2014)  
Bosnia and Herzegovina**

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## List of acronyms and abbreviations

<b>AECID</b>	The Spanish Agency for International Development Cooperation
<b>BCPR</b>	Bureau for Conflict Prevention and Recovery (UNDP)
<b>BiH</b>	Bosnia and Herzegovina
<b>BHMAC</b>	Bosnia and Herzegovina Mine Action Center
<b>CCA</b>	Common Country Assessment
<b>CDS</b>	Country Development Strategy
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women
<b>CERD</b>	International Convention on the Elimination of all Forms of Racial Discrimination
<b>CPAP</b>	Country Programme Action Plan
<b>CRIA</b>	Child Rights Impact Assessment
<b>CRC</b>	Convention on the Rights of the Child
<b>CSO</b>	Civil Society Organization
<b>DEP</b>	BiH Directorate for Economic Planning
<b>DEI</b>	BiH Directorate for European Integration
<b>DGTF</b>	Democratic Governance Trust Fund (UNDP)
<b>DHS</b>	Demographic Health Survey
<b>DRR</b>	Disaster Risk Reduction
<b>EBRD</b>	European Bank for Reconstruction and Development
<b>EC</b>	European Commission
<b>EIB</b>	European Investment Bank
<b>ESSPROS</b>	European System on Integrated Social Protection Statistics
<b>EU</b>	European Union
<b>EUR</b>	Euro
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>FBiH</b>	Federation of Bosnia and Herzegovina
<b>GDP</b>	Gross domestic product
<b>GEF</b>	Global Environment Fund
<b>GFAP</b>	General Framework Agreement for Peace
<b>IASCI</b>	International Agency for Source Country Information
<b>IBFAN</b>	International Baby Food Action Network
<b>ICESCR</b>	International Covenant on Economic, Social and Cultural Rights
<b>ICCPR</b>	International Covenant on Civil and Political Rights
<b>ICPAMW</b>	International Convention on the Protection of All Migrant Workers
<b>IDP</b>	Internally displaced persons
<b>IFAD</b>	International Fund for Agriculture and Development
<b>IFC</b>	International Finance Corporation
<b>IFI</b>	International Financial Institutions
<b>ILO</b>	International Labour Organization
<b>IMF</b>	International Monetary Fund
<b>IOM</b>	International Organization for Migration
<b>KM</b>	Convertible Mark
<b>LFS</b>	Labor Force Survey
<b>LSMS</b>	Living Standard Measurement Survey
<b>MDG</b>	Millennium Development Goal
<b>MDG-F</b>	MDG Achievement Fund
<b>MEA</b>	Multi-lateral environment agreements
<b>MHRR</b>	BiH Ministry of Human Rights and Refugees
<b>MICS</b>	Multiple Indicator Cluster Survey
<b>MIS</b>	Management Information System
<b>MIPAA</b>	Madrid International Plan of Action on Ageing
<b>MoFTER</b>	BiH Ministry of Foreign Trade and Economic Relations
<b>MTDS</b>	Mid-Term Development Strategy
<b>MTEF</b>	Mid-Term Expenditure Framework
<b>NAB</b>	National Advisory Board
<b>NATO</b>	North Atlantic Treaty Organisation

<b>NHDR</b>	National Human Development Report
<b>NGO</b>	Non-Governmental Organisation
<b>OHR</b>	Office of the High Representative
<b>OSCE</b>	Organization for Security and Cooperation in Europe
<b>PAR</b>	Public Administration Reform
<b>PARCO</b>	BiH Public Administration Reform Coordinator's Office
<b>PHI</b>	Public Health Institute
<b>PIP</b>	Public Investment Projects
<b>PPP</b>	Public Private Partnership
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>RS</b>	Republika Srpska
<b>SAA</b>	Stabilization and Association Agreement
<b>SAC</b>	Small Arms Control
<b>SALW</b>	Small Arms and Light Weapons
<b>SIGMA</b>	Support for Improvement in Governance and Management
<b>SIS</b>	Social Inclusion Strategy
<b>SPIS</b>	Social Protection and Inclusion Policy
<b>UN</b>	United Nations
<b>UNCB</b>	UN Convention on Biodiversity
<b>UNCDD</b>	UN Convention on Desertification and land Degradation
<b>UNCT</b>	United Nations Country Team
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDG</b>	United Nations Development Group
<b>UNDP</b>	United Nations Development Programme
<b>UNFCC</b>	UN Framework Convention on Climate Change
<b>UNGASS</b>	United Nations General Assembly Special Session
<b>UNECE</b>	United Nations Economic Commission for Europe
<b>UNEP</b>	United Nations Environment Programme
<b>UNESCO</b>	United Nations, Educational, Scientific and Cultural Organization
<b>UNFPA</b>	United Nations Population Fund
<b>UN-HABITAT</b>	United Nations Human Settlements Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIDO</b>	United Nations Industrial Development Organisation
<b>UNICTY</b>	United Nations International Criminal Tribunal for the former Yugoslavia
<b>UNIFEM</b>	United Nations Development Fund for Women <sup>1</sup>
<b>UNISDR</b>	United Nations International Strategy for Disaster Reduction
<b>UNV</b>	United Nations Volunteers
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>USD</b>	United States Dollar
<b>ILO</b>	International Labour Organization
<b>WB</b>	World Bank
<b>WHO</b>	World Health Organization

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<sup>1</sup> UNIFEM was absorbed into the new entity UN Women on 1 January 2012

## Map of Bosnia and Herzegovina

Figure 1 Map of Bosnia & Herzegovina showing the two entities of BiH: Entity of the Federation of BiH and the Republika Srpska



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Finally thanks are given to all the representatives of national partner stakeholders (see Annex 2 People met) met in the context of the visits to Bihac and Banja Luka and meetings in Sarajevo with State, Entity and NGO authorities.



## EXECUTIVE SUMMARY

The UN Development Assistance Framework (UNDAF) (2010 – 2014) was prepared in 2008/2009 and signed by the representatives of nine Resident agencies<sup>2</sup> and five non-resident agencies (NRA)<sup>3</sup> in April 2009. The UNDAF envisaged UN system support with estimated resources of \$114,033,000 for four outcome areas: Governance (\$26.4 million), Social inclusion (\$110.5 million), Environment (\$18.3 million) and Human security (\$25.7 million).

Key features of the UNDAF document were two annexes, The first one, Annex 1 Results Matrix which identified the proposed Agency Outcomes (total 14) under the above four Outcome areas; the corresponding Outputs (totaling 65), the role of national partners, and the resource mobilization targets for each UN agency. The second one, Annex 2 Monitoring and Evaluation Matrix identified the Indicators at both outcome and output level (237) and Baselines for the Outputs, the means of verification and the assumptions and risks. These two documents were to constitute the primary tools for the design, implementation and monitoring of UN system support.

The UNDAF document envisaged<sup>4</sup> that a joint mid-term evaluation by the Government, UN system and other partners would take place at the mid-point of the UNDAF cycle, synchronized as far as possible with respective Agencies' mid-term Country Programme reviews in order to assess (i) whether the UNDAF had made the best use of the UN's comparative advantages in BiH; (ii) the coherence of the Agencies' contributions towards achieving national priorities; (iii) whether the UNDAF helped to achieve the selected priorities in the national development framework and (iv) the impact of capacity development initiatives. The purpose of the above was to provide the opportunity for any mid-course adjustments to ensure that UN efforts remain focused on BiH's national priorities and disseminate achievements, lessons learned and best practices as well as constraints encountered to enhance the design of the next UNDAF.

The UNDAF Final Evaluation was carried out between February and May 2013 and was made up of a desk review of available documentation (see Annex 3), a field visit to Bihac and Banja Luka, and a large number of meetings with stake holders at the state, entity and municipal level (see Annex 2). It was complemented by the mid-term reviews of UNICEF (December 2012), UNDP (February-March 2013) and UNFPA (June 2013) and coincided with the initial steps being made towards the preparation of the third UNDAF (2015 – 2019) which is due to be formulated during the last quarter of 2013. The findings and recommendations of the UNDAF evaluation are thus relevant for the formulation process of the new UNDAF.

The Evaluation benefited from substantial prior work carried out by the RCO Monitoring and Evaluation Unit in the form of the UNDAF Progress Report (2010 – 2012) and the 2012 Annual Review. These reports brought together information received from agencies on results achieved in connection with their respective Outcome Areas and Outcomes. In addition, the Progress Report contained an Annex consisting of a Matrix summarizing annual results in relation to the indicator targets for each Output and Indicator, and is represented by a colour coded traffic light rating system.

According to the Terms of Reference, the purpose of the Evaluation was essentially twofold: firstly to provide lessons of experience which could help in the formulation of the next UNDAF, and secondly to reflect on the impact of UN support on the UNDAF's outcomes. The evaluation process focused on two main thrusts, firstly relating to an assessment of substantive results achieved in relation to each Outcome area, agency and output, secondly on the process implications of these results on future planning, monitoring and management. Both have implications for the remaining management and monitoring of the on-going UNDAF as well as for the design of the next one.

The Report is made up of a number of chapters. Chapters 1 to 3 provide the context of the evaluation process. Firstly, Chapter 1 Introduction summarizes the scope of the Evaluation, its methodology and guiding principles, and a summary of how it was carried out. Chapter 2 Background to the UNDAF describes the UNDAF preparation process and its four main priorities, while Chapter 3 National development context provides a summary of some of the main issues which the UN system is addressing or needs to address. These should be borne in mind in assessing the relevance of the current UNDAF as well as potential future priorities for the next

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<sup>2</sup> UNDP/UNV, ILO, UNESCO, UNHCR, UNIFEM, UNFPA, IOM, WHO and UNICEF

<sup>3</sup> UNEP, UN-Habitat, IFAD, UNIDO and UNECE

<sup>4</sup> 5. Monitoring and Evaluation, page 29.

one.

Chapter 4 Review of substantive results highlights significant achievements in the four outcome areas. It follows a common format for each area, made up of sections on (i) Background, (ii) UNDAF goals for the Outcome area: (iii) National partners, (iv) Attainment of targets, (v) Financial contributions, and (vi) Summary of results.

The information provided for (i) to (iii) is drawn from the UNDAF document itself while that for (iv) is drawn from Annex 11 UNDAF Indicator Monitoring Matrix which gives ratings based on information given in Annex 1 of the UNDAF Review (2010-2011)<sup>5</sup>; that for (v) Financial contributions is provided by agencies and the RCO M & E Unit, but is incomplete (see Annex 12), and that for (vi) Summary of Results is derived from the UNDAF Review (2010 – 2011) and 2012 Progress Reports, and up-dating in some cases from agencies, particularly UNICEF in relation to 2. Social Inclusion. Some brief overall conclusions are drawn for each Outcome area, and recommendations on them are given in chapter 9.1.

Chapter 5 Review of Indicator Target: Achievement represents an attempt to draw out some observations on the extent to which outcome and output target indicators have been achieved. This is based on Annex 11, which is derived from Annex 1 of the 2010 – 2011 UNDAF Review, but up-dated so as to provide statistics at all levels on the basis of results achieved (green), on-track (yellow), unknown (information not available) (orange), not achieved (red) or not applicable (grey).

The results shown are promising, with 38.2% of the indicators achieved, 31.7% on track, 16.5% where information is not available, 10.0% not achieved, and 3.6% no longer applicable. The exercise validates the methodology developed as a tool to measure progress. However this depends on the scope and feasibility of indicators targeted, the quality of information gathered, and the need for systematic monitoring by thematic results groups.

Chapter 6 Financial contributions to UNDAF makes an assessment of resources mobilized for the UNDAF. Compared with estimated resource requirements given in the UNDAF (page 27), table 17 below raises the level of planned resources to \$179.3 million. However by the beginning of the fourth year (2013) of the UNDAF, resources delivered had reached \$176.5 million (or 98.5%). This had been reached thanks to substantial resource mobilization efforts of certain agencies (UNDP, UNHCR, IOM and FAO which together had mobilized about \$39.3 million than planned, which just compensated for the shortfalls in funding from IFAD (\$41.2 million) and UN Habitat (\$1.6 million).

In addition, it was noted that two agencies delivered all their planned resources (UNICEF and UNESCO), seven agencies exceeded their planned resources (UNDP, ILO, IOM, UNHCR, UNIFEM/UN Women, WHO and UNEP, while six agencies failed to reach their planned targets (UNV, UNFPA, UNIDO, UNECE, IFAD and UN Habitat. One agency, FAO, had delivered resources which had not been planned for in the UNDAF.

In terms of the distribution of resources. Social Inclusion claimed the largest proportion (\$71.4 million or 40.5%), followed by Human Security (\$62.5 million or 35.4 %), Democratic Governance (\$24.0 million or 13.6%) and Environment (\$18.5 million or 10.5%).

The evaluation exercise attempted to provide a disaggregated picture of the distribution of resources by CP outcome, projects, agencies, by year and total, and source of funding (core and non-core). Regrettably, this exercise could not be completed due to the absence of financial information received from some agencies. Nevertheless, the exercise was considered worthwhile as a means of identifying projects and resources, and their links with UNDAF outcomes and outputs and it is recommended that higher priority be given in future to monitoring financial information on a more disaggregated basis, and for developing appropriate instruments and practices for generating and analyzing financial information as an essential tool for effective UNDAF management.

This highlighted the fact that in many instances, agency support is not specifically or clearly linked to UNDAF outcomes and outputs. It is therefore recommended that as far as possible, planned agency support at the project level is clearly identified in the UNDAF Results Matrix, according to its respective outcome and outputs. This would help to remind agencies and project managers of the need to plan specific roles and results for the

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<sup>5</sup> The format for this table, and particularly the traffic light ratings columns, was developed in the context of the present evaluation. It should be developed further to make a clearer distinction between outcome indicators (by definition outside the control of UN support) and output indicators. Annex 12 shows the following indicators: UNDAF Outcome (12), CP Outcome (50) and Output (187) or a total of 249.

attainment of UNDAF outcomes and outputs, and to monitor results in relation to both UNDAF and project goals.

Chapter 7 UNDAF Analysis, focuses on specific concerns of the Terms of Reference. These include the need to assess the quality of the UNDAF and its results in terms of the key evaluation criteria of relevance, effectiveness, efficiency and sustainability. Given the broad scope of the UNDAF, it was not possible to summarise the results in this regard for each of the outcomes and outputs, and the corresponding agency support through projects.

This is addressed more generically, and concludes that with respect to relevance, the UNDAF support has been highly relevant and complied with national priorities and supported national capacity to comply with international conventions. As for effectiveness, the Evaluation noted that the indicator ratings exercise described in chapter 5 and Annex 11, were most positive, and that UN support had contributed well to the achievement of a large array of results. Observations are made on the need to design an appropriate methodology and format for data collection and analysis if fair assessments are to be made at the UNDAF level. With regard to efficiency, the assessment of this feature proved to be challenging without adequate criteria or data to back it up, not only at the project level, but at the UNDAF one. The definition of “efficiency” in terms of “The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.) proved also to be more ambitious than time or information would allow. Nevertheless, the area of resource mobilized was singled out as one area of efficient management. In broader terms of UNDAF management and lessons of experience, the Findings given in section 8.3 and the Recommendations in section 9.5 suggest that there are significant areas where substantial improvements in the management of the UNDAF process at every stage could improve its use as a coordination tool for Delivering as One and increasing impact. Finally, with regards to sustainability, while recognizing the need for increased clarification and precision in identifying sustainability criteria at the UNDAF level, many examples are given of thematic areas where projects have designed and delivered support to strengthen national capacity in terms of systems, institutions, trained personnel, etc.

This chapter also addressed additional evaluation topics relating to enabling and explanatory factors; UN coordination; the application of the five UNDAF programming principles of the application of a human rights-based approach, gender equality, environmental sustainability, results-based management and capacity development. Finally, this chapter explores the application of a number of other factors in the context of the UNDAF, notably relating to the use of the UN system’s partnerships (including through joint programming initiatives), ownership by stakeholders (including non-resident agencies, the use of risk analysis, responsiveness to change, and harmonization at the operational level.

Chapter 8 Findings draws together some of the main observations derived from the preceding chapters. It concludes that the UNDAF is on track and on target (8.1) and has many positive examples and evidence of relevant and strategic support to the achievement of UNDAF outcomes, CP outcomes and outputs. Substantive findings are then summarized for the four Outcome areas (8.2). However, it also takes notes of some lessons of experience (8.3) relating to process considerations. These concern issues relating to the UNDAF design side, implementation, management, monitoring which need to be addressed during the remaining period of the UNDAF and in the design of the new one. The chapter concludes with a table showing the options for change and staffing implications.

Finally, Chapter 9 Recommendations, identifies a number of areas in which merit further reflection and follow-up action in order to address some of the observations and findings of the previous chapters. These relate to the organisation of UN system support in the substantive areas of each UNDAF outcome area and CP outcome (9.1). Secondly it reflects on needs for the CCA process, in particular relation to the establishment of Results Groups (9.2.1) along the lines of those proposed in the new undg “Standard Operating Procedures for countries wishing to adopt the “Delivering as One” approach (22 March 2013). A suggested structure and breakdown is given as a basis for discussion (Table 20), while recognizing that practical issues such as staffing and time need to be taken into consideration for effective groups to be constituted. To assist in the design work of new programming priorities, the chapter suggests the use of a tool in the form of “joint programming documents (JPDs) (9.2.2) and their rationale, particularly for the strategic prioritization for the next UNDAF (9.2.3). The above is considered as necessary design work for the preparation of the next UNDAF (9.3), and its component parts (UNDAF “Light”, with Results Matrix, using a common DaO format (9.3.3) and Annual Work Plan by thematic area (9.3.4). This chapter continues with suggested improvements in UNDAF Monitoring and evaluation (9.4), to include monitoring (9.4.1), evaluation (9.4.2), financial reporting (9.4.3) and the

establishment of an UNDAF data base (9.4.4). Finally, the chapter concludes with a recommendation on a suggested management structure for the UNDAF made up of a Government/UN Steering Committee, an UNDAF Steering Committee, the RC Office, Results Groups, and agencies.

These are presented in chapter 6 - Findings and can be summarized as follows:

- 1) Design: The UNDAF was quite well designed in terms of measurable outputs and indicators. But the wording of outcome and output statements was on the whole excessively long and imprecise, presenting particular challenges for the design of agency support and monitoring. Furthermore themes of these outcomes and outputs were not always clear due to the multiplicity of goals in each one, resulting in the need to prepare short summary thematic statements for each one, for ease of reference (See Annex 4). A clear thematic summary should have been introduced at the design stage, for the sake of clarity. The Evaluation found that many of the individual output lines were not defined in clear thematic or sectoral terms with the result that it was difficult for agencies to place their support under a relevant line, and which in any case may have differed from those used in agency CPs. The lack of clear sectoral lines such as for the social sectors ( health, education, social protection) or for the productive sectors (agriculture, rural development, industry, services, etc.) meant that the entry points for the relevant agencies was confusing. Finally, it was felt that certain substantive areas were misplaced (e.g. water with biodiversity (3.2.3) and HIV/AIDs under 4. Human security.
- 2) Implementation: Despite the questionable design of the Results Matrix, the main thematic thrusts of the UNDAF in the form of outcomes and outputs were largely supported by UN agencies. The updating of the performance rating exercise carried out for the 2010-2011 PR (see Annex 13) led to an assessment that by the end of 2012 40% of indicator targets had been achieved, 30% were on track, 16% needed further clarification, 10% had not been achieved and 4% were no longer relevant. After three years of support and two more still to go, such results are commendable, with a good probability that during the remaining period of the UNDAF a high proportion of the targets will be achieved.
- 3) Management: The management arrangements foreseen in the UNDAF document, particularly the creation of an UNDAF Steering Committee, made up of members of the UNCT and of Working Groups, were disbanded by the UNCT as not providing sufficient value added vis-à-vis the work required. Instead, ad hoc issue-specific technical working groups were established. It is felt that this withdrawal of a formal oversight and management structure deprived the UNDAF of a necessary tool to facilitate its management and monitoring.
- 4) Monitoring: Notwithstanding the positive step of preparing the 2010 – 2011 Progress Report and Annex, and 2012 Annual Report, the presentation of the narrative information received from agencies was not linked to outputs, nor was evidence shown of its impact on the outcome, thus making monitoring of the results extremely challenging.

In order to address the issues raised by the above Findings, the Evaluation made the following Recommendations: (see chapter 7)

- 1) Design: Use of the “Light” version of the UNDAF Guidelines, while retaining the levels of Outcome and Output in the Results Matrix, but with fewer indicators; The UNDAF would be made up of coordinated support to selected thematic and sub-thematic areas, organized according to a common model and format in order to promote joint programming in all areas, with full complementarity and coordination between UN agencies and national partners; A regrouping of output lines in order to bring together UN system support according to agreed criteria (preferably along sectoral and cross-cutting lines)<sup>6</sup>; Due account should be taken of sectoral and other classifications used by government and other donor partners, so as facilitate coordination.
- 2) Implementation: This would require the use of appropriate tools, and could include:
  - (i) Use of thematic “joint programming documents”<sup>7</sup>, which would be prepared according to a common yet flexible, format. Such “JPDs” would present a situation analysis of the thematic area being addressed, a summary of national policy frameworks designed to address the relevant issues; a

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<sup>6</sup> It is recognized that this may not be possible during the present UNDAF but should be applied in the next one.

<sup>7</sup> Joint Project documents, signed by more than one agency could also serve as a JPD, if all interested UN agencies are participating in them.

summary of past UN and other cooperation in this area; a description of future needs in terms of UN system support and financial resources to be mobilized, and management arrangements for implementation.

(ii) Thematic/JPD annual work plans covering the entire theme, to be supported by agencies using mutually agreed modalities (joint project, separate projects and funding, etc.)

3. Management: Three layers of oversight and management should be established;

(i) The restoration of the UNDAF Steering Committee, made up of UNCT members;

(ii) The restoration of “Outcome area groups” but with a suggested change of name and concept to “Strategic Working Groups” (SWG), headed by a head of agency, and responsible for several TWGs;

(iii) The institutionalization of Thematic Results Groups (TRG)<sup>8</sup> responsible for the design, facilitation and monitoring of joint UN system support to each thematic area.

4. Monitoring: UNDAF monitoring would take place on thematic lines, managed by the TWGs, which would complete reports based on the annual work plan. The format of these reports would be designed to serve a number of different levels of user, namely:

(i) *Project management*, so as to be able to take corrective action in a timely way, as necessary;

(ii) *UN agencies*, so that they can take account of the results achieved with their support;

(iii) *UNCT*, in its capacity of an UNDAF Steering Committee, and the Heads of Agency chairs of “Strategic Objectives” Groups, in order to inform the UNCT and SWG chairs on the results achieved in each thematic area;

(iv) *RCO Secretariat*, so as to develop an UNDAF data base of (a) Substantive results by UNDAF outcomes, outputs, indicators and targets; (b) Agency support to each outcome and output by project; (c) Financial information of resources targeted, mobilized and delivered; This information should be provided by results groups and agencies, with the help of agency M & E and finance officers.(v) *UN Communications*, so as to provide material which could be used for wider information services.

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<sup>8</sup> The new UNDAF Standing Operating Procedures (SOP) foresee the creation of « Results Groups », for which a distinction between the broader higher level « Strategic » and a more technical and programmatic level « Thematic » is recommended.

# 1. INTRODUCTION

## 1.1 Scope of the Evaluation

The present evaluation process is made up of two parts: the first relating to the UNDAF document and the second to the UNDP Country Programme Action Plan (CPAP), both of which are described in the Terms of Reference (See Annex 1.). The UNDP evaluation was included in the same exercise due to the large proportion of total resources (approximately 58.8% - see table 13, chapter 6.1) on the UNDAF Annex1 1) entitled **Evaluation Scope, Purpose and Objectives** identifies five main areas of concern, namely:

(i) To strengthen accountability and lessons learned:

*"Findings of the evaluation will be used for improving accountability and for learning what has worked, what has not and why."*

The context for this need is that *"the UNDAF evaluation is foreseen to provide important information for strengthening programming and results at the country level, specifically informing the planning and decision-making for the next UNDAF programme cycle (2015-2019) and for improving United Nations (UN) coordination at the country level. The new Common Country Assessment (CCA) is planned to be completed by mid-2013 and the new UNDAF document development is planned to be started in the second half of 2013. The evaluation report will be an important document to inform and guide both CCA and the new UNDAF development cycle."*

(ii) To assess programme performance

*"An UNDAF evaluation is a programmatic evaluation that assesses performance against an UNDAF 2010-2014 framework, its strategic intent and objectives. National development outcomes are contained in the results framework against which the UNCT contribution needs to be assessed. As such, this country-level evaluation is to be carried out jointly with the UNCT and the overall approach is participatory and orientated towards learning how to jointly enhance development results at the national level."*<sup>9</sup>

(iii) Key evaluation questions

- (a) Relevance. The extent to which the objectives of UNDAF are consistent with country needs, national priorities, the country's international and regional commitments, including human rights (Core human rights treaties, including ICCPR, ICESCR, ICERD, CEDAW, CPRD, CRC, etc.) and the recommendations of human rights mechanisms (including the treaty bodies, special procedures and UPR), sustainable development, environment, and the needs of women and men, girls and boys in the country;
- (b) Effectiveness. The extent to which the UNCT contributed to, or is likely to contribute to the outcomes defined in the UNDAF. The evaluation should also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed;
- (c) Efficiency. The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.).
- (d) Sustainability. The extent to which the benefits from a development intervention have continued, or are likely to continue after it has been completed.

(iv) Additional evaluation topics of interest

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<sup>9</sup> However, a caveat is given to this purpose through the recognition that "Given that (a) outcomes are, by definition, the work of a number of partners, and (b) UNDAF outcomes are set at a very high level, attribution of development change to the UNCT (in the sense of establishing a causal linkage between a development intervention and an observed result) may be extremely difficult and in many cases infeasible."

Notwithstanding these conceptual and operational challenges which were recognized to be unrealistic, the evaluation focused on a review of the achievement of outcome and output indicators for the period 2010 – 2012, building on the initial results of the 2011 – 2012 Progress Report (see chapter 4). It highlighted the need to improve the methodological tools for the next UNDAF reviews in order to strengthen accountability and lessons learned: Findings of the evaluation will be used for improving accountability and for learning what has worked, what has not and why."

This included a review of:

(a) Enabling / explanatory factors While assessing performance using the above criteria the evaluation needs to identify the various factors that can explain the performance. This will allow lessons to be learned about why the UNCT performed as it did;

(b) UN Coordination Did UN coordination reduce transaction costs and increase the efficiency of UNDAF implementation? To what extent did the UNDAF create actual synergies among agencies and involve concerted efforts to optimise results and avoid duplication?

(c) Five UNDAF Programming Principles To what extent have the UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) been considered and mainstreamed in the UNDAF chain of results? Were any shortcomings due to a failure to take account of UNDAF programming principles during implementation?

- To what extent did the UNDAF make use of and promote human rights and gender equality standards and principles (e.g. participation, non-discrimination, accountability, etc.) to achieve its goal?
- 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, subject to discrimination and disadvantage, benefit from priority attention?
- Did the UNDAF effectively use the principles of environmental sustainability to strengthen its contribution to national development results?
- Did the UNDAF adequately use RBM to ensure a logical chain of results and establish a monitoring and evaluation framework?
- Did the UNDAF adequately invest in, and focus on, national capacity development? To what extent and in what ways did UNDAF contribute to capacity development of government, NGOs and civil society institutions?

a) Other factors

A number of country-specific factors that have affected the performance of the UNCT in the framework of the UNDAF need be examined:

- How well did the UNCT use its partnerships (with civil society/private sector/local government/parliament/national human rights institutions/international development partners) to improve its performance?
- Regarding ownership of objectives and achievements, to what extent was the “active, free, and meaningful” participation of all stakeholders (including non-resident agencies) ensured in the UNDAF process? Did they agree with the outcomes and continue to remain in agreement? Was transparency in policies and project implementation ensured? What mechanisms were created throughout the implementation process to ensure participation?
- Did the UNCT undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributed are not lost? To what extent are the benefits being, or are likely to be, maintained over time.
- How adequately did the UNCT respond to change (e.g. natural disaster, elections) in planning and during the implementation of the UNDAF?
- To what extent have harmonisation measures, at the operational level, contributed to improved efficiency and results?

## ***1.2 Methodology and guiding principles***

In order to accumulate and analyse information which would be relevant to addressing the above criteria, a series of tools were used, namely:

- (i) A “Relevance and design matrix” to identify the relevant national planning frameworks, regional and international commitments and human rights instruments which were relevant to each outcome

and output;

- (ii) An “UNDAF Targets Monitoring Matrix” to complement Annex 1 of the UNDAF Progress Report for 2010 – 2011, and the 2012 Annual Review, and to give an idea of UN system effectiveness in reaching UNDAF outcomes and outputs;

This matrix (see Annex 13 - is an expanded version of Annex 1 of the 2010 – 2011 Progress Report) with additional columns to indicate the rate of attainment of each outcome, output, and indicator using a traffic light system, and graphs to illustrate the totals.

- (iii) An UNDAF Financial matrix,<sup>10</sup> to record annual and total expenditures of each project according to their respective outcome and output. The purpose of this matrix is to provide a tool which helps to assess UN system support according to a larger number of indicators than was given in the Outcome based tables given in the PR and AR, namely by:

- 1) Outcome area;
- 2) Outcome (14);
- 3) Output (65);
- 4) Year - individual years for 2010 – 2014 by expenditures (2010 – 2013) and budgets (2013 – 2014), with totals;
- 5) Source of funds (Core and non-core);
- 6) Project;
- 7) Agency.

- (iv) Separate tables were also produced to quantify (i) Agency participation in the in the UNDAF’s outcome and output areas (Annex 6) and the extent of joint programming (Annex 11).

In addition, meetings with agency representatives, programme staff and an analysis of substantive reports and financial information were used to obtain a fuller picture of the results and impact of UN system support on the attainment of the outcomes and outputs envisaged in the UNDAF.

### ***1.3 Conduct of the Evaluation***

The Evaluation exercise was carried out under the supervision of Ms. Envesa Hodzic-Kovac, Development, Research, M & E Specialist in the UN RC Office, and with the assistance of Ms. Emina Durmo who facilitated meetings and logistics.

The first week (18 – 22 February, 2013) was devoted to preparing an UNDAF Evaluation Inception Report in order to up-date the initial proposal of the consultant in the light of the realities of the information available, and that which had to be obtained. A draft report was submitted on 22 February, and discussed during the second week, with an up-dated version submitted on 4 March.

During the first two weeks (18 – 29 February) a series of meetings were held with UN agency heads and staff, and UNDP programme and financial staff (see Annex 2) in order to discuss their UNDAF experience, to obtain additional documentation of various types (substantial, financial, managerial, etc.) and to test out possible changes which might be needed in order to strengthen the UNDAF process and results.

The third week (4 – 8 March) was devoted to drafting both the UNDAF and UNDP CPAP Evaluation Reports, particularly in analyzing information available in relation to the three criteria mentioned in 1.2 above, and in discussing findings and potential recommendations with relevant staff.

The fourth week (11 – 15 March) focused on field visits to projects and national partners in the two entities of the Federation of BiH (Bihac) and Republika Srpska (Banja Luka).

The fifth week (18 – 22 March) was devoted to further meetings with national stakeholders (see Annex 2 People met) and facilitating an M & E Workshop for the M & E Focal Points in each agency. The purpose of this Workshop was to share current issues relating to the design, monitoring and management of the UNDAF and to present the initial findings and recommendations of the Evaluation, which has particular relevance to the preparation of the next UNDAF and of its design, operational, monitoring, and communications needs.

The sixth week (25 – 29 March) was devoted to finalizing the UNDAF and UNDP CPAP Evaluation Reports and

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<sup>10</sup> In view of the absence of full financial information from all agencies, this Matrix could not be completed.



participating in the UNCT Retreat on 26-27 March, whose subject matter was very relevant to the issues raised in the present Evaluation Report.

The draft Evaluation Report was then up-dated to reflect this feedback, particularly relating to the review of substantive results (4.2) as well as their implications for the preparation of the next UNDAF.

During the course of the evaluation, meetings were held with representatives of 12 UN agencies, 6 national stakeholders in Bihac, 13 RS entity stakeholders in Banja Luka, and 15 national, FBiH entity and NGO stakeholders in Sarajevo..

## 2. BACKGROUND OF THE UNDAF

### *2.1 Preparation process and context<sup>11</sup>*

At the time of the preparation of the current UNDAF, the development context of Bosnia and Herzegovina (BiH) is firmly grounded in the country's aspiration of membership in the European Union (EU). The signing of the Partnership for Peace Agreement with NATO in late 2006 and the Stabilization and Association Agreement (SAA) in June 2008 has generated a positive momentum for further reforms.<sup>12</sup> Nonetheless, the human development challenges in BiH persist. The country is undergoing major transitions in its development path, political system and economy, while still dealing with the legacy of the war and an overly-complex political structure. At the same time, the process of EU accession requires and demands equitable socially inclusive development based on human rights.

In this regard and in line with the United Nations reform process launched in 1997, the UN Country Team (UNCT) in BiH developed the second United Nations Development Assistance Framework (UNDAF), for the period 2010 - 2014. With the 2008 Common Country Assessment (CCA), UNDAF provided a framework for coordinated UN development assistance. Through the UNDAF, the UNCT aims to increase the efficiency and effectiveness of its support to the Government in addressing the national development priorities, while taking into account the development frameworks of the Millennium Declaration and the Millennium Development Goals (MDGs). The 2010 - 2014 UNDAF recognized EU accession as the overarching national priority, and the document is fully aligned with the Paris Declaration principles as well as with international conventions and treaties signed by the Government.

The development agenda in BiH is, and continues to be complex. While the country has made significant progress in terms of economic stability and steady growth, the intricate political and administrative structure complicates the delivery of development results. Consensus building and decision making involved the State Government, the two Entities (the Federation of Bosnia and Herzegovina and Republika Srpska) and Brčko District. The Federation of BiH is in turn sub-divided into 10 Cantons, each with primary responsibility for service delivery.

Although BiH had experienced stable GDP growth averaging approximately 6% per year since 2000, the unemployment rate remained high at 23.4%<sup>13</sup>. The large informal sector was likely to continue, as well as the high unemployment rate for youth, with young women especially affected. During the UNDAF period the poverty situation in BiH remained that of relative poverty, with close to one fourth of the population at risk of poverty, while over half faced some form of exclusion. The most vulnerable included the elderly, persons with disabilities, displaced persons, returnees, refugees and asylum seekers, Romany, families with two or more children, unemployed and low-skilled youth, and the national minorities or constituent peoples living in minority situations.

In 2008, 37% percent of displaced persons lived in poverty and the children from displaced or returnee families often experience exclusion due to stigmatization, segregated school curricula, lack of transportation to school or barriers to accessing basic services. Some 76% of Romany were without primary education and 92% were unemployed or working in the informal economy<sup>14</sup>.

Women in BiH were in a particularly precarious situation, experiencing three development challenges: exclusion from political processes, access to employment and gender-based violence. In the political sphere, women constituted only 9% of the political leadership at the State and Entity levels. The unemployment rate of 26.8% among women was higher than that among men (21.4%), and domestic violence research suggested that it was directed at women and children five times more often than at men.

At the outset of the UNDAF the social services and the social protection systems faced a set of challenges of their own. Entitlement to social protection assistance in BiH was largely based on status rather than need, while the

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<sup>11</sup> Source: UNDAF document, Introduction p.12-15

<sup>12</sup> <sup>1</sup> Council of Europe, 2008, "Honouring of obligations and commitments by Bosnia and Herzegovina", Doc .11700, 15 September 2008, 15 September

<sup>13</sup> The Agency for Statistics of Bosnia and Herzegovina (BHAS), the Federal Institute of Statistics, the Republic Institute of Statistics of the Republic of Srpska, 2007, *Labour Force Survey*.

<sup>14</sup> <sup>3</sup> UNICEF, 2007, *Social Exclusion with a Special Focus on Roma Children in South East Europe*

delivery of assistance at the local level was impeded by underfinanced and understaffed Centres for Social Work. The status-based approach meant that there were inefficient payments to people, such as war veterans and state pensioners, whilst many of those living in severe poverty received nothing. The education system, meanwhile, was characterized by high levels of ethnic discrimination and had attendance rates which were low compared to the rest of the region. The health system was fragmented and inefficient, while one fifth of the population were not covered by health insurance.

Parallel to these development challenges, BiH still had to deal with the legacies of war. Approximately 16% of households possessed illegal weapons, 3.4% of the territory was contaminated by mines and there were significant stockpiles of surplus arms and ammunition. In addition to the direct threat posed to human security, mine contamination hampered the development of sectors such as agriculture, environmental protection and tourism. While environmental protection was emerging as a priority for the Government, there was a lack of sufficient capacities, strong policy and a legal framework at the state-level. Despite serious challenges, both within the political and public sphere there was a high level of consensus about the country's future in the European Union. This was the context in which the Government was undertaking the national planning process, with a focus on aligning national strategies with the European Partnership and the Stabilization and Association Agreement (SAA). The centrality of the EU agenda called for a special form of cooperation with the UN, whereby UN assistance was congruent with the EU accession agenda, while reflecting the UN emphasis on human rights and inclusive development. The UN was well positioned to support the Government to develop the relevant capacities for EU accession, including those pertaining to absorption and implementation of the pre-accession financing mechanisms. Secondly, the UN's understanding of inclusive development was driven by the human rights-based approach to development, taking into account the responsibility of "duty-bearers", the Government and service providers, toward the "rights-holders", the people, and their ability to realise their inherent rights. On another level, the mandates of the UN agencies was firmly embedded within the UN Charter, and as such, the UNCT had a special obligation to provide support to the Government of BiH in fulfillment of its obligations and commitments vis-à-vis the international conventions and treaties.

The selection of the common United Nations development issues was guided by four specific considerations: the shift in the BiH agenda from post crisis to development, the EU accession process, the need to ensure that BiH meets its MDG targets and Millennium Declaration commitments by 2015 and the commitment of the Government to meet its human rights and other international convention obligations.

## ***2.2 UNDAF priorities***

The UNDAF identified four areas of cooperation for the United Nations support to the BiH Government and the civil society during the five-year UNDAF period: These sectors are in line with national and EU priorities, with a human rights based approach underlying all the interventions, and gender and youth issues mainstreamed across the programme.

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

### 3. NATIONAL DEVELOPMENT CONTEXT<sup>15</sup>

The development context of Bosnia and Herzegovina (BiH) continues to be firmly grounded in the country's aspiration of accession to the European Union (EU). The signing of the Partnership for Peace Agreement (PfP) with NATO in late 2006 and the EU Stabilization and Association Agreement (SAA) in June 2008 generated a positive momentum for further reforms. The SAA offers BiH increased aid and advice and recognizes it as a potential membership candidate. In 2012, BiH was slated to receive 107.8 million Euro (US\$144.4 million) in EU aid for political and economic reform under the Instrument for Pre-Accession Assistance (IPA). The EU has budgeted 111.8 million Euro (US\$149.8 million) in aid for BiH for 2013.<sup>16</sup> The country is undergoing major transitions in its development path, political system and economy, while still dealing with the legacy of the war and an overly-complex political structure. At the same time, the process of EU accession requires and demands equitable socially inclusive development based on human rights.

The current development agenda in BiH continues to be complex. While the country has made significant stride in terms of economic stability and steady growth, the intricate political and administrative structure complicates the delivery of development results. BiH is a state of three constituent people (Bosniaks, Croats, Serbs) residing in two entities - the Federation of Bosnia and Herzegovina (FBiH) and Republika Srpska (RS) - and Brcko, a district. While the RS has a centralised government, the FBiH is highly decentralised, with 10 Cantonal governments. The BiH administrative structures are thus cumbersome: 13 governance units, five levels of administration, and over 150 Ministries and 143 Municipalities.

In 2011, the economic recovery continued with real GDP growth accelerating slightly to 1.3% (World Bank estimate of 1.7% given on WB website. as compared to 0.7% a year earlier. Domestic demand revived, supported by a relatively stable inflow of remittances and slightly accelerating credit growth. Both private consumption and private-sector investment registered positive growth rates after the decline in 2009-2010. After being the main contributor to the expansion of the economy in 2010, external demand weakened in the second half of 2011 and export growth moderated significantly. At the same time, import growth accelerated – spurred by the recovering domestic demand –, thus resulting in a negative contribution of net exports to growth. Industrial production rose by 5.6% in 2011, up from 1.6% in the previous year, driven by export-oriented industries. However, the indicators available for 2012 suggest that the economic recovery had stalled, negatively affected by the worsened external environment.<sup>17</sup> The recovery was nevertheless still subdued and mainly driven by external demand. The fiscal situation eased somewhat as a result of fiscal adjustment measures implemented under the programme of the International Monetary Fund and increased revenues. However, medium-term fiscal sustainability was severely hampered by the failure to adopt the Global Framework for Fiscal Policies 2011-2013. The commitment to structural reforms and sound public finances remained weak and uneven across the country, and the quality of public finances remained low. Due to Bosnia and Herzegovina's strict currency board regime, which links the Konvertibilna Marka (KM or BAM) to the Euro, inflation has remained low.

Macroeconomic stability has been achieved with low inflation and GDP growth averaging 6% per year since 2000. The estimated real 2011 GDP growth was 1.6 per cent, which was lower, relative to earlier expectations and forecasts of over 2 per cent. The causes of lower growth were shocks which unexpectedly impacted the domestic economy, but also the lack of an adequate reaction and insufficient adjustment. The nominal value of gross domestic product was KM 25.95 billion. Unlike previous years, in 2011 the economy was exposed to more pronounced inflationary pressures, which also negatively affected overall economic activities. Inflation trends in 2011 were somewhat more pronounced and signaled that the average price increase was 3.7 per cent and it was 1.6 percentage points higher than the average price increase in 2010.<sup>18</sup> In December 2011, the annual inflation rate was 3.1 per cent, while during the year it reached as much as 4 per cent that was 1.0 percentage points higher than the inflation rate in the EU, and 0.6 percentage points higher in comparison with the Euro Area inflation rate. External debt of the general government was equal to 25.6 per cent of GDP, which was on the same level as in 2010, and a stabilization of the relative indebtedness in 2011 was evident, unlike

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<sup>15</sup> Source: Srebrenica Regional Recovery Programme, Mid-Term Evaluation (December 2012) (From Introduction, p.3)

<sup>16</sup> Bosnia and Herzegovina: Financial Assistance, at the EU Commission website,

[http://ec.europa.eu/enlargement/potential-candidates/bosnia\\_and\\_herzegovina/financial-assistance/index\\_en.htm](http://ec.europa.eu/enlargement/potential-candidates/bosnia_and_herzegovina/financial-assistance/index_en.htm)

<sup>17</sup> Ibid 2

<sup>18</sup> Annual Report 2011, Central Bank of Bosnia and Herzegovina.

2009 and 2010, when strong increases were recorded. Per capita income, measured in purchasing power standards (PPS), decreased to 29% of the EU average in 2011 from 30% in 2010. *Overall*, economic recovery gained some momentum in 2011 but this positive trend was reversed in early 2012.

With respect to employment and unemployment, according to the Labour Force Survey<sup>19</sup>, working age population numbered over 2.5 million in 2011, which was around 36 thousands, or 1.4 per cent, less relative to the preceding year. Of this number, inactive population accounted for about 1.4 million, or 56.0 per cent, and labor force accounted for about 1.1 million, or 44.0 per cent. Unemployment<sup>20</sup> remained at very high levels. Unemployment rate in BiH increased to 44.28 percent in October of 2012 from 44.21 percent in September of 2012. Historically, from 2007 until 2012, BiH unemployment rate averaged 42.68 percent, reaching an all time high of 46.63 percent in August of 2012 and a record low of 39.03 percent in May of 2008.<sup>21</sup> The Labour Force Survey (LFS), conducted annually in April/May following the International Labour Organisation (ILO)<sup>22</sup> methodology, showed an increase in the unemployment rate to 28% in 2012 from 27.6% a year earlier. Unemployment was particularly high among the young population (63.1% for people aged between 15 and 24, according to the LFS). A considerable decline in the number of employed persons is mainly a consequence of a slow economic recovery, occurring in the circumstances of a protracted exit from the crisis. With the global economic down-turn, performance is likely to weaken with a significant slowdown in growth expected; stagnating or even falling government revenues; and lower private investment rates. In this situation it will be difficult for the Government to tackle poverty reduction and the key issue of employment.

With respect to human rights, *economic and social rights* are guaranteed by the existing legal framework, but implementation remained weak due to fragmented levels of competence. A comprehensive State-level anti-discrimination law is in place but its scope remains limited and implementation weak. The protection of *women* against violence needs to improve, as does the social protection of *children*. *Respect for and protection of minorities*<sup>23</sup> and *cultural rights* are broadly ensured. Progress was made in implementing the Roma action plans on housing and employment. Some progress has been achieved concerning *refugees and internally displaced persons*. The revised strategy supporting the return process and ensuring proper implementation of Annex 7 to the Dayton/Paris Peace Agreement (DPA) is in place. BiH is a party to many international treaties related to human rights which are included in Annex I to the Constitution. The European Convention for the Protection of Human Rights and Fundamental Freedoms applies directly in BiH and overrides all other law. Related implementation programmes include the Gender Action Plan, the National Mine Action Strategy, and the National Strategy for Roma. Generally, the translation of conventions into laws and policies, as well as the creation of relevant institutions, has not occurred. Achieving the human rights ideals of the Millennium Declaration requires more time and attention by government.

Regarding poverty and social inclusion, BiH's Human Development Index (HDI) value for 2011 was 0.733 - in the high human development category - positioning the country at 74 out of 187 countries and territories. Between 2005 and 2011, BiH's HDI value increased from 0.717 to 0.733, an increase of 2.0% or average annual increase of about 0.4%. Between 1980 and 2011, BiH's life expectancy at birth increased by 5.2 years and expected years of schooling increased by 0.4 years. BiH's GNI per capita increased by about 38.0 per cent between 2000 and 2011. In BiH 0.8% of the population suffer multiple deprivations while an additional 7.0% are vulnerable to multiple deprivations. The breadth of deprivation (intensity) in BiH, which is the average percentage of deprivation experienced by people in multidimensional poverty, is 37.2%. The MPI, which is the share of the population that is multidimensionally poor, adjusted by the intensity of the deprivations, is 0.003. The percentage of BiH's population that lives in severe poverty is estimated at 50 per cent or more) and that is vulnerable to poverty at between 20 and 30 per cent).<sup>24</sup>

With regard to the environment, the BiH natural resource base including forests, water and minerals, holds

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<sup>19</sup> Ibid 4.

<sup>20</sup> In BiH, the unemployment rate measures the number of people actively looking for a job as a percentage of the labour force.

<sup>21</sup> Federal Office of Statistics, Federation of Bosnia and Herzegovina.

<sup>22</sup> European Commission, BiH 2012 Progress Report, Enlargement Strategy and Main Challenges 2012-2013, Brussels, 10.10.2012 SWD(2012) 335 final.

<sup>23</sup> <sup>22</sup> According to the Law on the protection of rights of persons belonging to national minorities, there are 17 national minorities in Bosnia and Herzegovina. The three constituent peoples – Bosniaks, Croats and Serbs – do not constitute national minorities.

<sup>24</sup> UNDP BiH Human Development Report 2011, Explanatory note on 2011 HDR composite indices.

great potential as one of the drivers of economic growth. Furthermore, the environment is not mentioned in the BiH Constitution and the state level mandate for environmental protection and management is limited. Instead, the regulation of environmental issues takes place at Entity level. There is some local level work in the form of Local Environmental Action Plans but there is limited funding for their implementation. While the Inter-entity Steering Committee for the Environment is a reasonably effective coordination body, the governments are making slow progress to meet the obligations of global environmental conventions on climate change and biodiversity. The Initial National Communication of Climate Change has however been finalized in 2009 for submission to the Government.<sup>25</sup> The recent requirement of the RS Government that all municipalities develop spatial plans, which are consistent with the Entity Spatial Plan, provides an opportunity for environmental protection and management issues to be addressed (in part) at the local level.

Gender-based inequality in BiH is pronounced in political and labour force participation. Only 9% of government positions are held by women (and the proportion of elected members who are women in the three SRRP municipalities is below that level), they constitute only 36% of the labour force (among the lowest in the region) and face a higher unemployment rate (26.8%) than men (21.4%).<sup>26</sup> The domestic violence research suggests that it is directed at women and children five times more often than at men. The Gender Development Index (GDI) value for 2009 was 61 with the greatest gender inequalities being in the area of 'empowerment', but near gender parity in education. In 2009, BiH's GDI ranked the country 83 out of 157 countries. Gender-based violence is of serious concern.

In terms of the Millennium Development Goals (MDGs), BiH has largely achieved MDG 1 (eradication of extreme poverty and hunger) through a number of programmes including social inclusion programming. MDG 5 (improve maternal health) has also been achieved, and is considered likely to achieve MDGs 4 (reduce child mortality), 6 (combat HIV/AIDS, malaria and TB) and some targets in MDG 7 (environmental sustainability) and 8 (global partnerships). If policy changes are made, BiH should also be able to achieve Goal 2 (universal primary education) but a major challenge will be achieving MDG 3 (Gender Equality and Women's Empowerment).<sup>27</sup>

With respect to economic development, capacity deficiencies<sup>28</sup> throughout the BiH business community, have resulted in a lack of competitiveness. Underdeveloped quality standardization and lack of organized supply systems have caused an inability to access final markets for private sector actors. These two underlying issues keep the BiH private sector from achieving its full output, employment, and associated poverty reduction potential. Another major consequence of this state of affairs is that BiH continues to struggle with a significant trade deficit (KM 7.30 billion in 2011, equal to as much as 28.1 per cent of GDP). An additional dimension of BiH's weak trade position is the unfavourable quality of the trade flow. The country generally exports low value-added goods and imports high value products.<sup>29</sup> The root causes of this poor performance include a lack of knowledge regarding professional business practices, and in particular research and development, innovation and marketing functions, and systematic value-added supply chain shortcomings that inhibit corporate growth and the associated employment generation.

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<sup>25</sup> Ibid 4

<sup>26</sup> United Nations Development Assistance Framework (UNDAF) - 2010-2014 for Bosnia & Herzegovina, UN Country Team, BiH, 2009.

