Reinforcement of Local Democracy Project
Phase IV

UNDP Bosnia and Herzegovina

Final Project Evaluation

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List of abbreviations and acronyms

AMC	Association of Municipalities and Cities
BiH	Bosnia and Herzegovina
CSOs	Civil Society Organisations
CBGI	Capacity Building of Government Institutions project
EU	European Union
ILDP	Integrated Local Development Planning
IPA	Instruments for Pre-Accession Assistance
LOD	Reinforcement of Local Democracy Project
LSU	Local Self-Government Unit (either city or municipality)
MALSG	Ministry of Administration and Local Self-Government
MCGA	Micro Capital Grant Agreement
MZ	Strengthening the Role of Local Communities/Mjesne zajednice Project
SUTRA	Sustainable Transfer to Return-related Authorities
ReLOaD	Regional Programme on Local Democracy in the Western Balkans
TACSO	Technical Assistance for Civil Society Organisations
UNDP	United Nations Development Programme

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The content of this report is the sole responsibility of the consultant and can in no way be taken to reflect the views of the United Nations Development Programme, authorities in Bosnia and Herzegovina, nor those of any other party. All efforts have been made to ensure that the information presented here is correct, and any factual error that may appear is unintended and is the sole responsibility of the consultant.

Executive summary

Introduction

This report presents the findings, conclusions and recommendations from the final project evaluation of the Reinforcement of Local Democracy (LOD) IV; Institutionalizing Cooperation between Municipalities and CSOs for Improved Service Delivery project, implemented by UNDP in Bosnia and Herzegovina (BiH) between June 2014 and August 2016. The objective of this evaluation was to provide an impartial review of the LOD IV project, in terms of its performance, management and achievements. Additionally, since the LOD project is in its fourth phase of implementation, the evaluation has also assessed the overall effects, impact and sustainability of the project, including all project phases LOD I – LOD IV throughout the entire implementation period (2009-2016).

The overall objective of the LOD IV project is: ***to contribute to democratic stabilization, conciliation, and further development of Bosnia and Herzegovina through support to selected municipalities in establishing improved local governance/civil society relations and facilitating financing mechanisms for improved service delivery.*** Under this overall objective, three more specific sub-objectives have been formulated:

1. To generate unified and transparent mechanisms for disbursing municipal funds foreseen for CSO project-based activities in accordance with local service needs and identified priorities.
2. To encourage CSOs to specialize/professionalise their activities and become more responsive to local needs and less dependent on current donor priorities.
3. To establish permanent partnerships between CSOs and local self-governance units by building awareness of the mutual benefits of cooperation, encouraging sustainable dialogue, and building capacity necessary for interaction.

The LOD IV project aimed to achieve these objectives through the provision of technical support to the local governments in a selected group of cities and municipalities and through the provision of technical and financial support to Civil Society Organisations for the implementation of social services and development projects in these communities.

In order to get a complete as possible picture of the achievements of the LOD project over the entire project period of eight years, the evaluation applied two main data collection tools:

1. Two online surveys were conducted. One survey was conducted among all the CSOs that have participated in the LOD project over the last eight years. 147 CSOs out of 234 CSO (or 63 %) completed the questionnaire. A second survey was conducted among the LOD coordinators[1] in the 50 Local Self-Government Units (LSUs) that have participated in the LOD project. 35 or (70 %) of the LOD coordinators completed this 2nd survey.
2. In addition, in-depth interviews were held with national level stakeholders, with LOD coordinators and with a selection of CSO representatives in 16 representative cities and municipalities equally divided over the two entities.

Relevance of the LOD project

While the State Government of Bosnia and Herzegovina has the intention to improve the quality of governance and stimulate the interaction between government and non-government actors in society, it has not made much progress at the national level over the last few years to create a more conducive environment for such cooperation. In this setting, the LOD project through its focus on its three outcomes; improved local level collaboration between local government and civil society, more

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[1] A "LOD coordinator" is the designated liaison person in each LSU who is, next to doing his/her regular job, responsible for coordinating the LOD project. Usually, they are member of the local development or planning department or deputy mayor.

transparent funding mechanisms for CSOs and capacity development of CSOs, has the right combination of intervention mechanisms to enhance such cooperation at the local government level and at the same time generate more demand for higher level institutional reform from civil society and local government representatives.

In addition, the LOD project is completely in line with the EU policy on support to civil society in Bosnia and Herzegovina and highly relevant for the EU to achieve its objectives to improve the transparency in funding of CSOs from public budgets and to improve the cooperation between municipal governments and CSOs. For UNDP the LOD project is relevant in order to achieve its programme priority of improving access to services and employment opportunities for the most vulnerable, while it also addresses two of the three common denominators mainstreamed across UNDP's work areas, which are governance and better access to and quality of public services, and it has therefore a strong potential for creating synergy with other projects and programmes implemented by UNDP.

At the local level itself, the project is highly relevant for the participating LSUs as it potentially shows that institutional reform and an improvement in governance practices (like improved transparency of financial management and inclusive decision-making) can be achieved at the local level through collective action from local stakeholders. In addition, by addressing the needs of the more vulnerable or neglected groups in society, through the selection process of projects implemented by CSOs at the municipal level, the LOD project is highly relevant for these groups in society as well, as their needs are in general insufficiently addressed by regular government implemented service provision.

Project design and approach

The approach used by the LOD IV project to tackle the problem of non-transparent funding mechanisms that are used by LSUs to support local CSOs, which could be characterized as a combination of a "collective action" and "process approach", is highly appropriate and one of the main factors contributing to its success. Through the introduction of the so called "LOD methodology", the project brings stakeholders together from both the demand and supply side of democratic governance with the objective to resolve practical development problems in their community while it provides both the local government as well as the civil society players with the minimum capacities to play their role in this process of collective action. This generates the awareness on both sides that institutional reform related to the way in which public funds are distributed at the local level is required in order to sustain and further develop effective partnerships in future.

Through it process approach, the LOD project does not come with fixed external solutions to local problems, but learns together with its beneficiaries, seeking solutions for local problems and gradually gaining experience in what works and what not in a specific local socio-political context. As a result, there is a high level of local ownership of the LOD project.

The present agreed upon mandate of the project is restricting the LOD project and UNDP to develop a more comprehensive description of a long term vision with regard to the LOD project. As a result, it is at present in the project documents not clear whether UNDP (and the EU) ultimately aims to support the government of Bosnia and Herzegovina at all levels to have the LOD methodology applied in all municipalities and cities in Bosnia and Herzegovina and if so, how they want to achieve that (through more LOD project phases or through building in country capacity to continue the process) and whether these municipalities should ultimately include almost all grants and subsidies provided by the local government to non-governmental organisations, i.e. including all sports organisations and veteran associations?

Partly as a result of this restricted mandate and the lack of an explicit long term vision, the LOD project has in its design and subsequently in its monitoring system a strong output focus, and less of an outcome focus. The outcomes are formulated as "specific objectives", and do include some indicators, but they were not defined in a SMART manner.

If possible and acceptable to the EU, the evaluation recommends, especially since the project is mature, it has proven itself and it has a solid M&E system, to further strengthen in the next phase of the project the process approach that has already been adopted by the project through a stronger focus on its outcomes and use them to guide and manage more than at present its outputs and activities. This would imply that the project outcomes should be defined in a SMART way and that progress monitoring on achieving the outcomes would become more important in the M&E system of the project. As a result, the outputs and activities will become more flexible and adjustable based on what is needed in order to achieve the outcomes. This will make the project even more responsive to changing contextual circumstances and opportunities that might arise during the next phase.

Performance of the LOD IV project
Looking at its performance, the LOD project has implemented all planned activities for phase IV at the time of the evaluation and it had done so in accordance with the original plan and in accordance with UNDP quality standards. On most of the intended results the LOD project overachieved by including more municipalities than planned (12 plus 2 associate municipalities instead of 10), realising far more CSO implemented projects than planned (67 instead of 20), and having the LOD methodology officially adopted by the LSU councils in all 12 municipalities.

In addition to achieving its intended results, the LOD project was able to provide, as one of the first in the country, emergency assistance to six municipalities that were affected by the disastrous floods that occurred in May 2014. More even than the actual direct effects of the projects that were implemented, the residents and local government staff in these municipalities appreciated the speed of UNDPs/LODs relief measures and its responsiveness to their needs.

The quality of the technical assistance provided by the project, either through training or through tailor made backstopping, was perceived by almost all beneficiaries to be of high to very high quality and very responsive to their needs.

The use of competitive mechanisms for the selection of participating municipalities as well as for the selection of CSO projects in these LSUs ensured that the funds available for project implementation were used in an efficient way. The choice for a process approach way of working at the local level, ensured maximum local ownership of the process, which is, in the present setting in Bosnia and Herzegovina, the only way to ensure some kind of sustainability of the achievements beyond the project duration, but is at the same time labour intensive in terms of providing tailor made backstopping support. This might not always be efficient in the short term, but it does ensure maximum effectiveness in the long term. Weighing these considerations, one can say that the project has done well in achieving a good balance between efficiency and effectiveness.

Effect and impact of the LOD project
Almost everyone who participated in the survey or who was interviewed agreed that where applied, the LOD methodology results in a transparent and fair allocation of grants to CSOs, in better quality projects that are linked to strategic local development objectives and in improved use of the limited funds available, which are in addition far better monitored and accounted for. The actual utilisation of the LOD methodology is in practice however in most municipalities limited to those parts of the CSO budget that is earmarked for "developmental" CSOs (like social services, environmental protection or

culture), excluding the largest chunk of the CSO budget that is earmarked for sports organisations and war veteran associations, because local decision-makers want to retain their discretionary powers to utilise this part of the CSO budget. There are however more and more Local Self-Government Units that start to apply the LOD methodology to all CSO grant provision, showing that it can easily be done.

Moving to the next phase there are several minor improvements or logical next steps that could be considered by the project management with regard to the actual application of the methodology:

1. So far, the selection process of municipalities ensures that the most progressive municipalities are selected to participate. Certainly in the early phases of the project this is justifiable as you want to prove the viability of the methodology. If you look at the selection criteria for municipalities, they are quite stringent and one could say that the most important step to adopt the methodology is already taken by an LSU by applying for participation (i.e. the political will to change). The municipalities which lack this level of political leadership and most likely need the LOD methodology most are thus excluded. The evaluation recommends that the LOD project considers for the next phase to include in the selection at least some of these municipalities at the lower end of the spectrum as well by approaching them proactively to participate and focus strongly on enhancing the leadership qualities of their political leaders (including both their capacities as well as their political will to adopt more democratic governance practices). In this regard, the LOD project could add a component that focuses on enhancing the quality of political leadership in both the prospective and participating municipalities, through training, peer learning, through exchange visits to other municipalities, by linking municipalities of similar size in joint learning groups, etc. This will not be easy to achieve, but it would be worthwhile to try as it will provide the project with valuable lessons about what can be achieved in municipalities with non-cooperative leadership.

2. The majority of the LSUs that participated in the LOD project apply the LOD methodology only for grant allocation to CSOs in the social-welfare and cultural sector and not (yet) for sports organisations or veteran associations, which continue to receive "direct funding", meaning that they receive funds based on a written or verbal request to cover regular operational costs. As a result, only a small part of the total budget available for CSOs is distributed using the LOD methodology. Nevertheless, there are also several municipal governments that do apply the LOD methodology, with good results, for all grant provision to CSOs. Others could learn from them by analysing how they have done it, how they have tackled the initial resistance and other bottlenecks during the implementation and use this experience (through peer learning) to convince others that it can be done and leads to better results. During the next phase of the project, the LOD project should aim for the adoption of the LOD methodology for all grants to CSOs that are disbursed by the participating LSUs, including sports organisations and veteran associations. This can either be done in a gradual way (by first including the "developmental" grants and later on the sports and war veterans) or by including all CSO grants immediately from the start.

3. Another issue that requires attention is how to avoid a fragmentation of CSO grants provided by municipal governments to as many CSOs as possible. While applying the LOD methodology, many local governments split their limited budget for CSO grants in very small grants to almost all CSO projects that meet the basic criteria and that are approved by the selection committee in order to appease everyone. As a result, none of the CSOs is able to implement the project they applied for and they only use the money to cover some basic operational costs, while at the same time, the competitive character of the selection process is lost. This problem cannot be solved by UNDP as an outside organisation, but only through dialogue between the CSOs

and the relevant local government decision makers to come to a common understanding of what is best. UNDP can of course facilitate this process of dialogue and should invest resources and time in it.

4. While the LOD methodology stimulates on the one hand an increase in the number of high quality proposals and competition between CSOs and therefore forces every organisation to stay on its toes, it might on the other hand restrict new inexperienced organisations, that might have wonderful ideas to reach out to their community, but have not received the same basic induction training and backstopping support from UNDP to apply successfully for funding from their local government since they are not able to compete with the better ones. One way to deal with this could be the establishment of a small seed fund by the municipal government, specifically focusing on new and small CSOs, with less stringent application criteria, for which they can apply only once. The LOD project could in the next phase, experiment with such seed fund in a few (larger) municipalities.

Regarding the capacity development of CSOs, a lot has been achieved in each of the LOD phases and the support provided by the project is highly appreciated by the participating CSOs especially by the smaller ones, who were able to make a leap forward towards professionalization. Since the next phase of the LOD project will have a year longer in each participating municipality, and based on its rich experiences, it is the right time to start differentiating the type of training and technical assistance to different groups of CSOs, especially if sport organisations and veteran associations are included as well. For bigger or more mature CSOs operating in an urban setting, the project could consider complementary training that will enhance their lobby and advocacy capacities and their ability to stimulate more active citizens' engagement in local affairs as well as enhancing social accountability. Such additional training could either be organised by the LOD project or by TACSO in close cooperation with LOD.

The cooperation between LSUs and CSOs in the participating municipalities has certainly improved according to most respondents and interviewed resource persons. There is, in most of the participating municipalities a better understanding between LSUs and CSOs and appreciation of each other's role in the local development process, which has resulted in more frequent consultation and more intense cooperation in some municipalities, but it is too little or too fragile to qualify this as "permanent partnerships". In order to achieve that, much more needs to be done. A foundation is laid by the LOD project; it is now up to the local partners to start building concrete partnerships on these foundations. CSOs do recognise the need to establish a CSO network and a more or less institutionalised platform for regular consultation and coordination with the LSU, but they lack either the capacity or the leadership among themselves to initiate such network or platform. They felt (justifiably so or not) that UNDP, as an outside and neutral organisation, would be in the best position to take a lead. Most LOD coordinator in the bigger municipalities/cities on the other hand, mentioned that they would certainly welcome such platform for improved coordination but most felt that the CSOs should take the initiative.

The outreach and impact of the projects that were implemented by the CSOs over the total lifespan of the LOD project is difficult to substantiate partly because they were very divers in character and partly because the ultimate target group was not included in the evaluation, but one can safely conclude that most of the projects had in their own way an important impact on the lives of people from those groups in society that have in general less access to regular services than the average citizen. In a society that is still recovering from the war traumas, which destroyed all confidence and trust in basic human values, it is difficult to overvalue the importance of these projects that provide a positive perspective to people and show that people in the community care for each other. During the interviews it became

clear that for many CSOs the recognition from the LSU, from their community and from UNDP as an outside organisation regarding the importance of the work they did for their community, was a tremendous boost to their self-esteem and to their image and credibility in their municipality and therefore an important incentive to continue with their work. Several CSOs used the opportunity and extra funds offered by the LOD project to "test" a new approach to support their target groups, in line with the development objectives of the LSU. In most cases this new approach was successful and many of the CSOs visited were able to continue this new way of reaching out to their beneficiaries after the LOD project. Some on a smaller scale due to lack of resources, other on a larger scale, since the project and their new approach helped them to generate other external funding.

Sustainability
The sustainability of the LOD methodology in each of the LSUs that has participated in the LOD project remains fragile since it deals with public resource allocation, which is a political issue and therefore subject to manipulation by politicians for as long as it is not strongly anchored in the local government financial management practice. At present, the actual active continuation or even a further development or wider application of the LOD methodology in a certain LSU depends to a large extent on the personality, the political will and the capacities of the main political leaders, even if the council has adopted a resolution that formalises the use of LOD methodology for CSO grant allocation.

Within the limits of its present mandate, the LOD project has done what it could do to ensure local level sustainability of its achievements and of the continued application of the LOD methodology. In order to enhance the sustainability of the LOD methodology, a broadening of its mandate is required to start working at higher levels of government and to address the regulatory and institutional framework for local government related to grant provision (especially its financial management) and the related organisational capacities of the local governments and on the other hand continue to work on improving the quality of local political leadership. In both areas, the LOD project could make use of the leverage and momentum it has created and it could use this in the next phase to ensure that the LOD methodology becomes even better anchored in the local government system. Not doing so, or not at least trying to do so, would mean a huge loss of opportunity.

Scaling up
In addition, especially because it seems that there is at present a more receptive climate for enhancing transparent CSO funding mechanisms by government in general (to which the LOD project has contributed substantially as we will see later on), it is recommended that UNDP discusses with the EU and relevant government institutions, whether it wants to use the credibility and leverage of the LOD project to assist the Government of Bosnia and Herzegovina at entity and canton level to introduce a more transparent way of grant provision through a similar or slightly adjusted approach and methodology at higher levels of the administration (i.e. canton and entity level) as well. If this is acceptable, it is recommended that the LOD project aims to include one or two cantons governments in the next phase of the LOD project as well, as a pilot, since they are part of the political reality in the Federation of Bosnia and Herzegovina, they do have substantial powers and they do provide grants to non-governmental organisations as well. This will on the hand improve the transparency of their fund allocation but at the same time enhance the awareness and support for changes in the regulatory framework regarding grant provision.

All in all, the LOD project has achieved over the eight years, but especially during the last two years of its fourth phase, almost the maximum that could be achieved within its present mandate. The project has the potential, the maturity, the leverage and the credibility to do more, especially related to scaling up its activities horizontally and vertically, but that would require a broadening of its present mandate.

1.   Introduction

Figure 1.   Administrative map of Bosnia and Herzegovina showing the LSUs that participated in the LOD IV project.
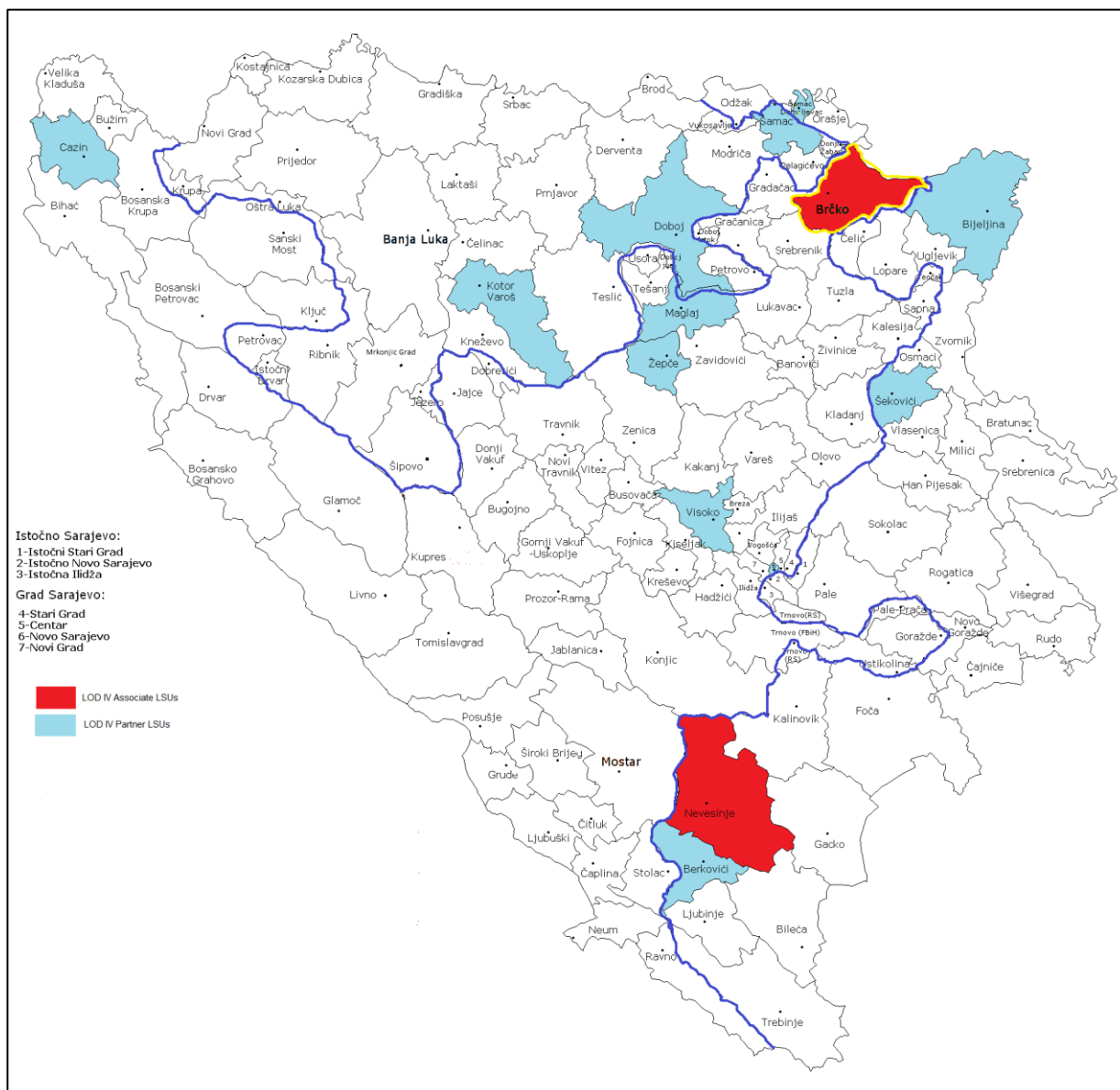
1.1   Short project description

Subsidy and grant disbursement by Local Self-Government Units (consisting of municipalities and cities and further referred to as LSUs) to Civil Society Organisations (CSOs)[2] in Bosnia and Herzegovina is in general not implemented in accordance with basic standards of transparency and accountability. It

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[2] Civil society is comprised of groups or organizations working in the interest of citizens (either for "the general good" or to fulfil the needs of its members) operating outside of the governmental and for-profit sectors. Unless specified differently, wherever this evaluation report refers to Civil Society Organisations or CSOs in Bosnia and Herzegovina it includes service providing organisations and social change organisations, war veteran organisations, sport organisations, and cultural associations, but excludes political and religious organisations.

has therefore in the past led to mismanagement or even abuse of public funds, which has tainted the credibility of both LSUs and CSOs in the perception of the population in the country[3]. Reasons for this lack of transparency in public fund disbursement to CSOs are in general: the lack of an appropriate regulatory framework, the lack of institutional, organisational and individual capacities of both LSUs and CSOs (including the lack of political will to hand over up discretionary powers by local leaders) and a limited level of institutionalised cooperation between LSUS and CSOs at the local level.

Since 2008, UNDP is addressing this challenge in Bosnia and Herzegovina in partnership with the Government of Bosnia and Herzegovina through its Ministry of Justice and with funding from the European Union through its Reinforcement of Local Democracy project (further referred to as LOD), which has completed its 4th phase in August 2016.

The overall objective of the LOD IV project as described in the Grant Application to the European Commission that was approved on the 22nd of November 2013[4] is: ***to contribute to democratic stabilization, conciliation, and further development of Bosnia and Herzegovina through support to selected municipalities in establishing improved local governance/civil society relations and facilitating financing mechanisms for improved service delivery.*** Under this overall objective, three more specific sub-objectives (or outcomes) have been formulated:

1. To establish permanent partnerships between CSOs and local self-governance units by building awareness of the mutual benefits of cooperation, encouraging sustainable dialogue, and building capacity necessary for interaction.

2. To generate unified and transparent mechanisms for disbursing municipal funds foreseen for CSO project-based activities in accordance with local service needs and identified priorities.

3. To encourage CSOs to specialize/professionalise their activities and become more responsive to local needs and less dependent on current donor priorities.

The LOD IV project aims to achieve these objectives by providing technical support to a selected group of ten LSUs and by providing technical and financial support to Civil Society Organisations for the implementation of social services and development projects in these local communities.

The implementation of each phase of the project starts with the selection of participating municipalities/cities through a public call for proposals to all LSUs in the country by using a set of criteria that mainly assess the ability, willingness and motivation of interested LSUs to participate in the project. In the selected municipalities/cities the provision of technical assistance to the LSUs and their local CSOs follows a more or less standardized stepwise approach, which is in practice referred to as "the LOD methodology"[5], which follows the same principles as the ones defined in the application for European Union funds from the Instruments for Pre-accession Assistance (IPA) and consists of:

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[3] See for a more detailed description the following research papers: "Heads or Tails – Government allocations for the Non-Governmental Sector in Bosnia and Herzegovina for 2012" (CiF in BiH and CSPC, February, 2013), the Consolidated Report of the Municipality Assessments in Bosnia and Herzegovina" (RMAP, UNDP, April 2004), Bosnia and Herzegovina, Needs Assessment Report 2013-2015 (TACSO, march 2014).

[4] The approved EU Grant Application Document: Reinforcement of Local Democracy IV, is the basic reference document against which this evaluation has assessed the actual performance and achievements of the LOD IV project.

[5] See for a detailed description of the LOD methodology: LOD methodology for allocation of funds to Civil Society Organisations; practice manual (UNDP, 2013).

1. The training of relevant staff in each LSU in project cycle management and in the LOD methodology;
2. The participatory identification of strategic local development priorities areas for each LSUs for CSOs to contribute to;
3. A public call for proposals for CSOs to submit project proposals for funding (including a basic training for interested CSOs);
4. Evaluation of project proposals by a selection committee consisting of LSU staff and a CSO representative;
5. Allocation and distribution of funds and project implementation by CSOs (including the training and backstopping of these CSOs by UNDP);
6. Project monitoring and analysis of the public call.

1.2   The purpose, objective and the scope of the final project evaluation

The purpose of the final project evaluation is to provide an impartial review of the LOD IV project, in terms of its performance, management and achievements. Additionally, since the LOD project is in its fourth phase of implementation, the evaluation will also assess the overall project effects and impact, covering the project phases LOD I to IV throughout the entire implementation period (2009 to 2016).

The evaluation should therefore examine the overall performance of the project, its inputs and activities, and how the outputs have delivered added value to LSUs and CSOs. In a substantive analysis of the effectiveness of the project approach, the evaluation should assess cause and effect relations within the project, identifying the extent to which the observed changes can be attributed to the LOD project.

Specific objective of this final project evaluation is twofold:
- To identify and assess a number of elements to determine the LOD IV project's achievements and constraints, including project's **relevance, performance, results, efficiency, effectiveness, impact and sustainability,** so as to provide an objective evaluation of the Project. The focus will be on reviewing, evaluating and making recommendations regarding the implementation of the LOD IV activities within 14 partner LGs.
- To review the overall long-term effects and impact of the entire LOD project (phase I to IV) with focus on the influence of 289 implemented CSO projects on the individuals and groups in local communities.

Based on the overall findings, the evaluation is expected to provide actionable, forward looking recommendations to the European Union and UNDP for refining and scaling up support, and identify lessons learned and best practices to enrich future country and regional programming in the field of local government/civil society relations and promotion of the role of civil society in service delivery.

Figure 2 below presents the hypothetical result chain of the LOD IV project as presented in the original project document, which has been verified by this evaluation using the five standard evaluation criteria used by UNDP, being efficiency, effectiveness, relevance, impact and sustainability.

