Joint Country-Led Evaluation of Child-focused Policies within the Social Protection Sector in Bosnia and Herzegovina

Final Report

Prepared by ITAD
August 2007
Table of Contents:

List of Tables: ............................................................................................................................... iii
List of Acronyms .......................................................................................................................... iii
Executive Summary ...................................................................................................................... v
1 Background to this Evaluation ............................................................................................1
  1.1 Challenges for Child Protection in BiH ................................................................. 1
  1.2 The BiH Mid-Term Development Strategy 2004-2007 (PRSP) ......................... 2
  1.3 Role of EPPU/DEP in the MTDS Process ......................................................... 2
  1.4 The UNICEF BiH Country Programme 2005-2008 ............................................. 3
2 Evaluation Design and Methodology .................................................................................. 5
  2.1 Objectives of the Joint Country-Led Evaluation (CLE) ........................................ 5
  2.2 Outline of CLE Methodology .............................................................................. 7
  2.3 Evaluation framework ......................................................................................... 9
  2.4 A framework for analysing policy change ....................................................... 11
  2.5 A participatory approach ................................................................................... 13
  2.6 Sources of information ..................................................................................... 14
3 Policy Process: Child-Focussed Policies in the MTDS .................................................. 17
  3.1 Measures to protect children and their families ................................................. 17
  3.2 Institutional Structures and Governance Issues ................................................. 20
  3.3 Reaching Vulnerable Groups ............................................................................. 23
4 Evidence: Monitoring Progress on Child Protection in the MTDS ................................ 26
  4.1 Institutional Arrangements and Capacities .......................................................... 26
  4.2 Data Collection and Data flows ........................................................................... 28
  4.3 The Demand Side: What Policy Makers Need ................................................... 31
5 Ways of Influencing: A Review of UNICEF Supported Initiatives ................................. 33
  5.1 Political Context: Partnerships and Policy Windows .......................................... 33
  5.2 Evidence: Building the case, establish credibility and communicate effectively 35
  5.3 Partnerships and Networks ............................................................................... 40
  5.4 Sustainability and Ownership ........................................................................... 43
6 Efficiency of Donor Coordination ..................................................................................... 46
  6.1 Introduction ......................................................................................................... 46
  6.2 Donor harmonisation and coordination .............................................................. 46
  6.3 Alignment and Ownership ................................................................................. 48
7 Outlook for the Future ........................................................................................................... 52
  7.1 Conclusions from CLE ...................................................................................... 52
  7.2 Recommendations ............................................................................................ 53
List of Tables:
Table 1: Main steps in the CLE Process ................................................................. 8
Table 2: Overview Evaluation Framework ............................................................. 10
Table 3: Dimensions of policy change analysed during the CLE ......................... 11
Table 4: Reference group meetings ..................................................................... 14
Table 5: Thematic workshops held during the CLE .............................................. 15
Table 6: BiH beneficiaries of social welfare and child protection programmes, figures for 2004 (World Bank, 2006: 114) ......................................................... Error! Bookmark not defined.

List of Acronyms
BHAS  Agency for Statistics of Bosnia and Herzegovina
BiH  Bosnia and Herzegovina
CCI  Centre for Civic Initiatives
CO  Country Office
CPA  Country Programme Action Plan
CPD  Country Programme Document
CPMP  Country Programme Management Plan
CLE  Country-led evaluation
CPPAG  Child Protection Policy Advisory Groups
CRC  Convention on the Rights of the Child
CSW  Centre for Social Work
DEP  Directorate for Economic Planning (former EPPU)
DFID  The United Kingdom Department for International Development
DHR  Department for Human Rights
EC  European Community
EPPU  Economic Policy and Planning Unit (renamed DEP)
EU  European Union
EUR  Euros
FBiH  The Federation of Bosnia and Herzegovina
FOS  Federal Office of Statistics
GDP  Gross domestic product
HBS  Household Budget Survey
HRBAP  Human Rights Based Approach to Programming
IBHI  Independent Bureau for Humanitarian Issues
ICVA  International Council of Voluntary Agencies
KM  Konvertibilna Marka (Convertible Mark, bh. currency)
LFS  Labour Force Survey
LSMS  The Life Standard Measurement Survey
M&E  Monitoring and evaluation
MDGs  Millennium Development Goals
MICS  Multiple Indicator Cluster Survey
MHRR  Ministry for Human Rights and Refugees
MMB  Municipal Management Boards
MTDS  Mid-Term Development Strategy
MTDS1  The Original Mid-Term Development Strategy (2004)
MTDS2  The Revised Mid-Term Development Strategy (2006)
NGO  Non-governmental Organisation
OSCE  Organization for Security and Co-operation in Europe
PIMU  Policy Implementation and Monitoring Unit
PIP  Public Investments Programme
PMB  Project Management Board
RO  Regional Office
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>RS</td>
<td>The Republika Srpska</td>
</tr>
<tr>
<td>RSIS</td>
<td>The Republika Srpska Institute for Statistics</td>
</tr>
<tr>
<td>SOTAC</td>
<td>Social Sector Technical Assistance Credit</td>
</tr>
<tr>
<td>SPAC</td>
<td>Social Policy Advisory Council</td>
</tr>
<tr>
<td>SPAG</td>
<td>Social Policy Advisory Group</td>
</tr>
<tr>
<td>SPUG</td>
<td>Social Policy User Group</td>
</tr>
<tr>
<td>TOR</td>
<td>Terms of Reference</td>
</tr>
<tr>
<td>UK</td>
<td>United Kingdom</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Fund</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s fund</td>
</tr>
<tr>
<td>USAID</td>
<td>The United States Agency for International Development</td>
</tr>
</tbody>
</table>
Executive Summary

Background of this evaluation
UNICEF in cooperation with DEP/EPPU has commissioned a comprehensive evaluation of the ongoing process of strengthening child-focused and evidence-based policy making within the Medium-term Development Strategy (MTDS). This evaluation is meant to inform both the ongoing MTDS process and the strategic support provided by UNICEF. The evaluation has been carried by a team of consultants assembled by ITAD between March and June 2007.

Purpose of this evaluation
The ToR provided by UNICEF have defined the purpose and intended use of this evaluation as an “ex-ante evaluation of the MTDS process to inform and structure the production of the strategic social sector documents in 2007, and to inform UNICEF’s Mid Term Review and UNDAF Evaluation, assessing UNICEF’s contribution to the BiH Social Protection sector.” However, during the course of the evaluation the purpose has been modified to some extent and it became focussed on the review evidence-based policy making in relation to Children’s Allowances in BiH and UNICEF’s contribution to development of evidence-based, child focused methodologies in the social protection sector. There was agreement between stakeholders that this is not an evaluation of the Directorate of Economic Planning (DEP) who is in charge of coordinating the MTDS process.

Methodology of this evaluation
UNICEF has taken the lead in strengthening the DEPs capacity in the area of country-led evaluations (CLE) under the Paris Declaration commitments. UNICEF has worked closely with DEP during 2006 during the preparation of this CLE which is seen as a major contribution to DEPs capacities building on M&E. This CLE has been an attempt to assemble a wider range of stakeholders in a joint review of a specific sector. The process has been conducted in a way that it ensures a maximum of stakeholder participation and country ownership. Time was, however, a main constraint and has restricted the extent to which issues could have been reviewed through a participatory process. A main outcome from the process of the CLE was that it has helped to build relationships among key actors involved at the implementation of social sector policies and strengthen the coordinating role of EPPU in the area of M&E. In this sense, the process has clearly supported the aim of building functional relationships among actors, with clear roles and responsibilities and well-defined activities which will benefit the wider MTDS process.

Findings on MTDS process:
The MTDS process is seen as relevant to support policy change towards more evidence-based and child-focused policies. The process of policy formulation has drawn from a wide range of studies and recommendations which highlighted how the children and in particular families with more than three children are affected by poverty. The measures that have been outlined in the strategy are aimed at structural changes within the child protection system and relevant legislation in general; they are not specifically targeted to the identified needs of poor households with children. However, MTDS monitoring shows that implementation of these measures is lagging behind due to a number of governance issues. The effectiveness and efficiency of the social protection sector is constrained by the decentralised structure. Legislation is made at entity and cantonal levels (respective district level). This has resulted in a highly fragmented approach to policy development and implementation, leading to significant differences of outcomes in the development of policies on child allowances and service delivery at local level. The MTDS therefore correctly states that standards on social protection are needed, but can only be achieved through adequate legislation and institutional reform. A more efficient social protection system must build on co-ordination and partnership at all levels, with a particular emphasis on strengthening the capacities for bottom-up policy making.
The BIH government has committed itself to ensuring human rights and social protection for its citizens. However, as a result of the difficult socio-economic situation and weak governance there are gaps in the protection of these rights. The MTDS identifies the poorest and most vulnerable groups and states the need for better targeting. It is obvious that in the present situation the state does not have the capacities and financial means to address the needs for social protection and to ensure equal access to welfare programs throughout its territory. But, the evaluation also found that the priorities applied to the social protection sector often do not reflect the actual needs of the poorest and most vulnerable groups. It is therefore encouraging that the MTDS includes indicators on poverty and social security together with targets for building a monitoring system which are meant to strengthen accountability within the social protection sector.

**Findings on MTDS monitoring**

EPPU has been established as central monitoring institution for monitoring progress under the MTDS. Furthermore institutional responsibilities have been clarified at the state level which assigns roles to specific government bodies. But at the moment there is no role for government levels yet. Experiences reviewed during this evaluation show that monitoring at local levels will make a contribution to improved governance and that municipal level authorities therefore should have a role in monitoring MTDS targets. Civil Society has been assigned a role in monitoring the MTDS; but their reports need yet to cover key indicators in relation to child protection.

To address lack of statistical data on poverty a number of surveys has been funded by international donors as part of the MTDS process; withdrawal of support now leads to a shortage of data on poverty and social indicators. Availability of data at state level could be improved through coordination of data collection approaches and sharing of information across institutions. Donors have provided or supported virtually all of the data gathering exercises that have informed policy formulation; they still need to step back from a gap filling role and support the government to lead in policy analysis, data collection and monitoring, even if in the short term this is at the expense of quality.

Poor coordination of support has distorted the demand for socio-economic data on the national side. Independent studies that were meant to influence policy making did not have the expected impact because they did not address policy makers’ concern. Policy makers question the quality of evidence provided by independent surveys so far, but they think that NGOs have an important role to play in exposing critical issues within the MTDS process. Research and studies need to be tailored to meet the priorities of policy makers. At the same time outcomes from research programs and studies can only be influential if they are effectively communicated to policy makers.

**Findings on UNICEF-supported activities in the child protection sector:**

UNICEF has identified an important “policy window” for shifting the agenda towards evidence-based policy making through monitoring and survey initiatives. It has been successful in gaining high-level support by engaging government partners at the state level. UNICEF uses a strategic approach for building links with government partners which is very effective in strengthening the policy dialogue on priority issues such as social protection.

The evaluation has reviewed three of UNICEF supported activities: the human rights based approach to programming (HRBAP) in child protection has promoted a human rights based approach to address gaps in service provision at local levels; the project to address iodine deficiency disease (IDD) has introduced data collection methods that are relevant for informing policy processes; the Participatory Action Research (PAR) project has developed an approach to identify and support vulnerable groups at community levels.

The projects present different entry points in supporting a shift towards evidence-base policy making. HRBAP presents an example where a participatory approach has been used to identify priorities for improved child-protection services and provide evidence for local
government decision-making. IDD is an example where evidence has been collected which directly addressed policy makers’ needs for information. PAR presents an example where good practices have been used to address wider issues of exclusion.

The review of project experiences shows good practices for successful influencing policy processes. The case of IDD that proper identification of policy windows and policy maker’s demand is a precondition for creating relevant evidence. HRBAP shows that a participatory approach creates helps to create legitimacy and wider support. PAR shows that communication of good practices changes helps to influence attitudes and mindsets. However, the evaluation found it difficult to establish evidence on the extent to which data have been used in policy making processes.

UNICEF uses a strategic approach for identifying strategic partners which is however constrained by the limited number of NGOs; there is a risk that the capacities of partners are overstretched in individual projects. NGOs still need to build capacities and links to influence government decision-making.

The review of project experiences shows a number of good practices on how to address governance issues. HRBAP is an example where cooperative mechanisms have been effective at local levels; links with central levels however have not been strong enough to influence central level policies. HRBP used advisory committees at the central level which are meant to strengthen communication links; but they need to be formally acknowledged to become effective in policy processes.

Government partners value the direct benefits derived from projects which are directly relevant for their routine work, such as IDD. The evaluation found that ownership at local levels is strong; Municipal Management Boards (MMB) in HRBAP pilot municipalities see their roles in policy reform processes as substantial, structured, and effective. It has therefore been noted that as a result of UNICEF’s partnership approach, national partners are changing their perceptions on ownership; but, they need to see their role and contribution to the process.

Findings on donor coordination

The Paris Declaration sets out the global aid effectiveness agenda. All major donors in Bosnia and Herzegovina are signatories to the Declaration, but currently the BiH State Government is not. Donors have established a forum for donor harmonization and coordination. The government of BiH is not included in this forum nor is it treated as an equal partner. It is apparent that the situation in BiH falls well short of the aspirations of the Paris Declaration.

In 2007 a Donor Mapping exercise has been conducted which did not yet lead to a workable approach for improved coordination. On the other hand, the Bosnian Government is reluctant to take over a role in donor coordination. Recently, the Council of Ministers prepared a strategy for setting up a new coordination body; however, this process is still donor driven.

Donors have difficulties in addressing weak capacities and governance issues within their partnership approaches and they tend to take over a dominant role. As a result, national stakeholders have only a limited sense of ownership of donor-funded programs and the resulting policy changes.

Donors appear to be taking a short term perspective, avoiding the more politically sensitive areas such as education and social protection. But, withdrawal of support and funding threatens to undermine institution building and governance in the social protection sector. At the same time, this situation creates opportunities to engage on priority issues for organisations with an ongoing commitment such as UNICEF.

Conclusions

Policy Context: The MTDS provides a platform for national and international stakeholders to engage in policy processes around priority issues such as social protection. For UNICEF and its partners, the MTDS is an important vehicle for addressing (and advocating) issues of child
Joint Country-Led Evaluation of Child-focused Policies BiH
Final report (August 2007)

protection across different ministries, agencies and donors. The MTDS as document reflects relevant strategic priorities to implement and monitor measures to improve social protection.

Efficiency and effectiveness of the social protection system are affected by a number of governance issues. It is a major constraint for the social protection sector that policies are defined at entity, district or even municipality levels. The lack of central-level coordination makes it difficult to identify effective entry-points for influencing sector-wide policies. This has, for example, prevented the implementation of uniform standards on child allowances throughout BiH. It remains a challenge to link policy processes at different levels. But, the dynamics and positive experiences created at local levels can clearly create a momentum for driving policy change at higher levels. Therefore, in a fragmented and multi-layered system like BiH it appears to be critical that more support is given to aspects of vertical integration. UNICEF together with a few other donors has piloted some useful approaches to strengthen feedback of local experiences to central-level policy makers.

**Evidence:** Availability of good quality data on key social and economic indicators is critical for informing policy processes. Experiences from the past show that were good information has been made available, the quality of policy documents has been improved in terms of identifying the neediest groups within society and designing targeted support to address their needs. However, it remains a challenge to design, implement and monitor specific measures to target these groups.

Among the donors involved, UNICEF has made significant efforts to define information needs in partnership with state institutions which as a result have contributed (or are expected to contribute) to the availability of socio-economic data and in particular child-related information in BiH and influenced subsequent policy processes. An important lesson from these experiences is that outcomes from research programs and studies need to be communicated to policy makers if they want to become influential. UNICEF’s partnership approach has laid a good ground for shifting emphasis to more demand-led approaches in M&E. The partnership with DEP is seen as very important in that aspect.

**Links:** The provision and use of evidence for policy making is constrained by a number of institutional issues. The link between data collection and analysis on the one side and use of data for decision making on the other side is missing or weak. The capacities of the statistical bureaus are weak and their data collection exercises are not coordinated with the demands of policy decision makers. Also, the vertical integration of the system is weak; lower levels are usually not involved in the monitoring system. UNICEF in cooperation with DEP has piloted approaches (MIC, DevInfo) which are likely to overcome these issues. To support evidence-based policy making it will be critical to work at entity and municipality levels on monitoring key social development indicators.

UNICEF has assumed a high-profile role in advocating child-focused policies in BiH. It has done so though working in close partnership with both government and NGO partners. It seems now that partnerships with government institutions and especially with central level institutions are becoming more influential. UNICEF recognises the need to strengthen capacities of state-level institutions, like DEP. Partnership with DEP is likely to gain further strategic importance in the future. Not only that DEP is one of the key institutions driving the MTDS process; it is also one of the institutions that may strengthen its coordinating role at all levels if it continues to build its skills and capacities for communication and facilitation.

In addition, UNICEF has built solid partnerships with government institutions at all levels through implementation of a number of activities which are of direct relevance to its partners. The Ministry of Health has become a key partner as a result of implementing projects such as IDD. These partners clearly recognise the profile which UNICEF has on child-focused issues and policies. These partnerships, and notably the partnership with DEP, will also provide a good starting point for strengthening the FBiH government’s role within the process of donor coordination.
Recommendations to DEP

The MTDS process will be important to build capacities for evidence-based and child-focused policies at state levels. For this, it should be a priority for support to strengthen coordination at the state level and to establish minimum standards for child allowances throughout BiH. For DEP, this will be an opportunity to further define and subsequently strengthen its role as convener of different groupings, such as the Reference Group, and around identified themes, such as social protection.

In order to influence social protection effectively it is critical to identify approaches which would help to take policy processes like the MTDS to entity and municipality levels. DEP/EPPU in cooperation with donors, including UNICEF has gone a long way to initiate approaches which create space for entities and municipalities to engage in state-level policy processes, like the Reference Group for this CLE, the OSCE supported initiative and the MTDS working groups.

DEP’s partnership with international and national partners including UNICEF is crucial for strengthening M&E capacities within the country. DEP has taken some fresh approaches to strengthen municipalities’ capacities through DevInfo but also as a result of work through the LSE/DFID project in monitoring key social development indicators and improving vertical and horizontal communication which an essential element of a well-functioning M&E system. Theses approaches should be strengthened and further developed:

- DevInfo is an important project which may provide important lessons on how to improve data collection and analysis at municipality levels and how to strengthen vertical integration into national monitoring systems.
- MICS will be important to show how generic social development indicators can be adjusted to the specific context of BiH. Survey outcomes should be well communicated to decision-makers to present them with some ideas on how poverty impacts of policy measures could be monitored.
- Since DEP has already taken initiatives for better coordination of actors at different levels, it should also find ways to communicate the outcomes of its various M&E projects to stakeholders and decision makers in these forums. The presentation of evidence collected through these projects will be important for shaping the discourse and process on social policies at all levels and throughout different institutions.
- This CLE has been important to establish a platform and explore new approaches for joint review of key social protection policies by representatives from different ministries and localities. The momentum created by the process should be continued through further engagement of the reference group in follow-up activities.

A major challenge for DEP and UNICEF will be to link analysis and presentation of monitoring data to the right level and institution where policies are made and implemented. A top-down dissemination approach of study outcomes from state to lower levels alone will not be effective; decision-makers need to see the direct links between policies and outcomes at the level at which they are operating. For social protection policies, this would be the entity, district and municipality levels which are particularly weak on M&E at the moment.

To strengthen its role and approach to coordination it is recommended that DEP should work out a work plan which integrates the various initiatives and projects into a strategic perspective. The strategy for coordination should identify groupings of institutions that would be convened by DEP around certain themes which need to be identified through a consultation process. Elements for a strategy have been suggested in this report.

Recommendations to UNICEF

UNICEF BiH will undergo its MTR later this year and, on the base of this review, prepare a new CPAP in 2008. The action plan will continue to focus on issues of social inclusion, with a special focus on children and youth. It is expected that within this process UNICEF will redefine its strategy to influence child-focused policy making.
The following recommendations from this CLE may assist UNICEF’s strategic development

- **Positioning:** UNICEF is trying to strike a balance between being an organisation with a specific mandate for children issues and the role (together with the experiences) it has acquired in promoting wider issues which in particular include partnership strategies and capacity building for M&E related tasks. It appears that the perceptions other organisations, including national partners, have of UNICEF’s mandate are not identical with what UNICEF’s aspirations and potentials are if they want to achieve greater influence in the social protection sector in BiH. Greater clarify could be achieved through a joint exercise with key partner mapping out UNICEF’s future role and contribution and position the organisation within the setting of donors and institutions in BiH.

- **Donor coordination:** Similarly, it is important that UNICEF tries to strengthen its influence within the donor community to push for compliance with Paris Declaration Targets. UNICEF’s partnership with state-level agencies including DEP and its commitment to build capacities and ownership at central levels has placed the organisation well in comparison to other donors. This evaluation is another step to prove that the BiH government is willing to take over greater responsibility in the process. UNICEF should feel encouraged to take a stronger role in advocating coordination within the donor community together with like-minded donors.

- **Partnership:** UNICEF’s partnership with DEP provides a sound base to continue strengthening M&E capacities within the BiH government. It is important that the present activities to support capacity building within DEP which have more of a pilot character and are focused on technical aspects at the moment are placed into a strategic perspective. A better understanding of M&E systems and the associated institutional dimensions will help to ensure that these activities can be institutionalised and scaled-up in the longer term. There is scope to strengthen its influence on governance issues through support DEP together with other agencies involved, namely the statistical bureaux, to adopt a more systemic view in building roles and relations on M&E at all government levels which are likely to strengthen accountability and feedback for improved social services.

- **Thematic focus:** UNICEF is supporting a number of activities within a broad perspective of influencing selected issues. Links between policy issues that are of key concern for decision-makers and issues that are promoted by UNICEF can be improved through a process-oriented approach for strategy and project development which builds on close consultation with key partners. This point is actually about striking the balance between being led by a strategic issues and being responsive about issues raised by partners. The mapping exercise to identify partners and priority areas is as a good starting point and should be elaborated in that respect.

- **Networking:** UNICEF’s in promoting networks between partners around shared issues could be strengthened. However, it is important that experiences from individual projects and activities are scaled-up through networked relationships in order to become influential. It should be a priority to strengthen the facilitating role of institutions which have a genuine interest in building partnerships and coordination like DEP in the first instance. Also, the recent initiative supported by OSCE initiative to coordinate activities at various government levels is likely to provide a window to networking.

- **Communication:** Any study or project experiences that are meant to influence policy processes must be communicated to decision makers. A communication strategy has been foreseen in the present CPAP. It is important that the new CPAP will similarly develop a communication strategy which is tuned into the revised strategy to influence policy processes on key issues identified in the plan. Previous experiences on communication and influencing within the government system should be reviewed in greater detail during the preparation.

These approaches should underpin the strategy for influencing policy processes. Elements for
this strategy have been identified in this report.
1 Background to this Evaluation

1.1 Challenges for Child Protection in BiH

Bosnia-Herzegovina belongs to the lower-middle income countries of the world and is the poorest successor state of the former Yugoslavia, largely a consequence of the 1992-1995 war; The United Nations Development Program (UNDP) Human Development Report (2003) estimates some 72% of all adults fall below the poverty line in terms of the minimum quality of one of the following fields: education (27%), health care (16%), work (22%) and housing (11%). In 2002, unemployment stood at 41.1%. However, recent poverty assessments have shown that low wages, rather than unemployment are among the major causes of poverty. Poverty varies regionally and has significant ethnic dimension, with poverty being the most widespread in Serbian populated regions and least in Croat dominated regions. The most excluded community in Bosnia-Herzegovina is the Roma; in addition, refugees and returnees suffer from disproportionately fewer opportunities for socioeconomic development. Recent poverty data show that households with more than 2 children are more likely to be poor. Households with more than 3 children represent only 10% of the population but they contribute to more than 56% of the poor

The CCA has noted that widespread unemployment and poverty are substantial contributing factors to child abuse and exploitation, neglect and discrimination in BiH. Many families do not have the means to provide for the basic needs or special needs of children. Poverty absorbs the energy of parents, leaving too little attention and care for children. Furthermore, poverty breeds lack of education and ignorance - a key element in any form of abuse and neglect. The CCA sees many child protection concerns in BiH, as in most societies, as being partially or entirely rooted in unfavourable attitudes, such as discrimination, intolerance, lack of awareness, and prejudice, both by individuals and service providers, including those acting on behalf of the State. (CCA 2004: 43). The CCA concludes that as a fundamental factor in child protection, the State responses to address general conditions that contribute to vulnerability of children are inadequate. Efforts and programmes to combat poverty, speed up economic recovery, strengthen good governance, and to foster political and ethnic reconciliation, are still far from satisfactory and result in little improvement for children in need of special protection. (CCA 2004).

The root cause of the inadequate response of the social welfare system that has been identified by the CCA is the present overall lack of a coherent social policy and legal frameworks and the virtual absence of a strategy to facilitate the transition from an outside-funded humanitarian aid system towards a social welfare system which is locally owned, financed and administered and which is able to cope with the challenges of vulnerability in BiH. The lack of a coherent strategy at this stage is a reflection of the overall prevalence of bad governance and weak capacity for policy development. (CCA 2004: 42-43)

The specific challenges facing the social protection system have been described in the ToR for this assignment as follows:

1. Lack of targeting of social welfare benefits and services to the most vulnerable;
2. Lack of standardisation of social benefits and services;
3. Lack of consistent financing of social services resulting in inequities;
4. Regional inequities in the provision of and access to social protection.

This assignment is seen as an opportunity to review key issues of child-protection through a stakeholder-based process and to support strategic development at policy levels. The

---

1 National data show that 19.5% of the BiH population is below the “general line” of poverty, with a higher percentage in RS (25%) and lower in FBIH (16%) (EPPU 2006: 12)
2 See EPPU: 2006 10ff.
3 Over 92% of the Roma consider themselves as “unemployed. (UNICEF 2007)
following entry points have been identified for this review:
- Policy processes: review progress towards evidence based policy making; identify to what extent policies have been informed by evidence …
- Institutional system: Review the existing systems to process information for decision-making purposes/policies
- Partnership: Review UNICEF’s contribution to support evidence-based policy making.

1.2 The BiH Mid-Term Development Strategy 2004-2007 (PRSP)

A Poverty Reduction Strategy Paper (PRSP) describes a country's macroeconomic, structural, and social policies and programs to promote growth. It summarizes the country's objectives, policies, and measures for poverty reduction. The PRSP is seen as an important partnership-based approach to the challenge of reducing poverty in low-income countries. Nationally owned poverty reduction strategies are at the heart of this approach. PRSPs are expected to set policy frameworks and agendas for tackling poverty and to integrate economic, social and environmental issues in pursuit of effective poverty reduction. They are supposed to be developed in a participatory way, drawing on consultations with people living in poverty, and involving a range of organisations actively engaged in poverty reduction and development action. Thus they are intended to ensure ‘national’ ownership or buy-in of government and citizens.