<sup>27</sup> Further information on MDG trends and reasons for them is given in Progress towards the Realization of Millennium Development Goals in BiH, UNDP BiH.(2010) (<http://www.undp.ba/index.aspx?PID=36&RID=149>)

<sup>28</sup> Official estimates, Central Bank of BiH, 2006.

<sup>29</sup> Ministry of Foreign Trade and Relations, Action Plan 2008, Analyses of export and import per sectors, and in numbers.

## 4. REVIEW OF SUBSTANTIVE RESULTS

The UNDAF's Outcomes, Outputs and Indicators are distributed as follows:

Table 1 UNDAF (2010 - 2014) Numbers of Outcomes, Outputs and Indicators

	Outcomes	Outputs	Indicators
Outcome 1 Democratic Governance	4	18	55
Outcome 2 Social Inclusion	3	18	70
Outcome 3 Environment	3	13	27
Outcome 4 Human Security	4	14	65
<b>Total</b>	<b>14</b>	<b>61</b>	<b>237</b>

This chapter summarizes the substantive results achieved in assessing the effectiveness of UN system support, which have been documented in the 2010 – 2012 Progress Report and the 2012 AR (by outcome) and in the updated UNDAF Monitoring Matrix (Part II) (by output and indicator).

Each section below follows a common format consisting of (i) Background, (ii) UNDAF goals for the Outcome area: (iii) National partners, (iv) Attainment of targets, (v) Financial contributions<sup>30</sup>, (vi) Summary of results. The relevant outcome and output statements as given in the UNDAF document are given in *italics*.

### 4.1. DEMOCRATIC GOVERNANCE

#### (i) Background

In its preamble to the section on Democratic Governance, the UNDAF document stated that transparent, accountable and participatory governance is the key to ensuring inclusive development. BiH's challenges stem from a unique constitutional and administrative structure, with a lack of clearly delineated responsibilities among the institutional levels and duplicated structures. The current system of government and public administration, together with social spending, is according to the 2008 EBRD Report a major macroeconomic challenge as the level of consolidated public spending has been increasing as a percentage of GDP and is currently at around 44 percent. BiH's global ranking is in the bottom 20% of countries in terms of government effectiveness. The unusual characteristics of BiH's governance system are coupled with administrative challenges, which are reflected in policymaking, public finance and human resources management. While the EC, in its latest report on BiH<sup>6</sup>, commended the progress made in aligning legislation and policies with the European standards, it also stressed that the country's administrative capacity remains weak. The key capacity gaps in public administration that still need to be addressed include financial and procurement management, e-governance, monitoring and evaluation. At the local level the legal and administrative frameworks and resource allocations limit citizens' access to basic public services, which contributes to social exclusion."

#### (ii) UNDAF goals for the Outcome area:

The major thrust of UN support in the area of democratic governance in BiH are the strengthening of policy, institutional and human capacities of the Government at the State, Entity and local levels, as well as that of the civil society, with a view to fostering a more participatory policy-making process. Four areas of intervention were proposed:

1.1 The formulation of high quality evidence-based policies by the provision of technical assistance for data collection and analysis, with a particular focus on mechanisms that would strengthen the impact-analysis regarding socially excluded groups and migrant populations.

1.2 Public administration reform and local governance, in particular the modernization of public administration and public sector practices at all levels of the Government, in line with EU accession requirements. This includes support to the adoption of Standard Operating Procedures and resource management, and the introduction of e-governance systems; mainstreaming gender into the national policies through support to Gender Responsive Budgeting; the facilitation of social dialogue and promoting greater governance transparency and accountability through the establishment of BiH Social and Economic Council. In parallel, attention will be paid to supporting the local governance bodies through support in selected municipalities in activities aimed at

<sup>30</sup> NB These represent financial contributions for each of the four Outcome, and not expenditures.

participatory policy design, implementation and monitoring, with a focus on delivery social service.

1.3 Access to justice, especially related to the concept of transitional justice through support to the BiH Government and civil society to develop broader transitional justice strategies designed to recognize and remedy past abuses, such as truth-finding endeavours, memorials and reparation programmes. There will also be activities within the justice system and local stakeholders to enhance capacities pertaining to gender- specific issues and confidence in the relevant institutions.

1.4 Support to rights holders through strengthening the capacities of civil society, including those representing the most vulnerable groups, to actively participate in the decision-making process. Specific support will be aimed at enabling civil society to contribute to the policy-planning process and to develop their capacities to hold the authorities accountable for the ways in which public policies and resources correspond to the rights, needs and priorities of all citizens.

### (iii) National partners

These include, among others, the Directorate for Economic Planning, the Directorate of EU Integration, BiH Statistical Agency, the Entity Statistical Agencies, the BiH Ministry of Human Rights and Refugees, BiH Ministry of Civil Affairs, BiH Ministry of Foreign Affairs, line Ministries at the Entity and Cantonal levels dealing with the social sector, BiH Gender Equality Agency and the Entity Gender Centres, prosecution and court systems, media, and various non-governmental and civil society organisations, including children's, youth and women's networks. International partners will include the EC, World Bank, OSCE, OHR and bilateral cooperation agencies.

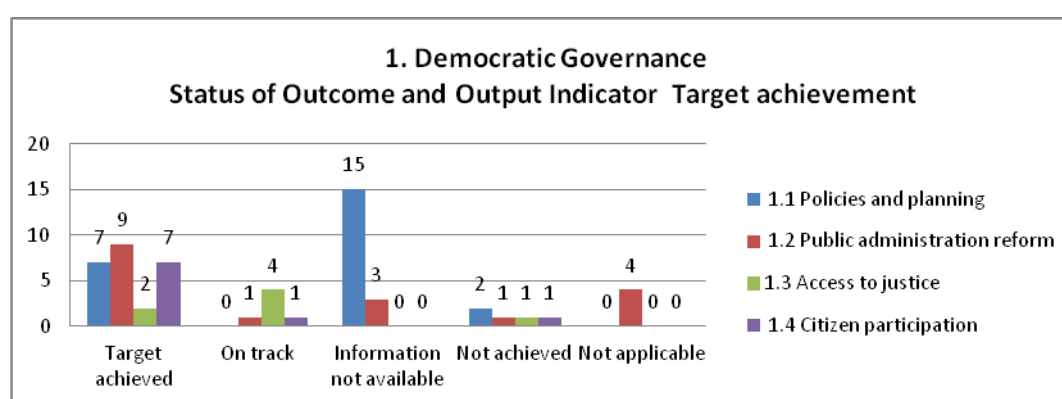
### (iv) Attainment of targets

According to the information available, and summarized in Annex 13, 43.1% of targets have been achieved, with 10.3% on track, for over 25 indicator targets. The figure should increase when information not available (31.0%) is clarified, with hopefully a large proportion in due course being rated as achieved, or at least on track

**Table 2 Democratic Governance – Achievement Ratings for Outcome and Output Indicators.**

1. DEMOCRATIC GOVERNANCE						
Out comes	Target achieved	On track	Information available not	Not achieved	Not applicable	TOTAL
1.1 Policies and planning	7	0	15	2	0	24
1.2 Public administration reform	9	1	3	1	4	18
1.3 Access to justice	2	4	0	1	0	7
1.4 Citizen participation	7	1	0	1	0	9
<b>Total</b>	<b>25</b>	<b>6</b>	<b>18</b>	<b>5</b>	<b>4</b>	<b>58</b>
<b>%</b>	<b>43.1</b>	<b>10.3</b>	<b>31.0</b>	<b>8.6</b>	<b>6.9</b>	<b>100.0</b>

**Figure 2 Status of Indicator Target Achievement – 1 Democratic Governance ( 2010 – 2014)**



### (v) Financial contributions

Table 5 below shows cost in financial terms of agency contributions to Outcome 1 as \$26.4 million or 15/0% of the total. For meaningful analysis, these need to be broken down by agency outcomes: 1.1 Policies and planning; 1.2 Public administration reform, 1.3 Access to justice showing the corresponding financial

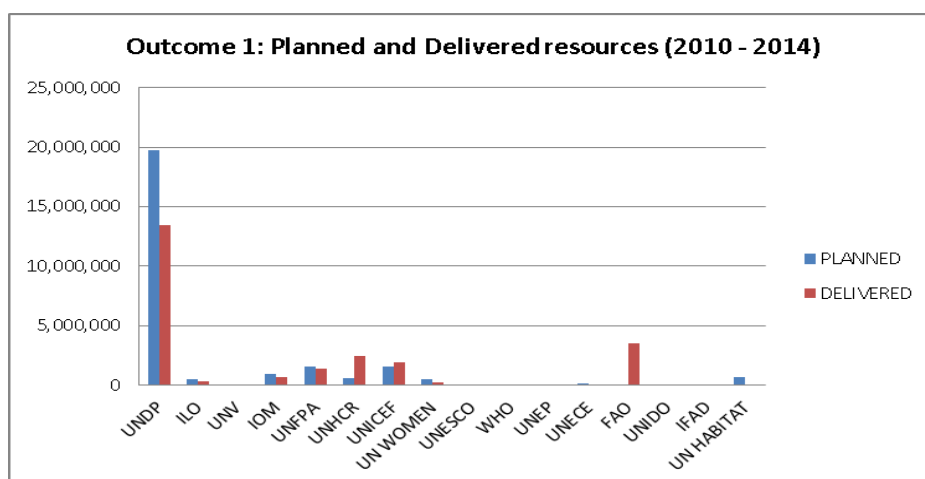


contributions and commitments from each project and agency.<sup>31</sup> for which more detailed financial monitoring will be required.

It should be noted that the size of agency financial commitments is not a full or adequate reflection of the value or scope of agency contributions, much of which may be provided in normative and qualitative terms rather than quantitative. Table 3 Outcome 1: Planned and Delivered Resources (2010 - 2014)

	AGENCY	OUTCOME 1	
		PLANNED	DELIVERED
1	UNDP	19,750,000	13,416,591
2	ILO	500,000	309,191
3	UNV	0	0
4	IOM	950,000	665,242
5	UNFPA	1,596,244	1,404,248
6	UNHCR	600,000	2,477,498
7	UNICEF	1,591,000	1,959,150
8	UN WOMEN	500,000	250,926
9	UNESCO	0	0
10	WHO	0	0
11	UNEP	0	0
12	UNECE	200,000	53,000
13	FAO	0	3,497,487
14	UNIDO	0	0
15	IFAD	0	0
16	UN HABITAT	700,000	
	<b>TOTAL</b>	<b>26,387,244</b>	<b>24,033,333</b>
		<b>%</b>	<b>91.1</b>

Figure 3 Planned and Delivered resources - 1. Democratic Governance



<sup>31</sup> NB Due to the absence of annualized project information from all agencies, this exercise could not be completed in the context of the UNDAF evaluation.

## **(vi) Summary of results**

Outcome 1 envisages “the strengthening of policy, institutional and human capacities of the Government at the State, Entity and local levels, as well as that of the civil society, with a view to fostering a more participatory policy-making process through: 1.1 The formulation of high quality evidence-based policies with the use of data collection and analysis, with a particular focus on excluded groups and migrant populations; 1.2 The modernization of public administration and public sector practices at all levels of the Government; 1.3 Access to justice, and 1.4 Strengthening the capacities of civil society, including those representing the most vulnerable groups, to actively participate in the decision-making process.

### **Outcome 1.1 Policies and planning**

This outcome related to the need to produce outputs which would help *Government at all levels to base policies on quantitative and qualitative analysis of disaggregated data, policy assessments and reviews, with focused attention on socially excluded groups and migrant populations (UNDP, UNFPA, UNICEF, UNHCR, IOM, UNECE*. It focused particularly on five areas of data, namely the need for accurate and up-to-date demographic data, through the organisation of the Population and Housing Census (PHC), envisaged originally for 2011 and now scheduled for 2013 (1.1.1); the strengthening of social statistics (1.1.2), with particular reference to statistics relating to children (1.1.3); migration and socially excluded groups (1.1.4) and leading finally to their use in strategic planning (1.1.5).

With regards to Output 1.1.1 Census, the UN system contributed in varied ways: In order to learn from past experience, BiH officials participated in a Joint UNECE-Eurostat meeting on Population and Housing Census in Geneva (May 2012), while UNFPA supported the training of 45 Census technical staff from statistical agencies through workshops on the PHC on the budget, plan of action, methodology and questionnaires. However, so far these skills have not been used due to delays in the approval of the Census law which will enable it to take place. Thus despite achieving the outputs expected, the attainment of the outcome is still not assured.

Under the strengthening of statistical systems (Output 1.1.2), UNICEF with some financial support from UN-Women, UNFPA and UNHCR, supported BiH in carrying out a fourth round of Multi-Sector Indicator Survey (MICS4) which provides significant statistical data on health, nutrition, education, literacy, child discipline, domestic violence, HIV/AIDS, access to mass media and wellbeing, amongst others. For the first time MICS also included a specific extended sample on Roma. Bosnian officials participated in training workshops on engendering statistics in Skopje under the project “Marrakech Action Plan for Statistics: Improving Gender Statistics in SEE and CIS countries (UNIFEM (now UN Women).

UNICEF focused particularly on the strengthening statistical basis of information on children (Output 1.1.3) through the use of specific data bases such as DevInfo, evidence-based policy making M & E tools, the UNESCO-OECD-Eurostat (UOE) education statistics, Transmonee, MICS, European System on Integrated Social Protection Statistics (ESSPROS), and assisting in the monitoring of children’s rights, including with the assistance of local NGOs. ESSPROS and DevInfo both have strong ownership by the BiH Agency for Statistics which has taken concrete steps to further develop the training, usage and dissemination of data using these tools.

With regards to Output 1.1.4, IOM supported the preparation of a methodology on BiH migration data and a report on the BiH migration statistical data base, for use in the preparation of the BiH Migration and Development strategy. This use of statistics in the development of sectoral and other strategies is relevant to 1.1.5 but needs to be applied in all sectors.

The UN system also supported MDG-related statistics development training workshops in support of building capacity of the national statistical office and other agencies under the project “Supporting MDG-based development strategies through integrated regional action (2010 -2011?) and “Strengthening statistical and inter-institutional capacities for monitoring the MDGs through inter-regional cooperation and knowledge s sharing. (2010) in the context of preparing the 2010 BiH MDEG Progress Report.

### **Conclusions**

All of the above tools and data have or will no doubt strengthen the Government’s capacity at all levels to base their policies on quantitative and qualitative analysis of appropriate data, and in the preparation of future strategies.

Meetings with the State Agency of Statistics and the Statistical Institute of the RS highlighted their need for continued support in strengthening their capacity to produce timely and relevant information for evidence-

based decision-making, as well as appreciation for support provided up to now.

## **Outcome 1.2 Public administration reform**

This outcome seeks to assist *Government at all levels to modernise public sector practices through (a) public administration reform and (b) promotion of social dialogue between government, workers' and employers' organisations and public-private partnership for urban and rural development (UNDP, UNIFEM, ILO, UN-HABITAT, UNECE).*

The outcome includes eight outputs (see Annex 4 for output statements) which could be grouped under two main headings, for which the following results have been achieved:

### **(a) Public administration reform**

(i) The strengthening of planning processes (1.2.1), National capacities in strategic planning and policy development have strengthened 13 State and Entity-level ministries through training and on-the-job mentoring. This has resulted in the production of three year strategic plans, and policy paper and budget requests. In the course of the evaluation, there were a number of references by those met on the contribution of the UNDP supported Strategic Planning and Policy Development (SPPD) project in its role of developing methodologies for planning and in promoting common approaches to be applied at both, the sectoral and regional levels. These came from a sectoral ministry in RS (Construction, Energy and Industry) to a regional department in FBiH (Development Agency of the Una Sana Canton in Bihac). The fact that both of these administrations had then applied the tools recommended by the project for their own planning work suggested that those involved were empowered to modernise their practices.

In addition, assistance was provided by FAO to the agriculture sector ministries in applying analytical tools in the process of harmonising legislation with the EU Acquis in the context of formulating Rural Development (RD) proposals for EC-financed Instrument for Pre-Accession (IPA) assistance. The EC-funded project on the preparation of IPARD Sector Reviews was launched in 2011. The main objective of the sectoral analyses was to provide a solid input to the preparation of the IPARD Program and provide the grounds for justified and appropriate targeting of the measures included in the IPARD Program, which will address the weaker links in the production and supply (value) chains. The objectives of the IPARD intervention are to contribute to upgrading to EU standards, strengthening overall competitiveness and performance, as well as fostering the sustainable development of the sector in an EU accession context.

Linked to planning processes, UNDP supported two phases of the Integrated Local Development Project (ILDP) which has contributed to the development of Local Economic Development (LED) plans, in which 24 local authorities and beneficiary populations participated. Aiming at evidence-based modernization and professionalization of local development planning in Bosnia and Herzegovina, the ILDP's first phase (2007 – 2011) successfully created an integrated and inclusive local development planning methodology, thus providing for an action-oriented single local planning system and enhanced local governments' capacities in local planning and project delivery. The methodology for integrated local development planning was developed and passed in by two entity governments and applied in 23 municipalities in 2010, thereby establishing the preconditions for its further application in 20 additional municipalities in 2012 under ILDP II.

Under Output 1.2.2 capacity building support was provided for trade development policy and trade facilitation, including the Single Window.

With regard to Output 1.2.3, the impact that these participatory municipal planning processes had on an increasing number of beneficiary communities was noted, and the fact that skills were being shared to empower and strengthen the capacity of all those involved in planning processes. These same processes involved the need for consultation and participation with stakeholders. In the case of the Una Sana Canton, appreciation was shown of the ILDP and the two phases of the Reinforcement of Local Democracy (LOD) project in their promotion of social dialogue and consultation between local municipal authorities and local communities and CSOs.

Under Output 1.2.4 key stakeholders throughout BiH have increased awareness during 2010 – 2011 on public private cooperation for rural and urban development, in accordance with EU standards and guidelines, as well as UNECE guidelines on good governance in public-private partnerships. Selected municipalities have increased capacities for designing and implementing rural and urban development projects, including partnership and networking skills. Public-Private Partnership initiatives were successfully piloted through two UNDP-assisted

projects, Value Chains for Employment (VCE) and Srebrenica Regional Recovery Programme (SRRP). This would also be relevant to urban and territorial management (1.2.8), except that the planned support from UN Habitat was not forthcoming due to financial constraints.

Linked also to the above planning processes, under Output 1.2.5 UNIFEM (UN Women) assisted State and Entity Gender Centres in the introduction of Gender Responsive Budgeting Methods (GRB) into planning processes. UN Women has supported the Centre for Interdisciplinary Studies (CIPS) at the University of Sarajevo in introducing GRB in the official curricula of the Master Studies in Gender Studies Program. As a result, Syllables for Gender Responsive Budgeting course within the MA program in Gender Studies for the academic period of 2012-13 was developed. As a long-term result, it is expected to have more experts and professionals which will help deepening the GRB reform in BiH, but also in the region. UN Women also supported the RS Gender Centre at the University of Banja Luka, in organizing a five-day Summer Gender School relevant for understanding the various aspects of gender equality. A total of 90 students attended courses in 2011 and 2012.

During 2010 – 2011 support was provided by UNIFEM in FBiH, in the sector of labour and employment from the “Gender Responsive Policies in Central and South Eastern Europe” project, where selected institutions are working on improving their programs from a gender perspective, in accordance with the GRB Action Plan for 2010-2013. In RS this is taking place through training and capacity building sessions. Knowledge of key officials of the selected ministries involved in implementation of the Strategy for Rural Development in RS on gender mainstreaming (GM) and gender responsive budgeting (GRB) has significantly increased. With the objective of increasing advocacy efforts of civil society organizations in implementation of gender responsive policies and budgets, training and capacity building was provided to number of CSOs on monitoring implementation of policies and budgets from a gender perspective.

In 2012 UN Women has cooperated with GAP Project supported by SIDA, EKN and USAID in developing the capacities of the municipalities of Bugojno, Teslic, Vogosca, and Ljubinja to prepare municipal budgets on gender sensitive principles. Mayors of the four municipalities have issued the Official Statement that they will include recommendations of the analysis in their future planning and budgeting. The training materials and lessons-learned, stemming from the direct assistance to the four above listed municipalities, were utilized to build the capacities of seven additional municipalities (Bihac, Foca, Fojnica, Gradacac, Kostajnica, Nevesinje, and Gracanica) in which GAP project has been providing similar assistance.

UN Women also cooperated with the RS Gender Centre. As a result of this cooperation: the network of rural women's associations "Progres" was established, with 27 members aiming to improve networking, communication and addressing of rural women's needs and opportunities for change; Capacities of CSOs to engage in decision-making and in the implementation of the RS Action Plan for Improvement of Position of Rural Women were increased as a result of workshops and trainings organized by RS Gender Centre; Awareness of the importance to improve the position of rural women in RS raised as a result of comprehensive campaign EQUALLY! focusing on improving visibility of rural women in RS. With the objective to strengthen the voice of rural women in BiH, UN Women has been cooperating with GARD project implemented by NGO ACED (Agency for Cooperation, Education and Development), which is biannual programme funded by the EC.

Under Output 1.2.6 ILO has supported social dialogue promotion in sharing methods and best practices for the settlement of disputes between employees and employers. Considerable progress was made towards strengthening of labour dispute settlement mechanisms in BiH. Sub-regional Conference on Labour Disputes Settlement was held and action plans were developed. The Law on Labour Disputes Settlement of the RS was drafted, adopted and subsequently amended. The Agency for Labour Disputes Settlement of the RS was established and is functioning. A number of training workshops for mediators and conciliators were held in 2010 and 2011, while selected conciliators and arbitrators from RS and the FBiH took part in a study visit to Ireland so as to learn about Irish experience in the field of labour dispute settlement and social dialogue. A Draft Law on Labour Disputes Settlement of the FBiH was drafted upon and commented upon by the ILO specialists and the social partners prior to approval. Workshops were held on development of a database on collective agreements for the RS and the FBiH.

Under Output 1.2.7 the UNDP-supported capacity building of the Municipal Training Scheme (MTS) had been instrumental in raising awareness of new approaches and of building up local capacity on the basis of felt needs. Two Associations of Municipalities received training in integrated local development planning and received training in Project Cycle Management (PCM), local development management and administrative procedures. A study trip organized for two Associations of Municipalities to Ireland in order to learn best

practices in regard to systematic approach to training and capacity development.

**In conclusion**, this small sample of examples of projects, gives an insight into the efforts of UN agencies to develop complementary activities in support of planning and implementation of local development at the municipal level, and to use methodologies and approaches which will generate dialogue and coordination.

### **Outcome 1.3 Access to justice and human rights**

Certain UN agencies have supported the outcome of ensuring that *respective government institutions at all levels, strengthen equal access to justice and the protection and promotion of human rights, and develops institutional mechanisms for dealing with the past (UNDP, IOM)* through three Outputs (See Annex 4 for output statements).

While there does not appear to be any support by IOM under Output 1.3.1 relating to the training of judges and prosecutors to take action on trafficking in human beings, UNDP has been active under Output 1.3.2 through the provision of support to the Ministry of Justice (MoJ and the MHRR) in the development of the 5-years Transitional Justice Strategy (TJS) and in the implementation of its Action Plan. The first draft of the Strategy and the Action Plan was presented to the stakeholders in 2011 through round tables and web site of the BiH Ministry of Justice, thus enhancing the country-wide open dialogue on the proposed strategic measures and actions towards strengthening protection of human rights and developing institutional mechanisms for dealing with the past, including through the establishment of a free legal aid system (70592) (1.3b). UNDP has worked closely with other partners, notably the European Commission, the Office of the High Representative, and bilateral donors in the context of the EU-BiH Structured Dialogue on Justice with a view to providing appropriate support to the national authorities, at all levels, in addressing the key judicial and human rights issues which need to be addressed as part of the Pre-accession Preparation Process. In particular, facilitation and technical support has been provided to the BiH Ministry of Justice and the BiH Ministry for Human Rights in bringing the TJ Strategy before the BiH Parliament. This resulted in the organization of thematic session of the Joint BiH Parliamentary Committee on Human Rights, Rights of Children, Youth, Immigration, Refugees, Asylum and Ethics, where the strategic document and conclusion reached as to continue process of dialogue and presentation before parliamentary bodies.

Under Output 1.3.2 the national capacities at cantonal/district level for implementation of National War Crimes Strategy have been enhanced through tailor made trainings and exchange of experiences with the International Criminal Tribunal for the former Yugoslavia (ICTY) and neighboring countries, especially in the field of witness support and protection issues. In support to processing and reducing the backlog of cases, two additional Witness Support Offices in BiH have been set up and equipped (Court and Prosecutors Offices (PO) and Witness Support Offices (WSO) in East Sarajevo).

To that end, UNDP provided technical support to implementation of obligations under the UN Conventions in particular recommendations of the 2nd meeting of the EU-BiH Structured Dialogue on Justice, the UN Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power, the UN Convention against Transnational Organized Crime, as well as recommendations resulting from the "Structured Dialogue on Justice between BiH and the EU". Specific technical support has been provided in the area of local community targeted truth seeking initiatives. The concept of pilot models through local community consultative process has been developed and procedure before the targeted local community authorities initiated.

In the area of judicial system reform, progress has been achieved to strengthen Justice for Children. The legislative framework was strengthened in the FBiH and DB with the design of Laws and by-law on Juvenile Justice (partly adopted) and support provided to RS for the implementation of existing laws on juvenile justice. Training for judges and prosecutors was institutionalized through the inclusion of modules in the RS in-service training programme. The High Judicial Prosecutorial Council (HJPC) and the BiH Ministry of Justice have taken steps to position Justice for Children as part of the broader EU-led structural dialogue on the justice sector reform. Advocacy support from UNICEF, Switzerland, Sweden, and the EU, in collaboration with UNDP, the OSCE and the Council of Europe, contributed to such efforts. The HJPC also expressed commitment to help strengthen Juvenile Justice data collection mechanisms, with technical assistance from UNICEF.

As a result of a UNICEF supported assessment of institutions and detention facilities for children in conflict with the law, both entities followed-up on the implementation of the recommendations. FBiH took actions to address issues of concern (particularly in relation to the Tuzla prison), and a Federal Action Plan is being implemented.

On the local level, nine Municipalities adopted and partially implemented action plans on Justice for Children, with a focus on alternatives and prevention mechanisms. A campaign on “Justice for Every child” contributed to reduce prejudices towards children in conflict with the law, and to raise awareness of international standards.

UNDP also supported the BiH Working Group tasked with the developing of the Law on Free Legal Aid at the State level for poor and other vulnerable groups of citizens. As a result of technical support, Laws on Free Legal Aid at 3 Cantonal levels (Sarajevo, Bihac and Gorazde) were developed and adopted by the respective governments and Cantonal Parliaments in Sarajevo and Bihac. Institutional infrastructure of existing FLA Providers have been strengthened (renovation, equipping etc) and a comprehensive data base developed for such providers (government agencies and NGOs, in total 11 providers), and trainings developed and provided to professionals providing free legal aid. UNHCR also supported (under output 1.4.1) the organisation of events relating to the development of legal frameworks for free legal aid to be provided by civil society organisations, particularly to asylum seekers.

**In conclusion**, support to Access to Justice has focussed on policy and technical support to the Ministry (ies) of Justice at various levels, where the UN system has played a key role in strengthening capacities which can enable the BiH to satisfy EU accession requirements. Support to more general human rights issues takes place under the auspices of the Ministry of Human Rights and Refugees (MHRR) and with relevant ministries.

#### **Outcome 1.4: Citizen participation**

UNDP assistance to Outcome 1.4 envisages support to the goal whereby *citizens and civil society representatives actively participate in policy design, decision-making, public debate and advocate for enhanced democratic governance and State-Citizen accountability (UNDP, UNHCR, UNICEF)*

This Outcome includes two Outputs (see Annex 4 for output statements.):

Under Output 1.4.1 UNDP, through the Local Democracy (LOD) project, assisted in strengthening local government accountability by developing, during 2010-2011, 126 Cooperation Agreements between municipal level Local Self-Governing Units (LSUs) and CSOs to establish monitoring teams for the transparent disbursement of public funding for CSOs.

Furthermore, through the ILDP and MTS projects, the Associations of Municipalities and Cities of the FBiH and RS received support from UNDP for training in integrated local development planning (ILDP) and for the training of trainers (MTS), including in the areas of local development management, project cycle management (PCM) and training and capacity development.

Legislation governing and protecting volunteers and volunteering in BiH was also strengthened through UNV support to eight local CSOs, members of the FBiH Youth Commission which participated in the introduction of the Law on Volunteering.

Under Output 1.4.2, In 2012, the BiH Ministry for Human Rights and Refugees submitted a CRC report to the CRC Committee, which was followed by an official dialogue and the issuance of CRC Concluding Observations. UNICEF contributed strategically to this process by supporting the MoHRR for the elaboration of the CRC monitoring report, by empowering the active participation of civil society organizations and community members in child rights monitoring for the elaboration of an alternative CRC report, by providing input directly to the Committee in Geneva and by supporting the MoHRR for the organization of round table to discuss and take action to address the issues identified by the CRC Committee.

The findings of a “Voices of Youth” survey were disseminated through regional round table discussions, and recommendations were adopted on youth employment and education.

Under Output 1.4.2, UNICEF supported the establishment of 20 local NGOs to monitor the implementation of the Convention on the Rights of the Child (CRC) at the local community level and provided inputs into the official and alternative CRC reports. Eleven additional NGOs were due to be established in 2012 (1.4b).

**In conclusion**, despite its name, the outcome area of Democratic Governance appears to have only a small component dedicated “democratic governance” per se in the form of outcome 1.4. Nevertheless, UN system support to this outcome area has been appropriate and effective, with a number of areas of common UN collaboration.

## 4.2 SOCIAL INCLUSION

### (i) Background

The UN role in social inclusion is based on the UN's core human rights mandate. Social Inclusion is a concept that has become popularised through the European Union's approach to social policy and sustainable economic growth<sup>41</sup>. Social inclusion was therefore promoted as a social good in itself and as an aspect of the country's EU accession process.

Socially excluded groups in BiH experience the highest risk of income poverty, unemployment and sub-standard housing. They have significant difficulty in accessing basic social services and participating in political life, particularly so for the marginalized rural poor. Social, economic and political exclusion as well as multi-dimensional poverty are ubiquitous problems. Supporting the BiH Government's initiative of reducing social exclusion is a key priority area, especially in the areas of education, employment, social protection, housing, healthcare and rural development.

### (ii) UNDAF goals for Social Inclusion:

In its approach, the UNDAF envisaged support to the Government in providing access to the right to health,<sup>10</sup> education,<sup>11</sup> social protection<sup>12</sup> and the right to work<sup>13</sup> of the socially excluded groups to three outcomes relating to

#### 1) Formulation of inclusive policies

*Government coordinates, monitors, reports on and revises employment education, housing, health , social protection and cultural polices to be more evidence-base, rights-based and socially inclusive.*

This would involve support to State and Entity level institutions for development of policies and strategies in the area of health, education, employment and social protection aimed at addressing the key areas of exclusion of vulnerable groups. This would include support to the planning and budgeting processes, as well as to the integration of gender perspectives into the sectoral policies and strategies .

#### 2) Implementation of inclusive social policies

*Municipal authorities, citizens, civil society and the private sector increasingly able to contribute effectively to planning and implementation of inclusive social policies at local level.*

This would involve support to local government, civil society and the community in order to make local governments more accountable as service providers. Civil society organisations and individual representatives of socially excluded groups would be supported to actively participate in local social policy development and implementation, and the monitoring of access to and quality of social services provision, while special initiatives would also be supported to link community-level policy development to efforts to increase cross- cultural understanding, as a way to facilitate participatory sustainable development at the local level.

Within the National Youth Policy implementation support would be provided to enable greater access to information on labour opportunities for youth and to making education more labour market-oriented. Support for careful labour migration of the youth to other countries will be explored, in order to increase their skill-building opportunities and facilitate their return to BiH.

#### 3) Support to the social service providers.

*Basic health and education, social protection and employment service providers are better able to ensure access to quality services for socially excluded and vulnerable groups including marginalized rural poor.*

This would involve the strengthening of capacities of employment, education, health and social protection service providers to reach the most vulnerable socially excluded groups. Access, quality and equity of services will be emphasized.

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<sup>941</sup> The EC defines social inclusion as "a process which ensures that those at risk of poverty and social exclusion gain the opportunities and resources necessary to participate fully in economic, social and cultural life and to enjoy a standard of living and well-being that is considered normal in the society in which they live" (EC Joint Report, 2004) . It is based on the individual's absolute right to "having a life associated with being a member of a community" and to the relative assessment of the individual's circumstances in relation to the others within the same society. As such, social inclusion is directly linked to the ability of individuals to realise their fundamental human rights.

### (iii) National partners

Partners are expected to include, among others, the Directorate of Economic Planning, the Directorate of EU Integration, the Ministries of Security, Foreign Affairs, Human Rights and Refugees, Finance, Civil Affairs, the Parliamentarian Commission on Gender Equality, the Ministries of Education, Health and Social Welfare at the Entity and the Cantonal levels and the Municipal Governments . International partners will include the European Commission, the World Bank, the bilateral development agencies and the international nongovernmental organisations.

### (iv) Achievement of targets

A review of the indicators for each outcome and output in the UNDAF Results Matrix showed promising results, with an estimated 21 out of 72 already achieved, 27 on track, 11 requiring further information for verification purposes and only 10 not achieved.

**Table 4 Attainment of Indicator Targets (2010 - 2012) Outcome 2 Social Inclusion**

<b>2 SOCIAL INCLUSION</b>						
<b>Out comes</b>	<b>Target achieved</b>	<b>On track</b>	<b>Information not available</b>	<b>Not achieved</b>	<b>Not applicable</b>	<b>TOTAL</b>
2.1 Social policy planning	10	7	5	5	2	29
2.2 Implementation of inclusive social policies	8	2	2	3	0	15
2.3 Access to social services by excluded and vulnerable groups	3	18	4	2	1	28
<b>Total</b>	<b>21</b>	<b>27</b>	<b>11</b>	<b>10</b>	<b>3</b>	<b>72</b>
<b>%</b>	<b>29.2</b>	<b>37.5</b>	<b>15.3</b>	<b>13.9</b>	<b>4.2</b>	<b>100.0</b>

### (v) Financial contributions

Table 8 below shows total planned contributions for Outcome 2 as \$110.5 million or 62.6% of the total for all four Outcomes. The shortfall in delivered resources (\$71.4 million) is due largely to IFAD.

For meaningful analysis these figures need to be broken down by agency outcome (2.1 Social policy planning; 2.2 Inclusive social services and policies; 2.3 Access to social services by excluded and vulnerable groups, project and agency, for which more detailed financial monitoring will be required.

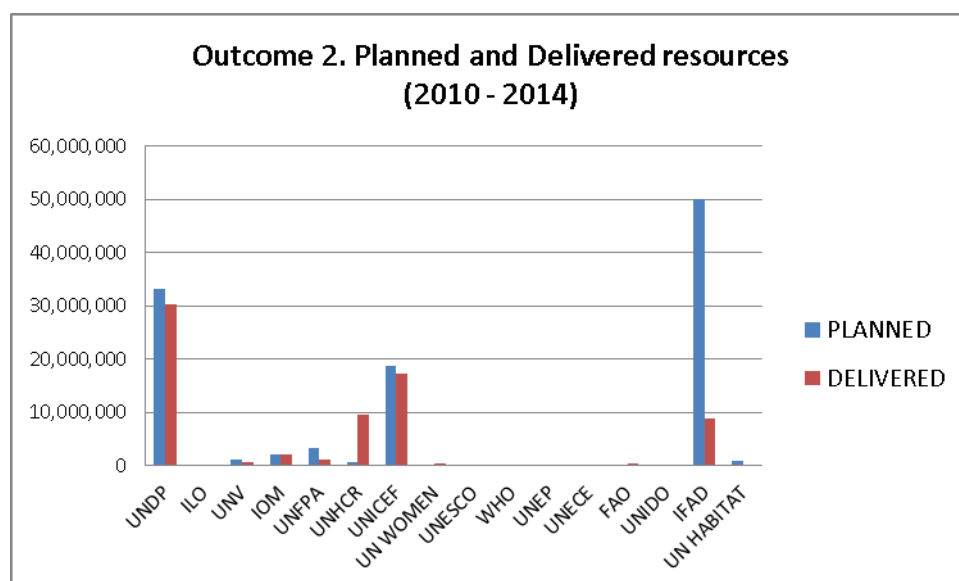
It should be noted that the size of agency financial commitments is not a full or adequate reflection of the value or scope of agency contributions, much of which may be provided in normative and qualitative terms rather than quantitative.

**Table 5 UN system contributions to Outcome 2**

	<b>AGENCY</b>	<b>OUTCOME 2</b>	
		<b>PLANNED</b>	<b>DELIVERED</b>
1	UNDP	33,201,000	30,362,201
2	ILO	0	206,826
3	UNV	1,235,000	711,097
4	IOM	2,150,000	2,216,623
5	UNFPA	3,223,240	1,154,753
6	UNHCR	700,000	9,545,870
7	UNICEF	18,795,000	17,415,058
8	UN WOMEN	0	520,000
9	UNESCO	300,000	0
10	WHO	0	0
11	UNEP	0	0
12	UNECE	0	0
13	FAO	0	467,800
14	UNIDO	0	0
15	IFAD	50,000,000	8,818,999
16	UN HABITAT	900,000	
	<b>TOTAL</b>	<b>110,504,240</b>	<b>71,419,226</b>
	<b>%</b>		<b>64.6</b>



Figure 4 Outcome 2 Planned and Delivered resources



## (vi) Results achieved

### Outcome 2.1 Social policy planning

*Government coordinates, monitors, reports on and revises employment, education, housing, health, social protection and cultural policies to be more evidence-based, rights-based and socially inclusive (UNICEF, UNFPA, UNDP, UNESCO, UNV, UNHCR, IOM, UN- HABITAT).*

This Outcome had six outputs related to social policy making, most of which fall within the remit of the Ministry of Civil Affairs (see Annex 4 for Output statements). The UN system contributed in selected areas relating to strengthening social and cultural policies to be more evidence-based, rights-based and socially inclusive.

Under Output 2.1.1 UNICEF supported the preparation of the Social Protection and Inclusion Policy (SPIS), but is still awaiting adoption at the BiH level. The Knowledge, Attitude and Practice (KAP) Survey which was envisaged, with UNICEF and UNDP support, to raise awareness and knowledge of social inclusion in government institutions, was not carried out in 2010 – 2011. UNHCR facilitated the adoption by the government of the Revised Strategy for implementation of Annex VII of the DPA which introduced new policy options to help bring about sustainable solutions for socially excluded vulnerable families (pls see Output 2.1.5 for more details).

Under Output 2.1.1 In order to foster social protection and inclusion of children, UNICEF supported structural changes at the policy, legislative, budgetary level, coupled with direct interventions at the local level to generate concrete results for children. The reform of the social protection systems aims at reducing child poverty, vulnerabilities and inequities, and ensuring that children's rights are harmonised across the country (some cantons still have no children allowances), contributing to compliance versus EU standards. In April 2012, Republika Srpska adopted a new Law on Social Protection. The SPIS programme has supported Republika Srpska to develop secondary legislation regarding the provision of services for children and youth. This is coupled with targeted advocacy for the allocation of public resources for effective implementation of these laws and policies. The FBiH has proactively engaged in a process to revise the legislative framework related to social protection and inclusion, which will ensure harmonisation of child benefits across all cantons (with technical support from UNICEF and the World Bank).

A management board headed by the BiH Minister of Civil Affairs and with the participation of entity Ministers continued to function effectively in 2012.

At the State level, following the adoption of the Action Plan for Children 2011-2014, the BiH Ministry for Human Rights and Refugees (MoHRR) developed "Guidelines for identification of socially excluded children", adopted in April 2012, which are to be used for official bi-annual reporting by line Ministries.

At the entity level, Republika Sprska Ministry of Health and Social Welfare organized a presentation of the integrated social protection system for around 100 service providers in May 2012. In the FBiH, four cantonal

workshops were held covering all ten Cantons and including over 200 participants (service providers and cantonal ministry representatives), between October and December 2012. Federal workshops were organized in partnership and under the auspices of the Federal Ministry of Labour and Social Policy.

On the local level, under the SPIS programme, close cooperation between health, education, and social protection sectors which resulted in the adoption of Protocols for referral and inter-sectoral cooperation as well as the establishment of institutionalised “Commissions for the Social Protection and Inclusion of Children” in several municipalities. These bodies comprise representatives of different public institutions such as schools, health centres, Centres for Social Work (CSW), police and other local services related to children. These commissions have been supported in order to develop, adopt and allocate resources to action plans that target the most vulnerable. Mechanisms have been put in place to ensure qualified participation of children in all those decision processes. In 2012, this resulted in increased allocation for social protection and inclusion for children in the municipal budgets. Efforts were also made to enhance the capacity of Centres for Social Work, the primary public institutions charged with providing social assistance and social welfare. In selected municipalities, the CSWs are better equipped to identify vulnerable children in need of social and child protection services and social assistance, and referral mechanisms are in place.

Strengthening the functionality and coordination mechanisms of the institutions remains an issue to be addressed as a matter of priority. In the area of social protection and inclusion, with support from the EUD and UNICEF, state level and entity level authorities have been coordinating effectively around common goals. The SPIS Management Board, chaired by the state Minister of the Ministry of Civil Affairs, has been meeting regularly to discuss priority issues related to social protection and social inclusion. The Minister of the BiH MoCA suggested establishing a permanent coordination body, but RS may not concur, for political reasons.

UNHCR contributed to the formulation of policies for the most vulnerable, displaced, returnees, refugees, asylum seekers and Romany but it appears that no new policies have been adopted.

UNICEF’s advocacy efforts contributed to the adoption of Laws on Juvenile Justice by Brcko District and FBiH (pending adoption by the FBiH House of Peoples). A State Framework Strategy on Justice for Children is still pending adoption due to a political deadlock.<sup>43</sup> In RS, UNICEF supported the implementation of the Law and by-laws. Training for judges and prosecutors was institutionalized through the inclusion of modules in the RS in-service training programme. UNICEF, jointly with Embassies of Switzerland and Sweden, established a strategic partnership with the High Judicial Prosecutorial Council to ensure the inclusion of justice for children in the overall justice sector reform and to strengthen data collection mechanisms. Collaboration with the EU, UNDP, OSCE and Council of Europe also helped position justice for children within the EU-led structural dialogue on the justice reform. As a result of an assessment of institutions for children in conflict with the law, both entities followed-up on the implementation of the recommendations. FBiH took actions to address issues of concern. On the local level, nine Municipalities adopted and partially implemented action plans on Justice for Children, with a focus on alternatives and prevention mechanisms. A campaign on “Justice for Every child” contributed to reduce prejudices towards children in conflict with the law, and to raise awareness of international standards.

The target of establishing with IOM support an operational reintegration system and an Assistant Fund for Victims of Human Trafficking was never achieved due to lack of resources in the State budget. On the other hand IOM support for the establishment of a return and referral mechanism for illegal migrants was successful and is in place.

Under Output 2.1.2 UNFPA support for the development of Sexual and Reproductive Rights and Health Strategy (SRRH) produced Entity strategies for RS and FBiH, with adoption by FBiH in 2011. Its adoption by RS probably and the development of a BiH state level policy should be complete by now. UNFPA continued to work with the Canton and Entity Ministries of Health on reviewing the Guidelines on Abortion.

Under Output 2.1.3, in 2012, UNICEF advocated renewed Governments’ commitment to accelerate declines in

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<sup>43</sup> Legal framework/ Adoption of Laws on Juvenile Justice: RS law on Juvenile Justice (adopted in February 2010, entered into force in February 2011); BD law on Juvenile Justice (adopted in November 2011, entered into force in November 2012 ); FBiH Juvenile Justice Law (adopted by the House of Representatives in November 2012, pending House of Peoples’ adoption); Action Plan for reform of institutional care of juveniles in conflict with the law in FBiH (adopted in August 2012); Nine municipal action plans on justice for children developed and officially adopted (all adopted between October 2011 and April 2012)

preventable child deaths and give every child the best start in life, with a focus on socially excluded children. Five relevant Ministries signed the Pledge that was endorsed by the Council of Ministers of BiH.

Building on a solid Entity level policy framework on Integrated Early Childhood Development (IECD), a State Framework ECD policy was adopted in 2012, with emphasis on children with disabilities, Roma and children from rural areas. The FBiH Ministry of Finance adopted a specific FBiH Strategy for improving ECD in 2013-2017, with inter-sectoral action plans and budgets. IECD services were introduced in 13 communities benefited 2,500 families and 2,100 children aged 0-6 (35% in hard-to-reach areas). About 10% of children were the most vulnerable, reached through home-based activities. As part of the MTR exercise, and building on a successful example in Tuzla, Governments and UNICEF strategically decided to mainstream IECD services through the health sector with a focus on children aged 0-3, and on Early Childhood Interventions (ECI) to detect and address developmental delays and disabilities at an early stage.

Despite a strong anti-vaccination campaign and challenges in the Governments' immunization programmes, UNICEF's technical assistance and support contributed to an increased number of immunized children (from 61% in 2006 to 68 % in 2011). However, more children should be covered, particularly in hard to reach and excluded communities. UNICEF advocated the importance of immunization for all children, made efforts to institutionalize communication through the health system and supported Entity round tables to restore trust in immunization among parents, health professionals and the media. As a result, entity governments increased financial investments and took over the procurement of all vaccines for children, including Hib; a Joint statement of entity Ministries of Health and the State Ministry of Civil Affairs (MoCA) was launched on increased commitment towards improved immunization.

UNICEF supported Ministries of Health in leading participatory processes to develop intersectoral Infant and Young Child Feeding Policies in both Entities. RS adopted the Policy, and FBiH launched the adoption procedure. Two Entity Anaemia Surveys covering 5,000 households were conducted with a focus on Roma children and women. Governments strongly owned the survey methodology and results, which are informing strategic actions to improve children's nutrition and the capacity of public health professionals.

Under Output 2.1.4 UNICEF carried out a study on multi-cultural issues which needed to be incorporated into revised education curricula, and promoted multi-cultural education through the MDG-F Joint Programme on "Improving Cultural Understanding in Bosnia and Herzegovina". Here something more should be said on UNDP and UNESCO work on culture. This joint programme also facilitated the launching of over 100 projects relating to cultural tourism with potential beneficiaries of 130,000 people.

In 2012, UNICEF continued to provide technical assistance in strengthening the policy framework: a) Learning outcomes for primary education and literacy learning outcomes for all grades; b) Action Plan for the introduction of a system to monitor the quality of primary education, with Ethics Code, Intercultural Indicator, Instrument for school self-evaluation; c) Standards of Students Achievements in Math, Language and Science for 3rd and 6th grade of primary school; d) Strategic Plan for the Agency for Pre-primary, Primary and Secondary Education in 2012-2016, and e) Standardization of Roma Language (for six ex-Yu countries), developed and presented at a regional conference in November, 2012.

As a result of advocacy and policy dialogue, Education Ministries at all levels prioritized Early Childhood Education (ECE) to increase enrolment rates. 13% of pre-school age children were enrolled in ECE in 2011 (MICS4), compared with 6.4% in 2006 (MICS3). UNICEF and relevant Ministries organized an International Conference on ECE in February 2012, which resulted in increased awareness and a series of recommendations. 17 school readiness programmes reached 4,000 girls and boys. A cost-analysis of ECE was conducted and will inform policy options in 2013.

Primary school enrolment databases were established in 23 municipalities. About 15% of primary schools in BiH participated in inclusive and inter-cultural education projects, benefiting over 70,000 children. Overall, 10,000 children and 400 teachers from 30 primary schools benefited. All primary schools received a "Learning to Live Together" Module.

In the area of secondary education, 1,000 students and teachers improved life skills and entrepreneurial learning, 46 action-learning projects were implemented in 17 municipalities, and 500 young returnees enhanced their life skills and key competences. 17% of secondary schools incorporated life-skills training in their curriculum, to improve youth employability. 150 secondary school teachers from 25 secondary schools completed accredited training programme for inclusive education.

Three BiH Universities started an innovative study programme on inter-culturalism. The Child-Friendly “School Facebook Group” gathered over 500 members, including teachers, directors, parents and CSOs. The findings of a “Voices of Youth” survey were disseminated through regional round table discussions, and recommendations were adopted on youth employment and education.

UNICEF engaged in strategic partnerships to promote quality inclusive and intercultural education in BiH. Within the “Initiative for Righteous Education”, UNICEF led a Forum of International Organizations that agreed to share joint messages at high-levels meetings.

UNICEF partnered with the Ministry of Security and Save the Children to develop the capacity of Government officials on Education in Emergencies (Workshop, September 2012). UNDP joined to mark International DRR Day (October) and strengthen preparedness through the pre-positioning of supplies. UNICEF also started implementing a sub-regional project on DRR.

In 2013-2014, UNICEF will pursue its efforts to institutionalize capacity development initiatives through relevant Ministries and institutions.

Under [Output 2.1.5](#) focus was given by UNHCR and IOM providing support for the revision of the policies and legal frameworks relating to the rights of migrant populations (IDPs, returnees, asylum seekers, Romany, etc.), for which new bye-laws were adopted. Furthermore, a Revised Strategy for Implementation of Annex VII of the Dayton Agreements was adopted in June 2010.

On Roma, The Roma Multiple Indicator Cluster Survey<sup>44</sup> (2012) confirms that, for almost all indicators, the situation of Roma is significantly worse than for the general population.

In the education sector, MICS results show that attendance of early childhood education programs doubled compared to 2006, rising from 6 to 13%. For Roma, it is only 1.5%, showing a clear equity gap. There is currently political willingness to expand these services and it is crucial to support efforts to ensure that all children have access to at least one year of early education, as foreseen in the law. This will improve readiness of children for primary school.