Figure 2.   Simplified result chain of the LOD IV project.
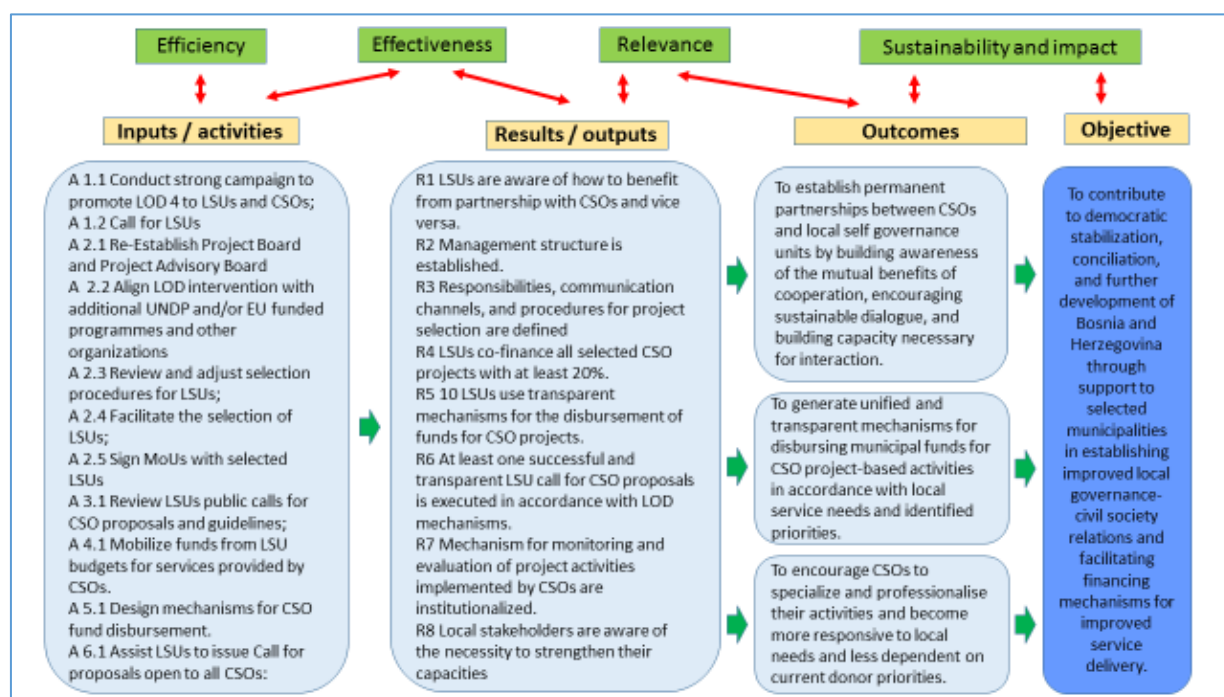
In order to get a full picture of the effectiveness and impact of the project, the evaluation widened its perspective by including the LSUs, CSOs and projects that were implemented during the former stages of the LOD project (i.e. between 2009 and 2014) in order to be able to assess the impact of the project on the governance processes in these municipalities over a mid-term time frame and to assess which elements of the LOD approach have actually been institutionalised or not and why this has happened. This also enabled the evaluation to collect data and information on the actual impact of the 289 implemented CSO projects on the living conditions and wellbeing of the population in these communities. Such analysis provides useful conclusions and recommendations for the formulation and implementation of the next stage of the project in Bosnia and Herzegovina and the wider region, while it also provides UNDP with an indication of additional interventions that are required to further anchor these improvements in regular local governance processes as well as the potential for scaling up some aspects of the LOD approach.

In order to be able to provide a well-informed judgement on each of the five evaluation criteria, the evaluation used the following four core questions as guideline, of which the first three questions are linked to the result chain steps in figure 2 above and relate to the content of the project, while the fourth question relates to important management processes that have affected the outputs and outcomes of the project. See for a detailed overview of both core and guiding questions Annex 2.

1. Have the intended activities of the LOD IV project been implemented in accordance with the approved project document and where they completed successfully and in the most efficient way?

The evaluation looked at the actual implementation of all activities and assessed whether the project resources have been used in accordance with UNDP standards and quality criteria and whether value for money has been obtained. It also looked at how the LOD IV project responded to the urgent request from both the government of Bosnia and Herzegovina and the EU to assist a number of selected LSUs in the aftermath of the flood disaster that occurred in May 2014.

2. Did the activities that were implemented by the LOD project contribute to:
- *Establishing permanent partnerships between CSOs and local self-governance units;*
- *Generating unified and transparent mechanisms for the disbursement of municipal funds for CSO project-based activities in accordance with local service needs and identified priorities;*
- *The professionalization and responsiveness of CSOs.*

If these objectives have been achieved, can we find indications that this has contributed to a "democratic stabilization, conciliation, and further development of Bosnia and Herzegovina"?

These questions relate to the outcome of all the four phases of the LOD project and relate to the effectiveness and impact of the project; the extent to which project outputs are instrumental for achieving the outcome of the project. Was, in hindsight the original project rationale or theory of change as reflected in the assumed causal relationship between implemented activities, outputs and outcomes, correct?

In order to answer these questions, the evaluation looked at the effect of the activities that have been implemented by the project and its cooperation with other projects/interventions, not only during the two years of the LOD IV project, but also during the six years of the previous phases as these potential effects should have crystalized out even more over time, while possible bottlenecks that might have hampered the achievement of these outcomes should also be more visible after a period of time.

In addition, the evaluation aimed to get an indication of the impact of all the 289 projects that have been implemented by the CSOs over the last seven years as part of the LOD project on the living conditions and wellbeing of the inhabitants in their respective communities. Given the limited scope of the evaluation, a full perception survey of the ultimate beneficiaries of the projects was not possible and therefore the evaluation addressed this question in an online survey and interviews that were held with the direct project beneficiaries. By including a selection of municipalities of the first three phases in the field visits and by integrating them in the survey, the evaluation aimed to find sufficient evidence to be able to draw well justified conclusions on these two related questions. In addition, it will assist the evaluation in making a well-informed judgement about the relevance of these results and outcomes.

3. Are the outcomes institutionally, organisationally and financially sustainable beyond the duration of the project?

Did the LOD IV project design and implement an exit strategy for UNDP and other supporting partners to ensure that the results that have been achieved will continue beyond the life cycle of the project, sufficiently addressing the institutional, organisational and financial sustainability requirements?

Have the institutional and organisational capacities of the implementing partners at local level (Local Government and CSOs) been raised to a level, such that they can continue with the LOD methodology without external support and are sufficient financial resources made available for such continuation?

What could the project have done more or better to achieve long-term sustainability of the LOD methodology and what could be done more (by UNDP and/or others) within the limitation of the present political-economic context of Bosnia and Herzegovina to enhance the sustainability of the results after the project has come to a closure?

4. To what extent have internal management processes and external relations of the LOD IV project contributed to the successes or failures of the project?

While the answers to questions 1 to 3 provide valuable information on the content and actual success of the LOD project, the evaluation will only be able to answer the "why" questions adequately by relating the actual performance to internal and external project processes. In addition to the above content related questions, the evaluation has therefore assessed the quality of the following processes:
- The overall management approach of the LOD IV project;
- the functioning of UNDP quality assurance mechanisms;
- the functioning of decision-making structures and procedures;
- internal communication;
- risk management;
- progress monitoring and the use of monitoring data (including gender disparities);
- synergy with other projects/interventions;
- participation of stakeholders;
- ownership and effectiveness of the partnerships (incl. the functioning of the project board);
- coordination with other development partners in the field of decentralisation/strengthening local governance;
- external communication; and
- accountability of the project management.

1.3   Methodology

The evaluation used a combination of the following research methodologies in order to collect relevant data and information to address the above mentioned questions.

1. Desk review of relevant documents
At the start of the evaluation, the evaluator conducted a review of the following documents:
- A review of background documents related to EU and UNDP policies and programmes in Bosnia and Herzegovina;
- A study of relevant research documents related to the functioning of local government and civil society in Bosnia and Herzegovina in general;
- An analysis of regular project related data and reports from the UNDP M&E system, like Project Progress Reports, Annual Work Plans and Annual Reports, minutes of project board meetings, LSU baseline reports, the LOD methodology guidelines, etc.;
- A review of project evaluations and related management responses implemented during the former phases of the LOD project;

2. Interviews with key stakeholders
In-depth interviews were held with project and programme management staff and team leaders from related UNDP projects (Strengthening the Role of Local Communities/Mjesne zajednice (MZ) Project and Integrated Local Development Project), with members of the project board and project advisory board and with national level partners and stakeholders (European Union, BiH Ministry of Justice, the two Associations of Municipalities and Cities, the Capacity Building of Government Institutions (CBGI) project and the Technical Assistance to Civil Society Organisations (TACSO) project;

3. Surveys

Two online surveys were conducted using Surveymonkey. One survey was conducted among all the CSOs that have participated so far in the LOD project over the last eight years. 147 CSOs out of 234 CSO (or 63%) completed the questionnaire. A second survey was conducted among the LOD coordinators in the 50 LSUs that participated in the LOD project. 35 or (70%) of the LOD coordinators completed this survey.

4. In-depth interviews with project beneficiaries

In-depth interviews were held with LOD coordinators and a selection of CSO representatives in 16 representative cities and municipalities (eight in the entity of Federation of Bosnia and Herzegovina (FBiH) and eight in the Entity of Republika Srpska (RS), eight LOD IV and eight LOD1-3, several small in population size, several medium and the remaining relatively large in population size). As a result, a total number of 16 LOD coordinators and 40 CSO representatives were interviewed. A list of municipalities that were visited and the people that were interviewed is provided in Annex 3.

5. Validation workshop

At the end of the mission, a validation workshop was organized, in which several resource persons from the LSUs and CSOs and the project board members participated to validate some of the initial findings and discuss several draft recommendations.

1.4   Country and sector background

In order to be able to understand the relevance and possible effects of the LOD project, one has to be aware of the general socio-political context of the country as well as the role and functioning of both LSUs and CSOs in the governance system of Bosnia and Herzegovina. It is however not the objective of this evaluation to conduct a full analysis of this socio-political situation since several good studies have been implemented recently. A short overview of the present situation is presented below to illustrate the complexity of the context in which the LOD project operates.

Local Government in Bosnia and Herzegovina

The administrative organization of Bosnia and Herzegovina is structurally defined by the Dayton Peace Accords. The country is composed of two entities - the FBiH and the RS - and the Brčko District as a single administrative unit of local self-government. The Federation of Bosnia and Herzegovina is again subdivided in ten Cantons, which have substantial executive and legislative power. As a result, the country has 13 constitutions, which complicates decision-making and legislative processes, since the authority and powers of the state (as the national level of government, but also as an institution) are continuously contested by the other levels of government in Bosnia and Herzegovina.

Including Brčko District, there are 145 Local Self-government Units – 80 are located in the FBiH (74 municipalities and 6 cities) and 64 are in the RS (58 municipalities and 6 cities). The average population size of a LSU is approximately 26,000 inhabitants, which is relatively large in comparison to the EU average of 5,580 inhabitants. Currently, 30 local self-government units are classified as "extremely underdeveloped" and 31 are "underdeveloped;" in combination, low-development localities amount to more than 40% of the total[6].

According to Dr. Vesna Bojičić-Dželilović, "Decentralisation and regionalisation in Bosnia and Herzegovina have been primarily approached as a way to redefine the governing framework

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[6] UNDP (2013): UNDP policy paper. Integrated Local Development in Bosna and Herzegovina 2014-2020; a joint approach to realising the potential of each locality. Page 2

established under the Dayton Peace Agreement with the primary aim to facilitate ethnic conflict management in the aftermath of the war". "…strong local political interests to preserve the status quo in terms of powers and resources vested in the intermediate levels of government (i.e. the two entities and the cantons in the Federation of Bosnia and Herzegovina) have…resulted in a fragmented institutional and policy framework for the provision of public services and an overall poor quality of service delivery across the country."[7] "Decentralisation and regionalisation have foremost been approached through an identity politics lens and in response to demands for territorial delineation, rather than from its functional role in the context of building multi-level system of governance to improve development outcomes as a prime concern"[8]. The key obstacle to decentralisation may not be systemic weaknesses, but outright political opposition.[9]

While the laws on local governance have been adapted several times in both entities in order to align local legislation with the principles of the European Charter of Local Self Government, the actual experience and practice of local governance in Bosnia and Herzegovina remains rather different from what the normative framework would imply, which has repercussions on the public service delivery outcomes.[10] In the FBiH even more so than in the RS, since the split in regulating local government matters between the entity and the cantons has contributed to a system of overlapping responsibilities and unclear and unfunded local government mandates. This has all resulted in inadequate levels of administrative and fiscal capacities of local governments.

Nevertheless, LSUs are politically and administratively autonomous units with their own competences and revenue-raising powers, and with directly elected mayors and councillors. They all have the same rights and responsibilities, despite considerable differences in the size of their populations, their territories, and their administrative and fiscal capacities. They have the exclusive service provision responsibility for waste management, water provision, local roads and sanitation, and share the responsibility for the provision of basic education, health, housing and social welfare with the canton governments (in the FBiH). Regarding these shared functions, the cantons are primarily responsible for policy development while the LSUs are responsible for actual implementation, but in practice, the cantons have executive functions as well. In general, local governments are responsible for spatial planning at the local level, as well as for the creation of development programmes and plans. Importantly, local governments maintain the right to borrow, which allows access to finances necessary to fund capital investments[11].

The legal and institutional framework related to local governance in Bosnia and Herzegovina is different in the two entities[12].
- In the RS, the Ministry of Administration and Local Self-Government (MALSG) is the key institution in charge of local government issues.
- In the FBiH, no equivalent counterpart (in the form of a designated Ministry) exists; the primary responsibility for local government rests with the Ministry of Justice (responsible only for general oversight of application of Law on Principles of Local Self-Governance) and the cantonal

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[7] Dr. Vesna Bojičić-Dželilović (2011): Decentralisation and Regionalisation in Bosnia-Herzegovina: Issues and challenges. Research paper no. 2 2011 LSEE papers on Decentralisation and Regional Policy 2011. Page 1

[8] Ibid page 2

[9] UNDP 2005: Bosnia and Herzegovina National Human Development Report 2005. Page 135

[10] Vesna Bojičić-Dželilović (2011): Decentralisation and Regionalisation in Bosnia-Herzegovina: Issues and challenges. Research paper no. 2 2011 LSEE papers on Decentralisation and Regional Policy 2011. Page 15

[11] UNDP (2013): UNDP policy paper. Integrated Local Development in Bosna and Herzegovina 2014-2020; a joint approach to realising the potential of each locality. Page 3

[12] The paragraphs below are an update from the institutional framework as presented in the LOD II Mid-Term Review. UNDP (2013): UNDP Bosnia and Herzegovina Municipal Training System 2 project Mid Term Review.

governments. Their relations with the municipalities in their jurisdictions vary significantly, depending to a large extent on political objectives and local power dynamics.

LSUs still have limited success when it comes to developing viable projects and attracting external funds to add to their often dwindling budgets. Besides lacking project capacities, major challenges relate to the procurement of goods and services, to urban/spatial planning, asset management, treasury and programme-based budgeting, non-administrative service management and delivery, and vulnerability to corruption.[13]

LSUs have the mandate to provide grants and subsidies to CSOs in their jurisdiction and they have the freedom to define the height of the total budget for non-governmental organisations as well as the amount allocated to each organisation. Usually the total budget for CSOs is defined (or at least endorsed) by the council as part of their overall budget approval, while the allocation of funds to individual organisations can be decided upon by the administration. Some LSUs have one budget line for all grants and subsidies to CSOs, while others have divided the budget according to sectors/departments that oversee the activities of a group of organisations (like sport, culture, social welfare and war veterans). In bigger municipalities and cities, the actual allocation of funds is delegated to heads of departments (still requiring approval from the Mayor) while in the smaller municipalities the Mayor is often directly involved in the distribution and allocation of funds. As a result, no universal standardized mechanism for the allocation of CSO grants and subsidies by LSUs exists.

In both entities there is an Association of Municipalities and Cities (AMC), representing the interests and lobby on behalf of local government institutions at entity level. They are financed mainly from their membership fees, which is in general not sufficient to carry out all their functions as required. Their capacity is therefore limited and dependent on external project based funding. They nevertheless play an important (potential) role in the LOD project regarding the possible scaling up of the LOD methodology to the remaining LSUs, to provide backstopping support to LSUs that have participated in the LOD project as well as for lobbying at the entity level for changes in the regulatory framework related to subsidy and grant provision by LSUs to CSOs.

Civil Society in Bosnia and Herzegovina
Due to the specific constitutional and legal structure in Bosnia and Herzegovina, there are various laws and regulations at different levels of government that regulate the establishment and operation of Civil Society Organisations. The main law affecting CSOs is the Law on Associations and Foundations of BiH.[14] While the right to form associations and foundations is defined in the various constitutions, different registration procedures continue to exist at different levels of government. Registration is important, because it carries the right to receive public funds from the administration where the CSO registers. As a result, there is no general registry for CSOs and there is no clarity about the total number of CSOs in the country as well as their level of activity[15].

Related to the complex political situation in Bosnia and Herzegovina, little progress has been made over the last 20 years regarding the development of an overarching policy and related strategy with regard to the cooperation between the various levels of Government in Bosnia and Herzegovina and civil society. In 2007, the Council of Ministers adopted a cooperation agreement between the Council

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[13] UNDP (2013): UNDP policy paper. Integrated Local Development in Bosna and Herzegovina 2014-2020; a joint approach to realising the potential of each locality. Page 4

[14] Official Gazette of Bosnia and Herzegovina, No: 32/01, 42/03, 63/08 and 76/11

[15] Kronauer Consulting (2009): Civil Society; Contributions to the development of the strategy on establishment of an enabling environment for civil society development in Bosnia and Herzegovina.

of Ministers and the non-governmental sector in Bosnia and Herzegovina, that recognized the need to establish an institutional framework for cooperation, but until recently not much has been done to operationalise this agreement, which reflects the limited political will to address these issues.

Partly as a result of this lack of attention for policy development and the insufficient institutional framework, funding mechanisms between various levels of government and CSOs and their related financial and legal regulations are not uniform and are not clearly specified and integrated into standard administrative practices (like the budget law or audit requirements). This results in lack of transparency with regard to the allocation and distribution of public funds to CSOs as well as limited transparency in the utilisation of these funds by CSOs. The total amount of public funds distributed by the government in Bosnia and Herzegovina to CSOs was in 2011, the last time when such data were collected, roughly 80 million BAM (or 46 million US dollars) of which 51 % was distributed through the LSUs[16]. According to most people interviewed, this total amount has in general declined over the last few years. Note that the total amount distributed to CSOs includes subsidies and grants to social service providing or developmental CSOs as well as sports organisations and war veteran associations.

According to various studies, civil society in Bosnia and Herzegovina is in general terms characterised by a lack of social capital (limited volunteer activism), it is fragmented, institutionally weak and financially unstable and most organisations are not transparent in the utilisation of their resources. As a result, there is in general an unfavourable public perception of the general social benefit of their work.[17]

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[16] TACSO BiH, (2012); Financial support of Public Institutions to Non-Governmental Organizations in Bosnia and Herzegovina in 2011.

[17] Kronauer Consulting (2009): Civil Society; Contributions to the development of the strategy on establishment of an enabling environment for civil society development in Bosnia and Herzegovina. Page 144-145.

2.   Key Findings

2.1   Project approach and project design

2.1.1 Relevance of project intervention

The relevance of the LOD project concerns the extent to which the project addresses national development priorities, local needs and is responsive to the development objectives of UNDP and the EU in Bosnia and Herzegovina. This paragraph therefore addresses the LOD project in general and does not limit itself to phase 4 only.

Relevance to the development of Bosnia and Herzegovina

As mentioned earlier, the Government of Bosnia and Herzegovina has not yet formulated a specific policy regarding its intended objective and modalities for future cooperation with civil society in the country. The creation of an enabling environment for civil society to operate effectively, does however fit in the overall objective of the Government of Bosnia and Herzegovina to strengthen its internal democratisation processes as part and parcel of the intended EU integration policy as formulated in the Stabilisation and Association Agreement.

Furthermore, the role of civil society in the country's development is acknowledged in the Country Strategy of Development (2010-2014): "After acquiring the candidate status, additional opportunities for financing social inclusion policies will open, and this process will introduce innovations in the area of cooperation between public and civil sector in preparation and implementation of policies. Consequently, this will contribute to strengthening social capital and greater cohesion in the society, what is a basis for further BH development".[18]

Despite these good intentions, not much has been achieved over the last few years at the national level in terms of improving government - non-government partnership, partly due to the lack of political commitment and partly due to the political stalemate situation at national level that hampers systemic institutional reforms, while at the same time CSOs are collectively too weak to lobby for such change as well. Change in democratic government in Bosnia and Herzegovina will therefore only happen from the bottom upwards by creating enough momentum and demand for the systematic introduction of democratic practices from local government and civil society combined. In this setting, the LOD project through its focus on three related outcomes being; improved local level collaboration between local government and civil society, more transparent funding mechanisms for CSOs and capacity development of CSOs, has the right combination of intervention mechanisms to achieve direct results and trigger more demand for higher level institutional reform, which potentially have a wider impact, generating more awareness for the need for more transparent and effective spending of public funds by government in general.

This "indirect" approach to institutional reform takes of course time before any effects materialize, which justifies the continuation of the project over a longer period. As we will see later on, during this 4ᵗʰ phase, the first signs are emerging that the project due to its success at the local level, the growing mass of LSUs utilising the "LOD methodology" and its visibility and credibility is gradually generating support for institutional changes at the higher levels of government, like the demand for the application of the same practices of transparent funding of CSOs at the canton and entity level as well

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[18] Strategy of Development of BH, BiH Directorate for Economic Planning, May 2010, (p 113-114), available at www.dep.gov.ba. The strategy has however never been adopted formally.

as the demand for a change in the regulatory framework, which will in some way formalise the "LOD methodology".

Relevance to the EU development support to Bosnia and Herzegovina
Not only is the LOD project and approach highly relevant for the specific socio-political context and development objectives of Bosnia and Herzegovina, it is also well tuned to the EU policy with regard to supporting Bosnia and Herzegovina's aim to become an EU member state.

The EU Country Strategy for Bosnia and Herzegovina[19] stresses the importance of institutional reform and an active inclusion of civil society in governance processes. "EU assistance aims to support Bosnia and Herzegovina to implement principles of good governance and to improve its public sector management, in particular to strengthen public administration reform, including public service delivery, economic governance and public financial management. The Commission grants great importance on the involvement of civil society in the pre-accession process, thus also contributing to foster the citizens' understanding of the reforms that Bosnia and Herzegovina needs to complete to qualify for EU membership. This should also help ensuring EU accession is a broad based and well-understood process, which is ultimately crucial to achieving a well-informed decision on EU membership at the end of the pre-accession process".

As a result of the support provided by the EU, "the cooperation between civil society organisations and public institutions will improve. Capacities of civil society organisations to increase their autonomy, representativeness and accountability, as well as their membership base, fundraising and effectiveness, will be strengthened".[20]

In its specific policy with regard to supporting civil society in Bosnia and Herzegovina, the EU aims to create a conducive environment for civil society to operate and build the capacity of CSOs to be effective and accountable independent partners. In addition, it wants to: "improve transparency in funding of CSOs from public budgets and improve the cooperation between municipal governments and CSOs".[21]

The EU intends to do so by: "aiming for longer term contracts, recognising that capacity building and advocacy work requires time and resources; moving away from project based support to a more flexible approach that fosters partnership and coalition building; and doing more to reach out to grass-root organisations, in particular through re-granting and flexible support mechanisms to respond to their immediate needs".[22] By focussing on achieving its three outcomes in a selected group of municipalities, the LOD project is completely in line with the EU policy on support to civil society and highly relevant for the EU to achieve the above-mentioned targets.

The LOD project is one of three projects supported by the EU that aim to improve the enabling environment for and the actual functioning of civil society in Bosnia and Herzegovina.

The second one is the **Capacity Building of Government Institutions (CBGI)** project implemented by Kronauer Consulting. The overall purpose of the CBGI project is to provide capacity building services

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[19] EC (2014); Instrument for pre-accession assistance (IPA II); indicative strategy paper for Bosnia and Herzegovina (2014-2017).

[20] Ibid. Page 12 and 13.

[21] EC (2014); Instrument for pre-accession assistance (IPA II) 2014-2020; Bosnia and Herzegovina Civil Society Facility Programme 2014-2015

[22] DG enlargement (2013); Guidelines for EU support to civil society in enlargement countries 2014-2020. Page 3.

to the State, the two entities and the Brčko District government in the development of institutional mechanisms and practical instruments for stronger cooperation between the higher level government and civil society in order to enable these governments to engage in more fruitful dialogue and in more efficient and more organized cooperation with civil society in mutual interest. It does so through policy advice as well as through the development of consultation mechanisms like an online consultation instrument to consult civil society on draft legislation (e-consulting), the establishment of coordination offices for CSOs in each sector ministry, etc. CBGI will enter its third phase in September 2016.

The third one is the **Technical Assistance for Civil Society Organisations (TACSO)** project. The aim of the TACSO project is to strengthen the overall capacities and accountability of the Civil Society Organizations (CSOs) within the countries benefitting from the Instruments for Pre-Accession Assistance arrangement of the EU in the Western Balkans and Turkey and to guarantee the quality of services and a sustainable role of the CSOs in the democratic process. The main objectives of the project are:
- To increase and improve the capacity and actions of CSOs, and
- To improve the democratic role of CSOs.

TASCO aims to do so mainly through the provision of training to increase the capacity of CSO representatives in a number of key areas, including citizen's participation, advocacy/lobbying, managing EU projects, Human rights etc. During LOD 1 and 2, TACSO provide project cycle management training to CSO's participating in the LOD project, which were in LOD 3 and 4 organised by the LOD project directly, due to lack of capacity of TACSO to deal with these demands

Relevance to the UNDP Country Programme

The LOD project features in UNDP's Country Programme Document for Bosnia and Herzegovina (2015-2019) under the programme priority "access to services and employment opportunities for the most vulnerable". Since the LOD project addresses two of the three common denominators mainstreamed across UNDP's work areas, which are governance and better access to and quality of public services, it has a potential positive impact on some of the other programme priorities as well, partly through the improved cooperation between CSOs and LSUs, but also through the actual realisation of CSO implemented projects in the areas of services for vulnerable groups, employment generation, environmental protection, flood recovery, etc.

Since the LOD project addresses these cross-cutting denominators, it has a strong potential for creating synergy with other projects and programmes implemented by UNDP (see table 1 below).

Table 1.   Overview of related projects implemented by UNDP in Bosnia and Herzegovina and synergy with the LOD project.

Project	Brief description and relation to LOD IV
ILDP	**Integrated Local Development Project, ILDP II** (2012-2016), funded by the Government of Switzerland, provides support to strengthen local development planning and the realisation of local strategies in Bosnia and Herzegovina. The project aims to provide a "bridge" between the strategic and budgetary frameworks of local and higher levels of government and also provides assistance to 40 local governments to design their integrated local strategies and to successfully implement them in partnership with their communities. UNDP is in the process of formulating the next phase of the project. In almost half of the LSUs in which LOD has worked so far (24 out of 50), ILDP has also worked in the past. In these cities or municipalities, one can notice a stronger link between the projects implemented by the CSOs and the development strategies and priorities that have been developed with assistance from ILDP, on the one hand ensuring that these projects are better targeted to the needs of the people, and on the other hand enhancing the capacity of these LSUs to realise their strategic plans.

LID	**The Local Integrated Development project (2016-2018)** (funded by the EU) seeks to improve the standard of living of more than 100,000 people in Bosnia and Herzegovina by supporting inclusive and sustainable socio-economic development, enhancing good governance practices and development of local infrastructure and services, especially in flood-affected areas, and cities and municipalities with a large number of returnees and internally displaced persons. 12 out of the 21 municipalities receiving assistance from the LID project are former LOD municipalities. In these municipalities the LOD project laid a solid foundation for the further improvement of good governance practices through its focus on improved transparency, participation, communication and accountability.
MZ	The objective of the **Strengthening the Role of Local Communities/Mjesne Zajednice (MZs) project** (2015-2019) is to improve the quality of life of the citizens of Bosnia and Herzegovina, through enhancing local services and increasing democratic accountability and social inclusion. The project purpose is to foster the engagement of citizens in municipal decision making, in the provision of municipal quality services and in the implementation of local development initiatives by reinforcing the democratic role of MZs in Bosnia and Herzegovina. The MZ project will work with small CSOs at the local community level (partly in the same municipalities in which LOD has worked) and will use the LOD methodology to ensure transparency in project selection and implementation.