The PRSP equivalent of Bosnia and Herzegovina (BIH) is the Medium-Term Development Strategy 2004 – 2007 which has been developed over a period of 18 months; it has finally been accepted in March 2004. Another round of extensive consultation led by the Economic Policy and Planning Unit (EPPU/ later renamed DEP) streamlined in 2005-2006 has resulted in a revised version which had the following objectives (EPPU, 2006:11):
- Reorganisation of priorities outlined in the Strategy, in order to improve faster realisation of the reform goals through the implementation of priority measures,
- Elaboration of definitions for the final strategic messages to the government, in order to help formulate policies and relevant budgetary decisions, with a particular emphasis on the balance between the economic growth and poverty reduction (with the preparation for the EU accession processes).  

The application of the current MTDS will terminate in December 2007. The Directorate for Economic Planning (DEP) is now co-ordinating the development of the BiH Development Strategy for the period 2008 – 2013; this document will inform the National Development Plan and an Action Plan in which withdrawal of funds from the European Union projects, pre-accession and structural funds is to be elaborated. The second major document prepared by DEP is the BiH Social Inclusion Strategy.

The evaluation is therefore set at a critical point of strategic development. It provides an opportunity to contribute to the analysis and drafting of strategic documents in relation to child-protection issues. The review of child-focused policies is meant to help to identification of gaps at this point of time and identifying areas for further action.

1.3 Role of EPPU/DEP in the MTDS Process

The Council of Ministers of BiH has established the Economic Planning and Policy Unit (EPPU) as coordination unit during the process of preparation of Mid-Term Development Strategy of B&H (MTDS). Its specific tasks include:
- Co-ordination of the creation of future socio-economic research, in regards to the economic development and the EU integration processes,
- Monitoring of the implementation of the action plans, that will stem from the implementation of the MTDS and other strategic documents (The BiH Council of Ministers, 2004: 134).

5 This revised document (MTDS-2) has been reviewed by this evaluation.
In the latter part of 2006, EPPU became a regular body attached to the BiH Council of Ministries and re-named as **Directorate for Economic Planning (DEP)**. With its key role for coordinating the process of strategy development and monitoring the implementation of strategic policy document DEP has now become a major coordination unit at central level. UNICEF has therefore identified DEP as a key partner for facilitating child-focused policy making. In an attempt to strengthen DEP’s capacities as central monitoring unit, has taken the lead in strengthening the DEP’s capacity in the area of country-led evaluations (CLE) within the donor community. UNICEF has worked closely with DEP during 2006 on the preparation of this CLE.

Further activities to strengthen the national monitoring and evaluation (M&E) system that are implemented by DEP with support from UNICEF include:

- the roll-out of MICS3 (in collaboration with the Public Health Institutes and Ministries of Health at the Entity levels),
- a Child Rights Impact Assessment (examining the impact of the changes in electricity prices on children as a pilot towards development of the child rights impact analysis of the macroeconomic and social policies), and
- DevInfo, a project designed by UNICEF BIH in cooperation with DEP to monitor the implementation of the CRC at the community level, based on the global UN software and roll-out strategy.

### 1.4 The UNICEF BiH Country Programme 2005-2008

UNICEF has defined the goal of its Country Programme in BiH as to support the Government in meeting its obligations under the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). Through its country programme UNICEF has committed itself to promoting the principles of non-discrimination and social inclusion in all its programmes and assistance to policy formulation. For the 2005-2008 period, the country programme has an explicit focus on strengthening the capacities of the Government, communities and caregivers to address social exclusion and its effects on children, young people and women.

In partnership with the Government and NGOs, United Nations agencies and donors, the UNICEF Country Programme seeks to achieve three major outcomes:

- Policy makers and community representatives will provide leadership in developing national policies that further the realization of the rights of children, young people and women;
- Service providers and caregivers will adopt behaviours that facilitate access to education, health and child protection services for the most vulnerable; and
- Policy makers and community representatives will encourage and facilitate the meaningful participation of children and young people in their communities, including in addressing the risk of landmines.

The rights-based approach to poverty acknowledges human rights entitlements that give rise to legal obligations on the part of the state, measured by the ability of institutions and policies to meet international standards and norms. Protection against poverty is an entitlement and the state has an obligation to provide adequate social protection which assists the poor in managing risks or that provide direct support to those who are extremely poor and vulnerable. However, “adequate policies” to address poverty risks must be based on the clearly identified priorities by the poor and this is where the CCA has identified huge gaps between policy and practice in BiH. Many policies are not formulated in detail, laws are inadequate and not based on analysis or requirements and there is an overall lack of systematic data collection and analysis (CCA 2004: 43).

Against this background, UNICEF supports the process of evidence-based policy making in...
BiH through a variety of initiatives, using different entry points and being implemented with a wide range of partners:

- **Initiatives to provide data and analysis for policy making**: For example, UNICEF supports research on iodine deficiency disorder (IDD); as well as the education of personnel and establishment of monitoring mechanisms, policies and legislation encompassing this Strategy. The IDD project has been reviewed in greater detail as part of the evaluation of UNICEF’s support.

- **Initiatives to influence central policy process through good practices on service provision at local government levels**: The Project for Piloting Child Protection System Reform at Central and Local Levels has introduced the Human-Rights Based Approach to Programming (HRBAP) at municipal levels. Best practices of multisectoral coordination and stakeholder participation are being developed to improve education, health care and child protection services, and to influence national policy development and implementation.

- **Initiatives to strengthen children’s voices through civil society organisation**: Capacity-building for NGOs and civil society organizations (CSOs) enhances their skills and competencies in negotiation, articulation of demand for services and monitoring. The principles of social inclusion and non-discrimination are being strengthened through promoting responsibility of the media and by creating enabling environments for children and young people to participate in schools and communities. The project on Participatory Action Research (PAR) is the third initiative that has been reviewed in greater detail.

The present Country Programme Action Plan (CPAP) does not include an explicit strategy to strengthen evidence-based policy making in BiH. This evaluation is therefore seen as an opportunity to review the overall policy process and the specific entry points which UNICEF has identified so far. It is expected that this review will support UNICEF’s strategy for the upcoming country program plan.
2 Evaluation Design and Methodology

2.1 Objectives of the Joint Country-Led Evaluation (CLE)

UNICEF in cooperation with DEP/EPPU has commissioned this evaluation of the ongoing process of strengthening child-focused and evidence-based policy making within the MTDS. This evaluation is meant to inform both the ongoing MTDS process and the strategic support provided by UNICEF. The evaluation has been carried by a team of consultants assembled by ITAD between March and June 2007.

The Terms of Reference for this assignment have defined the purpose and intended use of the evaluation as follows:

- "To represent an ex-ante evaluation for the BiH EPPU to inform and structure the production of the strategic social sector documents in 2007, including:
  a) recommendations to address the weaknesses of the system in reaching its developmental objectives, and
  b) recommendations on policy development criteria, as well as indicators for monitoring and evaluation of social policy implementation process; and,
- To inform UNICEF’s Mid Term Review and UNDAF Evaluation, assessing UNICEF’s contribution to the BiH Social Protection sector, including:
  a) capacity to develop evidence-based policies, and
  b) develop more structured and coherent approach to policy development and implementation."

During the course of the evaluation the purpose has been modified to some extent and it became focussed on the review evidence-based policy making in relation to Children’s Allowances in BiH and UNICEF’s contribution to development of evidence-based, child focused methodologies in the social protection sector. There was agreement between stakeholders that this is not an evaluation of the Directorate of Economic Planning (DEP) who is in charge of coordinating the MTDS process.

The approach of combining an evaluation of an ongoing policy process to influence the production of strategic development documents in 2007 with a systematic evaluation program activities funded by UNICEF was ambitious. It was therefore a key task of the inception phase to establish a clear thematic focus for this evaluation under each of the five objectives listed in the TOR.

Objective 1 – To evaluate the effectiveness and implementability of selected child and family-focused policies as defined within the BiH Medium Term Development Strategy’s Social Protection chapter.

During the inception phase the consultants have identified the “selected policies and” that should be focused on during this evaluation in close consultation with UNICEF and DEP. It was agreed that the evaluation will examine to what extent evidence on childhood poverty has informed the ongoing process of MTDS development and subsequently led to the creation of policies and measures in relation to child well-being.

The specific focus of the evaluation under Objective 1 was to examine the effectiveness and implementation of child allowances throughout BiH. The evaluation would look in particular how poor and needy families, those with more than three children, are identified and supported through child allowances. Under Objective 1, the evaluation has reviewed the following areas:

---

• How are the needs of families with 3+ children defined, categorised and standardised? This issue relates to the questions around data collection systems included in the ToR.
• How is the information on families with 3+ children fed back into the policy arena (vertical integration into policy)?
• How this is translated into pro-child policies (policy definition)?
• What is the relationship between policies and implementation in the field?
• Who are being targeted? Is the targeting effective?

In this regard the evaluation was seen as an review of policies developed and implemented prior to and under the MTDS-1 which is means to inform the production of the strategic development documents in 2007.

Objective 2 – To evaluate the effectiveness of elements of the UNICEF BiH Policy Support activities in contributing to the development of evidence-based, child focused methodologies in the social protection sector

For the evaluation under Objective 2, three different UNICEF -supported activities / projects / programmes that have been reviewed under Objective 2 have been agreed during the inception phase; they would represent activities that are implemented on different levels under the common theme of child allowances: How is vulnerability and need defined? How are data collected?

• Data collection and use for policy planning: Data collection, research and policy analysis on children and women (MICS 3, Dev Info); IDD project to pilot a monitoring approach.
• Human rights in service provision: Inclusive basic services (human rights-based approach to child protection & child friendly schools (HRBAP)
• Community-based activities (PAR - Participation Action Research Groups); identify vulnerable children; how processes continue into entity and municipality levels.

Objective 3 - To assess the implementation of Paris Declaration Targets by national stakeholders and donors, including the establishment of country-led M&E systems.

This component of the evaluation is to clarify the capacities of national and international actors to implement and M&E development programmes under the Paris Declaration criteria. The evaluation has been focussing at issues in relation to donor coordination within the areas reviewed under Objectives 1 and 2. It provides responses to the following key evaluation questions:

• What are the perceptions of ownership of the policy reform processes by national authorities and international agencies?
• Is the coordination among international agencies working in social protection sector efficient?
• Are the modalities of joint programming and pooled funding by international donors and development agencies consistent and coherent?
• What are the perceptions of the international agencies on the role and accountability of the national donor-coordination bodies, especially in the area of M&E and reporting?
• To what extent are the research and evaluations implemented by development agencies in the social protection sector relevant and effective?
• What are the perceptions on the capacity of the national authorities to meet the requirements set by the PD progress indicators?

Objective 4 - To develop and document the CLE participatory methodology for BiH for a) its further application in the evaluation of development goals in BiH. and b) to contribute to the development of CLEs within the international evaluation community and Objective 5 - To strengthen national Evaluation capacity by designing and managing the CLE
This CLE is as an attempt to strengthen the coordinating capacity and central role of EPPU in monitoring the MTDS process. As part of its support to capacity building within EPPU, UNICEF sponsored the participation of two strategic members of this unit at the Regional IDEAS conference in June 2006. In the follow-up to this conference, the draft terms of reference for a country-led evaluation in BiH have been prepared by UNICEF and EPPU.

The development of a CLE participatory methodology has been understood as a major (innovative) output from this assignment; the methodological approach has been prepared with the proposal; it was further defined through the process. UNICEF and DEP have seen the CLE process as a learning exercise. DEP has seconded two staff to support the consultants. Both DEP and UNICEF have participated in all interactive workshops and meetings.

2.2 Outline of CLE Methodology

As development assistance is moving towards a policy-oriented programmatic, country-led approach, increasing attention is paid to country systems for M&E of development programs and country strategies. The strengthening of country systems for M&E is thus seen as an important part of the poverty reduction strategy (PRS) initiative. Strong M&E capacities at central levels are central to the effective design and implementation of a PRS; they support decision making, foster accountability, and promote dialogue.

Country-led evaluations are an important part of country M&E system; they will assess the new modalities of development aid and that would also increase country ownership (and therefore usefulness) of evaluations, reducing at the same time the countries’ transaction costs associated with evaluations. Country led evaluations (CLE) are seen as a crucial element for building M&E capacities. The process of CLE is a practical opportunity to acquire evaluation skills and putting them into practice at the same time.

However, it is important to note that UNICEF’s approach to “joint CLE” differs from country-led evaluations as seen by the World Bank. During the Prague Workshop, Jean Quesnel, Director of the Evaluation Unit, UNICEF HQ, introduced an approach of CLEs for the United Nations agencies that exercise a portfolio of joint evaluations to assess the effectiveness of assistance in different sectors within one country. Although UN considers a given country as the key actor in commissioning and conducting of evaluation, it uses local consultants and an evaluation unit existing within a national government.

This joint country-led evaluation has been an attempt to assemble a wider range of stakeholders in a joint review of a specific sector. A process of designing and implementing a country monitoring system that generates buy-in by stakeholders may be as important as the design.

Key stakeholders included:

- **Line ministries:** A number of line ministries are involved in the implementation of social sector policies. They have been represented in the Reference Group for the CLE.

---

10 Annex 2 includes the Terms of Reference for this Evaluation.
12 Country led evaluations: a discussion note; Prepared by WB/OED, UNDP/OE and IOB; 37th meeting 27-28 March 2003
15 For a complete list of stakeholder that have contributed to this evaluation see Annex 4.
• **National statistics agencies**: National statistics agencies have a critical role in monitoring the PRS process. Representatives from the Statistical Bureau have been included in the Reference Group.

• **Local governments**: Representatives of Districts and Kantons have been involved in the thematic workshops.

• **NGO’s**: Nongovernmental organizations, private interdisciplinary research entities, universities, unions, lobby groups, and other members of civil society play a role in PRS monitoring on both the supply side and the demand side; NGO representatives have been included in the Reference Group.

• **International Donors**: World Bank, DFID, EC, UNDP, UNICEF and others.

A main outcome from the process of the CLE was that it has helped to build relationships among key actors involved at the implementation of social sector policies and strengthen the coordinating role of EPPU. As such, the process has contributed to the aim of building an institutional framework for country M&E, which includes functional relationships among actors, with clear roles and responsibilities and well-defined activities within the wider MTDS process.

The process has been conducted in a way that it ensures a maximum of stakeholder participation and country ownership. Time was, however, a main constraint and has restricted the extent to which issues could have been reviewed through a participatory process. The main steps that have been used for this CLE are presented in the table below:

---

**Table 1: Main steps in the Joint CLE Process**

<table>
<thead>
<tr>
<th>Preparation:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. <strong>Define purpose and scope of CLE:</strong></td>
<td><strong>Identify stakeholders (stakeholder analysis)</strong>&lt;br&gt;Prepare TOR for CLE with clearly defined objectives and specific evaluation questions that have been identified through consultation with key stakeholders</td>
</tr>
<tr>
<td>2. <strong>Define institutional set-up</strong></td>
<td><strong>Identify key stakeholders that should be represented in the Reference Group</strong>&lt;br&gt;Prepare TOR for Reference Group&lt;br&gt;Identify facilitators and/or evaluators to support CLE process</td>
</tr>
<tr>
<td>3. <strong>Develop evaluation framework</strong></td>
<td><strong>Evaluation framework presents key evaluation questions, structured according to standard evaluation criteria; it helps to further define focus of evaluation and identify evaluation methods</strong></td>
</tr>
<tr>
<td>4. <strong>Present evaluation framework</strong></td>
<td><strong>The Evaluation is also a communication tool which makes the evaluation process more transparent and allows for discussion and negotiation of evaluation focus and approach with key stakeholders.</strong>&lt;br&gt;<strong>First Reference Group Meeting to present evaluation framework for feedback and comments</strong></td>
</tr>
<tr>
<td>5. <strong>Elaborate detailed evaluation questions and work plan</strong></td>
<td><strong>Based on the evaluation framework, a detailed set of evaluation questions and work plan, including specific activities and dates should be prepared</strong></td>
</tr>
<tr>
<td>6. <strong>Identify case studies and practice areas for detailed</strong></td>
<td><strong>Thematic focus of evaluation is further tightened through detailed discussions with selected stakeholders.</strong></td>
</tr>
</tbody>
</table>

---

16 A detailed review of the CLE process is included in Annex 6.
Case studies and practice areas/projects which are most relevant for this evaluation are identified through discussion with key stakeholders.

### Data collection and analysis

7. **Collect data through**

- Documents review
- Review of statistical data
- In-depth interviews with key stakeholders, institutions and partners during institutional visits
- Survey to get views from a wider range of stakeholders and/or staff members
- Field visits and interviews with beneficiaries
- Case studies for in-depth analysis of selected issues

8. **Ensure that stakeholders have sufficient opportunities to contribute to the findings**

- Thematic workshops and discussions are a way of engaging a group of stakeholders in the joint analysis of issues relevant for the evaluation
- Participatory methods support joint analysis

9. **Data Analysis and Synthesis of Findings**

- Data are analysed using diagnostic tools and models; this can be done in collaboration with stakeholders as part of the data collection process (e.g. thematic workshops);
- Synthesis according to main evaluation concerns summarized in the evaluation framework

### Feedback and Sharing

10. **Reference group meetings to review findings**

- The reference group comments on the draft findings presented by the facilitators/evaluators

11. **Feedback to wider group of stakeholders**

- Stakeholders consulted during the evaluation must receive feedback on the findings

12. **Identify good practices and lessons learned**

- Identification of good practices and lessons learned will turn the evaluation into a true learning exercise.

13. **Recommendations for strategy development**

- Outcomes from the evaluation will inform further strategy development; recommendations should be presented in a clear and concise way to match decision-makers interest

This CLE has contributed to the development of a methodology which can be shared with other stakeholders. It has also contributed to build capacities for managing and facilitating a joint evaluation process within DEP; it has strengthened skills for joint analysis of key evaluation concerns through a participatory process. “Learning-by-doing” was an important aspect of this CLE exercise, and the methodology must therefore be seen as a process outcome which should be improved during similar exercises in the future.

### 2.3 Evaluation framework

The evaluation framework is an important tools which provides a basic structure to the evaluation. The evaluation framework is both an organising tool which relates evaluation questions to OECD DAC evaluation criteria, provides the basis for prioritising themes and elaborating more detailed questions and links questions to data collection methods and sources. It is also a communication tool which makes the evaluation process more transparent and allows for discussion and negotiation of evaluation focus and approach.
The consultants have prepared an evaluation framework based on the evaluation questions provided with the TOR during the preparation phase. The evaluation framework has been further elaborated during the inception phase. The detailed evaluation framework is included in Annex 3; the following table provides a general overview of the key evaluation concerns according to evaluation criteria:

**Table 2: Overview Evaluation Framework**

| Relevance | - Relevance of the MTDS to support policy change towards more evidence based & child focused policies
- Relevance of data & information produced for policy processes
- Relevance of UNICEF program support to specific policies, processes & actors |
| Effectiveness | - Effectiveness of institutional arrangements at different levels
- Data collection & data flows
- External factors influencing the achievement of objectives |
| Efficiency | - Efficiency of institutional mechanisms
- Capacities at state & entity levels
- Efficiency of institutional arrangements & partnerships within the policy process |
| Sustainability | - Ownership among national partners
- Budget constraints |
| Impact | - Policy processes & implementation
- Capacity building
- Outcomes at community level |
2.4 A framework for analysing policy change

The evaluation has introduced a tool to analyses policy processes. The tool which previously has been developed by the Overseas Development Institute (ODI) be used to analyse how communication of research and knowledge could be improved in support of evidence-based policy making. The analysis would reveal a more dynamic and complex view of policy change that emphasises the two-way processes between research and policy, shaped by multiple relations and reservoirs of knowledge. It raises question on research uptake pathways such as: ‘Why are some of the ideas that circulate in the research/policy networks picked up and acted on, while others are ignored and disappear?’

The tool has been used to review dimensions of policy change as a result of research:

- **Political Context**: The political context has been reviewed under Objective 1. This review will show the existing gaps and shortcomings not only in terms of policies and capacities, but also in relation of linkages between institutions, especially research institutions and institutions monitoring child-focused data which may or may not work in support of evidence based policy making. In addition it is necessary to assess the opportunities for using research field-based data in support for evidence-based policy making.

- **Evidence and Communication**: Aspects of evidence and communication have been reviewed under Objective 2. The quality of the research is clearly important for policy uptake. Policy influence is affected by topical relevance and, as importantly, the operational usefulness of an idea. A critical issue affecting uptake is whether research has provided a solution to a problem. The other key set of issues here concern communication. The sources and conveyors of information, the way new messages are packaged (especially if they are couched in familiar terms) and targeted can all make a big difference in how the policy document is perceived and utilised. Continuous interaction leads to greater chances of successful communication than a simple or linear approach.

- **Links**: Issues of partnership and networks have been reviewed under Objective 2. The framework emphasises the importance of links; of communities, networks and intermediaries (e.g. the media and campaigning groups) in affecting policy change. It seems that there is often an under-appreciation of the extent and ways that intermediary organizations and networks impact on formal policy guidance documents, which in turn influence officials.

- **External Influences**: Objective 3 has been looking at issues of donor coordination. The framework emphasises the impact of external forces and donors actions on research-policy interactions. While many questions remain, key issues here include the impact of international politics and processes, as well as the impact of general donor policies and specific research-funding instruments. Broad incentives, such as EU Accession or the poverty reduction strategy paper (PRSP) process, can have a substantial impact on the demand for research by policymakers. Trends towards democratization and liberalization and donor support for civil society are also having an impact. Much of the research on development issues is undertaken in the North, raising issues of access and perceived relevance and legitimacy. A substantial amount of research in the poorest countries is funded by international donors, which also raises a range of issues around ownership, whose priorities, use of external consultants and perceived legitimacy.

<table>
<thead>
<tr>
<th>Table 3: Dimensions of policy change analysed during the CLE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Dimension</strong></td>
</tr>
<tr>
<td>----------------</td>
</tr>
<tr>
<td>Political Context</td>
</tr>
<tr>
<td>Evidence and Communication</td>
</tr>
<tr>
<td>Links</td>
</tr>
<tr>
<td>External Influences</td>
</tr>
</tbody>
</table>

### Concerns

| **Political context** | Political structures/processes, institutional pressures, prevailing concepts, policy streams and windows | MTDS process  
Child-focused policies within the social protection sector |
|-----------------------|---------------------------------------------------------------------------------------------------|---------------------------------------------------------------|
| **Links**             | Links between policy makers and other stakeholders, relationships, voice, trust, networks, media and other intermediaries | Institutional arrangements  
Capacities at state & entity levels  
UNICEF’s partnerships |
| **Evidence**          | Credibility, methods, relevance, use, how the message is packaged and communicated                 | Data collection & data flows  
UNICEF supported activities |
| **External influences** | International factors, economic and cultural influences etc.                                     | Donor coordination                                                |

The conclusions and recommendations from this CLE (Chapter 7) are structured in a way that they reflect the four dimensions of this framework.
2.5 A participatory approach

We have developed the methodological approach for this assignment with the aim to maximise stakeholder consultation and stakeholder involvement throughout the process. The main stakeholders that have been driving the process of this evaluation were DEP and UNICEF; in addition a number of stakeholders have played a meaningful role as advisors to the evaluation process.

Decision making roles – DEP and UNICEF: Considering that the CLE coincides with the preparation of the new BiH Strategies (most relevantly, a new MTDS and Social Inclusion Strategy) and the emphasis placed by the DEP representatives on the value of this evaluation – at least for this part of the governance structure – allows for this evaluation to be entitled ‘a country-led’ one, at least on the state level. Throughout the evaluation, DEP staff emphasised the value of this evaluation for the capacity building among their own staff, ensured through, in their own words, ‘learning by doing’. A more thorough capacity building, which would allow for DEP to gradually take on the lead role during the evaluation (at least in relation to the Objective 1) was limited due to the time available for the evaluation. Despite the fact that, at the beginning of the evaluation, the Head of the EPPU-PIMU allocated 15 days of two of her staff time solely for the purpose of their more active involvement in the CLE, the thoroughness of the co-operation with the evaluation team wasn’t consistent throughout the process. This was solely due to the time constraints for the overall process (i.e. organisation and preparation of three thematic workshops within the space of four weeks) and co-ordination of commitments towards the CLE processes and other work commitments. Despite these constraints, the collaboration between the UNICEF staff (in advisory and supervisory roles and as support in ensuring contacts with key informants), DEP staff and the ITAD consultants persisted during all phases of the evaluation. 18

Technical advisory role – role of the Reference Group: A Reference Group was initiated for the entire evaluation process. It’s purpose was to ensure that the perspectives of key stakeholders in social and development outcomes in BiH are included in the evaluation design, analysis and recommendations. It included representatives from:

- the relevant line ministries (social protection, health, education, civil affairs) on entity and state level
- relevant local NGOs (working with UNICEF)
- relevant international NGOs (involved in child and social protection)
- relevant supranational organizations (involved in child and social protection),
- relevant donors (supporting child and social protection initiatives). 19

The DEP staff has taken a very active role in preparing and chairing the Reference Group Meetings. The group had three meetings in total:

---

18 Annex 5 details the role that the DEP and UNICEF staff had in the evaluation process.
19 A list of the Reference group members and TOR can be found in the Annex 2
Table 4: Reference group meetings

<table>
<thead>
<tr>
<th>Topic</th>
<th>Role of Consultants</th>
<th>Role of Reference Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st Reference Group Meetings</td>
<td>Inception Phase: Present overall approach to evaluation</td>
<td>Provide feedback on: the design and implementation of the CLE; the relevance of CLE within wider reform process and the Paris Declaration; potential use of CLE as capacity development tool and on mobilization/advocacy potentials of the CLE.</td>
</tr>
<tr>
<td>1st Reference Group Meeting</td>
<td>Present evaluation framework, describing detailed methodological approach; present findings from literature review</td>
<td>Provide feedback on evaluation framework</td>
</tr>
<tr>
<td>3rd Reference Group Meeting</td>
<td>Present findings from Tasks 1 and 2; present evaluation methodology</td>
<td>To give feedback on the draft evaluation report, proposed follow-up actions, and dissemination and use</td>
</tr>
</tbody>
</table>

2.6 Sources of information

This evaluation has drawn its evidences from a number of sources:

- **Desk review of policy documents and secondary data:** Due to a number of prior studies, evaluations and other relevant publications in relation to the child and family oriented policies, a comprehensive desk review has been carried out at the beginning of the evaluation. The consultants’ work has been supported by DEP staff who aided through suggestion of documents and the comments on the draft desk review. The report mentions that the amount of monitoring data on social protection that has been available for this evaluation has been limited.

- **Case studies, interviews and field work:** Three case studies have been compiled for this evaluation, using information from field work, interviews and primary data sources provided by the institutions that have been contacted: “Case study on the implementation of child allowances in the RS”. “Implementation of the right to child allowance throughout FBiH” and “New initiatives for cooperation and partnership in social protection”. The number of case studies has been restricted by the time frame.