The enrolment of Roma children in primary education is 69%. When it comes to secondary education, enrolment is particularly low with only 22.6% of Roma children attending secondary school (versus 91.8% of non-Roma).<sup>45</sup>

The literacy rate for Roma women aged 15-24 is at staggering 68.9% (versus 99.3% for non Roma women same age). Average number of years of education for Roma age 16-24 is 5.3 years, while for non-Roma it is 11.1 years. Furthermore, when it comes to post-secondary education (ISCED 4+), the gap between Roma and non-Roma is evident – while 0% of Roma age 25-64 have completed post-secondary education, 10% of non-Roma have completed post-secondary education.<sup>46</sup>

Regarding the protection of children against abuse, exploitation and violence, MICS4 (2012) shows that over half of the Roma children experienced some form of violent discipline during the month preceding the survey (57.6% - almost the same as for the BiH general population, at 55%). 45% experienced physical punishment (40% for BiH). It also highlights that severe violent methods are used more extensively in households with low education levels and/or from lowest wealth quintile.

On the issues of domestic violence, gender discrepancies between Roma and non-Roma women are staggering. Almost half of Roma women (44%) aged 15-49 believe that a husband/partner has a right to beat his wife/partner for any reason specified in MICS4, while 4.8% of non-Roma women feel the same way.

Birth registration stands at 96% for the Roma population. However, birth certificates were not presented for

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<sup>44</sup> The Roma Multiple Indicator Cluster Survey, conducted in 2012 with UNICEF support, is based on a representative sample of 1,791 households, with a response rate of 86 per cent. In these households, 1,380 women and 1,456 men aged 15-49 were interviewed and questionnaires completed for 748 children under age five. The following areas were covered by the Survey: health, nutrition, education, literacy, child discipline, domestic violence, HIV/AIDS, access to mass media and wellbeing, amongst others. The data is disaggregated by gender, age, wealth, urban/rural and level of education, which is important to identify equity gaps and inform better targeting.

<sup>45</sup> WB/UNDP/EC Regional Roma Survey Data Bosnia and Herzegovina, 2011; and MICS4

<sup>46</sup> UNDP/WB/EC regional Roma survey 2011

20% of children during the Multiple Indicator Cluster Survey.<sup>47</sup>

Apart from Roma, children with disabilities continue to be one of the most marginalized groups in BiH. According to Transmonee data (2007, UNICEF), over 67% of the total number of children in residential care are children with disabilities which is un-proportionally high compared to the total number of children in institutions. This data points to the urgent need to develop comprehensive programmes for the prevention of abandonment of children with disabilities, for the promotion of adequate services for them and for their inclusion in mainstream education. Government authorities are increasingly showing commitment to address these issues and requested support. Initial efforts are being made to reduce prejudices, develop laws on early detection of development delays, prevent institutionalization, and implement programmes that meet the needs of children with disabilities.

In addition, four By-laws envisaged in the area of juvenile justice, with UNICEF support, were adopted in 2011 for RS and Brcko District. UNICEF also supported capacity development of four training modules for about 200 government officials in the area of social budgeting for children and carried out a Functional Review of the Social Protection and Inclusion Sector (SPIS), which would serve as a foundation for multi-sectoral cooperation at all levels of Social Protection.

In 2010-2011 Justice for Children progressed well with the dissemination of assessment findings; the evaluation of institutional treatment; the development of nine Municipal Action Plans for alternatives to detention, diversion measures and prevention of violence; the opening of nine Police Stations' Child-Friendly Rooms; and advocacy events and campaigns. In parallel, a Juvenile Justice Law was adopted in Brcko District and a similar law was reviewed in FBiH. Support was provided to RS for the implementation of the existing Law and by-law.

The target of establishing, with IOM support, an operational reintegration system and an Assistant Fund for Victims of Human Trafficking was never achieved due to lack of resources in the State budget. On the other hand IOM support for the establishment of a return and referral mechanism for illegal migrants was successful and is in place.

Under Output 2.1.2 UNFPA support for the development of Sexual and Reproductive Rights and Health Strategy (SRRH) produced Entity strategies for RS and FBiH, with adoption by FBiH in 2011. Its adoption by RS and the development of a BiH state level policy should probably be complete by now. UNFPA continued to work with the Canton and Entity Ministries of Health on reviewing the Guidelines on Abortion.

Under Output 2.1.3 UNICEF supported in 2010 - 2011 inter-sectoral Early Childhood Development (ECD) Entity Policy Working Groups (WG) to develop inter-sectoral policies and strategies to improve women's and children's status, and to mainstream them into on-going social sector reform, including in the areas of nutrition, health, integrated early childhood, family planning and reproductive health commodity security. Entity ECD policies developed and adopted (2.1.3a). UNICEF also assisted in the formulation of an Infant and Young Child Feeding (IYCF) Entity Policy Working Group which was established to work on the development of IYCF Entity Policies. UNICEF also provided continued support to the immunization campaign.

In 2012, as the lead agency in Integrated Early Childhood and Development (IECD), UNICEF provided technical assistance to State and entity governments, and coordinated a process among relevant sectors to develop IECD Policies and Strategies. The work on the policy level ensured the development and sustainable introduction of integrated ECD services in seven municipalities. Thus, two entity and State ECD Policies were developed. All three policies are inter-sectoral and include health, education and social protection. They specifically focus on the most vulnerable children and their families emphasizing children with disabilities, Roma and children and families from rural areas. These policies are being complemented with specific ECD FBiH Strategy that includes inter-sectoral action plans and budgets developed by the Ministry of Finance of FBiH. As result of Policy work, integrated ECD services were introduced in 13 communities and services are being provided to 2,500 families and 2,100 children aged 0-6, whereas 35% of them are in hard-to-reach areas. About 10% are the most vulnerable families and children reached through home-based activities. This serves as a milestone for building the entity system for Early Detection of developmental delays and disabilities, and interventions.

Under Output 2.1.4 UNICEF carried out a study on multi-cultural issues which needed to be incorporated into revised education curricula, and joined with UNDP and UNICEF in promoting multi-cultural education through the MDG-F Joint Programme on "Improving Cultural Understanding in Bosnia and Herzegovina". This joint

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<sup>47</sup> Multiple Indicator Cluster Survey 4

programme also facilitated the launching of over 100 projects relating to cultural tourism with potential beneficiaries of 130,000 people.

Under Output 2.1.5 UNHCR provided support for the revision of policies and legal frameworks relating to the rights of IDPs, refugees and returnees. As a result of these efforts a significant new policy was adopted by the government in relation to durable solutions for refugees and displaced persons from the war. The Revised Strategy for the implementation of Annex VII of the DPA was formally approved by both houses of the BiH parliament in June 2010, following a two-year consultative process involving key sectoral line ministries at state, entity and cantonal level, civil society actors and partners from the international community, that was led by the MHRR and facilitated by UNHCR. The strategy updated the Annex VII policy to include the possibility of local integration as a solution for vulnerable displaced families who are unable to return to areas of origin. This change opened the way for planning of programmes to provide social housing to remaining vulnerable IDP residents of collective centres in their place of current residence (pls see Output 2.3.5 for further details).

In addition, a number of mainstreamed interventions for Roma children resulted through existing interventions. Alternative models for preschool education were developed, and access to preschool education improved for children in Roma communities. A standard of Roma language was drafted by experts and working group members from former Yugoslav countries. Social and online media was used to increase awareness of target groups, including media, on Social Protection and Inclusion, "Righteous" Education, child rights in general, youth issues and HIV/AIDS risk prevention. Positive change was made regarding knowledge and perception of inter-culturalism, measured at the end of MDG-F Culture for Development Programme, with specific target population in 10 municipalities.

In order to strengthen the UN contribution to the Roma population needs and to provide a more comprehensive UN approach to the subject, a UNCT Roma Working Group (WG) was established in 2011. In line with the Decade Steering Committee recommendations as well as the conclusions from the EU Workshop on Roma (BiH 2011), the group conceptualized UN technical assistance for addressing the BiH Government's needs in adjusting and revising the Roma Action Plans in the health, employment and housing sectors. In consultations with the BiH Ministry of Human Rights and Refugees, the WG developed a joint programme document focusing on a participatory policy development process facilitated by the Ministry, with support from UNICEF and UNDP.

Under Output 2.1.6 UNFPA supported the development of the BiH Social Policy for the Elderly in relation to the implementation of the Madrid International Plan of Action on Ageing.

Under Output 2.1.7 no results have been achieved on the development of housing policies and strategies to address the needs of low income and vulnerable groups, and this is due to funding constraints of the lead agency UN Habitat.

In conclusion, the UN system has clearly contributed in many ways in the various areas covered by a number of national ministries (employment, education, housing, health, social protection and cultural) with a focus on formulating policies which are "more evidence-based, rights-based and socially inclusive". The extent to which agencies have worked together in support of a coordinated approach, according to a common work plan to promote social inclusion, merits further development and documented evidence.

## **Outcome 2.2 Inclusive social services and policies**

*Municipal authorities, citizens, civil society and the private sector increasingly able to contribute effectively to planning and implementation of inclusive social policies at local level (UNICEF, UNFPA, UNV, UNDP, UN-HABITAT).*

UN support was provided through support to five outputs.(see Annex 4 for Output statements)

Under Output 2.2.1 the first ever Assessment on e-Accessibility was conducted in 2012 with UNDP support not only to provide the baseline, mapping and analysis of e-accessibility actions, but also the recommendations vis-a-vis the EU accession process and the UN Convention on Rights of Persons with Disabilities (UNCRPD). The Secretariat of the Council of Ministers BiH requested technical assistance of UNDP in making 22 state level government web sites fully accessible and WCAG 2.0 compliant. Several high-impact low-cost pilot projects have been implemented to demonstrate how to improve the lives of the marginalized groups, and to illustrate how Information and Communications Technologies (ICT) can be used to remove all types of barriers to inclusive society.

Among them is the first e-participation portal for persons with disabilities [www.visemogucnosti.info](http://www.visemogucnosti.info) designed to provide the one-stop-shop for persons with disabilities where they can access in easy-to-read format all relevant legislation and information on human rights mechanisms in BiH and internationally. A second product is the first regional database of assistive technologies with an aid directory provides a one-stop-shop for e-accessibility for the nine countries in South East Europe. People with disabilities can find out about types, availability and prices for assistive technologies (such as mobility and hearing aid devices, and speech recognition software) in South East Europe and in the European Union (EU), in order to make informed decisions. A third product is the first ever educational software in the Bosnian language which was developed, tested and applied with great success in special education classroom for children with autism. The fourth product is the first regional web site for people with visual impairments started by a person with a visual impairment. Finally, through the regional eSEE Initiative, access of BiH to best regional and EU practice initiatives, projects, experts, networks and alliances has been continually provided. e-Accessibility Assessment of key government eServices has been finalized and set of recommendations and policy proposals prepared in each of the SEE country; Capacity building activities and innovative pilot project based on the need assessment in each beneficiary SEE country have been developed; Toolkits addressing burning issues such as e- Exclusion from e-Services have been prepared.

Under Output 2.2.3 through support of UNDP (Reinforcement of Local Democracy (LOD) Project), notable progress was made in relation to Outcome 2.2, as 15 partner local governments introduced mechanisms for transparent financing of civil society organisations, providing grounds for successful implementation of 81 priority projects, targeting some 22,000 beneficiaries and addressing local needs and service delivery in the field of social inclusion. In cooperation with local and cantonal authorities, construction of the Centre for Children with Disabilities was successfully completed in the Srebrenik municipality, creating preconditions for adequate institutional care for one of the most vulnerable population categories in BiH. Moreover, a primary school in Milici municipality was renovated. In order to further contribute to sustainability of return in BiH in line with the Revised Strategy for the Implementation of Annex VII of the Dayton Peace Agreement, electricity was restored for 215 returnee families in rural areas country-wide.

Under Output 2.2.4 UNDP assisted 134 municipalities during 2010-2011 with training on Project Cycle Management, Local Development Management, Human Resources Management, Operations Management, Integrated Local Development Planning, IPA Cross Border Cooperation and Administrative Procedure. In 23 municipalities development strategies were prepared based on participatory approach encompassing extensive socioeconomic analysis, including assessment of poverty with an additional 20 municipalities preparing their strategies using the same methodology in the period 2012 - 2015. Additionally, 10 municipalities received assistance in developing income generation activities targeting poor and socially excluded, with 6 additional municipalities in 2012. In the period 2010 - 2011, 13 municipalities were fully included in the implementation of Revised Strategy for the implementation of Annex VII with at least 5 additional municipalities envisaged to be included in 2012.

**In conclusion**, the information provided by agencies does not give a coherent and systematic picture of the extent to which the UN system has contributed to strengthening the beneficiary institutions (*Municipal authorities, citizens, civil society and the private sector*) so that they are “*increasingly able to contribute effectively to planning and implementation of inclusive social policies at local level*”. This highlights weaknesses at the design and monitoring levels which need to be addressed if the UNDAF tool is to be useful for coordination and monitoring purposes.

### **Outcome 2.3 Access to social services by excluded and vulnerable groups.**

*Basic health and education, social protection and employment service providers are better able to ensure access to quality services for socially excluded and vulnerable groups including marginalised rural poor (UNICEF, UNFPA, UNHCR, IOM, UNDP, UNV, UNESCO, IFAD*

UN support was provided for six outputs (See Annex 4 for Output statements)

Under Output 2.3.1, UNICEF focused on the education aspects of this outcome and supported the strengthening of 50 schools in municipalities covered by the Social Protection and Inclusion Policy (SPIS) through “school improvement training” and the establishment of 13 Integrated Early Childhood services (IECD) offering integrated parenting education and school readiness programmes, accessible to all children and families. As the lead agency in Integrated Early Childhood and Development (IECD), UNICEF provided technical assistance to State and entity governments, and coordinated a process among relevant sectors to develop IECD

Policies and Strategies. The work on the policy level ensured the development and sustainable introduction of integrated ECD services in seven municipalities. Thus, two entity and State ECD Policies were developed. All three policies are inter-sectoral and include health, education and social protection. They specifically focus on the most vulnerable children and their families emphasizing children with disabilities, Roma and from rural areas. These policies are being complemented with specific ECD FBiH Strategy that includes inter-sectoral action plans and budgets developed by the Ministry of Finance of FBiH. As result of Policy work, integrated ECD services were introduced in 13 communities and services are being provided to 2,500 families and 2,100 children aged 0-6, whereas 35% of them in hard-to-reach areas. About 10% are the most vulnerable families and children reached through home-based activities. This serves as a milestone for building the entity system for Early Detection of developmental delays and disabilities, and interventions

Under Output 2.3.2 UNFPA supported the establishment of GBV referral mechanisms in eight municipalities.

Under Output 2.3.3 in 2012 UNICEF has been advocating higher enrolment in preschool education, sharing best practice models and providing technical assistance to develop standards on Early Childhood Education (ECE). These efforts, combined with support to Entity and Cantonal MoEs and municipalities in expanding ECE, have led to increased rates of children attending preschool (increase from 6 to 13%), and to a higher political commitment for universalizing the same. Study on the implementation of the law on pre-school education was conducted and Action plan on Communication for Development related to Integrated Early Childhood Development (IECD) was also developed and implemented in 2010. Progress in implementation of the Law on preschool education was assessed, and standards and indicators for monitoring the implementation of the Law defined.

In terms of primary school enrolment, BiH has nearly achieved universal enrolment (98%) but vulnerable parts of the population are still left behind: 1 out of 3 Roma children are not enrolled (31%). Similar equity gaps exist in secondary school with a net attendance ratio of 91.8% for mainstream population and less than 1 out of 4 amongst Roma population (22.6%).

But the most complex and worrisome challenge in education is the growing segregation along ethnic lines. The phenomenon of “two-schools-under-one-roof” continues with schools having two directors, two administrative systems, two groups of teachers, two curriculums and children attending different classes on the basis of ethnicity. But less visible and as worrying is the phenomenon of **mono-ethnic schools** where children only attend schools which they recognise as being from their ethnic group. Findings from different studies<sup>49</sup> indicate that there is “a general lack of sensitivity amongst both students and teachers to explicit forms of child discrimination in schools in BiH” and this “is more evident in areas where the majority of population belongs to a single ethnic group”. These studies warn of grave consequences of the current education system preparing future generations for separate development with little knowledge or respect for each other.

UNICEF assisted the government of BiH with technical assistance when it comes to development and adoption of the following laws and plans related to primary education: Action Plan for introduction of a system for monitoring quality of primary school with accompanied set of documents: Ethics Code, Intercultural Indicator, Instrument for school self-evaluation (approved by the Agency Steering Board in 2012); Learning outcomes for primary education and literacy learning outcomes for all grades (defined by the State Agency for Pre-primary, Primary and Secondary Education in 2012); and Standards of Students Achievements in Math, Language and Science for 3rd and 6th grade of primary school (adopted in 2012);

Advocacy and policy dialogue led to early childhood education being prioritized by Education Ministries at all levels. Specific support was provided to 12 municipalities to establish / expand early childhood education services with a focus on vulnerable groups of children. Additionally Together with MoHRR, UNICEF supported the inclusion of Roma children in early childhood education and supported the implementation of a school readiness programme. These represent an important first step towards addressing the socioeconomic barriers that deny Roma and other minority children an opportunity to enter school on time and be ready to learn

UNICEF contributed to improving standards of learning achievements of students in mother tongue, math and science at the end of third and sixth grade of elementary school, are developed. In the context of divided and mono- ethnic schools, UNICEF focused on inter-cultural inclusive education reaching around 15% of all primary

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<sup>49</sup>Education in BH: What do we teach our children? Open Society BH, ProMENTE, October 2007; Scientific Study on Discrimination Against Children in Schools in BiH, Save the Children Norway, 2007; Divided Schools in Bosnia and Herzegovina, UNICEF Research Report, 2008, KAP study on Interculturalism, UNICEF 2010.



schools and benefiting 70,000 children. To improve quality, standards for student's achievements were developed and adopted by the BiH Agency for Pre-school, Primary and Secondary Education. Significant results were achieved under the IECD initiative in 2011. Building on a solid Entity level policy framework on Integrated Early Childhood Development (IECD), a State Framework ECD policy was adopted in 2012, with emphasis on children with disabilities, Roma and children from rural areas. The FBiH Ministry of Finance adopted a specific FBiH Strategy for improving ECD in 2013-2017, with inter-sectoral action plans and budgets. Following policies and plans were developed and adopted by the BiH government institutions: Policy for Improving Early Childhood Development in the RS for 2011-2016 (March 2011); Policy for Early Childhood Development in the FBiH (May 2011); Framework Policy for Early Childhood Development in BiH (January 2012); Protocol of cooperation between Ministries of Health, Education and Labor and social policy in improving ECD in FBiH (adopted in April 2012); Policy for Improvement of Nutrition of Children under the Age of Five in RS (adopted in January 2012); and Protocol of cooperation to improve Early Childhood Development in Tuzla Canton (adopted in July 2012); Combining up-stream strategies with tangible services at the local level resulted in support to 13 IECD services at local level, with the provision of services to families with young children. Equity focus was ensured at both levels through the inclusion of children with disabilities, Roma and rural families in the policies, and the provision of outreach activities in IECD services, to reach the most vulnerable families. In 13 municipalities, municipal action plans were developed to mitigate the social impact of water price increases on vulnerable populations. A food fortification programme was developed based on evidence

In 2012 in the area of nutrition, a working group comprising representatives of key ministries at the State and both entity levels was established, and UNICEF supported the design of Infant and Young Child Feeding Policies in both Entities. The RS Policy was adopted by the RS Government, and the FBiH Policy is currently undergoing public discussion. Two Entity anemia surveys covering 5,000 households were launched, focusing on Roma women and children, and final results are expected by the end of 2012.

Under Output 2.3.4 UNFPA supported in 2012 the design of a sexual and reproductive health (SRH) curriculum. It also assisted in the establishment of a BiH reproductive health security commodity coordination board and Y-PEER BiH presentations on SRH for 885 young people in Banja Luka, Mostar and Bihac, providing counselling in their centres for 382 people, as well as referred young people to HIV VCT centres or health centres, and training 16 new peer educators in 2012. Facebook and website continue to be an additional source of reference of further dissemination of knowledge on SRH. SRH information service provided to youth through CSOs as follows: a) 112 peer to peer presentations with 2,637 participants; b) informative ones- one sessions for 573 youth; c) referral to other needed services for 456 young people.

Under Output 2.3.5 during 2010 – 2011, the UN system, and particularly UNHCR addressed the key issues pertaining to IDPs undertook advocacy measures to impress the importance of finding durable solutions for IDPs. Its efforts in 2010 culminated with the adoption of the Revised Annex VII Strategy of the Dayton Peace Agreement relating to the reintegration of displaced persons.

During 2012, UNHCR focused on advocacy measures and project development with a view towards the implementation of the Revised Annex VII Strategy. One of the key measures of the Strategy is the emphasis on urgent solutions for IDPs in collective centres, primarily through local integration. UNHCR thus initiated the development of a loan proposal to the Council of Europe Development Bank (CEB) to fund the closure of collective centres through social housing. UNHCR provided technical assistance to the BiH Ministry for Human Rights and Refugees, as well as authorities at entity, cantonal and municipal levels to develop this proposal, which will result in the closure of almost all remaining collective centres in the country. It has been foreseen that, by the implementation of this project, at least 114 collective centers will be closed and that the appropriate accommodation will be found for 7,247 IDPs currently living in collective centers. It is estimated that the total cost of the project amounts to 87 million euros, of which 60 million will be a loan, and 27 million will be provided by local authorities through in-kind contribution. The Council of Ministers submitted the proposal to CEB for final approval in November 2012.

UNHCR also provided various types of direct assistance to IDPs and returnees across the country. Over 4,000 persons were provided support to improve their level of self-reliance through income generation measures. Ensuring access to legal remedies was another prioritised objective in 2012. Close to 7,600 IDPs, returnees, refugees and asylum seekers received free legal aid through interventions in court cases and advocacy interventions. Most of the legal assistance was related to supporting the sustainability of returnee communities and in the prevention of discriminatory practices that inhibit the reintegration process and the further development of the country. Most of those who approached legal aid provider were returnees who received

reconstruction assistance and required support in obtaining access to rights (pensions, employment, health and social insurance, utilities, education, etc). There are close to 6,800 refugees from Croatia in BiH. They continue to face difficulties in access to rights and return, for example the regulation of civil status and documentation, access to pensions and housing etc. Those who wish to locally integrate in BiH also face obstacles in obtaining a livelihood and / or housing. UNHCR continues to advocate for the removal of the obstacles hindering durable solutions for these groups. UNHCR supported 118 refugees from Croatia with voluntary repatriation assistance and reintegration grants, as well as providing legal support to some 650 of them. In addition, UNHCR provided small scale economic sustainability support for 220 refugees from Croatia who decided to locally integrate. At the beginning of 2012, UNHCR supported the organization of an international donor conference to raise funds for a Regional Housing Programme which aims to provide durable housing solutions for the most vulnerable refugees, IDPs and returnees in the region. For its part, BiH plans to support 5,400 vulnerable families through a 100 million Euro country housing programme. Pledges totaling nearly 300 million Euros were committed.

Ensuring access to legal remedies was another prioritised objective in 2011, and approximately 3,000 IDPs, returnees, refugees and asylum seekers received free legal aid through interventions in court cases and advocacy interventions. Most of the legal assistance was related to supporting the sustainability of returnee communities and in the prevention of discriminatory practices that inhibit the reintegration process and the further development of the country. Most of those who approached legal aid provider were returnees who received reconstruction assistance and required support in obtaining access to rights (pensions, employment, health and social insurance, utilities, education, etc).

In addition, through the support of IOM, four Migrant Service Centers (MSC) were established within the Public Employment Services in Brcko District, Bihac, Pale, and Banja Luka. Their function is to provide information, advice, and referral services to migrants, potential migrants, and returnees. The MSCs disseminate information about work and study opportunities abroad, as well as procedures for obtaining visas, work and residence permits, access to health care and education abroad, and other relevant information in regard to working and studying abroad. The MSCs will be officially incorporated into the RS public employment system. However, in the FBiH and Brcko District, there is to date no guarantee that they will be part of the government budget and as such the knowledge gained by existing staff and the services they provide remain vulnerable.

Under Output 2.3.6 the MDG-F Joint Programme Youth Employability and Retention Programme (YERP) assisted in the establishment of Youth employment resource centres (CISO, Centres for Information, Counselling and Training). Centres were established in 16 locations including spacing, constructing, equipping and training in 2010 becoming fully operational in 2011. These integrated the CISO centres into Public employment service (PES) system in order to secure the sustainability of centres in the long term. The contributions of 21 national UN Volunteers enabled 14 of the CISO youth employment centres to provide some 5,996 youth in BiH with direct counselling + employment related information and enabled the participation of 3,926 youth in active job-search skills training. To date, through CISO centre services 1,470 individual employment plans were developed, 990 CISO beneficiaries secured employment and 160 CISO participants commenced volunteering after CISO-volunteering outreach activities.

In 2012 primary school enrolment databases were established in 23 municipalities with UNICEF support. 15% of all primary schools in BiH participated in inclusive and inter- cultural education projects, which is estimated to benefit 70,000 children. UNICEF also supported the development of learning outcomes to strengthen the quality of primary education.

In the area of secondary education, UNICEF supported the State-level Agency for Pre-primary, Primary and Secondary Education to define 10 key competencies and life skills, resulting in 17% of secondary schools in BiH having incorporated life-skills training in their curriculum, for the benefit of students. UNICEF promotes life skills and key competencies amongst secondary school students and support entrepreneurship and participation. Life skills-based and competence-based approaches were applied in 166 primary and secondary schools. Entrepreneurship skills for 1,916 students and 142 action learning projects were implemented in 118 schools, in 17 municipalities. Life skills- and competence- based training was provided in rural returnee areas with a focus on entrepreneurial skills (1,119 young returnees were trained, of which 6,25% were Roma youth).

Within the Initiative for Righteous Education, UNICEF leads a non-formal Forum of International Organizations, with representatives from various international organizations working in education (including the EU, Council of Europe, the US Embassy, USAID, UNESCO, Save the Children, Open Society Fund, Netherlands Embassy, Norway Embassy and the Swedish Embassy). The Forum agreed shared messages on inclusive quality education, which was presented at the meeting of EU Ambassadors and at a meeting of the Peace

Implementation Council for BiH.

In **conclusion on 2.** the design of the Social Inclusion outcome area of the UNDAF highlights particular challenges both for implementation and monitoring, for example:

- 1) The need to disaggregate outcome statements by sector (health, education, social protection) or theme (gender mainstreaming);
- 2) The need for support to strategies and national programmes of these sectors and themes, with a broader range of indicators than those given in the UNDAF;
- 3) The need for reporting by output (18) and indicators (totalling 72) as opposed to tendency to describe other agency-supported results. This also highlighted the inadequacy of the indicators given in relation to the much larger scope of agency support provided.

While no doubt agencies have assisted in the achievement of multiple results, the above design considerations have produced very mixed qualities of reporting, which make it difficult to assess the extent to which outcomes and outputs have been achieved in a systematic way.

A review of the design of the Social Inclusion outcome area and its appropriateness for agencies in terms of implementation and monitoring should be carried out in the context of preparing the next UNDAF, and lessons learned accordingly.

## 4.3 ENVIRONMENT

### (i) Background

At the outset of the UNDAF, the UNDAF document provided the following baseline description. “After the conflict in BiH, reconstruction and economic recovery were primary concerns, whilst the environmental dimensions of development received little attention. This has led to limited institutional capacity development in terms of environmental protection. The Government has indicated; however, that the environment is an emerging priority . Currently, environmental management suffers from deficiencies in the policy and legal frameworks, the absence of a state-level mandate and capacity, and unclear divisions of responsibilities between the different levels of Government. Environmental management is also weakened by inefficiencies in data collection and monitoring, and an overall lack of public information and education about environmental issues. Apart from the need to reverse environmental destruction and degradation there is also an urgent need to develop and implement environmental standards compatible with those of the European Union. The EU accession process will pose increasingly complex challenges in the field of environmental management and will require extensive changes to the existing infrastructure and legal framework.”

### (ii) UNDAF goals

The UNDAF document envisaged that UN would support the Government’s environmental priorities in three areas:

- (a) Strengthening of the relevant legal frameworks, sustainable natural and cultural resource management, and participatory sustainable development planning at the local level.

All activities in this UNDAF Outcome area would be guided by the specific requirements posed by the EU accession process. Under the first area, the activities will focus on supporting the institutionalisation of environmentally sustainable development through the establishment of adequate legal frameworks at all governance levels . In addition, the activities would be targeted at supporting the State, Entity and Cantonal authorities in mainstreaming the environmental governance methodology into the relevant strategic planning processes .

- (b) Climate change mitigation, water resource management, preservation of biological and landscape diversity, clean development mechanisms and waste management

Secondly, in the area of sustainable natural and cultural resource management the activities would focus on assisting the Government at all levels, the public and the private sector, to increase knowledge and technical capacities in the area of climate change mitigation, water resource management, preservation of biological and landscape diversity, clean development mechanisms and waste management . Furthermore, support would be given to State-level institutions with respect to the capacity to respond to the specific international obligations, including the multilateral environment agreements.

- (c) Formulation and implementation mechanisms for environmental Local Action Plans

Under the third outcome area, the UN would work with the State, Entity and Cantonal authorities on strengthening the formulation and implementation mechanisms for environmental Local Action Plans, through a participatory approach involving the municipal authorities, public and private service providers and civil society . Particular attention would be placed on communities which are affected by landmines and other issues related to explosive remnants of war .

### (iii) Attainment of targets

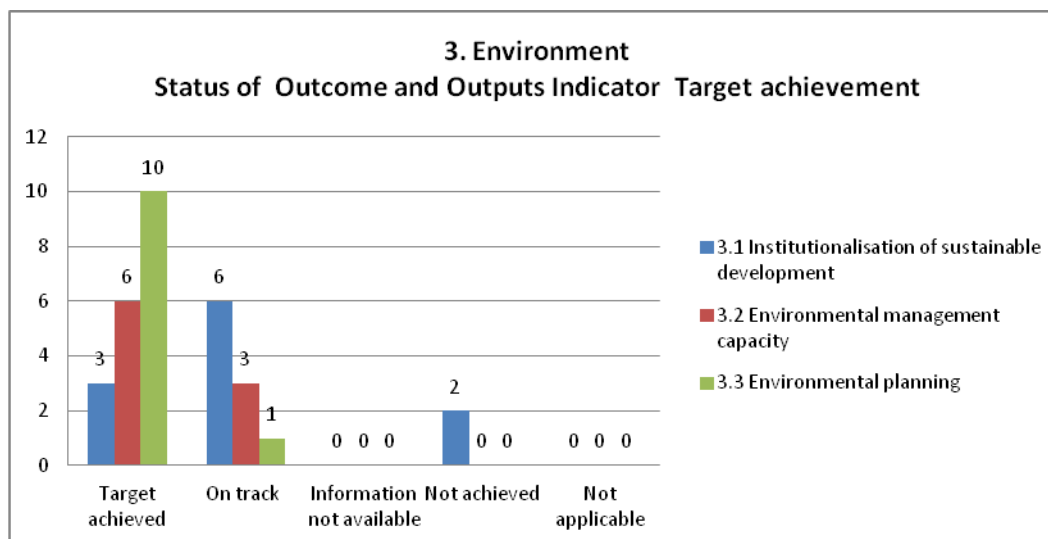
The table below shows that on the basis of the targets and indicators given in the UNDAF Results Matrix about 65% of the environment targets are considered to have been achieved with 33% on track. This very high level is commendable, but may also reflect the fixing of relatively modest but achievable indicators. Further review and reflection on these ratings will be required in order to ensure that the results achieved are meaningful and replicable on a broader scale.

Table 2 Attainment of targets under 3. Environment (2010 - 2012)

Table 6 3. Environment - Indicator target achievement ratings

3. ENVIRONMENT						
Out comes	Target achieved	On track	Information not available	Not achieved	Not applicable	TOTAL
3.1 Institutionalisation of sustainable development	3	6	0	2	0	11
3.2 Environmental management capacity	6	3	0	0	0	9
3.3 Environmental planning	10	1	0	0	0	11
<b>Total 3. Environment</b>	<b>19</b>	<b>10</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>31</b>
<b>%</b>	<b>61.3</b>	<b>32.3</b>	<b>0.0</b>	<b>6.5</b>	<b>0.0</b>	<b>100.0</b>

Figure 4 Status of Outcome and Outputs Indicator Target achievement



#### (v) Financial contributions

Table 10 below shows total planned contributions for Outcome 3 as \$18.2million or 10.3% of the total for all three agency outcomes.

For meaningful analysis these figures need to be broken down by agency outcome (3.1 Institutionalization of sustainable development; 3.2 Environmental management; 3.3 Environmental planning; for which more detailed financial monitoring is required.

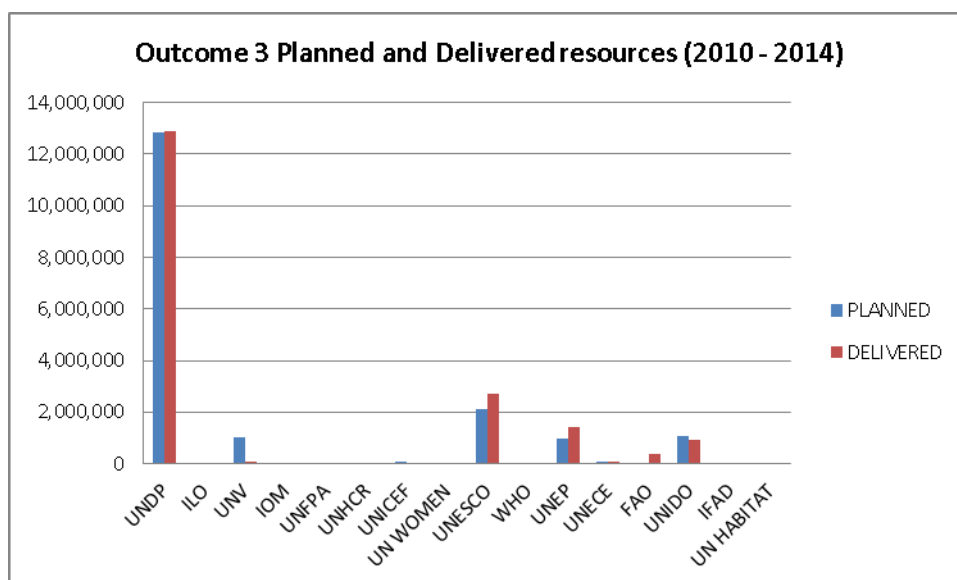
It should be noted that the size of agency financial commitments is not a full or adequate reflection of the value or scope of agency contributions, much of which may be provided in normative and qualitative terms rather than quantitative

Table 6 Distribution of resources by agency - 3. Environment6

	AGENCY	OUTCOME 3	
		PLANNED	DELIVERED
1	UNDP	12,828,000	12,873,322
2	ILO	0	0
3	UNV	1,023,000	100,000
4	IOM	0	0
5	UNFPA	0	0

6	UNHCR	0	0
7	UNICEF	100,000	0
8	UN WOMEN	0	0
9	UNESCO	2,144,000	2,721,500
10	WHO	0	0
11	UNEP	985,700	1,425,166
12	UNECE	73,000	70,500
13	FAO	0	382,302
14	UNIDO	1,100,000	951,105
15	IFAD	0	0
16	UN HABITAT		
	<b>TOTAL</b>	<b>18,253,700</b>	<b>18,523,895</b>

Figure 5 Outcome 3 Planned and Delivered resources



#### (vi) Results achieved

##### Outcome 3.1. Institutionalisation of environmentally sustainable development

*The Ministries of Environment at State, Entity and Cantonal levels ensure the legal framework is enacted and linkages between environment and other sectors established in order to institutionalise environmentally sustainable development (UNDP, UNV, UNEP, UNESCO)*

The UN system has supported four outputs (see Annex 4 for Output statements)

Under Output 3.1.1 UNEP used its allocation from the MDG-F project “Mainstreaming environmental governance” to prepare a Report on the BiH State of the Environment, as well as to prepare a review of the legal and institutional framework for environment protection in BiH in cooperation with over 30 state and entity institutions. These coincided with the carrying out of the National Capacity Self Assessment on Climate Change (NCSACC) which initiated a positive move forward for the implementation of four major Rio conventions, bringing focal points together and assessing the major problems in monitoring and reporting on Multilateral Environmental Agreements (MEAa) in BiH. The UNEP-assisted State of the Environment process brought together all stakeholders in the environmental sector in BiH.

One of the major activities, initiated in 2011 by UNESCO, was a review of existing laws on the protection of natural and cultural assets as well as preparation of the Legislative Gap Analysis, which serves as a base for future adjustment of the laws in order to be fully accorded with International Conventions (UNESCO and

Council of Europe), as well as EU directives.

Under Output 3.1.2, the same MDG-F project five agencies (UNDP, UNEP, UNESCO, FAO and UNV) joined together to (i) Improve local level environmental planning by developing effective participatory environmental methods; (ii) Enhance management of environmental resources and delivery of environmental services by improving environmental service delivery mechanism, and (iii) Increase national environmental awareness and action, localizing and achieving the MDGs, by assisting the public institutions to assess the existing legal institutional framework in order to produce the new "road map". The project helped 23 municipalities to prepare Local Environmental Action Plans (LEAPs) which were integrated into the Local Economic Development (LED) plans, supported by the ILDP, and trained municipal officials in environmental planning. It also established an Environmental Management Information System (EMIS).

Under Output 3.1.3 UNESCO used its MDG-F allocation to carry out a pilot project on enhancement of energy efficiency in cultural heritage monuments, as well as an energy efficiency study of the Town Hall of Sarajevo (Vijecnica), and trained cultural specialists from the institutes for the protection of cultural heritage from both entities in order to increase applications of energy efficiency in cultural heritage.

Under Output 3.1.4 UNDP, through the MDG-F project assisted in the establishment of funding mechanisms for environmental projects in order to increase the funding allocated to environment causes. UNDP played an instrumental role in the development and adoption of the Law on Fund for Environmental Protection and Energy Efficiency in Republika Srpska, which implements the "polluter pays" principle and was due to be extended to the Federation of BiH and Brcko District. Together, these actions will result in BiH financing mechanisms for environment protection being fully aligned with the relevant EU legal framework and secure a long-term sustainable source of financing for environment protection in country.

Actions were taken to create awareness on the investment opportunities and public private investment within the framework of the Financing Energy Efficiency Investments (FEEI) project to finance renewable energy and energy efficiency projects.

**In conclusion**, information provided by agencies provides evidence that UN system support has contributed directly to Outcome 3.1 and its outputs and indicators. This has no doubt been helped by the existence of a formal joint programming arrangement in the form of the MDG-F assisted Environmental Governance project, with a common work plan shared by all participating agencies.

## **Outcome 3.2. Environmental management capacity**

*Government has increased capacity to reduce environmental degradation and promote environmentally friendly actions and sustainable natural, and cultural resource utilisation (UNDP, UNV, UNEP, UNESCO, UNECE, UNIDO).*

The UN system has supported five outputs (see Annex 4 for Output statements) through a series of agency-supported projects. They have helped to strengthen national public and private capacity to reduce environmental degradation through the continued reduction of ozone depleting substances (ODS) in industry and industrial products, and thereby comply with international agreements such as the Montreal Protocol on ODS and the Stockholm Convention on POPs.

Under output Output 3.2.1 UNDP, under GEF funding has played an active role in addressing climate change issues and in raising national awareness and action in the area of adaptation and mitigation of climate change, firstly through its support in carrying out a self-assessment of national capacity under Climate Change Enabling Activities (40124) and secondly by Enabling Activities for the preparation of BiH's Second National Communication to the UN Framework Convention on Climate Change (UNFCCC) (75699). This included a review of energy efficiency possibilities through conversion from thermal to renewable (biomass, hydro-electricity) energy sources and the promotion of energy swap facilities to mobilise resources for increased hydro-electric investment of a potential \$300 million investment from the Government of Norway. Two further projects to establish a climate change facility for BiH cities (73081) and to promote biomass energy for employment and energy security (54633) constitute concrete actions to address climate change issues through increased energy efficiency. A number of awareness-raising activities on climate change issues were organised with UNDP support in the form of "Energy Days in Sarajevo, Banja Luka, Tuzla and Livno. Under Output 3.2.2 the UN system focussed during 2010 – 2012 on preparing and implementing micro-capital grants for 3 biodiversity projects, 9 energy efficiency projects and 5 projects for water supply to socially excluded groups.

Under Output 3.2.3 UNECE supported during 2010 and 2011 the preparation of the second Environmental Performance Review (EPR) of BiH which was designed to formulate recommendations on actions which could

help integrate sustainable development goals into sectoral policies.

UNIDO has initiated a GEF-financed project to carry out enabling activities for the preparation of a National Implementation Plan (NIP) and NIP update which will facilitate early action on the implementation of the Stockholm convention on Persistent Organic Pollutants (POPs). Furthermore, a new UNIDO pipeline project will improve water quality by the application of pilot eco-remediation measures as a cost effective methodology to reduce Biological Oxygen Demand (BOD) loads reaching Lake Modrac and by enhancing valuable ecosystem services provided by the lake and its catchment area. It identified pollution hot spots, elaborated a list of project outlines/schemes and implemented some pilot eco-remediation measures.

Under Output 3.2.4, UNIDO is contributing to strengthening national capacity to address clean development issues through its National Cleaner Production Programme (NCPP) through “Resource Efficient and Cleaner Production” (RECP) services.. Under this Programme a preparatory phase financed by the Government of Slovenia assisted in reviewing past, current and future cleaner production and related initiatives and in formulating a project which will contribute to reducing the intensity of resources use (energy, water and materials) and of waste and pollution generation in the manufacturing, processing and service sectors. In addition approximately 30 State, Entity and District level officials were trained in the area of the Kyoto Clean Development Mechanism (CDM) and 40 officials in the evaluation of CDM projects proposals.

Under Output 3.2.5 UNDP, under GEF funding, assisted in the preparation of the first National Communication (SNC) to the UN Framework Convention on Climate Change (UNFCCC) UNIDO has provided support to phasing out harmful ozone depleting chemicals particularly hydro-chloro-fluoro-carbons (HCFC) in refrigeration and in the manufacture of polyurethane foam insulation panels. It has also supported improved halon management and the introduction of halon substitutes in fire protection equipment, and provided institutional support at State and Entity levels to the Ministry of Foreign Affairs and Trade in order to promote compliance with the Montreal Protocol on Substances that Deplete the Ozone Layer (a protocol to the Vienna Convention for the Protection of the Ozone Layer). A project to support the national Ozone Depleting Substance (ODS) Phase Out Plan is in its third phase.

**In conclusion**, the above summary information shows that UN agencies have made a significant contribution to addressing climate change issues through reporting on climate change, initiating energy efficiency projects, reducing greenhouse gases through clean development projects, and strengthening national management capacity. The availability of non-core resources from the Global Environment Facility (GEF) and the MDG – F Achievement Fund has been critical in this respect.

### **Outcome 3.3.Environmental planning capacity**

*Local authorities, public and private sector providers and civil society formulate and implement, in participatory manner, environmental local action plans ensuring cleaner, safer and sustainable development (UNDP, UNV, UNEP, UNESCO).*

The UN system has supported four outputs: (see Annex 4 for Output statements) which attempt to strengthen local capacity to ensure that environmental issues are taken into consideration in the formulation of local plans, while at the same time ensuring that relevant stakeholders participate in this process. These included civil servants, CSOs, citizens, teachers.

Under Outputs 3.3.1 and 3.3.2 Considerable progress was made in 2010 – 2011 in the area of environmental planning with UNDP support from the MDG-F “Mainstreaming Environmental Governance” project on strengthening local level capacities and action on environment protection and energy efficiency in particular. Support was provided to participatory development of Local Environment Action Plans (LEAPs) in 30 municipalities, Sustainable Energy Action Plans (SEAPs) in 3 municipalities, municipal water supply studies in 11 municipalities, initiative for biodiversity protections in 3 municipalities, and Initiative on sustainable energy resources use (biomass) in 3 municipalities. Work on elaborating a national land consolidation strategy and a land consolidation pilot has also been started in 2011 with FAO support.

Under Output 3.3.3 Numerous local stakeholders received training from the above MDG-F project on various topics, including energy management, energy efficiency, mainstreaming biodiversity concerns in spatial planning and similar. All of this has significantly and sustainably increased level of capacities of municipal authorities, public servants, CSOs and local experts and positioned issues of environment protection and energy efficiency at the centre of the local communities agendas.

Under Output 3.3.4 In addition to the policy and capacity development work on local level, the impact of these



activities was enhanced through a number of projects which reflect increased capacities in the area of sustainable development and sustainable environmental management. These include identification of 9 innovative public sector energy efficiency projects; the implementation of 5 small scale LEAP climate change projects; 5 water supply projects for socially excluded groups and 3 biodiversity related projects.

**In conclusion,** the above information provides some evidence of increased capacity formulate and implement environmental local action plans and projects. However, monitoring information could still be improved through more specific linkage to UNDAF outputs, indicators and targets.

1) The results achieved to date in relation to the targets given in the Results Matrix are commendable, with a high rate of achievement (61.3%) and “on track” (32.3%), although a closer review is required to verify these findings;

2) The three outcomes relating to 3.1 Institutionalization of environmentally sustainable development; 3.2 the strengthening of Environmental management capacity; and 3.3 the strengthening of Environmental planning capacity apply similar principles to those contained in Outcome area 1 Governance (1.1 Policies and planning, and 1.2 Public administration reform) and could be integrated;

3) Certain outputs should be separated along sectoral lines, for instance 3.2.3 which combines biodiversity with water and waste management

## **4.4 HUMAN SECURITY**

### **(i) Background**

Human security is deeply connected to the ability of individuals to fully realise their fundamental human rights. The situation is particularly complex in BiH given the lingering legacy of the war (minefields, redundant arms and ammunition, civilian illegal possession of fire arms) and the new challenges, such as global threats (communicable diseases, pandemic influenza, climate-related disasters), violence against women and challenges such as border and migration management related specifically to the EC accession agenda. The human security issues in BiH are a direct challenge to the commitments and obligations that the Government has made with respect to the international human rights mechanisms. They reflect a complex set of issues resulting from those emerging from the country's particular development transition and the specific legacies of the 1992-1995 conflict.

### **(ii) UNDAF goals**

#### **(a) Disaster risk reduction, risk management and communicable diseases**

The first Outcome area looks at emerging human security challenges and those requiring immediate attention include disaster risk reduction, risk management and the threat posed by communicable diseases.

#### **(b) Disposal of landmines, weapons and ammunition**

Although considerable progress has been made regarding the destruction of weapons and ammunition, the high levels of civilian and military arms possession, as well as the large military stock of surplus ammunition continue to pose a threat to human security.

#### **(c) Implementation of the State Migration and the Integrated Border Management Strategies**

The country's weak border management has contributed to BiH being used as an origin, transit and destination country for irregular migration, trafficking and smuggling. As highlighted in the latest EC progress report, BiH needs to make further progress in the visa regime and to establish a functioning asylum system. The effective handling of irregular third country nationals is an increasingly relevant issue for the Government, especially in line with the Readmission Agreement with the EU, which has been in effect since 1<sup>st</sup> January 2008. In addition, there will be assistance to developing the capacities to deal with migrant populations (including forced migrants), refugees, and asylum seekers.

#### **(d) Integration of gender consideration within the security sector**

The fourth Outcome area is ensuring that gender is fully integrated within the security sector in BiH and that the related reforms take account of specific gender perspectives, including the right of women to be protected from violence. In BiH, women are notably absent from the security sector structures. At the State Border Service, the Agency for Intelligence and Protection (SIPA) and the police forces of both Entities, less than 10% of the staff is female and all police ministers and heads of police services are men. Women's right to participate and contribute to the security sector are limited. There are wide gaps in the implementation of policies and laws protecting women's human rights. The UN will support the State and Entity level ministries to establish gender sensitive policies and will work with the police forces to support development of policies and protection systems to respond to gender-based violence.

### **(iii) Partners**

These include State level Ministries of Security, Foreign Trade and Economic Relations, Foreign Affairs, Defence Transport and Communications, Human Rights and Refugees, the State Veterans Offices, the National HIV/AIDS Board and the BiH Mine Action Centre. Other important partners are the municipal governments, the State Border Police, NGOs and the private sector. Within the international community, UN agencies work closely with the Office of the High Representative, EUFOR, OSCE and the European Commission, among others.

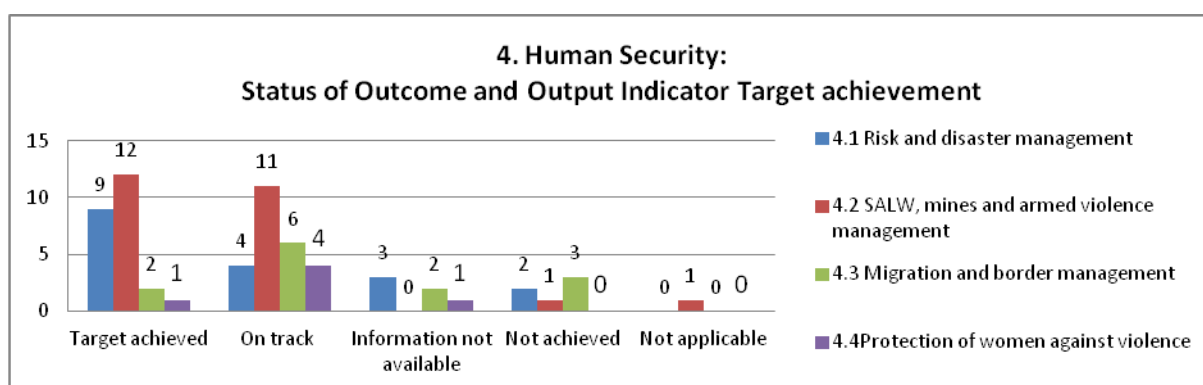
### **(iv) Achievement of UNDAF targets**

An assessment of the extent to which UNDAF Output targets I have been achieved during the period 2010 – 2012 give a relatively high achievement rate of 38.7% with 40.3% on track, as shown in the table below

**Table 7 Outcome 4 Human Security - Achievement of indicator targets**

	Completed	On track	Not yet complete	Changed	Total
Outcome 4.1 Risk and disaster management	11	8	3	0	22
Outcome 4.2 SALW, mines and armed violence management	7	13	4	0	24
Outcome 4.3 Migration and border management	0	7	6	0	13
Outcome 4.4 Protection of women against violence	1	3	2	0	6
<b>Sub-total Outcome 4</b>	<b>19</b>	<b>31</b>	<b>15</b>	<b>0</b>	<b>65</b>

**Figure 5 Outcome 4 Human Security - Achievement of indicator targets**



#### (v) Financial contributions

Table 7 below shows total planned contributions for Outcome 4 as \$14.6 million or 14.6% of the total for all four outcomes. For meaningful analysis these figures need to be broken down by agency outcome (4.1 Risk and disaster management, 4.2 SALW management strategies; 4.3 Migration and border management, and 4.4 Protection of women against violence, including by project and agency, for which more detailed financial monitoring is required.