Source: LOD IV project documents, supplemented with information provided by the relevant project staff.

Relevance of the LOD project to the participating LSUs

Improving the transparency and quality of decision-making processes at the local level regarding the allocation of public funds by the LSU is very important for improving more transparent and effective public spending and by doing so for enhancing the trust of citizens in their local government institutions and through that the legitimacy of the institution in general. The allocation of grants to CSOs is one of the most visible forms of spending public funds by the LSU and, if it is not done in a transparent manner, might easily lead to (true or false) allegations of mismanagement of public funds or nepotism by decision makers. In addition, a more active involvement of CSOs in service delivery related to the realisation of local development priorities will assist the municipality as a whole to address at least part of the needs of groups of people that are at present not reached through its regular service provision mechanisms because the LSUs lack the capacities or resources to do so. Finally, by addressing very practical local needs and problems in a collective manner LSUs and CSO start working together and get used to cooperation and collective decision making, thus making the decision-making process more inclusive and transparent.

In order to assess the relevance of the LOD project and methodology for improving grant distribution by LSUs to CSOs from a LSU perspective, the survey asked the LOD coordinators to rate the relevance or usefulness of the LOD methodology on various aspects. The results are presented in figure 3.

Figure 3.   Usefulness of the LOD methodology for transparent fund allocation as perceived by LOD coordinators phase 1-4. (N=35)
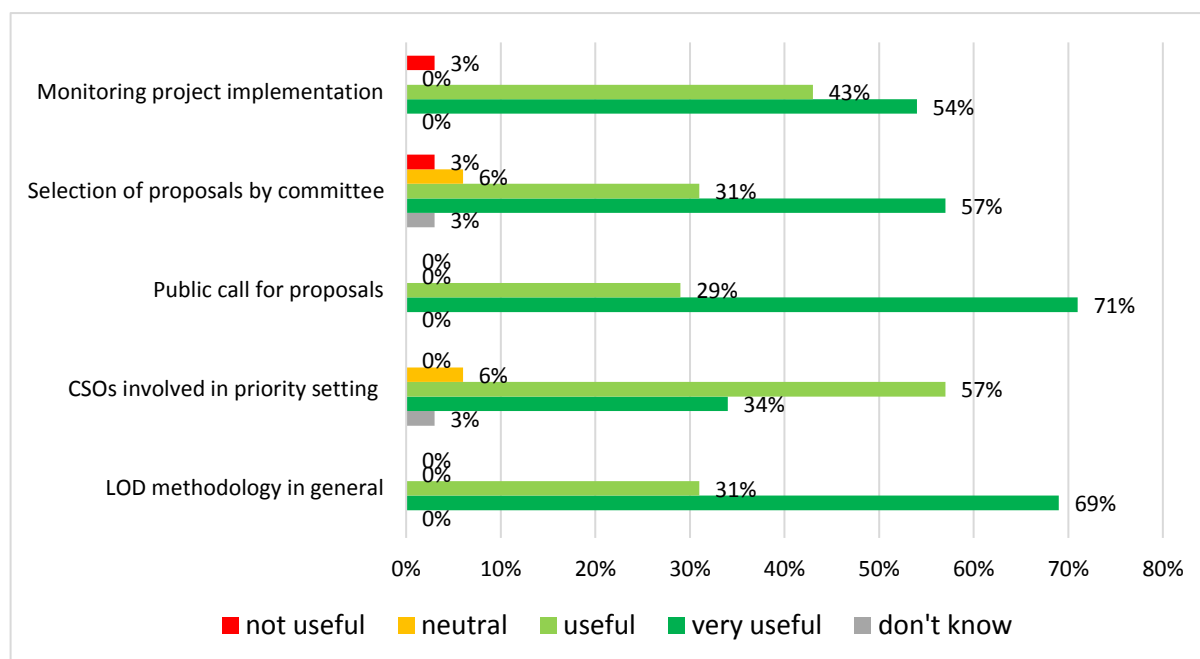
Source: UNDP LOD coordinator survey, August 2016[23]

All LOD coordinators found the LOD methodology in general either useful or very useful for fair and transparent decision making regarding the allocation of funds to CSOs. Relatively, the "public call for proposals" element of the LOD methodology received the highest score and the "involvement of CSOs in priority setting" the lowest score on the criteria of usefulness. When comparing the scores from the LOD coordinator whose LSUs participated in phase 1-3 (25) with those of the LSUs that participated in LOD IV (11),[24] the scores of the LOD IV coordinators were even higher (83% very useful, 17% useful) than those of the LOD coordinators 1-3 (64% very useful, 36% useful), indicating (since the number of respondents is too small to draw more firm conclusions) that over time, the perceived need for more transparent grant allocation mechanisms at local level has increased.

Relevance for the ultimate target group of the LOD project
By addressing the needs of the more vulnerable or neglected groups in society, through the selection process of projects implemented by CSOs at the municipal level, the LOD project is highly relevant for these groups in society, since their needs are in general insufficiently addressed through the regular government mechanisms for service provision. Not only are their needs or concerns directly addressed through the work of local CSOs, but through the LOD project their needs, but also the potentials of these groups to contribute to society, become more visible at the local level, which creates an opportunity for CSOs to lobby for more structural solutions to their specific needs with the local government.

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[23] Note that due to the rounding off of percentages they do not always add up to 100%.
[24] Note that one LSU participated in LOD I-III and again in LOD IV.

2.2.2 Project design and project approach

In general, the project design as reflected in the project documents for the LOD phase IV meets all UNDP planning quality standards[25]. The original formulation of the LOD project was done in a participatory manner and based on experiences from the Sustainable Transfer to Return-related Authorities (SUTRA) project, a former UNDP project working with LSUs. The project rationale followed that of earlier LOD phases and is straight forward and in hindsight realistic. The logical framework is comprehensive and complete and clearly result based, except for the outcome indicators.

Strong elements of the design of the LOD project and approach:

1. In general, the approach used by the LOD IV project to tackle the problem of non-transparent funding mechanisms that are used by LSUs to support local CSOs, is appropriate and, as we will see later on, one of the main factors contributing to its success. A simplified Theory of Change of the LOD Project is presented in figure 4.

Figure 4.   Simplified Theory of Change of the LOD project.
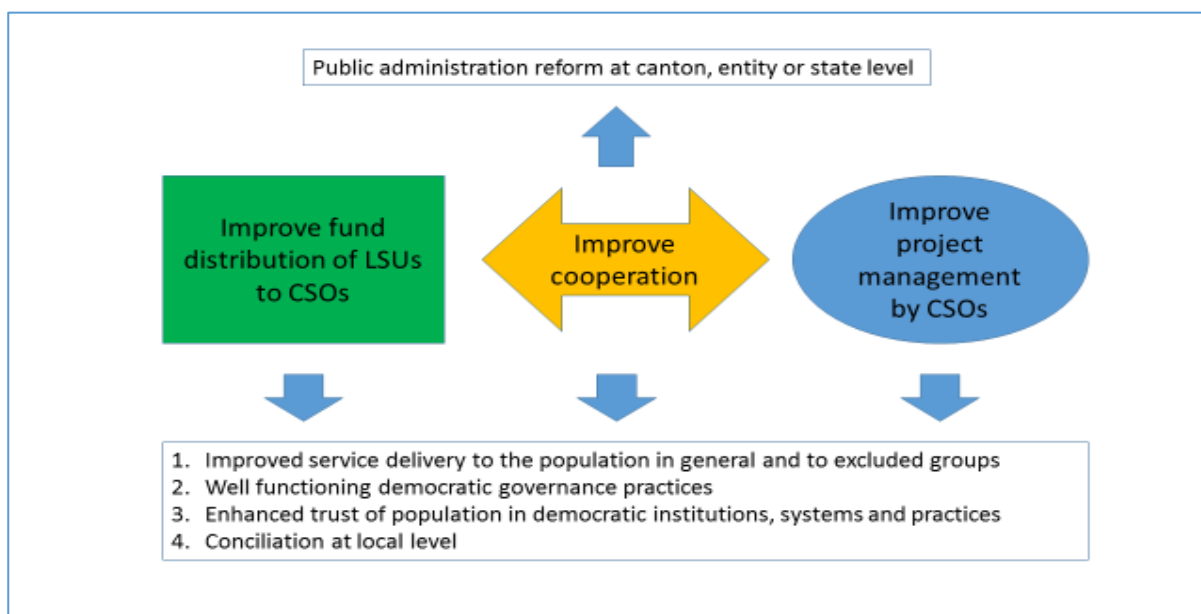
The "LOD methodology" is a technically sound and not too complex instrument that triggers, at least in its design, several positive spin off effects at the local level related to improved governance. Since the LOD project itself is not involved in the actual selection of strategic development priorities at local level, but stimulates the local stakeholders to conduct that analysis collectively, it generates a high level of local ownership over the whole CSO project selection and implementation process.

2. The LOD project has adopted a multi-stakeholder approach and is bringing the theory of "collective action" into practice. It brings together stakeholders at both the demand and supply side of democratic governance to resolve practical development problems and provides both the local government as well as the civil society players with the minimum capacities to play their role in the process of collective action. In addition, certainly in theory, it introduces the

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[25] Note that when this evaluation refers to "the project documents of LOD IV", it refers to both the EU Grant Application Document: Reinforcement of Local Democracy IV, as well as the Inception Report of LOD IV, covering the period June-October 2014, which follows more than the Grant Application document the standard UNDP Project Document template.

principle of mutual accountability to the local players involved in the project. LOD is therefore not a local government project and neither a CSO project but a true "local governance" project.

3. By focussing on practical development problems at the local level that require collective action of both LSUs and CSOs, since these problems do not fall in the exclusive domain of either of them, the LOD approach not only brings them together to tackle these problems collectively, but it also generates the awareness on both sides that some form of institutional reform in the way in which public funds at the local level are distributed is required in order to sustain and further develop effective partnership in future.

4. The LOD project uses, since its inception in 2008, a "process approach" regarding the way it interacts with its partners and beneficiaries. It does not come with fixed solutions, but learns together with its beneficiaries or partners, seeking solutions for local problems and gradually gaining experience in what works and what not in a specific local socio-political context. It adjusts the content and intensity of its technical assistance to the specific needs of the project beneficiaries and partners and is highly responsive to changing circumstances (like as we will see later on, its response to assist municipalities affected by the floods in 2014).

5. The LOD project introduced several competitive elements in its methodology with the objective to improve the quality of applications, both in the selection of LSUs that could participate in the LOD project, as well as in the selection of CSOs and their projects at the local level. Later on we will see whether this has indeed worked in the way it was intended.

Project design elements that require attention:
The approach and design of the LOD project is in theory very strong. Nevertheless, there are also a few areas in the project description that require further reflection by UNDP and which could then be integrated into the project design and description for the next phase of the project.

1. The LOD IV project has maintained its original problem analysis and intervention logic over the eight years it has been in operation, which is justifiable given the fact that during this period there have not been any substantial changes in the context of the project with regard to the operations of LSUs or CSOs in BiH in general. The project has over these eight years learned various valuable lessons related to what works and what does not work in practice and these lessons have over time gradually been integrated into the LOD project approach during phase I to III, like the development and adjustment of the LOD methodology guide, the improved training for CSOs in Project Cycle Management, etc. At the start of phase IV, some additional changes were introduced, like the promotion and capacity development by AMCs, the provision of technical assistance to LSUs in executing their own calls for proposals for CSOs, the more stringent criteria for selection of LSUs, etc. The project documents for phase IV could have had a clearer and more elaborate "lessons learnt" chapter, which would have presented a stronger rationale and justification for these changes.

2. As a result of the limited mandate of the project to focus exclusively on the local level and not deal with related and necessary adjustments in the institutional or regulatory framework, neither the LOD project documents, nor the UNDP Country Programme Document 2015-2019 contain an explicit long term ambition or vision of UNDP regarding the future of the LOD project or a further dissemination and scaling up of its achievements. It is therefore not clear from the project documents whether UNDP (and the EU) ultimately aim to support almost all LSUs in BiH until they all have embraced the LOD methodology including almost all grants and subsidies provided by the LSUs to non-governmental organisations, i.e. including sports

organisations and war veteran associations. If UNDP (with support from the EU) aims to do so, does it intend to achieve that target by implementing more LOD phases until all LSUs are covered (i.e. roughly five more LOD phases of 20 LSUs each), or does it want to achieve the dissemination of the LOD methodology to the remaining LSUs in a different manner by creating and in country support structure (like through the AMCs)? It is important to address this question at this stage, not only because it affects the long term strategy and will help to develop an exit strategy but also because the choices made will e.g. affect already the selection of LSUs for the next phase. If UNDP continues to roll out the LOD methodology in the same manner as at present, it can afford to continue selecting the "most promising" LSUs, if however it wants to switch to a different approach to reach (part of) the remaining 94 LSUs in a different manner (e.g. through the AMCs or through legislative reforms), there is a strong argument for selecting in the next phase the least promising LSUs (since they will most likely not manage to adopt the LOD methodology without external support), while the promising ones will manage to implement it on their own or with less intensive backstopping, if required by law.

If UNDP does not want to disseminate the application of the LOD methodology to almost all LSUs through its own active support to all LSUs but partly (for the relevant remaining LSUs) through stimulation or enforcement by the entity (and/or canton) governments and technically supported by relevant stakeholders like the AMCs for further promotion and application, than it should state this more clearly in the project documents and adjust its strategy and objectives accordingly, i.e. shift its support from direct support to a selected group of municipalities to adopt and implement the LOD methodology to providing capacity development support to the two entity governments and other stakeholders to play a more active role in the further dissemination.

There are factors outside UNDP's control that make it difficult to define such a strategy since both entity governments have indeed adopted the "LOD methodology" but they have not translated this into a clear strategy as to how they want to achieve the adoption by as many LSUs as possible, while it is at this moment not clear either whether, and if so, how many more phases of the project the EU will continue to support through its funding. Nevertheless, it will be much easier for UNDP to discuss such future collective strategy if it would create more clarity on its own ambitions in this regard.

In addition, especially because it seems that there is at present a more receptive climate for enhancing transparent CSO funding mechanisms by government in general (to which the LOD project has contributed substantially as we will see later on), UNDP needs to address the question whether it wants to use the credibility and leverage of the LOD project to assist the two entity governments to introduce a more transparent way of grant provision through a similar or slightly adjusted approach and methodology at the canton and entity level as well. Apparently, the USAID funded Civil Society Promotion Centre is already paying attention to this government level and the LOD project is coordinating its activities with this project, but it would nevertheless be interesting to include one or two canton governments in the next phase of the project and share experiences with the USAID project.

3. Normally, if one adopts a process approach for the implementation of a project or programme, which is the only way to achieve some kind of institutional reform in a highly complex socio-political context such as in BiH, the success indicators are defined at outcome level, while the activities are flexible and only specified on an annual base. This is done to enable the project to be as responsive as possible to the changing circumstances, and to turn lessons learned

immediately into practice and to be able to address new opportunities or threats when they arise since not all of them can be predicted on forehand

Partly as a result of its limited mandate and lack of a long term vision, the LOD project has in its design and subsequently in its monitoring system a strong output focus and less of an outcome focus. The outcomes are formulated as "specific objectives", but they were not defined in a SMART (Specific, Measurable, Attainable, Realistic and Time bound) manner. SMART outcomes have a quantitative and qualitative element stating what should be achieved at the end of the project meeting certain quality criteria. Out of the seven indicator, only two (2.1 and 2.2) contain a measurable target. For example, the documents did not specify what "permanent partnership" between LSUs and CSOs means in the BiH setting. Is it only the regulation of partnership through the establishment of a service delivery contract, or does it entail more? Just stating under indicator 1.1.1 "The number of documents of cooperation between municipalities and CSOs" is not a specified target (how many are to be signed) and neither does it say anything about the quality of the partnership.

The same goes for outcome 3 (addressing the professionalization of CSOs). The indicator to measure this is "One problem in each local community was successfully addressed by CSO projects". This does not say anything about the level of professionalism achieved by the participating CSOs. It is important to define what "professionalism" means, and how many CSOs per municipality should be supported to achieve that higher level of operations (on average) and to define and measure progress through specific criteria, not only to be able to measure the success of the project at the end, but also to be able to adjust the support activities implemented by the project throughout the project implementation if it is not on track achieving certain aspects. Defining these outcomes better will also help the project to define a realistic and more explicit "exit strategy" for each municipality by being much clearer on what needs to be achieved before the LOD project can withdraw its support.

The LOD project has so far been constrained in implementing support measures at higher levels of government as these were seen as being part of the mandate and responsibility of some of the other interventions that the EU is funding (like the CBGI project). While this needs to be respected and will require continuous coordination, it would on the other hand be an appropriate moment, given the experiences of the LOD project and the need to further increase the sustainability of LOD project achievements, to broaden the mandate of the LOD project to focus part of its activities more on creating that higher level support structure (including the involvement of the AMCs, the creation of a supportive regulatory framework) and to assist the entity level governments in operationalising their decision of further promoting the adoption and dissemination of the LOD methodology .

4. Related to this, the project documents lack a clear description and justification of the added value and the role of the two Associations of Municipalities and Cities (AMCs) in the overall strategy of the project. Support to and partnership with the AMCs is mentioned, but the objective of the cooperation and the link with other project activities is not made clear. These objectives and the related deliverables are worked out and made more specified in the Micro Capital Grant Agreements between UNDP and the two AMCs, but this could have been better explained in the project documents as well.

2.2   LOD IV project results and performance

In this paragraph, the evaluation will address the first core question: ***Have the planned activities of the LOD IV project been implemented in accordance with the approved project document and where they completed successfully and in the most efficient way?***

2.2.1 Project results

Analysing the regular monitoring reports of the LOD IV project, and the overview of completed activities as presented in table 2, the evaluation can conclude that all planned activities have been completed at the time of the evaluation (July/August 2016) in accordance with the original plan (except for some deviation mentioned below) and in accordance with UNDP quality standards. On most of the intended results the LOD project overachieved, including more LSUs than planned (12 instead of 10 Plus 2 associate LSUs) having the LOD methodology officially adopted by the LSU councils in each of the 12 LSUs and by realising far more CSO implemented projects than planned (67 instead of 20). This low target was however set at the moment when the LOD project became involved in the flood relief activities and the initial expectation was that that these projects would be more capital intensive because they would involve more infrastructural works, which would mean that fewer project could be implemented, but this proved not to be the case in practice).

These results were verified by the evaluator during the field visits that were conducted in eight of the twelve municipalities that formally participated in LOD IV, being: Berkovici, Bijeljina, Domaljevac, Visoko, Novo Sarajevo, Samac, Kotor Varos and Maglai. It was done through interviews with LOD coordinators, CSO representatives and through visits to a randomly selected number of completed projects implemented with LOD funding.

Table 2.   **Overview of implemented activities by the LOD IV project and their results.**

Planed Results	Planned activities	Realisation
R1 Local Self-government Units are aware of how to benefit from partnership with CSOs and vice versa. Output 1.1 Notable awareness of LSUs in BiH on LOD IV activities Output 1.2 Applications submitted for participation in LOD IV.	A 1.1 Conduct a strong campaign and promote LOD IV to all LSUs and CSOs A 1.2 Launch invitation for LSUs to participate in LOD IV (Call for LSUs). 1.1 100 new LSUs informed of LOD project. 1.2 Three CSO networks informed of LOD project and initiative. 1.3 AMCs published info on LOD IV to support the campaign. 1.4 at least two events organized for promoting the Project. 1.5 Five articles on LOD IV activities published. 1.6 One promotional package for stakeholders and media.	**Result 1 is over achieved.** A 1.1 LOD IV was promoted using three different channels: printed media, web and field visits. The call for LSUs was advertised in three major newspapers and on four web sites (AMCs, UNDP, NGO site). During the period when the public call was open, a direct promotion was undertaken through "open days" organised at three locations. The open days were held on the following locations: Banja Luka, Mostar and Sarajevo. Application package was developed resulting in 20 LSUs applying for the participation in LOD IV. A 1.2 Through the two AMCs all LSUs were informed of the LOD project initiative (indicator 1.1) Four major networks were informed of the LOD IV initiative: two AMCs, ngo.ba and Mreza mira (indicator 1.2). AMCs have published on their web site info on LOD IV as well as in one bulletin (indicator 1.3) Three open day events were organised, 12 MCGA signing ceremonies, 2 MoUs signing events with associate LSUs and a final conference. In total, 18 events were organized in total for promoting the Project (indicator 1.4). Numbers of articles were published in media (indicator 1.5). 14 LSUs participated in the open days, while in addition a number of electronic and phone inquiries were made. This has led towards 20 applications from LSUs for participation in LOD IV (Indicator 1.6).

R2 Management structure, with all main stakeholders identified is established. Output 2.1 PB and PAB re-established and operational. Output 2.2 Similar projects aligned with LOD IV enabling synergy of efforts. Output 2.3 Selection procedures for LSUs, criteria for call for proposals prepared. Output 2.4 Ten selected partner LSUs. Output 2.5 At least ten MoUs signed on official ceremony.	A 2.1. Re-establish Project Board (PB) with members including Min. of Justice, EU and UNDP and Project Advisory Board (PAB) with members of AMCs and CSOs in BiH. A 2.2. Align LOD intervention with other UNDP projects (i.e. ILDP and MTS) and/or EU funded (i.e. TACSO) programmes and organizations (OCSE, etc.) in order to ensure synergies for greater impact. A 2.3 Review and adjust selection procedures for LSUs; criteria for Call for proposals A 2.4. Facilitation of the selection process and selection of partner LSUs A 2.5 Sign MoUs with selected LSUs 2.1 PB re-established and held 5 sessions. 2.2 PAB board re-established and meetings held 2.3 10 periodical coordination meetings with other projects with complimentary activities to LOD conducted. 2.4 At least 10 field visits to prospective LSUs 2.5 10 LSUs selected for partnership in LOD IV. 2.6 Criteria for LSUs selection adjusted and in use. 2.7 Documents for public call to LSUs adjusted and approved by PB. 2.8 1 Call for LSUs participation developed and guidelines for selection prepared. 2.9 One joint MoU signing ceremony organized 2.10 10 MoUs between UNDP and LSUs signed.	**LOD overachieved on result 2.** 12 LSUs participated fully in LOD instead of 10, and 2 LSUs as associate LSUs (receiving all support except CSO funding) A 2.1 Members of the LOD 3 PB were re-appointed into the LOD IV PB. The PB held eleven meetings in the reporting period. In each meeting the PB reached decisions on important milestones of the project. (Indicator 2.1) The PAB is also re-established and two meetings were held (Indicator 2.2). A 2.2 Regular coordination meetings with other projects were held. On a daily basis coordination meetings were held with ILDP project and within Rural and Regional Development sector of UNDP. LOD team members have participated in various events organised by TACSO within BiH and abroad. All major activities of LOD IV were communicated to relevant organisations and they have contributed (Indictor 2.3) A 2.3 Two sets of criteria and LSU selection materials were created (Indicator 2.4). One set of the criteria were adjusted for the 6 directly selected LSUs related to the level of the damage caused by floods. In September 2014 another set of the criteria, based on previous LOD phases was prepared and subsequently approved by PB (indicators 2.6 & 2.7) for both selection procedures adjusted guidelines and documents for the call were prepared (indicator 2.8). A 2.4 16 LSUs were visited: 6 directly selected and 10 prospective LSUs during the process of competitive selection (indicator 2.4). 12 LSUs were selected: 6 directly and 6 competitively (indicator 2.5). A 2.5 Two joint MoU signing ceremonies were successfully organized at the premises of EUD with six directly selected LSUs and with six competitively selected LSUs (Indicator 2.9) and 12MoUs were signed between LSUs and UNDP. (indicator 2.10)
R3 Responsibilities, communication channels, and procedures for project selection are defined for all stakeholders affected by LSU disbursement of funds to CSOs	A 3.1. Review municipal public calls for CSO proposals and guidelines - in line with the LOD methodology 3.1 Criteria for public calls adjusted and approved by PB 3.2 Documents for public call to CSOs adjusted and approved by PB.	**Result 3 is fully achieved.** A 3.1 Criteria for public calls in partner LSUs have been developed and adjusted along with one set of the application forms (indicators 3.1 &3.2) 12 public calls were launched in 12 partner LSUs (indicator 3.3) However, this activity was repeated in four LSUs (Bijeljina, Kotor Varos, Sekovici and Visoko) in accordance with decision of PB to repeat Public calls in LSUs where the results were under the expected level. Criteria for public call was adjusted and subsequently approved by LOD Project board. In accordance with criteria set of

Output 3.1 Set of materials prepared, adjusted and available for partner LSUs.	3.3 Public calls for proposals developed and guidelines for CSO project selection prepared per LSU.	documents for public call was prepared and upon approval by Project board was adjusted for each of 12 partner LSUs.
R4 LSUs co-finance all selected CSO projects with at least 20%. Output 4.1 Six agreements signed and funds received from six partner LSUs.	A 4.1. Mobilize local funds from municipal budgets for services provided by CSOs. 4.1 Six Cost Sharing Agreements (CSAs) developed and agreed upon with partner LSUs. 4.2 10 MCGAs signed with partner CSOs.	**LOD overachieved on result 4.** The six directly selected LSUs who suffered from flood damage were exempted from the co-financing obligation. Fairly low utilisation of available funds on published calls resulted in decision of LOD IV PB to repeat the public calls in four LSUs which were successful. As a result, 67 MCGAs were signed. Through signed MoUs each of six competitively selected LSUs accepted the obligation to co-finance each CSO project with a minimum 20%.
R5 10 LSUs use transparent mechanisms for the disbursement of funds foreseen for CSO projects Output 5.1 At least 8 decisions on adoption of LOD Methodology taken in partner LSUs.	A 5.1. Work on generating transparent mechanisms for CSO funds disbursement. 5.1 LOD methodology is available to all selected partner LSUs. 5.2 Mechanisms are published and readily available to CSOs. 5.3 CSO representative was present at all program evaluation meetings. 5.4 LSUs followed up on CSO concerns/inquiries.	**LOD overachieved on result 5.** All LOD coordinators were supplied with a copy of LOD methodology and it was explained in details through training sessions, initial meetings with Municipal LOD coordinators and on-site coaching events were held (indicator 5.1). The mechanisms and methodological approaches were available to CSOs during the public calls published in each partner LSU (indicator 5.2). One member of each evaluation commission was a democratically selected CSO representative in each of 12 evaluation commissions (indicator 5.3) In each of 12 LSUs a public hearing prior to the call for proposals was organised with active participation of 201 CSOs allowing them to express concerns/inquires and LSU to incorporate it in the following actions (indicator 5.4) Two additional LSUs signed agreement to use LOD methodology (Brcko District and Nevesinje) methodology.
R6 At least one successful and transparent municipal call for CSO proposals is executed in accordance with LOD mechanisms for funds disbursement in every LSU. Output 6.1 Call for proposal launched in at least 10 LSUs. Output 6.2 Twelve Published calls held Output 6.3	A 6.1. Assist LSUs to issue Call for proposals open to all Bosnian and Herzegovinian CSOs A 6.2. Facilitation of the selection process and the actual selection of CSO projects A 6.3. Facilitate the process of PB adoption CSO projects that were selected by the LSUs. A 6.4. Signing of MCGAs with CSOs 6.1 Call for proposals for CSO projects prepared and launched. 6.2 One project per LSU was funded. 6.3 Guidelines and application form for project proposals were publicly available to CSOs. 6.4 At least 50 CSO project applications received by all participating LSUs.	**LOD overachieved on result 6 by far.** 16 Public calls for proposals were prepared and launched in accordance with prepared and adjusted guidelines. 299 Project proposals were received and on 16 sessions of evaluation commissions (technically and practically assisted by LOD IV team). 67 projects (50 through public calls and 17 directly in the flood affected LSUs) were approved for funding by the LSUs and subsequently by the PB and 67 MCGAs were signed during public ceremonies organised by the partner LSUs.