- **Thematic workshops** were adopted as an important method to gather information during the Objective 1 CLE. The purpose of “Thematic Workshops” was to gather stakeholders under a broader topic which will be discussed to produce views, opinions and information in relation to key evaluation questions. Workshops have been facilitated by the consultants, with the shadowing from DEP staff.

---

20 This also means that the provision of documents that could be reviewed has been selective to some extent.
21 This issue is dealt with in further depth in Chapter 4.
22 Case study provided by OECD
23 The case studies are incorporated in the main text of this report
24 Workshop outcomes are reported throughout the main text of this report.
### Table 5: Thematic workshops held during the CLE

<table>
<thead>
<tr>
<th>Issues for discussion</th>
<th>Participants</th>
<th>Time</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Thematic Workshop 1</strong> “Data gathering and M&amp;E within the MTDS process”</td>
<td>World Bank</td>
<td>Sarajevo, 24th of April 2007</td>
</tr>
<tr>
<td>Evaluation questions: What information is produced? What were the key studies in formulation of policies?</td>
<td>Prism Research</td>
<td></td>
</tr>
<tr>
<td>Who uses this info? - including the role of international organisations (evidence of use)</td>
<td>LSE Consortium</td>
<td></td>
</tr>
<tr>
<td>How is info being drawn into that process - demand pull by policy makers, supply push by those producing info, other mechanisms?</td>
<td>Save the Children UK BiH</td>
<td></td>
</tr>
<tr>
<td>How are studies communicated to policy makers?</td>
<td>FBiH Agency for Statistics</td>
<td></td>
</tr>
<tr>
<td>How and to what extent is M&amp;E informing development of policies that regulate children’s allowances? - including the role of international organisations (evidence of use)</td>
<td>RS Ministry of Health and Social Welfare</td>
<td></td>
</tr>
<tr>
<td>How are the non-governmental M&amp;E studies communicated to policy makers?</td>
<td>BiH Agency for Statistics</td>
<td></td>
</tr>
<tr>
<td></td>
<td>DEP</td>
<td></td>
</tr>
<tr>
<td></td>
<td>UNICEF</td>
<td></td>
</tr>
<tr>
<td><strong>Thematic Workshop 2</strong> “Stakeholder analysis of the influence of CLE to policy making in the field of child protection and UNICEF contribution to this process”</td>
<td>FBIH Ministry of labour and social policy</td>
<td>Banja Luka 8th of May 2007</td>
</tr>
<tr>
<td>To what extent is the UNICEF research, data collection and child rights monitoring program relevant to the development and implementation of program and policies in the child protection sector in BiH?</td>
<td>Child Protection fund RS</td>
<td></td>
</tr>
<tr>
<td>How effective is the UNICEF research, data collection and child rights monitoring programme to the development and implementation of programmes and policies in the child protection sector in BiH?</td>
<td>Municipality Gradiska</td>
<td></td>
</tr>
<tr>
<td></td>
<td>NGO “Budimo aktivni”</td>
<td></td>
</tr>
<tr>
<td></td>
<td>HO “Nasa djeca”</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Institute ZZZZ RS</td>
<td></td>
</tr>
<tr>
<td></td>
<td>NGO “Zdravo da ste”</td>
<td></td>
</tr>
<tr>
<td></td>
<td>RS Ministry for labour, social policy and refugees</td>
<td></td>
</tr>
<tr>
<td></td>
<td>RS Ministry of health and social protection</td>
<td></td>
</tr>
<tr>
<td></td>
<td>DEP</td>
<td></td>
</tr>
<tr>
<td></td>
<td>UNICEF</td>
<td></td>
</tr>
<tr>
<td><strong>Thematic Workshop 3</strong> “Efficiency and effectiveness of the implementation of children’s allowances in BiH”</td>
<td>FBIH Ministry of labour and social policy</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Child Protection fund RS</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Municipality Gradiska</td>
<td></td>
</tr>
<tr>
<td></td>
<td>NGO “Budimo aktivni”</td>
<td></td>
</tr>
<tr>
<td></td>
<td>HO “Nasa djeca”</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Institute ZZZZ RS</td>
<td></td>
</tr>
<tr>
<td></td>
<td>NGO “Zdravo da ste”</td>
<td></td>
</tr>
<tr>
<td></td>
<td>RS Ministry for labour, social policy and refugees</td>
<td></td>
</tr>
<tr>
<td></td>
<td>RS Ministry of health and social protection</td>
<td></td>
</tr>
<tr>
<td></td>
<td>DEP</td>
<td></td>
</tr>
<tr>
<td></td>
<td>UNICEF</td>
<td></td>
</tr>
<tr>
<td>Issues for discussion</td>
<td>Participants</td>
<td>Time</td>
</tr>
<tr>
<td>--------------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------</td>
<td>-----------------------------</td>
</tr>
<tr>
<td>How can the following mechanisms be improved:</td>
<td>Ministry of Labour and SW, USK</td>
<td>Sarajevo, 15. May, 2007.</td>
</tr>
<tr>
<td>- Implementation of Children’s Allowances (recommendations regarding more efficient targeting)?</td>
<td>Ministry of Labour and SW, Posavski Kanton</td>
<td></td>
</tr>
<tr>
<td>- Funding of Children’s Allowances?</td>
<td>Ministry of Labour and SW, Bosansko-podrinjski Kanton</td>
<td></td>
</tr>
<tr>
<td>- Monitoring and evaluation of current mechanisms?</td>
<td>Ministry of Labour and SW, Kanton 10 Brčko Distrikt</td>
<td></td>
</tr>
<tr>
<td>Are there mechanisms on the state/entity/cantonal/local level that ensure co-operation regarding children’s allowances and other services for poor households?</td>
<td>DEP</td>
<td></td>
</tr>
<tr>
<td>Which way could such co-operation be improved?</td>
<td>UNICEF</td>
<td></td>
</tr>
<tr>
<td>Can the HRBAP programme serve as an example for the improvements in co-operation between relevant stakeholders? If yes, how to institutionalise such mechanisms and make them sustainable?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
3 Policy Process: Child-Focussed Policies in the MTDS

3.1 Measures to protect children and their families

Finding 1: Childhood poverty has been documented through a number of surveys; the data have highlighted the need to protect children and their families

Evidence on childhood poverty has been collected through various studies have been used in the policy process and have contributed to an improved quality of policy documents.

- Although the Action Plan for Children doesn’t reference the information sources in the text itself, it is obvious that the Plan was based on the information presented at the World Summit for Children (DHR, MHRR, 2002: 2), the Household Survey of Women and Children in BiH (MICS)25, the First Report of BiH to the Committee for the Rights of the Child, the Initial report on the application of the CRC by the Ministries in charge of social welfare in two bh. entities, the ‘demographic statistics’ provided by the entity statistical institutes and two publications on iodine deficiency and breastfeeding (ibid: 56).

- The MTDS1 used the World Bank Poverty Assessment that was based on the Living Standards Measurement Survey (LSMS). This survey highlighted the issue of poverty among households with three or more children. Children were identified as one of the population groups most likely to be living under the poverty level; children under five identified as the population as one of the groups most at risk of poverty. Study identified that 56% of the poor in BiH live in households with children, with children in the RS26 being particularly at risk. Children were identified as at risk of poverty regardless of whether their family members worked or not, due to low income levels in BiH. Risk was evidenced as affecting their access to pre-school and high-school education and due to less coverage by health insurance (particularly in rural areas). (BiH Council of Ministers, 2004a: 21).

- The MTDS2 document includes even more detailed data on poverty and indicated specific measures to address poverty-related issues. The document used two studies – ‘Living in BiH’ Wave 4 (LSMS) and Household Expenditure Survey (HBS) (EPPU, 2006: 26). According to these studies, households with two, three or more children were identified as being particularly at risk of being poor. The data stated in the MTDS2 indicates that the rates of poverty in households with three or more children increased in the period 2001-2004 (from 56-66). In the same period, they also increased in the percentage among the total bh. poor (from 8-10%), although the percentage is even greater if taking into consideration the families with two or more children (an increase from 8-32% of the bh. poor). However, in the same period, the households with no children rose as those most represented among the bh. poor (from 1% in 2001 to 48% in 2004). Youth, rather than children, were identified as one of the groups at risk of poverty in BiH in MTDS2.27

---

25 Although this information is not available in the Action Plan, the first BiH MICS was carried out in 2000. BiH Government is listed as the ‘owner and author’ of the document. The foreword to the document states that the survey was carried out by the relevant entity and state Statistics Institutes/Agency, due to the support offered by UNICEF based on funding provided by DFID (Government of BiH, 2000:8). The document was used to prepare the First BiH Report to the Committee for the Rights of the Child in 2001. The survey explores particular aspects of poverty (i.e. number of children engaged in paid and unpaid labour, but is not an assessment of child protection services and/or usage of social protection services).

26 It was established that in the RS, approximately half of the children under the age of five live in poor households, while in the FBiH, a third of children that age live in poor households.

27 Participants at the thematic workshop on data gathering noted that this study highlights a necessity of research on income distribution in households with children, which was not done to date.
Finding 2: The revised Mid-Term Development strategy (MTDS2) includes social protection as a strategic priority

The Action Plan for Children in BiH 2002-2010 was the first policy document on child protection. Although the Action Plan was not noted as one of the references in the preparation of the MTDS, some of its key recommendations are reflected in the subsequent MTDS, including the following specific recommendations (DHR, MHRR, 2002; 46):

- for the Strategy to include a special segment that refers to the rights of the child, *which would be based upon the principle of human progress, reduction of poverty of children and younger people and reduction of unacceptably high level of inequality*,
- a need to *harmonise legal regulations between entities concerning the social policy and work out the budgets intended for children*,
- ensure the minimum of social security for children through the passing of the Programme of Social and Child Policy

The MTDS1 has poverty reduction as one of three main goals. The document cites the *creation of an efficient social security network and of financial programmes that will reach the most impoverished BiH citizens, with the participation of the local community* is noted one of seven main goals for the Governments in both entities regarding social and pension policy constant monitoring of the actual situation regarding families and children at risk.

The MTDS2 defined six general development priorities and sector priorities in order to enable more realistic implementation plans for the reform and streamline the monitoring processes. The general development priorities in the MTDS2 include two of direct relevance for Children’s Allowances: An increase in employment and improvement of ties between human resources and the job markets, and improvement of the social protection system (EPPU, 2006: 20). The sectoral (social protection) priorities are more generally relevant for Child protection, particularly the goal of *establishment of a more rational and efficient social protection system* (EPPU, 2006: 48)\(^28\).

Finding 3: Policy measures are aimed at reforming the social protection system and relevant legislation in general; the MTDS does not specify policy options to target poor children and their families

The specific measures that have been outlined in the MTDS1 include (BiH Council of Ministers, 2004a):

- **Legislation**: creation of a separate Law on Child Protection in the FBiH and changes in the existing Law on Child Protection in the RS (by second part of 2004), in the FBiH - changes to the Family Law, Law on Attribution of Public Income and Funding (by second part of 2005),
- **Specialist policies**: a necessity to define family policy in both entities, in regards to population policy. Children’s Supplement, tax deductions, maternity and paternity leaves and family services were noted as examples of what such policy should include,
- **Funding and management**: Creation of a Child Welfare Fund in FBiH that would be in charge of managing Children’s Allowances (by second part of 2004). As an intermediary measure, it was proposed for Children’s Allowances to be funded equally for all service users in the FBiH, since Children aged >5 were identified as

---

\(^28\) Since youth, rather than children, were identified as one of the most at-risk groups, an additional sectoral priority is *ensuring better social and health protection of youth*. The remaining two are: insurance of an institutional framework for return and strengthening of the Funds for pension and disability insurance.
one of the most at risk of poverty (by second part of 2004).  

- **Information system and monitoring**: Creation of a new data base of service users for Child Welfare, with constant monitoring of the actual situation regarding families and children at risk.

The MTDS2 has built on these earlier policy recommendations. In addition it states:

- The aim of *establishing closer inter-sectoral co-operation with health, education, legal system, local police forces, employment bureaus and the statistical system*, in order to enable better targeting of the most vulnerable groups, including families with three or more children. (EPPU, 2006: 53).

- For the FBiH: that the Law on Social Protection of Families with Children was *anticipated impatiently*. Implementation of this law, which regulates Children’s Allowances, was set as one of the priority measures regarding social protection (EPPU, 2006: 94).

- No policies and measures were outlined in regards to the Brčko District.  

**Finding 4: Slow implementation of measures in relation to children’s allowances is a reflection of overall governance problems**

The Evaluation has identified about 14 measures in the MTDS 1 and 2 that relate to Children’s Allowances. There is limited evidence on the status of implementation available. In addition, it was difficult to establish reasons why certain measures were not implemented as envisaged, although the pace of implementations indicates also that the plans set in the MTDS1 were too ambitious.

---

29 At the point of the creation of the MTDS1, Children’s Allowances in FBiH were available solely in Sarajevo Canton. The Child Welfare Fund in the RS was already created and noted in the MTDS as *the most efficient and effective segment of social protection in BiH*.

30 During the evaluation, DEP representatives explained this is primarily due to the limited resources the District has to partake in planning activities organised by DEP. Although Brčko is a District, their problems are dealt with by the municipal government.

31 See comprehensive overview on MTDS monitoring included in the Annex 7.
The MTDS2 comments on the monitoring of measures for the period 2004-2006; it explains slow progress with the fact that ‘the same problems were persisting throughout the implementation’; this indicates a need to mobilise all stakeholders in the process to speed up the realisation of defined measures. During the thematic workshop, participants confirmed similar problems - lack of political will and sensitivity in regards to child protection, lack of adherence to the adopted legal frameworks, lack of accountability and efficiency among the decision makers, lack of sanctioning for those that disable the reforms, lack of inter-sectoral co-operation, lack of implementation of existing legislation – obstructing the implementation of Children’s Allowances.

The slow implementation of MTDS measures shows that political commitment at state levels is not enough. It will require a more comprehensive strategy to address governance issues within the social protection sector.

3.2 Institutional Structures and Governance Issues

Finding 5: Functioning of the social protection system is affected by general governance issues which need to be addressed through wider reform measures

There is not a single program for the social protection of citizens of Bosnia-Herzegovina at the state level (EPPU 2006: 72). In BiH, the entities are in charge of social policies. The MTDS1 notes the decentralised formulation and implementation of the social policy, with the policy development on the entity level and implementation on Cantonal and municipal governance levels, as a major issue, preventing creation of efficient and effective services. (EPPU, 2004a: 32).
In FBiH, the Ministry of Labour and Social Policy is in charge of the overall policy but not for benefit financing. Each canton has the jurisdiction to define specific benefits and allocate funding either completely to the municipal or cantonal level, or as a shared responsibility between the canton and the municipality. The speed of implementing the social protection act varies across cantons; this has resulted in a very uneven process of policy implementation.

Article 2 of the Constitution of FBiH guarantees the enjoyment of human rights and fundamental freedoms including the right to social protection and the right to protection of the family and of children. In the Federation, the responsibility for regulating and ensuring social protection is shared between the Federation and the ten cantons of which it is composed. The cantons have the specific responsibility for implementing social welfare policy and providing social welfare services. With respect to child allowance, Article 89 of the Law on the Basis of Social Welfare, Protection of Civil Victims of War and Protection of Families with Children (the Federation Law) creates the right to child allowance as a fundamental right, while Article 90 vests the power on cantons to pass implementing acts, i.e., to regulate the conditions, procedure, amounts and funding for the effective realization and enjoyment of these rights. On entry into force, the Federation Law required the cantons to enact their own legislation within three months.

Children’s Allowances in the FBiH are implemented in Sarajevo, Tuzla, Bosnia-Podrinje, Mid-Bosnia Cantons, and partially in the Zenica-Doboj and West-Herzegovina Canton and Canton 10 (in regards to the reimbursement of income for unemployed and employed mothers during pregnancy-leave) (EPPU 2005c). Additional information provided during the thematic workshop on the implementation of Children’s Allowances indicates that they are now partially implemented in Posavski Canton, too. Child Supplements were not implemented in the West-Herzegovina, Una-Sana, Posavina, Zenica-Doboj Canton and Canton 10.

In the RS, the law on Child Protection is implemented uniformly across the entity by the entity-level Child Protection Fund. Families with two and three children comprise 80% of the overall service users in the RS, based on the Child Protection Law (Popović and Stojanović, 2006).

The RS Law on Child Protection defined the following rights in regards to Children’s Allowances:

- maternity leave pay rates,
- maternity leave additional benefit,
- help with the equipment for the newborns,
- the Child Supplement,
- Satisfaction of children’s developmental needs,
- educational programmes of elementary school preparation,
- pre-school education,
- preventative health care of pre-school aged children and day care of elementary school age children,

---

33 Art. II (2)(j) and (n) respectively.
34 Art. III (2) (e), FBiH Constitution
35 2 Art. III (3)(j). Each Canton may confer its responsibilities to a municipality or city in its territory, or to the federal authority.
36 FBiH Official Gazette, No. 36/99; 54/04; 39/06.
37 September 14, 1999.
38 Information provided by OECD
school vacations and recreation of children aged up to 15,
• regress for the expenditure regarding children’s pre-school attendance, vacations and recreation.

Measures 1-5 are funded on entity level (through the Child Welfare Fund), while others are funded on municipality level (EPPU, 2006: 96).

In Brčko District, the Allowances are regulated by the Law on Child Care for the District issued in 2000 (EPPU, 2005c), including the following rights: Compensation based on salary during maternity leave or extended maternity leave and leave from work of parent who works and foster parent due to care of child, mother benefits, money support for new born child, child benefits/supplement (in the amount of 10% of the average salary in the District).

Finding 6: The MTDS states that standards on social protection can only be achieved through adequate legislation and institutional reform

The MTDS includes as a priority to improve the legal protection of families with children in, It provides a brief outline of a social protection system which includes the following elements (EPPU 2006: 76):

- A state level law or harmonised entity laws on social security;
- A law on protection of families with children in FBiH, equalising rights for the entire territory for three categories: children supplement, financial support to mothers (employed and unemployed), one time financial support for baby outfit;
- A strengthened role of the Centres for Social Work at municipal level in both entities for implementing social welfare programs;
- A complementary role for NGOs as implementing agencies.

At the thematic workshop, participants similarly voiced the need for an umbrella Law on Child Protection on state (BiH) level in order to harmonise rights on country level. Additionally, they recommended that budgets need to be than tied to the measures that are to be implemented through such an umbrella Law. Sanctioning mechanisms also need to be created for those that don’t create regulations they are accountable to make, or if they are not implementing the current legislative responsibilities, since in the FBiH there are still four Cantons that didn’t institute the Law on Social and Child Protection.

Finding 7: A more efficient social protection system must build on co-ordination and partnership at all levels, with a particular emphasis on strengthening the capacities for bottom-up policy making

Previous studies have highlighted the barriers to effective cooperation and partnership, (i.e. Kronauer Consulting, 2006): unclear definitions of roles and responsibilities of relevant stakeholders paralleled by rivalry and passivity among some stakeholders (for example, representatives of the NGOs, CSWs or service users). Similarly, workshop participants commented that co-operation usually takes place on an ad-hoc base only, for example for discussion of a particular issue or to mark particular child-related occasions (i.e. Children’s Week) or through NGO projects; notably, inter-entity and inter-municipal co-operation has been noted as being particularly weak. The daily co-ordination between the CSWs and the relevant Ministries was found to be improved.

Some recent initiatives aim to improve co-ordination and partnership in policy making and implementation, with a particular emphasis on strengthening of capacities of local authority stakeholders for social protection policy making.
A recent OSCE report contains a set of recommendations for government authorities.39

One of recommendations referred to the ‘establishment of working groups on canton or municipality level to discuss the problems that they are facing and share examples of best professional and administrative practices’. Such groups were envisaged as ‘useful means to identify issues of common concern in a particular canton or region that could be brought to the attention of entity or cantonal line ministries’.

OSCE Human Rights Department advocated over the past year and a half for local authorities to establish such working groups. These groups meet every 1-3 months, based on the requirements. Leading role was given to the Cantonal Ministries of Social Welfare, with the membership comprised of the representatives from the Ministry itself, the OSCE, 3-4 NGOs and all the CSWs.

According to the OSCE representatives contacted during the evaluation, ‘in some areas this has been quite successful, especially in the RS, where this model has also been taken up by the Ministry…. Another very positive example is the cross-entity working group that has been set up in the Zvornik region. Unfortunately, the project was less successful in many Cantons, due to lack of support of the Cantonal ministries and lack of initiative from the CSWs.

The participants on the thematic workshop on the implementation of children’s allowances noted that these meetings already begun to produce first results, i.e. in regards to networking between the CSWs. In Canton 10, for example, the less equipped Social Service Offices in Bosansko Grahovo and Glamoč were networked with the better equipped and (in a way) central CSW in Livno.

### 3.3 Reaching Vulnerable Groups

**Finding 8: The BiH has committed itself to ensure human rights and social protection for its citizens; however, as a result of the socio-economic situation and weak governance there are gaps in the protection of these rights**

Bosnia and Herzegovina has ratified a number of international conventions on human rights, including the European Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR). Bosnia and Herzegovina has also ratified all major UN Human Rights Conventions. Bosnia and Herzegovina legislation provides for the protection of all the human rights and freedoms identified in the European Convention for the Protection of Human Rights and Fundamental Freedoms and its Protocols. According to the Bosnia and Herzegovina Constitution, these rights apply directly and have priority over all other legislation. The Convention on the Rights of the Child has become part of the Bosnia and Herzegovina Constitution.40

The Constitution of Bosnia and Herzegovina includes a commitment to ensure adequate social protection for its citizens; However, due to the decentralised governance structure it instates links between human rights and social policy protection on the state level are not yet sufficient (BiH Council of Ministers, 2004a).

The most recent progress report for EU access, prepared by the EU notes the following shortcomings on human rights and social protection: “The current socio-economic situation in Bosnia and Herzegovina has an adverse effect on the protection of economic and social rights. Officially, up to 40% of the population is unemployed. Around 20% live below the poverty line, with a further 30% close to it. This reflects in part a failure of social security systems to address the needs of the most economically deprived. Access to social protection continues to be a major concern. The practical organization of the social security system often deviates from enacted legislation. Differences between social security rights enjoyed by Bosnia and Herzegovina citizens persist, not only across the two Entities but also across the

---

40 See EU commission 2005: 21f.
cants in the Federation of Bosnia and Herzegovina. This situation leads to serious practical problems which adversely affect Bosnia and Herzegovina’s workers and citizens in general.”

(EU commission Bosnia and Herzegovina 2005 Progress Report p. 22-23)

The MTDS2 acknowledges these shortcomings: “There are various inconsistencies between Bosnia and Herzegovina’s international human rights legal obligations on social assistance and the prevailing domestic law and practice. Inconsistencies between international standards and domestic laws and practice are particularly evident with regard to: (a) the criteria for granting social assistance, (b) the decision-making process and (c) the categorization of the poor and identification of those groups among them who are most deprived. As a result, this lack of compliance is indicative of a social assistance system that is in urgent need of reform (EPPU 2006: 79 T

Finding 9: The MTDS2 identifies the poorest and most vulnerable groups and states the need for better targeting those groups through social protection

The MTDS2 uses recent poverty data collected through the Living Standards Measurement Survey (LSMS) and Household Budget Survey (HBS) to draw up a detailed poverty profile for BiH. The document identifies as the most vulnerable groups that need to be supported by the social protection system: youth, displace personals, classical persons in social needs, unemployed persons and persons with low income (EPPU 2006: 12).

The MTDS2 describes the characteristics of the poor in some detail together with the main causes contributing to poverty. It identifies families with more than two children as being at risk of poverty (EPPU 2006: 14): The poor are meant to be targeted by overall growth and the resulting economic opportunities. They are not seen as a target for the social protection system.

The document states as a strategic priority to improve targeting of the most vulnerable groups through the social protection system (EPPU 2006:3). It implies targeting of social welfare will be improved once the bundle of measures aimed at reforming the social protection sector has been implemented (see EPPU 2006: 37f.).

Finding 10: In the present situation the state does not have the means to address the needs for social protection and to ensure equal access to welfare programs throughout its territory

BiH spends over 14 of its GDP on social protection which is below the EU average (19%) but still around the regional level. Considering levels of poverty, more money would be needed to address the needs of the poor. At the moment, less than 50% of the population considered to be poor is covered by the social protection system (EPPU 2006: 12, 77). To some extent this is a consequence of the overall fiscal situation. The MTDS monitoring reporting states that in fact by May 2005, 25% of the funding necessary for the implementation of the Strategy and the Public Investments Programme was lacking (EPPU, 2005a). In addition, the government in its present situation fails to ensure equal access to social welfare throughout its territory.

The decentralised structure of social protection system leads to significant regional disparities. In the FBiH Children’s allowances are funded through Cantonal Budgets. As a result, eligibility, type of benefits and the benefit rates, vary across cantons, with only the wealthier Cantons providing a full range of benefits. The poorest Cantons are often unable

41 These surveys are discussed in further detail in Chapter 4.
42 While the document notes the “ethnic dimensions of poverty” these are not named and for instance the Roma are not mentioned as an excluded group in the entire document. However, the CCA has clearly identify discrimination against Roma children as a major issue, limiting access to education and health services and social welfare (CCA 2004: 20). A recent UNICEF publication (2007) cites that up to 80% of Roma children in Bosnia Herzegovina do not attend school.
43 Low wages are seen as a main cause for poverty. The last years have seen increasing poverty rates among people employed in the informal sector.
also to provide adequate support to the citizens most in need (see World Bank, 2006: 114). A recent review has shown that only two cantons actually ensured the budget necessary for (at least minimal) implementation of the right to child allowance. All other cantons, whether or not any cantonal legislation or decisions include this right, fail to allocate the necessary funds.44

In the RS social protection is part of the entity and municipal governance system. The system of social protection is insurance based. The revenue – and hence the available funding – is limited because of the overall employment situation (World Bank, 2006). However, it seems that in the RS those institutional problems to some extent have been alleviated due to the existence of the Child Welfare Fund; there is a substantial number of people registered to receive Children's Allowances.45

**Finding 11: Priorities applied to the social protection sector often do not reflect the actual needs of the poorest and most vulnerable groups**

Workshop participants provided their observation that funding for social and child protection is usually cut at all levels of the government in the budgeting process; as a result funding can only be ensured through budget amendments later in the year. The participants see this as a result of lacking political sensitivity for these issues. As a result, the plans that CSWs submit for a following year are revised on all levels – from the Municipal Secretaries, to the Parliament.46 Without sufficient funding, the CSWs are unable to cater for the needs of the poorest and most vulnerable groups.

EPPU monitoring reports documented that 2/3 of the actual spending in social protection was allocated to demobilised soldiers. Consequently, the MTDS2 made a strong commitment to limit the expenditure towards this group to the current level, in order to allow for an increase in the expenditure on programmes that are more targeted at the most impoverished and at risk categories (EPPU, 2006: 26). It also states the necessity to monitor the efficiency of targeting to the poorest groups (EPPU2006: 79)

It remains a challenge to define eligibilities in the social protection sector. For instance; eligibility for child allowances depends on proof of income or non-income and residence: These criteria are likely to exclude some of the most vulnerable groups who are not able to provide such evidence, like the Roma.47 Furthermore, incomes are difficult to measure in an economy where the informal sector makes a significant contribution to household livelihoods.(see World Bank 2006: 115).