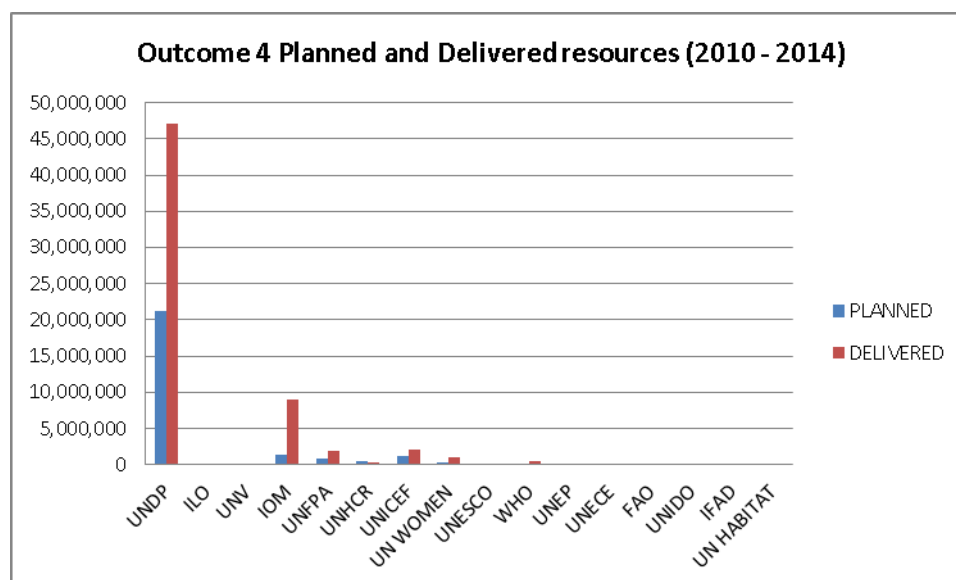
It should be noted that the size of agency financial commitments is not a full or adequate reflection of the value or scope of agency contributions, much of which may be provided in normative and qualitative terms rather than quantitative

**Table 7 Agency contributions - 4. Human Security**

	AGENCY	OUTCOME 4	
		PLANNED	DELIVERED
1	UNDP	21,155,000	47,169,829
2	ILO	0	168,769
3	UNV	0	195,519
4	IOM	1,300,000	9,025,993
5	UNFPA	870,516	1,928,370
6	UNHCR	520,000	321,000
7	UNICEF	1,200,000	2,090,826
8	UN WOMEN	400,000	1,059,717
9	UNESCO	100,000	0
10	WHO	200,000	558,000
11	UNEP	0	0
12	UNECE	0	0
13	FAO	0	0

14	UNIDO	0	0
15	IFAD	0	0
16	UN HABITAT		
	<b>TOTAL</b>	<b>25,745,516</b>	<b>62,518,022</b>
		<b>%</b>	<b>242.8</b>

Figure 5 Outcome 4 Human Security - Planned and Delivered resources (2010 - 2014)



#### Outcome 4.1 Enhancement of human security

*By 2014, Government adopts policy, regulatory and institutional frameworks to address human security challenges, including threats posed by communicable diseases and disasters, landmines and small arms and light weapons, armed violence, and also addresses issues of migration and women, peace and security.*

*Outcome 4.1 Risk and disaster management: Government at central and local level develops regulatory and institutional frameworks to mitigate risk and respond to disasters and outbreaks of communicable diseases, including HIV/AIDS, tuberculosis and pandemic influenza (UNDP, UNFPA, UNICEF, UNHCR, UNESCO, WHO).*

Human security is deeply connected to the ability of individuals to fully realise their fundamental human rights. The situation is particularly complex in BiH, given the lingering legacy of the war (minefields, redundant arms and ammunition, civilian illegal possession of fire arms) and the new challenges, such as global threats (communicable diseases, pandemic influenza, climate-related disasters), violence against women and challenges such as border and migration management related specifically to the EC accession agenda. The human security issues in BiH are a direct challenge to the commitments and obligations that the Government has made with respect to the international human rights mechanisms. They reflect a complex set of issues resulting from those emerging from the country's particular development transition and the specific legacies of the 1992-1995 conflict.

Outcome 4.1 included six outputs (see Annex 4 for Output statements) for which the following results have contributed to support Government efforts to develop "regulatory and institutional frameworks to mitigate risk and respond to disasters and outbreaks of communicable diseases, including HIV/AIDS, tuberculosis and pandemic influenza"

Under Output 4.1.1 the National Coordination Body for Disaster Risk Reduction was established in 2010 with UNDP support from the Regional Programme on DRR in line with the recommendations of Hyogo Framework for Action and National Methodology for Risk Assessment endorsed by the Council of Ministers. In 2012 support to 112 operation communication centres was provided

UNICEF worked with the Ministry of Security, the MoCA, UNDP, Save the Children and other partners to raise awareness of Disaster Risk Reduction (DRR) and Emergency Preparedness and Response, in strengthening

preparedness, including through supplies pre-positioned in regional centres, capacity development (eg Training workshop on Education in Emergencies for Government Officials) and planning (initiating local capacity building in the Municipalities of Bjeljina and Tuzla, as part of a UNICEF sub-regional project on DRR).

UNICEF has been playing an active role in the area of Disaster Risk Reduction (DRR) and Emergency Preparedness and Response (EPR) in BiH. UNICEF initiated and supported the organization of UNCT workshops on DRR / EPR and provided technical inputs into a UN Inter-agency Contingency Plan (2011). UNICEF is cluster lead for Nutrition, Education (with SC), Child protection (with UNHCR), and WASH.

UNICEF supported the Ministry of Security (MoS) and selected municipalities to raise awareness on DRR, enhance systems and coordination, strengthen DRR at the local level and in the education sector. Key interventions include: procured equipment to support flooded schools in affected municipalities (December 2010); Promoted coordination and increased knowledge on DRR and child protection: supported the MoS to mark international DRR Day (2012); as part of a UNICEF sub-regional project, supported the MoS and the municipalities of Bijeljina (RS) and Tuzla (FBiH) to implement activities to strengthen assessment, planning, coordination and systems, in order to enhance DRR and child safety.

In addition in 2010: National Methodology for Risk Assessment was endorsed by the Council of Ministers which was followed by a National Risk Assessment in 2011 which identifies key hazards and risks at national level. With a corresponding national capacity needs assessment. Impact and Recovery Strategies for prevention of floods for 10 affected municipalities were developed, and in 2012, a National Observatory for Risks and Hazards was established.

Under Output 4.1.2 the Joint UN Team and Working Group on AIDS supported the Ministry of Civil Affairs and Entity Ministries of Health in 2010 in the formulation of a fully gender-sensitive HIV/AIDS Strategy for BiH (2011-2016) which was adopted by the Council of Ministers BiH in September. This was accompanied by the formulation and approval of a series of policies, standards and laws to improve access to health protection and information developed according to international recommendations.

With respect to the control of Tuberculosis, the UNDP/GFATM TB Project supported the establishment of national tuberculosis units at all levels aiming to strengthen capacities of health system. Furthermore, a number of key documents were translated, including of the WHO "Stop TB Strategy", the "Patient's Charter for Tuberculosis Care" and "International Standards for Tuberculosis Care" with the purpose of serving as a model for similar documents relevant for Bosnia and Herzegovina. An update of the National Tuberculosis Programme has been initiated. The TB Project also supported the establishment of Infection Control Working Groups at the entity level in order to integrate the issues related to tuberculosis into national plans. The work of this group will result in Infection Control Plan and Protocol. In 2012 the TB Project supported the development and revision of National Tuberculosis Programmes on entity level while the TB project team supported the CCM in developing the Phase 2 TB project application, which was approved with additional funds for the 2013-2015.

Under Output 4.1.3 the UN system supported the National AIDS Board in the management of the HIV/AIDS Strategy, in the organisation of quarterly meetings of the Central Coordination Mechanism (CCM) and in the preparation of annual reports to the Council of Ministers. Through the UN Joint Team (UNJT) on AIDS in BiH, the UN engagement with relevant institutions and organisations has been broadened and strengthened at all levels of the national response. Assistance has been provided to CCM Secretariat in project proposals development (GFATM R10 application, CCM Secretariat funding application etc.). The main focus has been on activities that will maintain HIV prevalence in general population below 1%. Through the support of the UN in BiH, the Ministry of Civil Affairs and the National Advisory Board on AIDS now have sufficient technical knowledge to coordinate development and implementation of participatory evidence based HIV/AIDS, tuberculosis and national health-related strategies, policies and standards.

With ILO support, selected labour inspectors were trained as trainers and carried out 6 trainings through which they trained labour inspectors and social partners in the country by using an ILO Handbook for Labour Inspectors on HIV and AIDS which was adapted to the local needs and translated into official languages of BiH.

Under Output 4.1.4 BiH is now integrated into global surveillance and response mechanisms defined by WHO's International Health Regulations 2005 (IHR 2005). An Action Plan to Strengthen Core Capacities for Effective Implementation of International Health Regulations (2005) in Bosnia and Herzegovina 2011-2013 was formally endorsed by BiH Council of Ministers in 2011, and disseminated in a multi-sectoral workshop with support of

UN in September 2011. Technical assistance specifically tailored to the needs in country was provided in areas of risk communication, maintenance of polio-free status and elimination of measles and rubella.

In 2012 BiH Health authorities participated in the WHO European Region influenza surveillance platform, and are fully involved in regional surveillance activities. Health authorities in BiH are regularly informed about outbreaks of communicable diseases globally through their full access to WHO Event Management System. Representatives from BiH attended Joint ECDC and WHO European regional influenza surveillance meeting in Poland, May-June 2012. Inter-sectorial workshop on IHR (2005) implementation and chemical safety was organized in BiH in November 2012. Representatives from BiH attended multi-country workshop on International Health Regulations implementation in Montenegro and attended the workshop on pandemic preparedness - guiding principles for revision of pandemic preparedness plan in Denmark in December 2012.

In the area of immunization, UNICEF BiH provided support to the government with a focus on technical assistance and communication. Two entity Governments increased their investment in immunization programme and took over procurement of all vaccines for children including BiH. Additional efforts were made to institutionalize communication activities and increase governments' commitment towards safe and continued immunization programmes. In order to restore professionals' and parents trust in immunization UNICEF supported establishment of cooperation between parents, media and health professionals. During the European Immunization Week, UNICEF supported entity Immunization round tables for parents, health professionals and media to discuss all issues and concerns regarding safety and quality of vaccines. They jointly developed a document containing immunization Q&As, widely shared with pediatricians, and posted on parenting portals and forums, web pages of relevant public health institutions and UNICEF.

Under Output 4.1.5 Impact and Recovery Strategies for prevention of floods for 10 affected municipalities developed in 2011. Joint rapid assessment visits in flooded areas were organized by the UNCT in 2011 which resulted in strengthened coordination and understanding of roles and responsibilities within UNCT on Emergency Preparedness and Response. National capacities for effective mitigation of risks have been enhanced to address the challenges posed by the impacts of disasters

**In conclusion**, the UN system has provided relevant and useful support in the six output areas of risk and disaster management, HIV/AIDS, TB and other disease management, HIV/AIDS coordination, health crisis management, community disaster resilience and disaster risk reduction and management. During the UNDAF period UNDP alone is responsible for support to HIV/AIDS prevention and control (\$18.7 million) and Tuberculosis control (\$14.8 million) has managed GFATM funds, or a total of \$33.5 million, or over half the \$62.5 million provided to Human Security (4.1.2 and 4.1.3). Outcome 4.2. SALW, mines and armed violence management

*State, Entity and Municipal governments, in cooperation with local communities, improve management of small arms and light weapons, mine action and armed violence prevention (UNDP, UNICEF)..*

Outcome 4.2 comprises three outputs: (see Annex 4 for Output statements)

Under Output 4.2.1 capacities for improved control of weapons and support to defence reform processes were increased during 2010 – 2011 and the risks posed by unstable and surplus remnants of war reduced. The Government of BiH took over financial and operational responsibility for the BiH Mine Action Centre despite the challenges and lack of progress of demining. BiH has extended the duration of its Mine Action Strategy and plans to free the country of mines by 2019.

A Small Arms & Light Weapons and Child Safety Survey was finalized with UNICEF support and findings disseminated. School and community-based child safety and injury prevention activities were implemented in at least 10 locations. Joint UN communication campaign on small arms and light weapons / child safety has been developed.

Under Output 4.2.2, UNDP developed a community safety management model in 2012 that has been institutionalized in four pilot municipalities. The model has been integrated in the Community-based Policing Strategy of the RS and ensures that the community safety risks and concerns are addressed by all security providers at the municipal level on the coordinated and concerted manner. This method offers analytical and planning tools to municipal authorities to be utilized in their endeavors to improve safe and secure environment in BiH. Aiming to remove illicit weapons from society and to prevent uncontrolled explosion of ammunition defense stockpiles, UNDP has destroyed around 2,000 weapons collected by the police authorities throughout the country and supported disposal of around 850 tonnes of ammunition. Moreover, nurturing the

political decisions aimed at adoption of amnesty legislation for voluntary surrender of weapons, UNDP supported governments in Bosnia and Herzegovina in development of the arms collection and registration campaign that is anticipated to kick off in 2013.

Under Output 4.2.3 by 2012 UNDP had assisted in the destruction of around 2,000 weapons collected by the police authorities throughout the country and supported disposal of around 850 tonnes of ammunition. This falls short of the targeted 14,000 tonnes of ammunition by 2011. At the same time, UNDP has supported the political decisions aimed at the adoption of amnesty legislation for voluntary surrender of weapons through an arms collection and registration campaign that is due to start in 2013.

UNDP has also provided advisory and technical support to the Small Arms and Light Weapons Coordination Board to draft the Small Arms and Light Weapons Strategy. This strategic document brings innovations in the arms control policy setting by recognizing small arms victims as a category, by including gender and women's organizations in the formulation of this Strategy<sup>6</sup> and through the development of stringent measures for implementing an environmentally benign approach in arms disposal. The Strategy identifies key concerns in these areas and creates projects to address them in a comprehensive manner.

**In conclusion,** UNDP, as the major partner in this area, has committed \$8.9 million to 4.2 outcome (ref. UNDP Evaluation Report). While substantial progress has been made towards the achievement of the outcome and outputs, there is still major backlog in the achievement of the ammunition disposal goals of output 4.2.3, for which further resources and national commitment are required.

### **Outcome 4.3. Migration and state border management**

*Government at State level adopts regulatory and institutional frameworks to meet the requirements of international standards and the EU accession process on migration and state border management (IOM, UNHCR, UNDP).*

Outcome 4.3 comprises three Outputs (see Annex 4 for Output statements)

Under Output 4.3.1 With the support of IOM and UNHCR, and under the leadership of the Ministry of Security, the Migration & Asylum Strategy and Action Plan for the period 2012-2015 was drafted during 2010 - 2011 and adopted by the Council of Ministers in June 2012.

The strategy and action plan provides guidelines on reform priorities to the appropriate governmental, inter-governmental and non-governmental agencies relating to border control, migration and asylum, and migration and development as well as broader labour migration, diaspora, migration and development issues.

IOM also assisted in upgrading the Immigration Centre in Sarajevo, operated under the supervision of the MoS and the Service for Foreigners' Affairs (SFA) in order to satisfy EU standards. The centre employs 53 professional staff and has 120 beds.

During 2010 -2011, IOM assisted in the establishment of a Migration Information System (MIS) for the use of the Ministry of Foreign Affairs, Border Police, SFA, and the Sector for Immigration and Sector for Asylum within the MoS thereby enabling the collection, sharing and dissemination of relevant migration information between these agencies. The MIS has the capacity to store biometric fingerprint data.

In 2012, the IOM supported the Border Police of BiH and Croatian Directorate for Borders in implementing the joint project "Building the Capacities of Law Enforcement Officials of Bosnia and Herzegovina and Croatia in Performing Joint Border Patrols", for which a Working Group of experts was established, and specialised training curriculum, materials, and manual were developed in line with the Protocol on Joint Patrols and EU and Schengen best practices.

The Ministry of Security, Border Police, Service for Foreigners, RS Ministry of Internal Affairs of RS, Federal Police Administration, Police of BD and the cantonal ministries of internal affairs now have the technical equipment for the effective exchange of information and documentation related to verifying identity and citizenship of BiH nationals as part of fulfilling readmission agreements. This ensures strong electronic communication networks and information system for managing documentation concerning the admission of citizens of BiH.

Under Output 4.3.2 IOM supported the development of the project "Strengthening the Fight against Cross-border Crime and Irregular Migration through the Establishment of a Police Cooperation Centre (PCC) in Bosnia and Herzegovina", similar to those already operating within the EU.

BiH is a State party to the 1951 Convention and its 1967 Protocol relating to the Status of Refugees. BiH asylum legislation is generally in line with international and EU standards. The legal framework on asylum, introduced in 2003, is designed to ensure a simple but efficient procedure. In April 2011, the Ministry of Security initiated amendments to the Law on Movement and Stay of Aliens and Asylum (LMSAA) in order to harmonize its provisions with EU Directives, particularly EU Returns Directive and resolve problematic issues from practice. Comments to the Ministry of Security relating to provisions affecting asylum seekers and refugees were provided in May and August 2011 by UNHCR

UNHCR has provided training to the border authorities on identification of and proper procedures for persons in need of international protection. UNHCR also provided Comments to the Multilingual handbook for Border Police for profiling illegal migrants and identification of asylum seekers, and prepared with our local NGOs asylum leaflets in 5 languages. By 2012, 75% of border authorities had been fully trained on identification of and proper procedures for persons in need of international protection.

UNHCR has also assisted the MHRR and the NGOs Vasa Prava BiH and Bosnia and Herzegovina Women's Initiative to facilitate the naturalization of refugees and family reunification and to enable recognized refugees to access rights to education, health care, employment, social welfare and documentation under the same conditions as BiH nationals. There is still a need, however, to develop a systematic local integration strategy including permanent housing.

IOM has assisted the BiH government to combat trafficking in human beings through the creation of the State Coordinator's Office (SCO) in 2003. This has included support for the introduction of counter-trafficking legislation; the establishment of national referral mechanisms; cooperation agreements with major NGOs and the drafting of a National Action Plan (NAP) for Combating Trafficking in Persons. Good progress has been made and implementation of the relevant action plan continues.

IOM has also supported the strengthening of the MoS to deal systematically with the return of failed asylum seekers and to introduce effective arrangements for coordinating and financing the safe and efficient passage of rejected migrants from BiH to their country of origin. The agreement on the readmission of foreign nationals residing without authorisation, in force since January 2008, has brought BiH closer to the EU Acquis. However, its implementation still requires some adjustments.

IOM has assisted in the implementation of the NATO-PERSPEKTIVA Programme which contributes to the economic and social reinsertion of discharged personnel from the Armed Forces of BiH through the provision of individual counselling and grants, in addition to building the capacities of structures within the Ministry of Defense. The NATO/PfP Trust Fund has so far assisted 1,799 discharged personnel. One-on-one counselling offered through the Project is developed on the basis of the "Norwegian Model", and enables discharged personnel to remain in control of their reintegration path, so as to achieve a reintegration that is based on their strengths whilst creating a support network at the family and community level that further enhances a sustainable reintegration. New elements introduced through the project include the provision of psychosocial support to particularly vulnerable beneficiaries and specific assistance to women to enhance the scope for a successful transition into civilian life. Almost 600 individuals have been assisted through psychosocial support. Through the capacity building component based on a combination of learning-by-doing, formal training courses, and establishment of procedures/mechanisms, the project contributes towards establishing a self-sustainable and effective MoD system that will survive the end of the Trust Fund.

Under [Output 4.3.3](#) UNDP has supported since 2010 the design and installation of software for the Joint Risk Analysis Centre, including for the analysis of risks both external and internal including weapons trade and trafficking, which was completed in 2012.

**In conclusion**, IOM and UNHCR have been the major contributors to this area, on which the above summaries show that substantial results have been achieved in the areas of migration and asylum planning, institutional support for immigration management, the installation of information systems, the strengthening of collaboration between police forces, training of border authorities, combating trafficking in human beings and the demobilization and reintegration of former soldiers. .



#### **Outcome 4.4 Protection of women against violence**

*Security and law enforcement sector agencies integrate gender equality issues and mainstreams gender into its policies and protocols and take action to protect women against violence (UNIFEM, UNFPA, UNDP)*

This Outcome comprised two outputs (see Annex 4 for Output statements)

Under Output 4.4.1 particular focus was placed during 2010 – 2011 on the BiH Action Plan for the implementation of the UNSCR 1325 on Women Peace and Security, which was endorsed in 2010 by the Council of Ministers of BiH, and a National Working group for its implementation was established in 2011. The first progress report was adopted by the Council of Ministers in September 2011 and work on adjusting procedures and legislation to regulate recruitment and promotion of women in security sector was initiated in 2012.

UN Women, in cooperation with the 2 CSOs, is supporting a series of electoral activities that directly address women's peace and security needs in rural communities while increasing the number of women decision makers (and their capacity) in local community councils within four municipalities (2 in both entities). Women's political participation has also been augmented on the local level through the development of local UNSCR 1325 action plans across three municipalities of the FBiH and the RS. By way of advocating for the greater involvement of women in peace-building efforts, UN Women extended support to the Transcultural Psychosocial Educational Foundation towards the documentation of women's involvement (profiling the contributions of twelve local women peace-builders) in reconciliation, sustainable peace and UN SCR 1325 implementation in BiH.

This initiative, to be published in 2013, is making women's contribution visible while promoting women as peacemakers (and role models) to government authorities, civil society and the general public. Considering the non-inclusion of women in formal peace processes, this contribution brings the significant impacts made by women in building peace to the forefront. A collaborative effort has been engaged between the RS Women's Police Network, the Gender Centre of RS and UN Women to elaborate a UNSCR 1325 oriented gender equality/human rights curriculum for use in the RS Police Academy. This initiative will ensure that sustainable gender equality, human rights and UN SCR 1325 related capacity development is provided to the police throughout the RS. Further, by empowering the Women's Police Network to be the primary champion of the training, UN Women is contributing to a strengthened institutional role for this body within the RS police force.

Under Output 4.4.2, in 2010 – 2011, UN Agencies supported the national authorities - BiH Agency for Gender Equality and the BiH Agency for Statistics to conduct a first ever Prevalence Survey on Gender Based Violence in BiH. This survey provided a quantitative and a qualitative basis for future work on ending violence against women and girls. A strategy to improve the status of women survivors of sexual based violence (SGBV) in war time was developed and eight Referral Mechanisms for gender based violence (GBV) in BiH were initiated in 2011. Also, a youth peer-to-peer methodology was developed for raising awareness on and preventing gender based violence among youth in Bosnia and Herzegovina.

In 2012 UN Women supported the NGO to provide women victims of wartime trauma with assistance and care before, during and after court proceedings related to the criminal acts perpetrated against them during the conflict. To this end, the following has been achieved: (i) Established and institutionalized two cantonal networks of support for victims/witnesses in war crimes cases and, through WG engagement with governmental authorities and civil society partners, collaboratively elaborated the Protocol on Mutual Cooperation of Institutions and Organizations on the Provision of Support to Victims/Witnesses in War Crime Cases, Sexual Violence and Other Criminal Cases; and (ii) Strengthened the capacity of partner non-governmental organizations to conduct self-help groups and provide psycho-social support to women survivors of war torture and trauma. This result was guided through the development of the Manual for Working with Survivors of War Trauma. Women and girls for the first time since the end of the conflict in BiH, seek and receive continuous psycho-social assistance and relief related to wartime trauma. Through the establishment of governing protocols and support networks (with the full buy-in of government), a model is created that is already being extended to additional Cantons in BiH and exported to other areas (Kosovo under SCR 1244) where women survivors of war trauma have yet to receive comprehensive assistance.

With the support of the UNDP, as a result of eight-month trial monitoring of processing of GBV cases by selected NGOs, the reports were publicly released which identified systemic issues and shortcomings in prosecution of GBV and SV cases. Even though the primary objective was to strengthening capacities of NGOs for greater involvement of civil society in the work of judiciary, recommendations arising from trial monitoring are being used as part of advocacy efforts with relevant state authorities and other stakeholders to gain more

knowledge about identified problem areas, and taking responsive action to these conclusions while at the same time providing a direction for justice sector reform efforts.

On the basis of previously completed training needs assessments and capacities of judges and prosecutors to deal with cases of Gender based Violence in the RS and the FBiH and subsequent trainings for 80 judges and prosecutors, Manuals containing comprehensive Trainer's modules on Gender Equality and Gender Based Violence were developed in cooperation with the entities' Judicial and Prosecutorial Training Centres in 2012. The Manuals for the first time systematised the approach to Gender Equality and GBV trainings for the judiciary. Manuals containing comprehensive Trainer's modules on Gender Equality and Gender Based Violence were developed in cooperation with the entities' Police Academies. The Manuals for the first time systematized the approach to Gender Equality and GBV trainings for police officers, and were developed based on the completed training needs assessments and capacities of police officers to deal with cases of Gender based Violence in Republika Srpska and the Federation BiH, and subsequent trainings for police officers as well as for Training of Trainers (in total over 130), in 2012.

Thematic sessions of the Commission for Gender Equality of the House of Representatives and the Parliamentary Assembly of the Parliamentary Group on Population and Development was supported by UNDP with the aim of strengthening political will and awareness raising in relation to GBV. As change agents, Parliamentarians can ensure amendments to the laws and policy actions in order to bring about the desired change on the basis of documented information. Hence, the Thematic Session was used as an opportunity to present more recent key issues and results of gender based violence initiatives. A pilot study on sexual harassment in the private sector was completed and presented publicly to the key stakeholders (employers' associations, trade union associations, labour inspectorates, NGOs and international community). The research focused on legislative review, possible cases of sexual harassment, indicators for further research in the private sector and provision of recommendations for future strategic directions.

With the support of the UNFPA, development of a strategy for the achievement of rights of women victims of war and sexual violence is completed. The strategy is ready for submission to the BiH Council of Ministers. Referral Mechanisms (RMs) protocols of cooperation signed by 6 sectors (police, judiciary, health, social services, education and NGOs), on gender based violence (GBV). 4. GBV RMs are established and functional. At least 30 government and NGO stakeholders received technical assistance in the process of initiation of GBV database in BiH, utilizing regional best practices. 6 RM monitoring Working groups (WGs) are established and functional.

Through UNICEF BiH advocacy efforts, the NGO network for Elimination of Violence against Children (NEVAC) was established. The NGO network's capacity was strengthened in relation to advocacy, lobbying, data collection mechanisms, influencing the legislative and policy framework, strategic planning, and child rights programming. As a result of the NGO sector collecting data, the data collection mechanism on violence against children at the MoHRR was strengthened.

UNICEF has been strengthening data collection systems, mobilizing civil society in combating violence against children, and developing systems to detect, report, refer, and address cases of violence at all levels. Given that the Centres for Social Welfare are the weak link in the system, efforts are made to develop their capacity and systematize their work. Additionally, UNICEF, in cooperation with UNDP and HQ will work on strengthening armed violence prevention. When it comes to adoption of key legislatures in this area, they include: Adoption of the Country Strategy to Combat Violence Against Children; Creation and developed capacity of a self-sustained network of NGOs to combat violence against children; and Strengthened child protection system in 21 municipalities.

UNICEF is supporting a reform of the child care policy framework with both entities (e.g. adoption of law in RS and action plan in FBiH). In parallel, UNICEF provides assistance to transform two large institutions and has been strengthening family based care, and effective prevention mechanisms. Legal provisions related to these areas include: RWS law on social protection geared towards child care reform; and of the FBiH Action Plan to prevent separation and strengthened family based model care.

#### **In conclusion on Outcome 4**

- 1) A high degree of achievement of indicator targets has been attained during the first three years of the UNDAF with an estimated 38.7% achieved and 40.3% on track. As with the other Outcome areas, close monitoring will be required to verify these results and to obtain evidence on the extent to which the results achieved are contributing to the outcomes;

- 2) In financial terms, the Human Security outcome area is the second largest, with \$62.8 million or 34.7% of the total;
- 3) Contributions to the GFATM-assisted HIV/AIDS and Tuberculosis control projects make up a substantial proportion of these funds, which should arguably be accounted for under a health output under Outcome 2 rather than a human security one under Outcome 4.

## 5. REVIEW OF INDICATOR TARGET ACHIEVEMENT

This chapter assesses the extent to which the indicators given in the UNDAF Results Matrix have been achieved, in response to the ToR's task to assess *"The extent to which the UNCT contributed to, or is likely to contribute to the outcomes defined in the UNDAF."*

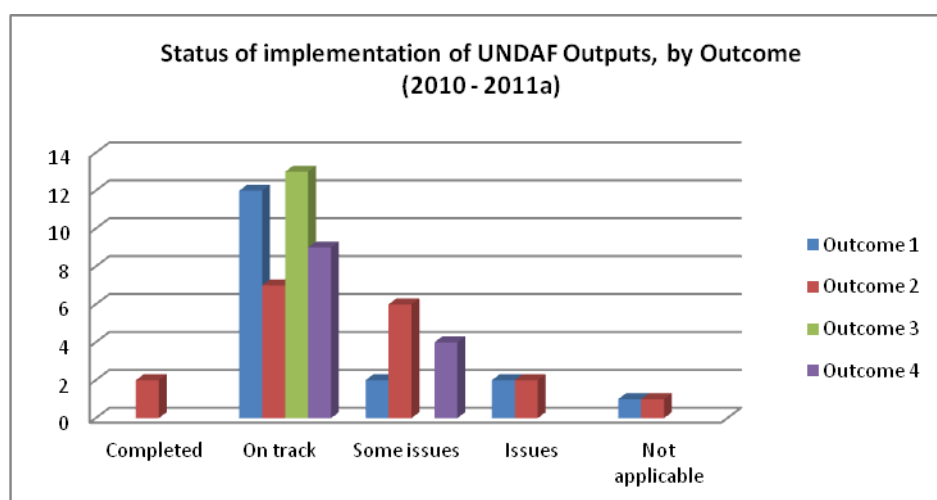
A first assessment was carried out by the RCO for the for 2010 – 2012 Progress Report 2012 in its Annex 1 entitled "Progress against UNDAF M & E Matrix". The results of this were summarized in the power point presentation to the UNCT in January 2012 as follows:

**Table 3 UNDAF Implementation by Outcome, according to colour coding (Completed/on track or with issues)**

		Completed	On track	Some issues	Issues	N/A	TOTAL
		GREEN	YELLOW	ORANGE	RED	GRAY	
Outcome 1	Democratic governance		12	2	2	1	17
Outcome 2	Social inclusion	2	7	6	2	1	18
Outcome 3	Environment		13				13
Outcome 4	Human security		9	4			13
<b>TOTAL</b>		2 <sup>58</sup>	41	12	4	2	61
		43 70% completed or on track		18 30% with issues			

Source: Envesa Hodzic-Kovac (RCO M & E) Presentation to UNCT, February 2012

**Figure 1 Status of implementation of UNDAF Outputs, by Outcome (2010 - 2014)**



An up-dating of the above table (see Table 5 below) to include 2012 results was carried out by the present Evaluation (See Annex 11). This shows a significant increase in the number of targets attained (38% achieved, 32% on track, which will undoubtedly increase during the remaining two years of the UNDAF, with 16% needing more information and 10% not achieved. This highlights the value of retaining fixed outputs and indicators for the duration of the UNDAF, but also the need for flexibility for changing needs.

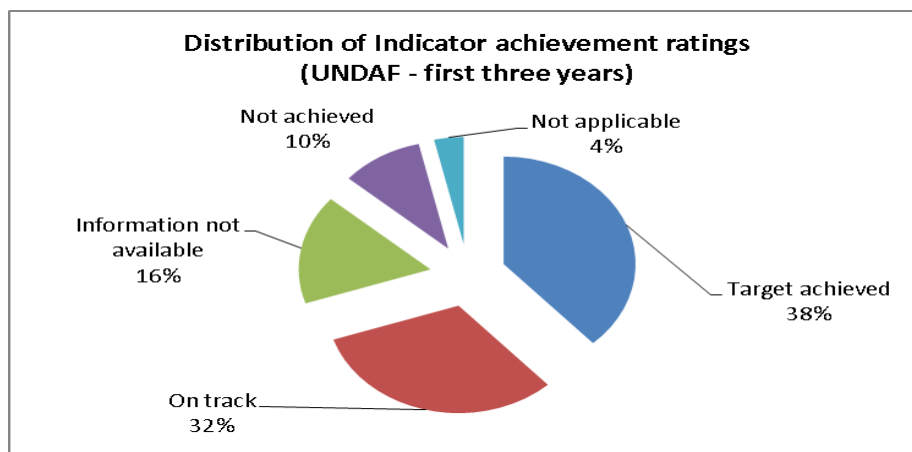
This exercise underlined the importance of clear indicators in the UNDAF Results Matrix, and systematic monitoring at each agency outcome level by the outcome/thematic group and project managers, who would agree on appropriate ratings.

Table 9 Attainment of Outcome and Output indicator ratings

UNDAF Outcomes and CP Outcomes	Outcome	Outputs	Indicators	Target achieved	On track	Information not available	Not achieved	Not applicable	TOTAL
1. Democratic Governance	1	0	3	0	0	3	0	0	3
1.1 Policies and planning	2	5	24	7	0	15	2	0	24
1.2 Public administration reform	2	7	22	11	1	4	1	5	22
1.3 Access to justice	2	3	10	2	7	0	1	0	10
1.4 Citizen participation	2	2	13	10	1	0	2	0	13
S-T Outcome 1	9	17	72	30	9	22	6	5	72
2. Social Inclusion	1	0	2	0	0	2	0	0	2
2.1 Social policy planning	2	7	29	10	8	3	6	2	29
2.2 Inclusive social services and policies	2	5	18	10	3	2	3	0	18
2.3 Access to social services by excluded and vulnerable groups	2	6	29	3	19	4	2	1	29
S-T Outcome 2 Social Inclusion	7	18	78	23	30	11	11	3	78
Outcome 4 Outcome	1	0	4	1	2	1	0	0	4
4.1 Risk and disaster management	1	6	21	11	4	4	2	0	21
4.2 SALW, mines and armed violence management	1	3	25	12	11	0	1	1	25
4.3 Migration and border management	1	3	13	2	6	2	3	0	13
4.4 Protection of women against violence	1	1	6	1	4	1	0	0	6
S-T 4 Human Security	5	13	69	27	27	8	6	1	69
TOTAL	27	58	249	97	77	41	25	9	249

Table 10 Indicator achievement rating by Outcomes, CP Outcomes and Outputs

	Outcome	Outputs	Indicators	Target achieved	On track	Information not available	Not achieved	Not applicable	TOTAL
TOTAL OUTCOMES	4	0	12	2	4	6	0	0	12
Total CP Outcomes	15	0	50	22	15	8	4	1	50
Total Outputs	6	58	187	71	60	27	21	8	187
Total Indicators for Outcomes + Outputs	25	58	249	95	79	41	25	9	249
%				38.2	31.7	16.5	10.0	3.6	100.0



## 6. FINANCIAL CONTRIBUTIONS TO UNDAF

This chapter assesses the financial implications of UN system support and makes recommendations on the issues raised particularly relating to the need for an appropriate financial UNDAF data base and monitoring system.

### 6.1 Distribution of resources – Planned and delivered

Table 17 below shows total financial resources delivered (with 2013 estimated) (column 7) against those planned in the UNDAF document (column 6), by agency (column 1) and by outcome (columns 2 – 5), in financial (column 7) and percentage terms (column 9). It also shows the relative contributions in financial terms by agency (column 8) although it is recognized that the size of an agency's financial contributions does not necessarily reflect the quality or scope of its results.

The large discrepancies between planned and delivered resources is due in large part to a reclassification of certain UNDP projects through their transfer from Outcome 2 to 5 and is not a reflection of a shortfall of delivery, except in the case of IFAD and UN Habitat in Outcome 2..

**Table 11 UNDAF Planned and Delivered Budgets per Agency and Outcome (2010 - 2014)**

	1	2	3	4	5	6	7	8	9	10
	AGENCY	OUTCOME 1	OUTCOME 2	OUTCOME 3	OUTCOME 4	TOTAL PLANNED 2010-2014	TOTAL DELIVERED w. 2013 estimate	% of Total	% delivery	Over/under planned budget
1	UNDP	19,750,000	33,201,000	12,828,000	21,155,000	86,934,000	103,821,943	58.8	119.4	16,887,943
2	ILO	500,000	0	0	0	500,000	684,786	0.4	137.0	184,786
3	UNV	0	1,235,000	1,023,000	0	2,258,000	1,006,616	0.6	44.6	-1,251,384
4	IOM	950,000	2,150,000	0	1,300,000	4,400,000	11,907,858	6.7	270.6	7,507,858
5	UNFPA	1,596,244	3,223,240	0	870,516	5,690,000	4,487,370	2.5	78.9	-1,202,630
6	UNHCR	600,000	700,000	0	520,000	1,820,000	12,344,368	7.0	678.3	10,524,368
7	UNICEF	1,591,000	18,795,000	100,000	1,200,000	21,686,000	21,465,034	12.2	99.0	-220,966
8	UN WOMEN	500,000	0	0	400,000	900,000	1,830,643	1.0	203.4	930,643
9	UNESCO	0	300,000	2,144,000	100,000	2,544,000	2,721,500	1.5	107.0	177,500
10	WHO	0	0	0	200,000	200,000	558,000	0.3	279.0	358,000
11	UNEP	0	0	985,700	0	985,700	1,425,166	0.8	144.6	439,466
12	UNECE	200,000	0	73,000	0	273,000	123,500	0.1	45.2	-149,500
13	FAO	0	0	0	0	0	4,347,589	2.5	0.00	4,347,589
14	UNIDO	0	0	1,100,000	0	1,100,000	951,105	0.5	86.5	-148,895
15	IFAD	0	50,000,000	0	0	50,000,000	8,818,999	5.0	17.6	-41,181,001
	<b>TOTAL</b>	<b>25,687,244</b>	<b>109,604,240</b>	<b>18,253,700</b>	<b>25,745,516</b>	<b>179,290,700</b>	<b>176,494,477</b>		<b>98.4</b>	<b>2,796,223</b>
16	UN HABITAT	700,000	900,000			1,600,000	0	0.0	0.00	-1,600,000
	<b>TOTAL</b>	<b>26,387,244</b>	<b>110,504,240</b>	<b>18,253,700</b>	<b>25,745,516</b>	<b>180,890,700</b>	<b>176,494,477</b>	<b>100.0</b>	<b>97.6</b>	<b>4,396,223</b>
	<b>%</b>	<b>15.0</b>	<b>62.6</b>	<b>10.3</b>	<b>14.6</b>					

Table 12 UNDAF - Planned and Delivered resources, by Outcome (2010 – 2014 (with estimated budgets for 2013 & 2014) (\$'000)

		OUTCOME 1		OUTCOME 2		OUTCOME 3		OUTCOME 4		TOTAL	
	AGENCY	PLANNED	DELIVERED	PLANNED	DELIVERED	PLANNED	DELIVERED	PLANNED	DELIVERED	PLANNED	DELIVERED
1	UNDP	19,750	13,417	33,201	30,362	12,828	12,873	21,155	47,170	86,934	103,822
2	ILO	500	309	0	206	0	0	0	169	500	685
3	UNV	0	0	1,235	711	1,023	100	0	196	2,258	1,007
4	IOM	950	665	2,150	2,217	0	0	1,300	9,026	4,400	11,908
5	UNFPA	1,596	1,404	3,223	1,155	0	0	871	1,928	5,690	4,487
6	UNHCR	600	2,477	700	9,546	0	0	520	321	1,820	12,344
7	UNICEF	1,591	1,959	18,795	17,415	100	0	1,200	2,091	21,686	21,465
8	UN WOMEN	500	251	0	520	0	0	400	1,060	900	1,831
9	UNESCO	0	0	300	0	2,144	2,722	100	0	2,544	2,721
10	WHO	0	0	0	0	0	0	200	558	200	558
11	UNEP	0	0	0	0	986	1,425	0	0	986	1,425
12	UNECE	200	53	0	0	73	71	0	0	273	123
13	FAO	0	3,497	0	468	0	382	0	0	0	4,348
14	UNIDO	0	0	0	0	1,100	951	0	0	1,100	951
15	IFAD	0	0	50,000	8,819	0	0	0	0	50,000	8,819
16	UN HABITAT	700		900						1,600	
	<b>TOTAL</b>	<b>26,387</b>	<b>24,032</b>	<b>110,504</b>	<b>71,419</b>	<b>18,253</b>	<b>18,524</b>	<b>25,746</b>	<b>62,519</b>	<b>180,891</b>	<b>176,494</b>

A number of observations can be drawn from the above tables, notably:

- 1) The approximate balance of total planned and delivered resources, with delivery at 97.6% (\$4.4 million short of planned resources). This has been achieved by year 4 of a five year cycle, suggesting that by the end of 2015, total resources mobilised could be 20% higher than currently envisaged, i.e approximately \$35 to \$40 million more.
- 2) The approximate balance (+ or –10%) for **two** agencies (UNICEF – 99.0%, UNESCO -107.0%)
- 3) The exceeding of planned targets of **seven** agencies (UNDP – 119%, ILO – 137.0%, IOM 27.1%, UNHCR – 678.3%, UN Women – 203.4%, WHO (279.0%), and UNEP – 144.6%), of which four with extremely high(over 200%) levels of resources mobilised (IOM, UNHCR, UN Women, WHO) with UNHCR up to 678% more than planned.
- 4) The failure to reach planned targets of **six** agencies (UNV – 44.5%, UNFPA – 78.9%, UNIDO – 86.6%, UNECE – 45.2%, IFAD – 17.6%, and UN Habitat – 0%), which no doubt have their own explanations and agency-specific responses under way.
- 5) The provision of unplanned resources by **one** agency (FAO - \$4.3 million) which had not been included in the UNDAF document.

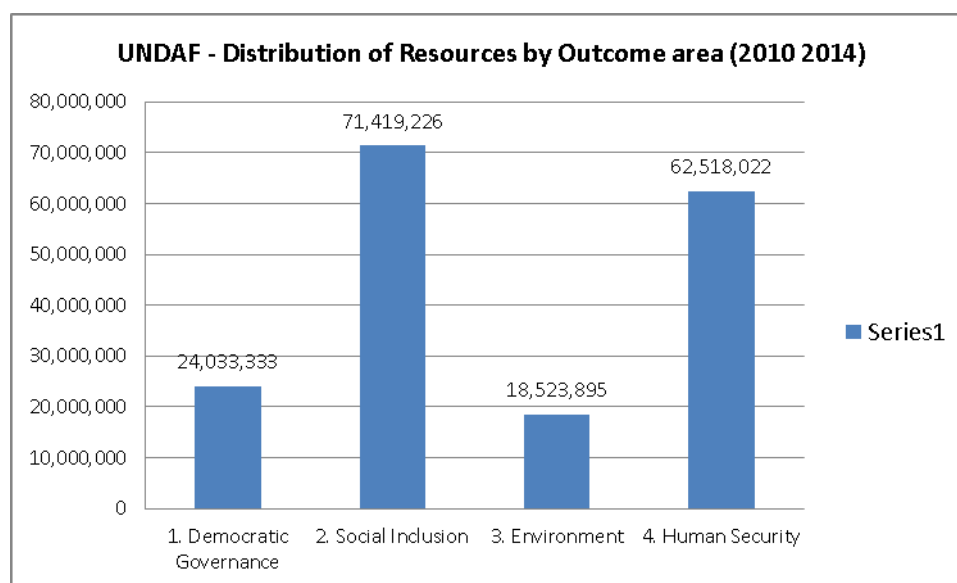
## 6.2 Distribution of resources – By Outcome area

Table 16 above and 17 below, as well as Figure 7 below show the distribution of resources planned and delivered by UNDAF Outcome. While these give a very rough idea of substantive use of resources, they need to be broken down according to the fourteen CP outcomes for them to be in any way meaningful and useful for monitoring and management purposes.

**Table 43 Comparison of planned and delivered and budgeted UNDAF resources (2010 - 2014)**

UNCT Agency	Outcome 1: Governance	Outcome 2: Social Inclusion	Outcome 3: Environment	Outcome 4: Human Security	Total
Planned in UNDAF	26,387	110,504	18,254	25,746	180,891
Total Delivered (w. 2013 estimates)	24,033	71,419	18,524	62,518	176,494
%	13.6	40.5	10.5	35.4	100.0

**Figure 2 UNDAF - Distribution of Resources by Outcome area (2010 2014)**



The variety of substantive or thematic “sub-areas” within each Outcome area, and the often large sums involved, underline the need for such a disaggregated breakdown in both substantive as well as financial terms. For instance:



- Outcome 1 Democratic governance covers thematic areas relating to policies and planning, including statistics, public administration capacity development, gender mainstreaming and access to justice.
- Outcome 2 Social inclusion covers a wide variety of themes relating to process areas (planning, service delivery, etc.), substantive (health, education, social protection), and target related (children, women, youth, elderly, refugees, migrants, etc.).
- Outcome 3 Environment addresses institutional development relating to several aspects of environmental governance, environmental management, and environmental planning, although these could all be integrated or mainstreamed into the other outcome areas.
- Outcome 4 Human security covers health threats posed by communicable diseases (with substantial GFATM contributions for HIV/AIDS and Tuberculosis control), disasters management, and relatively large financial commitments for war-related human security issues of landmines and small arms and light weapons, armed violence. In addition it includes the very different areas of migration and women, peace and security;

It is felt that all of these sub-areas should be monitored in both substantive as well as financial terms, but the absence of any financial monitoring system at the UNDAF level makes the latter extremely challenging. The next UNDAF should give priority to identifying clearer thematic lines and coordinated UN agency support so as to facilitate both substantive and financial monitoring.

### ***6.3 Assessments of project contributions by outcome***

As part of the assessment of efficiency of UN support, an attempt was made to collect financial information from agencies by project for the period 2010 – 2014, according to their respective outcome and output. Regrettably, full financial information was not received from all agencies according to the 14 outcomes.. Furthermore, since many projects addressed more than one output or outcome, an assessment of relative financial contributions to each one was rendered more difficult. Continued efforts to strengthen financial monitoring are considered necessary in order to enable the UNCT and other stakeholders to be more fully aware of the financial implications of UN inputs.

This highlighted the need for appropriate design of UN support to different components of the UNDAF which would facilitate the placing of projects in the appropriate UNDAF substantive or thematic areas. It would also assist monitoring in both substantive and financial terms and in the compilation of annual reviews.

A format was designed, and partially completed (see Annex UNDAF Financial Resources Matrix (FRM) ) which is similar in principle to the UNDP Financial Resources Matrix. But as mentioned above, it could not be completed due to lack of full project level information from agencies, and indications of their respective UNDAF and agency outcomes.

This Matrix brings together project information with annualized expenditures and budgets according to their respective outcome and outputs. It would help to provide the following information:

- (i) Grouping of projects by outcome (e.g. 4) and agency outcome (e.g 4.1)
- (ii) Linkages to corresponding agency country programme documents, with corresponding numbered outcomes, outputs and indicators
- (iii) Annual expenditures (2010 – 2012) and budgets (2013 – 2014) by
  - (a) Agency core resources
  - (b) Agency Non-core resources
  - (c) Total figures,
- (iv) Totals of budgets and expenditures for the UNDAF cycle (2010 – 2014), up-dated annually;
- (v) Total agency contributions by UNDAF outcomes and agency outcome and

It is suggested that the RCO M & E Unit consolidate this matrix and complete the entry of agency project financial information.

While such a system might seem challenging to establish and maintain, it is felt that the advantages gained in

the form of improved financial information far outweigh them. What would be required is first of all the design of the data base and system, secondly compliance by agencies in the provision of financial information according to reporting needs, and thirdly the maintenance of the system by the RCO M & E unit with analysis according to the above key indicators duly recorded in annual UNDAF review reports. The Financial Resources Matrix format could be helpful in this regard.

## 7. UNDAF ANALYSIS

The following observations are made with respect to the evaluation issues included in the Terms of Reference:

### 7.1 Key evaluation criteria

#### 7.1.1 Relevance

*The extent to which the objectives of UNDAF are consistent with country needs, national priorities, the country's international and regional commitments, including on human rights (Core human rights treaties, including ICCPR, ICESCR, ICERD, CEDAW, CPRD, CRC,<sup>59</sup> etc.) and the recommendations of Human Rights mechanisms (including the treaty bodies, special procedures and UPR), sustainable development, environment, and the needs of women and men, girls and boys in the country.*

##### (i) Compliance with national priorities

One of the particularities of Bosnia and Herzegovina is the fact that policies and planning frameworks established at the State level are not necessarily applied at the Entity level of the Republika Srpska (RS) or the Federation of BiH and its ten Cantons, or the District of Brčko. In fact even at the state level, consensus is often difficult and national instruments of policy and planning never reach the adoption stage. As a result, by default and for pragmatic reasons, policy and planning is delegated to the Entity and municipal level.

UNDAF support has attempted to align itself with state level policies and plans, but in their absence, has focused on Entity and municipal levels and decentralized its actions to the entity and municipal levels.

The UNDAF has attempted to align itself with the main national planning frameworks, namely the Government's "Strategy for Development for Bosnia and Herzegovina" (May 2010) even though it was never formally approved by the Council of Ministers. The former had six main Strategic Goals of 1) Macro-economic stability; 2) Competitiveness; 3) Employment; 4) Sustainable development; 5) EU integration and 6) Social inclusion. The UNDAF also took into consideration the Government's Social Inclusion Strategy (....). But in reality, the UNDAF has complied with entity level priorities and focused on decentralized regional and municipal priorities. Where appropriate it has helped to formulate plans and strategies at this level.