PB has adopted at least 20 CSO projects for financing. Output 6.3 Twelve MCGAs signed and twelve CSO projects funded.	6.5 At least 20 CSO projects approved by PB and 20 MCGAs signed between UNDP and CSOs. 6.6 Ten field technical assistance visits conducted.	
R7 Mechanism for monitoring and evaluation of project activities and results of projects implemented by CSOs are institutionalized. Output 7.1 100 monitoring visits and reports are prepared and 12 combined monitoring teams established.	A 7.1 Institutionalization of monitoring mechanism in partner LSUs 7.1 Minimum of 10 LSUs trained in using LOD monitoring and evaluation guidelines. 7.2 20 joint monitoring visits performed by municipal authorities and UNDP to oversee the implementation of CSO projects and 20 Monitoring reports prepared. 7.3 100 UNDP monitoring visits performed to oversee the implementation of CSO projects. 7.4 10 combined monitoring teams established. 7.5 6 LSUs establish permanent project monitoring teams.	**LOD overachieved on result 7 by far.** Each partner LSU nominated at least two staff members to participate in the joint monitoring teams. 31 staff from 14 LSUs were trained in project monitoring during formal trainings (part of capacity development), while 16 staff from 12 LSUs went through the on-the-job coaching (indicator 7.1) Combined monitoring teams performed 152 joint monitoring visits (LSUs representative and UNDP staff) (indicator 7.2). A total of 222 UNDP monitoring visits were conducted and 185 monitoring reports were completed (indicator 7.3) 14 joint monitoring teams were established (indicator 7.4) 14 municipal decisions on monitoring teams adopted (indicator 7. 5)
R8 Local stakeholders are aware of the necessity to strengthen their capacities with regards to and are trained in PCM, information sharing, intra municipal coordination and promotion of partnerships. Output 8.1 Various channels used to promote LOD achievements. Output 8.2 Final lessons learned workshop took place and shared results.	A 8.1 Codify and disseminate good practices and other demonstration efforts to encourage replication of LOD throughout the country. A 8.2 Convene a final lessons learnt workshop with participating municipal representatives and share results in order to facilitate networking between project beneficiaries. A 8.3 Identify training needs within some pre-existing topical areas. Possible areas include preparing project proposals and identifying resources, and accessing IPA and meeting EU regulations. A 8.4. Prepare training modules in selected areas and deliver trainings; A 8.5. Arrange study trips for participating LSUs - foster exchange of ideas and good practices.	**LOD overachieved on result 8.** LOD IV project used all opportunities to promote best practices and stimulate replication throughout BiH. In relation to information sharing, 147 media appearances were reached throughout the project implementation. More than 50 information sharing meetings have been conducted and final reports have been disseminated widely by LSUs and CSOs (4 presentations in LSUs so far). Final LOD conference was organised for more than 60 partner LSUs (13 partner and associate LSUs aiming to present the best practice examples in implementing the LOD methodology and encourage information and lessons learned sharing among participants. A training needs assessment was conducted and partner LSUs were invited to delegate their staff to these trainings. From each partner LSU at least two representatives attended the training 8.4) In later stage of the project, two LSUs (Brčko district and Nevesinje) joined the LOD IV in the capacity of associate LSUs and therefore their representatives participated in the training as well. Training materials and modules were developed in accordance with interest of LSUs and in the period from late 2014 and early 2015 in total 10-two day trainings (5 modules) have been delivered for two participating groups.

Output 8.3 As a part of capacity building activities, the LOD IV conducted Training Needs Assessment (TNA). Output 8.4 Capable LSU staff for cooperation with CSOs. Output 8.5 Study trip for participating LSUs completed. Output 8.6 LOD bulletin prepared and widely distributed as printout and electronic version. Output 8.7 Wider horizontal integration of LOD methodology throughout BiH with support from AMCs.	A 8.6 Continue promoting LOD IV and CSOs through www.ngo.ba web portal, www.undp.ba and other media. A 8.7 Wider horizontal integration of LOD methodology throughout BiH with support of AMCs. 8.1 At least 50 information sharing meetings conducted. 8.2 Final report/document on LOD achievements disseminated widely by LSUs and CSOs. 8.3 Representatives from all partner LSUs attended final workshop. 8.4 Two representatives from each partner LSU attended two training events. 8.5 One representative from each partner LSU participated in one study trip. 8.6 20 CSOs attend one training event. 8.7 LSU and CSO personnel trained in previously missing skills.	Trainings for CSOs in partner LSU were organised in order to prepare CSOs to apply for public calls for financings CSOs projects. Three rounds of 2 day PCM trainings were conducted: one round in all partner LSUs during the public call that each LSU launched, and a second round in some LSUs where the Call for Proposals was repeated and finally the third round of trainings in some LSUs that expressed the need for additional CSO trainings during their independent Call for Proposals (i.e. without LOD project funding). 327 CSO representatives (from 247 CSOs) attended 17 training sessions conducted by two engaged trainers. Therefore, set target of 20 CSOs is overachieved. 40 LSU representatives from 12 LSUs that work with CSOs. Two study visits were organised to the Institute for Public Administration (IPA), Dublin, Ireland in October 2015 and in May 2016 aiming to provide the representatives of partner LSUs an opportunity to get an insight into good EU practices regarding the cooperation between local authorities and CSOs. First study visited was held for appointed LSU coordinators and Min of Justice in BiH representatives while the second one was held for LSU mayors, higher ranking representatives of the Min of Justice in BiH, and AMCs (8.5.) The project was promoted through www.ngo.ba, www.ba.undp.org and through the LOD FB page. A twitter hashtag #LODIV has been introduced and used by LOD staff and partners in promoting the project activities. Five issues of LOD IV bulletin were printed in 500 copies and distributed to partner LSUs and other stakeholders. Electronic versions were distributed to an additional 200 addresses. Contracts with entity AMCs were signed in order to ensure the sustainability of LOD intervention and to focus on promoting the methodology for transparent funds disbursements and assessment of the procedures of CSO funding across BiH.

Source: LOD IV monitoring reports complemented with information from project staff members.

From the above table we may conclude that the LOD IV project has been very successful in achieving its intended outputs. Its main results are:

- A total number of 12 LSUs participated fully in the project, while two additional LSUs (Brcko and Nevesinje) were included as associated LSUs, which received training and backstopping support from the project, but no additional funding for CSO project implementation. All 12 partner LSUs one associate LSU adopted the LOD methodology formally, while Brcko District is, with a support from the LOD project, in the process of creating a comprehensive legal framework for CSO financing. All LSUs have in the meantime implemented a second round of call for proposals for CSOs using their own revenue in line with the LOD methodology;
- A total of 67 CSO projects have been implemented successfully during LOD IV. Some with delays, but none of them failed and no major irregularities were recorded;
- All training activities were conducted successfully (see for the effectiveness of these training activities paragraph 2.3);
- Most projects and the EU as the main donor received ample media attention.

Deviations from the original plan

LOD IV was immediately after its start on the 1st of June 2014 affected by a request for urgent support for assistance from a large number of cities and municipalities in the north-eastern part of the country that were affected and damaged by the heavy floods that occurred in May 2014 to the EU. UNDP and the EU agreed that urgent support was needed and requested the LOD project to try and use part of its resources to provide relief to a selection of municipalities. Six cities/municipalities were directly selected in June 2014 being: Bijeljina, Domaljevac-Samac, Doboj, Maglaj, Samac and Zepce and MoUs were signed with these LSUs already in July 2014. In order to be able to respond as fast as possible, certain LOD criteria were relaxed (like the 20% co-funding contribution of the LSUs), while other processes (like the selection of priority areas, training for LSUs and CSOs and the calls for proposals) were fast tracked. As a result, 6 projects were implemented by CSOs already between September and December 2014, while 35 other projects (that were selected through a call for proposals more or less following the regular LOD methodology) were implemented during the remainder of the LOD IV project period in these six cities/municipalities.

These deviations were properly documented, while the Project Board was fully involved in the decision-making process regarding the allowed deviations from the regular practices. Given the urgency of the situation, the project managed to strike a right balance between relaxing certain conditions, while maintaining most of the basic principles of the LOD methodology. As a result, even though these six municipalities were not selected based on their initial motivation or commitment to implement the LOD methodology, they have all fully adopted the methodology and are now implementing it as originally intended.

The evaluator visited four out of these six municipalities during the evaluation mission and interviewed both LSU staff and CSO representatives. Everyone interviewed stressed the importance of UNDP's support. More even than the actual direct effects of the projects that were implemented (see for details on the content of these projects the LOD bulletins and the LOD inception report), the residents and LSU staff in these municipalities appreciated the speed of UNDPs/LODs response and its responsiveness to their needs. Even before the water had fully withdrawn, UNDP staff was already available to assess the situation and discuss relief measures, which proved to be a tremendous moral boost to the affected population, enhancing their resilience and self-confidence to rebuild their homes and lives.

Due to an underutilisation of the earmarked budget for CSO projects in four participating LSUs (Visoko, Bijeljina, Kotor Varos and Sekovici) as a result of not receiving enough CSO project proposals that met the minimum quality standards in the first round of public calls, these LSUs organised with support from UNDP an extra call for proposals between June and August 2015, following the standard procedures. The decision to do so was endorsed by the Project Board and implemented under supervision of the project team, resulting in the full utilisation of the CSO project budget.

2.2.2. Project Performance

The survey addressed several aspects of the overall performance of the LOD project related to the support provided by LOD. Regarding the quality of the training provided or organised by the LOD project, both the LOD coordinators and the CSOs perceived the quality in general good to very good (see figures 5 and 6).

Figure 5.   **Quality of training provided by the LOD project as perceived by the LOD Coordinators phase I to IV (N = 35).**
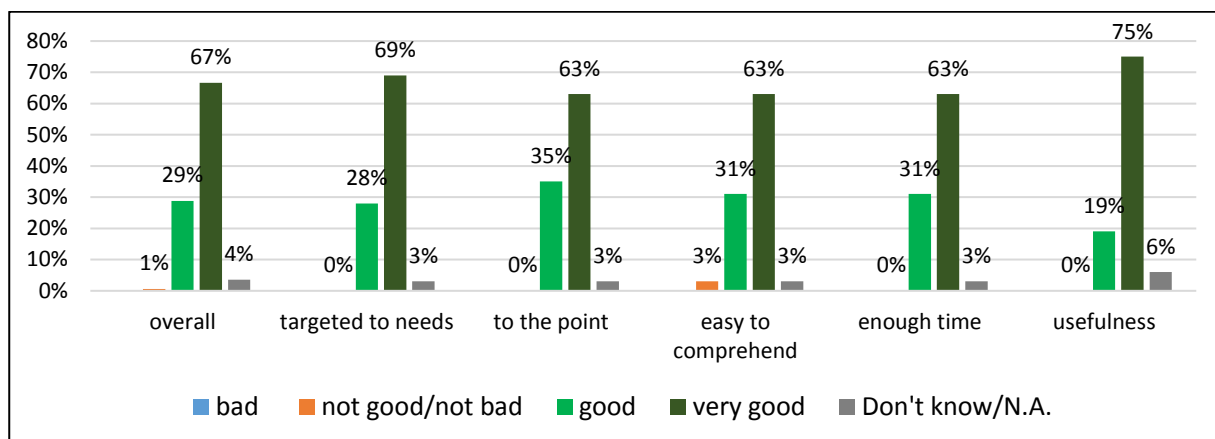
Source: UNDP LOD coordinator survey, August 2016

Figure 6.   **Quality of training provided by the LOD project as perceived by the CSOs phase I to IV (N=147).**
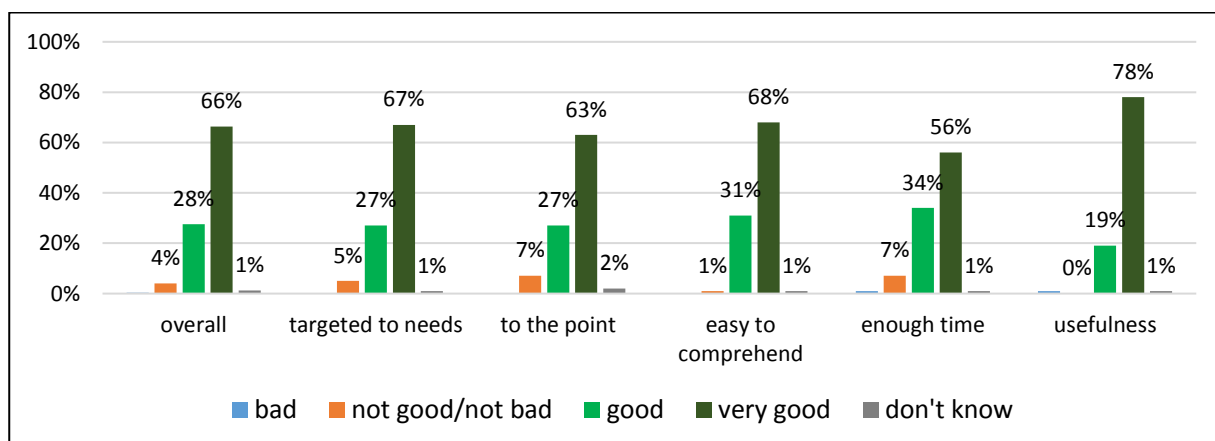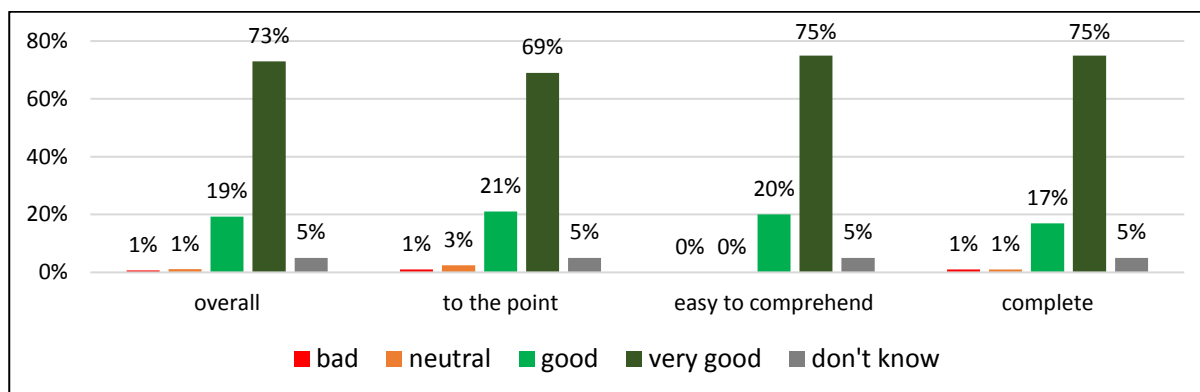

Source: UNDP LOD CSO survey, August 2016

Looking at the trend over time, the LOD coordinators who participated in LOD phase 4, rated the quality of training even higher (with an overall score of 83% very good) than those participating in LOD 1-3 (with an overall score of 62% very good). A similar trend can be noted among CSOs although not as significant with the CSOs that participated in LOD phase 4, rating the quality of training slightly higher (with an overall score of 68% very good) than those participating in LOD 1-3 (with an overall score of 65% very good).

This picture was confirmed during the in-depth interviews. Some of the CSO representatives mentioned however that the time allocated to the training was too short and that they would appreciate a more comprehensive training like the one provided to the LOD coordinators, which consists of various modules provided over more days. Similar comments were made by several CSOs in response to the open question as to what UNDP could do better in the future.

Regarding the quality of the "open days" organised by the LSUs and UNDP as part of the open call for proposals, the CSOs were positive as well (see figure 7).

Figure 7.   **Quality of the open days organised by the LSUs and the LOD project as perceived by the CSOs phase I to IV (N=147).**

Source: UNDP LOD CSO survey, August 2016

Also with regard to the quality of the open days there is a positive trend over time, with 85% of the CSOs that participated in LOD IV rating the quality of the open days as "very good" as compared to 70% of the CSOs that participated in LOD 1-3. A similar response can be noted with regard to the perceived quality of the guidelines for CSOs for the drafting of their project proposal (see figures 8 and 9).

Figure 8.   **Quality of the project application guidelines as perceived by the LOD coordinators phase I to IV (N=35).**
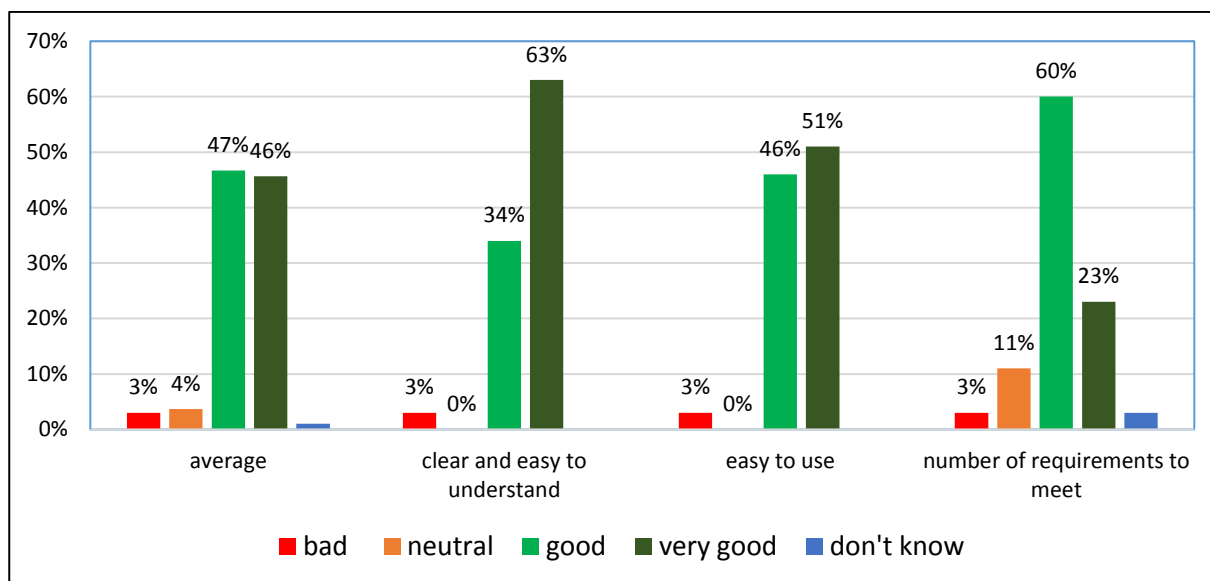
Source: UNDP LOD coordinator survey, August 2016

Figure 9.   **Quality of the project application guidelines as perceived by the CSOs phase I to IV (N=147).**
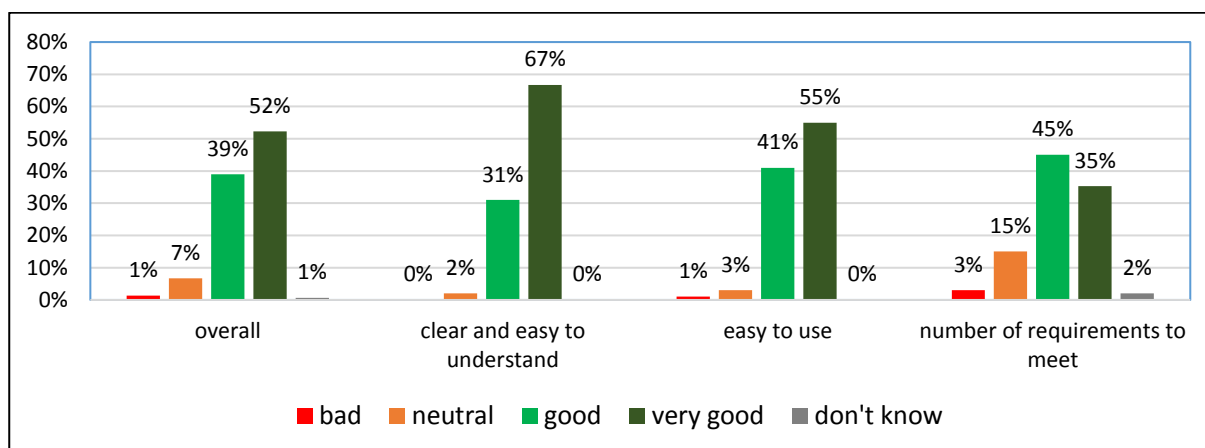
Source: UNDP LOD CSO survey, August 2016

The "number of requirements to meet" was mentioned by various CSOs during the interviews as being problematic, especially for the smaller CSOs that have only recently been established. Nevertheless, most of them also mentioned that once they have completed this exercise, they do see the advantage of preparing a comprehensive project proposal and budget as it helps them a lot during the project implementation and reporting process. In addition, they mentioned that it helps them to prepare good quality project proposals for other donors in future. As expected, the Log Frame was for the CSOs in general the most difficult requirement to comply with (see figure 10).

Figure 10.   **Most challenging requirement of the project application process according to CSOs phase I to IV (N=147).**

Source: UNDP LOD CSO survey, August 2016

The overall performance of the LOD project in terms of the support it provided to the LSUs and CSOs is presented in the figures 11 and 12 and is in general perceived to be very good.

40

Figure 11.   Quality of UNDP support as perceived by the LOD coordinators phase I to IV (N=35).

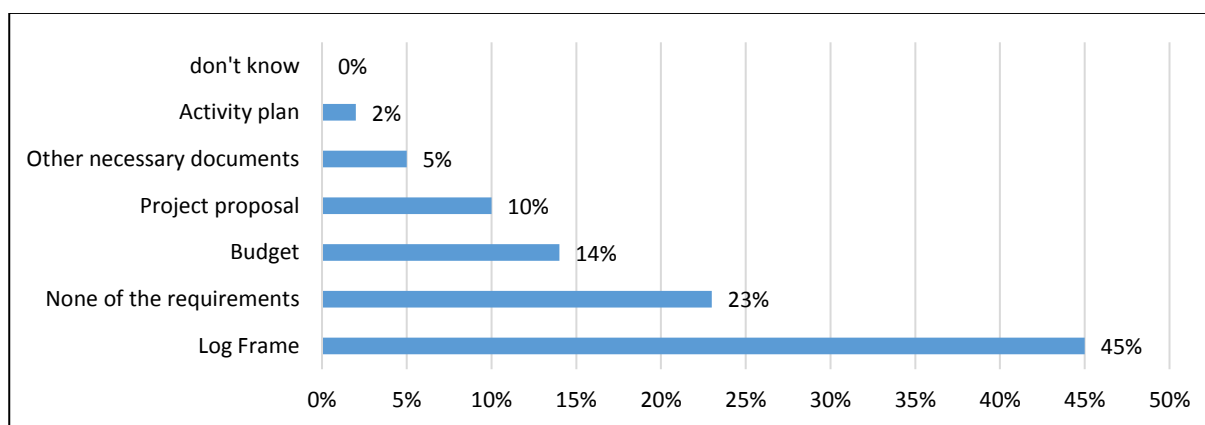Source: UNDP LOD coordinator survey, August 2016

Figure 12.   Quality of UNDP support as perceived by the CSOs phase I to IV (N=147).

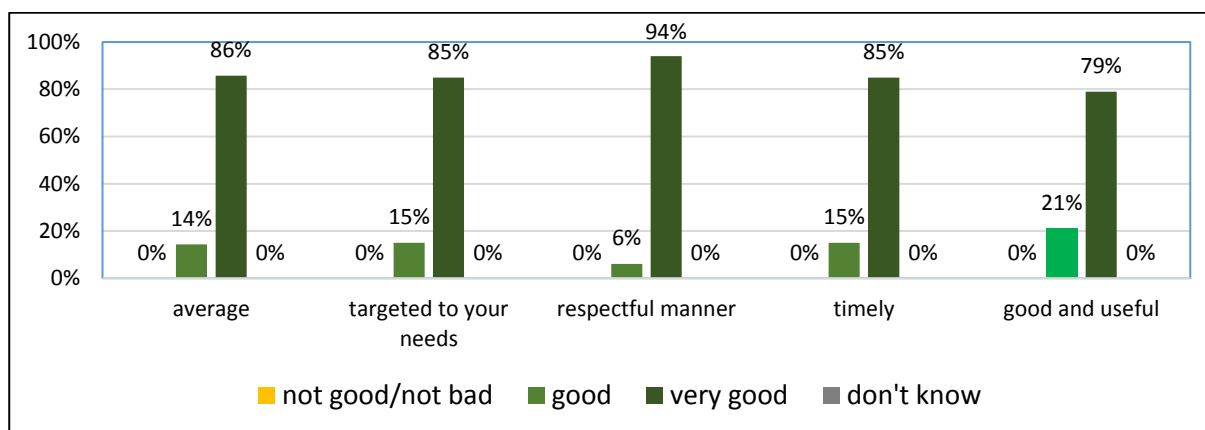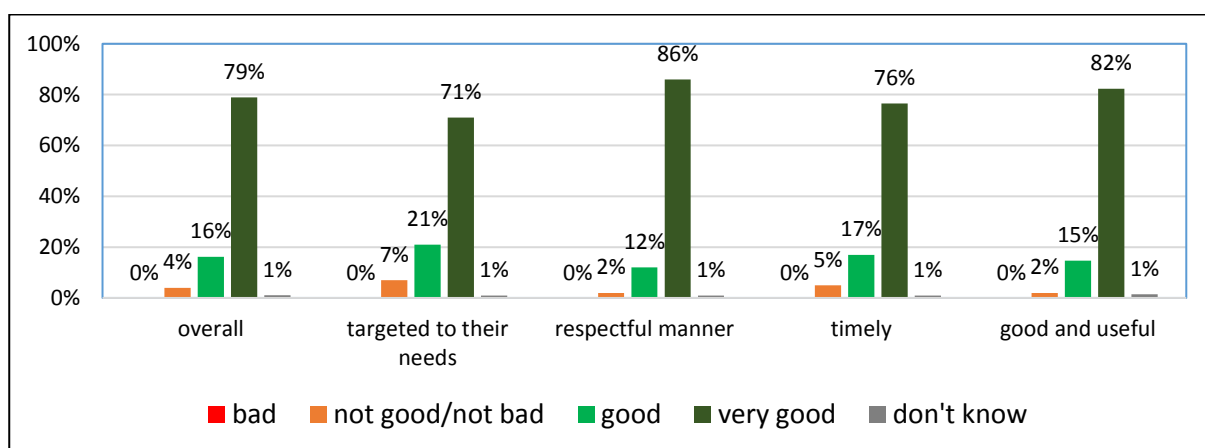Source: UNDP LOD CSO survey, August 2016

As before, a positive trend could be established with 96% of the LOD coordinators and 90% of the CSOs that participated in LOD IV rating the quality of the UNDP support as "very good" as compared to 83% of the LOD coordinators and 74% of the CSOs that participated in LOD I-III.

The appreciation of the quality of the technical support provided by UNDP was confirmed during the in-depth interviews with both LOD coordinators and CSOs. The UNDP staff was highly responsive to their request for extra information or on the spot assistance, searching together with the partners for tailor made solutions to their problems. Many partners of LOD I-III mentioned that UNDP's support to one round of calls for proposals was not enough for establishing the LOD methodology firmly and they would have appreciated a more continuous and less intensive form of support during the subsequent years. LOD IV is providing such less intensive backstopping support during a second round of calls for proposals, which is highly appreciated by both LOD coordinators and CSOs, which will most likely enhance the continuous application of the LOD methodology in these LSUs after the end of the project.

2.2.3 Efficiency of the LOD project

Being able to include more LSUs and successfully complete more CSO projects than planned within the time frame and budget available indicates that the LOD project is using its resources efficiently, especially since it achieved its results in a complex setting and it managed to do so despite the

disturbing impact of the flood in 2014 which affected not only on a large number of municipalities but also on the normal functioning of most government institutions in Bosnia and Herzegovina during 2014 and 2015.

The fact that the implementing LSU partners contributed part of their resources (both staff time as well as their monetary resources) to the CSO projects, combined with the high level of local ownership and commitment of these partners made it possible for LOD to do more with its limited resources and therefore contribute to a high level of efficiency as well. Similarly, the competitive selection process of CSO projects also contributed to an efficient uses of the project funds earmarked for CSO project implementation.