**Finding 12: The MTDS includes indicators on poverty and social security and targets for building a monitoring system which are meant to strengthen accountability within the social protection sector**

The MTDS1 outlines a list of indicators that were compiled based on the UN Millennium Development Goals and the MTDS Goals (The BiH Council of Ministers, 2004: 135-138). Sixty-three indicators were outlined in the original MTDS, organised around eight MDGs. Twenty-six of these (16.6%) were developed specifically for BiH (ibid: 136).

Out of these indicators, ten were identified as relevant for social protection monitoring:

44 Information provided by OECD
45 The Child Protection Fund generates it's funding through income contribution which is 2% (which comprised 91.38% of the Fund budget in 2004, from EPPU, 2005c) and from the entity budget (8.245% in 2004, ibid.). The Child Protection Fund ensured 24.286.00KM in the same period, which is 94.95% of the overall Fund expenditure (ibid: 92). The fund had 44.983 users in 2004.
46 The participants at the thematic workshop on this topic also noted that the realisation of social rights is also constrained by the multi-million debts towards service users, accumulated for the period of several years.
47 For eligibility criteria see Council of Europe 2005; barriers to social inclusion are discussed in UNICEF 2007.
The sections of the revised MTDS that elaborate the social security sector aim to ‘improve the social welfare system’ especially emphasize the need to further develop the systems that gather evidence on the status of children and other social protection service users and to monitor the impact of different policies. It includes the following four indicators:

- Strengthen statistical institutions, on all levels, in order to monitor social situation and the impact of social protection.
- Regular research on Household budgets and Life Standard assessments, gather reliable data for creation and planning of social policies in FBiH and the RS and through the co-ordination of social policy on the state level.
- Improving the system of determining categories of poor through social programs.
- Ensuring good and timely preparation of the BiH census, with an aim of improved targeting of the resources from social funds and determining categories of the most impoverished citizens’ (EPPU, 2006: 53).

4 Evidence: Monitoring Progress on Child Protection in the MTDS

4.1 Institutional Arrangements and Capacities

Finding 13: EPPU has been established as central monitoring institution for monitoring progress under the MTDS

Fragmented and multiple administration in BiH was seen as a particular obstacle in monitoring poverty indicators. Partly in response to these institutional weaknesses, the Council of Ministers of BiH established the Economic Planning and Policy Unit (EPPU) with the following main tasks:

- co-ordination of the creation of future socio-economic research, in regards to the economic development and the EU integration processes,
- monitoring of the implementation of the action plans, that will stem from the implementation of the MTDS and other strategic documents (EPPU, 2004a: 134). 48

EPPU produces regular progress monitoring reports regarding the MTDS; these bi-annual reports are focused on monitoring progress in the of MTDS implementation against agreed milestones and targets (EPPU, 2004, 2005a, 2005b, 2006, PIMU, 2006). The monitoring report for the period August 2003 – November 2004 (EPPU, 2004) provides information on governance–related indicators (i.e. entity-level governments) than enabled insight into the situation of particular, child-welfare related, and plans of action. A review of economic growth trends (including, for example, unemployment rates, pay rates, interest rates, pension growth,

---

48 In the latter part of 2006, EPPU became a regular body attached to the BiH Council of Ministries and re-named as Directorate for Economic Planning (DEP).
etc.) was part of the monitoring reports in March 2005 (EPPU, 2005a) and October 2005 (EPPU, 2005b). The most recent monitoring report for 2006 (EPPU 2006: 21) comments on the status of – slow - implementation in relation to family protection.

**Finding 14: At state levels, specific government bodies have been named that are supposed to have a role in monitoring social protection**

The Council of Ministers has established the Council for Children of Bosnia and Herzegovina as a permanent body at the level of Bosnia and Herzegovina with the aim of monitoring the implementation of the Action Plan. This institution was put in charge of both data collection and monitoring regarding the social protection goals outlined in the document. The Council for Children did not have the resources yet to produce the annual reports.

The MTDS2 states the need to strengthen the statistic institutions on all levels with an aim of monitoring of social situation and impact of the social welfare. (EPPU, 2004a: 53; EPPU, 2006: 33) During the thematic workshop participants emphasised that the capacities of the statistical agencies/institutes on the entity and state level still need to be strengthened. The state agencies’ capacities are seen as particularly weak. They only employ 40 people that are currently only able to co-ordinate data gathered on the entity level. As a result, according to the EPPU Monitoring Report, out of total WFfC of 59 indicators relevant in BiH context, at the end of 2005, data for only seven indicators will be available in BiH through formal mechanisms. Respondents from the World Bank noted that they find it difficult to define indicators for some of their activities because of the lack of data from administrative statistics.

**Finding 15: Municipal level authorities are not monitoring MTDS targets yet; however, experiences show that monitoring at local levels will make a contribution to improved governance**

In a decentralised system for service delivery, as it applies to the social protection sector, monitoring at local levels can make a significant contribution to improve governance. Evidence from the RS suggests that the availability of data at local levels will improve the provision of social welfare.

Potential future good practice regarding data collection and utilisation for policy making. Potential good practices in terms of data gathering and an existing good practice in relation to the distribution of children’s allowances have been identified in the Republika Srpska (RS). The newly initiated Groups for Analytical-Statistical Affairs at the Ministry of Labour and Social Welfare and the Fund for Child Protection have been developing a consistent approach to data gathering, policy making and subsequent implementation. In the Republika Srpska (RS) groups for Analytical-Statistical Affairs were initiated at the Ministry of Health and Social Policy towards the end of 2006. This Group is supposed to act as a link between the agencies that produce information (services to policy makers) and the data users (Ministry as the policy makers).

At present, municipalities are not engaged in monitoring MTDS targets. The positive experiences from the UNICEF supported DevInfo project illustrate the benefits of engaging lower levels in monitoring activities.

---

51 Information provided at the thematic workshop on data gathering and M&E
Finding 16: Civil Society has been assigned a role in monitoring the MTDS; their reports need yet to cover key indicators in relation to child protection

Both the MTDS1 and MTDS2 envisage partnership with the NGOs and international institutions for monitoring MTDS indicators (EPPU, 2004a: 135; EPPU, 2006: 57). The MTDS2 refers to the monitoring systems developed by local NGOs, ICVA and CCI which were organised on two levels – local (Banja Luka and Tuzla) and state (sectoral – in relation to social protection, education and environment protection) (see EPPU 2006; 57; ICVA, 2005a). CCI conducted monitoring exercises 54, while ICVA co-ordinated the monitoring activities. The overall monitoring process is entirely dependent on donor support for such activities (ICVA, 2005b: 2).

Monitoring reports provided by ICVA do not provide any information on Children’s Allowances. Although children are noted as one of six target groups 55 for monitoring within the social protection sphere, no indicators in Children’s Allowances have been monitored. 56 The only indicators used for monitoring social security, has been – type of social benefits/indemnities provided by government (ICVA, 2004: 11). The report produced by CCI did not even include this indicator (CCI, 2004a and 2004b). 57 The reports on the other hand seem to focus on certain issues that are of particular concern for these NGOs. This includes indicators in relation to childcare, examples of children without parental care and children with disabilities are noted, but not those relating to other children at risk. It also provides detailed reports on children with mental disabilities, foster care and blind children (ICVA, 2005a: 31).

4.2 Data Collection and Data flows

Finding 17: To address lack of statistical data on poverty a number of surveys has been funded by international donors as part of the MTDS process;
withdrawal of support now leads to a shortage of data on poverty and social indicators

The CCA has cited the lack of statistical data in post-war BiH as a main constraint. Statistical collection disaggregated by gender, age, social circumstances, and community, as well as qualitative data to measure living standards and quality of life issues were scarce. The lack of accurate data makes it difficult to calculate even basic human indicators, such as infant mortality or adult literacy, and particularly employment and poverty. (CCA 2004: 12)

A number of surveys have been implemented since then to fill the existing gaps in the availability of statistical data.

The Living Standard Measurement Survey (LSMS) conducted in 2001 was the first representative welfare survey at the household level and provides an important source of information. It has highlighted the issue of poverty in households with three or more children. The study also highlighted how poverty affects children. LSMS is not currently planned, with the last measurement done in 2004. Participants in the 1st thematic workshop highlighted the fact that the LSMS survey it is no longer implemented leads to a lack of a panel survey in BiH, which is one of the main preconditions for monitoring of poverty in BiH. The official statistical institutions are no longer interested to implement it, since it's not a statistical survey. On the other hand, DEP representatives think that this survey produces valuable data for poverty monitoring and should therefore be continued.

A Household Survey Panels Series (HSPS) entitled "Living in BiH", has collected data annually from the same household on household welfare, work, income and poverty, and provide data to analyze the key causes of poverty. It was meant to contribute to the monitoring of the MTDS indicators. The survey has provided evidence on factors that may contribute to reducing chronic poverty. It was supposed to be implemented in four waves in the period 2002-2006. However, due to the lack of funding, it is expected that the Third and the Fourth Wave of the Survey won’t include the Module on the monitoring of poverty levels and that additional funding needs to be ensured to apply the Module throughout the Survey.

In addition, data have become available through the Household Budget Survey (HBS) which are statistical surveys implemented on a biannual base. According to the input from the representatives of the BiH statistical organisations, the HBS survey was expanded with additional questions, in order to gather information regarding all relevant indicators for BiH (within the available resources). The HBS which will be implemented in 2007 will provide poverty and life standard data for 2008.

The MTDS2 requires that a Survey on the Household Expenditure needs to be carried out in 2007, in order to ‘allow creation of statistical indicators based on which the period of 2004-2007 could be assessed’ during 2008 (EPPU, 2006:33). The evaluation did not receive any information on the status of this survey.

While the overall availability of data has improved, it is still difficult to obtain data on key social development indicators. During the Conference on Social Exclusion in Bosnia and Herzegovina it was noted that it may not be possible to monitor complex concepts such as social exclusion in BiH because of the lack of data.  

---

58 HBS includes data on daily expenditures for a variety of products, consumption of self-produced products, household members, dwelling and availability of durable goods and household income (Hadzic, 2005).

59 LFS includes data on the labour force in BiH, including, i.e. educational attainment of the working age population, employment status of the BiH employed, sector of activity of the BiH employed, major groups of occupation and gender of the BiH employed, the unemployed, based on the duration of the job search and gender, the structure of the ILO-criteria unemployed, the status of the working age BiH citizens, etc. The indicators are standardized (international) (BHAS, FOS and RSIS, 2006)

60 Report on Conference on Social Exclusion in Bosnia and Herzegovina, Sarajevo, November 28th to 29th, 2006.
Finding 18: Availability of data at state level could be improved through coordination of data collection approaches and sharing of information across institutions

It seems to be a major problem that official data are not available or that it is not obvious where data could be available. It appears that a lot of information is gathered by a lot of organisations, but those are not share between different institutions. The lack of coordination on data collection and use was also noted by the Participants in the 1st thematic workshop. 61

At the 1st thematic workshop, participants noted that survey research have to be used in parallel to the utilisation of administrative data. Over-reliance on survey research findings is related to the lack of effective and efficient data gathering of administrative data about service users they are in contact with. However, if data wants to be used on the country level, gathering of administrative data needs to be consolidated for both entities. Additionally, there is an issue of whether certain administrative units (as the CSWs) have a right picture of the situation on the grassroots level - do they gather data on all possible service users or do they only have data for service users that turn to them for assistance? There are citizens in BiH that require social/child protection, but who are not registered with the CSWs. Initiation of the SOTAC data base (through a World Bank project) didn’t manage to strengthen these capacities. Even the software for the data base was produced in two different establishments for the FBiH and the RS. Implementation of this data base didn’t succeed (among other things) due to hardware difficulties, too. 63

During the Conference on Social Exclusion in Bosnia and the fact that information is scattered across a number of databases was cited as main barrier limiting the availability of social and economic data. Data from previous analytical exercises (e.g. the Living Standard Measurements Survey, Household Budget Survey, Labour Force Survey, etc.) are an important resource and should be better used. 64

Finding 19: Donors perceive that there is little or no M&E capacity within government; they have provided or supported virtually all of the data gathering exercises that have informed policy formulation

The World Bank respondent agrees that donors have tended to focus on data gathering for targeting and baseline purposes, therefore more at the poverty and outcome level; and have neglected support to process monitoring of how efficiently and effectively material benefits are delivered to the targeted groups.

The UNDP respondent feels that donors should support government ownership more actively. Currently government is consulted and then signs off on decisions, but it is not involved in the process of policy formulation which is often led by donors and consultants. Government should be more pro-active in seeking or demanding engagement with donors. They should be made more aware of their rights and obligations under Paris Declaration, and use these as leverage over donors. In the longer term, donors need to step back from a gap filling role where they can, and to support government to lead in policy analysis, data collection and

61 Other participants saw this as a policy cycle management issue – how policy makers recognise and define problems, whether – and, if yes, how – they research them, how they form policies and how they consequently plan monitoring. Policy makers need to define how a particular policy is to be monitored.

62 in this case, this refers to the data from the Centres for Social Work – CSWs

63 The representatives of the statistical institutions emphasized that there is a lack of unified methodological frameworks on entity level. In the case of statistical institutions, there were attempts to introduce unified methodologies for both entities. Two years ago, meetings were held between the entity and state agencies in Vitez, to introduce unified forms for social statistics. Representatives of the RS Institute for Statistics decided to use the forms used by the Federal Agency for Statistics. This initiative was stopped without obvious reasons. There is also a related need to identify institution responsible to co-ordinate this issue.

64 Report on Conference on Social Exclusion in Bosnia and Herzegovina, Sarajevo, November 28th to 29th, 2006. Published on www.undp.ba.
monitoring – even if in the short term this is at the expense of quality.

Participants of the Thematic Workshop 1 proposed that there is a need to conduct data mapping (to determine which type of data is gathered in BiH and by whom, in order to establish, for example, what type of information is gathered by institutions in health and/or social sector and which by statistical agencies). Participants concluded that quality policy planning will be possible only once such links are initiated and a data gathering system is established.

4.3 The Demand Side: What Policy Makers Need

Finding 20: Poor coordination of support has distorted the demand for socio-economic data on the national side

The range of monitoring mechanisms is typically a result of diverse donor programs. The lack of a consistent monitoring framework may causes problems, including duplication and redundancies in information systems, excessive administrative burdens, lack of data compatibility, and poor information flows. Adding new monitoring obligations without simplifying existing arrangements is unlikely to help. The main challenges in establishing an efficient monitoring system therefore revolve around rationalizing existing monitoring mechanisms and coordinating numerous separate actors.

At the thematic workshop on data gathering and M&E, participants noted that donors often provide funding for research that is directed to their interests, and that in particular the NGOs focus more on their particular agenda rather than those of policy makers. For example, the study entitled ‘The Annual Report on the Conditions of Minors in BiH’, funded by Amici dei Bambini (Buljubašić et al., 2004), focused on children without parental care only.

Analysis of the BIH situation shows that the dominance of the international community in the production of relevant socio-economic studies had a detrimental effect on the demand for relevant data by local authorities.

On one hand, international community gave funding and made funding contracts with organisations that carry out socio-economic policy research. These are only emerging, so such actions stimulate their development. On the other hand, such strong impact the international community had on the development of socio-economic policies, decreased the demand for this type of research by the BiH government and parliament. Furthermore, analysis carried out by the international community have a tendency to squeeze out or, in cases when the international community contracts a local organisation, take over the work of local organisation in their own reports and recommendations (Struyk and Milller, 2004:2, own translation).

All of the poverty studies for BiH were produced with strong input (or even leadership in the

---

65 DEP commented that they conducted data mapping in 2005 and that info on that is on their www page www.dep.ba nor on www.eppu.ba They also note that the LSE consortium (implementing the DFID project re. social protection reform) is now conducting another data mapping exercise.
67 Some later reviews on the same topic point out that the situation has changed over the past 2-3 years (see, for example Stryyk et al, 2006). However, one such review was commissioned by the USAID, and also makes estimates regarding the successful impact of the USAID funded programme aimed to address this problem.
initiative) by the international organisations such as the World Bank or DFID. Use of data was supply-pushed which has supported the creation of sector-relevant measures in policy documents, but in fact did not enable a more demand-oriented approach, geared to the needs of households with three or more children. Participants at the thematic workshop therefore suggest that this is where international community needs to focus their assistance in future (unified methodological frameworks on entity level for data collection).

**Finding 21: Independent studies that were meant to influence policy making did not have the expected impact because they did not address policy makers’ concerns**

Out of four studies carried out by NGOs prior to the creation of the MTDS2 (CCI, 2004a; CCI, 2004b; CCI, with ICVA and BOSPO, 2004; ICVA, 2005a), this policy document quotes only one (ICVA, 2005a), in regards to their criticism of the way the government is conducting the MTDS implementation process. Information on children-related indicators that has been available at this time has not been used in the MTDS 2 Save the Children UK 2003: 13).

Policy makers interviewed during the evaluation indicated that the existing research doesn’t offer relevant data for the preparation of child protection policies. On the other hand, participants of the 1st thematic workshop commented that relevant entity-level Ministries usually do not define their data requirements. For example, when the BiH Agency for Statistics makes their four-year programmes of data gathering, they would send out their outline for data collection to the future users; however, they do receive little or no comments. Workshop participants also commented that the ability of policy makers to use such data is limited because they do not understand their relevance and usefulness.

**Finding 22: Policy makers question the quality of evidence provided by independent surveys so far, but they think that NGOs have an important role to play in exposing critical issues within the MTDS process**

Participants at the 1st thematic workshop commented that they found the MTDS monitoring activities carried out by the NGOs “interesting”, but questioned their professional level and utility for governmental institutions. They concluded that criteria and standards need to be established for the non-governmental sector engaged in both data gathering and M&E. One representative from a policy-making ministry commented that “NGOs engaged in child protection lack control and regulation, with frequent mixing of competencies, where the NGOs attempt set the standards, although they cannot act as policy makers. They can be engaged in the implementation of policies, but only a small number of NGOs have capacities for such activities. Work standards need to be established for both governmental and non-governmental institutions, and control exercised over the non-governmental sector, if partnership is to be ensured.”

During 1st thematic workshop it became obvious that; the non-governmental sector organisations are perceived as those in charge of highlighting governments’ shortcoming and offering solutions, which is considered both positive and relevant. Participants emphasised that independent studies produced by non-governmental organisations may become more important in the future. Feedback from the participants also revealed that relevant Ministries are using NGO research for their own policy making in some areas (i.e. in relation to substance misuse in the RS). They see the value of such research highlighting trends on important issues.

Examples on how independent reports may expose critical issues include the following:

- ICVA monitoring exercise highlighted that there is a lack of a functional mechanism that would enable a constructive and on-going dialogue between the government and the civil society (including NGOs) (ICVA, 2005b; ICVA, 2006).

---

[^58]: For example, the Workforce Survey which was completed in 2006 was found inadequate for a quality monitoring process. by EPPU (EPPU, 2006: 33).
[^59]: Similar was also noted by Save the Children UK in their comments on the draft MTDS1 (2003: 12).
The report also notes that ‘corruption is present within social protection’ (ibid: 35). This statement is substantiated by the research findings that indicate citizens’ opinions about the government, rather than actual report on corruption in social protection, based on the work of a specialised organisation that deals with corruption70: ‘almost 75% of surveyed citizens said there is corruption in social protection and healthcare, whilst 50% said they used different corruption methods to achieve certain rights they would rightfully have had on a different basis’ (ICVA, 2005a).

The NGO monitoring report for 2004 notes that the mechanisms by which the priority measures are determined for a certain period are not clear, especially for deciding to reject or re-schedule the implementation of certain measures (ICVA, 2005a: 8).

Finding 23: Outcomes from research programs and studies can only be influential if they are communicated to policy makers

The workshop participants stated at a particular weakness that only some development agencies which are big and influential organisations such as the Save the Children UK or UNICEF communicate their findings. A lot of times this is decided upon in an ad hoc manner. Some organisations co-operate with the media in order to present their work, or send their reports for comment to relevant ministries.

If they are to have an impact, the information and analysis resulting from monitoring activities must be compiled into outputs and disseminated across government and to the public. This is another area of major weakness of those systems which have focused on donor requirements. This means that information should be circulated back among central agencies, local and regional governments, and service providers. If monitoring is to influence policy making, the practice of analysis and evaluation needs to be institutionalized in the country monitoring system itself.71

5 Ways of Influencing: A Review of UNICEF Supported Initiatives

5.1 Political Context: Partnerships and Policy Windows

Finding 24: UNICEF has been successful in engaging government partners at the highest level

Partnership with government is based on the Country Programme Document (CPD), the current one (2005-2008) signed by the UNICEF representative and the Prime Minister of Bosnia and Herzegovina. The CPD is based on assessment of the past cooperation, including lessons learned (UNICEF, 2005-2008: 10). The CPD further provides for joint activities to be undertaken in cooperation with relevant ministries and agencies (ibid: 16). What is more important is that the operational approach helps to ensure full ownership among government partners. The CPD stipulates that the “office of the Prime Minister is responsible for overall programme coordination of UNICEF programmes as well as UNDAF. Responsibilities for programme management rest with the heads of Government Ministries at state, entity and cantonal levels as relevant to each project. For each project, a Government official from sectoral state and entity Ministries will be designated who, working with the designated UNICEF counterpart, will have overall responsibility for planning, managing and monitoring project activities” (ibid: 17).

70 i.e. Transparency International
As a result of such carefully planned approach applied by UNICEF, government stakeholders involved in policy discussion and formulation within UNICEF-supported initiatives also serve as facilitators of policy-making process initiated by UNICEF. During this evaluation, the Deputy Minister for Social Protection in RS Government expressed his appreciation for the decision made by UNICEF to assist and support the work of the Ministry, which would lead to obtaining the results with significant influence on policy making.

Finding 25: UNICEF’s uses a strategic approach for building links with government partners

UNICEF-supported projects are based on firm partnerships, in all segments, from design to practical execution. National stakeholders and policy-makers on all levels of governance are included in running of programs, through bodies incorporated in each program structure. IDD program, for instance, relies heavily on IDD Committee and Entity IDD Coordinators for both strategic and day-to-day management of the program. Other projects, such as HRBAP, have built on the experiences of other donor-funded projects to establish bodies with cross-sectoral representation in the form of the Child Protection Policy Advisory Groups (CPPAGs), which included ambitious vertical cross section of child protection authorities in BiH.

UNICEF sees cooperation with government stakeholders as key to successful alignment of project activities with national priorities. Following the signing of CPD, UNICEF enters into bilateral agreements with key duty bearers in individual CP sectors. Key duty bearers are positioned in the political system of BiH, hence here UNICEF does not have the possibility to choose partner organizations, as in the case of NGO implementing partners. What UNICEF does, however, is mapping of the system in each CP sector, identifying key individuals and key segments within the organizations. Such individuals and organizations are then co-opted into implementation of programs, based on consultations and approval of the responsible ministers 72. Government authorities are also involved as direct implementing partners of individual UNICEF projects, where it is deemed appropriate to involve government agencies, instead of NGO/CBOs. This is particularly the case with the IDD project, where interventions in health sector mandate involvement of government health organizations. Such involvement means that UNICEF also engages in direct partial financing of government institutions.73

Finding 26: UNICEF has identified a “policy window” for shifting the agenda towards evidence-based policy making through monitoring and survey initiatives

UNICEF has identified the need for socio-economic information as an opportunity to contribute to a better understanding of poverty related issues and in particular childhood poverty. The Action Plan for Children 2002 – 2010 was based on the information presented at the World Summit for Children (DHR, MHRR, 2002: 2), MICS, the First Report of BiH to the

---

72 Check e.g. letter sent on 15 February 2007 to the Federal Minister of Health, requesting the appointment of IDD coordinators, and subsequent reply by the Minister

73 Cash transfers to government are executed based on previous agreement counter signed by both UNICEF and the government organization is charge.
Committee for the Rights of the Child, the Initial report on the application of the CRC by the Ministries in charge of social welfare in two entities, in addition to two publications on iodine deficiency and breastfeeding.

The Multiple Indicator Cluster Survey (MICS) offers an opportunity to influence the MTDS process with regard to the protection of child rights. It is one of the largest household surveys in BiH. The MICS is collecting comprehensive information about living conditions of women and children in households. The actual process itself is co-ordinated by EPPU and entity Ministries of Health with UNICEF’s support. Modules used for MICS3 can be adapted to the country where it’s utilised. There is an additional module on income and expenditure, including child-focused expenditure. In BiH, these modules were adapted in co-operation with the entity-level Ministries of Health.

MICS3 will enable the BiH Council of Ministers to report on additional 20 indicators. In addition, BiH Medium-Term Development Strategy-PRSP (MTDS-PRSP 2004-2007) adopted many MDG indicators as indicators for monitoring the progress of the MTDS-PRSP. 28 MTDS and 27 MDGs indicators can be derived or collected through MICS3. Thus, through implementation of MICS3, BiH Government has gathered data for relevant indicators to enable monitoring and reporting against MDG, WFfC and MTDS-PRSP indicators in the form of tables, maps and graphs (ibid: 8). Interviews with the DEP representatives provide assurances that MICS data will be utilized in preparation of the new mid-term development strategy for the country, although no documentary evidence was available to confirm this. In any case, since the survey has only just been completed, it is still too early to evaluate the effectiveness of this activity related to child protection sector in BiH.

5.2 Evidence: Building the case, establish credibility and communicate effectively

Finding 27: HRBAP presents an example where a participatory approach has been used to identify priorities for improved child-protection services and provide evidence for local government decision-making

The Human Rights-Based Approach to Programming (HRBAP) project, officially titled “Piloting Child Protection System Reform at Central and Local Levels in BiH” has been effectively collecting data on the identified priorities of service provides and children which were used directly for development and implementation of policies in the child protection sector. The HRBAP project pioneered implementation of the The Human Rights Based Approach to Programming (HRBAP) on all levels of governance in BiH: local, cantonal (in the Federation of BiH), entity, and state, through establishment of Child Protection Policy Advisory Groups (CPPAG) on entity level. As a result of implementation of this methodology, involvement of direct duty bearers/direct beneficiaries in targeted communities has been substantial, rather than symbolic.
HRBAP documentation provides evidence of practical results achieved in the targeted municipalities through project activities, which were coupled with policy initiatives promulgated through CPPAGs. Stated accomplishments that are related to policy-linked initiatives include (IBHI, 2006b):

- Action Plans for Development of Child Protection Mechanisms were adopted by the municipal assemblies, thus becoming official local government documents;
- Action Plans on Development of Monitoring System for Primary School Enrolment were created and adopted by MMBs in all five pilot municipalities;
- Established databases in all five municipalities now include data on children supposed to enrol in primary schools in the current year (children born in period: 1999-2002); as a result, these databases have been recognized and accepted as a significant source of information on primary school enrolment at municipal level and cantonal level;
- Introduction of school enrolment databases actually enabled the authorities to identify children who were registered in database, yet did not enroll in primary schools in the current school year;
- Implementation of Special Focused Projects (SFPs) in pilot municipalities provided added impetus to reform of child protection system, but also provided necessary direct assistance to the most vulnerable categories of children, who were identified as priorities in the Action Plans.