The UNDAF was undoubtedly relevant at the time of its formulation in terms of its main thematic thrusts at the level of outcomes and outputs which in broad generic terms covered both State and Entity levels. On the whole, these generic outcomes and outputs are still valid, for which support has been provided in relation to the indicators identified for them in the UNDAF Results Matrix, as well as for Country Programme Action Plans (CPAPs) for UNDP, UNFPA and UNICEF and individual projects.

##### (ii) Compliance with international Conventions

The review shows outputs where the UN system is supporting compliance with international conventions, particularly under:

- UN Environmental Conventions, such as the Convention on Biodiversity (CB), the Convention on Climate Change (FCCC), the Montreal Protocol on the elimination of ozone-depleting substances, the Convention on Desertification and Degradation (CDD), the Stockholm Convention on Persistent Organic Pollutants (POPs)
- UN Human Rights conventions, such as the Declaration of Human Rights (DHR), the Convention on the Rights of the Child (CRC), the Convention for the Elimination of Discrimination against Women (CEDAW).
- European Convention, including the Framework Convention for the Protection of National Minorities (1994); the European Charter for Regional or Minority Languages (1992); the Geneva Conventions I-IV on the Protection of the Victims of War (1949), and the Geneva Protocols I-II (1977) hereto', the International Convention for the Protection of All Persons from Enforced Disappearance (2010); 2010; and the European Convention for Human Rights and Fundamental Freedoms and its Protocols (12, 13, 14)

In this respect, UN projects have actively supported the strengthening of national capacity to comply with

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<sup>59</sup> International Convention on Civil and Political Rights (ICCPR), International Convention on Economic, Social and Cultural Rights (ICESCR), the International Convention on the Elimination of All forms of Racial Discrimination (ICERD), the Convention on the Elimination of Discrimination Against Women (CEDAW), the Convention on P..... R ... D (CPRD) and the Convention on the Rights of the Child (CRC).

these conventions through the preparation of legislation, training and awareness raising of government officials, the establishment of systems and infrastructure to facilitate compliance, the undertaking of studies and research through working groups, as well as advocacy at appropriate levels of government and in the media etc. Particular focus has been given to areas relating to the achievement of European standards as required for approval of the pre-Accession Stabilisation Agreement, other European instruments, and subsequently of the 17 *acquis* criteria.

### 7.1.2 Effectiveness

*The extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the UNDAF. The evaluation should also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed.*

The information given in chapters 4 and 5 summarises the perceived high level of effectiveness of the UNDAF in the achievement of its targets to date (chapter 4), and in the substantive activities carried out (chapter 5) as documented in the 2010 – 2011 Progress Report (with Annex 1) and Annual Review for 2012. Furthermore, the analysis given in chapter 5 highlighted the positive ratings achieved in terms of the achievement of UNDAF outcomes and outputs. Furthermore UNDP project and evaluation reports have demonstrated the large degree of effectiveness of the projects reviewed with respect to the achievement of their substantive goals. The extracts given in chapter 4 attempt to illustrate the extent to which UN support has contributed to the outcomes given, although inevitably for reasons of space, they cannot do full justice to the results achieved and work carried out across a spectrum of fourteen CP outcome or thematic (and sub-thematic) areas.

At the UNDAF level, the information given in chapter 4 reveals methodological shortcomings in terms of design and monitoring. Firstly reporting rarely focuses on the extent to which specific UNDAF outcomes and outputs have been achieved, and instead tends to describe a broader array of goals and activities carried out. Secondly, most agency support aims to achieve much more than that given in UNDAF indicators, and in fact succeeds in doing so. UNDAF outcomes and outputs therefore may represent just a small portion of those addressed with UN support. This suggests that UNDAF outcomes and outputs should be the same as those chosen by support projects, which should be designed and monitored accordingly.

The requirement that the evaluation should “also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed.” proved to be excessively ambitious given the time constraints, and information available. Such questions are better addressed at a thematic or project level, for which monitoring reports should be designed to collect such information. In this respect, the primary responsibility for the collection and analysis of such information should lie in future with the relevant Results Groups rather than individual agencies. These Groups should bring together information from participating agencies and draw out their own assessments of the results achieved, in a way which can easily be used by the RCO.

### 7.1.3 Efficiency

*Efficiency. The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.).*

The Evaluation considered that while it might be possible to compare the resources contributed to each outcome area and outcome, particularly at a project level, it would be difficult to give a value judgement on the transaction costs (funds, expertise, time, administration costs, etc.) at the UNDAF level.

In attempting to address this issue, it was proposed to use two sets of figures to calculate costs, (a) by Overall Outcome area, using figures given in the 2010 – 2011 Progress Report and the 2012 Annual Review (4.3.1 below), and (b) by Outcome and output using annualized project financial information, using the Financial Resources Matrix format in Annex 12. Regrettably, as mentioned in 6.2 above, it was not possible to collect all the relevant financial information and so this exercise could not be completed. Nevertheless the use of the Financial Resources Matrix, or a suitably adapted format, could be useful in the collection and analysis of financial information, and in comparing this with results achieved. However, it is fully recognized that the scale of financial contributions does not necessarily reflect the scale or scope of substantive contributions, particularly of the smaller agencies.

However, it was concluded that attempting to assess efficiency of UNDAF processes and results was not feasible without a clear definition at the outcome, output and project level of what this entails and more importantly of the provision of relevant data by those responsible during the course of project delivery.

Without this, any assessment of efficiency risks dependency on impressions and observations rather than solid fact.

Nevertheless, table 17 in section 6.1 above does provide one measure of efficiency in terms of capacity to mobilise resources. The observations given in this section highlight the agencies which have mobilized more resources than those envisaged in the UNDAF, as well as those which have reached their targets, or which have under-performed. These also show that overall targeted amounts have been reached by year 4 of a five year cycle, with the under-performing agencies (IFAD, UN Habitat) still to show their potential.

The applicability of the use of “efficiency” as a criteria for evaluation for an instrument as broad, large and varied as an UNDAF needs to be reviewed. If confirmed, an appropriate methodology needs to be designed and put in place so that relevant evidence is collected during the course of project implementation, and can form the basis of objective appraisal.

#### **7.1.4 Sustainability**

The question of Sustainability, defined in the ToR as “The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed” was looked at from several points of view, including the point of view the capacity of the national institutions which have been strengthened with UN system support to carry on after the completion of project support. This was carried out through interviews with selected projects, project managers and national stakeholders.

As for the question of “efficiency” mentioned above, assessing “sustainability” in the absence of any pre-established indicators, or data collected for this purpose, is also challenging. By definition, such an assessment can only be given after the end of such support, when the evidence is concrete and not hypothetical. Nevertheless signs of sustainability, or lack of it, can be identified during the course of implementation through, for example, the existence of necessary preconditions. These can include policies, procedures, personnel, institutional development, infrastructures and resources to ensure that the capacities built up can be continued, most of which are outside the control of a project and/or external support.

At the UNDAF level, it is clear that mechanisms have been put in place to strengthen inter-agency collaboration in selected areas. The increasing number of joint programmes and initiatives (see Annex has provided valuable experience of working together, which bodes well for future joint programming exercises.

However, it is considered that sustainability requirements for the UNDAF have not yet been met due to the need to strengthen management mechanisms described in sections 8.2.3 and 8.2.4 below, and on which recommendations are made in chapter 9. In this respect, it is considered that sustainable joint programming, on the basis of Delivering as One will require the establishment of functioning and effective results groups at both the Outcome area and thematic level, without which joint activities will continue to be ad hoc. It will also require the organisation of a functional UNDAF steering committee, without which effective management and monitoring will be more difficult.

At the project level, all projects are designed to strengthen capacity and promote sustainability, and include exit strategies to facilitate the transition to independent national administrations. Examples of areas where this has been the case include:

- 1) Democratic governance
  - Sectoral, regional, local and municipal planning, in relation to economic and local development (1.1)
  - Gender mainstreaming, including through gender responsive budgeting (1.2)
  - Access to justice through the Transitional Justice Strategy and Mechanisms, judicial training, and institutional development of legal system;(1.3)
  - Citizen’s rights and participation (1.4)
- 2) Social inclusion/Regional and rural development
  - Human rights based social policy planning and monitoring (2.1)
  - Strengthening of inclusive social policy formulation (2.2)
  - Capacity development of services for vulnerable groups (women, youth, elderly, refugees, migrants, Romany, etc.) (2.3)
- 3) Environment
  - Capacity development and awareness-raising of the need to mainstream environmental governance issues in all areas of economic and social development (3.1);

- Compliance with international environmental commitments (climate change, biodiversity, clean development, water, energy (3.2)
- 4) Human security
- Risk and disaster management (natural disasters, HIV/AIDS, Tuberculosis control, health crises, etc. (4.1)
  - Management of legacies of war (SALW, mine action, weapons and ammunition disposal, armed violence prevention, etc ) (4.2);
  - Migration and border management (4.3)
  - Protection of women against violence (4.4)

The challenges of monitoring sustainability underlines the need for sustainability indicators to be included in monitoring criteria and reported on in project reports on a systematic basis.

## **7.2 Additional evaluation topics**

### **7.2.1 Enabling and explanatory factors,**

The evaluator needed *“to identify the various factors that can explain the performance. This will allow lessons to be learned about why the UNCT performed as it did.”*

An explanation of all the various factors that can explain the UNDAF’s performance at every level of outcome and output is not possible without a detailed review of project documentation, which time did not allow. Nevertheless the experience of certain projects provide an insight to the following enabling or explanatory factors:

- 1) The focus on developing policy frameworks and mechanisms at both state and entity levels in order to legitimize activities at the sectoral level, and to enable the relevant authorities to operate (environmental governance and planning).
- 2) The focus on support at the local municipality level, which had a strong interest in delivering the types of services which the UN system could provide, rather than at the state level (ILD, LOD);
- 3) The management of project support from UN agency offices, with direct contacts with beneficiary stakeholders or counterparts (UNDP project managers were placed in the UNDP office rather than in those of partner stakeholders at State and Entity levels);
- 4) The focus on capacity building and training in every area so as to strengthen the awareness of staff of needs, possibilities, techniques, human rights and to equip them to carry out their responsibilities so that development activities would be sustainable (most projects);
- 5) The promotion of joint and complementary activities in each thematic area between UN agencies, either through formal “joint programmes” (MDG-F projects) or “joint programming” (GBV);
- 6) The mobilization of resources from funding sources due to the proven competencies of the UN system to deliver what these sources desired and expected (UNDP with substantial non-core funding from GFATM, GEF, MDG-F);

### **7.2.2 UN Coordination**

Under the guidance of the Resident Coordinator, the UNCT has played a significant role at the overall level in encouraging agencies to deliver in a pragmatic way, even if this has meant the dismantling of the management mechanisms envisaged in the UNDAF, for instance permanent Working Groups and their replacement by ad hoc, task-specific ones. However while this may have relieved lead agency heads of WG responsibilities and freed them up to focus on agency support which on the whole appears to have enabled them to achieve UNDAF indicator targets, it is questionable that this is in the interest of building up UNDAF/DaO implementation and monitoring capacity.

At the UNDAF level, all agencies have worked together to formulate both the CCA and the UNDAF and to identify and pursue their different roles in the course of implementation. However, it would appear that adequate management arrangements for continuous coordination between agencies to develop, implement and monitor work plans have not been put in place, with the result that priority has tended to be given by agencies to their own programmes of support rather than trying to ensure that they should be systematically designed to complement those of other agencies in the joint support of UNDAF outcomes, outputs and indicators.

At the project level effective UN coordination has been particularly noteworthy in the context of the five MDG-F projects, where agencies have been obliged to coordinate their inputs and to comply with common reporting formats. The leadership of project managers has been crucial in developing team work among staff of different agencies at every stage of the project cycle: problem identification, project formulation, resource mobilization, support to implementation, monitoring and evaluation.

### **7.2.3 The application of the five UNDAF Programming Principles:**

#### ***1) A human rights-based approach***

The UN system has paid particular attention to trying to support a human rights-based approach, and to use UN support to further awareness of human rights, and to apply them in practice. In terms of addressing the legacies of the war, substantial efforts have been made to promote the rule of law and to strengthen capacity to apply the principles of access to justice

The UN has played a significant role in this area through what could be considered some pioneering projects. These include UNDP support to “Access to Justice: Facing the Past and Building the Confidence for the Future”, which has strengthened national capacity to address long-standing injustices suffered by individual citizens during the war years. This was carried out by facilitating the pursuit of perpetrators, establishing the facts through “memorializing” past events, supporting testimony giving by witnesses, providing support to war crimes victims, and facilitating the implementation of the Transitional Justice Strategy. This approach has also received broad support from the international community and financial support from the BCPR (UNDP). This project has also assisted in the establishment of a free legal aid system.

Linked closely to the above has been UNDP’s support to “Building Capacities of Cantonal and District Prosecutors’ Offices and Courts in BiH to Process War Crimes Cases (SPWCC)” as instruments for the promotion of human rights.

In addition, the project “Empowering marginalised groups in e-governance” (UNDP/DGTF) has focused particularly on people with disabilities and in translating the UN Rights of Persons with Disabilities into reality in the BiH context. Ratified by the government, with the responsible ministries made aware of what can be done to facilitate access by people with disabilities, and adopted as chapter 10 of the Acquis, this project is playing an important role as a leader

Finally, the UN system has promoted the implementation through its various projects in a number of international human rights conventions, in particular the International Covenant on Economic, Social and Cultural Rights (ICESCR), the International Covenant on Civil and Political Rights (ICCPR), the International Convention on the Protection of All Migrant Workers (ICPAMW) (Output 2.1.5) and the Convention on the Rights of the Child (CRC). (output 1.4.2)

#### ***2) Gender equality***

*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 subject to discrimination and disadvantage benefited from priority attention?*

The promotion of gender equality has been a feature of the present UNDAF, through the following Outcomes and Outputs:

##### **1. Democratic governance:**

**1.1 Policies and planning:** Indicator 1b: Established mechanism for active participation of civil society, including socially excluded groups, and women’s and children’s advocates in the development and implementation of the Country Development and Social Inclusion Strategies.

**1.1.2 Social statistics:** Indicator 12.1.2d Publication on gender statistics in BiH in accordance with documented best practice and available technical standards;

**1.1.4 Data on migration and socially excluded groups:** Indicator 1.1.4e Gender sensitive strategies on youth migration statistics developed and included in national development documents, and Indicator 1.1.4f Number of government and civil society professionals trained in collecting, processing and interpreting sex and age disaggregated data on migration..

##### **1.2 Public administration reform**

1.2.5 Gender mainstreaming: Indicator 1.2.5a Mechanisms for analysis and monitoring of gender sensitive policy making and budgeting established, and 1.2.5 b. Guidelines and indicators developed to bring a gender perspective into policy and budgeting processes.

**1.3 Access to justice and human rights:** Indicator 1.3c Improved treatment and protection of victims of trafficking and those who are witnesses for the policies, prosecution and the courts.

## **2. Social inclusion**

2.1.2 Integration of gender and women's rights into multi-sectoral inclusive social policies: Indicator 2.1.2a Entity sexual and reproductive rights and health strategy developed and adopted; Indicator 2.1.2b Guidelines on abortion endorsed by the Canton and Entity Ministries of Health.

2.1.3 Women's and children's health:

2.1.7 Housing for low income and vulnerable groups.

2.3.2 Combatting gender-based violence: Indicator 2.3.2a Number of municipalities using gender-based violence and CA standard referral mechanism, and Indicator 2.3.2b Number of municipalities adapting GBV referral mechanisms for their communities.

2.3.4 Reproductive health: Indicator 2.3.4 Number of women receiving information on reproductive health and nutrition through ICCPs.

## **4. Human security**

**4.1 Risk and disaster management:** Indicator 4.1b Gender sensitive national HIV/AIDS Strategy adopted;

**4.4 Protection of women against violence:** Indicator 4.4a Women's level of satisfaction with security sector actors 4.4b Number of policies adequately addressing gender –based violence in emergency situations; and 4.4c % of women and men in security sector .management positions and in security forces.

4.4.1 Gender equality in security services: Indicators 4.4.1a Level of institutionalization of gender training for security forces and 4.4.1b Level of institutionalization of policies and protocols for responding to women's security needs;

4.4.2 Response to gender-based violence: Indicator 4.4.2 a Number of documents regulating women's rights and needs in emergency situations.

In conclusion the UNDAF has indeed strengthened the capacities for data collection and analysis to ensure disaggregated data on the basis of race, colour, sex, geographic location (1.1.2, 1.14e, 1.1.4f), etc. In addition, the above areas confirm that the UN system has attempted to address the needs of those subject to discrimination and disadvantages.

A Gender Working Group has been in operation during the UNDAF period, although was suspended in 2011. It was subsequently agreed to reconvene it, under the chairmanship of UN Women.

It is suggested that the role and operation of this Group be strengthened by its adoption as a Cross-cutting Results Group (CRG) so that it can play a more active advocacy role in promoting and monitoring gender equality and women's empowerment issues throughout the UNDAF.

## **3) Environmental sustainability**

*Did the UNDAF effectively use the principles of environmental sustainability to strengthen its contribution to national development results?*

The UNDAF is fortunate to have the Environment as one of its four areas of cooperation, and to have been able to benefit from resources from GEF and MDG-F which have been channeled through UNDP and UNEP. While it may be difficult to assess the extent to which the UNDAF effectively used the principles of environmental sustainability to strengthen its contribution to national development results, it is clear that the focus of the UNDAF environmental interventions will have both raised awareness of environmental issues, and BiHs responsibilities to the international environmental convention, as well as strengthened capacity to address them.

The main environmental issues addressed in the UNDAF have been to support the government at State and/or Entity levels in (i) Establishing legislation "Environmental Law" (Indicator 3.1a) (but not yet achieved) (ii) Establishing the Environmental Protection Agency (EPA) at state level (Indicator 3.1b) (but not yet achieved);



(iii) Development and protection of cultural and natural resources through protected areas, including trans-boundary ones, Indicator 3c) (e.g. Dina National Park, Sutjeska National Park); (iv) Preparing sectoral plans and policies incorporating environmental protection, including Local Environmental Action Plans (LEAPs);

In addition Outcome 3.1 The institutionalization of sustainable development, has facilitated: (i) Strengthening environmental governance, including through a review of the institutional framework (Indicator 3.1.1a), an updating of environmental indicators (Indicator 3.1.1b), preparation of the “State of the Environment in BiH” with UNEP support (Indicator 3.1.1.c.); (ii) The establishment of an operational Environmental Information System (EIS) (Indicator 3.1.2a); (iii) The mainstreaming of environmental governance in strategic planning processes (Indicator 3.1.3a); and (iv) The establishing funding mechanisms at Entity level for environmental protection and promotion of projects linking environment and poverty reduction (Indicator 3.1.4b);

However, since the environment constitutes one of the five UNDAF programming principles, it would be appropriate to establish a Cross-cutting Results Group (CRG) for the Environment, to replace the now disbanded Environment Working Group, and to facilitate the mainstreaming of environmental issues in relevant areas of the UNDAF.

#### ***4) Results-based management***

(i) Project level: At the project level, projects are normally subject to quarterly reporting and discussed at project board or steering committee meetings. In addition, selected individual projects are the subject of mid-term or final evaluations. These are used as a basis for action, as appropriate, suggesting that results-based management is in operation. Individual agencies maintain their own project monitoring procedures, which are applied for each project.

(ii) UNDAF level For UNDAF, there has been no systematic monitoring of outcomes or outputs, except through the UNDAF annual reporting process. The results summarized in the 2010 – 2011 Progress Report matrix were summarized in the presentation to the UNCT in January 2012. The extent to which this was used to discuss those UNDAF outcomes and outputs which might need UNCT’s inputs appears to have been limited, due to time constraints.

The absence of an “UNDAF Board” or Steering Committee, whereby the UNCT would allocate specific time to address UNDAF issues on a regular (quarterly or semi-annual) basis would appear to deprive the UNDAF of a mechanism for decision making and advice. As a result, formal RBM does not appear to take place, except at the project level, and on the initiative of project steering committees and management.

Furthermore, the absence of permanent thematic working groups responsible for outcomes also deprives the UN system of a mechanism to monitor UN support and to produce analytical reports on the extent to which UNDAF outcome and output indicators are being achieved.

Recommendations are made on this in Chapter 9 to address these shortcomings.

#### ***5) Capacity development;***

The UNDAF states that “Regarding implementation, the United Nations agencies will focus on the two key issues . First, capacity development of the Government and other national stakeholders for EU accession will underpin UNCT activities in all four Outcome areas. The approach will be such that in those fields where UN activities are congruent with the EU agenda, the UN will provide technical support and expertise based on capacity assessments carried out with the Government and partner organisations . “

A key feature of the UNDAF has been the importance given to building up national capacity, both at state and entity levels. Most of the indicators relate to the strengthening of institutions, legislation, systems and the training and up-grading of awareness and competencies of national staff. The results show that large numbers, in their hundreds, if not thousands, of such officials have benefited from such attention, and thus provide the essential mechanisms for longer-term sustainability.

Interviews with project managers highlighted the importance of capacity development work, bearing in mind the limited duration and resources of each intervention, and the need to ensure sustainability of the new ideas, methods and systems introduced.

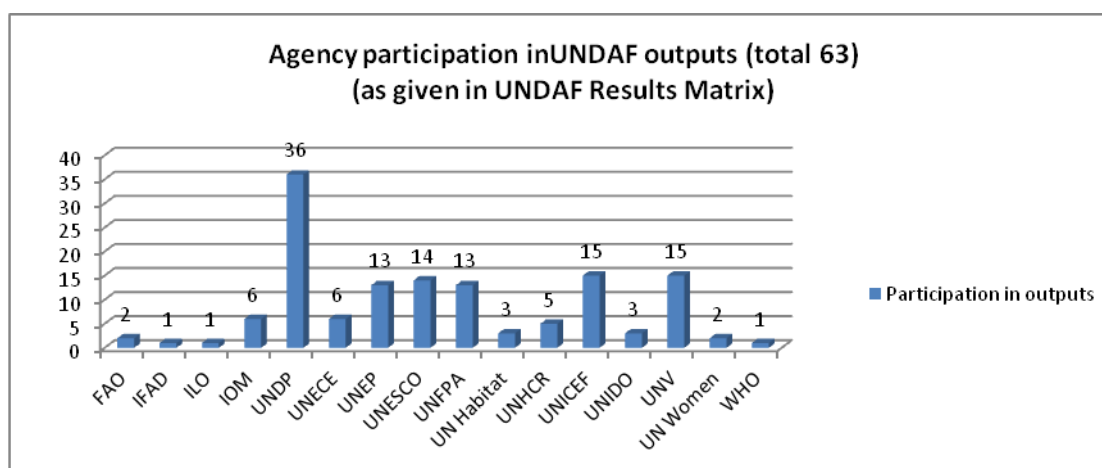
## 7.3 Other factors

### 7.3.1 The use of the UN system's partnerships

*These apply to partnerships between UN agencies and civil society/private sector/local government/parliament/national human rights institutions/ international development partners;*

A review of the UNDAF shows that most outcomes, though fewer outputs, were designed to be carried out by more than one UN agency. Annex 6. Agency Participation Matrix shows the proposed involvement of UN agencies in each of the outcomes and outputs.

Figure 3 Planned agency participation in UNDAF outputs



The table in Annex 6 and the graphs above highlight:

1. The involvement of UN agencies in UNDAF outcomes and outputs, ranging from 37 for UNDP to 1 for WHO. (vertical columns) This suggests a lack of balance in the design phase during which agencies may have committed more than they could deliver the number of agencies involved in each outcome or output (horizontal lines), which show that in 37 of the 65 output areas more than one UN agency is providing support. There would thus appear to be many areas for potential partnership beyond those where there are already formal collaboration arrangements;
2. The opportunities for joint programming or collaboration in thematic clusters;

In reality, not all agencies which stated their intention to participate in selected outcomes and outputs have in fact done so (e.g. UN Habitat), while others have now become involved (e.g. FAO which was not a signatory of the UNDAF but has since delivered and committed over \$5.3 million through national, regional and other funding mechanisms, although not necessarily to specific UNDAF outputs.

On the national side, UN support is carried out in conjunction with a large number of State and Entity institutions, as well as through NGOs.

### 7.3.2 Ownership by stakeholders (including non-resident agencies);

*These include ownership of both objectives and achievements.*

While the majority of UN agencies are signatories of the UNDAF<sup>61</sup>, thus indicating their formal acceptance and ownership of its outcomes and outputs, most agencies are guided in operational terms by country programme documents<sup>62</sup> which spell out the interpretation of their mandates in the country context, according to agency and national priorities.

It was noted that while general statements of support to and compliance with the UNDAF are normally given in

<sup>61</sup> NB FAO was not a signatory to the UNDAF and no FAO participation was envisaged in the Results Matrix. In reality, FAO was active in a two main areas 1.2.1 Strategic planning and 3.3.4 Sustainable development and sustainable environmental management, with total contributions of \$5.6 million, of which \$5.3 million for national projects, and 0.3 million from regional projects..

<sup>62</sup> Agency country programme documents go under different names, for instance Country Programmes for ExCom agencies (UNDP, UNICEF, UNDP), "Decent Work Country Programme" (DWCP) for ILO, Country Strategy for WHO, etc.

such CP documents, there is a need for clearer precision of the links between agency projects and their corresponding UNDAF outcomes and outputs (including with reference to their numbers). It would also be advisable for planned projects to be indicated in the UNDAF document itself so as to show more clearly the support envisaged for corresponding outputs and outcomes, and thereby reduce the chances of confusion or misinterpretation over agency support to UNDAF outputs and outcomes.

This would help programme and project managers to bear in mind their agency/project responsibilities towards UNDAF goals and not only for their agency CP goals. It would also help with monitoring results in substantive and financial delivery terms, visavis CP and UNDAF Results Matrices outcomes, outputs and indicators. The absence of or weakness of such clarity presented particular challenges to the UNDAF evaluation, which could have been avoided through improved design of the UNDAF and CP instruments and monitoring formats which linked CPs to the UNDAF.

On the UN side, non-resident agencies (NRAs) have succeeded in providing support to BiH, including through their regional offices, for instance FAO (Budapest), and UNIDO (Vienna).

### 7.3.3 The use of risk analysis

All projects carry out risk analyses in the context of the design process, and in formulating logframes. Risks are also assessed in the process of identifying UNDAF priorities and areas of support.

### 7.3.4 Responsiveness to change

*How adequately did the UNCT respond to change (e.g. natural disaster, elections) in planning and during the implementation of the UNDAF?*

The UNDAF has proved sufficiently flexible to include new areas of UN support, without any need for a formal revision. Most new projects have been designed to support broad UNDAF outcomes and outputs. However, experience has shown that it has sometimes been difficult to link certain projects to an appropriate UNDAF outcome, output or indicator due to the fact that appropriate wording may not exist in the UNDAF to provide a natural “fit”. This underlines the need for the UNDAF to be broad enough to address new requests according to priority thematic areas with indicators, with annual work plans able to reflect them in specific operational terms.

### 7.3.5 Impact of harmonization at the operational level

*To what extent harmonization measures at the operational level contributed to improved efficiency and results*

A number of instruments have been developed and used as ways of encouraging closer working together of UN agencies. It is felt that these have undoubtedly contributed to more effective and efficient collaboration and coordination between UN agencies. These include:

(i) The UN Country Team (UNCT), has provided a useful mechanism for sharing of information and promoting complementarity in project operations;

(ii) The Resident Coordinator’s Office (RCO) is staffed by a number of responsible for harmonizing activities and promoting common approaches<sup>63</sup>; who have assisted in the areas of harmonization of planning and programmes, M & E and data base development, peace and development and judicial reform.

(iii) Joint programmes and joint programming: The four MDG-F joint programmes<sup>64,65</sup> brought together between two and five agencies to support different components. The formal agreements between them, and the joint boards established for managing and monitoring them, helped to promote complementarity and

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<sup>63</sup> An RCO Coordination Analyst, a Research, Development, Monitoring and Evaluation Specialist, a UN Political Adviser (seconded from UN Department of Peace-Keeping Operations (DPKO), New York, with a Peace and Development Specialist, and a Chief Technical Adviser on Rule of Law and Human Rights.

<sup>64</sup> (i) **Improving cultural understanding** (UNDP ID 58686), (UNDAF output 2.1.4 Integration of multi-cultural policies into education curriculum); (ii) **Youth Employability and Retention Programme (YERP)** (UNDP ID 62851), (UNDAF output 2.2.2 Participation of youth in local government); (iii) **Mainstreaming environmental governance: linking local and national action in Bosnia and Herzegovina** (79758 & 58000), (UNDAF output 3.1.3 Mainstreaming environmental capacity), and (iv) **Democratic Economic Governance: Securing Access to Water through Institutional Development and Infrastructure - Phase I** (UNDP ID 62932 & 79821, UNDAF Output 3.2.3 Biodiversity, water and waste management. (see Annex 6)

<sup>65</sup> In reality, these “joint programmes” were in reality “joint projects”, of which components were supported by different agencies.

eliminate duplication; In addition many other joint initiatives are under way or in the pipeline (see Annex 6 below)

(iv) UN Development House: The main manifestations of harmonization at the operational level related to the close coordination among UN agencies over a two year period in the planning and construction of the new UN Development House. This was finally occupied by all UN resident agencies, except UNHCR, in March 2013. The use of joint premises has already contributed to increased ease of interaction between UN agencies with corresponding time savings.

(v) UN Communications: The establishment of the UN Communications Group (UNCG) attached to the Resident Coordinator's Office has also contributed to ease of contact between UNCG and agency staff. The four staff members in the UNCG receive and process public information materials from all agencies for the purpose of diffusing it to media outlets (press, radio, TV, internet/website) on behalf of all agencies.

(vi) UNDP Regional Development Offices: Four RDOs have been established by UNDP or the north-west (Bihac), Republic of Srpska (Banja Luka); Herzegovina (Mostar) and Sarajevo, primarily to strengthen regional coordination between UNDP-assisted projects, but also to serve inputs from other agencies, according to needs;

(vii) Permanent and ad hoc Working Groups have been operational to address longer term needs (e.g. UN Communications Group), as well as short term issue-related subjects (see Table in Annex 7, Appendix 2).<sup>66</sup> However, it is considered that the reestablishment of permanent substantive results groups for each UNDAF outcome area (and sub-area as appropriate) would strengthen accountability for results, coordination and overall effectiveness.

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<sup>66</sup> DevInfo; UNAIDS; Culture, reconciliation and education; Roma; Displaced persons reintegration; Environment; Armed Violence Prevention Programme, Gender and Communication.

## 8. FINDINGS

### ***8.1 On track and on target***

According to the ratings given in Annex 12 an estimated 40% of indicators have been achieved and 30% are on target, with just 10% failed after three years of UNDAF implementation. This would appear to be a wholly satisfactory performance, with scope to increase the “target achieved” rating and reduce the “on track” and “information needed” ratings during 2013 and 2014.

The above results give credit to the design of the UNDAF’s Results Matrix in that its indicators were both measurable and reachable (at the output level). They also demonstrate the effectiveness of the methodology developed by the RCO M & E Unit in the collection and organisation of monitoring information received from agencies and presented in the 2010 – 2011 Progress Report and 2012 Annual Report, and in particular in the Annex 1 Progress against UNDAF M & E Matrix of the Progress Report., which has been consolidated in Annex 12<sup>67</sup>.

### ***8.2 On substantive or Outcome areas***

The following findings are derived from the review of the substantive results in chapter 3.

#### **8.2.1 Democratic governance**

From a review of the four outcomes under Outcome area 1, it is clear that the UN system has played a significant role in strengthening (1) Statistics systems and capacity development to provide evidence based information for planners and policy makers; (2) Planning and implementation capacity of integrated activities at local municipal levels which also involve close participation of civil society; (3) Access to justice, through policy and legal framework to address long-standing grievances relating to judicial reform, war crimes, gender-based violence, etc. and (4) Facilitating citizen participation in state-citizen accountability and the monitoring of children’s rights. Support in these same areas has been provided in the three other Outcome areas with or without coordination between participating agencies and stakeholders.

#### **8.2.2 Social inclusion**

The design of the Social Inclusion outcome area of the UNDAF highlights particular challenges both for implementation and monitoring, for example:

- 1) The lack of precision in the lengthy outcome statements given above;
- 2) The lack of sectoral breakdown of outputs and indicators according to the corresponding technical ministries due to different social sectors being included under each outcome (e.g. health, education, social protection),
- 3) The lack of sector-specific strategies to address the indicators given;
- 4) The multiplicity of outputs (18) and indicators (totalling 72)
- 5) The apparent lack of a clear and coordinated management by the UN system for their implementation and monitoring either at the outcome or output levels.
- 6) The apparent lack of systematic monitoring to link results achieved with the corresponding output and outcome statements during the UNDAF period.

#### **8.2.3 Environment**

Information provided by agencies provides evidence that UN system support has contributed directly to Outcome 3.1 relating to the institutionalisation of environmentally sustainable development and its outputs and indicators. This has no doubt been helped by the existence of a formal joint programming arrangement in the form of the MDG-F assisted Environmental Governance project, with a common work plan shared by all participating agencies.

Regarding 3.2 Environmental management capacity, the UN agencies involved have made a significant contribution to addressing climate change issues through reporting on climate change, initiating energy efficiency projects, reducing greenhouse gases through clean development projects, and strengthening national management capacity. The availability of non-core resources from the Global Environment Facility (GEF) and the MDG – F Achievement Fund has been critical in this respect.

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<sup>67</sup> Suggestions for improving this methodology are given in 9.4 below.

Under 3.3 Environmental planning capacity, UN support provides some evidence of increased capacity formulate and implement environmental local action plans and projects.

#### **8.2.4 Human security**

Regarding 4.1 Enhancement of human security, the UN system has provided relevant and useful support in the six output areas of risk and disaster management, HIV/AIDS, TB and other disease management, HIV/AIDS coordination, health crisis management, community disaster resilience and disaster risk reduction and management. During the UNDAF period UNDP alone is responsible for support to HIV/AIDS prevention and control (\$18.7 million) and Tuberculosis control (\$14.8 million) has managed GFATM funds, or a total of \$33.5 million, or over half the \$62.5 million provided to Human Security (4.1.2 and 4.1.3).

As for 4.2 UNDP, as the major partner in the area of SALW, mines and armed violence management has committed \$8.9 million to this outcome. While substantial progress has been made towards the achievement of the outcome and outputs, there is still a major backlog in the achievement of the ammunition disposal goals of output 4.2.3, for which further resources and national commitment are required.

With regards to 4.3 IOM and UNHCR have been the major contributors to this area, where substantial results have been achieved in the areas of migration and asylum planning, institutional support for immigration management, the installation of information systems, the strengthening of collaboration between police forces, training of border authorities, combating trafficking in human beings and the demobilization and reintegration of former soldiers.

Under 4.4 concerning the protection of women against violence, the UN system, under the leadership of UN Women has played a significant role in the formulation and implementation of the BiH Action Plan on UN Security Council Resolution (UNSCR) 1325 on Women Peace and Security, This included the involvement of women in peace-building, the combating of gender-based violence, support to women victims of wartime trauma and awareness raising in Parliament on GBV issues. Support to the elimination of violence against children and child protection has also been provided.

With regards to Human Security as a whole, a high degree of achievement of indicator targets has been attained during the first three years of the UNDAF with an estimated 38.7% achieved and 40.3% on track, thanks in part to substantial funding of \$62.8 million, or 34.7% of the total;

As with the other Outcome areas, close monitoring will be required to verify these results and to obtain evidence on the extent to which the results achieved are contributing to the outcomes;

### ***8.3 On lessons of experience***

Despite these positive results, the Evaluation process revealed some important lessons of experience in various aspects of the UNDAF process which need to be addressed, if it is to be used as an effective coordination tool for the next UNDAF:

#### **8.3.1 On the design side,**

- 1) UNDAF outcomes were often excessively broad and multi-purpose, unmeasurable, and over-ambitious. For instance, under Social Inclusion, numerous outcomes grouped health, education, social protection etc. all together rather than disaggregating them by sector, thus making targeting of results more difficult.
- 2) UNDAF outputs represented partial contributions to the attainment of outcomes, but lacked clear and logical links between the two levels;
- 3) UNDAF indicators were excessive in number (223 for the outputs alone, and 237 including outcome indicators), thus making monitoring an excessively lengthy process.
- 4) The grouping of certain outcomes, outputs and indicators sometimes appeared to be misplaced (e.g. HIV/AIDS under Outcome 4 rather than Outcome 2).
- 5) There was a notable absence of wealth-creating economic outcomes and outputs (e.g. agriculture, industry, business, services, employment etc.), thus depriving certain UN agencies such as FAO, IFAD, UNIDO, ILO with the necessary framework for them to coordinate inputs with other UN agencies rather than “going it alone”. Furthermore, this no doubt deprived the country of potential inputs from the UN system to strengthen its economic capacity, in marked contrast to the priority given to social

inclusion and services.

### 8.3.2 On the implementation side:

- 1) The absence of annual plans and targeted agency support to many UNDAF outputs meant that agencies focused more on their agency priorities than their UNDAF ones. The fact that agency and UNDAF priorities coincided in many areas was fortunate, but this still left an impression that UNDAF goals were reached despite the UNDAF, rather than because of it;<sup>68</sup>
- 2) The increasing number of examples of joint programming initiatives was a positive reflection on agencies working together in common areas. This was particularly the case with the four MDG-F projects and the five or so GEF ones. Considerable scope exists to increase the number joint programming initiative with a large number of projects (with one completed, three on-going and ten in the pipeline, and substantial resources both approved and in the pipeline of about \$79.6 million (see Annex 10).
- 3) The UNDAF document envisaged that *the Working Groups will develop joint programme work plans and other collaborative activities, setting clear goals and objectives, to be reflected in the Annual Report and Work Plan of the Resident Coordinator*. In the absence of the WGs, no work plans for joint programmes and other joint programming activities were carried out, except by the MDG-F joint projects themselves.

### 8.3.3 On the management side:

1) The UNDAF document envisaged<sup>69</sup> that *During the UNDAF period the UNCT Heads of Agency will undertake the role of the UNDAF Steering Committee and lead the overall coordination and management of the UNDAF implementation process*. The UNCT never established a formal UNDAF Steering Committee, apart from periodic discussions on UNDAF during its regular meetings. As a result, the UNDAF never benefited from overall guidance which would empower and encourage agencies to give the necessary priority to supporting UNDAF outcomes and outputs.

It was surprising to note that the management structures and responsibilities envisaged in the UNDAF document had been dismantled or never applied. The four UNDAF outcome Working Groups never became operational and were disbanded, and were replaced by a series of largely short-term and temporary ad hoc Working Groups, with no responsibility for the effective management of UNDAF components. As a result, the UNDAF had no over-arching support from senior management to facilitate its implementation, coordination and direction;

2). The UNDAF document also envisaged that *Under the overall UNCT umbrella and oversight, the four UNDAF Outcome Working Groups (WGs) will have the main responsibility for UNDAF implementation, monitoring and evaluation, developing the UNDAF Results Framework, and setting up the UNDAF Monitoring and Evaluation framework and system with a specific focus on indicators, baseline data and data sources*.

However, at an early date, the WGs were disbanded, with the result that the four outcome areas were deprived of overall guidance, direction and monitoring by them. Despite this situation, agencies continued to carry out their responsibilities with regard to the outcomes and outputs they were committed to, and succeeded in achieving significant results.

It is significant that the new “Standard Operating Procedures for Countries Wishing to Adopt the “Delivering as one” Approach (UNDG High Level Group, 22 March 2013) envisaged the creation of “Results Groups” as “mechanisms to contribute to specific UNDAF outcomes through coordinated and collaborative planning, implementation, monitoring and evaluation” to be led by a designated Head of Agency, member of the UNCT, who is responsible and accountable for driving joint approaches for results as well as monitoring and reporting with a harmonized and coordinated framework.” (page13-14).

This is fully consistent with the Recommendations of this Report that the four Working Group structures should be reestablished and complemented by more focused theme-based Thematic Results Groups (TRG).

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<sup>68</sup> UNIDO has affirmed that all UNIDO projects are assessed at every stage of development according to their adherence to a country's UNDAF and this is procedurally present into the UNIDO in-house project development and approval processes.

<sup>69</sup> 4. Implementation, pp 27 - 28

### 8.3.4 On the monitoring side:

1. The UNDAF document envisaged that *Throughout the period of UNDAF implementation the WGs will submit quarterly reports to the UNDAF Steering Committee on progress and constraints in the achievement of each UNDAF Outcome. This will include specific proposals for further UNDAF implementation and identification of the capacity development needs among the implementing partners.*

Even before the disbandment of the four Outcome Working Groups, they had not organized UNDAF-specific meetings or submitted quarterly reports to the UNDAF Steering Committee, since this did not exist. As a result, there are no records of Outcome level progress and results towards the achievement of the targets given in the Results Matrix.

2. The establishment of an M & E Unit in the RC Office in 2009 was a very positive and inspired step. While the work it carried out to prepare the 2010 – 2011 Progress Report and the 2012 UNDAF Annual Report, and to design the Progress Report's Annex 1 Progress against the UNDAF M & E Matrix was highly commendable, it could have been far more effective if:

- (a) Results information from each thematic area ( for the 14 outcomes) had been documented by agencies according to their UNDAF outcome and output numbers<sup>70</sup>;
- (b) If the templates to solicit information from agencies had been completed by outcome groups, (but these had been disbanded, did not exist, or had not been given responsibility for UNDAF monitoring);
- (c) If the outcome WG system had been maintained, and given responsibility to ensure regular, systematic and evidence-based reporting for each outcome and output, for submission and processing by the RCO M & E Unit.
- (d) If the information solicited had yielded:
  - (i) An assessment of the extent to which results produced had contributed to the stated outcomes and outputs, using in addition a traffic light rating system;
  - (ii) Project information, with identification of projects and agencies which had contributed to the attainment of the results;
  - (iii) Financial information, including annualized expenditures and budgets (core, non-core and total) for each project, with source of funds;
  - (iii) An assessment by the agencies involved of the pros and cons impact of joint programming initiatives and joint UN system support to specific themes and goals.

3. Major achievements included the preparation of a comprehensive Annex to the 2010 – 2011 Progress Report (60 pages) which summarized results achieved in 2010 and 2011 against the baseline and targets set for each outcome, output and indicator. A colour coding system was introduced to show whether the targets had been achieved (green), were on track (yellow), had "issues" (orange), had not been achieved (red), or which were no longer applicable (grey). These were then summarized in table form (see 4.2.1 above) and showed a 70% "Achieved or On track rating" although only 2% had been achieved a green rating. Particularly useful was the excellent power point presentation for the UNCT meeting of January 2012 which gave the results of the colour coding analysis for each outcome and output for 2010 and 2011 in a series of succinct slides.

4. The present evaluation up-dated these ratings to reflect results given in the 2012 Annual Review, and confirmation by programme managers and agencies, which showed that the number of "Targets achieved" ratings had risen to 40% with 30% on track ((see 4.2.1 above and Annex 13).

5. The next two years as well as the next UNDAF provide an opportunity to make some important changes to the UNDAF process, based on these Findings and amplified in the Recommendations. The options of staying in a "Business as usual" mode rather than embarking on a new UNDAF road which better fits the purpose, are illustrated in the table of Options below in relation to the four areas below of Design, Implementation, Management and Monitoring.

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<sup>70</sup> It should be noted that the results information given in the Progress Report and Annual Report had not been grouped by individual outcome (14) or by output (62) thus making it extremely difficult and time consuming to establish links between the information provided and the corresponding output and outcome.



Table 5 UNDAF Options for change, and staff implications

ISSUE	BUSINESS AS USUAL	RESTRUCTURED UNDAF	IMPLICATIONS OF CHANGE
<b>1. DESIGN</b>	Unmanageable, confusing, with questionable groupings and linkages	UNDAF “Light”, More “theme based”, More joint programming More DaO potential	More coherent structuring and thus more efficient, Less duplication Less frustration, ,
<b>2. IMPLEMENTATION</b>	Lack of formal annual planning by outcome area, outcome/themes, outputs, etc. Loose UNDAF links, but results on track	Better coordinated by theme; More systematic and coordinated delivery of outputs	Increased links with other agencies
<b>3. MANAGEMENT</b>	(i) Hands off; (ii) Dependent more on agency priorities and leadership than UNDAF guidance; (iii) Ad hoc	(i) More guidance from UNCT/SC possible; (ii) Increased role of Working Groups (Results Groups); (iii) Facilitation through appropriate tools (JPDs, AWPps)	(i) More time with TWGs and coordination; (ii) TWG Secretariat support needed
<b>4. MONITORING</b>	(i) Thematic level – Weak; (ii) RCO level: Good but sub-optimal (iii) Tools and formats sub-optimal	(i) Improved and more effective programming and design tools; (ii) TWGs given more responsibility for M & E; (iii) Reports more usable;	Increased responsibility for TWGs Improved output Improved job satisfaction

## 9. RECOMMENDATIONS

### 9.1 Substantive areas

The following recommendations relate to the observations given in chapter 3. Substantive analysis

#### 9.1.1 DEMOCRATIC GOVERNANCE

##### 9.1.1.1 Statistical development

In order to ensure that UN system support in the strengthening of capacity to provide sound, evidence based statistical information in all sectors, it is recommended that the agencies involved in the above (UNICEF, UNFPA, IOM, UNECE, and others as appropriate) form part of a Statistics Thematic Results Group (TRG) which would assist in preparing a joint programming document for statistics development. This should help to promote coordinated support to national statistical and planning authorities at state and entity levels, including through support to an eventual national/entity statistics development programmes.

##### 9.1.1.2 Public administration reform

In order to consolidate the results of UN support under 1.2 Public administration reform a more coordinated approach could be assured through the development of a Thematic Results Group for Local Development, as part of a Democratic Governance Results Group. Such a group would facilitate a process of support to integrated local development in selected areas along the lines of that under way in Bihac, and the Una-Sana Canton and the 43 ILDP municipalities. This would include the development of municipal plans, the strengthening of government/CSO dialogue, the promotion of investment opportunities, and the strengthening of social services (health, education, social protection) particularly for vulnerable groups. It would build on the experience of other regional initiatives (e.g. Srebrenica Regional Recovery Programme (SRRP), and attempt to bring together all interested UN agencies in common geographical areas in support of their areas of competence, using the existing network of UNDP Regional Offices in Bihac, Banja Luka, Mostar and Sarajevo..

##### 9.1.1.3 Access to justice

(i) In order to provide a common framework for all UN agencies involved in support to the justice system, a small Justice and Human Rights Thematic Results Group should be established in the context of a broader Democratic Governance one,, which would bring together representatives of all agencies involved in this area, notably UNDP and UNICEF (for juvenile justice). Such a group would be responsible for developing, with national stakeholders, an appropriate Thematic Results support document to facilitate the coordination of all UN support in the area of access to justice and human rights.

(ii) It should be noted that Output 2.1.1 under Social Inclusion includes indicators (2.1.1b and 2.1.1.c) relating to juvenile justice. For operational and coordination purposes, it should be linked to Outcome 1.3.

##### 9.1.1.4 Citizen's participation

Further reflection could be useful for the UN system on its future role in strengthening capacity and institutions for democratic governance at all levels.

**In conclusion, with regards to Outcome area 1** in order to facilitate fuller inter-agency collaboration, coordination and monitoring in the spirit of One UN it is proposed that the management and coordination structure of the UNDAF be strengthened through the organisation of Results Groups along thematic lines, as follows:

#### 1) Establishment of Governance Results Group

The former Governance Working Group should be reconstituted in the form of a Governance Results Group, with responsibility for the achievement of targets and indicators in the various thematic areas covered by the four outcome areas of:

#### (ii) Policies and planning:

- (a) *Statistics:* Census (1.1.1), social statistics (1.1.2), statistics on children (1.1.3), migration and socially excluded groups (1.1.4), to include also environmental statistics (3.1.2), statistics from other sectors (e.g. agriculture, industry, etc.);
- (b) *Planning and strategy development* (1.1.5, 1.2.1), local development planning (1.2.3), urban and regional planning (1.2.8), to include also environmental planning (ref. 3.3) and planning in all

sectors;

- (i) Public administration reform and institutional strengthening:
  - (a) *Municipal and local development* (1.2.3), municipal training (1.2.7);
  - (b) *Use of ICT* (1.2.2).
- (ii) Rural and urban development with support of public-private partnerships (1.2.4, 1.2.8), and good labour relations (1.2, 1.2.6);
- (iii) Gender mainstreaming (1.2.5) in coordination with Gender Results Group.
- (iv) Access to justice (1.3)
  - (a) *Capacity development* on human trafficking (1.3.1); transitional justice (1.3.2), communications on justice system (1.3.3);
  - (b) *Legal frameworks for CSOs*; (1.4.1).
- (v) Monitoring of human rights
  - (a) *Children's rights* (1.4.2);
  - (b) *Women's rights* (1.2.5) in coordination with Gender Results Group.

The Governance Results Group should work with thematic sub-group as follows:

## 2. Establishment of thematic sub-groups

In order to ensure that different themes within the broader area of Governance are adequately addressed, including those which cover several Outcome Groups, it would be logical to establish Thematic Results Groups (TRGs) for:

- 1) Planning
  - (a) Statistics (1.1.1, 1.1.2, 1.1.3, 1.1.4, 3.1.2, 4.1.3)
  - (b) Economic policy, planning and strategy development (1.1.5, 1.2.1, 1.2.8, 2.2.4)
  - (c) Social policy, planning and strategy development:<sup>71</sup>
    - (i) Health (2.1, 2.1.1, 2.1.3, 2.1.4, 2.1.6, 2.1.7, 2.2, 2.2.1, 4.1.2 (HIV/AIDS, TB), 4.1.3 (HIV/AIDS), 4.1.4 (Health crises))
    - (ii) Education and culture (2.1.3, 2.1.4, 2.3.1, 2.3.2, 2.3.3, 2.3.4, 2.3.6)
    - (iii) Social protection (2.1.1)
    - (iv) Refugees and migration (2.1.5, 4.3, 4.3.1, 4.3.2)
  - (d) Regional and local development planning (2.2.3, 2.2.4, 2.2.5);
  - (e) Environmental planning (3.1, 3.1.2, 3.1.3, 3.1.4, 3.2.1, 3.2.3, 3.2.4, 3.3, 3.3.1)<sup>72</sup>
  - (f) Disaster management planning (4.1.1, 4.1.5, 4.1.6)
  - (g) Gender main-streaming and planning (2.1.2)<sup>73</sup>

Potential agency participation would include UNDP, UNECE, WB, IMF, UNICEF, UNFPA, ILO, UNEP, UNHCR, UNESCO, UN Habitat.