While it is important to ensure that the limited resources available (both funds as well as manpower) are utilised in the most efficient manner, striving for maximum efficiency in the short term should in these type of projects that aim to achieve institutional reform and improved governance always be balanced with the objective of achieving maximum effectiveness in the long term. Accepting that the pace of project implementation is defined by the local partners in order to achieve maximum local ownership and internalisation of the awareness of the need for institutional change might not be the most cost effective way to make use of e.g. staff resources, but it will certainly contribute to the optimal effectiveness of the project in the long term and increase of sustainability of the LOD methodology. Weighing these considerations, one can say that the LOD project has done well in achieving a good balance between efficiency and effectiveness.

2.2.4 Gender mainstreaming

The LOD project does not have a particular gender focus or objective, but it has mainstreamed a gender perspective in all its activities. It ensured that in its training components there was an equal representation of male and female trainees, while CSOs were encouraged to address gender equality in their project proposals. By having a strong focus on "social inclusion" as a general denominator or overarching selection criteria for all projects, several projects focussing on improving gender relations or enhanced socio-economic opportunities for women did emerge where they fitted into the strategic development priorities defined by the LSUs.

2.3   Effectiveness of the LOD project

In the following two paragraphs we take a slightly broader perspective by looking at the effectiveness and impact of the LOD project over all four LOD phases. The effectiveness is focussing more on the short term direct changes that have occurred as a result of the project in behaviour and operations of organisations, while the impact addresses the more indirect and mid-long term changes in a wider context of their communities. Regarding the effectiveness, we will focus on the questions whether:

The activities that were implemented by the LOD project during phase I to IV have contributed to:
1. *Generating unified and transparent mechanisms for the disbursement of municipal funds for CSO project-based activities in accordance with local service needs and identified priorities;*
2. *The professionalization and responsiveness of CSOs.*
3. *Establishing permanent partnerships between CSOs and local self-governance units;*

1. **Generating unified and transparent mechanisms for the disbursement of municipal funds for CSO project-based activities in accordance with local service needs and identified priorities.**
In general, 84% of the LOD coordinators who participated in the survey mentioned that as a result of the application of the LOD methodology, the transparency in grant distribution by the LSU to CSOs had

improved substantially. In contrast, only 53% of the CSOs agreed with this statement (33% were neutral and the remaining 14% disagreed).

According to 91% of the LOD coordinators participating in the survey, the selection process of CSO project using the LOD methodology was transparent and fair (the remaining 9% did not know). 53% of the CSO respondents found the process completely fair and transparent and an additional 39% found it reasonably fair (together 92%). Only 2% of the CSO respondents did not find it fair and transparent. As before, the CSOs are slightly more critical than the LOD coordinators.

In all LSUs, the overall results of the selection process were made public, while in some cases the CSOs whose projects were rejected were informed individually as well. The specific reasons for rejection of a specific project were not mentioned in the overview or in the letter, but each CSO that wanted more details on the reasons for rejection (in order to improve their application the next year) could ask for a meeting with the LOD coordinator for more detailed information. Figures 13 and 14 show how important the participation of a CSO representative and a UNDP representative was according to CSOs and LOD coordinators to ensure fairness and transparency.

Figure 13.   **The importance of having <u>a CSO representative</u> on the CSO project selection committee to ensure fairness and transparency according to LOD Coordinators phase I to IV (N=35) and CSOs phase I to IV (N=147).**
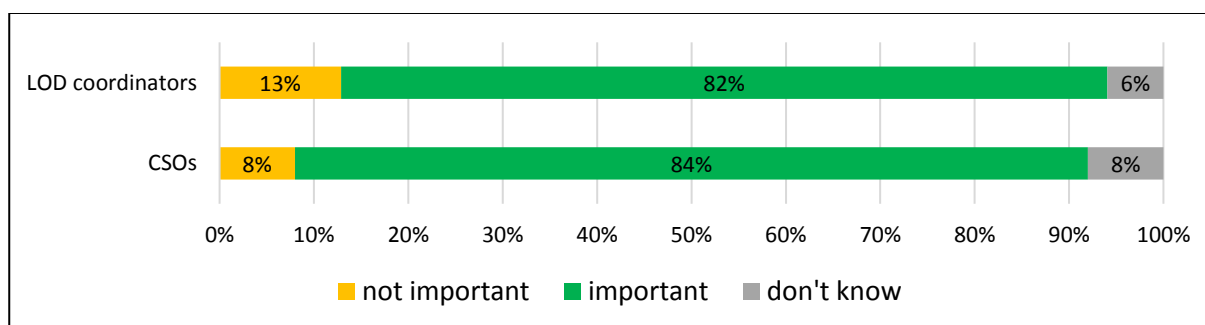
Source: UNDP LOD coordinator survey and CSO survey, August 2016

Figure 14.   **The importance of having <u>a UNDP representative</u> on the CSO project selection committee to ensure fairness and transparency according to LOD Coordinators phase I to IV (N=35) and CSOs phase I to IV (N=147).**
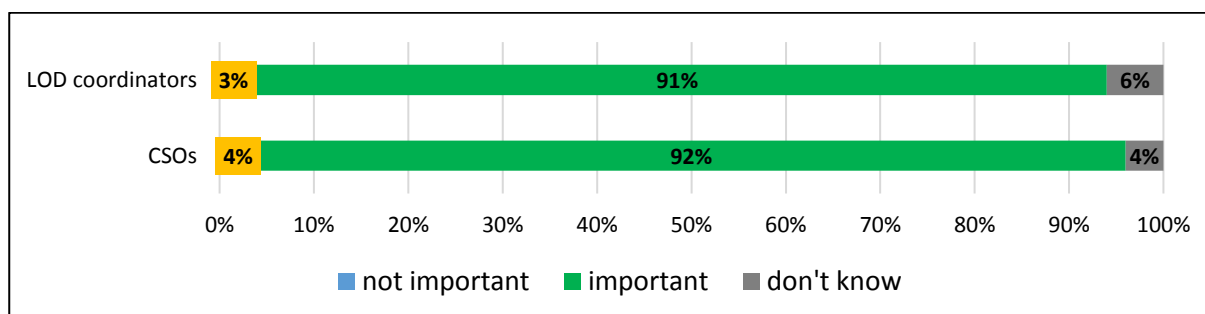
Source: UNDP LOD coordinator survey and CSO survey, August 2016

Even more than having a CSO member on the committee both LOD coordinators as well as CSOs found it important to have a UNDP representative (as an independent outsider) on the committee to ensure fairness and transparency of the process.

Regarding the linking of the strategic development plans of LSUs to CSO project implementation, most LSUs that were visited did at least try to define their strategic priority areas ahead of launching the call for proposals, while in most LSUs consultation with CSOs has taken place, either on an ad hoc base as part of the LOD process or already at an earlier stage as part of the strategic planning process. The evaluator could notice a significant difference in the way in which strategic priorities were defined in LSUs that had participated in the ILDP implemented by UNDP that focussed on the introduction of participatory strategic planning at local level (MIPRO methodology) and those LSUs that had not been involved in the programme. CSO consultation was in the former ILDP LSUs better structured, the players where better aware of their complementary role, while the LSUs were better able to precisely define the priority areas in which they wanted the CSOs to play an active role in service delivery and project implementation, resulting in better targeted CSO projects.

Both CSOs and LOD coordinators agreed that project monitoring and reporting by CSOs has improved substantially as a result of the application of the LOD methodology. Monitoring is on the one hand much easier, since the objectives, the activities are the implementation schedule are already defined on forehand and in detail, while reporting on progress and finance is much simpler as well. In most municipalities/cities that were visited, CSO project monitoring is in general implemented in accordance with the LOD methodology guidelines, even though not many LSUs have a CSO representative on the monitoring team (anymore).

Regarding the capacities of the LSU to implement the LOD methodology, the survey requested the LOD coordinators to rate the capacity of the LSU in the following areas before and after the LOD project (see figure 15).

Figure 15. **LOD related capacities of LSUs according to the LOD coordinators phase I to IV, before and after the LOD project, expressed on a scale of 0-10 (with 0 the lowest, and 10 the highest score).**
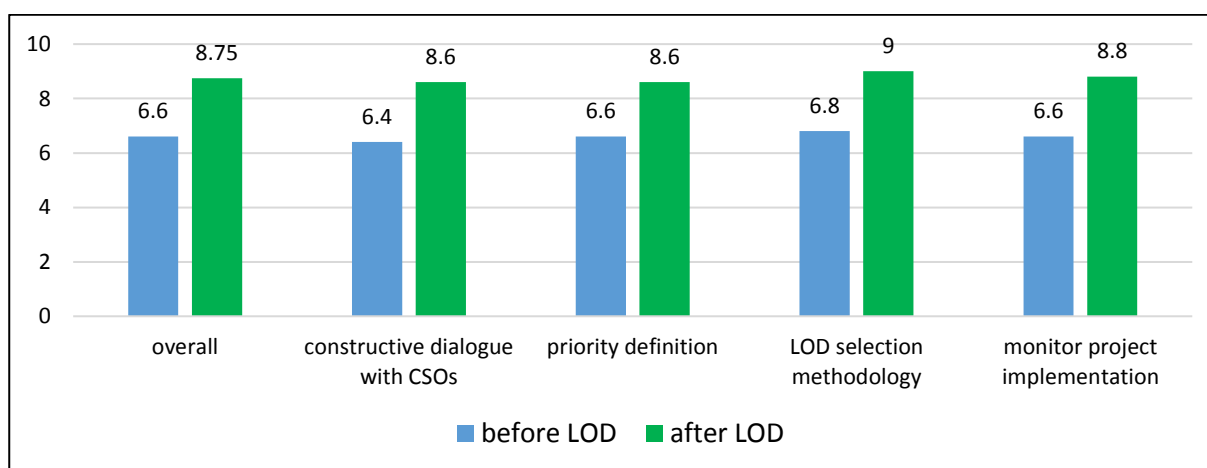
Source: UNDP LOD coordinator survey, August 2016

The overall capacity improved on average from 6.6 to 8.5, with significant improvements in each of the four relevant areas.
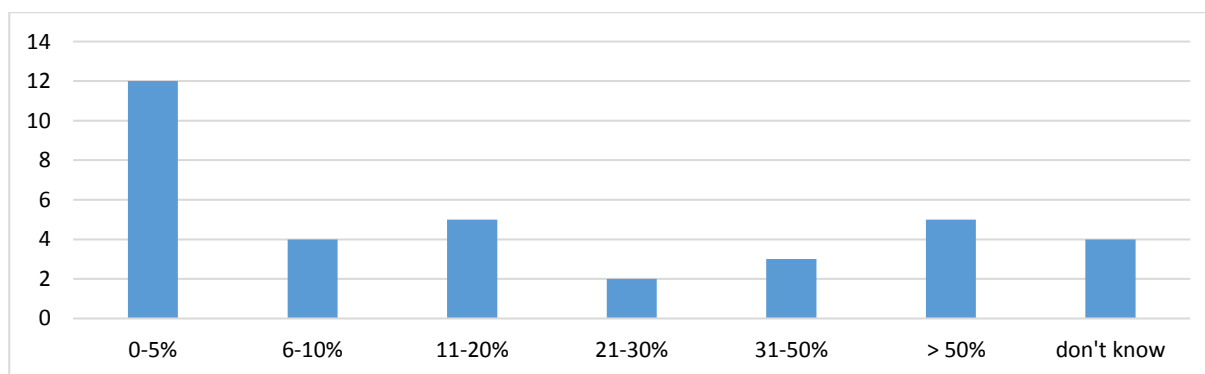
76% of the LOD coordinators who participated in the survey mentioned that presently, after the completion of the LOD training and experience, the capacities of their LSU were sufficient to continue with implementing the LOD methodology without further external support. During the interviews

however, several (former) LOD coordinators mentioned that even though two and sometimes 3 staff members were trained in the LOD methodology, they would like to see more staff members trained both to generate extra support and a bigger team that can lead the change process, but also in order to sustain the practice if certain staff members retire, are transferred or are promoted.

As mentioned earlier, all LOD IV LSUs (and most LSUs from LOD 1-3 as well) have formally endorsed the LOD methodology through a council resolution, meaning that it has become a formal directive to the city or municipal administration to which it has to adhere with regard to the distribution of grants or subsidies for civil society organisations. This does not mean that it is applied in every municipality in the same way. A few municipalities (e.g. Visoko, Tesanj, Tuzla, Bijeljina, Maglaj, Novo Sarajevo and Stari Grad Sarajevo) apply the LOD methodology for all or almost all grant provision to Non-Government Organisations, including sports organisations and war veteran associations. Similar to the "developmental" CSOs, these sports and war veteran organisations were in the beginning reluctant and found the application process complicated, but after one or two rounds they start to appreciate the fairness and transparency of it and are happy to continue with it. In some of these LSUs there are still a few organisations with a special status, which are exempted from these rules by the council/mayor and they receive a fixed grant every year. These organisations still need to hand over their financial statements every year, but in general the financial monitoring by the LSU regarding the utilisation of these funds by these organisations is rather poor.

The majority of the LSUs that participated in the LOD project apply the LOD methodology only for grant allocation to CSOs in the social-welfare and cultural sector and not for sports organisations or war veteran associations, which continue to receive "direct funding", meaning that they receive funds based on a written or verbal request to cover regular operational costs. As a result, only a small part of the total budget available for CSOs is distributed using the LOD methodology (see figure 16). In monetary terms, the total budgets available for CSO grants or subsidies differs a lot between municipalities, especially depending on their size and on the total volume of their budget. In the LSUs that were visited, the total CSO budgets ranged between 50.000 BAM ($28.500) for the smaller municipalities like Domaljevac and 300.000 BAM ($170.000) for medium size municipalities like Maglai to 5 million BAM ($ 2.85 million) for Banja Luka which was the biggest city visited. The average size of the annual CSO budget for an LSU would be between 200.000 and 300.000 BAM ($ 115.000 and $ 170.000).

Figure 16.   **Percentage of total CSO budget of the LSUs which participated in LOD I to IV that is allocated using a call for proposals according to LOD coordinators (N=35).**

Source: UNDP LOD coordinator survey, August 2016

Note that the LOD project only started to include the institutionalisation of the LOD methodology by the participating municipalities by means of a council resolution in the MoU signed between UNDP

and the LSUs only from the third phase onwards, and that the LSUs participating in LOD IV agreed to hold at least a second selection process in accordance with the LOD methodology (but without LOD funding) and to distribute a minimum of 30% of the total CSO budget of the LSU through an open call for proposals. Whether they will continue to do so after the project has come to an end will only become clear in 2017.

94% of the LOD coordinators who participated in the survey, find the allocation of grants and subsidies using the LOD methodology better, i.e. more transparent and fair than through direct allocation even though it is more cumbersome. Most of the LOD coordinators who were interviewed agreed that the LOD methodology should be applied to all grant provision to all CSOs (including sports and war veteran organisations). Some of the LOD coordinators in LSUs where a large part of the funding was still allocated using "direct funding" methods (especially to veteran associations and sometimes to sports organisations as well), mentioned that it was technically difficult to apply the LOD methodology for sports organisations or veteran associations, because they do not implement projects and the subsidy is used to provide social welfare for war veterans or for covering operational costs of sports organisations.

The few LSUs that do apply the LOD methodology for (almost) 100% of their grant provision to CSOs prove however that it can be applied to these type of organisations as well. They argue that all money spent by the LSU should serve the development objective of the city/municipality. These funds should not be used for general operational costs, but only for special activities that are important for the municipality. When discussed in more depth, it turns out that in most cases where the LOD methodology is not applied to all CSOs, the mayor (or council) does not want to give up their discretionary powers or are afraid of the political power of these organisations. However, in the LSUs that use the LOD methodology for all grant provision to NGOs, the LOD coordinators mentioned that after initial resistance from especially war veteran associations, these organisations are now in favour of using the LOD methodology as well, especially if it is adapted to their requirements.

Only in two of the 16 LSUs that were visited during the evaluation, the budget for CSO support in general has increased marginally over the last few years, both in absolute and relative size. In all other municipalities the budget has decreased in nominal value, usually with a similar percentage as the decrease in the overall budget that most LSUs have experienced over the last few years. While this limits the ability of the LSUs to partner with CSOs, it stresses at the same time the importance of ensuring (through a transparent and competitive allocation mechanism) that the limited resources are used in the most effective way.

Fragmentation of CSO grants
When speaking to CSOs in various cities and municipalities, they mentioned that there is a trend in especially the bigger municipalities and cities with a large number of CSOs that are able to draft a good project proposal, to split the already limited CSO budget over a large number of CSOs in order to satisfy at least to some extent the financial needs of as many CSOs as possible. These LSUs do apply the LOD methodology by using a call for proposals and for selecting viable CSO projects, but instead of allocating the amount that a CSO has asked for (even if it is below the ceiling defined by the LSU), they only allocate a small amount (10-20%) of the requested amount to each CSO, making it impossible for the CSOs to complete their project as intended. While these CSO proposals all meet the minimum criteria, this practice refutes the competitive element of the selection process and therefore waters down the purpose of the LOD methodology.

As a result, some CSOs (it was mentioned by 5 CSOs in 3 cities/municipalities) have declined the scaled down financing offer from the LSU since they cannot deliver the proposed project using the funds

actually available, while others accept the offer and look for other funding sources, or they are at least able to cover some operational costs. Some CSOs have even decided not to tender anymore in future since the amounts granted (sometimes only 2.000-3.000 BAM (or $1.150-1.700) per CSO) are not worth the effort to draft a complete proposal that meets all the requirements. As a result, the LSUs do not reach their development objectives, because the grants can only cover the operational costs of the CSOs and they subsequently become invisible again to the general public. In addition, by providing small sums to many CSOs, the LSU is not stimulating a professionalization and self-selection of CSOs but instead it continues to stimulate a mushrooming of too many inviable CSOs. Most CSO representatives who experienced this situation and who were interviewed by the evaluator would prefer a situation in which the LSU/selection committee would only select the highest scoring CSOs and provide them with sufficient funds to complete their projects and tell the others to submit better proposals the next year.

In none of the municipalities where this fragmentation of CSO grants is happening (e.g. Banja Luka, Bijeljina) the CSOs have taken the initiative to address this collectively with the LSU, first by discussing the issue amongst themselves in order to come to a collectively shared opinion and neither to request for a meeting with the LSU to discuss this issue and seek together with the LSU for a solution. Listening to the LOD coordinators and to heads of departments during the interviews, the evaluator is convinced that most LSUs would be open to discuss the issue. The fact that this is not happening now shows on the one hand the ambivalence of the CSOs but also their lack in networking and lobby and advocacy skills.

2. The professionalization and responsiveness of CSOs.
Both LOD coordinators as well as the CSOs themselves have noticed a significant improvement in the capacities and performance of CSOs that have participated in the project. Regarding their improvements in capacities CSOs noted an improvement in all areas of project management (see figure 17).

Figure 17.   **The improvement in project management capacities of CSOs that have participated in the LOD project phase I to IV as perceived by the CSOs themselves. (N = 147).**
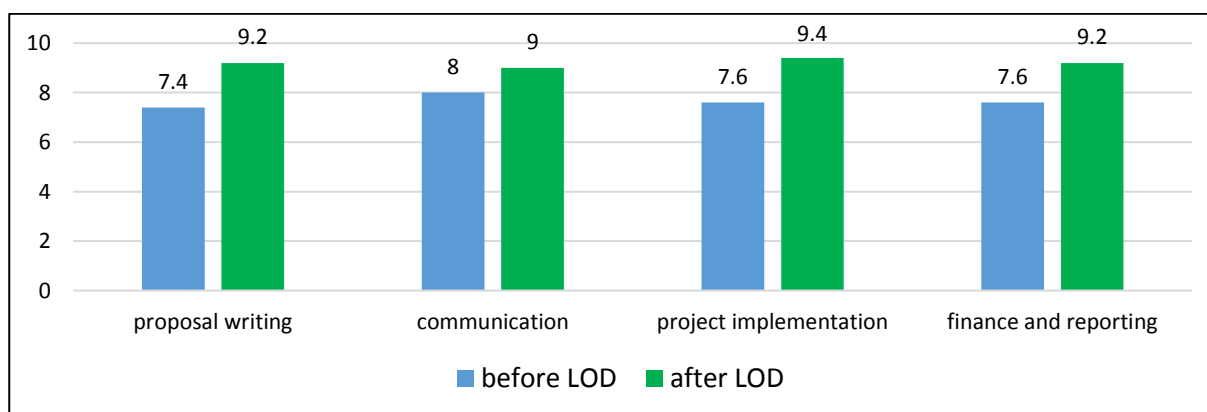
Source: UNDP LOD CSO survey, August 2016

Different CSOs, in different stages of their organisational life cycle have benefited in different ways from the LOD project, as was nicely reflected during an interview session with three CSOs in Bijeljina. The first CSO, called Porodicni krug (family cycle), is a young CSO focusing on breaking the social isolation of elderly people in the community. For them, the LOD project was their first big project and they learnt the basic skills of project management though training and backstopping support from

UNDP. As a result, they are now well established and recognized by the community. The second CSO, Pulse, an organisation working with disabled women to teach them weaving skills in order to re-socialise them and earn some income. They were already well established but they were not able to scale up their activities through a lack of funds and skills. As a result of LOD providing funds and technical assistance, they managed to become a mature and well known organisation in Bijeljina that can survive on its own and reach out to many more women. The third organisation, EKO put, focuses on ecological awareness raising and voluntarism for ecological protection. They were already a mature and well established organisation in Bijeljina with various funding sources and they did not learn many new skills through the LOD project, but they were used by LOD for peer learning and coaching and the director of the organisation helped others to draft project proposals, assist with the bookkeeping, etc.

Some other benefits related to the improved capacities of the CSOs that were mentioned in the survey are:
- More teamwork in the organisation;
- Better situation analysis of the real needs of our target group;
- CSOs realized their limited capacity (improved self-awareness) and the need to improve these capacities even more;
- The importance of presenting the results from the project to the public at large;
- Enhanced knowledge about municipal structures and procedures;
- The importance of active communication and networking so that more institutions know the CSO and its work and start supporting it;

From the in-depth interviews, it became clear that especially the smaller and recently established CSOs benefited at lot from the LOD training and support, even though they often complained that the requirements were rather heavy for the type of project they wanted to implement.

As a result of the application of the LOD methodology and the initial intensive training and backstopping of a limited number of CSOs per municipality (those who were selected during the implementation of the LOD project), there is a tendency that in each municipality a small core group of CSOs is emerging that are able to meet the minimum requirements for funding by the LSU for their project during every round of calls for proposals and they reach the highest scores with their project proposal every year. In Novo Sarajevo for example, 50% of the complaints dealt with by the appeal commission (dealing with complaints regarding the project selection), came from newly established CSOs for which the application requirements were too complicated). While the LOD methodology stimulates on the one hand an increase in the number of high quality proposals and competition between CSOs and therefore forces every organisation to stay on its toes, it might on the other hand restrict new inexperienced organisations, who have wonderful ideas to reach out to their community but have not received the same basic induction training and backstopping support from UNDP to apply successfully for funding from the LSU. This is a difficult dilemma since the LSUs do not want to stimulate a wild growth of CSOs on the one hand, but also do not want to block new CSOs effectively from the system. Especially in the medium and larger municipalities and cities this could present a problem. One could argue that these new CSOs should link up with existing ones in the beginning or ask for peer support in order to learn how to draft good proposals, but in practice this rarely happens as they are in fact each other competitors for a limit source of funds. While no ready-made solution is available, it could be worthwhile to experiment during the next phase of LOD with a small seed fund (per municipality or managed by the LOD team) for emerging CSOs only, with smaller amounts per project and less stringent application criteria.

3. Establishing permanent partnerships between CSOs and local self-governance units.
Overall, 71% of the CSO respondents participating in LOD phase I to IV, mentioned that as a result of the LOD project the relationship between the LSU and CSOs had improved. The CSOs participating in LOD phase 4 were even more positive (88%) compared to those in LOD phase 1 to 3 (65%). The LOD coordinators shared this opinion and were even more positive with 76% stating that the relationship had improved, especially those who participated in LOD phase 4 which had a 100% positive score. In addition, 67% of the CSOs respondents and 68% of the LOD coordinators agreed that the LSU is after the LOD project more appreciative of the work that the CSOs are doing for the benefit of the community.

Examples of this improved cooperation between the LSUs and CSOs were provided during the interviews by both LOD coordinators and CSOs. In most municipalities, often through the CSO representative on the selection committee who acts as a liaison person as well, communication between CSOs and the LSU is easier and more frequent. CSOs better understand the planning and budgeting process of the local government and involve themselves more actively in the relevant consultation processes, trying to lobby for their interests or that of their target groups. In Tesanj, one of the CSOs had assisted the LSU with the preparation of an IPA project application, while in other municipalities the LSU had drafted together with a group of CSOs a project proposal for joint project implementation with CSOs (like in Banja Luka focussing on local economic development). Also in Banja Luka, some CSOs carried out a survey on the needs of children with disabilities and shared the results with the LSU, which integrated some of their recommendations in its action plan.

While all LSUs that have participated in LOD phase 4 signed an MoU with Civil Society in their municipality, since this was a precondition for their participation in the LOD project, this has resulted so far in only a few municipalities in the establishment of a more regular and institutionalised dialogue platform between the LSU and CSOs. In most cities a youth council has been established, but the frequency of meetings and its effectiveness depends a lot on the leadership capacities of personalities on both sides, while in some of them there are sectoral working groups in which the CSO participate (like social affairs). Tuzla for example has a social inclusion forum and a local economic development forum, which as used to jointly plan and coordinate activities, but also for joint proposal drafting and implementation between the LSU and CSOs in order to attract external funding (like the "best for small and medium enterprise" project). In most LSUs contact between LSU and CSOs is restricted to ad hoc meetings and to regular citizens' consultation moments, like the discussion of the annual plan and budget.

In the bigger cities and municipalities, with a larger number of more mature CSOs it became clear from the interviews that they would need, in addition to the skills and capacities provided by LOD, more lobby, advocacy and networking skills in order to address some common issues (like e.g. the fragmentation of CSO grants allocated by the LSU) collectively and in a constructive manner. They often recognised the need to establish a CSO network and a more or less institutionalised platform for regular consultation and coordination with the LSU, but they lacked either the capacity or the leadership among themselves to initiate such network or platform. They felt (justifiably so or not) that UNDP as an outside and neutral organisation would be in the best position to take a lead. Most LOD coordinator in the bigger municipalities/cities on the other hand, often in their combined capacity of head of social service or responsible for CSO coordination, mentioned that they would certainly welcome such platform for improved coordination but felt that the CSOs should take the initiative. In Maglaj such a CSO consortium exists consist of 60-70 CSOs and it meets on a regular base with the LSU, while the platform is also used for peer learning regarding grant application.

One may therefore conclude that, partly as a result of the LOD project, there is more understanding and appreciation of each other's role in the local development process between LSU s and CSOs which has resulted in more frequent consultation and more intense cooperation in some municipalities, but it is too little or too fragile to qualify this as "permanent partnerships". In order to achieve that, much more needs to be done. A foundation is laid by the LOD project; it is now up to the local partners to start building concrete partnerships on these foundations.

Positive spin offs of the LOD project
During the interviews with LOD coordinators and CSOs several positive spin off effects of the LOD project were mentioned:

- Through the LOD project and the request to link their activities to the development strategy of the LSU, the CSOs start to realise that they operate in a bigger context and that in order to be successful they need a slightly wider perspective than their target group alone and that they need to operate more strategic as well. In addition, while the LOD project stresses the importance for transparency on the LSU side, CSOs start to understand the importance of being transparent in the use of their funds as well in order to stay or become a trustworthy partner for the LSU since a potential misappropriation of funds by the CSO might taint the credibility of both parties and might disqualify them from future participation in the process.

- Especially in bigger municipalities and cities, the CSOs start to realise that they need to network and meet with the LSU on a regular base in order to discuss the cooperation and partnership between the two parties in general, but also to collectively monitor the overall performance of the LSU. In addition, they also realise that providing services to their beneficiaries is a good starting point to make their problems more visible, but that it is not enough to resolve their problems structurally and that they therefore also have to lobby and advocate for the interests and rights of their target groups. Through the LOD project they have become more professional in their project implementation, the logical next step is to enable them to carry out these lobby, advocacy and monitoring functions and be better able to network among themselves. This could be an additional area in which either UNDP or TACSO could provide support in future.