**Finding 28: IDD is an example where evidence has been collected which directly addressed policy makers’ needs for information**

The Iodine Deficiency Disorders (IDD) prevention project initiated several researches and surveys, the results of which were directly utilized in policy and legislation reform process in BiH. In 1999 UNICEF supported surveys on the level of iodine (UNICEF, 2000) in the salt traded on the market, as well as on goitre prevalence and urinary iodine levels among school children. These surveys have been organised and completed in the Federation of Bosnia and Herzegovina and the Republika Srpska. During 2005 UNICEF supported research which covered 2,520 school children in total; the follow up survey covered 2,319 school children in total. The data collected proved to be valuable tool for influencing policy making process.

In the case of IDD, legislative changes in one limited area were successfully implemented. As follow-up to the analysis strategies for overcoming the identified iodine deficit among young population were adopted in both Entities. Strategies contain concrete actions to be undertaken (until 2010) for overcoming the identified problems among children. Also in direct
relation to the findings of UNICEF supported research, salt regulations were amended in both entities to ensure and maintain mandatory iodization of salt used in nutrition. IDD research activities are of a great value and contribution to the development and implementation of programs and policies in the child protection sector in BiH due to the fact that they directly influenced development and adoption of concrete measures to be implemented by the government in order to address the identified problem in this field. IDD coordinators expressed their opinion that strategy on national level is unnecessary, since health protection in BiH is regulated and administered on the entity level.

Finding 29: PAR presents an example where good practices have been used to address wider issues of exclusion

Participatory Action Research (PAR) project has the aim to identify gaps and obstacles for the participation of children and youth in BiH on individual and community levels. The project was focused on identification of the models for the promotion of participation of the children and youth in community life in BiH. Children focused on participation of children in community, since they were of opinion that children do not participate enough in the process of decision making in their communities; they have the need to socialize with other children, do not have enough playing areas in community, want to have information about their community, and do not have contact with representatives of their communities. All groups of children have planned the same activities: establishing contacts and cooperation with peers, initiation of activities on establishing organization of children for children, and accomplishing more useful contact with municipality. In the course of seven months of implementation, children managed to accomplish repairation of their playgrounds (Kakanj and Banja Luka), receiving money from the municipal budget (Banja Luka), organize peer group festival (Kakanj), initiate production of greeting cards for the purpose of collecting money for activities of children organization (Vogošća), and organize New Years celebration for their peers with special needs.

The PAR program was implemented in cooperation with the local NGOs/CBOs – which are UNICEF’s long term partner organizations. Organisational mission of theses NGOs/ CBOs

---

The NPA proposes especially detailed measures following the IDD project which include:

- Establish Committee for Iodine Deficiency Disorders that would develop a strategy to combat iodine deficiency disorders and lead all other actions;
- Introduce regular screening of infants for hypothyroidism in all delivery wards (determining the neonatal TSH - thyroid-stimulating hormone);
- Harmonise the Book of Rules on the salt quality for human use with the recommendations of the World Health Organisation;
- Legislative regulation that iodised salt be used for the diet of domestic animals;
- Implement measures of protection for special population groups from iodine deficiency (pregnant women);
- Implement the programme of population education on the importance of iodised salt, procedures that this food item passes from production to consumption in the household (import, control, packaging, storing, validity period, amount of iodine, where to keep it in the household, required quantities, preparation, etc.);
- Standardise the methodology of determining the amount of iodine in urine and in salt;
- Introduce a regular basis monitoring for the quality of iodised salt;
- Measure iodine in urine at certain intervals;
- Conduct a new research in 2004 and continue ongoing education of health professionals.

The realization of these measures is being monitored as part of the IDD-related UNICEF project activities.
are in line with UNICEF strategy and program goals and the program focus has been defined accordingly. The research’s primary objective is to identify elements of model of good practice of participation of children and youth. The Focus of this research program is to initiate and support initiatives for participation and activism of children and youth in communities, based on previously implemented activities with children (UNICEF, 2007e: 4). It has been defined as a priority on the base of previous research conducted by UNICEF:

The UN Common Country Assessment (CCA) undertaken in preparation to the new UNICEF country program cycle for 2005-2008 identified lack of an enabling environment for the participation of civil society and unfavorable attitudes, such as discrimination, intolerance and prejudice, within families and communities as underlying causes of the institutional and individual discrimination that result in social exclusion. This situation particularly affects children and young people who remain largely invisible due to lack of enabling environment for participation.

In order to establish further definitive baseline for monitoring and evaluation of activities undertaken on the basis of the initial objectives, UNICEF in 2005 conducted Capacity Gap Analysis for ensuring meaningful participation of children in BiH. First phase of this research analysed knowledge, attitudes and practices (KAP) of children and youth in order to assess and determine the baseline for participation of children in monitoring and evaluation of UNICEF’s activities.

Participation Action research groups (participatory research – the elements of good practice for participation of children and youth in community life in B&H has become a strategic priority actions for UNICEF in the period 2005 – 2008 in order to influence and secure the inclusion of all children, young people and women in community life.

Finding 30: The case of IDD that proper identification of policy windows and policy maker's demand is a precondition for creating relevant evidence

In case of IDD, project activities have always been done in accordance with national priorities, the latter, anyway, being largely the product of UNICEF-supported projects. These mutually reinforcing positions of the UNICEF and national health authorities led to successful cycle of proper formulation of priorities, establishing appropriate indicators and project activities designed to achieve the goals directly. Iodine deficiency was included among the priorities in the NAP, in the section which adopted the World Summit for Children goals (Goal 14) (DHR, MHRR, 2002: 21). Project design and implementation have benefited from a clear focus on a very specific, but extremely important aspect of child health. Clearly defined focus allowed textbook approach to programming, with qualitative and quantitative indicators, which are both relevant to measuring progress, and attainable. Program is to the fullest extent possible based on evidence of prevalence of iodine deficiency in areas with evident prevalence of goiter among children.

From the interviews conducted with the IDD coordinators74: the extreme relevance of the research is more then obvious. From the perspective of IDD coordinators, the research has been seen as very relevant due to the collected data from the field, sampled and analysed in a proper way (UNICEF, 2005-2006: 13-16). It is important to highlight the fact that UNICEF supported two IDD researches, first in 1999 and second in 2005. Analyses show that immediate actions had to be undertaken as to improve the health conditions of Bosnia population and reduce the disorder caused with the iodine deficit. Data gathered influenced development and adoption of the strategies for sustainable elimination of IDD with concrete measures to be undertaken in both entities and Distrikt Brcko.

Finding 31: HRBAP shows that a participatory approach creates helps to create legitimacy and wider support

74 Dr Amela Lolić, Deputy Minister of MoH, IDD Coordinator for RS and Prim Dr Zlatko Vučina, Director of Federal Health Public Institute, IDD coordinator for FBIH,
In HRBAP the role of direct duty bearers in identifying problems and systemic gaps to be addressed through UNICEF-supported intervention has been indispensable and well documented. The process of identification of priorities and measures for addressing these priorities in this project has from the very beginning involved all relevant actors on the appropriate level. As a result of this thorough participation process, majority of respondents see it as a good process, which enhanced participation, empowerment, local ownership and sustainability, which is essential for both HRBAP and successful capacity development efforts.

The participatory approach taken by HRBAP has helped to build capacities at local levels:

- The professionals (social workers, special teachers, pedagogues, psychologists, etc) were educated, thus creating solid basis for application of innovative methods of work with beneficiaries;
- Raised awareness of the local communities about the identified problems in this field;
- Secured stronger cooperation between child protection actors on the territory covered by the project, and numerous activities that were initiated through implementation of Special Focused Projects;
- Cooperation and partnership between governmental and nongovernmental sector was improved.

**Finding 32: PAR shows that communication of good practices changes helps to influence attitudes and mindsets**

PAR project has also accomplished several important objectives, which are directly linked to the wellbeing of right holders in pilot municipalities:

- Conducted analysis and identified gaps for the participation of the children and youth in community life in B&H
- Identified models for the promotion of the participation of children and youth in community life in B&H
- Established PAR groups
- Raised awareness in the selected municipalities about the need for participation of the children and youth in community life

PAR at this stage is still in a pilot phase; therefore no final conclusions on program outcomes at community levels can be drawn yet. However, it seems that certain achievements in improving the situation of children in local communities are already visible from the Municipal Action Plans which used experience and knowledge of PAR groups. Some influence of the program implementation could hence be seen in the targeted local communities.

Results of the PAR process varied from municipality to municipality, due to involvement of different organizations in project implementation, and also differing approaches to children participation. In Vogošća, for example, children were involved in setting up lobbying groups which sought to advocate children’s cause with the municipal authorities. In Prijedor, on the other side, activities with children were confined to schools, with the purpose of creating better environment for study and playing (UNICEF, 2007e).

Review of these results show that these children have moved from exclusive focus on child participation and that their participation enabled them to take care of their own interests and needs and interest and needs of their peer group. In Prijedor, the fourth municipality where PAR was implemented, group members worked exclusively with proposed PAR questions and tasks. As a result of survey conducted among youth they concluded that issue of employment is considered by youth as the most neglected interest of youth in Prijedor. Eventually they managed to achieve the following objectives: TV show on youth issues on local TV station, involvement of five unemployed persons into reeducation program, which will lead to their eventual employment, as well as recruitment of 35 new volunteers for implementing NGO.
Finding 33: The evaluation found it difficult to establish evidence on the extent to which data have been used in policy making processes

UNICEF has in the past decade supported several research projects in BiH some of which were specifically meant to address existing gaps in the data collected by the government (MICS, CRIA, DEVINFO). Furthermore, UNICEF has put in particular efforts in making these data available to policy makers. However, the evaluation found it difficult to establish evidence on the extent to which these data have been followed through, and used in policy making process.

For example, HRBAP has in two year period, 2005-2006, collected data and prepared comprehensive research on the state of child protection system in Bosnia and Herzegovina with intention to assist key duty bearers in their work. The report was presented and disseminated in the Child Protection Policy Advisory Groups (CPPAGs), which are policy formulation forums structured with intention of providing vertical partnership between governmental and nongovernmental organizations. Government representatives commended the report, but no action was taken to put its findings to use. Indeed some government representatives forgot to take their copies of the report with them. In the Republika Srpska, the competent ministry decided to undertake its own structural research of situation in the social sector, but was reluctant to use data related to child protection already available in the report (discussed in the last session of the RS CPPAG in March 2007).

5.3 Partnerships and Networks

Finding 34: UNICEF’s strategic approach for identifying strategic partners is constrained by the limited number of NGOs; there is a risk that the capacities of partners are overstretched in individual projects

UNICEF is using a strategic approach for selecting its NGO partners. Prior to any collaboration with an NGO/CBO, UNICEF must be convinced that the organization has the programmatic and managerial potential to carry out the designated activities (UNICEF, 2001: 5). This is done through review of documents submitted by partners In addition, UNICEF staff carries our institutional visits and discussions with key persons in the applicant organization.  

Partners are encouraged to perform and document self-assessment, using the criteria provided by the NGO guide which include a review of its Internal Organisation and its analysis of key organisation aspects such as: mission, strategic orientations, values and principles, resources (human, technical and financial), organizational culture, systems and processes, readiness for change.

UNICEF tries to ensure that potential partners are familiar with UNICEF’s methods of work, and its administrative and financial rules and procedures through provision of trainings and courses dealing with administrative issues. It also instructs its officers to ensure those partners NGOs are familiar with UNICEF operational procedures. It is a condition that the NGO/CBO must to be adequately informed about UNICEF’s mission, its goals, strategies, and applicable policies and procedures, in order to be able to better manage its applications (ibid: 5). UNICEF BiH performs both assessment and capacity building of potential partners within

---

75 The standards for UNICEF’s selection and cooperation with local nongovernmental organizations are contained in 2001 ‘Guidance for Collaboration with Non Governmental Organizations and Community Based Organizations in Country Programmes of Cooperation’ (NGO Guide, for short). The NGO guide lists practical steps that need to be undertaken by UNICEF in order to ensure that it selects the right partners.

76 A self-assessment should also explore the quality of External Linkages/Institutional positioning: Inside the sector (other NGOs / CBOs) and outside the sector (governmental officials, donor agencies) as to identify how the NGO/CBO maintains to donors, other NGOs, and government officials. It should assess whether the organization is part of and makes contributions to strategic alliances. A review of Programme Performance would analyze whether the organization implements the projects which have the real impact at the level of the community (target group) and at the level of policy influence. (ibid: 7)
the framework of a human-rights based approach to programming (witness HRBAP introductory seminars for IBHI and other involved partner organizations).

UNICEF spends a lot of efforts to ensure that only deserving and capable partners get the project. However, NGO ‘market’ in Bosnia and Herzegovina is small, with few responsible and competent organizations that can be entrusted with running the project independently. If the project is designed for one specific type of activity or group of beneficiaries (e.g. assistance to victims of domestic violence, etc.), there may be only one established NGO which would be the candidate for UNICEF support. Without any competitors, some institutions may lack the incentives to strive for excellence in terms of improving the quality of services they offer and competencies of their staff.

Finding 35: NGOs still need to build capacities and links to influence government decision-making

UNICEF lays particular emphasis on horizontal and vertical cooperation between partner organizations and relevant duty bearers on all levels. Typically, horizontal cooperation is more successful at the local level, e.g. in pilot municipalities; networking around UNICEF main partner NGOs is facing more difficulties as there are limited incentives for cooperation. Typically, efforts to initiate partnerships will end up “with a lot of words and no joint action”. A similar pattern can be observed across the government-NGO divide, where UNICEF attempts to forge vertical cooperation largely foundered due to long running history of mutual distrust and lack of efficient cooperation. It is important to note that there are no formal obstacles, such as government regulations, to forging functioning partnerships involving all relevant duty bearers in the field of social and child protection. Instead, problems observed in the course of implementation of UNICEF projects are mostly related to personal and attitude problems among the key duty bearers. Lack of knowledge and understanding of the ‘other side’ contributes to climate of suspicion. The duty bearers themselves do not help bridging this divide, persistently cultivating their personal interests at the expense of increased transparency and accountability in their work.

For example, PAR was implemented by different organizations in selected municipalities, which resulted in varied approaches to implementation of certain activities on the ground. The fact that the same project was implemented by different partners, to some extent has even nourished the culture of distrust and lack of functional cooperation and exchange of experiences. The NGOs/CBOs involved in PAR have great experience working in this field, and are therefore relevant to be partners in projects of this kind. However, interviews with local implementing partners indicate that partner NGOs in this case suffer from insufficient capacity to effectively lobby and influence policy making in their communities. This is due to the nature of NGO/CBO-implemented projects, which focus on strengthening and rising awareness of the children and youth about their rights. NGOs, however, as well as other comparable organizations, have only limited a mandate and role in local communities and their ability to influence policy makers beyond public advocacy campaigns depends on their ability to cultivate successful personal relationship with key duty bearers in local communities.

Finding 36: HRBAP is an example where cooperative mechanism have been effective at local levels; as a result of weak governance, links with central levels are not strong enough to influence central level policies

The Human Rights Based Approach to Programming (HRBAP) methodology has been introduced to child protection system reform at central/entity as well as municipality level, as a guiding principle behind the implementation of all specific elements of the project activities. The complexity of the project interventions requested full cooperation and coordination among relevant stakeholders at horizontal and vertical level in selected 5 municipalities. The project has established coordination mechanisms in each municipality (Municipal Management Boards), who revised and implemented action plans to strengthen child protection system using HRBAP methodology for system reform (prioritizing reform and capacity development of local child protection system). The program supported local partners, who are key players ensuring sustainability of the undertaken activities and have demonstrated ability to influence
policy making, at least on the local level.

The Project structure has involved all relevant actors in a systematic manner; this proved to be an excellent strategic decision which led to the real influence and interventions in the area of social protection for the benefit and future sustainable development of the local community. IBHI, as an implementing partner is seen by interviewed duty bearers on all levels, and coming from both the government and the NGO sector, as professional organization, ensuring the quality of implementation and leading efficiently the actors through the implementation phase, able to respond on any request came from their side.

Currently, the UNICEF-supported programme ‘Human Rights-Based Approach to Programming’ (HRBAP) operates policy advisory mechanisms broadly similar to the system pioneered by the prior DFID-IBHI project related to social protection. There are Municipal Management Boards established in 9 pilot municipalities in BiH, implementing a range of policy reform measures in partnership with local stakeholders. On technical level, these are supported by the implementing agency staff. Experiences and policy advice formulated in MMBs are transferred to higher policy making levels through the Child Protection Policy Advisory Groups (CPPAGs), which are organized in parallel in both entities, grouping together relevant stakeholders from all levels in society. Stakeholders involved in the HRBAP project use regular meetings of the CPPAGs to voice their concerns regarding practical aspects of implementation of various pieces of legislation, formulating conclusions they deem appropriate and relevant. Policy suggestions produced by the CPPAGs are in theory supposed to be acted upon by the relevant ministries which participated in their formulation, and indeed, ministry representatives are keen quote CPPAG conclusions in support of their own policy-making efforts.

The HRBAP project created solid base (established strong cooperation and coordination among relevant stakeholders in local communities) for advocacy towards national stakeholders on higher levels of government. For HRBAP project to accomplish its objectives on central level(s) in Bosnia and Herzegovina, the further functional strengthening and expansion of the role of policy-formulation mechanisms. HRBAP has been using CPPAGs as policy discussion and promulgation forums, with several policy papers mooted and disseminated, using government members of CPPAGs as conduit. But, the role of CPPAGs in the policy-making process is restricted due to a number of practical reasons.

The project which supports CPPAGs has seen its budget dwindle over the three years of implementation, in keeping with overall decrease in donor-funded drive in BiH. While DFID-IBHI project had dedicated project staff to support the work of SPAGs - both in technical capacity and in terms of following upon recommendations and decisions adopted by the groups - UNICEF-supported CPPAGs no longer enjoy such privilege, but rather tap on existing, limited, resources of the implementing agencies. UNICEF also supported a full-time Policy Development assistant and 30% of IBHI Director’s time dedicated to technical support to CPPAGs and follow-up on recommendations.

CPPAGs have not yet been able to feed their policy proposals adopted into the policy making process. A major reason for this is that CPPAGs remain external to the government system and can therefore only play an advisory role to the government. Even thou all members of the CPPAGs are highly motivated to contribute to such policy-related bodies, these bodies as a matter of reality do not exist in vacuum; they are intended to become part of policy making processes.

---

77 DFID-funded project ‘Reforming the Systems and Structures of Central and Local Social Policy Regimes in BiH’ and Finnish government-funded SSSP (Support to Social Sector Reform in BiH) introduced mechanisms for managing social protection issues on the local level, coupled with advisory and policy-linking mechanisms which were designed to transfer the policies implemented on local level to higher policy-making levels. Local-level management bodies (Project Management Boards in DFID, Municipal Management Boards in SSSP) were by virtue of their function the most genuinely and directly client-oriented segments in the project, which used participatory approach to develop local priorities in field of social protection. PMBs/MMBs grouped together all relevant stakeholders in the project-piloted communities who jointly discussed and formulated priorities for action and ways to address the existing gaps in social protection. Details also available on http://www.birks-sinclair.com/BiH279.htm
system which, within its state of ongoing paralysis, translates any policy reform proposal into a nightmarish experience, once the formulated proposal leaves NGO/donor realm and enters the realm of day-to-day politics. If CPPAGs are to become a powerful institutions to facilitate this process they need to be strengthened, allowing for meaningful participation of those key duty bearers which are otherwise not involved in UNICEF supported project activities. Strengthening of CPPAGs hence involves both expansion of their mandate, and improved logistical arrangements, including dedicated staff and technical support to be provided by the UNICEF implementing partner.

Finding 37: Advisory committees at the central level are meant to strengthen communication links; they need to be formally acknowledged to become effective in policy processes

The unofficial character of involvement of national stakeholders in UNICEF-supported policy initiatives has been an important obstacle in their realization of various policy development initiatives. Terms of references for typical UNICEF-supported policy advising body, such as the CPPAG, cannot impose obligations for implementation and realization of conclusions and measures adopted by such bodies. Involvement of national stakeholders therefore remains largely voluntary.

Suffering from severely limited official capacity, national stakeholders felt their policy-making role to be rather perfunctory. Consequentially, accountability of members of these groups was also limited, there being no official hierarchical structures to accommodate their UNICEF-supported policy making activities. In their UNICEF-supported roles therefore, these national policy-makers remain external and semi-officially positioned in relation to the system they are supposed to influence. They remain accountable to national administrative hierarchies, which do not incorporate UNICEF-supported bodies, such as CPPAG. Decisions made by CPPAG are decisions made by its members not acting in their official capacities as ministers, heads of institutions, etc.

Experiences shows, that these advisory groups are more likely to become viable, once they are established within the government system. Building on experiences from HRBAP and similar projects, DEP has initiated advisory groups on different governance levels: the so-called SPACs, as advisory groups on the BiH level, SPAGs as entity level advisory groups,78 and SPUGs as local level advisory groups.

On the state level, SPACs are attached to DEP. The purpose of these advisory groups is to serve as a mechanism to improve co-ordination between different stakeholders in social protection. Additionally, they are to make proposals for further required changes in the sphere of social protection, propose developmental documents, and work on the corrections of existing processes they are in charge of. These structures are to be initiated in the first half of 2007.79

5.4 Sustainability and Ownership

78 Social Policy Advisory Groups (SPAG) were organized under the DFID-funded SSSP in the entities, in recognition of the legislative framework in the field of social protection in BiH. Members included representatives of PMB, local authorities, cantonal authorities in charge of social protection (in FBiH), as well as entity ministries. SPAGs produced limited quantity of policy-related materials, and were used mostly as some sort of advocacy tool by assistant ministers in charge of social protection, who were happy to quote conclusions of such representative body when pushing through urgently needed changes in the laws mandated among others by the MTDS (conclusion from previous interviews with assistant ministers.

79 The evaluation also reviewed evidence that a similar structure was established and used in District Brčko to initiate the production of the social programme concept in 2004. These experiences enabled relevant stakeholders in the District to realise the relevance of different sectors for all and any activity in the sphere of social and child protection (governmental/non-governmental; health, social protection, education, business, etc.).
Finding 38: Limited funding from national sources are a realistic constraint which limits the sustainability of project initiatives

HRBAP and similar projects usually target the communities most at need, which makes it very likely that they will not be able to continue funding for some of the more expensive segments of the project. Still, in most municipalities, certain funds have been set aside to continue to assist the most vulnerable groups, as identified by the municipal action plans. Issue of attitudes of local stakeholders towards ownership of the project activities also figures prominently in any post-project evaluation.

Thus one pilot municipality recently reported problems with computer running the school enrolment database, established as part of the HRBAP project activities. Inspection of the computer revealed that it was inadequately used and maintained, resulting in total loss of information stored in the database. To make the things worse, operators never backed up stored data, although this was part of the standard procedure prepared as part of the introduction of the system. Final straw was pulled by municipal representatives who demanded additional money to repair the damage and continue running the database. When this was refused in principle, they threatened to suspend the operations of the “UNICEF project”, ignoring the fact that UNICEF and its partner organization, IBHI, only sponsored creation of database in order to enable municipal authorities (who were made the owners of the database) to exercise their legal obligations in the field of education. Sustainability of these and similar activities mostly depends on the level of ownership or capacity building of BiH authorities, enabling them to fully grasp the meaning or provided assistance and increase their sense of ownership. 80

Finding 39: Government partners value the direct benefits derived from projects which are directly relevant for their routine work, such as IDD.

As for the IDD program, it is specific in nature of intervention and successfully implemented both in practical sphere and in influencing directly policy changes in both entities in BiH. National stakeholders from different sectors have been involved in the implementation of the project and their roles and functions in policy-changes have therefore been visible and concrete.

The interviews have been conducted with entity coordinators: Dr Amela Lolić, Deputy Minister of MoH, IDD Coordinator for the RS and Prim Dr Zlatko Vučina, Director of Federal Health Public Institute, IDD coordinator for the FBIH. Both institutions have been motivated to join the project due to the fact that analyses provide the real picture of the field and situation among the targeted population, and further is to serve as an indicator for the necessary steps to be undertaken as to decrease health problems (caused by iodine deficit) in general and, particularly among the children. From the perspective of IDD coordinators, the research has been seen as very relevant due to the collected data from the field, sampled and analysed in a proper way. Analysis proves to be valuable and influenced policy making. As a follow up to analysis, the strategies with the concrete actions to be undertaken for overcoming the identified problems particularly among children were developed and adopted in both entities.

Concrete benefit of the cooperation with UNICEF, have been seen in education of personnel working in laboratories and sanitary inspections, consultancy support, upgrade of salt production site in Tuzla, introduction of new methodology, work on solving the health problems identified through the researches, collection of data which are relevant for policy

80 The CRC evaluation similarly notes that “the interviewed actors focused on elements that affect the sustainability of certain activities, which largely relate to the financing of project activities; for instance, the project has enabled additional financial incentives for representatives of municipal government, which could influence the sustainability of the DevInfo database after the project is completed. The supported national bodies, such as Council for Children, do not have sufficient resources for operation and these come mostly from international actors. Non-governmental organizations also exist “from one project to another” (UNICEF, 2007a: 40).
making. IDD coordinators appreciate the UNICEF interventions in B&H, especially the method of work: research activities as to identify the fact among the targeted population and then the implementation of the concrete programs to minimize or solve the problems.

Finding 40: Ownership at local levels is strong; Municipal Management Boards (MMB) in HRBAP pilot municipalities see their roles in policy reform processes as substantial, structured, and effective

MMBs have, after all, been recognized by authorities in all pilot municipalities as the official bodies tasked with coordinating the child protection reform and activities. Documents related to MMB work in pilot municipalities, such as Municipal Action Plans for development of child protection, and Action Plans for monitoring of primary school enrolment, substantiate local stakeholders’ perception. Both of these documents show that the role of local stakeholders was central to the reform process. Use of HRBAP methodology provided for local strategies (Action Plans) to be drafted through wholly locally owned and led process. Local stakeholders understood this and contributed their knowledge of the situation to the expertise supplied by the program implementing partners on the national level. They were able to make connection between their input and measures proposed by the Actions Plans. Being likewise tasked with implementation of proposed measures, they were able to experience full project cycle, with only limited supporting role by the international elements.

The stakeholders interviewed during this evaluation expressed their appreciation for being involved in all project phases, highlighting that the main impact of the Project interventions could be seen in the changes of attitude and new approach to solving the problems, adopted new knowledge and skills. The project interventions contributed to the set up of the new way of thinking, observing and approaching the problems to be solved, which will certainly influenced greater satisfaction of their beneficiaries. The main fact which will contribute to the sustainability of the Project in the future is real involvement and support of municipal authorities, together with all relevant stakeholders. The intention of the Project structure is to ensure further systematic approach and interventions in the area of social protection for the benefit and future sustainable development of the local community.