- 2) Justice and Human Rights Results Group (JHRRG), for all categories of beneficiaries, including:
  - (a) Witness protection (1.3)
  - (b) Victims of trafficking (1.3.1, 4.3.2)
  - (c) War crimes victims and witnesses (1.3.2)
  - (d) Civil society (1.4.1)
  - (e) Child rights monitoring (1.4.2) and early childhood education (2.3.3)
  - (f) Juvenile justice (2.1.1),
  - (g) Vulnerable groups, including IDPs, returnees, marginalised rural poor, refugees, asylum seekers, victims of trafficking, Romany, illegal migrants (2.1.1, 2.1.5, 2.3.5, 4.3.1, 4.3.2),

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<sup>71</sup> With Social Inclusion Results Group

<sup>72</sup> Environmental planning would be carried out in conjunction with the Environmental Results Group (ERG) (Cross-cutting)

<sup>73</sup> With Gender Results Group

- (h) Women, including those affected by Gender-based violence issues (2.3.2), health and reproductive rights (2.1.2, 2.1.3, 2.3.4)
- (i) Rights of the elderly (2.1.6)
- (j) Housing (2.2.5)
- (k) Employment (2.3.6)

Potential agency participation would include UNDP, UNICEF, UNHCR, IOM, UN Women, UNFPA, UNV, ILO, UN Habitat.

3) Gender Results Group (GRG)

- (a) Gender mainstreaming (1.2.5, 2.1.2)
- (b) Gender Responsive Budgeting (1.2.5)
- (c) Combatting gender-based violence (GBV) (2.3.2, 4.4.2)
- (d) Reproductive health (2.3.4)
- (e) Gender equality in employment (Security sector 4.4.1)

Potential agency participation in the Gender Results Group would include UN Women, UNFPA, UNICEF, UNDP, ILO, UNV.

### 3. Preparation of thematic support strategies and work plans

In order to facilitate the planning of coordinated UN system support in each of the above thematic areas, it is proposed that the Governance Results Group prepare “Joint Programming Documents” (JPDs), in conjunction with the relevant Thematic Results Groups.

These JPDs<sup>74</sup> would describe the overall framework for DaO at a thematic level, as well as the proposed UN support and resource needs, which would be summarized in a “Joint Programming Results Matrix”<sup>75</sup> and implemented through an annual work plan (AWP).

JPDs would also include analyses of national needs, policy frameworks and UN agency mandates and past results, and form an essential input into the CCA and future UNDAF prioritization process.

## 9.1.2 SOCIAL INCLUSION

### 9.1.2.1 *Social policy planning*

1. Review and refocusing of UN support: In the context of carrying out analytical work for the CCA, the proposed Social Inclusion Strategic Results Group should revisit the UNDAF’s outcomes, outputs and indicators and formulate a coordinated approach of support to policy development and implementation by partner ministries, according to ministry and sector-specific needs.

2. Work planning: This should be accompanied by a Work Plan for the remaining period of the UNDAF which would constitute a common frame of reference for participating UN agencies and stakeholders/partners, which could provide valuable experience for DaO programming.

3. Sector-specific programming: To facilitate implementation and monitoring, sector-specific support should be formulated and articulated in the UNDAF for partner ministries, particularly for Health, Education and Culture, Housing and Social Protection.

### 9.1.2.2 *Public administration reform*

- 1) Review and refocusing of UN support: In the context of carrying out analytical work for the CCA, the proposed Social Inclusion Strategic Results Group should revisit the outcome 2.1 and its outputs and indicators and formulate a coordinated approach to assist municipal authorities, citizens, civil society and the private sector to “effectively to planning and implementation of inclusive social policies at local level”;
- 2) Work planning: The above should be accompanied by a Work Plan for the remaining period of the UNDAF which would constitute a common frame of reference for participating UN agencies and stakeholders/partners to work together to facilitate the achievement of the indicator targets.

<sup>74</sup> See Annex 9 Suggested format for JPDs

<sup>75</sup> Ref Standard Operating Procedures for Countries wishing to adopt the “Delivering as One” Approach (22 March 2013), section 2.2 Main Elements paras 7 and 8 (pages 10) and p. 13 and 14 Results Groups and Joint Work Plan(s)

- 3) Sector-specific programming: To facilitate implementation and monitoring, appropriate planning frameworks should be developed for municipal and local development, with links to the relevant sectoral plans and institutions.

#### **9.1.2.3 Access to social services by excluded and vulnerable groups.**

- 1) Review and refocusing of UN support: In the context of carrying out analytical work for the CCA, the proposed Social Inclusion Strategic Results Group should revisit the outcome 2.1 and its outputs and indicators and formulate a coordinated approach to assist municipal authorities, citizens, civil society and the private sector to “effectively to planning and implementation of inclusive social policies at local level”;
- 2) Work planning: The above should be accompanied by a Work Plan for the remaining period of the UNDAF which would constitute a common frame of reference for participating UN agencies and stakeholders/partners to work together to facilitate the achievement of the indicator targets.
- 3) Sector-specific programming: To facilitate implementation and monitoring, appropriate planning frameworks should be developed for municipal and local development, with links to the relevant sectoral plans and institutions.
- 4) Monitoring: In future, information should be provided on the impact UN agency support is contributing to common work plans and outcomes and the relevant sectors.

**In conclusion on Outcome 2**, the following recommendations are made to address the above issues:

- 1) Establishment of a Social Inclusion Results Group

The former Social Inclusion Strategic Working Group should be re-established in the form of the Social Inclusion Results Groups, and be made responsible for:

- (a) Monitoring on a systematic basis results achieved in relation both to the Outcome level (2.1, 2.1, and 2.3), as well as at Output level, and
- (b) Reformulating social inclusion goals and activities under the next UNDAF in a way which facilitates both management and monitoring, and which are linked to other UNDAF outcome or strategic areas.

This would help stakeholder both to reappraise the quality of the original design, as well as to reformulate UN system support in the light of future needs.

In view of the broad scope of social inclusion activities, consideration should be given to the establishment of networks or working committees made up of UN and national stakeholder staff to focus on the design, implementation and monitoring of UN support for:

- (a) Health services and access
- (b) Education, training and culture, services and access
- (c) Social protection and access
- (d) Beneficiary or population related groups:
  - (i) Children
  - (ii) Women (Gender Results Group)
  - (iii) Refugees and migrants;
  - (iv) Elderly
  - (v) Others?

Each substantive area (health, education, social protection, etc) would address the needs of the planned beneficiary populations and vulnerable groups, which would include women, children, persons with disabilities, refugees, migrants, as appropriate. The scope of work and involvement of individuals would vary according to need, and should be kept under constant review.

The formulation of sector-specific and/or thematic strategies for UN support for each thematic area would help to provide sector wide frameworks for coordinated UN system support at State, Entity and Canton levels, and help to identify appropriate UN system support and resource mobilisation needs.

The participating agencies would include UNICEF (as the lead agency, to chair the strategic WG meetings), WHO,, UNFPA, UNESCO, UNDP, ILO, IOM, UNHCR, UN Women, UNV others, according to their areas of interest.

### 9.1.3 ENVIRONMENT

#### 9.1.3.1 Institutionalization of environmentally sustainable development

1. Environmental Results Group: The proposal to transform the former Environment Working Group into a new Cross-cutting Results Group (CRG) should be reviewed by the relevant agencies and confirmed by the UNCT. Terms of reference should be agreed upon and links with partner stakeholders (national and international) should be established through periodic meetings and networking.
2. Needs assessment: In the context of analytical work for the CCA, the proposed Environmental CRG should revisit the outcome, output and indicator statements and past results and carry out a needs assessment for future UN system support for all three Environment outcomes.;
3. Work planning: The CRG should also prepare a work plan for the remaining period of the UNDAF so as to provide a conceptual and operational framework for coordinated UN system support, for those outputs which have not yet been delivered, as well as others which may need to be addressed.

#### 9.1.3.2 Environmental management capacity

Annual planning: As for 3.1 above, the proposed Environment CRG should prepare a work plan for the remaining period of the UNDAF, which brings together in a single document all UN agency support to the Outcome 3.2, outputs and indicators;

#### 9.1.3.3 Environmental planning capacity

- 1) Review of results and needs: The Environment CRG should review results achieved under Outcome 3.1 and provide more systematic reporting on the extent to which the outcome, outputs and indicators have been achieved.
- 2) Work planning: As for 3.1 and 3.2 above, the CRG should prepare a work plan to assist in the planning, implementation and monitoring of future UN system environment support over the remaining period of the UNDAF.

### **Recommendations – Outcome 3 Environment**

- 1) Mainstreaming of environmental support

Since one of the five programming principles for the UNDAF relates to the mainstreaming of environmental issues in each sector, consideration should be given in the next UNDAF to integrating environmental considerations into each strategic area and theme rather than maintain a separate “Environment” component of the UNDAF, while maintaining “Environmental mainstreaming” as a cross-cutting element.

This would mean that environmental planning issues would be reflected in multi-sectoral planning activities under governance, and other issues, for instance relating to climate change and biodiversity would be included under industry, energy, agriculture, as appropriate. This would avoid the risk of duplication of common themes under both the Governance and Environment outcome areas, and facilitate closer integration between sectors.

It would also strengthen UN system contributions to each substantive sector due to the need to provide support to environmental issues in each one, e.g FAO to biodiversity (agriculture, forestry, rural development), UNIDO to industry (clean development, energy efficiency, climate change).

- 2) Environment Results Group

An Environment Cross-cutting Results Group (CRG) should be established to replace the former Environment Working Group. This would be responsible for reviewing the results achieved to date in relation to the UNDAF outcomes and outputs, and preparing a fuller analysis of their impact on the outcome and output statements given in the Results Matrix. The Chair of this group should consult with the chairs of the other Strategic Results Groups to identify the entry points for cross-cutting inputs from the Environment CRG and agencies.

- 3) Joint programming and Work planning

In the context of the analytical work for the next UNDAF, the CRG should prepare an analysis along the lines of a joint programming document (JPD) and a work plan covering the remaining period of the UNDAF, and which would be directly linked to future support under the next UNDAF. This should identify environment-related activities, results, and inputs in each sector or process covered by the main substantive Results Groups which may be required in the next UNDAF. These could include:

1. Governance:
  - (a) Environmental statistics and management information systems
  - (b) Environmental planning, monitoring and reporting
2. Social inclusion and access to social services:
  - (a) Health
  - (b) Water
  - (c) Waste and sanitation services;
  - (d) Education – environmental education
3. Productive sectors:
  - (a) Energy efficiency and climate change
  - (b) Biodiversity conservation
  - (c) Combatting desertification and land degradation

#### **9.1.4 HUMAN SECURITY**

- 1) The Human Security Results Group should be reconstituted and should review and up-date the results given above and in the Progress and Annual Reports with a view to assessing the extent to which these have contributed to the outcome statements;
- 2) A work plan should be prepared to assist in the planning and coordination of future activities under each outcome and output, with the aim of achieving the target indicators given in the UNDAF Results Matrix as well as others considered necessary to attain the stated outcomes A format which could be used for the next UNDAF, in the light of the new Standard Operating Procedures, could be tested;
- 3) In future, the Social Inclusion Results Group should be responsible for Outputs 4.1.2, 4.1.3 and 4.1.4 since they refer essentially to health sector issues, rather than to security sector ones, as normally understood, with results reported to the Human Security Group for inclusion in future UNDAF monitoring reports;
- 4) Gender-related outputs 4.4.1 Gender equality in the security services, and 4.4.2 Response to gender-related violence under Outcome 4.4 should be the responsibility of the Gender Results Group, which should likewise provide monitoring information to the Human Security Results Group.

### **9.2 CCA process**

#### **9.2.1 Establishment of Results Groups**

It is recommended that present arrangements for Working Groups be strengthened to ensure that a more regular and systematic oversight structure is in place and which brings together the same UN agencies at the stages of design, resource mobilisation, support to implementation, monitoring and evaluation.

These proposals are consistent with the proposals given in the new undg “Standard Operating Procedures for Countries Wishing to Adopt the “Delivering as one” Approach (22 March 2013) (See Annex 8 Suggested generic

Terms of Reference for UNDAF Results Groups, Appendix 1 for extract of the relevant pages 13 and 14), except that for reasons of operational practicality, it is proposed that Results Groups be broken down into three types, as follows:

- 1) “Strategic Results Groups (SRGs)” for each Outcome area in the present UNDAF, (except for 3. Environment which becomes a Cross-cutting Results Group (CRG). These would be led by a designated Agency Head, with co-chair, who would act on behalf of the UNCT, not as a lead agency but rather to fulfil a coordination and leadership function on behalf of the UN system.
- 2) “Thematic Results Groups” (TRGs) which would assist in the coordination of common UN responses in a specific thematic area (sectoral, functional, process, or target group), under a relevant SRG. These would be chaired and co-chaired by designated representatives not as a lead agency but also to fulfil a coordination and leadership function on behalf of the UN system;
- 3) “Cross-cutting Results Groups (CRGs) which would separate the current UNDAF Outcome areas and Outcomes relating to Human Rights, Gender and the Environment in view of their status as three of the five UNDAF programming principles. They would also be chaired and co-chaired along the same principles as for SRGs and TRGs above.

Standard terms of reference should be applied to each one (see Annex 9), and would include responsibility for

design, support to implementation, and monitoring UN system support in a given theme or sub-themes.

The major risk is the availability of staff and time, recognizing that this has been the major factor which has hindered their successful functioning in the past. Nevertheless, if the principles of One UN and Delivering as One are to take hold in the working practices and habits of the UN system, it is felt that a more systematic approach is required for multi-agency support to priority themes. The option of “Business as Usual” is no longer an option and so UNCT, agency and staff priorities need to be adapted accordingly.

The above Results Groups could be structured as follows:

1. **“Strategic Results Groups” (SRGs)**<sup>76</sup> to replace the former Outcome groups, as follows:
  - 1) Democratic Governance
  - 2) Social Inclusion
  - 3) Human Security
2. **Thematic Results Groups (TRGs)**, under the SRGs, as follows:
  - 1. Democratic Governance**
    - 1.1 Statistics and Planning, with the understanding that all sectoral and environmental planning issues would also be addressed by this group. If need be, a specific Statistics Results sub-group could be established.
    - 1.2 Regional and Local Development, in order to ensure that the UN support is decentralised and coordinated at the Entity, Canton and Brzko District (BD) and municipal levels;
    - 1.3 Access to justice and human rights. As for 1.1 specific Results sub-groups could be established for (i) Access to justice and (ii) Human rights<sup>77</sup>.
  - 2. Social Inclusion**
    - 2.1 Health
    - 2.2 Education and culture
    - 2.3 Protection of vulnerable groups (women, children, refugees, returnees, IDPs, migrants, elderly, unemployed, victims of trafficking, asylum seekers, rural poor etc., including through poverty reduction activities and cash benefits.
  - 3. Environment**

Included under CRG Environment
  - 4. Human security**
    - 4.1 Risk and disaster management
    - 4.2 SALW, mines and armed violence
    - 4.3 Migration and border management
    - 4.4 Protection of women against violence (under Gender 6.2)
  - 5. Cross-cutting Results Groups (CRG)**
    - 5.1 Human rights, (linked with Access to Justice under Democratic Governance)
    - 5.2 Gender equality and empowerment of women. This could include sub-groups for gender-based violence.
    - 5.3 Environment. This could include sub-groups for different aspects of environmental conservations, such as climate change/energy efficiency, biodiversity, water resources, waste management, etc.as

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<sup>76</sup> The use of the word “Strategic” is considered more appropriate than “Outcome Group”, to avoid confusion with the term Outcome, and to focus on a broader area of UN system cooperation.

<sup>77</sup> The human rights component would also be a cross-cutting Results Group 6.1



appropriate

5.4 Communications. This would be the UN Communications Group (UNCG) to ensure that it is fully integrated into the UNDAF process, and has access to information on all aspects of UN support.

The table below summarises the above breakdown of Strategic Results Groups (SRGs), Thematic Results Groups (TRGs) and Cross-cutting Results Groups (CRGs), with the corresponding participating agencies, lead agencies (to be determined), UNDAF Outcomes and Outputs and the Current permanent and temporary Working Groups (WGs).

**Table 6 Eventual structure for Results Groups**

	Results Group	Thematic Groups	Lead Agencies (Chair & Co-chair)	Participating agencies	UNDAF Outcomes and Outputs	Current Working Groups (WGs)
<b>1</b>	<b>DEMOCRATIC GOVERNANCE</b>					
1.1	Economic, social and environmental planning	Statistics and planning (with DevInfo)	To be determined (TBD)	UNDP, UNECE, WB, IMF, UNICEF, UNFPA, ILO, UNEP, UNHCR, UNESCO, UN Habitat,, UNV	1.1.1, 1.1.2, 1.1.3, 1.1.4, 1.1.5, 1.2.1, 1.2.8, 2.2.4, 3.1.2, 4.1.3	DevInfo
1.2	Public administration reform	Regional and local development	TBD	UNDP, UNV	2.2.3, 2.2.4, 2.2.5	
1.3	Justice	Justice and Human Rights <sup>78</sup>	TBD	UNDP, UNICEF, UNHCR, IOM, UN Women, UNFPA, UNV, ILO, UN Habitat	1.3, 1.3.1, 1.4.1, 1.4.2, 2.1.1, 2.1.2, 2.1.3, 2.1.5, 2.1.6, 2.3.2, 2.3.3, 2.3.4, 2.3.5, 2.3.6, 4.3.1, 4.3.2,	
1.4	Democratic governance	Included under Statistics and planning		UNDP, UNV	1.4.1	
<b>2</b>	<b>SOCIAL INCLUSION</b>					
2.1	Health	Health services	TBD	WHO, UNICEF, UNFPA, UNDP, UNV	2.1, 2.1.1, 2.1.3, 2.1.4, 2.1.6, 2.1.7, 2.2, 2.2.1, 2.3.4	
		HIV/AIDS	TBD	WHO, UNICEF, UNFPA, UNDP, UNAIDS, UNV	4.1.2, 4.1.3	Joint UN AIDS Team
2.2	Education and culture	Education services	TBD	UNICEF, UNESCO, UNDP, UNV	2.1.3, 2.1.4, 2.3.1, 2.3.2, 2.3.3, 2.3.4, 2.3.6	Culture – Reconciliation; Education – Reconciliation
2.3	Support to vulnerable groups and social protection	Support to vulnerable groups	TBD	UNICEF, UN Women, UNHCR, IOM, UNICEF, UNDP, UNV	2.1.1, 2.1.5, 2.3.1, 2.3.3, 2.2.54.3, 4.3.1, 4.3.2, 2.3.5, 2.3.6	Roma, Displacement
<b>3</b>	<b>ENVIRONMENT</b>	<b>See 6.3 below</b>				
3.1	Institutionalisation of environmentally sustainable development	6.3 Environment	TBD	UNDP, UNEP, UNV	3.1, 3.1.2, 3.1.3, 3.1.4,	Environment
3.2	Environmental management			UNDP, UNEP, UNIDO, FAO, UNECE, UNV	3.2.1, 3.2.2, 3.2.3, 3.2.4, 3.2.5	Environment
3.3	Environmental planning			UNDP, UNEP, UNV	3.3.1, 3.3.2, 3.3.3, 3.3.4	Environment
<b>4</b>	<b>HUMAN SECURITY</b>					
4.1	Risk and disaster management	Risk and disaster management	TBD	UNDP, UNICEF, WHO, UNV	4.1.1, 4.1.5, 4.1.6	
4.2	Combating SALW, mines and armed violence	Human security	TBD	UNDP, UNICEF, UNV	4.2.1, 4.2.2, 4.2.3, 4.3.3	AVPP

<sup>78</sup> Also cross-cutting under 6.1

4.3	Migration and border management	Human security?	TBD	IOM, UNHCR, UNDP, UNV	4.3.1, 4.3.2, 4.3.3	
4.4	Protection of women against violence	Gender (6.2)	TBD	UN Women, UNDP, UNV,	4.4.2	Gender
5	<b>ECONOMIC DEVELOPMENT AND EMPLOYMENT</b>					
5.1	Energy and climate change	Environment, and Economic development	TBD	UNDP/GEF, UNDP/MDG-F, UNIDO, UNV	3.2.1	
5.2	Business development and services	Economic development	TBD	UNIDO/GEF, ILO, UNDP, UNV	1.2.4, 1.2.7, 3.2.4	
5.3	Agriculture, forestry, biodiversity	Economic development	TBD	FAO, IFAD, UNDP, UNEP, UNV	3.2.3	
6.	<b>CROSS-CUTTING GROUPS</b>					
6.1	Human rights	Human Rights	TBD	UNDP, UNICEF, UNHCR, IOM, UN Women, UNFPA, UNV, ILO, UN Habitat	1.3, 1.3.1, 1.4.1, 1.4.2, 2.1.1, 2.1.2, 2.1.3, 2.1.5, 2.1.6, 2.3.2, 2.3.3, 2.3.4, 2.3.5, 2.3.6, 4.3.1, 4.3.2,	
6.2	Gender equality	Gender	TBD	UN Women, UNICEF, UNFPA, UNV	2.1.2, 4.4.1	Gender
6.3	Environment	Environment	TBD	UNDP/GEF/MDG-F, UNEP/GEF, FAO, UNIDO, UNV	3.1, 3.2, 3.3	
6.4	Communications	Communications	RCO	All agencies	All Outcomes and Outputs	Communications

It is fully recognized however that the organization of multiple sectoral sub-groups might appear daunting, both for practical reasons as well as the availability of staff. Nevertheless, in order to promote DaO approaches in sectors/sub-sectors chosen for UN system support, appropriate consultations among all the interested agencies is essential. Inevitably group work will be required, although not on a permanent basis. As a result effective thematic results group are considered an essential way of strengthening the planning and monitoring process, and thereby addressing many of the weaknesses discussed in this report. Appropriate measures will be required by the proposed UNDAF Steering Committee, and the heads of each Substantive Results Group to identify staff who can contribute to such groups, and to organise their availability in the most constructive way.

### 9.2.2 Preparation of Joint Programming Documents

In order to facilitate a common inter-agency understanding of demand, based on situation analyses, policy frameworks (global, regional, national), and supply, based on existing and planned agency and partner resources, as well as to provide a solid basis for the preparation of annual work plans for at the strategic and thematic levels, it is proposed that SRGs and TRGs prepare “joint programming documents” (JPDs) as analytical and coordination tools for planning and programming (see Annex 9).

Joint Programming Documents (JPD) are one of the tools proposed for the formulation of the next CCA and UNDAF. Their preparation would form part of a planning process which would be made up of the following stages:

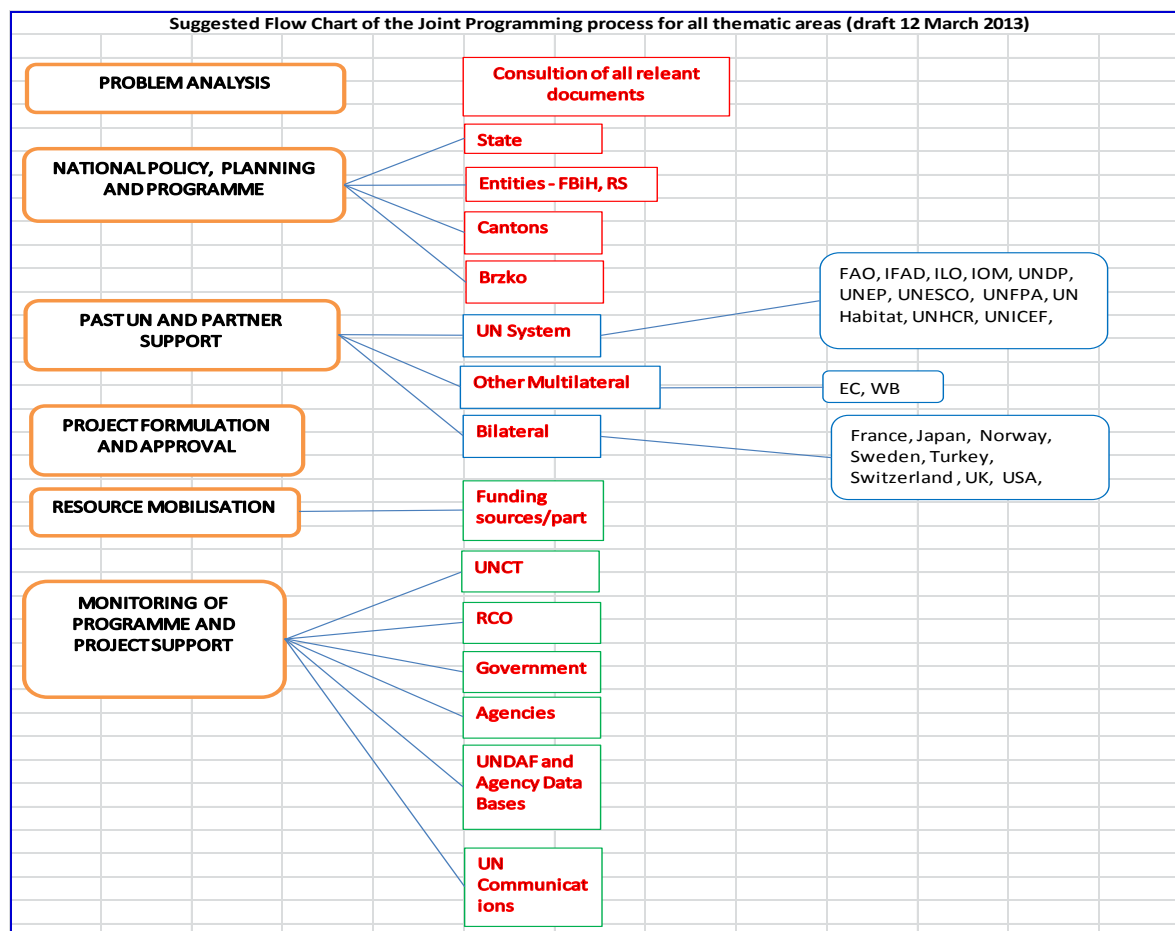
- (i) The formulation of the CCA (April – July 2013);
- (ii) The prioritization of UN system support in the context of the Strategic Prioritization Retreat scheduled for the end of September 2013;
- (iii) The formulation of the UNDAF document (October – November 2013);
- (iv) The formulation of annual work plans for each thematic area (2014);
- (v) Formulation UN system and partner support for each thematic area (2014)

2. JPDs would provide theme or outcome-specific information relating to:

- (i) Country analysis, relating to challenges to be addressed in the relevant outcome area;
- (ii) Policy frameworks (global, regional, national (State, Entity, Canton)
- (iii) Institutional capacity analysis, relating to capacity development needs to be addressed with UN system and partner support;
- (iv) Past UN system support, as identified in prior evaluations and reviews;
- (v) Partnership support (other UN agencies, donor and NGO partners
- (vi) National stakeholders at State, Entity Canton, and Brzko District
- (vii) Resource mobilization needs
- (viii) Management arrangements
- (viii) Monitoring and evaluation arrangements

JPDs would be used for each thematic area, which could be of a substantive (e.g. statistics), sectoral (e.g. health, education), process (e.g. planning) or focused on target groups (e.g. women and gender equality, refugee reintegration etc.) on the understanding that the principle of “joint programming” should be a key feature, as far as possible, in all areas of UN system support. The concept of a “Joint Programming Document” to represent a framework for joint programming in support of common national programmes, should be used instead of that of a “Joint Programme”.

Figure 4 Suggested flow chart for preparation of joint programming documents



### 9.2.3 Strategic prioritization for the next UNDAF

The JPDs should be of use in the prioritization of future UN support in the next<sup>79</sup> UNDAF. Their preparation would have the advantage of:

- Involving all relevant agencies and staff in a common process of reflection and analysis of past results and future needs in each outcome (strategic) and thematic area where the UN system has been involved. They would thus demonstrate ownership and commitment both to the process as well as the result.
- Providing in-depth information on each thematic area in terms of situation analysis, policy frameworks (global, regional, national), constraints and challenges, past UN system results, future resource needs, potential partnership and capacity development needs, etc.

The JPDs should thus provide essential material for the preparation of the CCA and for the work of the consultant destined to assist in its preparation, and thereby provide a comprehensive and in-depth basis for future prioritization.

The proposed Strategic Prioritization Workshop to be organised at the end of September 2013 with support from the UN System Staff College (UNSSC), Turin, can use these materials to reflect on:

- Past UN system results during the present UNDAF, including of joint programming/joint programmes;
- National needs and priorities in each thematic area, as well as constraints;
- Potential resource availability (core, non-core) and partnership possibilities;
- Future strategic and thematic priorities, on which the next UNDAF's Results Matrix will and

<sup>79</sup> Mr. Srecko Latal, Analyst for the Balkans, International Crisis Group (ICG)

Annual/Biannual Work Plans will be based.

## **9.3 UNDAF design**

### **9.3.1 Preparation of the next UNDAF**

The UNDG Discussion Paper “As it happens – Real time results monitoring” (Sept 2012)<sup>80</sup> identified eleven areas of improvement to the UNDAF process, through:

- 1) Strengthened leadership, technical and managerial capacities of UNCTs guided by the needs of planned and emergent strategy (that is, assignments linked to needs of UNDAFs/agency programmes and emerging needs);
- 2) Thematic and sector approaches: Thematic and/or sector UNCT leads appointed based on capacity to monitor, or facilitate monitoring, or performance, through UNCT capacity assessments. This requires the recognition that bottlenecks might point to areas outside an agency’s mandate and, hence, the need to strengthen inter-agency substantive collaboration and pooling of capacities;
- 3) Inter-agency familiarity: Familiarity across agencies with one another’s mandates at country, regional and HQ levels as a basis for pooling of available capacity and divisions of labor;
4. Evidence-based culture for decision-making: Make development data driven - evidence-based culture of enquiry and decision-making within UNCT and agencies is a must;
5. The development of common “Theories of Change”: Common ‘theories of change’ and understanding of system-wide methods such as MAF and MoRES to identify bottlenecks and act on evidence;
6. Use of UNDG support: Vertically-integrated methods of support so off-site UNDG capacity becomes available at short notice;
- 7) Flexibility for changing programming priorities: A dynamic portfolio approach enabling UNCTs to correct course and adjust deployment of resources based on findings from joint Government-UNCT sector/theme-level bottleneck analysis (e.g. through an adaptive management approach);
- 8) Strengthened substantive analytical base and monitoring capacity: Presence of a robust substantive analytical base and monitoring capacity within UNCTs that is congruent with national needs and the mandates of a UNCT. Elevated profile of M&E functions within and across agency structures, and familiarity with both traditional and innovative methods of monitoring;
- 9) Adaptation of monitoring tools: Innovation – adoption of modern tools for instantaneous monitoring and reporting (e.g. Global Pulse approach);
- 10) Strengthening of statistical capacities for impact evaluation: A standardized set of institutional and national statistics to be able to measure a limited number of impact dimensions (i.e. sustainability, equity, inclusivity, resilience). This and the previous point are critical to conduct situation analysis as they enable focusing on the identification, interpretation and prioritization of bottlenecks. Building strong national statistical capacities should be prioritized to promote sustainability, ownership and alleviate cost concerns for the UN and
- 11) Use of external resources: Regional and global UNDG-wide capacities to analyze and scan operational performance across shared themes of sustainability, equity, inclusivity and resilience. Current UNCT capacity assessments based on the DOCO methodology are seen as too cumbersome and ineffective, given the prevailing human resource management policies which provide little leeway to implement the requisite changes in staff profiles.

### **9.3.2 An UNDAF “Heavy” or an UNDAF “Light”**

The UNDG Discussion Paper made a distinction between two types of UNDAF strategy:

#### **(a) “A planned strategy” - like an UNDAF**

- Is a function of design.
- It is developed up front without UNCTs and their counterparts having a clear view of the pros and cons of choices made over the forthcoming several years.

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<sup>80</sup> Source: Aris Sefaravic, RCO

- It is a statement of intent subject to the availability of resources.
- The planned strategy process is complicated: it has its own roadmap. It satisfies expectations of consultation and of inclusion.
- However, the method is drawing criticism not least because in fast-changing environments the practicality of heavy ex ante processes can be difficult to budget and realize.
- Without effective scenario-building, planned strategies quickly become anachronistic. They are increasingly difficult to justify”.

(b) “An emergent strategy – or an UNDAF “Light”,

- Is a function of implementation.
- Guided by changing circumstances and real-time monitoring of commitments, *an emergent strategy is realized through the work of national sector/theme groups (“clusters”) and their associated work plans and partnership arrangements.*
- *It accepts that strategies evolve and that choices made—from substantive focus to operational modalities—adjust to help pursue overall outcomes.*
- It suggests praxis: *the meeting point of analysis on the one hand and response on the other.*
- It can imply a pooling of capacities that address the needs of the moment. This is precisely the level at which contingent action can help free up progress towards remaining outcomes. This is the proposed venue for addressing the bottlenecks central to UNICEF’s equity strategy.
- *Adaptive management* is an iterative process of robust decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring. Because adaptive management is based on a learning process, it improves long-run management outcomes.”

### 9.3.3 Delivering as One (DaO) format

The BiH context would suggest the use of an UNDAF “Light” approach, based on the implementation of theme or sector-based strategies to support selected national priorities.

The adoption of a single and common “One Programme” document, based on thematic approaches for each substantive or sectoral theme would be a major step forward in eliminating potential duplication and lack of consistency between the UNDAF document and agency country programmes.

Furthermore the proposal given in Annex 1 Proposed Plan of Action for Headquarters of the Standard Operating Procedures<sup>81</sup> to (i) Abolish UNDAF Action Plans/CPAPs/AWPs by *a combination of UNDAF and Results Groups work plans*, and (ii) Complement the common part of the UNDAF *with agency-specific annexes that are extracted from the UNDAF and replace CPDs or other types of instruments*” should greatly help to ensure that all agency support is closely aligned to the UNDAF outcomes and outputs, and the corresponding thematic work plans. It will also help management, coordination and monitoring of activities and results.

In the light of lessons learned from the BiH UNDAF described under 8. Findings above, it is thus recommended that:

1. A single UNDAF document be used for all UN support, which provides outcomes and outputs for each thematic area of support under a limited number of broad strategic areas;
2. A combined Results Matrix and Monitoring & Evaluation Framework should be prepared, based on the format proposed in the 2010 CCA/UNDAF Guidelines (How to prepare an UNDAF)(January 2010), and adapted for BiH purposes. This would identify outcomes and outputs and generic indicators, national and international partners/stakeholders, and planned resources (core, non-core and total) which would then be developed further in annual work plans;
3. UN agency support to the UNDAF should be prepared in the form of Annexes, using a common format, and which summarise the proposed agency support to the relevant outcomes and outputs.

<sup>81</sup> Standard Operating Procedures for Countries Wishing to Adopt then “Delivering as one” Approach, UNDG High Level Group (22 March 2013) (page 40)

4. Agency country programme documents (CPDs) should be closely aligned with the UNDAF document and Results Matrix, and the corresponding Agency Annexes, and use the same terminology, and numbering references for outcomes and outputs.

### **9.3.4 Annual Work Plans (AWPs)**

Annual work plans (AWPs) should be prepared for each thematic area, and based on the JPD thematic analyses and needs and the UNDAF Results Matrix. They would provide fuller details of outcomes and outputs, with indicators (baseline and target), national and international partners/stakeholders, and planned resources (core, non-core and total). They would also provide the basis for monitoring by TRGs and SRGs.

## **9.4 UNDAF Monitoring and Evaluation**

### **9.4.1 Monitoring**

1. Responsibility: Under the overall guidance of the RCO M & E Unit, and M & E Group, monitoring should be the responsibility of the relevant Thematic Results Group (TRG),

The TRG chair/Lead Agency or Programme Manager should be responsible for submitting quarterly, semi-annual and annual reports to the SRG chair for consolidation and submission to the RCO; Agency M & E officers in the M & E Group should assist TRGs in this work

2. Format: A common format should be used for each thematic area, and should be designed to provide the following information<sup>82</sup>:

- (i) Outcome and Output statements, with Indicators (Baseline and Targets);
- (ii) Results achieved during the reporting period in relation to Output statement and indicators;
- (iii) Impact, or progress towards impact, in relation to Outcome statement (annual basis and cumulatively since start of UN support);
- (iv) Inputs provided (budgeted and delivered core and non-core resources);
- (v) Partner agencies and national stakeholders involved;
- (vi) Constraints encountered, both within the UN system/project control, and external;
- (vii) Issues to be addressed at Steering Committee meetings, and decisions required to reflect Results Based Management (RBM).

Use of the above format should greatly facilitate the task of the M & E Analyst in providing whatever analysis might be required, and in the preparation of UNDAF Annual Reviews, and thereby address some of the issues experienced in the present evaluation process. This may require an adaptation of the present format of the Annex I to the Progress Report.

### **3. Target audiences**

Formats for reporting and results-based management should be designed and adjusted according to the needs of target audiences, namely:

- 1) RC and UNCT, for overall guidance and strategic direction, highlighting policy decisions required;
- 2) SRGs and TRGs for monitoring against output and outcome targets and indicators
- 3) RCO for the preparation of Annual Reviews
- 4) UN agencies and project managers, to assist in adjusting agency project support
- 5) UN Communications, to assist in communication to broader audiences (media, press, etc.)

### **9.4.2 Evaluation reports**

Evaluation reports should be prepared during the penultimate year of the UNDAF.

The M & E Group should provide support, as necessary. The format given in Annex 10 could be used in order to capture the following information:

- (i) Numbering by outcome and output: All results and agency support should make reference to respective

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<sup>82</sup> See Annex 10 for draft format

UNDAF outcome and output number in project documents and progress reports, and provide assessments of extent to which outcome and output indicators have been achieved;

(ii) Use of traffic light rating system: Colour-coded or traffic light performance ratings should be up-dated against indicator targets on an annual basis, to highlight where follow-up action may be required (i.e. Results-based Management (RBM)).

(iii) References to project titles and IDs: Project titles and IDs should be mentioned against results achieved – to facilitate attribution and appreciation of project impact.

#### **9.4.3 Project financial information:**

Annualized and total project costs/budgets should be received from agencies for inclusion in UNDAF Financial Resources matrix and data base (ref chapter 6.)

#### **9.4.4 UNDAF data base**

In order to facilitate monitoring, and systematic reporting, an UNDAF Data Base should be developed. This would provide information on:

- (i) UNDAF outcomes and outputs,
- (ii) Corresponding agency CP/CPAP outcomes and outputs ( to facilitate cross-referencing)
- (iii) Brief titles to indicate themes, followed by fuller text;
- (iv) Baselines and targets’;
- (v) Evidence-based results against targets – Annualized and total, with traffic light ratings.
- (vi) Other results achieved according by projects in same thematic area;
- (vii) Links with agency data bases (UNDP, etc.)
- (viii) Financial information by outcomes, outputs, projects, agencies, sources (core, non-core), etc.

### **9.5 Management**

See suggested structure in Fig. below.

#### **9.5.1 Government/UN Steering Committee**

Annual meetings of a joint Government/UNCT Steering Committee should take place with the appropriate authorities at State and Entity level.

#### **9.5.2 UNDAF Steering Committee**

The UNCT should schedule regular meetings, at least on a quarterly basis, in its capacity as UNDAF Steering Committee in order to enable it to carry out its oversight and monitoring responsibilities;

#### **9.5.3 RCO**

The RCO should provide the necessary support to the UNDAF Steering Committee, in terms of organisation of meetings, reports from SRGs and TRGs, minutes;

#### **9.5.4 Results Groups**

TRG and SRG chairs should submit quarterly monitoring reports in a timely fashion, according to an agreed schedule.

#### **9.5.5 Agencies**

Agencies would support Strategic and Thematic Results Group, as appropriate, the formulation of JPDs and Annual Plans, resource mobilisation, project implementation and monitoring.

It would be useful to have summaries of UN agency support to the UNDAF according to a common format for inclusion in Annex 12. Since it was not possible to complete this exercise during the present Evaluation, it should be carried out separately. It will also be useful for the future preparation of Agency Annexes for the next UNDAF document.



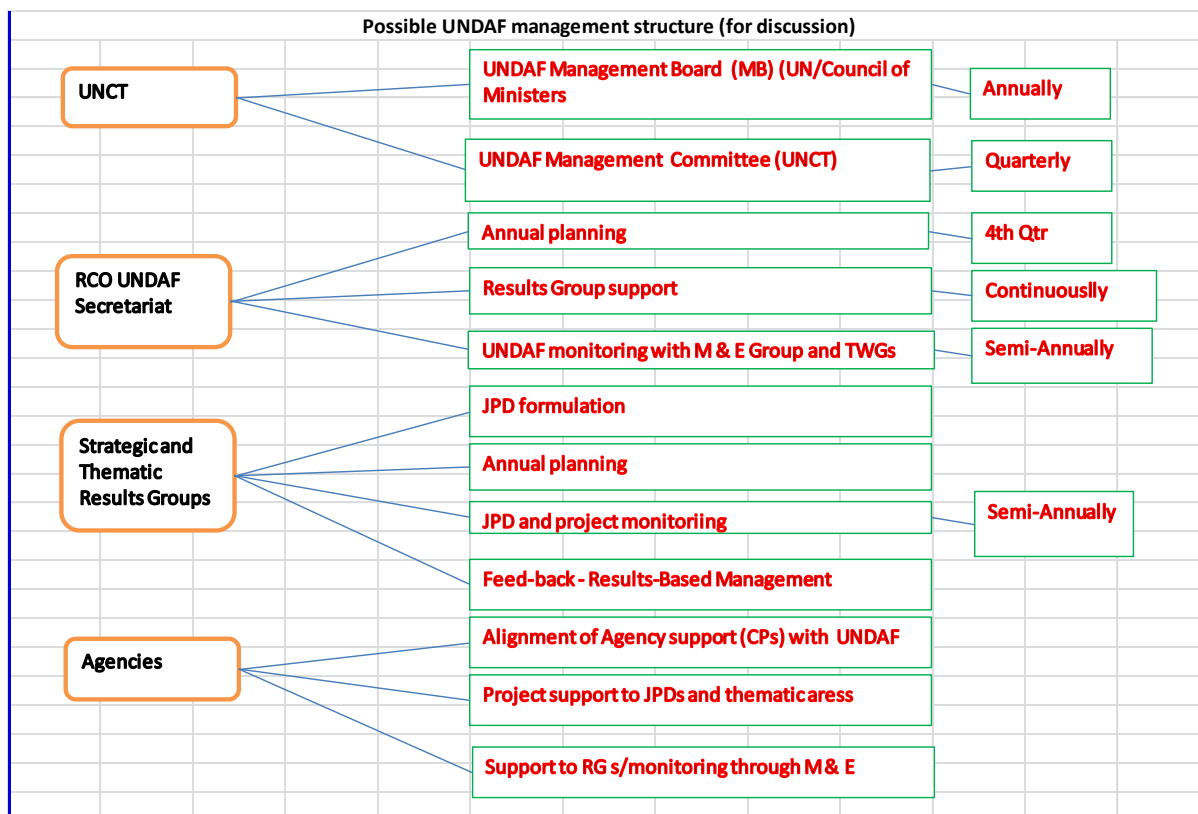


Figure 5 Possible UNDAF management structure

## ANNEXES

### *Annex 1 Terms of Reference*

#### Terms of Reference

<b>Title:</b>	External Evaluation Consultant (International) – <u>Final Evaluation</u> of the United Nations Development Assistance Framework (UNDAF) 2010-2014, Bosnia and Herzegovina and <u>Mid-term Outcome Evaluation</u> of UNDP Country Programme Action Plan (CPAP) 2010-2014, Bosnia and Herzegovina
<b>Cluster:</b>	Office of the Resident Coordinator
<b>Reporting to:</b>	<b>Office of the Resident Coordinator / UNDAF Evaluation Management Group /UNDP Management</b>
<b>Duty Station:</b>	Sarajevo
<b>Contract Type:</b>	Individual Contract
<b>Duration:</b>	<b>32 expert days</b> (25 for UNDAF and 7 for UNDP CPAP in the period 15 January 2013 – 30 April 2013)

**Note:** Information on the requirements for the Mid-Term Outcome Evaluation of the UNDP CPAP is described in the Annex

#### **Background**

The five-year United Nations Development Assistance Framework (UNDAF) for Bosnia and Herzegovina (BiH) 2010-2014 has been prepared by the United Nations Country Team (UNCT) in Bosnia and Herzegovina in consultation with the Government of Bosnia and Herzegovina and other partners, with the aim of improving the lives of the people of BiH, and particularly the most vulnerable.

The UNCT in BiH consists of 10 specialised UN agencies and programmes (UNHCR, UNICEF, UNDP, UNFPA, WHO, ILO, UNESCO, UN Women, UNV), the Breton Woods Institutions (World Bank, IMF), UNICTY and IOM. Several regional UN agencies also operate in BiH, participating in the implementation of the UNDAF 2010-2014 for BiH (UNIDO, UNEP, UN-HABITAT, IFAD, UNECE) and providing technical assistance for the implementation of individual projects (FAO, WMO).

The UNDAF 2010-2014 document was endorsed by the Council of Ministers of BiH in March 2009. Four main goals have been identified that will set the direction and scope of action of UN system in the 2010-2014 period:

- By the end of 2014, Government with participation of civil society, implements practices for more transparent and accountable governance and meets the requirements of the EU Accession process,
- By 2014, Government develops and implements policies and practices to ensure inclusive and quality health, education, housing and social protection and employment services,
- By the end of 2014, Government meets requirements of EU accession process and multi-lateral environment agreements (MEA), adopts environment as a cross-cutting issue for participatory development planning in all sectors and at all levels, strengthens environmental management to protect natural and cultural resources and mitigate environmental threats,
- By 2014, Government adopts policy, as well as regulatory and institutional frameworks to address human security challenges, including threats posed by communicable diseases and disasters, landmines and small arms, light weapons, armed violence, and also addresses issues of migration and women, peace and security.

This is a second UNDAF for BiH which provided a framework for coherent and coordinated United Nations (UN) development assistance for the period 2010-2014 that recognizes the European Union as the overarching national priority, and poverty reduction, social inclusion, capacity building and gender equality as specific areas of Government – UN cooperation. Through the UNDAF, the UNCT in BiH aims to increase efficiency and effectiveness in addressing the country's development priorities, while taking into account the global development frameworks embedded in the Millennium Declaration and

the Millennium Development Goals (MDGs), as well as international conventions and treaties signed by the Government of Bosnia and Herzegovina.

In the UNDAF implementation, the UN is taking an overall strategic approach of capacity development at all levels of Government and the civil society. In this respect, the UNCT works towards developing the capacities of the government institutions to develop and implement evidence-based policies and promote inclusive quality public services. Local level interventions prioritise a rights-based and gender sensitive approach, also focusing on marginalised and excluded groups. Furthermore, support is provided to civil society to participate in the decision-making process and be empowered to claim their rights. Partnerships with the private sector are also being established. Four areas of cooperation are agreed as particularly critical for the United Nations support to the BiH Government and the civil society during the five-year UNDAF period:

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

The UNCT and the Resident Coordinator are responsible for the effectiveness of the United Nations activities, especially in cases where resources are combined. During the UNDAF period the UNCT Heads of Agency undertake the role of the UNDAF Steering Committee and lead the overall coordination and management of the UNDAF implementation process. The programming arrangements of individual UN agencies further support progress toward the use of national systems for implementation, management and monitoring based on internationally recognised standards and good practice.

Under the overall UNCT umbrella and oversight, a number of Thematic Working Groups (of permanent and ad-hoc character) contribute to integration between the United Nations Agencies in key thematic and crosscutting areas such as Youth, HIV/AIDS, Gender, Displacement, Roma, Reconciliation, Environment, etc. These WGs further improve coordination through enhanced information exchange, as well as joint planning and decision making.

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

The UNDAF Evaluation will be commissioned and overseen by the UNCT. Day-to-day evaluation management will be ensured through the RC Office and UNDAF Evaluation Management Group (RCO/UNCT members).

Findings of the evaluation will be used for improving accountability and for learning what has worked, what has not and why. The UNDAF evaluation is foreseen to provide important information for strengthening programming and results at the country level, specifically informing the planning and decision-making for the next UNDAF programme cycle (2015-2019) and for improving United Nations (UN) coordination at the country level. The new Common Country Assessment (CCA) is planned to be completed by mid-2013 and the new UNDAF document development is planned to be started in the second half of 2013. The evaluation report will be an important document to inform and guide both CCA and the new UNDAF development cycle.

An UNDAF evaluation is a programmatic evaluation in that will assesses performance against a UNDAF 2010-2014 framework, its strategic intent and objectives. National development outcomes are contained in the results framework against which the UNCT contribution needs to be assessed. As such, this country-level evaluation is to be carried out jointly with the UNCT and the overall approach is participatory and orientated towards learning how to jointly enhance development results at the national level.

Given that (a) outcomes are, by definition, the work of a number of partners, and (b) UNDAF outcomes are set at a very high level, attribution of development change to the UNCT (in the sense of establishing a causal linkage between a development intervention and an observed result) may be extremely difficult and in many cases infeasible.

The evaluation will therefore consider contribution of the UNCT to the change in the stated UNDAF outcome and the evaluator will need to explain how the UNCT contributed to the observed results. To make the assessment, first, the evaluator will examine the stated UNDAF outcome; identify the change over the period being evaluated on the basis of available baseline information; and observe the national strategy/strategies and actions in support of that change. Second, the evaluator will examine the implementation of UNDAF strategy and actions in support of national efforts.

The key evaluation questions are relevance and design, effectiveness, efficiency and sustainability. The contribution of the UNCT to the development outcomes will be assessed according to a standard set of evaluation criteria:

- (e) Relevance. The extent to which the objectives of UNDAF are consistent with country needs, national priorities, the country's international and regional commitments, including on human rights (Core human rights treaties, including ICCPR, ICESCR, ICERD, CEDAW, CPRD, CRC, etc.) and the recommendations of Human Rights mechanisms (including the treaty bodies, special procedures and UPR), sustainable development, environment, and the needs of women and men, girls and boys in the country.
- (f) Effectiveness. The extent to which the UNCT contributed to, or is likely to contribute to, the outcomes defined in the UNDAF. The evaluation should also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed;
- (g) Efficiency. The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.).
- (h) Sustainability. The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed.