- Mayors and senior politicians start to see the potential win-win opportunity of a more transparent grant allocation or even governance system. Handing over the decision of grant allocation to CSOs to a committee that deals with it in a transparent manner, will protect them against false allegations of mismanagement, while they also do not have to deal with each application individually and take allocation decisions from a potential political gain perspective.

- The LOD project has triggered in many LSUs a discussion about a possible review of funding mechanisms for non-developmental CSOs (like sport and war veterans' organisations) as well and has already resulted in an adjustment of grant provision mechanism for these organisations in some LSUs that a very much in line with the LOD methodology.

- The improved understanding at the LSU level of the benefits of having a more transparent grant allocation mechanism creates leverage and momentum for the application of LOD at the higher level. In one LSU, the LOD coordinator mentioned that the canton (and the State) governments request them to adopt a transparent fund allocation mechanism, but they themselves continue in the old clientelistic way of allocating funds to those organisations from which they expect political gain or support.

- Through the LOD project and the activity of CSOs, the needs and rights of certain excluded groups of people in society (like people living with a disability, the elderly or the Roma) have become more visible in the local community and as a result are added to the development agenda of the LSU and thus pushing the LSU to do more for these groups as well.

- Even though the full LOD methodology is not applied for all grant allocation to CSOs in many LSUs, the quality of the contracts (more specific conditions and deliverables) and the monitoring and reporting requirements of "special interest" organisations or sports and veteran organisations has improved in many of these LSUs as a result of the LOD experience.

- According to most people interviewed, the application of the LOD methodology has certainly reduced the number of "briefcase NGOs" in their municipalities, since the door to easy opportunistic funding by political allies is now more or less closed.

2.4   Impact of LOD through the implemented CSO projects

In this paragraph we will, for as far as possible, look at the impact of the LOD project in a wider context. Did the communities benefit from the projects that were implemented by the CSOs and has it contributed to a change in perception about democratic governance at local level in general? These are of course much bigger questions than the ones we tried to answer earlier and without conducting a full citizen perception review we will not be able to find much hard evidence, let alone be able to attribute these change fully to the LOD project since it addresses only one small aspect of state-non state interaction which is affected by many other factors outside the control of the LOD project or UNDP in general. Nevertheless, both from the surveys as well as from the interviews, the evaluation was able to gain the insights from both the CSOs as well as LOD coordinators regarding the importance of these projects and the work of the CSOs in general in their communities.

As a result of the LOD project both LOD coordinators as well as the CSOs noticed a difference in the behaviour, responsiveness and visibility of the CSOs that have participated in the LOD project (see figure 18 and 19), which is partly related to the training they have received, for example on how to make their work more visible, but it is to an even larger extent related to the fact that the LOD project through the combination of extra funding that became available and the enhanced link between the CSO projects and the strategic development priorities of the LSU, which resulted in more tangible results of the CSO project in their community.

Figure 18.   **Improvement in performance of CSOs as a result of participation in the LOD project according to <u>LOD coordinators</u> LOD phase I to IV (N = 35).**
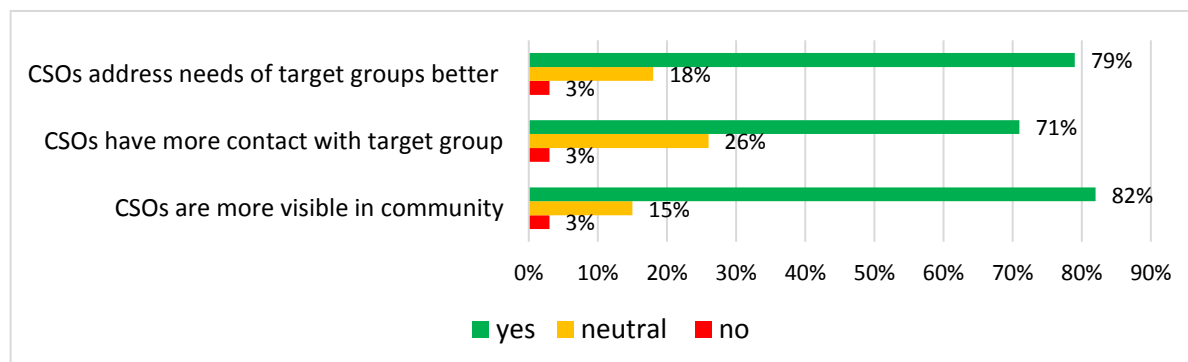
Source: UNDP LOD Coordinator survey, August 2016

Figure 19.   Improvement in performance of CSOs as a result of participation in the LOD project according to <u>CSOs</u> phase I to IV (N = 147).
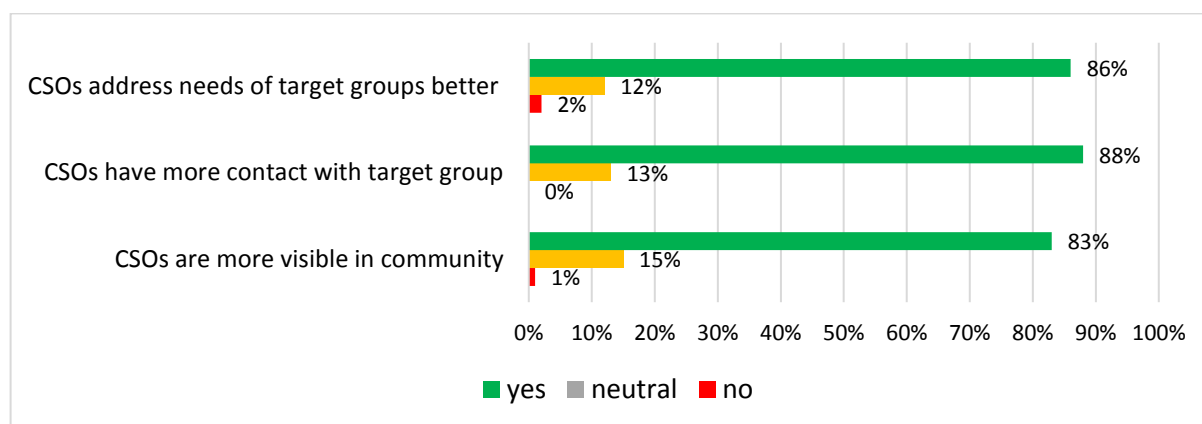
Source: UNDP LOD CSO survey, August 2016

The scores of the CSOs and the LOD coordinators are more or less identical except that the LOD coordinator are a bit less positive about the improved contact between CSOs and their target groups (26% of the LOD coordinators answered neutral to the question, while only 13% of the CSOs answered neutral).

From these figures, we may conclude that combining the strategic development objective of the LSU with the direct link that CSO have with their beneficiaries or interest groups, helps them to become more meaningful in their community by shifting from welfare related activities to resolving marginalisation issues in more structural ways. A few examples might help to explain this shift in focus as well as the way in which some of these projects had a wider impact on the community at large.

In Bijeljina, an organisation named "Pulse" was established in 2005 to integrate women with a physical disability into society. Before the LOD project they focused on providing occupational therapy to a small group of disabled women. Through the LOD project, they were able to engage and train 48 women with various disabilities, to buy weaving machines and to improve the design and quality of the products that were made. As a result, several disabled women are now able to earn a partial income, they are active in society, while some of them even train interested girls from secondary schools. Not only are these women actively involved in society, their activities are highly visible to the community and contribute to a transformation in perception as to how society at large should treat people with a disability by looking more at what they can do instead of what they can not do.

Another organisation, "Sunce" in Trebinje (and in Stari Grad Sarajevo) used the LOD project to experiment with a different way of providing education to disabled children. Until then, Sunce provided specialised training to children with physical and or mental disabilities at their premises, isolated from society and other children. With support from the LOD project, they implemented an innovative project called "let us live together" that focused on the active integration of children with a disability in society. By training and supporting teachers at "regular" kindergartens and primary schools in Trebinje how to integrate disabled children in a group of "abled" children and how to adjust their didactical practices, they have been able to place 112 children with a disability in the regular schooling system, not only reducing the costs of their care, but also teaching children (both able and disabled) that children with a disability are part of society and can, with some assistance, function in society. The "experiment" was successful and Sunce has in the meantime been able to secure more

external funding from its regular donors like Save the Children and UNICEF to scale up this approach in other municipalities and even in several places in Montenegro. As a result, Sunce is more meaningful to the children they work for and they can reach out to more children, while at the same time they contribute to an active inclusion and to a mind shift in their community as to how it can deal with disabled people.

The Red Cross in Tuzla is another example of a project that had a wider impact than only on the direct beneficiaries. With assistance from the LOD project it was able to establish a day centre for elderly people, with a library, a kitchen and several other facilities. In addition, it managed to involve young (often unemployed) people to assist in the centre as volunteers, which helped with the resocialisation of the elderly who were before neglected and isolated. As a result, not only are these elderly people drawn out of their isolation, the LSU is now much better aware of their needs and it has learnt to delegate the care for these people to CSOs instead of providing very basic support itself.

Even sports organisations like the Judo club in the small community of Berkovici that benefited from the LOD project were able to highlight the impact of their project and progress on the community at large. Berkovici is a municipality on the border between the FBIH and the RS, which was only established after the war. Through the LOD project, the Judo club was able to improve its training facilities and level of training. As a result, Judoka's from Berkovici were able to win 30% of all gold medals at last year's national Judo championships, which was a tremendous mental boost not only to the Judoka's and their trainer and parents, but to the self-esteem of all people in Berkovici, who for the first time since the war, were able to feel proud of their community.

In general, the CSOs that participated in the survey were requested to rate their own project(s) in terms of being beneficial to the community (see figure 20). 81% of the respondents gave their project a score of 7 or higher, while the average score was 7.8. This shows that they were, from their own perspective, in general satisfied with the results.

Figure 20. **CSOs that participated in LOD I to IV rating of their own LOD financed project being beneficial to the community on a 1-10 scale (1 being the lowest and 10 the highest) (N = 147).**
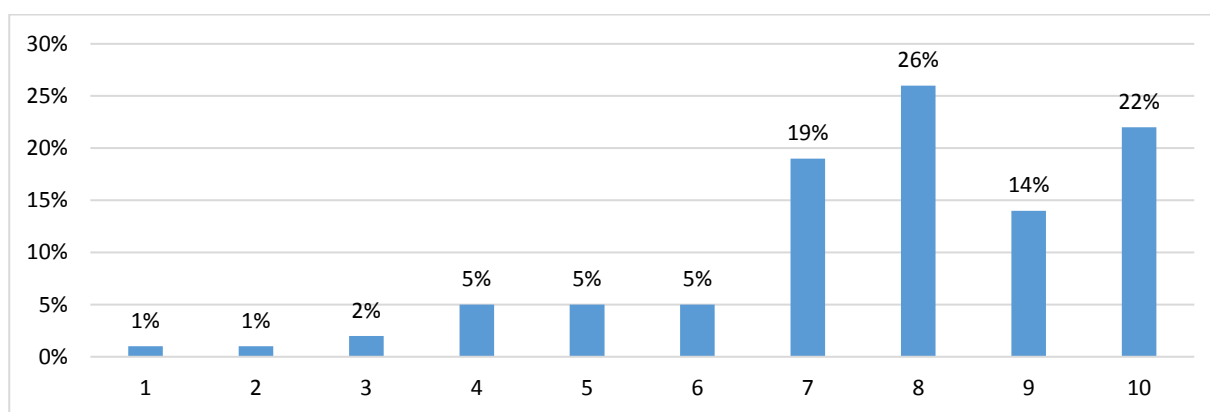
Source: UNDP LOD CSO survey, August 2016

In addition, both CSOs and LOD coordinators were asked to explain the type of benefits of the CSO projects for their community (see figure 21).

Figure 21   The way in which the local community benefited from the CSO projects according to LOD coordinator (N = 35) and CSOs (N = 147).
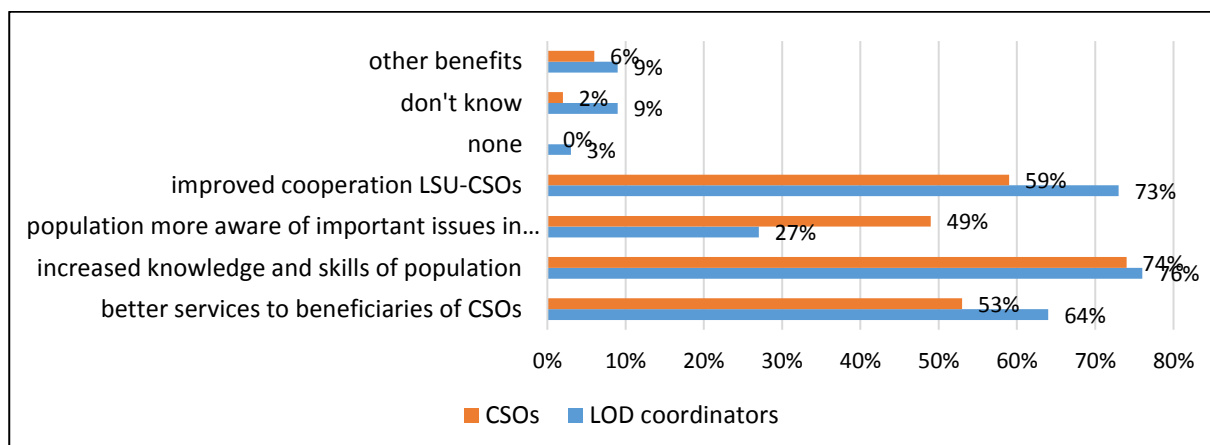
Source: UNDP LOD CSO and LOD coordinator survey, August 2016

As is shown, most of these benefits are either related to improved service delivery to the target groups of CSOs (like better care for children with special needs or disabilities), increased knowledge of citizens and skills (e.g. providing youth with basic skills that help them to find employment), raised awareness of citizens (like the need for environmental protection), more interaction between different ethnic groups through sport activities, or a combination of these benefits. At the same time most of the activities contributed to improved cooperation between CSOs and the LSU as well, like a more activated LSU that starts to address the needs of children living with disabilities as well as raised awareness of the citizens of these needs. The LOD coordinators scored slightly higher on the impact related to better services and improved cooperation between LSU and CSOs, while the CSOs scored higher on raising awareness amongst citizens.

The outreach of these project activities, in terms of number of beneficiaries, is difficult to quantify due to the large diversity in the type of projects that have been implemented. Some brought a profound and lasting impact on the lives of only 10 disabled children, while others reach more than 10.000 people through the provision of independent news via the internet.

In a society that is still recovering from the war traumas, which destroyed all confidence and trust in basic human values, it is difficult to overvalue the importance of these projects that provide a positive perspective to ordinary people and show that people in the community care for each other. During the interviews it became clear that for many CSOs the recognition of the importance of their work for their community that they received from the LSU, from their community and from UNDP as an outside organisation, was a tremendous boost to their self-esteem and to their image and credibility in their municipality and therefore an important incentive to continue with their work.

Regarding the sustainability or lasting impact of these CSO projects, there were in general two categories of responses. One small group of CSOs was more sceptical, saying that one project can not change any structural bottlenecks for the disadvantaged people they work for, while a larger group saw these initiatives as a starting point for something bigger. Several CSOs mentioned that through the LOD project (partly because they had to respond to an identified strategic development request from the LSU and partly because the available funds for their project were more substantial than normally) they were able to design, test and implement a new more innovative approach to address the needs of their target group or achieve different results for their target group and that after the end of the project they often managed to continue with that approach, either at a smaller scale if no

external funds were available or on a larger scale since their innovative approach helped them to attract new funding sources. Examples of such organisations are Pulse in Bijeljina, Moja Herzegovina and Sunce in Trebinje, Red Cross in Tuzla and EDUS in Stari Grad Sarajevo.

At an even higher level of impact, the evaluator asked both CSOs and LOD coordinators whether the LOD project had contributed to the following changes in the municipality, acknowledging of course that other factors influence these processes as well or even stronger (see figure 22).

Figure 22.   The extent to which the LOD project contributed to changes in the municipality over the last ten years as perceived by LOD coordinators (N = 35) and CSOs (N = 147).
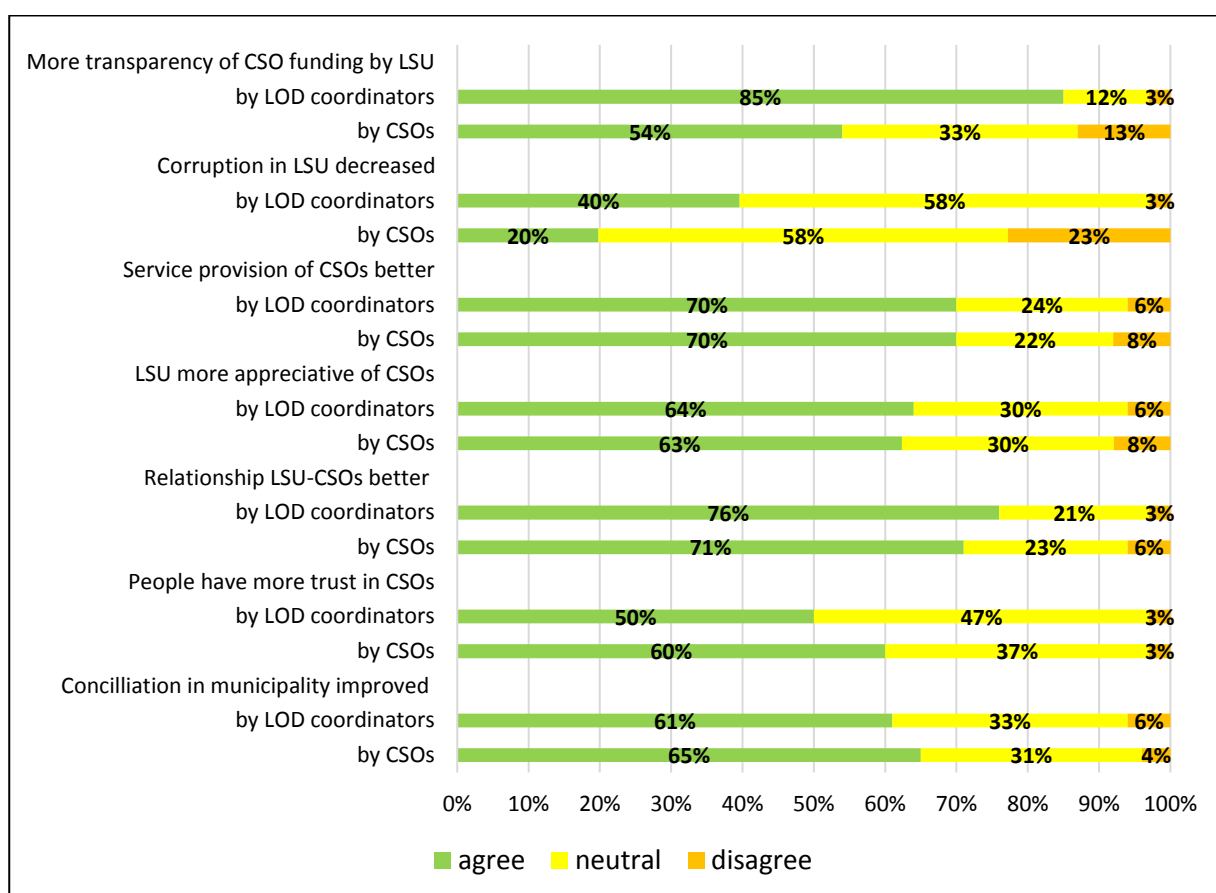
Source: UNDP LOD CSO and LOD coordinator survey, August 2016

These figures all point in the same direction and although they do not provide solid hard evidence, one may conclude that the LOD project contributed to the processes of conciliation and restoration of trust in institutions (like government and civil society). While the majority of respondents in both surveys acknowledge that the transparency of funding to CSOs has improved, they are also aware that this only has limited impact on the reduction of corruption within their LSU in general. Note that regarding the changes listed in figure 22, there is not much difference in opinion between LOD coordinator and CSOs except for the issue of transparency of funding and corruption, where LOD coordinator responded more positively. There was no significant difference between CSOs and LOD coordinators who participated in the earlier (1 and 2) or later LOD phases (3 and 4) either.

An example of a higher level impact of a CSO implemented project is the project that Medica implemented in Zenica to improve the awareness and treatment of victims of domestic violence by

relevant government employees. Based on the experiences from this project, the law on domestic violence was adjusted in 2013 as well as an improvement in the handling protocols and referral procedures for victims of domestic violence.

2.5   Sustainability of LOD achievements and outcomes

Finally, the evaluation addressed the sustainability of the LOD methodology and the LOD project achievements in the participating LSUs.

Figure 23 presents the findings from the survey with regard to the continued active application of the various elements of LOD methodology by the LSU according to the LOD coordinators and CSOs.

Figure 23.   **The extent to which the LOD methodology is still applied by the LSU according to the LOD coordinators (N = 35) and CSOs (N = 147).**
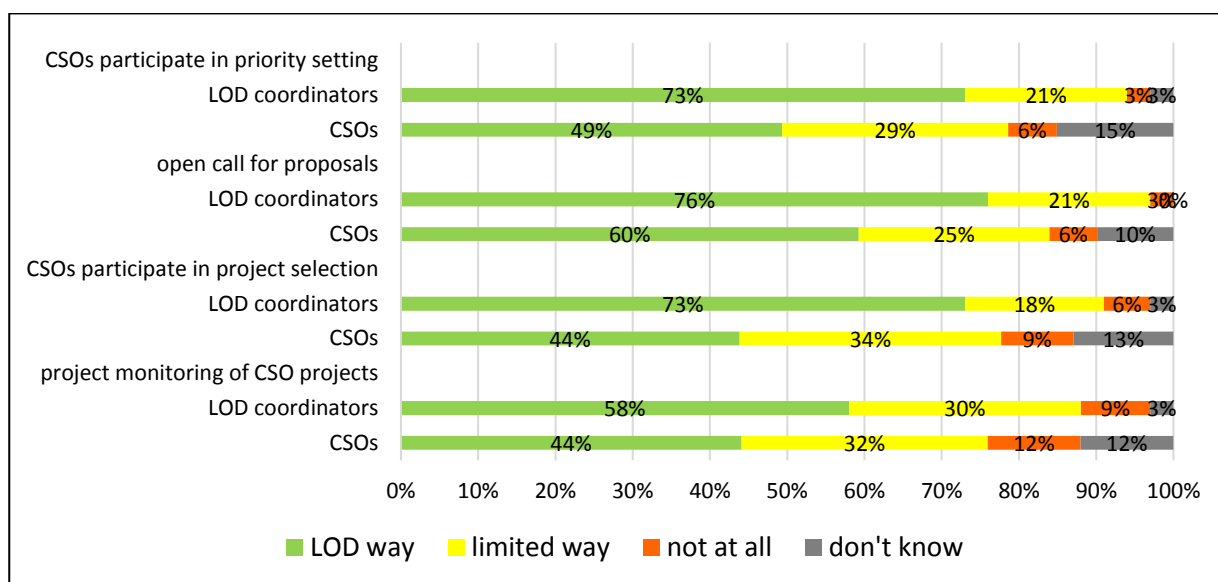
Source: UNDP LOD CSO and LOD coordinator survey, August 2016

In general one can say that the LOD methodology is still applied in full or in a limited way in most LSUs. The LOD coordinators are slightly more positive on all elements as compared to the CSOs, while the "project monitoring" element receives a relatively lower score by both LOD coordinators and CSOs compared to the other elements of the LOD methodology. Note that the LSUs that participated in the LOD 3 and 4 phase received on all elements a slightly higher score (10-15% higher on "LOD way" application) compared to those participating in LOD 1 and 2, which is of course logical since it is still fresher and for the LOD IV participants still under "supervision" by UNDP.

In paragraph 2.3 we touched already on the fact that in most LSUs the LOD methodology is not applied to all CSO funding, usually excluding the grants and subsidies for sports organisations and war veteran associations. It shows that despite the formal adoption of the LOD methodology by most councils and the general appreciation for the LOD methodology, there remains a lot of room for discretionary decision-making, which affects the sustainability of the LOD methodology negatively as well. In a local government setting, which is characterised by weak financial management, minimal oversight by the legislative institution (the council) over the executive (the administration), combined with low ethical standards and big political interests there is a high likelihood of mismanagement of public funds and

corruption. The LOD methodology at least limits the discretionary element and adds an elementary form of social accountability through the engagement of the CSOs in the whole allocation and implementation process.

The sustainability of the LOD methodology remains however fragile since it deals with public resource allocation, which is a political issue and therefore subject to manipulation by politicians as long as it is not strongly anchored in the local government financial management practice. During the visits to a variety of LSUs (from city to small rural municipality) it became clear that at present, the actual active continuation or even a further development or wider application of the LOD methodology in a certain LSU depends to a very large extent on the personality and capacities of the main political leaders, even if the council has adopted a resolution that formalises the LOD methodology. As was shown above, many organisations can still get a special status and in most municipalities the sports organisations and veteran associations are exempted from these rules, while they receive the biggest share of the CSO budget (usually around 60-70%). In municipalities like Tesanj, Visoko, Bijeljina, Stari Grad Sarajevo, Novo Sarajevo, Tuzla but also in smaller ones like Berkovic, Samac and Domaljevac (and others that were not visited), with leaders who are visionary and respects the principles of good democratic governance, the LOD methodology is still applied and further developed, while in others (like in Zenica and Trebinje) the LOD methodology is formally adopted but not applied actively.

The Associations of Municipalities and Cities (AMCs) in each entity would potentially be the right organisations to become the future custodians of the LOD methodology and disseminate the methodology to new municipalities and ensure its sustainable application. During LOD IV, they were engaged to stimulate horizontal and vertical integration of the LOD methodology and they have implemented several activities in that regard as part of a wider agreement between UNDP and the two AMCs, which also included activities related to ILDP and MTS. They both implemented a small research on the grant distribution in municipalities that were not part of LOD so far, they promoted the LOD methodology during their general assemblies, they organised meetings with entity level government staff to explain the benefit of the LOD methodology also at higher levels of government and the AMC in the Federation of Bosnia and Herzegovina has been running a help desk for municipalities dealing with questions related to LOD.

The two associations are however small and they lack the capacity and the funds to scale up their activities without substantial long term external funding and support, which the LOD project cannot provide as it is confined by administrative regulations to extend its financial agreement with the AMCs.

In terms of achieving sustainability of the LOD methodology and the achievements of the LOD project, this is at present the maximum the LOD project can achieve given its limited mandate to address issues related to more institutional and regulatory reform at higher levels of government.

2.6   Project Management

To what extent have internal management processes and external relations of the LOD IV project contributed to the successes or failures of the project?

The most important aspects of project management have already been addressed as part of the earlier paragraphs. A few aspects that have not been mentioned explicitly but are worth to mention are summarized below:
-    The project management adhered to UNDP's internal quality assurance standards throughout the LOD project 4 implementation regarding procurement and contracting;

- Progress and financial reporting by the LOD project to UNDP management and to the donor was timely and of good quality and line with the specific EU requirements;

- Monitoring of the LOD IV outputs and activities as well as monitoring progress made by all LSU and CSO partners is of a high quality and is easy accessible. The project lacks however a routine of monitoring progress on its outcome indicators, which is partly due to the fact that it the outcomes are formulated as "specific objectives", and do include some indicators, but they were not defined in a SMART manner. In addition, the project could improve upon monitoring its strategic context to be actively aware of potential risks and opportunities for scaling up.

- Communication with the project board and the project advisory board was proactive and the project board was involved by the project management in all important decision-making processes;

- The LOD project managed to achieve synergy with other UNDP projects (ILDP, MTS) and with external EU projects (TACSO) and has the potential to continue doing so with new projects (MZ and LID). However, the potential synergy with the CBGI project, which is extremely important for enhancing the sustainability and scaling up of the LOD achievements has been very limited, partly because it takes the CBGI longer than expected to achieve its objectives regarding the establishment of a more conducive environment for policy dialogue between civil society and the government at entity and state level.