However, the participatory and partnership approach taken by the UNICEF using HRBAP methodology was effectively far less visible to national stakeholders on higher levels of government. Their roles, e.g. through participation in CPPAG proceedings, were limited to advisory function to the governments, based on conclusions and proposals adopted by the CPPAGs. With limited room for policy change available, due to reasons completely outside the UNICEF power to influence them, perception of effective change by national authorities was weak at times.

Finding 41: As a result of UNICEF’s partnership approach, national partners are changing their perceptions on ownership; but, they need to see their role and contribution to the process

The nature of partnership mechanisms established through the design and implementation of UNICEF-supported programs certainly challenges individual perceptions of national stakeholders regarding the ownership of the policy reform processes. Interviews with national stakeholders on different levels of government show somehow differentiated perceptions of ownership. Typically, stakeholders on local level identify with projects they are involved with and therefore with their results. They can be heard talking of ‘our project’ in ‘our municipality’ that has managed e.g. to compile database of children with special needs. Stakeholders on higher levels seem to be more ambivalent in their identification with UNICEF. For them it is no easy to point out at certain concrete examples whereby their involvement was crucial to success. Various policy papers being produced with their participation do not carry the same clear markings of success as for example some locally-built children shelter.

Most international-funded and supported programs were substantially more effective in producing changes on the local level in BiH, for reasons which are largely external to the
program-based intervention (significant exception in UNICEF portfolio being the IDD). Accordingly, national stakeholders on local level are largely aware of their contribution to policy and systemic changes occurring in their communities, and are proud to be associated with these changes.

6 Efficiency of Donor Coordination

6.1 Introduction

Finding 42: The Paris Declaration sets out the global aid effectiveness agenda. All major donors in Bosnia and Herzegovina are signatories to the Declaration, but currently the BiH State Government is not.

The Paris Declaration rests on five common-sense tenets, that aid is more likely to promote development when:

- Developing countries exercise leadership over their development policies and plans (ownership).
- Donors base their support on countries’ development strategies and systems (alignment).
- Donors co-ordinate their activities and minimise the cost of delivering aid (harmonisation).
- Developing countries and donors orient their activities to achieve the desired results (managing for results).
- Donors and developing countries are accountable to each other for progress in managing aid better and in achieving development results (mutual accountability).

As the diagram opposite illustrates, implementation of the commitments set out in the Paris Declaration requires action between donors, between donors and government, and within government.

6.2 Donor harmonisation and coordination

Finding 43: Donors have established a forum for donor harmonization and coordination; the BiH government, however, is not included.

The international donor community in BiH established the Donor Coordination Forum (DCF) in BiH in December 2005 as an unofficial platform of information exchange among major donors in BiH. The stated objective of the Donor Coordination Forum is to “enhance the efficiency of the use and allocation of ODA in the country and thus secure better aid effectiveness”. Thus, the intended use of the Forum would extend from it being just a service for the donor community to “a crucial service for the recipient government, assisting it in obtaining the maximum benefit from diminishing ODA flows” (UNDP, 2007: 148)

---

Key policy recommendations from the 2006 Survey on Monitoring the Paris Declaration

The survey findings and the discussions that have taken place around them point to six major priority areas that need policy makers’ attention right now if countries and donors are to accelerate progress towards achieving the Paris Declaration commitments.

- Partner countries need to deepen their ownership of the development process by engaging their citizens and parliaments more fully in planning and assessing their development policies and programmes. They should also increase efforts to link their plans much more closely to their budget and results frameworks.

- Donors need to support these efforts by making better use of partners’ national budgets to align their programmes with country priorities. They also need to improve the transparency and predictability of aid flows by sharing timely and accurate information on intended and actual disbursements with budget authorities.

- Partner countries need to take the lead in determining priority programmes of capacity development, especially those needed to improve country systems. Donors can help by better co-ordinating their technical assistance with country priorities and fully involving partners when commissioning technical assistance.

- To further harmonisation, donors must work aggressively to reduce the transaction costs of delivering and managing aid. They should give special attention to enhancing complementarity and rationalising the division of labour; increasing use of local harmonisation and alignment action plans; increasing use of programme-based approaches; expanding reliance on delegated co-operation and other innovative approaches; reducing the number of project implementation units and better integrating them into ministries; and increasing efforts on untying as encouraged by the DAC recommendation.

- To promote managing for results, countries and donors should make greater use of performance assessment frameworks and more cost-effective results-oriented reporting. This, too, will require donors to invest further in capacity development and increase their use of country results reporting systems.

- To begin addressing mutual accountability commitments, countries and donors should clearly define a mutual action agenda and discuss aid effectiveness progress and development results more explicitly at country level by using country dialogue mechanisms (e.g. revamped Consultative Group and round table meetings) and developing credible monitoring mechanisms where needed.

Total number of donors has been limited to 17\(^{83}\), in order to “make meetings of the Forum manageable” (UNDP, 2007: 8). While this might be pragmatic, it results in the Forum being seen as an exclusive club of ‘major league players’ in the eyes of smaller donor organizations as well as by government.

The Forum is supposed to meet on a quarterly basis, with the chair rotating among the members. The UNDP hosts the Forum secretariat. The ToR do not list sectoral priorities for the Forum, but provide a broad agenda for discussion along the lines of the Paris Declaration Principles. Four meeting reports were available to this evaluation, for meetings held in 2006. Examination of the Forum proceedings reveals little in terms of substantial discussions leading towards improvement of the existing inter-donor and donor-to-government cooperation. Rather, the minutes reveal the Forum to be the place for inter-donor competition...

---

\(^{82}\) Source: 2006 Survey on Monitoring the Paris Declaration: Overview of the Results, OECD-DAC Working Party on Aid Effectiveness, 2007

\(^{83}\) The members of the Forum are: The Austrian Development Agency (ADA); Canadian International Development Assistance (CIDA); the European Bank for Reconstruction and Development (EBRD); the European Commission Delegation (EC); the Italian Cooperation Agency; the Spanish Agency for International Cooperation (AECI); the Swedish International Development Agency (SIDA); the Swiss Development Cooperation (SDC); the United Kingdom’s Department for International Development (DFID); the United Nations Development Programme (UNDP); the United States Agency for International Development (USAID); The World Bank; and the Dutch, Japanese, Norwegian, German, Spanish, and French diplomatic missions to BiH (UNDP, 2007: 8).
and boasting about their activities. The donors interviewed for the purpose of this evaluation confirmed this view, explaining that meetings are very general, unwieldy and ineffective, and donor cooperation continues to be ad-hoc and haphazard exercise.

**Finding 44: The government of BiH is not included in this forum nor is it treated as an equal partner**

The government of BiH has not been included in the forum. The Terms of Reference for the DCF (ibid: 146 – 149) explains the exclusion of the government with the fact that the inter-donor coordination is ‘complimentary’ process under the Paris Declaration commitments. This appears to be in stark contradiction with what is cited elsewhere in the document that one of reasons for establishing this forum was ‘the expressed concern by the Chairman of the Council of Ministers at the weakness of donor coordination and absence of appropriate instruments” (ibid: 146). The ToR leaves open the possibility for “representatives from the government and other international community players… to be invited to attend meetings or give briefs as required (ibid: 147).” How such wider involvement should be managed remains unclear.

When government representatives were present at the Forum meetings, the minutes reveal protracted grilling of the government representatives on their achievements in particular field (e.g. MTDS). No two-way exchanges could be observed. Instead, government has been made to account for its achievements and shortfalls, being treated at times in a somewhat off-hand manner. In one such instance the state minister of finance was read out the responsibilities of the government in continuing aid coordination efforts by a short-term consultant, hired by international donor organization (Sept. 26, 2006 meeting).

**Finding 45: The Donor Mapping Exercise conducted in 2007 did not lead to a workable approach for improved coordination**

In April 2007 the Donor Coordination Forum conducted the Donor Mapping Exercise. The stated rationale behind this exercise was “to reduce duplication, promote better synchronization and facilitate partnership building between international community actors in support of the BiH Government’s plans and priorities” (UNDP, 2007: 9). UNDP collected data from individual donors, conducted further data-gathering activities, and prepared the report, which was approved by all members of the DCF.

The Donor Mapping Report is very general in nature, designed more to provide an overview of donor activities in BiH rather than to promote harmonization and alignment directly. The Report is divided into two parts: i) sectoral analysis and ii) overview of activities of individual donors. The social sector is not treated individually, but some indices of donor activities in this sector can be found under the category of ‘economic and social development’. The Report goes no further than providing a fairly detailed analysis of donor activities. No coordination mechanisms and proposals are discussed, and government itself barely features in the report. In the words of one of our respondents from among the DCF members, the Report ‘was a waste of time’, as it does not provide any meaningful analysis.

Our respondents concluded that donors continue to mount multiple missions with little coordination – at a recent conference a World Bank official estimated that a donor mission arrives in BiH every two days. But government does not complain. Joint actions are not monitored and there is currently no way of determining whether donors are making any progress towards any of the Paris Declaration targets.

### 6.3 Alignment and Ownership

---

84 Donor Mapping Report, UNDP, 2006
Finding 46: National stakeholder have only a limited sense of ownership of donor-funded programs and the resulting policy changes

Issue of sustainability of donor-supported activities has always been the weakest link in the donor-recipient government-beneficiary chain. Typically in Bosnia and Herzegovina, there is limited sense of ownership of donor-funded programs and changes effected through them. Such limited sense of ownership prevents stakeholders from picking up and continuing from where the donor has left. There are multitude examples of projects being implemented successfully, fully involving local stakeholders in the process, only for the systemic and policy-advising/advocating structures to collapse, once the donor support runs out.

Probably the best explanation for such attitudes among the local stakeholders has been: (based on Maglajlić, Rašidagić: 2007) the typical misbalance between the roles played by the international and national actors involved in implementation of projects partially stemming from the above, the lack of accountability of national actors, including policy makers in implementing mutually agreed activities Reform through projects is difficult to implement due to the short life of project cycles.

The state per se was never made a part of the whole pilot reform exercise. The donor governments and their local implementing partners, after signing formal agreements with the state authorities, recruited representatives of key government ministries and institutions in an individual capacity, through their participation in informal, ad hoc, project bodies. Here they paid lip service to the implementation of project goals, whilst continuing their everyday work in the government. Project activities brought handsome rewards, but did not create obligations for state agencies or these individuals.

Such attitudes were certainly understandable in the period of unilateral international intervention in the period immediately following the cessation of hostilities in BiH, with large sums of money being spent on projects exclusively designed, implemented and managed by large international aid agencies, paying little attention to local stakeholders on all levels. However, the culture of perceived irrelevance by national stakeholders continues to this day, although in completely changed international support environment. Recent international involvement has been focusing very much on development of partnership mechanisms for joint identification of priorities for action, and joint design of intervention mechanisms.

Finding 47: The Bosnian Government is reluctant to take over a role in donor coordination

The Bosnian government was initially slow to undertake formal steps to support harmonization and alignment. Reasons for this were multifold, but it is probably important to note that for most of the post-war history, BiH governments were preoccupied with political infighting and lacked dedicated resources to pay more attention to the issue of donor coordination. Also, ever since the war, authorities on all levels of governance were usually happy to see any sort of international assistance implemented in the country, and could ill afford to risk alienating donor community by trying to impose its will on them.

Indeed, our respondents from the WB and the UNDP stated that, even today, there has been no call from government for greater harmonization and alignment by donors. Indeed, they seem grateful to be invited to donor events. There is a feeling that policy is very donor led, particularly through the frequent use of donor-funded consultants to undertake the necessary analysis – often international consultants who leave little capacity behind. The perception amongst both government and donor staff is that government currently supports donors rather than vice versa, as illustrated above by donor-government interchanges in DCF meetings.

Finding 48: Donors have difficulties in addressing governance issues within their partnership approaches

The oft-cited problem of fractured government structure in BiH also has to be taken into account. Foreign donors are typically not used to dealing with multiple ‘central’ authorities,
with similar names and overlapping mandates. In BiH, for instance, there are three Ministries of Finance (State, RS and FBiH) therefore where should budget support be channeled? It is very difficult to track funding flows, let alone expenditure. UNDP and Italy have for this reason recently set up the Grants Resource Management System to try and track grant flows into and through government budgets.

**Finding 49:** Recently, the Council of Ministers prepared a strategy for setting up a new coordination body; however, this process is still donor driven

There are now signs of some progress, albeit faltering, in strengthening donor-government coordination. In 2006 DFID and the Royal Netherlands Embassy began cooperating with the BiH Council of Ministers to establish a joint donor-government mechanism for aid coordination. Two policy papers were produced by international consultants hired by the DFID: 1. List of Activities for Preparation of Action Plan for Improving the BiH Aid Coordination System; and 2. Action Plan for Improving the BiH Aid Coordination System through Stronger Linkages between Policies/Strategies and Public Finance Management. The papers are technical in nature and deal mostly with administrative issues, i.e. measures to be undertaken and bodies to be established. On the basis of these papers, the Council of Ministers prepared and adopted the ‘Aid Coordination Strategy of Bosnia and Herzegovina and General Estimate of the Technical Assistance Needs’.

The ‘Strategy’ itself is only two pages long and general in nature and orientation (Council of Ministers of BiH, 2007). It starts by introducing the new mechanism for aid coordination in the form of the Board for Aid Coordination (CBAC), membership of which consists of representatives from the State Ministry for Finance (SMF), Directorate for Economic Planning (DEP) and Directorate for EU Integration (DEI). The respective State and Entity ministers will be invited to attend the meetings of the CBAC whenever it will be required by the agenda. The CBAC shall also serve as a “main channel for government and donors regular discussion on the most important issues related to the implementation of the donors assistance.” In order to facilitate work of the CBAC, the SMF is tasked by the Strategy to set up the Secretariat and to provide the CBAC with the Chairman. The Strategy states that “the changes in the current aid coordination mechanism are aimed at creating the stronger linkages between the planning and implementation of the government’s priorities with the budget process.”

The Directorate for Economic Planning is given an important role in the envisioned new aid coordination mechanism, with permanent membership and responsibility for coordinating the preparation of consolidated annual and long-term macroeconomic forecasts, in conjunction with state and entity ministries of finance and statistical agencies. DEP also remains responsible for coordination of the process of preparation of the country’s development strategies in future.

The whole process behind the preparation of the Strategy and establishment of the CBAC is clearly very much donor-driven, with little evidence of genuine government involvement in the process and formulation of objectives. Also, the initial DFID/CoM enthusiasm for introducing wide-ranging measures seems to have ebbed away by the time the Strategy has been prepared. Some respondents to this evaluation feel that the initiative was poorly led by DFID; it was certainly unfortunate that the DFID consultant employed to support the CBAC resigned half way through his contract to take up another post. The EC are now trying to pick this initiative up and get it going again.

**Finding 50:** It is apparent that the situation in BiH falls well short of the aspirations of the Paris Declaration

As stated earlier, donors’ view of the government capacity to deal with aid coordination in a more strategic and organized manner is illustrated by the bleak picture painted by the Donor Mapping Report: ‘these developments [the DCF and the CBAC], however positive, do not represent a strategic approach to the challenge of donor coordination. Efforts have remained ad hoc in nature and equally, institutional measures, such as the MTDS, although providing some direction, do not directly target better management of aid. It is apparent that BiH falls
well short of the aspirations given in the Paris Declaration. There is little harmonization between donors, while governance structures continue to exacerbate BiH’s protracted ownership and accountability gaps. The picture in relation to alignment and results has been improved by the PRSP and SAP processes, but few efforts have been made to tie donor programmes in with national strategies85.

**Finding 51: Donors appear to be taking a short term perspective, avoiding the more politically sensitive areas such as education and social protection**

The World Bank’s withdrawal as a major funder in the social protection sector in 2006, while understandable in terms of the difficulties of agreeing financial management arrangements, clearly represents a conditionality-based approach. Given already limited resources in this sector, donors should the effects of such conditionalities (and aid predictability more generally) on social protection policy and impact. Experiences in other countries have shown that a more forgiving and longer term perspective together with concrete measures to harmonise and align have resulted in improved aid effectiveness.

One of the more positive examples of donor cooperation in social protection sector has been the DFID cooperation with UNICEF on implementing MICS3 research. DFID provided funding, which UNICEF also contributed funding for training and equipment, and technical support (UNICEF, 2007: 5).

**Finding 52: Withdrawal of support and funding threatens to undermine institution building and governance in the social protection sector**

The donor mapping report states that welfare and social protection system faces enormous challenges that have not yet been addressed by donors86. The fact that the biggest investor in social protection has withdrawn funding, the World Bank, is very significant. Given already limited resources, this is likely to have a significant impact on social protection policy and impact; it also raises questions about aid predictability and how funding can be ensured for the social protection sectors. It might be useful therefore to map donor commitments and disbursements into the social protection sector over the past few years, together with planned fund flows in the next few years.

CRC evaluation similarly notes that “the interviewed actors focused on elements that affect the sustainability of certain activities, … which largely relate to the financing of project activities; for instance, the project has enabled additional financial incentives for representatives of municipal government, which could influence the sustainability of the DevInfo database after the project is completed. The supported national bodies, such as Council for Children, do not have sufficient resources for operation and these come mostly from international actors. Non-governmental organizations also exist ‘from one project to another’” (UNICEF, 2007a: 40).

---

85 UNDP, 2007: 147  
7 Outlook for the Future

7.1 Conclusions from CLE

Policy Context

The MTDS provides a platform for national and international stakeholders to engage in policy processes around priority issues such as social protection. For UNICEF and its partners, the MTDS is an important vehicle for addressing (and advocating) issues of child protection across different ministries, agencies and donors. The MTDS as document reflects relevant strategic priorities to implement and monitor measures to improve social protection.

Efficiency and effectiveness of the social protection system are affected by a number of governance issues. It is a major constraint for the social protection sector that policies are defined at entity, district or even municipality levels. The lack of central-level coordination makes it difficult to identify effective entry-points for influencing sector-wide policies. This has, for example, prevented the implementation of uniform standards on child allowances throughout BiH. It remains a challenge to link policy processes at different levels. But, the dynamics and positive experiences created at local levels can clearly create a momentum for driving policy change at higher levels. Therefore, in a fragmented and multi-layered system like BiH it appears to be critical that more support is given to aspects of vertical integration. UNICEF together with a few other donors has piloted some useful approaches to strengthen feedback of local experiences to central-level policy makers.

Evidence:

Availability of good quality data on key social and economic indicators is critical for informing policy processes. Experiences from the past show that where good information has been made available, the quality of policy documents has been improved in terms of identifying the neediest groups within society and designing targeted support to address their needs. However, it remains a challenge to design, implement and monitor specific measures to target these groups.

Among the donors involved, UNICEF has made significant efforts to define information needs in partnership with state institutions which as a result have contributed (or are expected to contribute) to the availability of socio-economic data and in particular child-related information in BiH and influenced subsequent policy processes. An important lesson from these experiences is that outcomes from research programs and studies need to be communicated to policy makers if they want to become influential. UNICEF’s partnership approach has laid a good ground for shifting emphasis to more demand-led approaches in M&E. The partnership with DEP is seen as very important in that aspect.

Links

The provision and use of evidence for policy making is constrained by a number of institutional issues. The link between data collection and analysis on the one side and use of data for decision making on the other side is missing or weak. The capacities of the statistical bureaus are weak and their data collection exercises are not coordinated with the demands of policy decision makers. Also, the vertical integration of the system is weak; lower levels are usually not involved in the monitoring system. UNICEF in cooperation with DEP has piloted approaches (MIC, DevInfo) which are likely to overcome these issues. To support evidence-based policy making it will be critical to work at entity and municipality levels on monitoring key social development indicators.

UNICEF has assumed a high-profile role in advocating child-focused policies in BiH. It has done so though working in close partnership with both government and NGO partners. It
seems now that partnerships with government institutions and especially with central level institutions are becoming more influential. UNICEF recognises the need to strengthen capacities of state-level institutions, like DEP. Partnership with DEP is likely to gain further strategic importance in the future. Not only that DEP is one of the key institutions driving the MTDS process; it is also one of the institutions that may strengthen its coordinating role at all levels if it continues to build its skills and capacities for communication and facilitation.

In addition, UNICEF has built solid partnerships with government institutions at all levels through implementation of a number of activities which are of direct relevance to its partners. The Ministry of Health has become a key partner as a result of implementing projects such as IDD. These partners clearly recognise the profile which UNICEF has on child-focused issues and policies. These partnerships, and notably the partnership with DEP, will also provide a good starting point for strengthening the FBiH government’s role within the process of donor coordination.

7.2 Recommendations

7.2.1 Recommendations to DEP

The MTDS process will be important to build capacities for evidence-based and child focused policies at state levels. For this, it should be a priority for support to strengthen coordination at the state level and to establish minimum standards for child allowances throughout BiH. For DEP, this will be an opportunity to strengthen its role as convener of different groupings, such as the Reference Group, and around identified themes, such as social protection.

In order to influence social protection effectively it is critical to identify approaches which would help to take policy processes like the MTDS to entity and municipality levels. DEP/EPPU in cooperation with UNICEF and other donors has gone a long way to initiate approaches which create space for entities and municipalities to engage in state-level policy processes, like the Reference Group for this CLE and the OECD supported initiative.

UNICEF’s partnership with DEP is crucial for strengthening M&E capacities within the country. DEP has taken some fresh approaches to strengthen municipalities’ capacities in monitoring key social development indicators and improving vertical and horizontal communication which an essential element of a well-functioning M&E system. Theses approaches should be strengthened and further developed:

- DevInfo is an important project which, if implemented successful, may provide important lessons on how to improve data collection and analysis at municipality levels and how to strengthen vertical integration into national monitoring systems.
- MICS will be important to show how generic social development indicators can be adjusted to the specific context of BiH. Survey outcomes should be well communicated to decision-maker to present them with some ideas on how poverty impacts of policy measures could be monitored.
- Since DEP has already taken initiatives for better coordination of actors at different levels, it should also find ways to communicate the outcomes of its various M&E projects to stakeholders and decision makers in these forums. The presentation of evidence collected through these projects will be important for shaping the discourse and process on social policies at all levels and throughout different institutions.
- This CLE has been crucial to establish a platform for joint review of key social protection policies by representatives from different ministries and localities. The momentum created by the process should be continued through further engagement of the reference group in follow-up activities.

A major challenge for DEP and UNICEF will be to link analysis and presentation of monitoring data to the right level and institution where policies are made and implemented. A top-down dissemination approach of study outcomes from state to lower levels alone will not be
effective; decision-makers need to see the direct links between policies and outcomes at the level at which they are operating. For social protection policies, this would be the entity, district and municipality levels which are particularly weak on M&E at the moment.

To strengthen its role and approach to coordination it is recommended that DEP should work out a work plan which integrates the various initiatives and projects into a strategic perspective. The strategy for coordination should identify groupings of institutions that would be convened by DEP around certain themes which need to be identified through a consultation process.

The following elements of a strategic approach to strengthen child-focused policies within the MTDS have been identified through this CLE:

<table>
<thead>
<tr>
<th>Elements that have been put into place</th>
<th>Elements that should be strengthened</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policymakers:</td>
<td></td>
</tr>
<tr>
<td>• MTDS as a document reflects relevant strategic priorities to implement and monitor social protection measures</td>
<td>MTDS document and process:</td>
</tr>
<tr>
<td>• The MTDS shows the government’s commitment to overcome key obstacles to an effective social protection system</td>
<td>• Identify support measures targeted to specific groups</td>
</tr>
<tr>
<td>• The MTDS process provides a platform for stakeholder communication on major policy issues</td>
<td>• Better identify and address interests and agendas of different institutions and actors</td>
</tr>
<tr>
<td>• Identify support measures targeted to specific groups</td>
<td>• Identify ways to address governance issues that affect the implementation of MTDS measures</td>
</tr>
<tr>
<td>• Better identify and address interests and agendas of different institutions and actors</td>
<td>• Define effective mechanisms for coordination and partnership on social protection at all government levels</td>
</tr>
<tr>
<td>• Identify ways to address governance issues that affect the implementation of MTDS measures</td>
<td>Evidence:</td>
</tr>
<tr>
<td>• Define effective mechanisms for coordination and partnership on social protection at all government levels</td>
<td>• Indicators have been defined in the MTDS</td>
</tr>
<tr>
<td>Evidence:</td>
<td></td>
</tr>
<tr>
<td>• Indicators have been defined in the MTDS</td>
<td>• The need for better monitoring of social targeting in the social protection sector has been stated</td>
</tr>
<tr>
<td>• The need for better monitoring of social targeting in the social protection sector has been stated</td>
<td>M&amp;E:</td>
</tr>
<tr>
<td>• Define what monitoring information is needed by policy makers and implementing agencies institutions</td>
<td>• Coordinate data collection methods</td>
</tr>
<tr>
<td>• Coordinate data collection methods</td>
<td>• Ensure funding for surveys</td>
</tr>
<tr>
<td>• Ensure quality of analysis</td>
<td>• Define strategy for communicating evidence</td>
</tr>
<tr>
<td>• Define strategy for communicating evidence</td>
<td>Links:</td>
</tr>
<tr>
<td>• A central level institution (DEP) has been put into charge of monitoring</td>
<td>• Local governments (municipalities) need to have a role in MTDS monitoring</td>
</tr>
<tr>
<td>• NGO’s have been given a role in monitoring MTDS targets</td>
<td>• Strengthen NGO-government interface through clarification of roles and coordinated action</td>
</tr>
<tr>
<td>• Good practices for cooperation at local levels</td>
<td>• Strengthen flows of information between institutions through recognised roles and communication mechanisms</td>
</tr>
<tr>
<td>• Strengthen flows of information between institutions through recognised roles and communication mechanisms</td>
<td>• Ensure that government’s demand for information is addressed through surveys and regular monitoring</td>
</tr>
<tr>
<td>• Ensure that government’s demand for information is addressed through surveys and regular monitoring</td>
<td>External influences</td>
</tr>
<tr>
<td>• Recent approaches to coordinate donors in specific areas, e.g. PAR</td>
<td>Donor coordination</td>
</tr>
<tr>
<td>• Recent approaches to coordinate donors in specific areas, e.g. PAR</td>
<td>• Initiate coordinated approaches within the social protection sector, focusing on priority</td>
</tr>
</tbody>
</table>
7.2.2 Recommendations to UNICEF

UNICEF BiH will undergo its MTR later this year and, on the base of this review, prepare a new CPAP in 2008. The action plan will continue to focus on issues of social inclusion, with a special focus on children and youth. It is expected that within this process UNICEF will redefine its strategy to influence child-focused policy making.