Additional evaluation topics of interest are:

- Enabling / explanatory factors: While assessing performance using the above criteria the evaluator needs to identify the various factors that can explain the performance. This will allow lessons to be learned about why the UNCT performed as it did.
- UN Coordination. Did UN coordination reduce transaction costs and increase the efficiency of UNDAF implementation? To what extent did the UNDAF create actual synergies among agencies and involve concerted efforts to optimise results and avoid duplication?
- Five UNDAF Programming Principles. To what extent have the UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) been considered and mainstreamed in the UNDAF chain of results? Were any shortcomings due to a failure to take account of UNDAF programming principles during implementation?
  - To what extent did the UNDAF make use of and promote human rights and gender equality standards and principles (e.g. participation, non-discrimination, accountability, etc.) to achieve its goal?
  - 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 subject to discrimination and disadvantage benefited from priority attention?
  - Did the UNDAF effectively use the principles of environmental sustainability to strengthen its contribution to national development results?
  - Did the UNDAF adequately use RBM to ensure a logical chain of results and establish a monitoring and evaluation framework?
  - Did the UNDAF adequately invest in, and focus on, national capacity development? To what extent and in what ways did UNDAF contribute to capacity development of government, NGOs and civil society institutions?
- Other factors. A number of country-specific factors that have affected the performance of the UNCT in the framework of the UNDAF need be examined:

- How well did the UNCT use its partnerships (with civil society/private sector/local government/parliament/national human rights institutions/international development partners) to improve its performance?
- Regarding ownership of objectives and achievements, to what extent was the “active, free, and meaningful” participation of all stakeholders (including non-resident agencies) ensured in the UNDAF process? Did they agree with the outcomes and continue to remain in agreement? Was transparency in policies and project implementation ensured? What mechanisms were created throughout the implementation process to ensure participation?
- Did the UNCT undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributed are not lost? To what extent are the benefits being, or are likely to be, maintained over time.
- How adequately did the UNCT respond to change (e.g. natural disaster, elections) in planning and during the implementation of the UNDAF?
  - To what extent harmonisation measures at the operational level contributed to improved efficiency and results?

Additional output of the evaluator is delivery of a half-a day UNDAF M&E training to the UNDAF M&E WG. Details can be found in the Deliverables section of this ToR.

### **Evaluation methodology**

The approach of the evaluation shall be participatory, that is, be flexible in design and implementation, ensuring stakeholder participation and ownership, and facilitating learning and feedback. The UNDAF evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in this ToR, the availability of resources and the priorities of stakeholders. In all cases, consultant is expected to use all available information sources that will provide evidence on which to base evaluation conclusions and recommendations. Anticipated approaches to be used for data collection and analysis by the evaluator are desk review, interviews with key stakeholders, field visits, questionnaires and participatory techniques.

### **Support of the RC Office and UNCT to the evaluation process**

The RC Office and the UNCT will support the Evaluation Consultant with the following:

- Appointment of an evaluation assistant that will support the consultant for the duration of the evaluation process
- Securing relevant background documentation required for a comprehensive desk review
- Provision of list of contacts in advance and additional upon request
- Provision of vehicle and driver for field visits
- Organisation of group consultative meetings, briefing and debriefing sessions
- Provision of office/working space during the assignment. The consultant will however have to use his/her own computer/laptop

### **Deliverables and timeline**

#### **Evaluation Process**

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

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

- **Inception Phase (4 days)** - the Evaluation Consultant will review documentation, agree on the meetings schedule with the RC Office, agree on the training structure of the UNDAF M&E training session and produce

Evaluation Inception Report (which includes a clear evaluation work plan and tools).

- **Data Collection and Field Visit (10 days)** – the Evaluation Consultant will gather data through group and individual interviews, including visits outside of Sarajevo; at the end of the mission, presentation with preliminary findings and recommendations will be presented to the UNDAF EMG. Half a day M&E session will be scheduled during the field visit as well.
- **Analysis and Reporting (8 days for draft report and additional 3 days for final report/incorporation of comments)** – the Evaluation Consultant will prepare the draft evaluation report based on the analysis of findings, and will submit the report to the UNDAF EMG and UNDAF ESC for factual review and comments. Opportunity to comment on the draft report will be open to the groups for a maximum of 20 working days. After this process ends, the Evaluation Consultant will proceed with production of the final evaluation report.

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

- Inception report
- Half a day UNDAF M&E training to the UNDAF M&E WG
- Presentation of initial findings and provisional recommendations to the UNDAF EMG
- Draft Evaluation Report
- Final Report

The inception report should detail the evaluator's understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables.

Half a day UNDAF M&E training needs to be delivered to the UNDAF M&E WG (maximum 10 people). The purpose of the training is to 1) highlight current best practices in elaborating UNDAF M&E Framework at the Outcome level, 2) review common issues that need to be addressed during UNDAF M&E Framework creation and 3) deliver a brief session on results definitions and indicators development at the Outcome level. Examples of good UNDAF M&E practice of other countries are anticipated to be presented as well. Details of the training structure are to be discussed and agreed with the RCO M&E Analyst prior to the evaluation consultant's field visit.

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

A draft report should be 40-50 pages of length (without annexes). Draft report for comments by stakeholders should incorporate (as a minimum):

- Title and opening pages
- Table of Contents
- List of acronyms and abbreviations
- An Executive Summary
- Introduction (Scope of Evaluation, Methodology and Guiding Principles)
- National development context
- UNDAF Analysis (per outcome)
- Key Findings
- Lessons Learned
- Recommendations
- Methodological constraints

- Additional background data-Annexes (including interview list, data collection instruments, key documents consulted, ToR)

A final evaluation report, will encompass all key sections required in the draft report and will include additional stakeholder feedback. The final report needs to be clear, understandable to the intended audience and logically organized based on the comments received from stakeholders. The final evaluation report should be presented in a solid, concise and readable form and be structured around the issues in the Terms of Reference (ToR). The report will be prepared in accordance with UNEG guidance (Quality Checklist for Evaluation Reports).

The Evaluation Consultant is responsible for editing and quality control and the final report that should be presented in a way that directly enables publication.

<b>Timeframe</b>		
<b>Action/Deliverable</b>		
Inception Phase/Desk Review/Inception Report	4 days	1 <sup>st</sup> half of Feb. 2013
Data Collection, field visit /UNDAF M&E half day training /		
Presentation with key findings /	10 days	2 <sup>nd</sup> half of Feb. 2013
Analysis and Reporting / Draft Evaluation Report	8 days	1 <sup>st</sup> half of March 2013
Analysis and Reporting / Final Evaluation Report	3 days	1 <sup>st</sup> half of April 2013

#### **Evaluation Ethics:**

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

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

Independence - the evaluation team should be independent from the operational management and decision-making functions of the JP

Impartiality – the evaluation information should be free of political or other bias and deliberate distortions

Timeliness - evaluations must be designed and completed in a timely fashion

Purpose - the scope, design and plan of the evaluation should generate relevant products that meet the needs of intended users

Transparency - meaningful consultation with stakeholders should be undertaken to ensure the credibility and utility of the evaluation

Competencies - evaluations should be conducted by well-qualified experts/teams. The teams should, wherever feasible, be gender balanced, geographically diverse and include professionals from the countries or regions concerned

Ethics - evaluators must have professional integrity and respect the rights of institutions and individuals to provide information in confidence and to verify statements attributed to them. Evaluations must be sensitive to the beliefs and customs of local social and cultural environments and must be conducted legally and with due regard to the welfare of those involved in the evaluation, as well as those affected by its findings.

Quality - All evaluations should meet the standards outlined in the Standards for Evaluation in the United Nations System. The key questions and areas for review should be clear, coherent and realistic. The evaluation plan should be practical and cost effective. To ensure that the information generated is accurate and reliable, evaluation design, data collection and analysis should reflect professional standards, with due regard for any special circumstances or limitations reflecting the context of the evaluation. Evaluation findings and recommendations should be presented in a manner that will be readily understood by target audiences and have regard for cost-effectiveness in implementing the recommendations proposed.

#### **Competencies:**

Shares knowledge and experience and provides helpful feedback and advice;

Conceptualizes and analyzes problems to identify key issues, underlying problems, and how they relate;

Ability to identify beneficiaries' needs, and to match them with appropriate solutions;  
Excellent communication and interview skills  
Excellent report writing skills  
Responds positively to critical feedback and differing points of view;  
Ability to handle a large volume of work possibly under time constraints; Focuses on result for the client and responds positively to feedback; Remains calm, in control and good humored even under pressure.

**Minimum Requirements:**

Advanced University degree in international development, economics, evaluation, social sciences or related field;

A minimum of 10 years of professional experience specifically in the area of evaluation of international development initiatives and development organizations;

Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods and in a wide range of evaluation approaches

Technical competence in undertaking complex evaluations which involve use of mixed methods Knowledge of UN role, UN reform process and UN programming at the country level, particularly UNDAF; Strong experience and knowledge in the five UNDAF Programming Principles: human rights (the human rights based approach to programming, human rights analysis and related mandates within the UN system), gender equality (especially gender analysis), environmental sustainability, results-based management, and capacity development.

Understanding of the development context and working experience in Bosnia and Herzegovina is an asset; Fluency in spoken and written English; knowledge of Bosnian, Croatian and/or Serbian language is considered to be an asset.



## Annex I.

### TERMS OF REFERENCE

#### MID-TERM OUTCOME EVALUATION OF UNDP CPAP 2010-2014, BOSNIA AND HERZEGOVINA

**External Evaluation Consultant (7 days in the period 15 January – 30 April 2013)**

This ToR is closely linked to the UNDAF 2010-2014 evaluation ToR. The Evaluation Consultant selected for UNDAF evaluation is foreseen to also conduct the mid-term outcome evaluation of UNDP CPAP, given that approx. 80% of UNDAF is UNDP related and over 80% of UNDAF stakeholders are also UNDP stakeholders. Benefits of engaging the same consultant for the two tasks are manifold from cost sharing and avoidance of duplication of meetings with the same stakeholders to vertical linkages and analysis of two key partnership documents of UN/UNDP and the Government of Bosnia and Herzegovina.

#### **Background**

UNDP Country Programme Action Plan (CPAP) for 2010-2014 was developed in close consultation with the UNDAF 2010-2014 document. UNDP has committed to 5 distinct outcomes in the area of Democratic Governance, Social Inclusion, Energy and Environment, Justice and Human Security as follows:

1. Government at all levels modernizes public sector practices through public sector reform and bases policies on sound quantitative and qualitative analysis with full participation of relevant national stakeholders, including CSOs and academia.
2. Government and local community institutions empowered to develop and implement policies for and ensure access to quality social, cultural and employment services for socially excluded and vulnerable groups so as to, with parallel contributions from the private sector and civil society, contribute to inclusive social and economic development.
3. Strengthened national capacities to integrate environmental and energy concerns into development plans at all levels and systems for effective implementation of the sectoral priorities.
4. Relevant Institutions at all levels strengthen equal access to justice and the protection of human rights and gender equality values, and develop institutional mechanisms for dealing with the past.
5. Strengthened national capacities to prevent crisis and conflict through development and implementation of national Strategies and Action plans for mitigation of risks, threat caused by communicable diseases, improved management of mine action and weapons control, prevention of armed violence and crime and integrated border management.

#### **Evaluation Scope and questions**

UNDP CPAP mid-term outcome evaluation should assist in identifying bottlenecks and/or critical entry points for improved implementation towards achieving Country Programme Action Plan outcomes. The contribution of the UNDP to the development goals as specified in the Country Programme Action Plan will be assessed according to a standard set of evaluation criteria:

- **Relevance.** The extent to which the objectives of UNDP are consistent with country needs, national priorities, the country's international and regional commitments.
- **Effectiveness.** The extent to which the UNDP contributed to, or is likely to contribute to, the outcomes defined in the CPAP. The evaluation should also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed.
- **Efficiency.** The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.).

- **Sustainability.** The extent to which the benefits from a development intervention have continued, or are likely to continue, after completion of intervention.

Additional questions for the UNDP CPAP mid-term outcome evaluation are:

- To what extent are CPAP Outcomes being achieved and are there necessary actions to be taken prior to the end of the planning period (2014) in order to improve performance of UNDP in achieving these outcomes?
- What are the recommendations for improvement of the structure of outcome indicators?

Adequate support from UNDP office will be provided on needs-basis for UNDP CPAP Mid-term Outcome Evaluation specificities.

#### **Evaluation Deliverables**

- Draft sections for UNDP CPAP mid-term evaluation report
- Final mid-term outcome evaluation report for UNDP CPAP of no more than 20 pages including annexes.

**Note:** For UNDP CPAP the evaluator is foreseen to have a total of 7 days that should be split to cover for additional needs based on UNDP-specific requirements in the inception phase and for field visits and final report.

## ***Annex 2 People met***

### **UN Resident Coordinator's Office**

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Aris Sefarovic,  
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UN RCO Coordination Analyst  
Research, Development, Monitoring and Evaluation Specialist  
UN RCO Coordination Associate  
UN Political Adviser (seconded from UN Department of Peace-Keeping Operations (DPKO), New York  
Peace and Development Specialist  
Chief Technical Adviser on Rule of Law and Human Rights, and CTA Access to Justice project (....)

### **1. UNDP**

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Zahira Virani  
Slobodan Tadic

Goran Vukmir

Renata Radeka,  
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Pavle Banjac  
Larisa Kubat-Serdarevic

UN Resident Coordinator/UNDP Resident Representative Ms Deputy Resident Representative  
UNDP Regional Programme Manager, Bihac, and Senior Programme Analyst  
Portfolio Manager and Regional Programme Manager,(seated in Banja Luka, Republika Sprerska)  
Development Analyst  
UN Communications Analyst, and Chair of UN Communications Group (UNCG)  
UN Communications Officer  
Head of Programme Operations Support (POS)

### **1) Governance and Social Inclusion**

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### **2) Regional and Rural Development (RRD)**

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Programme Manager, Srebrenica Regional Recovery Programme (SRRP) (71025)  
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Project Manager, Value Chains for Employment 70578)

### **3) Environment and Energy**

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Project Manager, Democratic Economic Governance: Securing Access to Water through Institutional Development and Infrastructure (62492 and 79821)  
GEF Project Manager, Mainstreaming Karst Peatlands Conservation Concerns into Key Economic Sectors - KARST (60010) and BiH, Biomass Energy for Employment and Energy Security (PIMS 3880 MSP) (54633)  
Project Manager, Enabling Activities for the Preparation of Bosnia

Sinisa Rodic

and Herzegovina's Second National Communication to the UNFCCC (PIMS 4497)(75699)  
Programme Manager, MDG-F Environment Mainstreaming Environmental Governance: Linking Local and National Action in BiH (58000), (seated in Banja Luka, RS)

#### **4) Human Security and Justice**

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CTA Justice/Adviser on Rule of Law and Human Rights  
Project Officer, MDG-F Democratic Economic Governance  
Project Manager, Support to Processing of War Crimes Cases in BiH  
Project Manager, Access to Justice: Facing the Past and Building the Confidence for the Future (70592)

#### **5) Crisis and Conflict Prevention**

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Project Manager, HIV/AIDS (76377)  
Programme Manager, HIV/AIDS (.....)  
Monitoring and Evaluation Analyst, HIV/AIDS support programme  
Chief Technical Adviser, Local Governance Project  
MTS, Legal Specialist, LGP

#### **Evaluation Mission Consultants**

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Jasmina Muric

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#### **Regional Office, West – North-Western, Bihac**

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#### **2. IOM**

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#### **3. ILO**

Lejla Tanovic	National Coordinator, ILO Support Unit
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<b>5. <u>UNESCO</u></b>	
Sinisa Sesum	Senior Programme Officer, Antenna Office in Sarajevo of UNESCO Regional Office, Venice (BRESCE)
<b>6. <u>UNFPA</u></b>	
Doina Bologa Faris Hadrovic Danijela Alijagic	Country Director, and Chair UNAIDS Team Assistant Representative Monitoring and Evaluation Analyst
<b>7. <u>UN Habitat</u></b>	
Paulius Kulikauskas Barbara Galassi	Inter-Regional Adviser, UNEP, Nairobi Human Settlements Officer
<b>8. <u>UNHCR</u></b>	
Andrew Mayne Lejla Ridanovic	UNHCR Representative Associate Programme Officer, M & E
<b>9. <u>UNICEF</u></b>	
Florence Bauer Sabina Zunic Majda Salaka	Representative Monitoring and Evaluation Analyst Programme Assistant
<b>10. <u>UN Women</u></b>	
Amna Muharemovic	Officer-in-Charge, UN Women Project Office, and Chair of Gender Working Group
<b>11. <u>UNV</u></b>	
Hyan Joo Youn Zelimir Mijic	UNV Programme Officer, Country Operations Assistant
<b>12. <u>World Bank</u></b>	
Anabela Abreu	Country Manager
<b>13. <u>WHO</u></b>	
Haris Hajrulahovic	WHO Head of Office
<b><u>Working Groups</u></b>	
Staff responsible:	
Agnesa Secerkadic (UNDP)	Communications
Faris Hadrovic (UNFPA)	UNAIDS
Amna Muharemovic (UN Women)	Gender
Zahira Virani (UNDP)	Displacement
Jasmin Porobic (UNDP)	Armed Violence Prevention and Protection (AVPP)
Florence Bauer (UNICEF)	Roma
Sinisa Sesum (UNESCO),	Culture and Reconciliation
Sanjin Avdic	Environment
<b><u>National Stakeholders</u></b>	
<b><u>Bihac (12 – 13 March 2013)</u></b>	
<b><u>Department for Protection of the Environment, Ministry of Construction, Physical Planning and Protection of the Environment of Una-Sana Canton</u></b>	

Mersija Talic_	Head of Ministry
Vildana Zulic	Expert, Adviser to Minister

**Ministry of Justice of Una-Sana Canton**

Vahid Coralic	Assistant to the Minister
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**Youth Employment Services**

Mustafa Ruznic	Director, (Youth Employability and Retention Programme (YERP)
Avdo Kuduzovic	Coordinator, Youth Employability and Retention Programme (YERP)

**Development Agency of Una-Sana Canton**

Ada Lipovaca	Manager, Section for Strategic Planning, Development Agency of Una-Sana Canton
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**Una -Sana Local Action Group (LAG) (NGO)**

Sefik Veladzic	Director, Una-Sana Canton LAG Director
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**Municipality of Bihac**

Emdzad Galijasevic	Mayor, Bihac
Smail Toromanovic	Adviser to the Mayor
Izolda Osmanagic	Head, Department for Social Activities and Youth
Nijaz Lipovaca	Head, Department for Development and Entrepreneurship

**Banja Luka (13 March 2013)**

**RS Ministry of Labor and War Veterans and Disabled Persons Protection**

Mira Vasic	Deputy Minister
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**RS Ministry for Family, Youth and Sports**

Nada Tesanovic	Minister
Slavica Kupresanin	Deputy Minister
Branka Malesevic	Assistant Minister for Youth

**RS Ministry of Agriculture, Forestry and Water Management**

Zoran Kovacevic	Deputy Minister, Ministry of Agriculture, Forestry and Water Management
Radinko Jeftic	Director, Agriculture Projects Conservation Unit
Marinko Vranic	Senior Expert Associate for Water Management
Vladistav Trifkovic Chiec?,	Department of Agro-policy and International Cooperation

**RS Minister of Spatial Planning, Construction and Ecology**

Radmila Kostic	Adviser for the Environment, Air quality
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**RS Ministry of Refugees and Displaced Persons**

Davor Cordas	Minister
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**RS Ministry of Refugees and Displaced Persons**

Nenad Dokic	Minister's Assistant
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**RS Ministry of Health and Social Welfare**

Amela Lolic	Deputy Minister for Health Protection
Ljubo Lepir	Assistant Minister, Social, Family and Children's Care Sector
Milan Latinovic	Assistant Minister, Sector for Monitoring and Evaluation of Health System

**RS Ministry of Justice**

Nenad Mirkonj	Inspector
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**RS Gender Center – Center for Gender Equity and Equality**

Jelena Milinovic	Head, Department for Coordination, Education and Cooperation
Tijana Arambasic-Zivanovic	Adviser for Preventing and Combating Violence Against Women

**Ministry of Industry, Energy and Mining**

Zeljiko Kovacevic	Minister
Milan Bastinac	Deputy Minister, Ministry of Industry, Energy and Mining

**Ministry of Economy, Energy and Development**

Milan Jankovic	Head of Electrical Energy Department
Petar Jotanovic	Senior Expert Associate for Planning and Development
Aleksandra Vukasinovic	Expert Adviser
Gordana Vujcic	Officer for EU Integration

**RS Ministry of Education and Culture**

Irena Soldat-Vujanovic	Senior Associate for Secondary Education
Zorica Garaca	Chief of EU Integration Section

**RS Institute for Statistics**

Radoslav Savanovic	Deputy Director
Stana Kopranovic	Senior Officer for Environment Statistics
Rada Lipovcic	Senior Officer for Energy Statistics

**Sarajevo (18 – 22 March 2013)****Association of Municipalities and Cities of the FBiH**

Sejla Hasic	Project Manager
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**Initiative for Better and Humane Inclusion (IBHI)**

Dr. Zarko Papic	Director
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**Youth Information Agency**

Jan Zlatan Kulenovic	Executive Director
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**BiH Agency for Statistics**

Slavka Popovic	Deputy Director
Sevala Koraycevic	Head of Environment and Energy Department
Mirza Agic	Senior Adviser, Environmental Statistics
Boro Kovacevic	Senior Adviser for Forestry Statistics
Fuad Bahtanovic	Head, Agriculture, Forestry and Fishery Statistics

**BiH Ministry of Justice**

Niko Grubescic	Assistant Minister
Slavka Alagic	Head of Department for Associations, Foundations, Other types of Organizations, Education and Technical Training
Eddie Gratz	Technical Associate

**BiH Ministry of Human Rights and Refugees (MHRR)**

Mario Nenadic	Assistant Minister
Aisa Telkalovic?	Sector for Migration Senior Expert Associate, Department for Diaspora
Amela Hasic	Head, Sector for Report Preparations
Mirika Smajeric	Head, Department for Protection of Human Rights
Ruzmira Gaco	Technical Adviser (MHRR)
Adnan Jasika	Technical Associate
Mujo Jejna	Adviser to the Minister, Sector for Reconstruction

**BiH Ministry of Security**

Mladen Cavar	Deputy Minister
Tomislav Limov	Adviser to the Deputy Minister, Chief of Staff
Dusko Radic	Adviser to the Deputy Minister
Samir Agic	Assistant Minister, Head of Protection and Rescue Sector
Adnan Kulovac	Sector for the Protection of Secret Data

#### **BiH Ministry of Foreign Trade and Economic Relations**

Dusan Neskovic	Assistant Minister and FAO Focal Point
Ermina Salkicevic-Dizdarevic	Deputy Minister
Admir Softic	Adviser – Head of Deputy Minister’s Cabinet
Gorana Basevic	Higher Technical Associate for Water Resources
Nermina Skejovic-Huric	Technical Adviser, for Programmes & Project, Environment Department
Azra Rogic-Grubic	Technical Adviser for International Cooperation, Department for the Protection of the Environment
Boscks Kenjic	Head of Department for Water Resources
Pavo Radic	Deputy Director, Veterinary Office

#### **FBiH Institute for Public Health, Water Management and Forestry**

Aida Vilic-Svraka	Technical Associate in the Area of Hygiene and Health Ecology/ Environment,
Jelena Ravlija	Head of the Department of Epidemiology
Aida Filipovic-Hadziomeragic	Head of the Sector for General Hygiene within the Health Ecology Department

#### **FBiH Ministry of Agriculture, Water Management and Forestry**

Dania Digaj	Deputy Minister
Emir Rascic	Head of Department for International Cooperation
Amer Husremovic	Chief of Department for Development and International Obligations
Semra Buza	Department of Forestry, Head of Division for Forest Protection and International

#### **FBiH Council of Ministers - Ministry of Foreign Trade and Economic Relations**

Ermina Salkicevic-Dizdarevic	Deputy Minister
Admir Softic	Adviser, Head of Deputy Minister’s Cabinet.
Pavo Radic	Deputy Director, Veterinary Office
Azra Rogovic-Grubic	Technical Adviser for International Cooperation, Department for Protection of the Environment
Nermina Skejovic-Huric	Technical Adviser for Programmes and Projects, Environment Dept.
Bosko Kenjic	Head of Department for Water Resources
Gorana Basevic	Higher Technical Associate for Water Resources

#### **FBiH Ministry of Energy, Mining and Industry**

Amira Pintul	Assistant Minister for Energy
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#### **FBiH Employment Institute**

Omer Korjenic	Head of Sector
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#### **BiH Ministry of Civil Affairs:**

##### **(i) Department of Health**

Dr. Drazenka Malicbegovic	Assistant Minister, Health Department
Dalibor Pejovic	Head of Sector for Planning, Human Resources and Information in Health
Dr. Teerifa Godiwjak	Head of Department for EU Integration and International



Cooperation

**(ii) Department for Labour, Employment, Social Protection and Pensions**

Slavica Vucic  
Damir Dizdarevic

Chief of Section for Labour and Employment  
Assistant to the Minister

**(iii) Sector for Education**

Adnan Husic

Assistant to the Minister, Sector for Education

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## Annex 4 List of Outcomes and Outputs

The list below provides the outcome and output statements given in the UNDAF Annex 1 Results Matrix and is included to facilitate cross-reference to the outcomes and outputs discussed in Chapter 3. The short headings given are not given in the UNDAF but are suggested by the Evaluation exercise to facilitate understanding of the thematic areas to which the outcome and output statements are understood to refer to.

<b>1. DEMOCRATIC GOVERNANCE</b>
<b>Outcome 1.1 Policies and planning</b>
Government at all levels is able to base policies on quantitative and qualitative analysis of disaggregated data, policy assessments and reviews, with focused attention on socially excluded groups and migrant populations (UNDP, UNFPA, UNICEF, UNHCR, IOM, UNECE)
<b>Output 1.1.1: <u>Census capacity</u></b>
Statistical agencies have the appropriate technical and organisational knowledge, skills and resources to conduct the Census 2011 (UNDP, UNFPA, UNECE)
<b>Output 1.1.2: <u>Social statistics</u></b>
Statistical Agencies, Public Health Institutes and relevant Ministries collect, analyse and use social and demographic data, including gender statistics and MDG indicators . (UNFPA, UNECE)
<b>Output 1.1.3 <u>Statistics on children</u></b>
Social sector Ministries, Statistical Agencies and appropriate civil society organisations able to identify indicators and collect, analyse and use relevant and reliable social, economic and human rights data on the status of children (UNICEF)
<b>Output 1.1.4 : <u>Data on migration and socially excluded groups</u></b>
Government at all levels has increased knowledge and skills to collect data and establish databases on migration and socially excluded groups and integrate it into development, implementation and monitoring of national and sub-national strategies and policies (UNFPA, UNHCR, IOM)
<b>Output 1.1.5: <u>Strategy development</u></b>
State Government and institutions have increased knowledge and abilities to prepare and implement evidence-based social inclusion strategies and policies in a participatory manner (UNDP).
<b>OUTCOME 1.2 Public administration reform</b>
<b>Outcome 1.2: <u>Public administration reform</u></b>
Government at all levels modernises public sector practices through public administration reform and promotion of social dialogue between government, workers' and employers' organisations and public- private partnership for urban and rural development (UNDP, UNIFEM, ILO, UN- HABITAT, UNECE)
<b>Output 1.2.1: <u>Strategic planning</u></b>
Government at State, Entity and Cantonal levels has human resources and Standard Operating Procedures to ensure strategic planning, policy development and resource management for better delivery of public services at all levels (UNDP)
<b>Output 1.2.2: <u>Use of ICT in public service delivery</u></b>
Government at central and local level has technical knowledge & resources to incorporate ICT tools and solutions in public service delivery and increase effectiveness and efficiency of cross- sectoral services through eGovernance, including increased capacity to streamline and automate foreign trade (UNDP, UNECE)
<b>Output 1.2.3: <u>Municipal planning</u></b>
Municipal government and civil society have increased knowledge and skills to conduct participatory and accountable, integrated policy design, and to engage in implementation, monitoring & evaluation of strategic plans and projects with a view to improved local services for all, in line with EU accession requirements (UNDP) .
<b>Output 1.2.4: <u>Public private cooperation for rural and urban development</u></b>
Key stakeholders throughout BiH have increased awareness on public private cooperation for rural and urban development, in accordance with EU standards and guidelines, as well as UNECE guidelines on good governance in public- private partnerships, and selected municipalities have increased capacities for designing and implementing rural and urban development projects, including partnership and networking skills (UNDP, UNECE)
<b>Output 1.2.5: <u>Gender mainstreaming</u></b>
Governments have increased knowledge and skills to mainstream gender into national (development) strategies, laws and policies, and to incorporate Gender Responsive Budgeting Method in Public Policies and Budget Making (UNIFEM)..
<b>Output 1.2.6. <u>Labour relations</u></b>
State, Entity and Brcko District governments establish mechanisms for peaceful labour dispute settlements and workers' and employer's organisations are equipped to play an effective role in the social dialogue, including at the State level Economic and Social Council (ILO)
<b>Output 1.2.7 <u>Local government training for Capacity development.</u></b>

Capacity development for better service delivery of staff within local administrations supported via establishment of a sustainable system for training needs assessment and training delivery (UNDP)
<b>Output 1.2.8 Urban and territorial management</b>
Government at Entity, Canton/ municipal level has developed capacities and operational instruments for integrated urban development /territorial management, applying a participatory approach to facilitate and coordinate urban investments (UN-HABITAT)
<b>Outcome 1.3 Access to justice</b>
<b>Outcome 1.3: Access to justice and human rights</b>
Respective government institutions at all levels, strengthen equal access to justice and the protection and promotion of human rights, and develops institutional mechanisms for dealing with the past (UNDP, IOM) .
<b>Output 1.3.1: Training on human trafficking</b>
Judges and prosecutors have increased awareness and capacities to take action on trafficking in human beings (IOM) .
<b>Output 1.3.2: Transitional strategy and mechanisms for war crimes</b>
BiH Government and other stakeholders engage in a participatory national consultation process leading to development of a Transitional Justice Strategy and Transitional Justice Mechanisms (UNDP)
<b>Output 1.3.3 Communications capacities for access to justice</b>
Courts and civil society have increased communications capacities (PR and legal awareness) to build confidence in judicial institutions and advance access to justice tools for court users (UNDP)
<b>Outcome 1.4 Citizen participation</b>
<b>CP Outcome 1.4: Citizen participation</b>
Citizens and civil society representatives actively participate in policy design, decision-making, public debate and advocate for enhanced democratic governance and State-Citizen accountability (UNDP, UNHCR, UNICEF)
<b>Output 1.4.1: Legal framework for municipal and CSO interaction</b>
Government institutions and civil society organisations supported to develop legal framework, guidelines and standards for enhanced effectiveness and mutual interaction (UNDP, UNHCR)
<b>Output 1.4.2: Rights of the child monitoring</b>
Civil society, including groups of children and young people in selected sentinel localities, has increased knowledge and skills to monitor child rights and implementation of national development plans (UNICEF).
<b>2 SOCIAL INCLUSION</b>
<b>UNDAF Outcome 2. Inclusive social services planning and development</b>
By 2014, Government develops and implements policies and practices to ensure inclusive and quality health, education, housing and social protection, and employment services
<b>Outcome 2.1 Social policy planning</b>
Government coordinates, monitors, reports on and revises employment, education, housing, health, social protection and cultural policies to be more evidence-based, rights-based and socially inclusive (UNICEF, UNFPA, UNDP, UNESCO, UNV, UNHCR, IOM, UN- HABITAT)
<b>Output 2.1.1 . Social Protection and Inclusion Policy</b>
BiH social sector Ministries have increased knowledge and skills to develop policies/ strategies addressing key areas of exclusion and vulnerability of children and families with children, including skills to plan and develop budgets in support of these policies (UNICEF, IOM) .
<b>Output 2.1.2. Integration of gender and women's rights into multi-sectoral inclusive social policies</b>
State and Entity level government has increased knowledge and skills to integrate gender and women's rights into multi-sectoral inclusive social policies (UNFPA)
<b>Output 2.1.3. Women's and children's health</b>
State and Entity Health Ministries coordinate and develop inter-sectoral policies and strategies to improve women's and children's status and to mainstream them into ongoing social sector reforms, including in the areas of nutrition, health, integrated early childhood development, family planning and reproductive health commodity security (UNICEF, UNFPA) .
<b>Output 2.1.4. Integration of Multi-cultural policies into education curriculum</b>
State Ministry of Civil Affairs, Entity Ministries of Education and Culture, municipal officials, civil society and the private sector are better able to develop and implement national and community level policies, processes, initiatives and curricula to improve cross-cultural understanding (UNESCO, UNICEF, UNDP, UNV)
<b>Output 2.1.6. Rights of the Elderly</b>
Directorate of Economic Planning has knowledge & skills to programme and facilitate implementation of the Madrid Plan of Action for Elderly and the Regional Implementation Strategy (UNFPA) .
<b>Output 2.1.7 . Housing for low income and vulnerable groups</b>
State, Entity and Cantonal governments have increased and developed institutional and operational capacities to develop housing policies/ strategies addressing the needs of low income and vulnerable groups (UN-HABITAT)

<b>Outcome 2.2 Inclusive social services and policies</b>
<b>Outcome 2.2: <u>Inclusive social policies and programmes</u></b>
Municipal authorities, citizens, civil society and the private sector increasingly able to contribute effectively to planning and implementation of inclusive social policies at local level (UNICEF, UNFPA, UNV, UNDP, UN-HABITAT)
<b>Output 2.2.1. <u>Monitoring of inclusion in social programmes</u></b>
Local government and social sector institutions in selected municipalities adopt standard methodologies for planning, implementation and monitoring of programmes /local action plans to create increased opportunities for participation of socially excluded groups in development programmes, their monitoring and implementation (UNICEF, UNFPA)
<b>Output 2.2.2. <u>Participation of youth in local government</u></b>
Local government in selected municipalities has increased skills and capacity to ensure the active participation of young people in local planning and decision- making processes (UNV) (UNDP)
<b>Output 2.2.3. <u>Local participatory planning</u></b>
Civil society organisations and citizen's groups in selected municipalities, in close interaction with local administrations, participate in development of methodologies for local participatory planning and have skills to engage socially excluded groups in local planning, decision-making, implementation and monitoring processes (UNICEF, UNV)
<b>Output 2.2.4. <u>Local economic development planning</u></b>
Municipalities and local development organizations in selected municipalities have increased capacity to plan and implement policies for sustainable local economic development and poverty reduction (UNDP)
<b>Output 2.2.5. <u>Housing and urban planning</u></b>
Local government in selected municipalities has developed skills and operational capacities for planning and implementing policies and strategies to solve housing needs and improve housing conditions of low-income and vulnerable groups within an integrated urban development planning framework (UN-HABITAT)
<b>Outcome 2.3 Access to social services by excluded and vulnerable groups</b>
<b>Outcome 2.3 <u>Access to social services by excluded and vulnerable groups</u></b>
Basic health and education, social protection and employment service providers are better able to ensure access to quality services for socially excluded and vulnerable groups including marginalised rural poor (UNICEF, UNFPA, UNHCR, IOM, UNDP, UNV, UNESCO, IFAD)
<b>Output 2.3.1 <u>Access to social services of socially excluded children and youth</u></b>
Service providers in health, education, social protection and law enforcement sectors have improved knowledge and skills to increase access of socially excluded children and youth to quality social services and address specific child and youth vulnerabilities (UNICEF, UNFPA, UNESCO)
<b>Output 2.3.2 <u>Combating of gender-based violence</u></b>
Selected local communities and the accountable health, education, social and judiciary service providers establish multi-sectoral referral mechanisms to address gender-based violence and child abuse (UNICEF, UNFPA)
<b>Output 2.3.3. <u>Early Childhood Education</u></b>
Integrated Early Childhood Centres established in selected municipalities to improve child health, nutrition, education and protection (UNICEF)
<b>Output 2.3.4. <u>Reproductive health</u></b>
Health, education and social protection providers, together with community volunteers, have improved knowledge and skills to empower youth and women to make informed decisions on reproductive health and nutrition (UNFPA, UNV) .
<b>Output 2.3.5. <u>Access to legal assistance services</u></b>
Service providers have strengthened knowledge, skills and resources to increase access of IDPs, returnees, marginalised rural poor, refugees, asylum seekers, victims of trafficking, Romany, illegal migrants to legal assistance and to quality health, education and social protection services and to address specific vulnerabilities (UNHCR, IOM, IFAD) .
<b>Output 2.3.6. <u>Employment promotion support in schools</u></b>
Primary and secondary schools and public employment services in seventeen selected municipalities have knowledge and skills to improve youth employability and to assist unemployed youth and vulnerable groups in gaining access to employment opportunities and Labour Migration Schemes (UNDP, UNV, UNICEF, IOM) .
<b>3. ENVIRONMENT</b>
<b>Outcome 3.1 Institutionalisation of sustainable development</b>
<b>Outcome 3.1. <u>Institutionalisation of environmentally sustainable development</u></b>
The Ministries of Environment at State, Entity and Cantonal levels ensure the legal framework is enacted and linkages between environment and other sectors established in order to institutionalise environmentally sustainable development (UNDP, UNV, UNEP, UNESCO)
<b>Output 3.1.1 <u>Environmental governance frameworks</u></b>
Existing legal and institutional framework for environmental governance at Entity and State level is analysed and documented (UNEP, UNDP) .
<b>Output 3.1.2 <u>Environmental indicators</u></b>
Ministries of Environment at State, Entity and Cantonal levels have technical knowledge and skills for the preparation of reliable environmental indicators (linked to poverty reduction) to inform Entity and State policy development (UNEP, UNDP)
<b>Output 3.1.3. <u>Mainstreaming of environmental governance</u></b>



Ministries of Environment at State, Entity and Cantonal levels mainstream environmental governance for strategic planning processes (UNDP, UNV, UNEP, UNESCO)
<b>Output 3 .1 .4 <u>Environmental funding mechanisms</u></b>
Government at Entity level has technical knowledge and skills to establish effective environmental funding mechanisms (UNDP, UNV, UNEP, UNESCO)
<b>Outcome 3.2 Environmental management capacity</b>
<b>Outcome 3.2. <u>Environmental management capacity</u></b>
Government has increased capacity to reduce environmental degradation and promote environmentally friendly actions and sustainable natural, and cultural resource utilisation (UNDP, UNV, UNEP, UNESCO, UNECE, UNIDO) .
<b>Output 3.2.1. <u>Adaptation and mitigation of climate change</u></b>
Government at State, Entity and Cantonal level has awareness, knowledge and takes effective actions in the area of adaptation and mitigation of climate change (UNDP, UNV, UNEP, UNESCO, UNIDO)
<b>Output 3.2.2: <u>Implementation of government capacity for the environment.</u></b>
Government at State, Entity and Cantonal level has greater technical knowledge and skills to implement environmental governance actions (UNDP, UNV, UNEP, UNESCO)
<b>Output 3.2.3. Biodiversity, water and waste management.</b>
Biodiversity, waste and water management capacity Government at State, Entity and Cantonal level has increased awareness and knowledge to develop and implement specific initiatives in the areas of the biodiversity, waste management, water and waste water management (UNDP, UNV, UNEP, UNESCO, UNIDO, UNECE)
<b>Output 3.2.4. <u>Clean development capacity</u></b>
Government at State, Entity and Cantonal levels has increased awareness and knowledge to develop and implement strategies and specific initiatives in the area of clean development actions, such as cleaner production, energy efficiency, carbon trading, etc (UNDP, UNV, UNEP, UNESCO, UNECE, UNIDO)
<b>Output 3.2.5: <u>Response to international environment obligations</u></b>
State-level Government in coordination with Entity authorities is enabled to respond to its international environmental obligations (UNDP, UNV, UNEP, UNESCO)
<b>Outcome 3.3 Environmental planning</b>
<b>Outcome 3.3. <u>Environmental planning</u></b>
Local authorities, public and private sector providers and civil society formulate and implement, in participatory manner, environmental local action plans ensuring cleaner, safer and sustainable development (UNDP, UNV, UNEP, UNESCO)
<b>Output 3 .3 .1 <u>Participatory environmental planning.</u></b>
30 selected municipalities have strengthened effective local level participatory environmental planning mechanisms (UNDP, UNV, UNEP, UNESCO) .
<b>Output 3 .3 .2 <u>Local environmental plans</u></b>
Local government, in cooperation with private sector and CSOs develops and implements local environmental plans in selected municipalities (UNDP, UNV, UNEP, UNESCO)
<b>Output 3 .3 .3 . <u>Training in environmentally compliant services</u></b>
Local government and public service providers have improved knowledge to ensure provision of environmentally compliant energy, water and sanitation services (UNDP, UNV, UNEP, UNESCO)
<b>Output 3 .3 .4 . <u>Sustainable development and sustainable environmental management capacity</u></b>
Representatives of local government, private sector and civil society organisations in selected municipalities have increased capacities in the area of the sustainable development and sustainable environmental management (UNDP, UNV, UNEP, UNESCO)
<b>4. HUMAN SECURITY</b>
<b>UNDAF Outcome 4. <u>Enhancement of human security</u></b>
By 2014, Government adopts policy, regulatory and institutional frameworks to address human security challenges, including threats posed by communicable diseases and disasters, landmines and small arms and light weapons, armed violence, and also addresses issues of migration and women, peace and security.
<b>Outcome 4.1 Risk and disaster management</b>
Government at central and local level develops regulatory and institutional frameworks to mitigate risk and respond to disasters and outbreaks of communicable diseases, including HIV/AIDS, tuberculosis and pandemic influenza (UNDP, UNFPA, UNICEF, UNHCR, UNESCO, WHO).
<b>Output 4 .1 .1 .<u>Risk assessment system</u></b>
Ministry of Security has sufficient knowledge and material resources to coordinate development of core policy documents and the establishment of a risk assessment system (UNDP) .
<b>Output 4 .1 .2 . <u>HIV/AIDS, TB and other disease management</u></b>

Ministry of Civil Affairs and the National Advisory Board on AIDS have sufficient technical knowledge to coordinate development and implementation of participatory evidence-based HIV/AIDS, tuberculosis and national health-related strategies, policies and standards (UNICEF, UNFPA UNDP, UNHCR) .
<b>Output 4 .1 .3 . <u>HIV/AIDS coordination</u></b>
Ministry of Civil Affairs establishes coordination mechanisms on HIV/AIDS at state level and operationalises for monitoring, information sharing and programme development (UNICEF, UNESCO) .
<b>Output 4 .1 .4 . <u>Health crisis management and prevention</u></b>
Public health communication systems on crisis management and prevention, including communicable diseases, developed and functional at the level of relevant institutions (UNICEF, UNDP, WHO).
<b>Output 4 .1 .5 . <u>Community disaster resilience</u></b>
Communities have sufficient knowledge of the community relevant disaster risks to develop resilience mechanisms (UNDP) .
<b>Output 4 .1 .6 .<u>Disaster risk reduction and management system</u></b>
BiH Council of Ministers has a functioning and effective coordination and advocacy mechanism for disaster risk reduction and management (UNDP) .
<b>Outcome 4.2 SALW, mines and armed violence management</b>
<b>Outcome 4.2.<u>SALW, mines and armed violence management</u></b>
State, Entity and Municipal governments, in cooperation with local communities, improve management of small arms and light weapons, mine action and armed violence prevention (UNDP, UNICEF) .
<b>Output 4 .2 .1 . <u>SALW management strategies</u></b>
BiH Council of Ministers adopts and relevant ministries implement mine action, small arms strategies and armed violence prevention programmes (UNDP, UNICEF)
<b>Output 4 .2 .2 . <u>Community SALW response</u></b>
Government at all levels develops models and implements plans, including communication strategies, for community and municipality based responses for small arms, armed violence prevention, mine risk reduction and child safety (UNDP, UNICEF)
<b>Output 4 .2 .3 . <u>SALW stockpile management</u></b>
Government at State and Entity levels develops and implements regulatory frameworks and systems for small arms and light weapons and ammunition stockpile management (UNDP) .
<b>Outcome 4.3 Migration and border management</b>
<b>Outcome 4.3. <u>Migration and state border management</u></b>
Government at State level adopts regulatory and institutional frameworks to meet the requirements of international standards and the EU accession process on migration and state border management (IOM, UNHCR, UNDP) .
<b>Output 4 .3 .1 . <u>National migration strategy and border management</u></b>
BiH Council of Ministers adopts and Ministry of Security implements a National Migration Strategy and a National Integrated Border Management Strategy and Action Plan that includes addressing the rights of illegal and irregular migrants, asylum seekers and victims of trafficking (IOM).
<b>Output 4 .3 .2 . <u>Protection of migrants, refugees, asylum seekers and victims of human trafficking</u></b>
Ministry of Security and Ministry of Human Rights and Refugees develop guidelines and Standard Operating Procedures to identify, and protect irregular and illegal migrants, refugees, asylum seekers and victims of human trafficking to ensure compliance with international human rights standards (IOM, UNHCR)
<b>Output 4 .3 .3 . <u>Control of illicit SALW trafficking</u></b>
Ministry of Security and Border Police put in place enhanced control mechanisms to prevent illicit trafficking in small arms and light weapons (UNDP)
<b>Outcome 4.4 Protection of women against violence</b>
<b>Outcome 4.4. <u>Protection of women against violence</u></b>
Security and law enforcement sector agencies integrate gender equality issues and mainstreams gender into its policies and protocols and take action to protect women against violence (UNIFEM, UNFPA, UNDP) .
<b>Output 4 .4 .1. <u>Gender equality in security services</u></b>
Security sector Ministries at State and Entity levels establish gender sensitive policies that mainstream and monitor gender equality (including gender trainings, Gender Equality Boards, gender sensitive recruitment policies and practices, and policies and protocols for responding to women's security needs) in the armed forces and the law enforcement sector (UNIFEM) .
<b>Output 4.4.2: <u>Response to gender-based violence</u></b>
Entity Ministries of Judiciary and Interior and police at local levels have improved knowledge & skills to put in place policies and protection systems and ensure their legal enforcement in response to gender- based violence, particularly sexual and domestic violence (UNFPA, UNDP)

### Annex 5 Agency participation matrix

Project number	FAO	IFAD	ILO	IOM	UNDP	UNECE	UNEP	UNESCO	UNFPA	UN Habitat	UNHCR	UNICEF	UNIDO	UNV	UN Women	WHO	Total <sup>83</sup>	%
<b>1. DEMOCRATIC GOVERNANCE</b>																		
<b>Outcome 1.1 Policies and planning</b>																		
Output 1.1.1: <u>Census capacity</u>					1	1			1								3	
Output 1.1.2: <u>Social statistics</u>						1			1								2	
Output 1.1.3 <u>Statistics on children</u>												1					1	
Output 1.1.4: <u>Data on migration and socially excluded groups</u>				1					1		1						3	
Output 1.1.5: <u>Strategy development</u>					1												1	
<b>Sub-total 1.1</b>	0	0	0	1	2	2	0	0	3	0	1	1		0	0	0	10	
<b>OUTCOME 1.2 Public administration reform</b>																		
Output 1.2.1: <u>Strategic planning</u>					1												1	
Output 1.2.2: <u>Use of ICT in public service delivery</u>					1	1											2	
Output 1.2.3: <u>Municipal planning</u>					1												1	
Output 1.2.4: <u>Public private cooperation for rural and urban development</u>					1	1											2	
Output 1.2.5: <u>Gender mainstreaming</u>															1		1	
Output 1.2.6: <u>Labour relations</u>			1														1	
Output 1.2.7: <u>Local government training for Capacity development.</u>					1												1	
Output 1.2.8 <u>Urban and territorial management</u>										1							1	
<b>Sub-total 1.2</b>	0	0	1	0	5	2	0	0	0	1	0	0		0	1	0	10	0
<b>Outcome 1.3 Access to justice</b>																		
Output 1.3.1: <u>Training on human trafficking</u>				1													1	
Output 1.3.2: <u>Transitional strategy and mechanisms for war crimes</u>					1												1	
Output 1.3.3 <u>Communications capacities for access to justice</u>					1												1	
<b>Sub-total 1.3</b>	0	0	0	1	2	0	0	0	0	0	0	0		0	0	0	3	
<b>Outcome 1.4 Citizen participation</b>																		

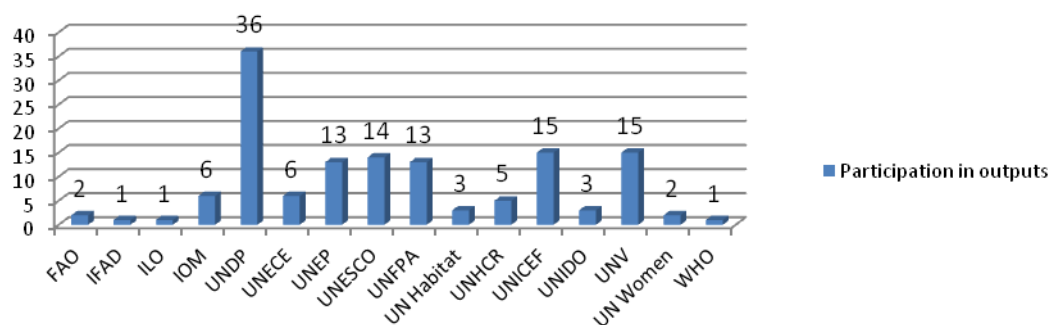
<sup>83</sup> Boxes highlighted in yellow represent output areas which more than one UN agency agreed to support.