- The LOD project has an active and communication strategy. The intended outputs at local and national level have been realised in the form of factsheets, newsletters, local and national press releases and events, articles on various web sites and in newspapers, presence at AMCs general meetings, etc. Through these activities, LOD has been able to achieve its four specific objectives under its communication strategy, to:
    a. Further strengthen the sustainability and visibility of the on-going LOD project and its activities in twelve targeted LSUs;
    b. Maintain and increase the visibility of CSOs' activities participating in the LOD IV project;
    c. Promote the LOD concept to a wider public in Bosnia and Herzegovina;
    d. Increase the visibility of the European Union as the donor of LOD.
As a result, LOD and the LOD methodology are known to many people outside the project context at both local and national level.

- The LOD project team consists of the right calibre of staff, who are highly dedicated and well informed and maintain a high level of internal communication. It has experienced a low staff turnover during the eight years of project implementation, which has contributed to its success and reliability as partner.

- Internal knowledge management is improving as more and more valuable lessons that are learned about what works and what not are integrated into the project approach and LOD methodology and this will most likely continue to improve through regular reflections on project outcomes, through improved risk analysis and by monitoring the changing project context and by generating higher level lessons learnt from the project, like the earlier mentioned reasons for success of its approach. The LOD project is already moving into that direction by actively sharing its more practical experiences with other UNDP projects like the MZ and Dialogue for Future projects, which are using the "LOD methodology" for CSO

involvement, and by sharing its approach and experiences to UNDP staff in the other Western Balkan countries participating in the next phase of the project as is already envisaged in the project document for the Regional Programme on Local Democracy in the Western Balkans (ReLOaD).

3.   Conclusions and recommendations

What than may we conclude from all these findings and in what way can the LOD project even improve on its achievement?

The most important conclusion of this evaluation is that the Reinforcement for Local Democracy Project or LOD in all its four phases, but in particular in phase 4, has been highly successful in achieving its results in the highly complex socio-political context of Bosnia and Herzegovina. It has overachieved on its intended results by:
-     Including more municipalities than originally planned for (with 2 extra "full" municipalities and 2 extra "associate" municipalities);
-     Involving and training more CSOs than planned, which were also able to implement many more projects than originally intended and which are as a result of the participation in the LOD project operating more professionally;
-     Responding as one of the first to the urgent request from the EU to assist the flood affected municipalities in 2014. The response was fast, well targeted and highly appreciated by the affected communities, without compromising too much on its normal quality standards;
-     Generating a high level of local ownership over the projects implemented by the CSOs by linking them to local strategic development objectives and over the "LOD methodology" in general since all participating Local Self-Governing Units have adopted the methodology formally;
-     Completing 67 development projects in partnership with local LSUs and CSOs that had a direct positive impact on the lives of many people from disadvantaged or marginalised groups in society and that raised the awareness of the general public of the needs and rights of these groups.
-     Further adjusting and optimising its approach and "LOD methodology" in order to stimulate its local LSUs partners to attain higher goals (i.e. allocate a larger part of its CSO in a transparent and competitive manner).

Success of approach:
The success of the LOD project in terms of achieving its results and outcomes as well as in generating higher overall awareness and support for transparent government grant allocation mechanisms to non-government organisations in general (as reflected by the adoption of the LOD methodology by the two entity governments) can to a large extent be contributed to the specific approach adopted by the project/UNDP BIH. This approach could be characterized as a combination of a "process" and a "collective action" approach which has the following features:

a.   The LOD project does not come with fixed blue print solutions, but learns together with its local partners, seeking solutions for specific local problems and gradually gaining experience in what works and what not in a specific local socio-political context (sometimes called: problem-driven iterative adaptation);

b.   It adjusts the content and intensity of its technical assistance to the specific needs of the project beneficiaries and partners and is highly responsive to changing circumstances offering tailor made support, training and backstopping, without adopting a hands on attitude;

c.   Since the LOD project itself is not involved in the actual selection of strategic development priorities at the local level, but stimulates the local stakeholders to conduct that analysis

collectively, it generates a high level of local ownership over the whole CSO project selection and implementation process;

d. LOD works with reform objectives that are both technically sound (high impact, liable to be taken to scale and sustainable beyond donor funding) and politically possible (offering a reasonable prospect of being introduced);

e. The LOD project has adopted a multi-stakeholder approach and is bringing the theory of "collective action" into practice. It brings together stakeholders to create "communities of change" at both the demand and supply side of democratic governance to resolve practical development problems and provides both the local government as well as the civil society players with the minimum capacities to play their role in the process of collective action. In addition, it introduces the principle of mutual accountability to the local players involved in the project;

f. By focussing on practical development problems at the local level that require collective action of both LSUs and CSOs, since these problems do not fall in the exclusive domain of either of them, the LOD approach not only brings them together to tackle these problems collectively, but it also generates the awareness on both sides that an institutional reform in the way in which grant provision mechanisms at the local level are distributed is required in order to sustain and further develop effective partnership in future. In this way, practical and institutional development bottlenecks are tackled at the same time.

The project is therefore highly relevant in the socio-political context of Bosnia and Herzegovina, by addressing critical issues related to the EU accession agenda of the Government of Bosnia and Herzegovina and the EU policy with regard to supporting Bosnia and Herzegovina's aim to become an EU member state.

The above described approach is not unique to the LOD project, but has become a trade mark for UNDP in Bosnia and Herzegovina. It seems that UNDP has over the last 20 years learned that within the specific socio-political context of Bosnia and Herzegovina, this approach is the only way in which meaningful change, i.e. change that positively affects the livelihood of people and is at the same time sustainable, can happen. Introducing institutional reform from the top down without addressing real development issues at the same simply time does not work in Bosnia and Herzegovina (as in many other transition countries).

This bottom up approach to institutional reform is however very labour intensive and requires highly qualified staff who have the right tacit political knowledge and skills and who can provide context relevant advice. The provision of tailor made Technical Assistance is however critical for achieving results in the three domains that are essential in order to generate meaningful and sustainable development: achieving practical development results for citizens, capacity development for Civil Society and Local Government and the initiation of institutional reform at the local level (see figure 24 below).

Figure 24   **Technical Assistance at the core of meaningful and sustainable development**
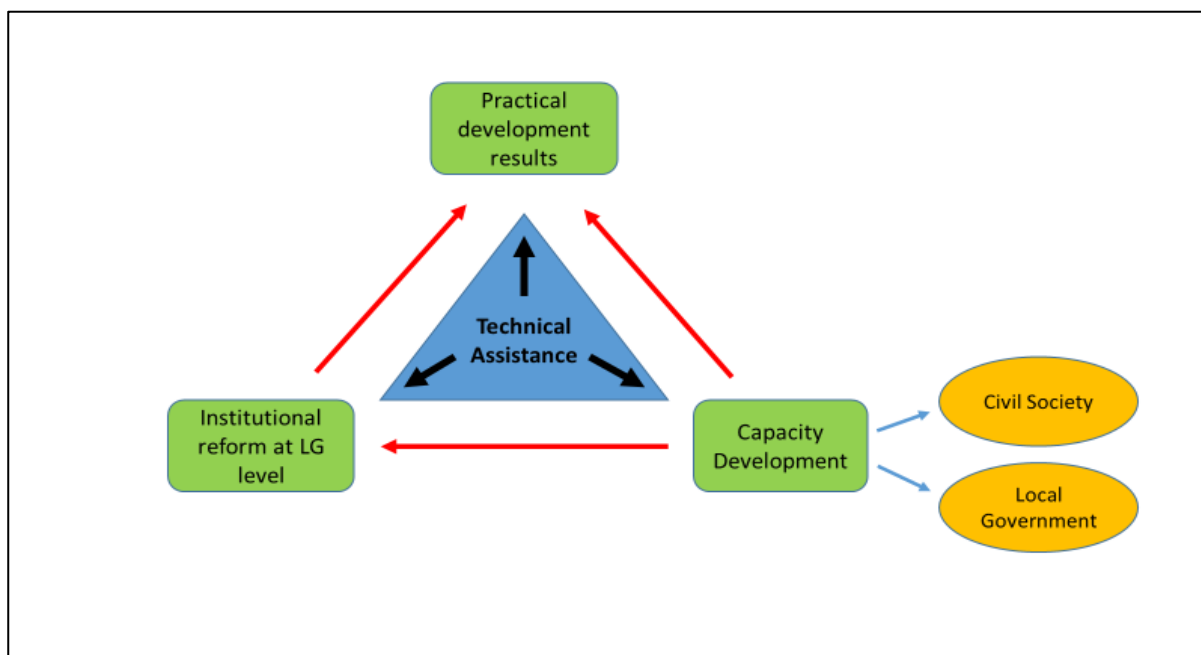
This LOD (or governance reform) approach is completely in line with the EU policy on support to civil society in enlargement countries, which aims to create a conducive environment for civil society to operate and building the capacity of CSOs to be effective and accountable independent partners. In its support the EU wants to focus on: *"aiming for longer term contracts, recognising that capacity building and advocacy work requires time and resources; moving away from project based support to a more flexible approach that fosters partnership and coalition building; and doing more to reach out to grass-root organisations, in particular through re-granting and flexible support mechanisms to respond to their immediate needs"[26]*.

While the project has been highly successful, there are of course always areas in which it can further improve its practice and/or enhance its impact. Most of the conclusions and recommendations below focus on logical next steps that UNDP could consider during the next phase of the project in order to further enhance the effectiveness, impact and sustainability of the LOD project.

Strategy of UNDP/the LOD project
Given the experiences gained during the first three phases of the LOD project and the leverage and momentum it has generated over that period, which was reflected in the formal adoption of the "LOD methodology" for local government subsidy and grant distribution to CSOs by the two entity governments, the LOD phase IV could have been more ambitious in its objectives, especially regarding the further institutionalisation and scaling up (both horizontally and vertically) of the "LOD methodology". As mentioned earlier, UNDP and the LOD project have been constrained in that regard by the EU maintaining strict boundaries between the various projects it supports, and limiting the LOD project not to work at higher levels of administration, while the opportunity and leverage was and still is there as shown by the two entity government formally adopting the "LOD methodology". Based on the capacity and the achievements of the LOD project on the one hand and the still fragile sustainability of its achievements at local level on the other hand, which would require additional efforts as

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[26] DG enlargement (2013); Guidelines for EU support to civil society in enlargement countries 2014-2020. Page 3

described below, it is recommended that the UNDP approaches the EU to reconsider its position on this matter and broadens the LOD projects mandate for the next phase.

Neither the LOD project documents, nor the UNDP Country Programme Document 2015-2019 present an explicit long term ambition of UNDP regarding the LOD project. As a result, it is not clear whether UNDP ultimately aims to have the LOD methodology applied in almost all LSUs in Bosnia and Herzegovina and whether this should ultimately include the grants and subsidies provided by the LSUs to sports organisations and war veteran associations. If so, does it intend to achieve that target by implementing more LOD phases until almost all LSUs are covered (i.e. roughly 5 more LOD phases of 20 LSUs each) or does it want to achieve the dissemination of the LOD methodology to the remaining LSUs in a different manner? It is important to address this question at this stage, not only because it affects the long term strategy of the project, but also because the choices made will e.g. affect already the selection of LSUs for the next phase. If UNDP continues to roll out the LOD methodology in the same manner as at present, it can afford to continue selecting the "most promising" LSUs, if however it wants to switch to a different approach to reach (part of) the remaining 94 LSUs in a different manner (e.g. through the AMCs or through legislative reforms), there is a strong argument for selecting in the next phase the least promising LSUs (since they will most likely not manage to adopt the LOD methodology without external support), while the promising ones will manage to implement it on their own or with less intensive backstopping, once they are required to do so by law or by administrative instruction.

In addition, especially because it seems that there is at present a more receptive climate for enhancing transparent CSO funding by government in general (to which the LOD project has contributed substantially as we will see later on), UNDP needs to address together with the EU the question whether it wants to use the credibility and leverage of the LOD project to assist the entity governments to introduce a more transparent way of grant provision through a similar or slightly adjusted approach and methodology at the canton and entity level as well. Implementing the LOD methodology at the canton level was already considered by the project team at the start of LOD IV, but was not further explored due to the importance of assisting the flood affected municipalities at that time. The opportunity to do so is still there and the project has only gained in experience and credibility over the last three years, so it would be worthwhile to consider the inclusion of one or two cantons in the next phase of the project.

Project design

Once a clearer mid-long term strategy and its related objectives and the ultimate success criteria for UNDP regarding CSO grant provision in Bosnia and Herzegovina are defined, it will be necessary, but at the same relatively easy to revise the project outcomes, that are at present not used for steering the project.

If possible and acceptable to the EU, the evaluation would recommend, especially since the project is mature, it has proven itself and it has a solid M&E system, to further strengthen the process approach that is already been adopted by the project through a stronger focus on its outcomes and use them to manage its outputs and activities. This would imply that the project outcomes should be defined in a SMART way and that progress on achieving the outcomes should become more important in the M&E system of the project. As a result, the outputs and activities will become more flexible and adjustable based on what is needed in order to achieve the outcomes.

In addition, it is recommended to add a separate outcome regarding the capacity enhancement of the LSUs related to their ability to implement the LOD methodology sustainably. This would make the outcomes more balanced (LOD is a governance project, dealing with the interaction between

government and non-government stakeholders and their abilities to play their role in that process effectively) and more reflective of the reality of the work that the project is doing, while it also opens an easier door towards institutional reforms in the local government sector. If acceptable, it would be worthwhile to consider extending the Project Board by including the Ministry of Administration and Local Self-Government in the RS and the Ministry of Justice in the FBiH.

Related to improving the sustainability of the project achievements (see below), the evaluation recommends to further define the role and added value of the two Associations of Municipalities and Cities (AMCs) in the project. Support to and partnership with the AMCs is mentioned, but the objective of the cooperation and the link with other project activities could be further clarified.

Performance
Regarding the performance of the LOD project we can be short in this conclusion. LOD IV has achieved or overachieved on all its planned results, the quality of the training sessions that it organised for both LSU staff and CSOs was excellent, as well as its technical support and backstopping provided to its partners at local level. All management systems are in place and are functioning well including the monitoring of CSO projects and the utilisation of the micro grants. The LOD project and the 67 CSO implemented projects are highly visible, recognising the contribution made by the EU. As a result, the project is highly appreciated by its partners and the donor.

Related to its overall performance, it is worthwhile to mention in this conclusion again the way in which the project responded to the flood disaster that affected the country in 2014. On top of completing its regular activities, the project managed to assist six affected municipalities and assist them during the course of the project with the implementation of 41 community projects. The support proved to be a tremendous moral boost to the affected population, enhancing their resilience and self-confidence to rebuild their homes and lives.

Effectiveness
Assessing the effectiveness of the project in terms of whether it has achieved its outcomes would have been easier if the outcomes would have been formulated in a SMART way. Nevertheless, based on the findings, the evaluation can conclude that the LOD project has over the past eight years been effective in achieving each of its three outcomes.

LOD Methodology:
Regarding the establishment transparent mechanisms for the disbursement of municipal funds for CSO project-based activities in accordance with local service needs and identified priorities the LOD project has been very successful over the years to design, test and optimise the "LOD methodology".

Almost everyone who participated in the survey or who was interviewed agreed that where applied, the LOD methodology results in a transparent and fair allocation of grants to CSOs, while the utilisation of these funds is far better monitored and accounted for. The actual utilisation of the LOD methodology is in practice however usually limited to those parts of the CSO budget that is earmarked for "developmental" CSOs (like social services, environmental protection or culture), excluding the largest chunk of the CSO budget that is earmarked for sports organisations and war veterans' associations.

Moving to the next phase there are however several issues that require the attention of the project management with regard to the actual application of the methodology:

1. So far, the selection process of municipalities ensures that the most progressive municipalities are selected to participate. Certainly in the early phases of the project this is justifiable as you want to prove the viability of the methodology. If you look at the selection criteria for municipalities, they are quite stringent and one could say that the most important step to adopt the methodology is already taken by listen up for participation (i.e. the political will to change). The municipalities which lack this level of political leadership and most likely need the LOD methodology most are thus excluded. On the other hand, we know from experience that unless there is progressive leadership that is adhering to democratic governance practices, the sustainability of the LOD methodology beyond the project duration is limited. This is a difficult dilemma, but the gains that can potentially be made in the less progressive municipalities are far bigger as well. The evaluation therefore recommends that the LOD project considers for the next phase to include in the selection at least some of these municipalities at the lower end of the spectrum as well by approaching them proactively to participate. For as long as the "LOD methodology" is not compulsory the project can only work with them based on mutual consent, but by making use of peer mechanisms, involving some of the champions of the methodology of the past, this should be possible or at least worth a try.

2. During the next phase the LOD project should aim for the adoption of the LOD methodology for almost all grants to CSOs that are disbursed by the participating LSUs, including sports organisations and war veteran associations in order to further increase the transparency and quality of grant distribution by the LSUs also to these organisations. There could still be room for direct funding to "special interest" organisations, but this should be based on clearly defined criteria and considerations and only in exceptional cases. Several municipalities prove that this can be done and that these organisations in these LSUs, after a period of initial resistance, also appreciate a more transparent methodology. LOD should start by collecting in detail the experiences and challenges that were encountered in the municipalities that have introduced this practice already. Secondly, it has to assess whether an adjusted methodology for sports and veteran organisations is required to be in line with e.g. the law on sports organisations and any regulations regarding the allocations of grants to veteran associations. The resource people interviewed (especially those who had experience with the inclusion of budget allocation to sports and veteran organisations), were not univocal on whether such inclusion of these organisations should be done gradually in order to create enough political will through practice, i.e. start with the developmental project implementing CSOs, then after one or two years the sports organisation and lastly the veteran associations, or in a block manner, all at the same time from the start, so that all CSOs go through the same process at the same time and can learn from each other. Looking at the crucial factor of gaining sufficient political will, the evaluation would give preference to a gradual process, but one that is announced and agreed upon already at the start of the cooperation between the LOD project and the municipality. Given the fact that these organisations are politically powerful and that political leaders want to retain their discretionary powers to be able to use these funds for political gain will make this difficult and the project will not succeed in every LSUS, but the fact that it can be done is enough reason for the project to try as much as possible especially in those municipalities that score the highest during the initial selection process. Perhaps in combination with a more supportive regulatory framework this could be achieved.

3. Another issue that requires attention is the avoidance of a fragmentation of CSO grants to as many CSOs as possible. Many LSUs split their limited budget for CSO grants in small grants to almost all CSO projects that meet the basic requirements and that are approved by the selection committee in order to appease everyone. As a result, none of the CSOs is able to implement the project they applied for and they only use the money to cover some basic

operational costs. As a result, the link to achieving the development objectives of the LSU is lost and as a result, the activities of the CSO remain invisible to the populations, strengthening their perception that CSOs are not useful. The CSOs that were interviewed are in general ambivalent on this issue, seeing the threat but also defending their individual interests to get at least a bid of support. This problem cannot be solved by UNDP as an outside organisation, but only through dialogue between the CSOs and the relevant LSU decision makers to come to a common understanding of what is best. UNDP can of course facilitate this process of dialogue and should invest resources and time in it (even in the former LOD municipalities since this issues usually only emerges after a few years when more CSOs meet the basic requirements). This investment is however worthwhile as it will have a lot of positive spin offs, like improved networking among CSOs, improving negotiation and lobby skills, and possibly the establishment of a more institutionalised platform for dialogue between the CSOs as a collective and the LSU.

4. While the LOD methodology stimulates on the one hand an increase in the number of high quality proposals and competition between CSOs and therefore forces every organisation to stay on its toes, it might on the other hand restrict new inexperienced organisations, who have wonderful ideas to reach out to their community, but have not received the same basic induction training and backstopping support from UNDP to apply successfully for funding from the LSU. This is a difficult dilemma since the LSUs do not want to stimulate a wild growth of CSOs on the one hand, but also do not want to block new CSOs effectively from the system. Especially in the medium and larger municipalities and cities this could present a problem. One could argue that these new CSOs should link up with existing ones in the beginning or ask for peer support in order to learn how to draft good proposals, but in practice this rarely happens as they are in fact each other competitors for a limit source of funds. While no ready-made solution is available, it could be worthwhile to experiment during the next phase of LOD with a small seed fund (per municipality or managed by the LOD team) for emerging CSOs only, with smaller amounts per project and less stringent application criteria.

LSU capacities:
From the interviews that were held, it became clear that the most critical factor in the adoption and continued use of the LOD methodology is the quality of political leadership in the LSUs, which can be defined as a combination of leadership capacities and willingness to adhere to basic principles of democratic governance. LSUs have in the past been selected taking this factor into regard by signing an MoU that requires full support. In order to reach out to the "less fortunate" municipalities, but also in order to enhance the sustainability of the LOD methodology in the other municipalities and convince them to utilise the LOD methodology for all CSO budgets , the LOD project could do more to enhance the quality of political leadership in both the prospective and participating municipalities, through training, peer learning, through exchange visits to other municipalities, by linking municipalities of similar size in joint learning groups, etc. Changing the will of political leaders to adhere to the principles of democratic governance is certainly not easy and will most likely not be successful in all municipalities, which is why it is necessary to combine these activities with enhancing the pressure on the political leaders to do so by convincing the higher level governments that changes in the regulatory framework are necessary in order to be able to hold the leaders to account, but at the same time the capacities of civil society to actually hold their local leaders to account (see below).

In this regard, the LOD project could set some budget aside to organise a national or several sub-national workshops for (new and old) mayors and deputy mayors in all the LSUs that have participated in LOD I to IV as soon as possible after the local government elections when the new mayors are

installed in order to get them on board as fast as possible and convince them of the importance to apply the LOD methodology to all grants for CSOs and offer them backstopping support if necessary.

CSO capacities:

On CSO capacity development a lot has been achieved in each of the LOD phases and the support is highly appreciated by the participating CSOs especially for the smaller ones, who were able to make a leap forward towards professionalization. Since the next phase of the LOD project will have a year longer in each participating municipality, and based on its rich experiences, it is the right time to start differentiating the type of training and Technical Assistance to different groups of CSOs, especially if sport organisations and veteran associations are included. For the starting and smaller CSOs the present training is basically ok. Although it could be intensified as some requested.

For bigger or more mature CSOs operating in an urban setting, the training could and should be lifted to a higher level (after the LOD introduction training). This type of training could either be provided by the LOD project itself (through the training consultants it is working with already), or in close cooperation with TACSO. Depending on the actual needs and priorities in the municipalities LOD will be working in the next phase, LOD (or TACSO) could consider to include training elements like:
- Improving the representativeness and accountability of CSOs by strengthening their membership base;
- Improving internal governance practices of CSOs, enhancing monitoring and evaluation practices, financial management, transparency;
- Increasing the CSOs capacity for analysis and monitoring of LSU performance and for holding the LSU and its political leaders accountable (watch dog function);
- Enhance their capacity to articulate citizens' concerns and ensure that these are featuring on the LSU's agenda (lobby and advocacy);
- Improving partnership and coalition-building and networking among CSOs;
- Enhance the capacities of CSOs to facilitate and mobilise the active involvement of citizens in policy making processes;
- Improve the capacities of CSOs to diversify and improve their fundraising, targeting both public as well as private funding sources.

LSU-CSO cooperation:

The cooperation between LSUs and CSOs in the participating municipalities in LOD has certainly improved according to most respondents and interviewed resource persons. Cooperation Agreements between CSOs and the LSUs are signed, transparent procedures for CSO fund disbursement are established, CSOs are more involved in public discussions and planning activities, while there were also examples of joint project formulation and implementation. As a result, there is, in most of the participating municipalities more understanding and appreciation between LSUs and CSOs of each other's role in the local development process, but it is still rather fragile and difficult to qualify this as "permanent partnerships". A foundation is laid by the LOD project; it is now up to the local partners to start building concrete partnerships on these foundations.

While all LSUs that have participated in LOD phase 4 signed an MoU with Civil Society in their municipality, since this was a precondition for their participation in the LOD project, this has resulted so far in only a few municipalities in the establishment of a more regular and institutionalised dialogue platform between the LSU and CSOs. CSOs do recognise the need to establish a CSO network and a more or less institutionalised platform for regular consultation and coordination with the LSU, but they lacked either the capacity or the leadership among themselves to initiate such network or platform. They felt (justifiably so or not) that UNDP, as an outside and neutral organisation, would be in the best position to take a lead. Most LOD coordinator in the bigger municipalities/cities on the other hand,

often in their combined capacity of head of social service or responsible for CSO coordination, mentioned that they would certainly welcome such platform for improved coordination but felt that the CSOs should take the initiative.

Since the LOD project will spend a longer period in each of the municipalities participating in the next phase of the LOD project and integrate the above-mentioned additional capacity development activities in its support to CSOs, it could also play a more active facilitating role in the establishment of more permanent dialogue platforms and in more strategic cooperation between LSUs and CSOs.

Impact

The outreach and impact of the project that were implemented by the CSOs is difficult to substantiate partly because they were very divers in character and partly because the ultimate target group was not included in the evaluation, but one can safely conclude that most of the projects had in their own way an important impact on the lives of people from groups who have in general less access to regular services than the average citizen. In a society that is 20 years after the end of the war still recovering from the impact of this traumatic war that destroyed all confidence and trust in basic human values, it is difficult to overvalue the importance of these projects that provide a positive perspective to people and show that people in the community care for each other. During the interviews it became clear that for many CSOs the recognition of the importance of their work for their community that they received from the LSU, from their community and from UNDP as an outside organisation, was a tremendous boost to their self-esteem and to their image and credibility in their municipality and therefore an important incentive to continue with their work.

Several CSOs mentioned that through the LOD project (partly because they had to respond to an identified strategic development request from the LSU and partly because the available funds for their project were more substantial than normally) they were able to design, test and implement a new, more innovative approach to address the needs of their target group and that after the end of the project they often managed to continue with that approach, sometimes at a smaller scale if no external funds were available or sometimes on a larger scale since their innovative approach helped them to attract new funding sources.

Sustainability

The sustainability of the LOD methodology in each of the LSUs that has participated in the LOD project remains fragile since it deals with public resource allocation, which is a political issue and therefore subject to manipulation by politicians for as long as it is not strongly anchored in the local government financial management practice. At present, the actual active continuation or even a further development or wider application of the LOD methodology in a certain LSU depends to a very large extent on the personality and capacities of the main political leaders, even if the council has adopted a resolution that formalises the LOD methodology.

In order to enhance the sustainability of the LOD methodology, one therefore has to be pragmatic and use a two-pronged approach. On the one hand UNDP/the LOD project should try to further strengthen the institutional framework for local government (especially its financial management) and the related organisational capacities of the LSUs and on the other hand improve the quality of local political leadership, possibly in close cooperation with some of the related UNDP projects like the Local Integrated Development Project (LID) and the Municipal Environmental and Economic Governance project (MEG). In both areas, the LOD project could have done more, but was restricted by its limited mandate.

The evaluation recommends to UNDP to discuss with the EU as its main funding partner a widening of its mandate to address especially improvements in the regulatory framework and to enable the LOD project to grasp opportunities for scaling up when they arise. The project has a high level of credibility, it has a proven methodology for which there is a definite need at higher levels of government as well and there is an increased demand for improved grant allocation practices at these levels as well, as is shown by the entity level Ministry of Finance in the RS, which wants to introduce more transparent practices as well for all sector ministries dealing with grants provision to non-state actors.