The following recommendations from this CLE may assist UNICEF’s strategic development:

- **Positioning**: UNICEF is trying to strike a balance between being an organisation with a specific mandate for children issues and the role (together with the experiences) it has acquired in promoting wider issues which in particular include partnership strategies and capacity building for M&E related tasks. It appears that the perceptions other organisations, including national partners, have of UNICEF’s mandate are not identical with what UNICEF’s aspirations and potentials are if they want to achieve greater influence in the social protection sector in BiH. The fact that the “donor mapping report” does not mention UNICEF’s role in the social protection sector suggests that UNICEF should strive to achieve a clear profile and possibly a leading role on priority issues. The withdrawal of donor support from the social protection sector has created a vacuum which provides a strategic opportunity for UNICEF to push the agenda on social protection.

- **Donor coordination**: Similarly, it is important that UNICEF tries to strengthen its influence within the donor community to push for compliance with Paris Declaration Targets. UNICEF’s partnership with state-level agencies including DEP and its commitment to build capacities and ownership at central levels has placed the organisation well in comparison to other donors. This evaluation is another step to prove that the BiH government is willing to take over greater responsibility in the process. UNICEF should take a stronger role in advocating coordination within the donor community together with like-minded donors.

- **Partnership**: UNICEF’s partnership with DEP provides a sound base to continue strengthening M&E capacities within the BiH government. It is important that the present activities to support capacity building within DEP which have more of a pilot character and are focused on technical aspects at the moment are placed into a strategic perspective. A better understanding of M&E systems and the associated institutional dimensions will help to ensure that these activities can be institutionalised and scaled-up in the longer term. UNICEF should support DEP together with other agencies involved, namely the statistical bureaux, to adopt a more systemic view in building roles and relations on M&E at all government levels which are likely to strengthen accountability and feedback for improved social services.

- **Thematic focus**: UNICEF is supporting a number of activities within a broad perspective of influencing certain issues. It seems that links between policy issues that are of key concern for decision-makers and issues that are promoted by UNICEF could be improved. This point is actually about striking the balance between being led by a strategic issues and being responsive about issues raised by partners. It may be necessary to adopt a more process-oriented approach for strategy and project development which is founded on close consultation with key partners. The mapping
exercises to identify partners and priority areas may serve as a good starting point and should be elaborated in that respect.

- **Networking:** UNICEF has not been particularly successful in promoting networks between partners around shared issues yet. However, it is important that experiences from individual projects and activities are scaled-up through networked relationships in order to become influential. It may be recommendable to strengthen the facilitating role of institutions which have a genuine interest in building partnerships and coordination like DEP in the first instance. Also, the recent initiative supported by OECD initiative to coordinate activities at various government levels is likely to provide a window to networking.

- **Communication:** Any study or project experiences that are meant to influence policy processes must be communicated to decision makers. A communication strategy has been foreseen in the present CPAP. It is important that the new CPAP will similarly develop a communication strategy which is tuned into the revised strategy to influence policy processes on key issues identified in the plan. Previous experiences on communication and influencing within the government system should be reviewed in greater detail during the preparation.

These approaches should be integrated into a strategy for influencing policy processes which could build on the key lessons learned by this evaluation. The strategy would identify the key policy messages which UNICEF wants to convey and the particular groupings which would be convened in cooperation with partners such as DEP. The strategy should also include a process approach to develop an understanding of policy processes in BiH, to understand where policy makers are based and what their interests are, and a more specific understanding of what kind of information for policy processes. This strategy will help UNICEF to position and articulate itself clearly vis-à-vis other donors and national government partners. It will also support integration of individual projects and initiatives into a more strategic approach.

The following elements of a strategic approach to influencing policy processes have been identified through this CLE:

<table>
<thead>
<tr>
<th>Elements that have been put into place</th>
<th>Elements that should be strengthened</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Policymakers:</strong></td>
<td><strong>Central government partners:</strong></td>
</tr>
<tr>
<td>• Partnerships have been built at all levels within the government</td>
<td>• Better identify and address policy makers interests and demand for information</td>
</tr>
<tr>
<td>• The “policy windows on MTDS M&amp;E” can be used effectively to shift the agenda towards evidence-based policy making</td>
<td>• Focus provision of evidence on identified priorities</td>
</tr>
<tr>
<td><strong>Evidence:</strong></td>
<td><strong>Case studies and good practices:</strong></td>
</tr>
<tr>
<td>• Where policy makers’ demands have been identified, this has shown to create relevant evidence</td>
<td>• Collate good practices on how to build convincing evidence on child-protection issues, using the suggested framework</td>
</tr>
<tr>
<td>• Participatory approaches have demonstrated to ensure legitimacy and wider support among stakeholders</td>
<td>• Ensure that convincing cases are built through supported initiatives</td>
</tr>
<tr>
<td>• Communication of good practices has demonstrated to influence attitudes and mindsets</td>
<td>• Prepare communication strategy</td>
</tr>
<tr>
<td><strong>Links:</strong></td>
<td><strong>Partners and networks:</strong></td>
</tr>
<tr>
<td>• Key Stakeholders in MTDS monitoring have</td>
<td>• Support clarification of NGO role in MTDS</td>
</tr>
</tbody>
</table>
been identified through this CLE

- Partnership with DEP has been built to influence child-focused policies within the MTDS
- Links between central and local levels have been built

monitoring

- Help to bridge the gap between NGOs and government through provision of convincing evidence
- Define strategic communication approach(es) to strengthen information flows
- Identify priority areas where strategic communication and coordination should take place

<table>
<thead>
<tr>
<th>External influences</th>
<th>Donors:</th>
</tr>
</thead>
<tbody>
<tr>
<td>The “donor mapping” does not mention UNICEF’s contribution on governance issues and in the social protection sector</td>
<td>Strengthen UNICEF’s profile on governance issues within donor community and take lead on priority issues in the social protection sector</td>
</tr>
<tr>
<td>UNICEF will continue to be engaged through its new programme</td>
<td>The withdrawal of donor’s support for the social security and tendency to avoid critical issues has created a vacuum which UNICEF should use to influence governance and policy making</td>
</tr>
</tbody>
</table>

7.3 Lessons learned for UNICEF

Lessons on project implementation

UNICEF is in the process of defining its strategy to influence child-focused policy making processes. It has found a number of important entry points through its projects at local and state level. Experiences and lessons from these activities will provide a good base for further strategy development:

- HRBAP has shown that participatory planning with municipalities can lead to a great momentum and ownership at local levels with a potential of good practices informing higher level policy making.
- Experience from HRBAP also shows that CPPPAGs are not fully functional yet and that they need to be provided with a formal mandate by their institution to be able to influence policy making processes.
- IDD provides lessons on how an activity which is clearly focused on a particular issue (iodine deficiency among school children) can make a strategic contribution because it addresses a very relevant concern of policy makers.
- PAR, although still in its initial stage, shows that research and advocacy at local levels is important to address issues of social exclusion.
- However, experiences from PAR also show that it is not sufficient to identify partners according to strategic priorities to gain influence. It is also important to see partners working in a networking perspective where they should form alliances for mutual strengthening and scale-up of experiences. Relationships among partners seem to be a weak point which constrains any possible influence from projects that are implemented outside of the government.

Lessons on strategic influencing

Through successful implementation of pilot initiatives at the ground and sound partnerships at all levels, UNICEF has created a good base for strategic influences. Lessons that have been identified through review of UNICEF supported activities may help to inform an effective
strategy to influence pro-poor policy making:\footnote{87 These lessons have been elaborated using the RAPID framework; some general lessons on influencing have been included as well (see “RAPID: Lessons from theory and new research”.

**Policy context:**

- The policy context is probably the most important dimension affecting the uptake of research into policy. Policymaker demands for research are vital, but may not include issues of greater concern to society. Researchers must be sensitive to both.

- Clearly researchers and think tanks that aim to impact policy need to know the key decision-makers and what information they need, understand the political context in which they operate, and provide the right information to the right people at the right time.

- UNICEF has spent a lot of efforts, through this CLE and other exercises, to learn about social protection policies and to get to know policy makers. This analysis indicates a clear gap between demand and supply of information at different government levels which has been successfully addressed by some activities (like IDD).

- Activities such as DevInfo and MICS show the need and potential to target data collection to policy makers’ demand.

- The relevance of data collection exercise and studies can be improved if they link into country monitoring systems.

**Quality of evidence**

- The quality of the evidence is clearly important for policy uptake - the key dimensions seem to be relevance, credibility and communication.

- Research must relate to the topic of the day and be operationally useful. The research approach used, who does it, and how the results are presented all contribute to its credibility.

- The quality of evidence provided by independent studies has been clearly questioned by stakeholders contacted during this evaluation. Quality appears to be higher for studies that have been implemented by professional research institutions and/or consultants. However, for this type of study their relevance needs to be ensured.

- It will require substantial capacity building before national institutions are able to produce the kind of information which has both the relevance and quality required. Mandate and skills of institutions commissioned for partners that are supported in this direction must be looked at within institutional context of country M&E as well.

- Uptake is much more likely if there has been a clear communication strategy throughout the research process.

- Policy-orientated researchers have to find the right balance between the need to get useful information to policy makers quickly in a rapidly changing policy environment, with taking the time to be rigorous and obtain reliable results.

- Participatory approaches which involve both policy makers and communities, and action-research, which tests living examples of new approaches seem to be particularly effective tools for influencing practice. Experiences from HRBAP provide valuable lessons in this respect.

- Strenuous advocacy efforts informed by long-term research programmes are usually required to impact higher-level policies.

**Links:**

87 These lessons have been elaborated using the RAPID framework; some general lessons on influencing have been included as well (see “RAPID: Lessons from theory and new research”.
Researchers and policy makers often interact in a wide range of formal and informal networks and these are clearly important. So too are intermediaries who champion research-generated ideas and evidence to policymakers. Continuous feedback loops between research, policy development, implementation and evaluation are a common feature in cases where research has had a clear impact on policy. A project like IDD can provide lessons in this respect.

Involving policymakers in research helps build their ownership of the findings. This has been demonstrated by projects such as PAR.

Feedback processes between researchers and policymakers should not just be linked to a project, but seen as continuous feedback loops between, research, policy, implementation and monitoring.

**External influences**

The example of BiH demonstrates that bilateral and multilateral donors have had a positive impact through an increasing emphasis on governance issues, but they also distort research agendas and policy-research capacity in poorer countries.

UNICEF has established a degree of credibility through the kind (and quality) of activities it has implemented in close partnership with government partners. With this kind of leverage it is in a position to gain greater influence on the donor community to come to a more coordinated approach which will support genuine ownership and capacity building in the government.

Lessons on strategic influencing should be reviewed during the process of strategy development. Annex 8 includes a checklist which is recommended for use with partners who intend to scale-up their influence on policy processes.

**Lessons on CLE methodology**

This evaluation has been important to establish a baseline methodology for country-led evaluations. It has also shown that the stakeholder-based approaches to analyse and review experiences for further strategy development can be useful for building capacities and consensus at state level in BiH. The following lessons have been learned from the process:

- **Clarify institutional set-up early on; identify a central agency who will be driving the process and key stakeholders that will contribute to the findings.** In this case it has been DEP because they have a central role in monitoring the MTDS. DEP has been very successful in driving the process through the Reference Group.

- **Define relations, incentives and activities for stakeholders’ involvement: The main forum to involve stakeholders at state level has been the Reference Group. Experiences from this CLE show that for future processes it is important to clarify early on how reference group members are expected to contribute and what they would gain for their routine work.**

- **Recognize that it is a process of learning-by-doing and that the methodology will evolve in the process.** The methodology needs to be handled flexible and adapted to the situation. This CLE was the first time that such a consultative approach to joint review and analysis has been implemented at state level, and it took some time for all stakeholders to acquire the skills to contribute and participate gainfully.

- **Allow sufficient time for stakeholder consultation and data collection:** The time required for such an exercise should not be underestimated. The continuous involvement of a small group will take up their capacities and should not be overstretched within a short time. It takes even more time to include a wider range of stakeholders in the review of data and findings.

- **Aim at building capacities and building a toolbox of process and diagnostic tools through the process.** Documentation of tools such as the evaluation framework and the RAPID framework will help to build the toolbox for further evaluations within the country.
• *Identify entry points to feedback findings into MTDS process:* The Reference Group will be an important forum to feedback findings into the MTDS process. Sharing of findings during the final meeting and review of this report by the Reference Group will create ownership and is likely to lead to follow-up actions.

• *Tailor findings and recommendations to the intended users.* Findings and recommendations need to be presented in a way that their relevance is obvious for intended users.

At a later stage a CLE approach could be used to produce further evaluations useful for the country and the donors, based on evaluation capacities developed at the state level, with high country ownership of the evaluations and with low transactions costs for the countries and for the donors.
Annex 1: Terms of Reference for this Assignment

Joint Country Led Evaluation of the Social Protection Sector in Bosnia and Herzegovina

Background
Bosnia and Herzegovina (BiH) developed a Medium-Term Development Strategy 2004 – 7 (MTDS - equivalent of the PRSP) over a period of 18 months. The BiH Council of Ministers, the governments of both the Federation of BiH and the Republika Srpska and the BiH Parliament all endorsed the strategy, with the Parliament insisting on bi-annual progress reports on the status of implementation. The voluminous first version of the Strategy was both revised and streamlined in 2005-6 following an extensive consultative process led by the BiH Economic Policy and Planning Unit (EPPU). This process served to gather comments from the international community, among others. UNICEF provided inputs to both the initial Strategy, as well as the revision, and continues to be involved in planning for a new Development Plan, which will include a Social Inclusion Strategy, to come into force as of 2008.

In addition to providing input into the MTDS, UNICEF has significantly increased its partnership with the EPPU in the past year. Activities that the EPPU is managing and that UNICEF is supporting include the roll-out of MICS 3 (in collaboration with the Public Health Institutes and Ministries of Health at the Entity levels), a Child Rights Impact Assessment (examining the impact of the changes in electricity prices on children as a pilot towards development of the child rights impact analysis of the macroeconomic and social policies) and DevInfo.

In keeping with the Paris Declaration commitments, particularly as they relate to the evaluation function, UNICEF is working with other bilateral donors, such as DFID, the World Bank and the EC, to support the implementation of the MTDS while also strengthening the capacity of the EPPU. It is understood that sound national development strategies, combined with strong national leadership, form the basis for successful development cooperation. Further, the UN system supports the development of high quality, MDG-based national development plans, like the BiH MTDS.

UNICEF has taken the lead in strengthening the EPPU’s capacity in the area of country-led evaluations (CLE). UNICEF sponsored the participation of two strategic members of the EPPU at the most recent Regional IDEAS conference in June 2006. Many discussions have taken place since that time, the most recent session concluding in draft terms of reference for a country-led evaluation in BiH.

Purpose and intended use of the evaluation:
The main purposes and intended use of the evaluation will be:

- To represent an ex-ante evaluation for the BiH EPPU to inform and structure the production of the strategic social sector documents in 2007, including a) recommendations to address the weaknesses of the system in reaching its developmental objectives, and b) recommendations on policy development criteria, as well as indicators for monitoring and evaluation of social policy implementation process; and,

- To inform UNICEF’s Mid Term Review and UNDAF Evaluation, assessing UNICEF’s contribution to the BiH Social Protection sector, including a) capacity to develop evidence-based policies, and b) develop more structured and coherent approach to policy development and implementation.

Scope and Focus of the Evaluation
The BiH CLE has multiple objectives:
1. To evaluate the effectiveness and implementability of selected child and family-focused policies as defined within the BiH Medium Term Development Strategy’s Social Protection chapter;
2. To evaluate the effectiveness of elements of the UNICEF BiH Policy Support activities in contributing to the development of effective evidence-based child-focused policies in the social protection sector;
3. To assess the implementation of Paris Declaration targets by national stakeholders and donors, including the establishment of country-led M&E systems;
4. To develop and document the CLE participatory methodology for BiH for a) its further application in the evaluation of development goals in BiH. and b) to contribute to the development of CLEs within the international evaluation community
5. To strengthen national Evaluation capacity by designing and managing the CLE

Key evaluation questions

Objective 1 (Phase 1)

To evaluate the effectiveness and implementability of selected child and family focused policies as defined within the BiH Medium Term Development Strategy’s Social Protection chapter. In this regard, the evaluation will represent an ex-ante evaluation for the BiH EPPU to inform and structure the production of the strategic development documents in 2007.

The social protection system is defined in BiH MTDS as measures that work together to promote socially inclusive human development, reduce poverty and support enhanced productivity and growth. The inter-relatedness of social policies within a social protection framework will be prioritised.

Progress has been made in the past number of years in the adoption of laws and policies relating to social protection at different political and administrative levels. Measures proposed for continued implementation of the MTDS focus on the realisation of improved standards for social benefits and enhanced targeting to ensure the inclusion of vulnerable groups.

Despite the progress made in legislation and policy development in the recent past, gaps in implementation of the policies, legislation and strategies in social protection at national level remain. This is hindering the achievement of equal access to and quality of social protection by citizens in achievement of the above-stated goal of the social protection system. Specific challenges facing the social protection system include:

5. Lack of targeting of social welfare benefits and services to the most vulnerable
6. Lack of standardisation of social benefits and services
7. Lack of consistent financing of social services resulting in inequities
8. Regional inequities in the provision of and access to social protection

The evaluation is to take as its focus selected policies and strategies aimed at the protection of children and families at all levels of governance as defined in the MTDS.

The evaluation and its recommendations should address the weaknesses of the social protection system by responding to the following questions:

- To what extent is the evidence on the status of child population, including access to services, informing the policy development process?
- How effective and relevant is the process of data collection, evidence on best practices, monitoring and evaluation at national level in informing policy development?
To what extent have economic, social, technical, political and administrative criteria taken into consideration in policy development and implementation in ensuring protection of the best interests of the child?

Are state and entity-level policy makers able to establish results-based policies, including M&E standards, within a results-based approach?

What are the conceptual/theoretical gaps in pro-child policy development?

To what extent are policy and legislative decisions driven by factors beyond the scope of the social protection sector (e.g. the political dimension of the policy development and implementation process, national ownership and donor-driven policy development)?

Is there an adequate balance in: a) the roles and accountabilities of national policy makers and, b) the international development agencies in development and implementation of social protection policies related to children?

Are the coordination and partnership mechanisms at national and sub-national levels in social protection efficient as they relate to the financial and political sectors?

To which extent are the principles of human rights, including participation, integral to policy development, implementation and M&E systems in the social protection field?

Are the mechanisms for policy implementation and addressing key gaps/barriers in the social protection system efficient?

Specific recommendations will be required on the policy development criteria as well as indicators for M&E of the social policy implementation process.

Objective 2 (Phase 1)

To evaluate the effectiveness of elements of the UNICEF BiH Policy Support activities in contributing to development of evidence-based, child-focused policies in the social protection sector.

The evaluation questions in this objective will relate specifically to 3 UNICEF-supported initiatives:

i. Data collection, research and policy analysis on children and women (MICS 3, IDD Strategy)
ii. Inclusive basic services (human rights-based approach to child protection & child-friendly schools)
iii. Community-based activities (Participation Action Research groups)

The following questions will be applied to these 3 initiatives:

How effective and relevant is the UNICEF research, data collection and child rights monitoring programme to the development and implementation of programmes and policies in the child protection sector in BiH?

How effective are the partnerships and coordination mechanisms established between community/service delivery/policy development (as defined in the structure of the UNICEF Country Programme) within UNICEF’s programme of support to the social protection of children?

How relevant are UNICEF’s policy support projects in relation to the national priorities, as well as to the international development agencies priorities?

To what extent are the UNICEF-defined results harmonised with the nationally-defined results in the social protection/child protection field?

What is the relevance and efficiency of UNICEF’s Policy Support activities for direct duty bearers and rights holders in communities?

What were the barriers to implementation of the UNICEF-supported policy measures at various levels?

Objective 3 (Phase 2)

To assess the implementation of Paris Declaration targets by national stakeholders and donors, including the establishment of country-led M&E systems,
This component of the evaluation is to clarify the capacities of national and international actors to implement M&E programmes under the Paris Declaration criteria.

This component of the evaluation will draw on some of the conclusions from the Phases 1 and 2 of the evaluation and will provide responses to the following key evaluation questions:

- What are the perceptions of ownership of the policy reform processes by national authorities and international agencies?
- Is the coordination among international agencies working in social protection sector efficient?
- Are the modalities of joint programming and pooled funding by international donors and development agencies consistent and coherent?
- What are the perceptions of the international agencies on the role and accountability of the national donor-coordination bodies, especially in the area of M&E and reporting?
- To what extent are the research and evaluations implemented by development agencies in the social protection sector relevant and effective?
- What are the perceptions on the capacity of the national authorities to meet the requirements set by the PD progress indicators?

Objective 4 (Phase 3)

To develop and document the CLE participatory methodology for BiH for a) its further application in the evaluation of development goals in BiH. and b) to contribute to the development of CLEs within the international evaluation community

Geographical focus

The evaluation will include field visits to the selected areas throughout the country and an extensive round of focus groups and interviews with key stakeholders, including CSOs and children, at both national and local levels.

Existing information sources

- BiH MTDS
- UNICEF research, data collection and child rights monitoring programme, Policy Support activities
- Research, policy analysis and evaluations by national and international partners
- UNICEF Programme Policy and Procedure Manual (PPPM)
- Relevant national and international social sector systems and policies
- UNDAF/UNICEF Results matrix, etc..

Organisation and Management

The evaluation will be carried out by an independent external technical team of international and national consultants.

A Steering Committee, composed of Representatives of B&H Government, UNICEF and key stakeholders will be created to manage the evaluation process. The EPPU will lead the Steering Committee and will take the leadership role in managing the evaluation. Technical guidance and support will be provided by UNICEF. Support missions are foreseen at the beginning and at the end of the Evaluation Team’s activities (in situ briefing and debriefing).

The Evaluation will benefit from the support of a Reference Group composed of representatives of major governmental and non-governmental organisations as well as UN agencies and bilateral and multilateral partners associated with the MTDS. The Reference Group will meet in the beginning of the exercise and at the stage of the formulation of conclusions and recommendations. Specific tasks include the following:
a) Advise on Strategic Intent and content of the CLE, as stated in the TOR, and the role that can be played by this exercise for strategy development in view of the next MTDP;

b) Make suggestions on ways and means to implement the CLE, e.g. for the document review, rounds of interviews and focus group discussions, possible field visits, validation of findings and conclusions etc.

c) Once draft findings, conclusions and recommendations have been formulated, provide feedback and contribute to their validation and formulation.
Annex 2: Terms of Reference for the Evaluation Reference Group

Joint Country-led Evaluation Reference Group

The objective of the work of the Reference Group: To ensure the perspective of key stakeholders in social and development outcomes in BiH are included in the evaluation design, analysis and recommendations.

Composition of the Reference Group: The CLE Reference Group will consist of the members of the BiH government at state and entity level, relevant NGOs, representatives of the development organizations and agencies and UNICEF CO/RO/HQ, namely:

- Ministry of Civil Affairs BiH
- Ministry of Human Rights and Refugees/Council for Children BiH
- Ministry of Health and Social Welfare RS, Federal Ministry of Health, FBiH
- Ministry of Education FBiH, Ministry of Education RS
- Ministry of Labour and Social Welfare FBiH
- Representative of the BiH Donor Coordination Working Group
- DFID/LSE Project
- Delegation of European Commission in BiH
- World Bank
- DFID
- UNDP BiH
- UNDP RO Bratislava
- NGO IBHI (for social protection)
- NGO Step by Step (for education)
- IDEAS
- UNICEF RO
- UNICEF BiH

Role/activities of the CLE Reference Group:

1. The CLE RG is to meet at least twice during the CLE process:
   - At the initial inception meeting the RG is to provide feedback on: the design and implementation of the CLE; the relevance of CLE within wider reform process and the Paris Declaration; potential use of CLE as capacity development tool and on mobilization/advocacy potentials of the CLE.
   - To give feedback on the draft evaluation report, proposed follow-up actions, and dissemination and use
2. Interested members of the RG will be contacted during the CLE process for individual consultations, feedback and information dissemination.
3. The CLE RG will propose a final dissemination plan and will provide specific feedback on the future steps in CLE findings analysis and use.
4. The CLE RG will serve as the forum to discuss ongoing social sector/social outcomes evaluations implemented by other institutions and agencies and will potentially act as RG for these evaluations under leadership of government institutions.
### Annex 3: Evaluation Framework

**Objective 1 - Evaluation of the Effectiveness and implementability of child and family focused policies (Revision of the evaluation questions for CLE Objective 1, 19th of March 2007.)**

<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>SUBCATEGORIES</th>
<th>ELABORATION OF EVALUATION QUESTIONS</th>
<th>Revised evaluation questions (re. selected focus)</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>1.1. “To what extent have economic, social, technical, political and administrative criteria been taken into consideration in policy development and implementation in ensuring protection for the best interests of the child?”</td>
<td>To what extent have economic, social, technical, political and admin criteria been taken into consideration in development and implementation of policies that regulate Child Allowances—ensuring the protection for the best interests of the child?</td>
<td>Re Qs 1.1, 1.2, 1.3. DEP – any situational analysis, prior research, or other review documents for: original MTDS; revised MTDS; future policy documents; other policy doc’s; relevant legislation (Family Law…). Sources for doc’s: DEP, NGOs, GOs. Re Q1.4. Review of research, M&amp;E initiatives by development agencies and NGOs – UNICEF, UNDP, EC, ICVA.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.2. “How and to what extent is the evidence on the status of child population, including access to services, informing the policy development process?”</td>
<td>How and to what extent is the evidence on the status of children from households with 3+ children (including their access to services), informing the policy development process?</td>
<td>Re Q1.2, 1.3. Interviews with entity/state-level Ministries or thematic</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.3. “How and to what extent is the process of data collection, evidence on best practices, monitoring and evaluation at national level informing policy development?”</td>
<td>How and to what extent are the following national level processes informing development of policies that regulate children’s allowances: the process of data collection?</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Re Qs 1.1, 1.2, 1.3. DEP – any situational analysis, prior research, or other review documents for: original MTDS; revised MTDS; future policy documents; other policy doc’s; relevant legislation (Family Law…). Sources for doc’s: DEP, NGOs, GOs. Re Q1.4. Review of research, M&amp;E initiatives by development agencies and NGOs – UNICEF, UNDP, EC, ICVA.</td>
<td>Re Q1.2, 1.3, 1.4. Interviews with entity/state-level Ministries or thematic</td>
<td></td>
</tr>
</tbody>
</table>
### EVALUATION CRITERIA

<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>SUBCATEGORIES</th>
<th>ELABORATION OF EVALUATION QUESTIONS</th>
<th>Revised evaluation questions (re. selected focus)</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>children and their families?</td>
<td></td>
<td>studies in policy formulation on social protection in BiH?</td>
<td>• evidence on best practices?</td>
<td>workshop theme - participation?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- how have they been used, and by whom?</td>
<td>• monitoring and evaluation?</td>
<td>Re. Q1. 3, 1.4</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.4. To what extent is the research and evaluations implemented by development agencies in the social protection sector relevant?</td>
<td>To what extent is the research and evaluations implemented by development agencies relevant for policies that regulate children’s allowances?</td>
<td>Interviews with representatives of the key development agencies and NGOs or thematic workshop theme – participation?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- what evidence is there that development agencies’ studies have been used in policy formulation?</td>
<td>- what evidence is there that development agencies’ studies have been used in policy formulation?</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- can policy makers point to key, influential studies?</td>
<td>- Can policy makers point to key, influential studies?</td>
<td></td>
</tr>
</tbody>
</table>

### II. Effectiveness

The extent to which the MTDS attains its stated objectives.