Output 1.4.1: <u>Legal framework for municipal and CSO interaction</u>					1						1						2	
Output 1.4.2: <u>Rights of the child monitoring</u>												1					1	
<b>Sub-total 1.4</b>	0	0	0	0	1	0	0	0	0	0	1	1		0	0	0	3	
<b>Sub-total Outcome area 1</b>	0	0	1	2	10	4	0	0	3	1	2	2		0	1	0	26	
Project number	FAO	IFAD	ILO	IOM	UNDP	UNECE	UNEP	UNESCO	UNFPA	UN Habitat	UNHCR	UNICEF	UNIDO	UNV	UN Women	WHO	Total	%
<b>2 SOCIAL INCLUSION</b>																		
UNDAF Outcome 2. <u>Inclusive social services planning and development</u>																		
<b>Outcome 2.1 Social policy planning</b>																		
Output 2.1.1 . <u>Social Protection and Inclusion Policy</u>				1								1					2	
Output 2.1.2. <u>Integration of gender and women's rights into multi-sectoral inclusive social policies</u>									1								1	
Output 2.1.3. <u>Women's and children's health</u>									1			1					2	
Output 2.1.4. <u>Integration of Multi-cultural policies into education curriculum</u>					1			1	1			1		1			4	
Output 2.1.6. <u>Rights of the Elderly</u>									1								1	
Output 2.1.7 . <u>Housing for low income and vulnerable groups</u>										1							1	
<b>Sub-total 2.1</b>	0	0	0	0	1	0	0	1	4	1	0	2		1	0	0	9	0
<b>Outcome 2.2 Inclusive social services and policies</b>																		
Output 2.2 .1 . <u>Monitoring of inclusion in social programmes</u>									1			1					2	
Output 2.2.2. <u>Participation of youth in local government</u>					1									1			2	
Output 2.2.3. <u>Local participatory planning</u>												1		1			2	
Output 2.2.4. <u>Local economic development planning</u>					1												1	
Output 2.2.5. <u>Housing and urban planning</u>										1							1	
<b>Sub-total 2.2</b>	0	0	0	0	2	0	0	0	1	1	0	2		2	0	0	8	
<b>Outcome 2.3 Access to social services by excluded and vulnerable groups</b>																		
Output 2.3.1 <u>Access to social services of socially excluded children and youth</u>								1	1			1					3	
Output 2.3.2 <u>Combatting of gender-based violence</u>									1			1					2	
Output 2.3.3. <u>Early Childhood Education</u>												1					1	
Output 2.3.4. <u>Reproductive health</u>									1					1			2	
Output 2.3.5. <u>Access to legal assistance services</u>		1		1							1						3	
Output 2.3 .6 . <u>Employment promotion support in schools</u>				1	1							1		1			4	

Sub-total 2.3	0	1	0	2	1	0	0	1	3	0	1	4		2	0	0	15	
Sub-total Outcome area 2	0	1	0	2	4	0	0	2	8	2	1	8		5	0	0	32	0
<b>3. ENVIRONMENT</b>																		
Outcome 3.1 Institutionalisation of sustainable development																		
Output 3.1.1 Environmental governance frameworks					1		1										2	
Output 3.1.2 Environmental indicators					1		1										2	
Output 3.1.3 Mainstreaming of environmental governance					1		1	1						1			4	
Output 3.1.4 Environmental funding mechanisms					1		1	1						1			4	
Sub-total 3.1	0	0	0	0	4	0	4	2	0	0	0	0		2	0	0	12	
Outcome 3.2 Environmental management capacity																		
Output 3.2.1 Adaptation and mitigation of climate change					1		1	1					1				4	
Output 3.2.2 Implementation of government capacity for the environment					1		1	1						1			4	
Output 3.2.3 Biodiversity, water and waste management					1	1	1	1					1	1			6	
Output 3.2.4 Clean development capacity					1	1	1	1					1	1			6	
Output 3.2.5 Response to international environment obligations					1		1	1						1			4	
Sub-total 3.2	0	0	0	0	5	2	5	5	0	0	0	0	3	4	0	0	24	0
Outcome 3.3 Environmental planning capacity																	0	
Output 3.3.1 Participatory environmental planning					1		1	1						1			4	
Output 3.3.2 Local environmental plans					1		1	1						1			4	
Output 3.3.3 Training in environmentally compliant services					1		1	1						1			4	
Output 3.3.4 Sustainable development and sustainable environmental management capacity					1		1	1						1			4	
Sub-total 3.3	0	0	0	0	4	0	4	4	0	0	0	0	0	4	0	0	16	0
Sub-total 3. Environment	0	0	0	0	13	2	13	11	0	0	0	0	3	10	0	0	52	0
<b>4. HUMAN SECURITY</b>																		
Outcome 4.1 Risk and disaster management																		
Output 4.1.1 Risk assessment system																	0	
Output 4.1.2 HIV/AIDS, TB and other disease management					1				1		1	1					4	
Output 4.1.3 HIV/AIDS coordination								1				1					2	
Output 4.1.4 Health crisis management and prevention					1							1				1	3	
Output 4.1.5 Community disaster resilience					1												1	
Output 4.1.6 Disaster risk reduction and management system					1												1	

Sub-total 4.1	0	0	0	0	4	0	0	1	1	0	1	3	0	0	0	1	11	0
<b>Outcome 4.2 SALW, mines and armed violence management</b>																		
Output 4.2.1. <u>SALW management strategies</u>					1							1					2	
Output 4.2.2. <u>Community SALW response</u>					1							1					2	
Output 4.2.3. <u>SALW stockpile management</u>					1												1	
Sub-total 4.2	0	0	0	0	3	0	0	0	0	0	0	2	0	0	0	0	5	0
<b>Outcome 4.3 Migration and border management</b>																		
Output 4.3.1. <u>National migration strategy and border management</u>				1													1	
Output 4.3.2. <u>Protection of migrants, refugees, asylum seekers and victims of human trafficking</u>				1							1						2	
Output 4.3.3. <u>Control of illicit SALW trafficking</u>					1												1	
Sub-total 4.3	0	0	0	2	1	0	0	0	0	0	1	0	0	0	0	0	4	0
<b>Outcome 4.4 Protection of women against violence</b>																		
Output 4.4.1. <u>Gender equality in security services</u>															1		1	
Output 4.4.2. <u>Response to gender-based violence</u>					1				1								2	
Sub-total 4.4	0	0	0	0	1	0	0	0	1	0	0	0	0	0	1	0	3	0
<b>Sub-total 4 Human security</b>	0	0	0	2	9	0	0	1	2	0	2	5	0	0	1	1	23	0
<b>GRAND TOTAL - ALL OUTCOMES</b>	0	1	1	6	36	6	13	14	13	3	5	15	3	15	2	1	133	0

Agency participation inUNDAF outputs (total 63)  
(as given in UNDAF Results Matrix)



### Annex 6 Joint programming initiatives – Completed, on-going and pipeline

No	ID	Title	UNDAF Output	Task Manager (TBC)	Funding Source	Partner agencies	Approval date	Start date	End date	Status	Agencies	Funding allocations (\$'000)							Total
												2010	2011	2012	2013	2014	Total	New projects	
	<b>1</b>	<b>DEMOCRATIC GOVERNANCE</b>																	
1	58686	Improving cultural understanding	2.1.4 Integration of multi-cultural policies into education curriculum	Renata Radeka?	MDG-F	UNDP, UNESCO				Completed	UNDP	2,313	1,157	763			4,233		4,233
											UNESCO		15	34			49		49
											S-T MDG-F	2,313	1,172	797	0	0	4,282	0	4,282
2		Dialogue for reconciliation	?	Denis Besedic	PBF	UNDP, UNICEF, UNESCO, UNEP, UN Women				Pipeline								4,500	4,500
3		UN development cooperation monitoring through DevInfo	1.1.3b Devinfo	Envesa Hodzic-Kovac		RCO, UNICEF, UNICEF				Pipeline									
4		Demographic monitoring and analysis (?)	1.1.1 Census	Danijela Alijagic		UNFPA, UNDP, UNICEF, UN Women				Idea									
5		Rule of law	1.3. Access to justice	Thomas Osorio		UNDP, IOM				Idea									
6		Gender equality and the empowerment of women	1.2.5 Gender mainstreaming	Amna Muharemovic	?	UN Women, UNICEF, UNFPA, UNDP				Pipeline									0
						Sub-total						2,313	1,172	797	0	0	4,282	4,500	8,782

No	ID	Title	UNDAF Output	Task Manager (TBC)	Funding Source	Partner agencies	Approval date	Start date	End date	Status	Agencies	Funding allocations (\$'000)							Total
												2010	2011	2012	2013	2014	Total	New projects	
	2	<b>SOCIAL INCLUSION</b>																	
1	62851	Youth Employability and Retention Programme (YERP)	2.2.2 Participation of youth in local government	Katarina Crnjanski-Vlajcic	MDG-F	UNDP, UNICEF, IOM,			Apr-13	On-going	UNDP	740	1,424	1,364	251		3,779		3,779
											IOM	172	172	172	172		688		
											UNICEF								
											S-T MDG-F	912	1596	1536	423	0	4467	0	3779
2		Reintegration of displaced persons (IDPs, refugees)	2.1.7 Housing for low income and vulnerable groups	Slobodan Tadic	HSTF	UNDP, UNHCR				Pipeline								50,000	50,000
3		Housing support for Roma integration	2.1.7 Housing for low income and vulnerable groups	?	?					Pipeline									0
4		Capacity development for people with disabilities	2.3 Access to social services by excluded and vulnerable groups	?	MDTF	UNICEF, UNDP, UNFPA				Need to apply , 2nd Round									0
5		Management of health risk factors	4.1.4 Health crisis and management prevention	Haris Hajrulahovic? (WB?)	SDC	WHO, WB				Pipeline								8,408	8,408
						Sub-total						912	1,596	1,536	423	0	4,467	58,408	62,187



No	ID	Title	UNDAF Output	Task Manager (TBC)	Funding Source	Partner agencies	Approval date	Start date	End date	Status	Agencies	Funding allocations (\$'000)							Total
												2010	2011	2012	2013	2014	Total	New projects	
	3	ENVIRONMENT																	
1	79758 & 58000	Mainstreaming environmental governance: linking local and national action in Bosnia and Herzegovina	3.1.3 Mainstreaming environmental capacity	Sinisa Rodic	MDG-F	UNDP, UNEP, UNESCO, FAO, UNV				On-going	UNDP	905	1,166	1,197	1,316		4584		4,584
											UNEP						900		
											UNESCO						150		
											FAO						300		
											UNV								
											S-T MDG-F	905	1166	1197	1316	0	5934	0	4584
2	62932 & 79821	Democratic Economic Governance: Securing Access to Water through Institutional Development and Infrastructure - Phase I	3.2.3 Biodiversity, water and waste management	Igor Palandzic	MDG-F	UNDP, UNICEF				On-going	UNDP	905	1,632	1197	403	0	3,414		3,414
											UNICEF								
											S-T MDG-F	905	1632	1197	403	0	3414	0	3414
3		Rural Energy supply - Energy for All initiative (linked to MDG-F)	3.2.4 Clean development capacity	Slobodan Tadic		UNDP, UNHCR?				Pipeline									0
						Suhb-total						1810	2798	2394	1719	0	7998	0	7998
		HUMAN SECURITY																	

						Sub-total						0	0	0	0	0	0	0	0
14						Total						5,035	5,566	4,727	2,142	0	16,747	62,908	78,967

Legend

PBF Peace-Building Fund

HSTF Human Security Trust Fund

SDC Swiss Development Corporation SF8,000,000 = \$8.408,540

MDTF Multi-Donor Trust Fund

NB Budgets for MDG-F Environment (58000 and 79758) and Democratic Economic Governance - Water Utilities (62932 & 79821) include MDG-F and Government CS funds.

## ***Annex 7 Suggested generic Terms of Reference for UNDAF Results Groups***

<b>Terms of Reference for United Nations Country Team's Working Groups in Bosnia and Herzegovina<sup>84</sup></b>
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<b>1</b>	<b>UNDAF Outcome (Strategic) Area<sup>85</sup></b>	
<b>2</b>	<b>Thematic Results Group</b>	
<b>3</b>	<b>Relevant Working Group</b>	
<b>4</b>	<b>Participating UN Agencies</b>	
<b>5</b>	<b>Lead Agency and Co-lead</b>	
<b>6</b>	<b>Chair and Co-chair</b>	
<b>7</b>	<b>National partner organisations</b>	
<b>8</b>	<b>International partner organisations.</b>	
<b>9</b>	<b>Secretariat</b>	

### **1. Role of the WG for [name of the WG]**

The ..... Results Group is responsible for facilitating the design, implementation, monitoring and evaluation of UN system support to the above UNDAF Outcome Area/Strategic Area during the UNDAF's duration, in close collaboration with its national and international partner organisations.

To carry out the above tasks, it will be responsible for the following tasks:

- 1) Joint Programming Document(s): Preparing a Joint Programming Document(s) (JPD)<sup>86</sup> for the substantive themes covered by its UNDAF Strategic Area (see suggested format in Annex 9 below and table in Appendix 2 below). This JPD will provide a common conceptual and operational framework and tool for all UN support in the respective strategic and thematic area. It should be reviewed and up-dated on an annual basis to ensure that it responds to changing needs.
- 2) UN agency support: Facilitating the identification and formulation of UN agency support to components of strategic and thematic areas:
- 3) Resource mobilization: Coordinating and facilitating resource mobilization for strategic and thematic areas, in connection with national and international partners/stakeholders;
- 4) Work planning: Preparing Annual Work Plans (AWP) for each thematic area, according to a common format;
- 5) Monitoring: Preparing quarterly and annual reports for each Thematic Area and Strategic

<sup>84</sup> The above Terms of Reference are an adaptation of the generic ToRs presented at the UNCT Retreat of 26 March 2011. It has been adapted to reflect the principles and recommendations given in this Evaluation Report as well as those given in the UNDG Standard Operating Procedures for Countries Wishing to Adopt the "Delivering as One" Approach (22 March 2013), particularly pages 13 and 14 on "Results Groups and Joint Work Plan(s)".

<sup>85</sup> Indicate "Outcome Area" of current UNDAF, viz 1. Governance; 2. Social Inclusion; 3. Environment or 4. Human Security, to be revised to the new "Strategic Areas" of the next UNDAF

<sup>86</sup> Alternatively titles could be used to correspond with current national or international terminology, such as Sectoral Strategy Support Document (SSSD), others

Area, according to a common format, with annexes for individual agency support.

- 6) **Thematic area management:** Organizing appropriate steering committee meetings for each thematic area to assess quarterly/annual reports, results achieved, constraints and outstanding issues to be addressed, and decisions to be taken to ensure successful achievement of thematic and individual project outcome and output target indicators.
- 7) **Reporting to stakeholders:** Ensuring the submission of appropriate reporting documentation to the relevant stakeholders, namely:
  - (a) UN Country Team, in its capacity of UNDAF Steering Committee, including through presentations at UNDAF SC meetings/UNCT Retreats. Summary results of each thematic area will be included in the Resident Coordinator's/UNCT Annual Report;
  - (b) Government/UN UNDAF Steering Committees, through appropriate documentation and presentations at State and Entity level;
  - (c) UN agencies, through summary annexes to quarterly and annual reports on agency-supported results for each thematic area;
  - (d) UN Communications, through the preparation of appropriate information on UN system results in each thematic area (press releases, videos, etc.).
- 8) **Evaluation:** Facilitating external evaluation of results achieved in each thematic area, and lessons learned.

### 3. Structure and Composition

- ✓ **Membership:** The membership of the Results Group is in principle open to all UNCT members, but the core membership should include agencies with related mandates and activities (see box above).
- ✓ The Results Group is encouraged to engage participation of relevant governmental, non-governmental, civil society and other international organisations representatives either as a full member and/or observer.
- ✓ **Frequency of meetings:** The Results Group will normally meet bi-annually. Additional meetings based on the requirements of the RG's mandate may be convened as required. The meetings will be convened by the Chair. For urgent issues the RG may conduct its business electronically.
- ✓ **Agenda:** The agenda and supporting documentation will be prepared and disseminated by the RC Office in consultation with the Chair. Members of the RG may make requests for items to be included on the agenda.
- ✓ **Quorum:** A quorum of the RG will consist of the majority of the RG members present.

### 4. Responsibilities of the Chair of the Results Group (RG)

- Overall coordination and management of the RG's activities, as summarized under 1. above;
- Provide formal bi-annual reports to the RC and UNCT and consult regularly with RC on RG's activities and outcomes;
- Dissemination of updated information and materials of relevance for the work of the RG;
- Overseeing development and implementation of RG's AWP, reports and strategic documents;
- Scheduling and facilitation of meetings;
- Develop meeting agendas in consultation with the RCO;
- Provide substantive leadership on behalf of the RG and UNCT;
- Nominate Chair, a.i. in consultation with the RC for the periods of absence.

### 5. Decisions

The RG should make decisions and recommendations by consensus, which should be duly recorded.

### 6. Support to the Results Group

The RG will establish a support capacity in the form of a secretariat provided by the lead agency, which reports to the Chair of the RG. The RG Secretariat will facilitate the work of the RG as described above and liaise closely with the UN RCO.

The UNRC Office will provide guidance and support as required.

Under the direct supervision of the Chairperson, the RG's Support Office will be responsible for:

- Liaising with the members of the RG on programme activities.
- Calling and organising meetings of the WG.
- Developing and circulating meeting agendas and minutes.
- Documenting, communicating and ensuring follow-up of the WG's decisions.

## **Appendix 1. Extract from UNDG Standard Operating Principles for Delivering as One (23 March 2013)**

### **Results Groups and Joint Work Plan(s)<sup>87</sup>**

The Results Groups are mechanisms organized to contribute to specific UNDAF outcomes through coordinated and collaborative planning, implementation, monitoring and evaluation. They are defined at the strategic medium-term planning stage and are aligned to the One Programme expressed in the UNDAF results matrix. Each Results Group is led by a designated Head of Agency who is a member of the UN Country Team and who is responsible and accountable for driving joint approaches for results as well as monitoring and reporting within a harmonized and coordinated framework. The leader is delegated to act on behalf of the UN Country Team not as a lead agency but rather to fulfil a coordination and leadership function on behalf of the UN system. Other key points are:

- 1) using the same results-based management tools and standards, each Results Group develops a one-to-two-year joint work plan that is rolling in nature and indicates short-term outputs, commonly used performance indicators and context-specific performance benchmarks, respective roles and responsibilities, and budgetary requirements;
- 2) the joint work plan(s) serve as the only work-planning instrument, replacing wherever possible agency-specific plans, to drive and account for coherent results delivery by the UN development system or whole UN presence in countries where the principles of integration apply, particularly for areas of joint work between UNCT and UN missions. This holds true except where Governments require an agency and/or (line) ministry work plan and/or the joint work plan cannot be signed by all agencies within an agreed period;
- 3) these joint Results Group-level work plans are signed with the Government wherever possible. Normally, line ministries that are programme partners should be signatories. If the Government requires an agency annual work plan (AWP), it will be signed by relevant partner ministries;
- 4) to ensure programming coherence and linkages as well as to facilitate reporting and tracking of the budget, the Resident Coordinator Office will consolidate all outputs and budgetary information developed by the Results Groups (the “joint programming results matrix”) into a consolidated output document that includes the Common Budgetary Framework;
- 5) all UN resources (including core, non-core and the funding gap) will be presented in the work plan(s); and
- 6) UN Country Team members leading the Results Groups and UN Country Team members participating in those groups are accountable to the UN Country Team and the Resident Coordinator for producing agreed results jointly, in full compliance with the Management and Accountability System. They also continue to be accountable to their respective agencies for their contributions to the work of the UN at country level. UN Country Team members leading the Results Groups are empowered and accountable for driving joined-up implementation and overcoming bottlenecks to achieve results aligned to UNDAF outcomes.

### **Monitoring, Reporting and Evaluation**

Results Groups will be guided by common terms of reference, with one of the key elements being active joint monitoring at the output level. The Results Groups undertake active monitoring and regularly adapt their plans to address identified development bottlenecks and focus on the most critical issues in order to contribute to national development results in the most effective way. Reporting will focus on progress in overcoming development bottlenecks (annually or more frequently) as well as outputs and outcomes.

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<sup>87</sup> Extract from pages 13 and 14 of Standard Operating Procedures on DaO (23 March 2013)

## Appendix 2 Suggested Strategic Results Groups (SRGs) and Thematic Results Groups (TRGs)

	Results Group	Thematic Groups	Participating agencies	UNDAF Outcomes and Outputs	Current Working Groups (WGs)
<b>1</b>	<b>DEMOCRATIC GOVERNANCE</b>				
1.1	Economic, social and environmental planning	Statistics and planning (with DevInfo)	UNDP, UNECE, WB, IMF, UNICEF, UNFPA, ILO, UNEP, UNHCR, UNESCO, UN Habitat,, UNV	1.1.1, 1.1.2, 1.1.3, 1.1.4, 1.1.5, 1.2.1, 1.2.8, 2.2.4, 3.1.2, 4.1.3	DevInfo
1.2	Public administration reform	Regional and local development	UNDP	2.2.3, 2.2.4, 2.2.5	
1.3	Justice	Justice and Human Rights <sup>88</sup>	UNDP, UNICEF, UNHCR, IOM, UN Women, UNFPA, UNV, ILO, UN Habitat	1.3, 1.3.1, 1.4.1, 1.4.2, 2.1.1, 2.1.2, 2.1.3, 2.1.5, 2.1.6, 2.3.2, 2.3.3, 2.3.4, 2.3.5, 2.3.6, 4.3.1, 4.3.2,	
1.4	Democratic governance		UNDP	1.4.1	
<b>2</b>	<b>SOCIAL INCLUSION</b>				
2.1	Health	Health services	WHO, UNICEF, UNFPA, UNDP	2.1, 2.1.1, 2.1.3, 2.1.4, 2.1.6, 2.1.7, 2.2, 2.2.1, 4.1.2, 4.1.3, 4.1.4	
		HIV/AIDS	WHO, UNICEF, UNFPA, UNDP, UNAIDS	4.1.2, 4.1.3	Joint UN AIDS Team
2.2	Education and culture	Education services	UNICEF, UNESCO, UNDP	2.1.3, 2.1.4, 2.3.1, 2.3.2, 2.3.3, 2.3.4, 2.3.6	Culture Reconciliation; – Education Reconciliation –
2.3	Social protection		UNICEF, UN Women.	2.1.1	Roma
2.4	Refugee reintegration and migration	Refugee integration, migration and development	UNHCR, IOM, UNICEF, UNDP, UNV	2.1.5, 4.3, 4.3.1, 4.3.2	Displacement
<b>3</b>	<b>ENVIRONMENT</b>	<b>See 6.3 below</b>			
3.1	Institutionalisation of environmentally sustainable development	6.3 Environment	UNDP, UNEP, UNV	3.1, 3.1.2, 3.1.3, 3.1.4,	Environment
3.2	Environmental management	6.3 Environment	UNDP, UNEP, UNIDO, FAO, UNECE, UNV	3.2.1, 3.2.2, 3.2.3, 3.2.4, 3.2.5	Environment
3.3	Environmental planning	6.3 Environment	UNDP, UNEP, UNV	3.3.1, 3.3.2, 3.3.3, 3.3.4	Environment
<b>4</b>	<b>HUMAN SECURITY</b>				
4.1	Risk and disaster management	Human security	UNDP, UNICEF, WHO, UNV	4.1.1, 4.1.5, 4.1.6	
4.2	Combating SALW, mines and armed violence	Human security	UNDP, UNICEF, UNV	4.2.1, 4.2.2, 4.2.3, 4.3.3	AVPP
4.3	Migration and border management	Human security?	IOM, UNHCR, UNDP, UNV	4.3.1, 4.3.2, 4.3.3	
4.4	Protection of women against violence	Gender (6.2)	UN Women, UNDP, UNV,	4.4.2	Gender
<b>5</b>	<b>ECONOMIC DEVELOPMENT AND EMPLOYMENT</b>				
5.1	Energy and climate change	Environment, and Economic development	UNDP/GEF, UNDP/MDG-F, UNIDO, UNV	3.2.1	
5.2	Business development and services	Economic development	UNIDO/GEF, ILO, UNDP, UNV	1.2.4, 1.2.7, 3.2.4	
5.3	Agriculture, forestry, biodiversity	Economic development	FAO, IFAD, UNDP, UNEP, UNV	3.2.3	
<b>6.</b>	<b>CROSS-CUTTING GROUPS</b>				
6.1	Human rights	Human Rights	UNDP, UNICEF, UNHCR, IOM, UN Women, UNFPA, UNV, ILO, UN Habitat	1.3, 1.3.1, 1.4.1, 1.4.2, 2.1.1, 2.1.2, 2.1.3, 2.1.5, 2.1.6, 2.3.2, 2.3.3, 2.3.4, 2.3.5, 2.3.6, 4.3.1, 4.3.2,	
6.2	Gender equality	Gender	UN Women, UNICEF, UNFPA, UNV	2.1.2, 4.4.1	Gender
6.3	Environment	Environment	UNDP/GEF/MDG-F, UNEP/GEF, FAO, UNIDO	3.1, 3.2, 3.3	
6.4	Communications	Communications	All agencies	All Outcomes and Outputs	Communications

<sup>88</sup> Also cross-cutting under 6.1

## 1. DEMOCRATIC GOVERNANCE

### 1.1 Economic, social and environmental planning

- (i) Statistics (1.1.1, 1.1.2, 1.1.3, 1.1.4, 3.1.2, 4.1.3)
- (ii) Economic policy, planning and strategy development (1.1.5, 1.2.1, 1.2.8, 2.2.4)
- (iii) Social policy, planning and strategy development:<sup>89</sup>
  - (a) Health (2.1, 2.1.1, 2.1.3, 2.1.4, 2.1.6, 2.1.7, 2.2, 2.2.1, 4.1.2 (HIV/AIDS. TB), 4.1.3 (HIV/AIDS), 4.1.4 (Health crises))
  - (b) Education and culture (2.1.3, 2.1.4, 2.3.1, 2.3.2, 2.3.3, 2.3.4, 2.3.6)
  - (c) Social protection (2.1.1)
  - (d) Refugees and migration (2.1.5, 4.3, 4.3.1, 4.3.2)
- (iv) Regional and local development planning (2.2.3, 2.2.4, 2.2.5);
- (v) Environmental planning (3.1, 3.1.2, 3.1.3, 3.1.4, 3.2.1, 3.2.3, 3.2.4, 3.3, 3.3.1)<sup>90</sup>
- (vi) Disaster management planning (4.1.1, 4.1.5, 4.1.6)
- (vii) Gender main-streaming and planning (2.1.2)<sup>91</sup>

Potential agency participation would include UNDP, UNECE, WB, IMF, UNICEF, UNFPA, ILO, UNEP, UNHCR, UNESCO, UN Habitat,

### 1.2 Justice and Human Rights Results Group (JHRRG), for all categories of beneficiaries, including:

#### 1) Justice

- (i) Witness protection (1.3)
- (ii) Victims of trafficking (1.3.1, 4.3.2)
- (iii) War crimes victims and witnesses (1.3.2)
- (iv) Civil society (1.4.1)
- (vi) Juvenile justice (2.1.1),

#### 2) Human rights (Cross-cutting)

- (i) Child rights monitoring (1.4.2) and early childhood education (2.3.3)
- (ii) Vulnerable groups, including IDPs, returnees, marginalised rural poor, refugees, asylum seekers, victims of trafficking, Romany, illegal migrants (2.1.1, 2.1.5, 2.3.5, 4.3.1, 4.3.2),
- (iii) Women, including those affected by Gender-based violence issues (2.3.2), health and reproductive rights (2.1.2, 2.1.3, 2.3.4)
- (iv) Rights of the elderly (2.1.6)
- (v) Housing (2.2.5)
- (vi) Employment (2.3.6)

Potential agency participation would include UNDP, UNICEF, UNHCR, IOM, UN Women, UNFPA, UNV, ILO, UN Habitat

### 1.3 Gender Results Group (GRG)

- (i) Gender mainstreaming (1.2.5, 2.1.2)
- (ii) Gender Responsive Budgeting (1.2.5);
- (i) Combatting gender-based violence (GBV) (2.3.2, 4.4.2);
- (ii) Reproductive health (2.3.4)
- (iii) Gender equality in employment (Security sector 4.4.1)

<sup>89</sup> With Social Inclusion Results Group

<sup>90</sup> Environmental planning would be carried out in conjunction with the Environmental Results Group (ERG) (Cross-cutting)

<sup>91</sup> With Gender Results Group



### Appendix 3 Current list of Working Groups (WGs)

	UNCT WGs	Type	Membership	Current Chair	Mandate Expiration	Action Points
1	Communications	Permanent (P)	UNCT	RCO	N/A	Mandate continues
2	Joint UN AIDS Team	Perm.	UNCT	UNFPA	N/A	Mandate continues
3	OMT	Perm.	UNCT	UNDP	N/A	Mandate continues
4	Gender	Temp.	UNCT	UN Women	September 2012	Mandate continues <u>for 6 months</u> Develop ToR (Chair&RCO)
5	DevInfo	Temp.	UNCT	UNICEF	Until further notice	Mandate continues
6	Displacement	Temp.	UNHCR UNICEF UNDP IOM IFAD UN-Habitat	UNHCR	September 2012	Mandate continues <u>for 6 months</u> Chair Rotation Develop ToR (Chair&RCO)
7	AVPP	Temp.	UNDP UN Women UNFPA UNICEF	UNFPA	June 2012	Terminate WG
8	Roma	Temp.	UNCT	UNICEF	September 2012	Mandate continues <u>for 6 months</u>
9	Culture-Reconciliation	Temp.	UNESCO UNICEF UNDP	UNESCO	June 2012 (or until application process is finalized)	Mandate continues <u>for 6 months</u> Develop ToR (Chair&RCO)
10-	Education-Reconciliation	Temp.	UNICEF UNESCO UNDP	UNICEF	June 2012 (or until application process is finalized)	Mandate continues <u>for 6 months</u> Develop ToR (Chair&RCO)
11	Environment	Temp.	UNDP UNEP UNIDO	TBD	TBD	Establish mandate for 6 months Determine Chair Develop ToR (Chair&RCO) Consider as one of the UNDAF's sectors WGs
12	UNDAF/CCA	Temp.	UNCT	RCO	TBD	Establish mandate <u>for 1 year</u> Develop ToR (RCO) Consider several sectors' UNDAF WGs including Environment and EE

## ***Annex 8 Suggested format for Joint Programming Documents (JPDs)***

### **JOINT PROGRAMMING DOCUMENTS: PURPOSE, PRACTICE AND FORMAT**

1. Joint Programming Documents (JPD) are one of the tools proposed for the formulation of the next CCA and UNDAF for Bosnia and Herzegovina (2015 – 2019). Their preparation would form part of a planning process which would be made up of the following stages:

(i) The formulation of the CCA (April – July 2013);

(ii) The prioritization of UN system support in the context of the Strategic Prioritization Retreat scheduled for the end of September 2013;

(iii) The formulation of the UNDAF document (October – November 2013);

(iv) The formulation of annual work plans for each thematic area (2014);

(v) Formulation UN system and partner support for each thematic area (2014)

2. JPDs would provide theme or outcome-specific information relating to:

(i) Country analysis, relating to challenges to be addressed in the relevant outcome area;

(ii) Policy frameworks (global, regional, national (State, Entity, Canton))

(iii) Institutional capacity analysis, relating to capacity development needs to be addressed with UN system and partner support;

(iv) Past UN system support, as identified in prior evaluations and reviews;

(v) Partnership support (other UN agencies, donor and NGO partners

(vi) National stakeholders at State, Entity Canton, and Brzko District

(vii) Resource mobilization needs

(viii) Management arrangements

(viii) Monitoring and evaluation arrangements

2. JPDs would be used for each thematic area, which could be of a substantive (e.g. statistics), sectoral (e.g. health, education), process (e.g. planning) or focused on target groups (e.g. gender) on the understanding that the principle of “joint programming” should be a key feature, as far as possible, in all areas of UN system support. The concept of a “Joint Programming Document” to represent a framework for joint programming in support of common national programmes, should be used instead of that of a “Joint Programme”.

4. JPDs should complement existing project-related tools, and not duplicate existing ones. They should be designed as tools to strengthen the UN system’s capacity to carry out sector and theme-specific analysis relating to the country, align with national policies, harmonise and coordinate with partners, mobilize resources and monitor results. Together they should help to strengthen the UN’s analytical capacity and collective impact in each UNCP thematic area, and to improve aid effectiveness, along the lines of the principles agreed upon in the Paris Declaration on Aid Effectiveness (February 2005), some of which are given in Box 1 below .:

#### **Box 7 Paris Declaration - Principles of aid effectiveness**

**National strategy development:** Strengthening partner countries’ national development strategies and associated operational frameworks (e.g., planning, budget, and performance assessment frameworks).

**Alignment with national priorities:** Increasing alignment of aid with partner countries’ priorities, systems and procedures and helping to strengthen their capacities.

**Accountability:** Enhancing donors’ and partner countries’ respective accountability to their citizens and parliaments for their development policies, strategies and performance.

**Coordination:** Eliminating duplication of efforts and rationalising donor activities to make them as

cost-effective as possible.

**Policies and procedures:** Reforming and simplifying policies and procedures to encourage collaborative behaviour and progressive alignment with partner countries' priorities, systems and procedures.

**Performance monitoring:** Defining measures and standards of performance and accountability of partner country systems in public financial management, procurement, fiduciary safeguards and environmental assessments, in line with broadly accepted good practices and their quick and widespread application.

**Institutional capacity building:** Addressing weaknesses in partner countries' institutional capacities to develop and implement results-driven national development strategies.

**Global best practices:** Integration of global programmes and initiatives into partner countries' broader development agendas, including in critical areas such as HIV/AIDS.

**Anti-corruption:** Tackling corruption and lack of transparency, which erode public support, impede effective resource mobilization and allocation and divert resources away from activities that are vital for poverty reduction and sustainable economic development.

Source: Paris Declaration on Aid Effectiveness (Paris, February 2005)

5. The formulation of "joint programming documents" (JPDs) should provide a framework for the design, implementation, coordination, monitoring and evaluation of UN system and partner support to selected UNDAF Outcomes and Intermediate Outcomes. A JPD would constitute an outcome-specific document which would link:

- (i) The relevant summary text given in the UNDAF document, and in the Results Matrix;
- (ii) Annual Work Plans (AWP)
- (iii) Individual Project documents approved by agencies for each thematic area
- (iv) UN Agency support to the UNDAF, as summarized in the Agency Annexes.

3. The PNG UNCP includes the following five priority Outcome areas, and 19 thematic areas, (see box below)

7. The **format** of the JPD attempts to address a number of issues which affect the ability of the UN system to achieve its objectives.

*Upstream:* Support to national (MDTS), sectoral or thematic planning and strategy formulation (strategies, sectoral plans, national programmes, SWAp, MDGs, etc.), on the basis of an analysis of national priorities and UN comparative advantages in the priority thematic or outcome areas.<sup>92</sup>

*"Mid-stream":* Support to management, monitoring and evaluation of national/sectoral plans, strategies and SWAp;

*Down-stream:* Support to implementation at the provincial, district and community levels;

*"Side-stream":* Potential UN system and other donor partners in support of national plans and strategies;

*"Mainstreaming":* Support to the promotion of inter-sectoral linkages and coordination, and cross-fertilization

*Risks,* Support to addressing issues outside the direct control of a project, but which has a bearing on its results.

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<sup>92</sup>Criteria to assess comparative/competitive advantage:

- (i) Demonstrated track record of achieving results, leading to established credibility in the priority area and acceptance by other actors of the UN and/or agency's legitimacy;
- (ii) Recognized technical expertise within country staff and/or easy access to recognized technical expertise, in the priority area;
- (iii) System and agency capacity, both in terms of staff levels and availability of resources (including access to surge financial and human capacity);
- (iv) Geographical presence where the needs have been identified for the priority area. (Source Annex 5 CCA/UNDAF Guidelines – January 2007 draft)

These can relate to political, legislative, institutional, procedural, social, economic, and geographical issues.

*Issues arising.* Decisions which should be reviewed by project governance mechanisms (agency level, Steering Committees, tripartite reviews, etc.)

8. The JPD should include a broad variety of information, from different sources, which would include:

1) A situation analysis, derived from relevant documents<sup>93</sup>;

2) Policy frameworks,

(i) National policy frameworks, derived from relevant policy statements, plans and strategies (national, sectoral, thematic), national programmes

(ii) Regional policy frameworks, relating to Asia and Pacific fora and organizations;

(iii) Global policy frameworks, relating to international conventions (e.g. human rights, environment), international conferences (e.g. International Conference on Population and Development (ICPD) Cairo (1992); World Conference on Women (Beijing, 1995), World Summit on Sustainable Development, Johannesburg (2002), Millennium Declaration, Millennium Development Goals (MDGs), World Summit Outcome (2005)

3) National counterpart institutions, to describe their capacity building needs.

4) External support needs

5) UNCP Outcomes and Outputs (also summarized in logframe in Annex 1)

6) UN system and donor partner support to thematic area, summarized from project document;

7) The Logframe contained in the UNCP document, made up of a combined Results-Based Matrix and a Monitoring and Evaluation Frameworks.

8) Proposed UN and partner assistance, and the relevant national and international stakeholders. Actual projects would continue to be administered in the normal way, through project documents.

9) A Work Plan, to be up-dated on a six-monthly and annual basis, which would also be integrated into the overall UNCP Annual Work Plan.

10) Management arrangements, defining the responsibilities of the national lead agency/Department, and UN support, including:

(i) Implementation arrangements, NEX, DEX, role of UN agencies etc

(ii) Steering Committee oversight, to be made up of national and international stakeholders, including members of the Working Group.

(iii) Monitoring arrangements, including schedule for reviews and reporting

11) Budgets, and resource mobilization targets, including core and non-core (extra-budgetary resources) to be generated, and financial arrangements (pooled funding, parallel funding etc.)

12) Potential partners

9. JPDs should be formulated under the leadership of the Task Manager, in close collaboration with the appropriate Working Groups. Meetings should be held to exchange experience and to develop best practices.

10. It should be stressed that JPDs will require additional work from stakeholders. However, it is considered that this work should in any case be normal practice for effective design work and results-based management, and not an additional requirement. The tool should be designed to fill a conceptual and operational gap between broad and brief UNCP/UNDAF documents, and individual project documents, and help task managers and lead agencies to deliver effective support and to be accountable for the results. The development and use of JPDs during the UNCP process should be considered as a pilot exercise to be monitored closely during annual reviews.

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<sup>93</sup> The situation analysis would provide the type of summary information which is normally envisaged in the CCA, but related to the specific thematic or outcome area included in the UNCP/UNDAF.

## Annex 9 Template for monitoring information from Agencies (Suggested revision)

BOSNIA & HERZEGOVINA - UNDAF ANNUAL REVIEW  
Template for UNDAF Narrative and Financial Section

Please write in the boxes provided your agency's comments and contributions

	UN AGENCY:	UNECE			
PART PROJECT DETAILS - KEY RESULT(S) ACHIEVED IN 2013					
Outcome/Output	Key results	Project Title (and ID number if available)	Budget for BiH	Dates	Partner agencies
	Sub-total Outcome 1.1				
	Sub-total Outcome 1.2				
	Sub-total Outcome 1.				
	Sub-total Outcome 3.2				
	Sub-total Outcome 3				
	Total UNECE 2012				

ANTICIPATED KEY RESULT(S) IN 2014					
UNDAF Outcome/Output	Key results	Project Title (and ID number if appropriate)	Budget for BiH	Dates	Partner agencies
	Sub-total 1.1				
	Sub-total 1.2				
	Sub-total 1.3				
	Sub-total 1				
	Sub-total 3.2				
	Sub-total 3				
	TOTAL UNECE 2013				

-

AGENCY FINANCIAL RESOURCES (\$US))	Total
2013	
UNDAF OUTCOME 1	
UNDAF OUTCOME 2	
UNDAF OUTCOME 3	
UNDAF OUTCOME 4	
TOTAL:	
BiH/ State level (and DB)	
FBiH	

RS	
<b>TOTAL 2013</b>	

<b>AGENCY FINANCIAL RESOURCES (\$US))</b>	<b>Total;</b>
<b>2014 (Estimated)</b>	
UNDAF OUTCOME 1	
UNDAF OUTCOME 2	
UNDAF OUTCOME 3	
UNDAF OUTCOME 4	
<b>TOTAL</b>	
BiH/ State level (and DB)	
FBiH	
RS	
<b>TOTAL 2014</b>	

(1) Please indicate only one output per project

[\[2\] Please add sub-totals given in tables for 2012 and 2013 above](#)

[\[3\] For each Outcome, please add relevant Output number.](#)

## PART II ACHIEVEMENT OF OUTCOME, OUTPUT AND TARGETS - NARRATIVE SECTION

KEY DEVELOPMENT TRENDS	Agencies	Projects	Resources		
			Core	Non-core	Total
<i>Key changes during the reporting period that have affected the development context in which the UNDAF has been implemented; External trends that affected the risks and assumptions made on what needed to be in place for the UN's support to be effective (i.e., political changes and emerging priorities that significantly changed policy focus, disasters [either humanitarian or natural], significant shifts in international prices, etc.)</i>					
- RCO will complete this section, however, please do not hesitate to indicate potential comments/inputs -	-	-	-	-	-
<b>PROGRESS TOWARDS UNDAF OUTCOME 1 – DEMOCRATIC GOVERNANCE (LOCAL/RURAL/AGRICULTURAL DEVELOPMENT)<sup>94</sup></b>					
<b>UNDAF OUTCOME 1: By the end of 2014, Government with participation of civil society implements practices for more transparent and accountable governance and meets the requirements of the EU Accession process.<sup>95</sup></b>					
Summarise extent to which Outcome has been achieved and contribution of UN system to results.					
<b>DG Outcome 1.1:</b> Government at all levels is able to base policies on quantitative and qualitative analysis of disaggregated data, policy assessments and reviews, with focused attention on socially excluded groups and migrant populations.					
Output 1.1.1					
Indicator 1.1.1a					

<sup>94</sup> Describe specifically how UN system support has contributed to the achievement of each Outcome, Output and Indicator, the projects responsible, and results achieved..

<sup>95</sup> For each Outcome, please add relevant Output number.

Indicator 1.1.1b					
Output 1.1.2					
Indicator 1.1.2a					
<b>DG Outcome 1.2:</b> Government at all levels modernises public sector practices through public administration reform and promotion of social dialogue between government, workers' and employers' organisations and public-private partnership for urban and rural development.					
Output 1.2.1					
Output 1.2.2					
<b>DG Outcome 1.3:</b> Respective government institutions at all levels strengthen equal access to justice and the protection and promotion of human rights, and develop institutional mechanisms for dealing with the past.					
Output 1.3.1	Agencies	Projects	Resources		
Output 1.3.2					
<b>DG Outcome 1.4:</b> Citizens and civil society representatives actively participate in policy design, decision-making, public debate and advocate for enhanced democratic governance and state-citizen accountability.					
Output 1.4.1					
Output 1.4.2					
<b>PROGRESS TOWARDS UNDAF OUTCOME 2 – SOCIAL INCLUSION</b>					
<b>UNDAF OUTCOME 2:</b> By 2014, Government develops and implements policies and practices to ensure inclusive and quality health, education, housing and social protection, and employment services.					
Summarise extent to which outcome has been achieved and the contribution of UN support to it through the outcomes and outputs below.					



<b>SI Outcome 2.1:</b> Government coordinates, monitors, reports on and revises employment, education, housing, health, social protection and cultural policies to be more evidence-based, rights-based and socially inclusive.					
Summarize extent to which outputs have contributed to the Outcome 2.1					
<b>Output 2.1.1</b>					
<b>Output 2.1.2</b>					
<b>SI Outcome 2.2:</b> Municipal authorities, citizens, civil society and the private sector increasingly able to contribute effectively to planning and implementation of inclusive social policies at local level.					
<b>Output 2.2.1</b>					
<b>Output 2.2.2</b>					
<b>SI Outcome 2.3:</b> Basic health and education, social protection and employment service providers are better able to ensure access to quality services for socially excluded and vulnerable groups including marginalised rural poor.					
<b>PROGRESS TOWARDS UNDAF OUTCOME 3 – ENVIRONMENT (ENVIRONMENT PROTECTION AND ENERGY EFFICIENCY)</b>					
<b>UNDAF OUTCOME 3:</b> By the end of 2014, Government meets requirements of EU accession process and Multilateral Environment Agreements (MEA), adopts environment as a cross-cutting issue for participatory development planning in all sectors and at all levels, strengthens environmental management to protect natural and cultural resources and mitigate environmental threats.					
Summarize the extent to which the outcome has been achieved, and the impact of UN support					
<b>EN Outcome 3.1:</b> The Ministries of Environment at State, Entity and Cantonal levels ensure the legal framework is enacted and linkages between environment and other sectors established in order to institutionalise environmentally sustainable development.					
<b>Output 3.1.1</b>					
<b>Output 3.1.2</b>					

Output 3.1.3					
<b>EN Outcome 3.2:</b> Government has increased capacity to reduce environmental degradation and promote environmentally friendly actions and sustainable natural and cultural resource utilisation.					
Output 3.2.1					
Output 3.2.2					
Output 3.2.3.					
<b>EN Outcome 3.3:</b> Local authorities, public and private sector providers and civil society formulate and implement in a participatory manner environmental local action plans ensuring cleaner, safer and sustainable development.					
Output 3.3.1					
Output 3.3.2					
Output 3.3.3					
<b>PROGRESS TOWARDS UNDAF OUTCOME 4 – HUMAN SECURITY / JUSTICE</b>					
<b>UNDAF OUTCOME 4:</b> Government adopts policy, regulatory and institutional frameworks to address human security challenges, including threats posed by communicable diseases and disasters, landmines and small arms and light weapons, armed violence and also addresses issues of migration and women, peace and security.					
<b>HS Outcome 4.1:</b> Government at central and local level develops regulatory and institutional frameworks to mitigate risk and respond to disasters and outbreaks of communicable diseases, including HIV/AIDS, tuberculosis and pandemic influenza.					
Output 4.1.1					
Output 4.1.2					
Output 4.1.3					
<b>HS Outcome 4.2:</b> State, Entity and Municipal governments in cooperation with local communities improve					

<i>management of small arms and light weapons, mine action and armed violence prevention.</i>					
Output 4.2.1					
Output 4.2.2					
<b>HS Outcome 4.3:</b> <i>Government at State level adopts regulatory and institutional frameworks to meet the requirements of international standards and the EU accession process on migration and State border management.</i>					
Output 4.3.1					
Output 4.3.2					
<b>HS Outcome 4.4:</b> <i>Security and law enforcement sector agencies integrate gender equality issues and mainstreams gender into its policies and protocols and take action to protect women against violence.</i>					
Output 4.4.1					
<b>PROGRESS ON UN REFORM</b>					
<i>... any improved functioning of the UN development system in terms of: (a) coherence, effectiveness and relevance; and (b) country-level capacity of the UN development system.</i>					
- RCO will complete this section, however, please do not hesitate to indicate potential comments/inputs	-	-	-	-	-
<b>LESSONS LEARNED AND WAY FORWARD (at UNCT level)</b>					
a) <i>Changes in major planning assumptions, risks and emerging opportunities;</i>					
b) <i>Continued relevance of UNDAF outcomes and outputs to national priorities and broader country context;</i>					
c) <i>Corresponding adjustments to expected results (country programme outputs);</i>					
d) <i>Revisions to strategies, planned activities, partnerships and resource allocations, and identification of those responsible for these changes;</i>					
e) <i>Any agreed changes in the UNDAF results matrix.</i>					

- RCO will complete this section, however, please do not hesitate to indicate potential comments/inputs -

## Annex 10: Eventual format for UNDAF monitoring reports

Bosnia and Herzegovina – UNDAF Monitoring Report – Draft format<sup>96</sup>

**Strategic Results Group:**

**Thematic Results Group:**

**Title of UN support:**

**Period:**

A	CONTEXT	DESCRIPTION
1	Strategic Area of Cooperation	One of the 3 – 5 priority areas
2	Thematic area	A “sub-area” of the main area of cooperation
3	National Development goal (s)	Extracted from relevant planning document
4	Relevant MDG <sup>3</sup>	Relevant Millennium Declaration statement, MDG and Target
7	National policy and programme framework	National, sectoral, regional plan or programme document, of which UN system will support certain components
8	International policy framework	Human Rights Convention, International Conference or Convention
9	National Partners or stakeholders	Relevant Ministry, Department, Unit whose capacity should be strengthened with UN system support
10.	UN Partner agencies	List of all UN agencies supporting common outcomes (UNDAF and thematic outcome)
11.	Lead Agency/Co chair	UN Lead agency with co-agency, in case of absence of lead
12.	Donor partners	Relevant multilateral and bilateral donors, and NGOs
13	Joint Programming Document (JPD)	Title of relevant joint programming document or framework
14	Projects supporting JPD	Proposed projects which will contribute to achievement of outputs and outcomes

### 1. Substantive monitoring

	Outcomes and Outputs	Indicator s	Sources of Verification	Risks and Assumptions	Partners		Results achieved
					National	International	
1	<b>Thematic or substantive Outcome 1:</b>						
	Outcome statement						
1	<b>Thematic or substantive Outputs:</b>						
1.1	<b>Output 1</b>						
1.2	<b>Output 2</b>						
1.3	<b>Output 3</b>						

<sup>96</sup> To be review and/or adapted as required for Results-Based Management purposes, in conjunction with adaptation of Annex 9

## 2. Financial monitoring

	Agency	Project ID	Project title	Sources of non-core funds	2013			2014			Total		
					Core	Non-core	Total	Core	Core	Total	Core	Non-core	Total
1													
2													
S-T													
S-T													
4													
S-T													
Total													

## 3. Target implementation status

Output	Indicator	Achieved	On track	Further information required	Target not achieved	No longer applicable
1.1						
1.1.1						
1.1.2						
2.1						
2.1.1						

**4. Observations by Chair**

- 1)
- 2)
- 3)
- 4)
- 5)

**5. Follow-up action and decisions required**

- 1) By Government stakeholder(s)
  
- 2) By UN agency(ies)
  
- 3) By partner agency
  
- 4) By UNCT
  
- 5) By RC

**Signatures**

**Chair (Government representative).....**

**Co-chair (UN system representative).....**

**Date:**

***Annex 11 UNDAF Indicator monitoring matrix (Excel tables)***

See separate Excel tables

***Annex 12 UNDAF Financial Resources Matrix***

See separate Excel format (to be completed with project and financial information from agencies).