LOD still has the same leverage and momentum it had at the beginning of phase IV and has, through its support to the flood affected communities further enhanced its credibility as a partner in local development. If such broadening of the project mandate can be agreed upon by the EU, the evaluation recommends that UNDP uses the next phase of the LOD project (for as far as Bosnia and Herzegovina is concerned) to start addressing a change in the regulatory framework proactively by:

1. Defining its mid-long term objective regarding its support to create transparent CSO funding mechanisms for government institutions, which does not have to wait until all levels of government have defined their CSO policies;
2. Translating these strategic objectives into SMART outcomes for the LOD project;
3. Use the project as an entry point to address more structural underlying issues that hamper progress towards anchoring democratic practices in Bosnia and Herzegovina, either through deepening its interventions at the CSO and LG level (see below) and/or by using the LOD experiences and successes as a leverage for higher level institutional reforms (of course in close cooperation with the EU and the CBGI project).
4. Starting to address the issue of CSO grant provision at the canton and possibly entity level as well in (possibly through the inclusion of two cantons as pilots in the next phase). By doing so, LOD will gain practical experiences about specific bottlenecks at the canton level, and generate more leverage and political support for changes in the regulatory framework.
5. Conduct or outsource the implementation of a study, which will explore the opportunities and bottlenecks for regulatory adjustments related to government-CSO grant provision. The study should address:
   a. What is the most appropriate level (or levels) of government to initiate such reform;
   b. What would be the most relevant mechanism, e.g. the drafting of a new law, the adjustment of existing laws on local government or budget law, by administrative decree, by integration of the required procedures in audit standards or a combination of various mechanisms;
   c. Which non-government institutions should be included (all non-governmental organisations or excluding sports organisations and veteran associations)
   d. how to fine tune such law/regulation with other laws, e.g. law on sports organisations, budget law, etc.
   e. Assess which would be the most opportune partners who can take the proposed changes through the relevant institutions for adoption.

In addition, especially because it seems that there is at present a more receptive climate for enhancing transparent CSO funding mechanisms by government in general (to which the LOD project has contributed substantially as we will see later on), it is recommended that UNDP discusses with the EU and relevant government institutions, whether it wants to use the credibility and leverage of the LOD project to assist the Government of Bosnia and Herzegovina at entity and canton level to introduce a more transparent way of grant provision through a similar or slightly adjusted approach and methodology at higher levels of the administration (i.e. canton and entity level) as well. If this is acceptable, it is recommended that the LOD project aims to include one or two cantons governments in the next phase of the LOD project as well, as a pilot, since they are part of the political reality in the

Federation of Bosnia and Herzegovina, they do have substantial powers and they do provide grants to non-governmental organisations as well. This will on the hand improve the transparency of their fund allocation but at the same time enhance the awareness and support for changes in the regulatory framework regarding grant provision.

All in all, the LOD project has achieved over the eight years, but especially during the last two years of its fourth phase, almost the maximum that could be achieved within its present mandate. The project has the potential, the maturity, the leverage and credibility to do more, especially related to scaling up its activities horizontally and vertically, but that would require a broadening of its present mandate.

If the LOD project could integrate the above recommendations in the next phase of the LOD project, it will be able to further enhance its effectiveness and sustainability and be of even more value as a model for the other countries in the Western Balkan that are just starting with similar activities and for UNDP at large as a champion for the successful approach it has adopted.

Annex 1   Terms of Reference for the LOD 4 final project evaluation

Purpose

The purpose of the Final Project Evaluation is to provide an impartial review of the Reinforcement of Local Democracy (LOD) 4 project, in terms of its performance, management and achievements. Additionally, since the LOD project is in its fourth phase of implementation, the evaluation will also assess the overall project effects and impact, including all project phases LOD 1 – LOD 4 throughout the entire implementation period (2009 – 2016).

Objective

The evaluation should examine the overall performance of the project, its inputs and activities, and how the outputs delivered added value to local governments (LG) and civil society organizations (CSO). In a substantive analysis of the effectiveness of the project approach, the evaluation should assess cause and effect relations within the project, identifying the extent to which the observed changes can be attributed to the LOD project.

Specific objective of the final project evaluation is twofold:

To identify and assess a number of elements to determine the LOD 4 project's achievements and constraints, including project's relevance, performance, results, efficiency, effectiveness, impact and sustainability, so as to provide an objective evaluation of the Project. The focus will be on reviewing, evaluating and making recommendations regarding the implementation of the LOD 4 activities within 14 partner LGs.

To review the overall long-term effects and impact of the entire LOD project (phase I – Phase 4) with focus on the influence of 289 implemented CSO projects on the individuals and groups in local communities.

Based on the overall findings, the evaluation is expected to provide actionable, forward looking recommendations to the European Union and UNDP for refining and scaling up support, as well as to identify lessons learned and best practices to enrich future country and regional programming in the field of local government/civil society relations and promotion of CSO role in service delivery.

Background Information

The Reinforcement of Local Democracy project (LOD) is a multiphase project implemented in cooperation with the Ministry of Justice of Bosnia and Herzegovina (BiH), funded by the European Union (EU) through the Instrument for Pre-accession Assistance (IPA) and implemented by United Nations Development Programme (UNDP) in BiH. Total value of LOD I, II and III was of 5 mil EUR, while LOD 4 amounted to EUR 2 mil.

The overall objective of the LOD project is to contribute to democratic stabilization, conciliation, and further development of BiH through support to selected municipalities in establishing improved local governance-civil society relations and facilitating introduction of transparent financing mechanisms for improved service delivery.

Specific objectives of the project:
- Establishing permanent partnership between CSOs and local authorities by raising the awareness on mutually beneficial cooperation;
- Generating a unified and transparent mechanisms for disbursing LG's budget funds designated for CSOs project activities;

- Encouraging CSOs to specialize and professionalize their activities by adopting a longer-term planning perspective, becoming more responsive to local needs and less dependent on current donor priorities.

The results achieved by the project are most evident through the strengthened mutual cooperation between LG and CSOs in 40 partner LGs in LOD 1, LOD 2 and LOD 3 phases (implemented during the period 2009–2014), and 14 LGs in LOD 4 (implementation period 2014-2016). This also includes successful implementation of 289 CSO projects, to the benefit of over 80.000 individuals. Over the course of the implementation, the project established partnership with the entity Associations of Municipalities and Cities, ensuring horizontal and vertical integration of the intervention. The project is an integral part of the UNDP Rural and Regional Development Sector.

Duties and responsibilities

The Final Project Evaluation will answer the following questions, so as to determine the project's relevance, performance, results, effectiveness, efficiency, impact, lessons learnt, mainstreaming of gender equality principle in the project's work and sustainability of achievements:

Related to the LOD 4:
- Were the project's objectives relevant to the needs of the country?
- Were the project's actions to achieve the project objectives effective and efficient?
- To what extent has the Project created partnership between CSO and local authorities?
- To what extent has the Project managed to institutionalize and anchor the methodology for allocation of financial resources from LG budgets to CSOs?
- How much are CSOs encouraged to specialize/professionalize their services?
- What have been the most effective mechanisms to encourage and support the project implementation?
- To what extent the project`s actions led to achieve quality, effective and efficient outputs in line with key stakeholders' strategies.
- To what extent has the project approach (intervention strategy) managed to create ownership of the key national stakeholders? Which are, in this regard, challenges to be overcome or potentials to be unlocked?
- What are the positive or negative, intended or unintended, changes brought about by the intervention? What has been specific influence of CSO projects implemented in local communities?
- What are the key lessons learnt during the project implementation process?
- To what extent are the intended project results sustainable? Have the project results lead to potential actions beyond the lifespan of the project?
- To what extent is gender equality respected and mainstreamed within the project implementation?
- Identify key lessons learned and future project ideas to be considered by the implementing partners for purposes of ensuring sustainability.

Related to the wider LOD project impact, taking into consideration CSO projects implemented in all four LOD project phases:
- What are the wider project effects and impact in terms of implemented civil society projects both in qualitative and quantitative terms based on selected sample of projects divided in five thematic areas: environment, gender, social inclusion, poverty reduction and youth?
- What are the main benefits - in qualitative and quantitative terms – for final project beneficiaries?

- To what extent are the results of the implemented CSO projects sustainable? Will they lead to benefits beyond the lifespan of the project?
- How could LOD results be further projected and scaled up, having in mind the concept of improving CSO local service delivery?

The consultancy will take a broad overview of the project area by gathering perceptions, aspirations, feedback and data from relevant partners and stakeholders for objective analysis and conduct of the evaluation. The evaluation will look to underline the key factors that have either facilitated or impeded project implementation. To this end, the evaluation will examine the overall performance and impact of the project components.

Methodology
The Evaluator is expected to propose an evaluation methodology, as part of his/her application for the consultancy. The Evaluator may employ any relevant and appropriate quantitative, qualitative or combined methods s/he deems appropriate to conduct the Final Project Evaluation, exploring specific data collecting and analytical methods and tools applicable in the concrete case. The Evaluator is expected to creatively combine the standard and other evaluation tools and technics so as to ensure maximum reliability of data and validity of the evaluation findings. To that end, the Evaluation Report is expected to provide broad understanding of processes through which project objectives and impact are achieved and how these achievements are affected by the context within which the Project was implemented. Parameters outlined in the ToR should therefore be taken as indicative. It is expected that elaboration of the detailed approach to be taken, methods to be utilized will precede to the adoption of a final evaluation schedule.

The Evaluator will provide services ensuring high quality, accuracy and a client-oriented approach consistent with UNDP's rules and regulations. S/he will work in close collaboration with the LOD project staff and stakeholders to exchange information.

An integral part of the Final Project Evaluation will include final evaluation of the LOD 4 but also report on a wider impact assessment of the CSO projects implemented throughout all phases of the Project (LOD I, II, III and 4) and a set of forward looking recommendations.

Related to the LOD 4: Standard methodology would suggest a desk review of project documents, progress, annual and evaluation reports, key project deliverables and other relevant documents. The briefing kit will be prepared by the UNDP. The Evaluator expected to meet senior representatives of UNDP, including briefing and debriefing. S/he is expected to interview the project team, partners, representatives of European Union as well as other stakeholders as needed. During these meetings, it would be important to record and accumulate inputs necessary not only for the project evaluation, but for potential follow-up intervention in the relevant field.

Related to the wider project impact, taking into consideration CSO projects implemented in all four LOD project phases: In addition to the above standard methodology, for the wider effects and impact assessment of all four project's phases, mixed method evaluation is preferred, with both qualitative and quantitative approaches data collection and data analysis and interpretation. The Evaluator is expected to propose the specific data collecting and analytical tools and technics which will complement standard processes in order to obtain credible data and information, which can measure the actual effects (for example, structured questionnaires to a selected group of individuals, groups or institutions). The evaluation will also contain assessment of the long-term project effects and impact on different target groups achieved by 289 implemented CSO projects.

The Evaluator will propose an evaluation work plan to be approved by the UNDP. S/he is expected to prepare the final evaluation report highlighting forward looking recommendations. The report will capture the feedback by key project partners and stakeholders, as well as observations and conclusions by the Evaluator. Confidentiality on all information disclosed by all respondents (internal and external) will be required. UNDP BiH and EUD will retain ownership over the report. Duration of the assignment is up to 40 days (20 days in BiH, including field trips), in the period June-August 2016.

Target groups
LOD, in partnership with the Ministry of Justice of BiH and the European Union, worked on strengthening mutual cooperation between CSOs and local administrations in 50 partner local governments ensuring through its grant scheme successful financing and implementation of 289 CSO projects with over 80.000 beneficiaries. The selection of local governments to be interviewed is to be consulted with the project team in order to ensure a representative sample in terms of government's characteristics (number of citizens, entity etc.). It is recommendable for the sample to consist of around 50% of LGs and CSOs involved in LOD 4, and 15% of partner LGs and CSOs involved in previous three LOD phases (including field visits to at least 7 LGs and 26 CSOs from LOD 4 and additional 7 LGs and 30 CSOs from other project phases). LOD 4 core partner local governments include: Berkovici, Bijeljina, Cazin, Doboj, Domaljevac-Šamac, Kotor Varoš, Maglaj, Novo Sarajevo, Šamac, Šekovici, Visoko and Žepce, while two associate LGs are: Brcko District BiH and Nevesinje.

Local governments that participated in the implementation of the first three phases of LOD project are: Banja Luka, Bihac, Bijeljina, Bosanska Krupa, Bugojno, Capljina, Derventa, Doboj, Foca, Grad Sarajevo, Gracanica, Gradiška, Jablanica, Kljuc, Kozarska Dubica, Laktaši, Livno, Lukavac, Ljubinje, Ljubuški, Maglaj, Mrkonjic Grad, Novi Grad, Novi Grad Sarajevo, Prijedor, Srbac, Srebrenik, Stari Grad Sarajevo, Široki Brijeg, Teslic, Tešanj, Travnik, Trebinje, Tuzla, Velika Kladuša, Višegrad, Zavidovici, Zenica, Zvornik and Žepce.

Tasks:
The consultancy is divided into 3 principle tasks, as follows:

Task 1 – Preparation
The Evaluator is expected to submit the proposal of the detailed evaluation methodology already when applying for the position. Operationalization of the proposed evaluation methodology might include additional work to revise envisaged evaluation process, based on UNDP inputs, to design and distribute specific data collecting tools or employ specific analytical methods. Following the initial meeting, the Evaluator will conduct a detailed review of all relevant project documents produced during its entire implementation. Upon review of documentation, the Evaluator will submit a detailed work plan for the evaluation including, but not limited to: a list of interlocutors, tentative dates and locations of visits planned, tailored surveys and interview questions for selected group of individuals, CSOs, LGs, and/or institutions, etc.

Task 2 – Evaluation
Upon the approval of the work plan by the UNDP, the Evaluator is expected to carry out the evaluation of the LOD 4 project and the assessment of the wider project impact, which will reflect collective achievements of all four project's phases. The Final Project Evaluation for LOD 4 will be conducted via direct interviews with key stakeholders and beneficiaries from partner localities while the wider impact assessment will be focused on CSO projects' results and it will require additional, more specific data collecting tools and analytical methods. Once the interviews, surveys and other

relevant data collecting actions are completed, the Evaluator will analyse data and information collected (qualitative and quantitative), and draft evaluation report including main findings and an assessment of the wider project impact. The draft evaluation report will be submitted to the UNDP for initial review. The minimum structure of the evaluation report (to be written in English language) is the following:

1. Executive summary,
2. Introduction,
3. Methodological approach;
4. Evaluation findings against the main evaluation criteria consisting of two parts:
5. Review of the LOD 4 Project,
6. Wider impact and effects of the CSO implemented projects in all four LOD project phases (289 implemented CSO projects)
6. Main conclusions and recommendations,
7. Lessons learned,
8. Potentials for project scalability.

A debriefing session will be organized with representatives of UNDP so as to present the preliminary findings and recommendations for a first draft of the Evaluation Report.

Task 3 – Submission of Final Project Evaluation Report
Following the debriefing session, the Evaluator is expected to prepare a final project evaluation report, capturing findings and recommendations on both the project approach and performance. Suggestions and comments gathered during the debriefing session will be taken into consideration. Also, any observations that may arise from the evaluation will be incorporated into the final evaluation report.

Deliverables and timelines
The Evaluator is responsible for the following deliverables:

Task 1 – Preparation
- Initial meeting with UNDP and the project team organized;
- Detailed evaluation methodology including tailored surveys and interview questions submitted and approved;
- Performed desk review of the project documentation;
- The evaluation work plan submitted and approved. July 8, 2016, (up to 5 days)

Task 2 – Evaluation
- Interviews with stakeholders and project beneficiaries, including field visits in partner LGs and CSO surveys conducted; qualitative and quantitative data collected;
- Information collected and analysed providing initial findings on Project performance and feedback from the field;
- Debriefing and validation session conducted;
- Prepared draft of the Final Project Evaluation report. August 10, 2016, (up to 30 days)

Task 3 – Submission of Final Project Evaluation Report
- Embedded evaluation recommendations suggested during the presentation of findings;
- Submission of the final evaluation report. August 20, 2016, (up to 5 days)

Annex 2   List of Core and leading questions used in the LOD 4 project Evaluation

1. Have the intended activities of the LOD 4 project been implemented in accordance with the approved project document and where they completed successfully and in the most efficient way?

The evaluation will look at the actual implementation of all activities and assess whether the project resources have been used in accordance with UNDP standards and quality criteria and whether value for money has been obtained. It will also look at how the LOD 4 responded to the urgent request from both the government of BiH and the EU to respond to the flood disaster that occurred in May 2014. By addressing the following questions, the evaluation will be able to make a judgement about the performance and results of the LOD 4 project.

The evaluation will therefore address the following questions:
1. Have the project activities, as described in the projects logical framework been implemented in accordance with the original work plan and budget?
2. If any deviations have taken place, have these been properly documented, justified and approved by the appropriate authorities?
3. Were the activities of the LOD 4 project implemented in accordance with UNDP quality standards?
4. Did the implemented activities lead to the intended outputs/results? If not, has this been monitored and has remedial action been taken in order to achieve the results?
5. Could these results, in hindsight, have been achieved in a more efficient or effective way (i.e. faster or with less resources)?
6. Has there been a proper balance between the provision of hands on assistance and the creation of local ownership?
7. Have the assumptions and risks of the project been monitored and when necessary, have adequate remedial actions been implemented to mitigate the impact of these risks? Was in hindsight the risk analysis adequate?
8. What was the quality of the interaction between the various partners in the project? Did every partner fulfil its roles and functions and did they have enough capacities to fulfil their role?
9. Were there any unintended positive or negative results from the LOD 4 project?
10. In what way has gender equity been mainstreamed in the project design and in its implementation and is there any evidence that the project has contributed to gender equity in the context of local governance in BiH?

The evaluation will collect relevant data to answer these question using the following sources:
- Monitoring data from the UNDP M&E system like Project Progress Reports, Annual Work Plans and Annual Reports, audit reports (if available);
- Interviews with project and sector management staff;
- Interviews with members of the project board and project advisory board;
- Verification and validation of the achieved results will take place during the visits to selected municipalities;

2. Did the activities that were implemented by the LOD 4 project contribute to:
- *Establishing permanent partnerships between CSOs and local self-governance units;*
- *Generating unified and transparent mechanisms for the disbursement of municipal funds for CSO project-based activities in accordance with local service needs and identified priorities;*
- *The professionalization and responsiveness of CSOs*

This question relates to the ultimate outcome of the phases of the LOD 4 project and relates to the effectiveness, the relevance and impact of the project; the extent to which project outputs are instrumental for achieving the outcome of the project. Was, in hindsight the original project rational, reflected in the assumed causal relationship between implemented activities, outputs and outcomes, correct?

In order to answer this question, the evaluation will look at the quality and effect of the activities that have been implemented by the project and its cooperation with other projects/interventions, not only during the two years of the LOD 4 but also during the 6 years of the previous phases as these potential effects should have crystalized out even more over time, while possible bottlenecks that might have hampered the achievement of these outcomes are easier more visible after a period of time. The evaluation will focus on the following questions:

1. Have the three objectives of the project been translated in success indicators with SMART targets?
2. Have potential risks and assumptions that link the output of the project to the outcome been defined at the start of the implementation of phase 4 and have they been monitored and where possible or necessary have corrective measures been taken? Was in hindsight the risk analysis adequate?
3. Has progress towards achieving the outcomes been monitored and has the project taken adequate action in case of delays or deviations?
4. What were in hindsight the main factors (positive and negative) that have affected the achievements of the outcomes?
5. What positive or negative, intended or unintended changes were brought about by the project related to the improvement of relationships between local governments and civil society, the improvement in transparency of funds disbursement and utilisation by local governments related to civil society activities and the professionalization of CSOs?
6. Can we get an indication of the impact of all the 289 projects that have been implemented by the CSOs over the last 7 years on the living conditions and wellbeing of the inhabitants in their respective communities?

This last question can only be addressed to a limited extent, as part of the interviews with project implementers and beneficiaries since a full perception survey of the ultimate beneficiaries of the projects; the citizens of these municipalities, can not be implemented as part of this evaluation.

Information to answer these questions will come from:
- A survey that will be implemented under all CSOs and LSUs that have participated in the project between 2009 and 2016 (see below);
- In-depth interviews with CSOs and Local Government representatives in 12 Municipalities,
- Interviews with representative from the

3. Are the outcomes institutionally, organisationally and financially sustainable beyond the duration of the project? If these objectives have been achieved, can we find indications that this has contributed to a "democratic stabilization, conciliation, and further development of Bosnia and Herzegovina"?

In any evaluation these are the most difficult questions to answer, partly because the full effect and impact of a project takes time to materialise. The LOD project offers in that sense a unique opportunity to assess the effect and impact since it has implemented its support activities in four different groups of municipalities. By including a selection of municipalities of the first three phases in the field visits and by integrating them in the survey, the evaluation aims to find sufficient evidence to be able to draw well justified conclusions on these two related questions. In addition, it will assist the evaluation in making a well-informed judgement about the relevance of these results and outcomes

In order to answer these questions, the evaluation will focus on the following leading questions:
1. How did the LOD 4 project define what a "improved local governance-civil society relations mean" and how did it define success in this regard and have success indicators been developed?
2. Has the project contributed to a strengthening of local democratic structures, like the transparency and accountability of local governments and improved citizen oversight and has this resulted in local level reconciliation and improved stability?
3. Did the LOD 4 project design and implement an exit strategy for UNDP and other supporting partners to ensure that the results that have been achieved will continue beyond the life cycle of the project, sufficiently addressing the institutional, organisational and financial sustainability requirements?
4. Does the present institutional set up (including the legal framework for Local Government and Civil Society Organisations) function adequately? What are the bottlenecks, what can be done to improve this institutional framework further?
5. Have the institutional and organisational capacities of the implementing partners at local level (Local Government and CSOs) been raised to a level, such that they can continue with the LOD methodology without external support and are sufficient financial resources made available for such continuation?
6. If time allows, it would be interesting to find out whether the LOD methodology has been adopted and applied outside the framework of the LOD project and whether this has been successful or not and if so, what influenced the success or failure. This could provide useful information for a possible scaling up of the approach, for further institutional support measures and future programming of UNDP and its partners
7. What could the project have done more or better to achieve long-term sustainability of the LOD methodology and what could be done more (by UNDP and/or others) within the limitation of the present political-economic context of BiH to enhance the sustainability of the results after the project has come to a closure?

While some information will be available in the regular monitoring reports, the main information to answer these questions will come from:
- A survey that will be implemented under all CSOs and LSUs that have participated in the project between 2009 and 2016 (see below);
- Interviews with LOD 4 project staff;
- Interviews with representatives of key stakeholder organisations at national level;
- In-depth interviews with stakeholders at the local level during visits to 12 municipalities.

4. To what extent have internal management processes and external relations of the LOD 4 project contributed to the successes or failures of the project?

While the answers to questions 1 to 3 will provide valuable information on the content and actual success of the LOD 4 project, the evaluation will only be able to answer the "why" questions adequately if the actual performance related to internal and external project processes are integrated in the assessment as well. Some of the more specific questions that will be addressed in this regard are:

1. What was the quality of the interaction between the various partners in the project? How did this evolve over time?
2. How did he PB and PAB function?
3. Has the communication strategy been implemented as planned and has this achieved the intended results?
4. How did the municipal co-funding mechanism work in practice? What were the advantages and disadvantages?
5. How did the LOD 4 management respond to the urgent request from the government of BiH to provide assistance to the people affected by the flood disaster in 2014?

In addition to the above content related questions, the evaluation will collect data to assess the quality of the following processes:

- The overall management approach of the LOD 4 project;
- the functioning of UNDP quality assurance mechanisms;
- the functioning of decision-making structures and procedures;
- internal communication;
- risk management;
- progress monitoring and the use of monitoring data (including gender disparities);
- synergy with other projects/interventions;
- participation of stakeholders;
- ownership and effectiveness of the partnerships (incl. the functioning of the project board);
- coordination with other development partners in the field of decentralisation/strengthening local governance;
- external communication;
- accountability of the project management;

Annex 3   List of people interviewed

UNDP
1. Sezin Sinanoglu, Resident Representative UNDP and UN Resident Coordinator
2. Adela Pozder Cengić, UNDP RRD Sector Lea
3. Samir Omerefendić, UNDP LOD project Manager
4. Aida Laković Hoso Project Manager ILDP
5. Siniša Ignjatić, UNDP - Mjesne Zajednice and former LOD M&E Coordinator
6. Sanja Bokun Grant/Operations Coordinator/Deputy Project Manager
7. Selma Osmanagic Agovic Capacity Development Coordinator
8. Gordana Alibasic Monitoring and Evaluation Coordinator
9. Damir Zarak Monitoring Associate
10. Branka Matic Monitoring Associate
11. Zlatko Abaspahic Project Associate
12. Maja Veljo Project Assistant

National level stakeholders
1. Vlado Pandurević, EUD BiH Program Manager
2. Dzemal Hodzić, former EUD BiH Program Manager (LOD I-LOD 4)
3. Aco Pantić, Secretary Generally and Goran Rakic, expert associate ACM RS
4. Sejla Hasić, senior associate for projects, Association of Cities and Municipalities FBiH
5. Slavka Alagić, Head of Department for registration and education Ministry of Justice BiH
6. Slavica Drašković, TACSO resident advisor
7. Goran Zeravčić, CBGI

Municipality representatives
1. Visoko: Amra Omerbegović, Municipal Coordinator
2. Bijeljina: Vlado Simeunović, Advisor to the Mayor
3. Ljubinje: Vitomir Vojičić, Municipal coordinator
4. Berkovići: Bojan Samardzić, Municipal coordinator
5. Tuzla: Amra Hamzić, Municipal Coordinator
6. Maglaj: Ferhat Bradarić, Municipal Coordinator
7. Novo Sarajevo: Aleksandra Hasečić and Faruk Pršeš, Municipal Coordinator and representative
8. Banja Luka: Ljubinka Dragojević, Head of Social Services Department and Lana Matić, Municipal coordinator Banja Luka
9. Kotor Varoš: Vidosava Tepić, Municipal Coordinator
10. Teslić: Dragan Mišić, Municipal Coordinator
11. Tešanj: Suad Huskić, Mayor and Mirnes Dedukic, Municipal Coordinator
12. Zenica: Selmir Colaković deputy Municipal Coordinator
13. Domaljevac – Šamac: Zlatko Spionjak, Municipal Coordinator
14. Šamac: Velimir Maslić, Municipal Coordinator
15. Stari Grad Sarajevo: Selma Velić, Municipal Coordinator
16. Jablanica: Zanin Murvat, Municipal Coordinator

CSO representatives

1. Eko Maglaj: Sanja Pavlić and Nermina Starcevic
2. Umero Maglaj: Enver Softić
3. EKO put Bijeljina: Snezana Jagodić Vujić
4. Impuls Bijeljina: Tanja Milinković
5. Porodicni krug Bijeljina: Sladjana Miljanović
6. Moja Hercegovina Trebinje: Dragisa Sikinić
7. Sunce nam je zajedničko, Trebinje: Mijat Šarović
8. Dzudo klub Berkovići: Jovo Samardžić
9. Koraci Nade Tuzla, Jasminka Krivoišija
10. Crveni Kriz Tuzla, Jadranka Duraković
11. DOP Novo Sarajevo: Dženana Masoud
12. Narko NE Novo Sarajevo: Andrea Mijatović
13. COOR Novo Sarajevo: Selma Fejzibegović
14. Mladi Volonteri Visoko: Belmin Debelac
15. NK Bosna Visoko: Muhamed Husić
16. Partner Banja Luka: Tanja Mandić Đokić
17. Viktorija Banja Luka: Tamara Todorović
18. Moja luka Banja Luka: Gordana Tica
19. Omladiski komunikativni centar Banja Luka: Ante Jurić
20. Don Prijedor: Zoran Petoš (implemented projects in Domaljevac and Šamac)
21. Crveni Krst Kotor Varoš: Bojan Kerezović
22. Mehanizam Kotor Varoš: Petar Trivunović
23. Opštinska organizacija slijepih i slabovidnih OOSS Teslić: Aleksa Radišić
24. Udruženje distrofičara Teslić: Slavica Parežanin, Ružica Panić
25. Sehara Tešanj: Almir Ramić
26. JOM Tešanj: Armin Maglić
27. Eko mladi Tešanj: Adnan Lišić
28. Forum gradjana Zenica: Senad Muslić and Mirhunisa Bektaš
29. Medica Zenica: Sabiha Husić
30. Sunce Domaljevac – Šamac: Franjo Blažanović
31. KUD Posavina Šamac: Nada Blagojević
32. Fondacija lokalne demokratije Sarajevo Stari Grad: Selma Begić
33. Infohouse Sarajevo Stari Grad: Emina Bešić
34. EDUS Sarajevo Stari Grad: Mirela Selmanović
35. Roda Sarajevo Stari Grad: Nataša Prodanović