<table>
<thead>
<tr>
<th>Effectiveness of outputs and outcomes: Data collection and data flows</th>
<th>Factors influencing the</th>
<th>2.2. “To what extent are policy and legislative decisions driven by factors beyond the scope of the</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1. “To what extent is the research and evaluations implemented by development agencies in the social protection sector effective?”</td>
<td>Factors influencing the</td>
<td>2.2. “To what extent are policy and legislative decisions driven by factors beyond the scope of the</td>
</tr>
<tr>
<td>- Have studies been well communicated to policy makers?</td>
<td>Factors influencing the</td>
<td>To what extent are decision on policy and legislation of Children’s Allowances driven by factors beyond the</td>
</tr>
<tr>
<td>- Have the studies given value for money in terms of information and influence per dollar spent?</td>
<td>Factors influencing the</td>
<td>To what extent are decision on policy and legislation of Children’s Allowances driven by factors beyond the</td>
</tr>
</tbody>
</table>

Only answered if evidence re. Q1.4, provides answer ‘they are relevant’

Q2.1.1.

Interviews with relevant NGOs/development agencies or theme for thematic workshop - participant

 existing policy
<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>SUBCATEGORIES</th>
<th>ELABORATION OF EVALUATION QUESTIONS</th>
<th>Revised evaluation questions (re. selected focus)</th>
<th>COMMENTS</th>
</tr>
</thead>
</table>
| the objectives?    | achievement of objectives | social protection sector (e.g. the political dimension of the policy development and implementation process, national ownership and donor-driven policy development)?” | scope of the social protection sector, e.g.:  
- does political will influence policy development and implementation process?  
- is there evidence of national ownership and/or donor-driven policy development? | analysis/evaluations? |
|                    |              | - which are the factors that are driving social protection policies?  
- how do they drive policy processes? | | |
| II. Scope          | 2.3. | What are the conceptual/theoretical and gaps in pro-child policy development? | What are the conceptual/theoretical gaps in development of policies for households with three+ children? | Doc. Review noted re. 1 in terms of:  
- rights-based approach (CRC)  
- inclusion/exclusion  
- traditional service language  
Review of education and employment sections re diff MTDS versions |
<p>| III. Efficiency    |              |                                   |                                               |           |</p>
<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>SUBCATEGORIES</th>
<th>ELABORATION OF EVALUATION QUESTIONS</th>
<th>Revised evaluation questions (re. selected focus)</th>
<th>COMMENTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Efficiency of institutional mechanisms</td>
<td>3.1. “To what extent are the mechanisms for policy implementation and addressing key gaps/barriers in the social protection system efficient?”&lt;br&gt;- What are the gaps/barriers in pro-child policy development (financing, targeting and provision of social benefits and services)?&lt;br&gt;- What are the “mechanisms” that have been put in place and how have they been supported/funded?&lt;br&gt;- What has been achieved in terms of outputs?</td>
<td>3.1. What are the mechanisms for the implementation of policies that regulate Children’s Allowances?&lt;br&gt;3.1.1. How have they been supported/funded?&lt;br&gt;3.1.2. Are these mechanisms efficient?&lt;br&gt;3.1.3. What has been achieved in terms of outputs from these mechanisms (i.e. improved targeting)?</td>
<td>Review of the original &amp; revised MTDS&lt;br&gt;Review of existing M&amp;E system and information (what are the indicators, reporting formats, how is the information used?)</td>
<td></td>
</tr>
<tr>
<td>Capacities</td>
<td>3.2. Are state and entity-level policy makers able to establish results-based policies, including M&amp;E standards, within results-based approach?&lt;br&gt;- what evidence is there for an established M&amp;E system for social protection? Is there a results framework in place?&lt;br&gt;- Is it in use for monitoring results and making changes in approach?</td>
<td>Are state and entity-level policy makers able to establish results-based policies, including M&amp;E standards, within results-based approach?&lt;br&gt;- what evidence is there of an established M&amp;E system in relation to Children’s Allowances? Is there a results framework in place?&lt;br&gt;- Is it in use for monitoring results and making changes in the approach of Children’s Allowance distribution and delivery?</td>
<td>Review of the original &amp; revised MTDS&lt;br&gt;Review of existing M&amp;E system and information (what are the indicators, reporting formats, how is the information used?)</td>
<td></td>
</tr>
<tr>
<td>Efficiency of institutional arrangements and partnerships within the</td>
<td>3.3.“Are the coordination and partnership mechanisms at national and sub-national levels in social protection efficient as they relate to the</td>
<td>Are there efficient co-ordination and partnership mechanisms between social protection, financial, employment and other relevant sectors, in relation to</td>
<td></td>
<td></td>
</tr>
<tr>
<td>EVALUATION CRITERIA</td>
<td>SUBCATEGORIES</td>
<td>ELABORATION OF EVALUATION QUESTIONS</td>
<td>Revised evaluation questions (re. selected focus)</td>
<td>COMMENTS</td>
</tr>
<tr>
<td>---------------------</td>
<td>---------------</td>
<td>-----------------------------------</td>
<td>-----------------------------------------------</td>
<td>----------</td>
</tr>
<tr>
<td></td>
<td>policy process</td>
<td>financial and political sectors?</td>
<td>the households with 3+ children on:</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- what multi-sectoral co-ordination</td>
<td>o national level?</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>mechanisms are in place at different</td>
<td>o Sub-national level (entity, Cantonal, local)?</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>levels?</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>- what evidence is there that co-ordination</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>is taking place? Are sectoral policies aligned with</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>respect to children's services; has a social</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>protection approach been mainstreamed; what</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>level of interaction is resulting in what level of</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>co-ordination?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>IV. Sustainability</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>The extent to which the MTDS process is likely</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>to continue after donor funding has been withdrawn.</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>To what extent did the benefits of a programme or project</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>continue after donor funding ceased?</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>What were the major factors which influenced the achievement or non-achievement of</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Are there establish budget lines at the national and sub-national levels, dedicated to social protection expenditure?</td>
<td>Are there established budget lines at the national and sub-national levels, dedicated to expenditure regarding Children’s Allowances?</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>In addition to financial sustainability, what other resources have been established to confer sustainability to the process? Have relevant units been established and staff in the relevant Ministries, Depts, and Agencies? Have staff been trained appropriately? Are reporting and M&amp;E systems in place?</td>
<td>In addition to financial sustainability, what other resources have been established to confer sustainability to the process? Have relevant units been established and staff in the relevant Ministries, Departments and Agencies? Are reporting and M&amp;E systems in place?</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Documentation and interviews re. Children’s Fund in the RS</td>
<td></td>
<td></td>
</tr>
<tr>
<td>EVALUATION CRITERIA</td>
<td>SUBCATEGORIES</td>
<td>ELABORATION OF EVALUATION QUESTIONS</td>
<td>Revised evaluation questions (re. selected focus)</td>
<td>COMMENTS</td>
</tr>
<tr>
<td>---------------------</td>
<td>--------------</td>
<td>-----------------------------------</td>
<td>-------------------------------------------------</td>
<td>----------</td>
</tr>
<tr>
<td>sustainability of the programme or project?</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>V. Outcome</td>
<td>Capacity-building</td>
<td>“Taking into account criteria I through IV, was the net result of MTDS satisfactory?”</td>
<td>Taking into account criteria I-IV, was the net result of policies regulating Children’s Allowances satisfactory?</td>
<td>Discussion during the final Reference Group meeting?</td>
</tr>
</tbody>
</table>
Objective 2

Focus for the evaluation of the objective 2 to focus on the review of 3 selected UNICEF projects/initiatives:

- **Initiative 1**: Data collection, research and policy analysis on children and women (MICS 3, IDD Strategy)
- **Initiative 2**: Inclusive basic services (human rights-based approach to child protection & child friendly schools (HRBAP)
- **Initiative 3**: Community-based activities (PAR - Participation Action Research Groups)

<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>SUBCATEGORIES</th>
<th>EVALUATION QUESTIONS</th>
<th>COMMENTS on Approach and Evidence Base</th>
</tr>
</thead>
</table>
| I. Relevance          | Relevance of program support for policy process | 1.1 “To what extent is the UNICEF research, data collection and child rights monitoring programme relevant to the development and implementation of programmes and policies in the child protection sector in BiH?”
|                       |                                        | - To what extent are social policies based on data evidence?                         | Evidence on Initiative 1:             |
|                       |                                        | - To what extent are the data and information generated through UNICEF support relevant for policy makers? | 1.1 Documents review and Field work to collect evidence on community involvement and impact |
|                       |                                        | - To what extent are the data and information available to and used by policy makers? | a) all UNICEF PD                      |
|                       | Relevance for service-providers and target groups | 1.2 “To what extent are the UNICEF’s Policy Support activities relevant to direct duty bearers and the rights holders in communities?”
|                       |                                        | - Have they been involved in the process of program identification?                   | b) Interviews with partners and stakeholders at national level – entity ministries, DEP, cantonal ministries? |
|                       |                                        | - To what extent do they benefit from activities funded                               | c) Interviews with stakeholders at community level – selected UNICEF pilot municipalities |

**Thematic Workshop 3 to review status of research, data collection and M&E**

**Collation of evidence from Initiatives 1, 2 and 3:**

1.2 Document review - HRBAP, CRC monitoring, MMB, MAP, Education monitoring, PAR report, CPPAG docs

**Thematic workshop to review model of**
<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>SUBCATEGORIES</th>
<th>EVALUATION QUESTIONS</th>
<th>COMMENTS on Approach and Evidence Base</th>
</tr>
</thead>
</table>
| Relevance for national policy objectives | 1.3 "To what extent are UNICEF’s policy support projects in line with national priorities?" | - To what extent do the MTDS and related policies, strategies and legislation address key concerns in relation to the social protection of children?  
- To what extent have child-focused policies and strategies been implemented?  
- To what extent is the implementation of child-focused policies monitored? | Collation of evidence from Initiative 2:  
1.3 Document review - HRBAP – 1st, in relation to the MTDS, CRC monitoring reports, NPA + MTDS; Interviews – UNICEF M&E, DEP  
Thematic workshop to review model of policy change and strategic support |
| Relevance for international donors’ objectives | 1.4 “To what extent are UNICEF policy support projects in line with international development agencies priorities?” | - To what extent is social protection of children addressed in international development agencies country strategies?  
- What is the support and finding on child protection provided by international development agencies? | Collation of evidence from Initiatives 1, 2 and 3:  
1.4 Interviews UNICEF program staff; EC, UNDP, WB, USAID, SC UK + document review |

II. Effectiveness of UNICEF supported initiatives
<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>SUBCATEGORIES</th>
<th>EVALUATION QUESTIONS</th>
<th>COMMENTS on Approach and Evidence Base</th>
</tr>
</thead>
<tbody>
<tr>
<td>The extent to which the programme attains its objectives.</td>
<td>Effectiveness of outputs and outcomes: Data collection and data flows</td>
<td>2.1 “How effective is the UNICEF research, data collection and child rights monitoring programme to the development and implementation of programmes and policies in the child protection sector in BiH?”</td>
<td>Evidence from Initiative 1:</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>a) Analysis of MTDS (original + revised), NPA, Roma strategies, MICS, IPP</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>b) Interviews: UNICEF M&amp;E, program staff in HRBAP, PAR</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Theme Workshop 3 to review status of research, data collection and M&amp;E</td>
</tr>
<tr>
<td></td>
<td>Effectiveness of institutional arrangements: Partnerships and coordination at community level</td>
<td>2.2 “How effective are the partnerships and coordination mechanisms established between community/service delivery/policy development (as defined in the structure of the UNICEF Country Programme) within UNICEF programme of support to the social protection of children?”</td>
<td>Collation of evidence from Initiatives 1, 2 and 3:</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>a) Document review: HRBAP – CPPAG, MMB + NPA</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Interviews with local level (MMB Chairs, Municipal reps, Ministries represented in CPPAGs)</td>
</tr>
<tr>
<td></td>
<td>Factor that influenced the achievements</td>
<td>2.3 “What were the barriers to implementation of the UNICEF-supported policy measures at various levels?”</td>
<td>Collation of evidence from Initiatives 1, 2 and 3:</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>2.3 Interviews with UNICEF program staff; CPPAG members – ministries</td>
</tr>
</tbody>
</table>

IV. Sustainability
<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>SUBCATEGORIES</th>
<th>EVALUATION QUESTIONS</th>
<th>COMMENTS on Approach and Evidence Base</th>
</tr>
</thead>
</table>
| To what extent are the benefits of program support likely to continue after donor funding has been withdrawn? | Ownership among national partners | 4.1 “Is there an adequate balance in:
   a) the roles and accountabilities of national policy makers and,
   b) the international development agencies in development and implementation of social protection policies related to children?” | Evidence from Initiatives 1, 2 and 3:
   4.1 Principally the same as 3.2, but with added emphasis on ministries, DEP
   a) review evaluation report for the UNICEF CRC Monitoring project, review SIA (re. DFID project)
   b) Interviews with donors and stakeholders - UNDP, UNICEF, DFID EC, WB, SCUK, ministries, DEP, Council for Children |
| To what extent did the benefits of a programme or project continue after donor funding ceased? | | | |
| What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project? | | | |
| To what extent are the benefits of program support likely to continue after donor funding has been withdrawn? | | | |
| To what extent did the benefits of a programme or project continue after donor funding ceased? | | | |
| What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project? | | | |

V. Outcome

“Taking into account criteria I through IV, was the net result of UNICEF intervention satisfactory?”

<table>
<thead>
<tr>
<th>SUBCATEGORIES</th>
<th>EVALUATION QUESTIONS</th>
<th>COMMENTS on Approach and Evidence Base</th>
</tr>
</thead>
</table>
| Capacity-building | 5.1 “What are the perceptions on the capacity of the national authorities to meet the requirements set by the PD progress indicators?” | Evidence from Initiatives 1, 2 and 3:
   5.1 Stakeholder interviews |
| Outcomes at community level | 5.2 “What are the outcomes of UNICEF’s Policy Support activities for direct duty bearers and the rights holders in communities?” | Evidence from Initiatives 1, 2 and 3:
   5.2 Field work - MMBs, PAR report (outcomes) – LA interviews |

Objective 3
### III. Effectiveness of donor coordination

The extent to which donor support will help to maximise/optimise the relation between resources and desired results.

<table>
<thead>
<tr>
<th>EVALUATION CRITERIA</th>
<th>SUBCATEGORIES</th>
<th>EVALUATION QUESTIONS</th>
<th>COMMENTS on Approach and Evidence Base</th>
</tr>
</thead>
</table>
| Donor support and donor coordination | 3.1 “To what extent are the UNICEF-defined results harmonised with the nationally-defined results in the social protection/child protection field?” | Evidence from Initiatives 1, 2 and 3:  
3.1 Review of donor strategy papers and program evaluations - MTDS + project documents |
| | 3.2 “Is the coordination among international agencies working in social protection sector efficient?” | a) review evaluation report for the UNICEF CRC Monitoring project, review SIA (re. DFID project)  
Interviews with donors and stakeholders - UNDP, UNICEF, DFID EC, WB, SCUK, ministries, DEP, Council for Children |
| | 3.3 “What are the perceptions of the international agencies on the role and accountability of the national donor-coordination bodies, especially in the area of M&E and reporting?” | 3.3 As 3.2 + donors for the new HRBAP project – EC, Norway? |
| | 3.4 Are the modalities of joint programming and pooled funding by international donors and development agencies consistent and coherent?” | Scenario on donor-coordinated support to project outcomes as part of synthesis |
## Annex 4: Stakeholders Participating in the CLE

<table>
<thead>
<tr>
<th>Stakeholders</th>
<th>1st thematic workshop</th>
<th>2nd thematic workshop</th>
<th>3rd thematic workshop</th>
<th>Reference Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agency for Statistics BiH</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Brčko Distrikt</td>
<td></td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Child Protection fund RS</td>
<td></td>
<td></td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>Delegation of European Commission in BiH</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>DFID</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>DFID/LSE Project</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Federal Agency for Statistics</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Federal Ministry of Health, FBiH</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>Federal Ministry of labour and social policy</td>
<td></td>
<td></td>
<td>X</td>
<td>x</td>
</tr>
<tr>
<td>HO “Nasa djeca”</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>Public Health Institute RS</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>LSE Consortium</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry for labour, social policy and refugees, ZE-DO Canton</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>Ministry of Civil Affairs BiH</td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>Ministry of Education FBiH</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Ministry of Education RS</td>
<td></td>
<td></td>
<td></td>
<td>X</td>
</tr>
<tr>
<td>Ministry of Health and Social Welfare RS,</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Health and Social Welfare RS,</td>
<td></td>
<td></td>
<td>X</td>
<td>x</td>
</tr>
<tr>
<td>Ministry of Human Rights and Refugees/Council for Children BiH</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Labour and SW, Bosansko-podrinjski Kanton</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Labour and SW, Kanton 10</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Labour and SW, Kanton 10</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Labour and SW, Posavski Kanton</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Labour and SW, USK</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Municipality Gradiska</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NGO “Budimo aktivni”</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th></th>
<th>1&lt;sup&gt;st&lt;/sup&gt; thematic workshop</th>
<th>2&lt;sup&gt;nd&lt;/sup&gt; thematic workshop</th>
<th>3&lt;sup&gt;rd&lt;/sup&gt; thematic workshop</th>
<th>Reference Group</th>
</tr>
</thead>
<tbody>
<tr>
<td>NGO “Zdravo da ste”</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NGO IBHI (for social protection)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NGO Step by Step (for education)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prism Research</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Representative of the BiH Donor Coordination Working Group</td>
<td></td>
<td></td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>Save the Children UK BiH</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Save the Children UK, Regional Office for SEE</td>
<td></td>
<td></td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>UNDP BiH</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>UNDP RO Bratislava</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>UNICEF BiH</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>UNICEF RO</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
</tr>
<tr>
<td>World Bank</td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
</tr>
</tbody>
</table>
### Annex 5: Documentation of Methodology used for this CLE

<table>
<thead>
<tr>
<th>Activity</th>
<th>Justification</th>
<th>ITAD input</th>
<th>DEP input</th>
<th>UNICEF input</th>
<th>Sources of information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definition of the evaluation focus</td>
<td>Resources available (time, funding) don't allow for a thorough evaluation of each component of social protection in BiH</td>
<td>Review of the MTDS</td>
<td>Comments re. the draft workplan (3hr meeting with ITAD consultants)</td>
<td>Same as DEP</td>
<td>ToR Draft workplan for objective 1 Final workplan for objective 1 Revised MTDS</td>
</tr>
<tr>
<td>Revision of evaluation questions according to the selected focus</td>
<td>Checking whether all questions are still applicable/need further refinement when the study focus is applied</td>
<td>Revision of the Objective 1 evaluation questions in Bosnian and English, according to the selected evaluation focus</td>
<td>Comments on the revised questions</td>
<td>Same as DEP</td>
<td>None</td>
</tr>
<tr>
<td>Literature review</td>
<td>In order to use the remaining evaluation resources most efficiently, a literature review according to the revised questions was conducted and served the following purposes:</td>
<td>Gathering of relevant documents Drafting of the literature review Collating of comments from DEP and UNICEF</td>
<td>Gathering of relevant documents (re. DEP activities) Comments on the draft literature review.</td>
<td>Comments on the draft literature review</td>
<td>The BiH Action Plan for Children The Original MTDS (2004) The Revised MTDS (2006) For other documents, see Literature</td>
</tr>
<tr>
<td>Devising a plan for the thematic workshops</td>
<td>Based on the gaps in evidence identified based on the literature review, a plan was devised for the use of thematic workshops.</td>
<td>Amendments of the plan for the thematic workshops devised by DEP, based on the literature review</td>
<td>Devising of the first draft of the plan for thematic workshops</td>
<td>Comments on the thematic workshop plans provided by DEP staff and ITAD consultants</td>
<td>The literature review</td>
</tr>
<tr>
<td>Thematic workshops</td>
<td>Thematic workshops were utilized for further data gathering in order to ensure efficient and effective</td>
<td>Preparation of the work materials for both of the</td>
<td>Comments on the work materials, participant observation of the</td>
<td>Same as DEP</td>
<td>The literature</td>
</tr>
</tbody>
</table>
### Activity

**Case study on the implementation of Children’s Allowances (evaluation focus for Objective 1)**

Based on a proposal by UNICEF, a case study was also used as one of the evaluation methods. Since other relevant topics didn’t include enough material or were already emphasized in other documents, it focused on the implementation of the study focus (Children’s Allowances) on the local level. This was also to ensure linkages between different parts of the evaluation process.

The sample selection was conducted jointly for the Objectives 1&2 (selection of two municipalities - one in the FBiH - Kakanj, one in the RS - Gradiska). Interviews were conducted with the staff at the Centers for Social Work (CSW) in the two municipalities, a representative of the Cantonal line Ministry (in relation to the municipality from the FBiH - Zenica-Doboj Canton) and the entity line Ministries in relation to the selected evaluation focus.

### Justification

- data gathering through group-based facilitated discussions on the topics selected based on the literature review.
- thematic workshops (in English and Bosnian), facilitation of the thematic workshops, transcribing of the workshops, drafting of the notes from the workshop (in English and Bosnian) for distribution to the participants (to receive comments and confirmation on their accuracy).
- workshops, comments on the notes from the workshop.
- Proposal regarding the inclusion of a question related to Children’s Allowances to a questionnaire DEP was sending out to all the municipalities (unrelated to the evaluation). Since deadline for devising a question was half a day, this opportunity was missed (since the evaluation focus is not a single question issue)
- Selection of the topic for the case study.
- Comments on the drafted case study.

### ITAD input

- Devising of a semi-structured interview guide
- Data gathering
- Transcriptions
- Analysis
- Drafting of a case study

### DEP input

- Proposal regarding the inclusion of a question related to Children’s Allowances to a questionnaire DEP was sending out to all the municipalities (unrelated to the evaluation). Since deadline for devising a question was half a day, this opportunity was missed (since the evaluation focus is not a single question issue)
- Selection of the topic for the case study.
- Comments on the drafted case study.

### UNICEF input

- The literature review
- Representatives of the CSWs in Gradiska and Kakanj
- Representative of the Ministry for Social Welfare in Zenica-Doboj Canton
- Representatives of the Ministry of Health and Social Welfare in the RS
- And Ministry of Labour and Social Policy in the FBiH

### Sources of information

- review

---

[i] i.e. some examples of good practice were over-described in the MTDS and other relevant documents (i.e. the Child Protection Fund in the RS). Other examples were only potential good practices, since these were in the process of initiation or were initiated within the past few months (i.e. the DEP initaliative on the Child and social protection advisory groups on different governance levels).
<table>
<thead>
<tr>
<th>Activity</th>
<th>Justification</th>
<th>ITAD input</th>
<th>DEP input</th>
<th>UNICEF input</th>
<th>Sources of information</th>
</tr>
</thead>
</table>
| Reference group      | In order to ensure the perspective of key stakeholders in social and development outcomes in BiH are included in the evaluation design, analysis and recommendations, a reference group was initiated for the evaluation. It included representatives from:  
  - the relevant line ministries (social protection, health, education, civil affairs) on entity and state level  
  - relevant local NGOs (working with UNICEF)  
  - relevant international NGOs (involved in child and social protection)  
  - relevant supranational organizations (involved in child and social protection),  
  - relevant donors (supporting child and social protection initiatives).  
  The group had three meetings in total:  
  - at the beginning of the evaluation (to provide comments on the proposed evaluation framework),  
  - after the initial literature review (to provide comments), and  
  - at the end of the evaluation (to provide comments on the final draft of the evaluation report and to finalise the recommendations). | Presentation of the evaluation framework (at the first meeting), evaluation progress (at the second meeting) and draft findings and recommendations (at the last meeting). | Initiation of the Reference Group for the purpose of the evaluation.  
Selection of the Reference group members (in collaboration with UNICEF).  
Regular communication and distribution of materials to the reference group. | Selection of the Reference group members (in collaboration with DEP).  
Support to DEP in the preparation of the Reference Group meetings, as and when required. | The evaluation framework.  
The initial literature review.  
The draft report. |
### Annex 6: Review of CLE process

<table>
<thead>
<tr>
<th>Step</th>
<th>Strengths</th>
<th>Weaknesses</th>
<th>Recommendation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Define purpose and scope of CLE</td>
<td>TOR have been prepared in a collaborative approach; the objectives clearly distinguish between the national process (Objective 1) and the UNICEF contribution (Objective 2)</td>
<td>At this stage process has still been driven by UNICEF</td>
<td>TOR should be reviewed by the Reference Group</td>
</tr>
<tr>
<td>Define institutional set-up</td>
<td>DEP’s role has been defined as leading the CLE process; it has taken over initiative in steering the process. UNICEF has taken a lead as supporting build capacities for CLE through this exercise. Reference group has been identified as a key stakeholder forum in CLE process. Reference group includes representatives of ministries, NGOs and international donors.</td>
<td>Role of Reference Group limited to general review and discussion of evaluation progress and outputs</td>
<td>Reference Group could have a more substantial role in contributing to evaluation findings. Wider participation of civil society, as suggested by some Reference Group members, could help to ensure that a variety of social groups are represented</td>
</tr>
<tr>
<td>Develop evaluation framework</td>
<td>Evaluation framework has been submitted by the consultants as part of their work proposal; this has helped to develop a shared understanding of the evaluation focus and approach. UNICEF and DEP have provided feedback and comments.</td>
<td>Reference Group has not been involved at this stage.</td>
<td>It is critical that the reference group provides their suggestions at this stage</td>
</tr>
<tr>
<td>Present evaluation framework</td>
<td>Reference Group did not receive information on their role and the specific contents of the evaluation prior to the first meeting. After material has been sent to the reference group, the evaluation framework has been presented again during the second reference group meeting.</td>
<td></td>
<td>Information on the purpose and contents of the evaluation must be made available to key stakeholders at an early stage. Stakeholders’ roles need to be discussed and clearly defined.</td>
</tr>
<tr>
<td>Elaborate detailed evaluation questions and work plan</td>
<td>Feedback from DEP and UNICEF has been included through meetings and discussions.</td>
<td></td>
<td>Feedback from wider range of stakeholders could be obtained during previous step of presenting the evaluation</td>
</tr>
<tr>
<td>Step</td>
<td>Strengths</td>
<td>Weaknesses</td>
<td>Recommendation</td>
</tr>
<tr>
<td>----------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Identify case studies and practice areas for detailed review.</td>
<td></td>
<td>Only two case studies done in this CLE. Case studies are a useful method for in-depth study of policy impacts and processes. A number of different case studies may provide solid evidence. Case studies and practice areas could be identified through wider consultation to ensure that they are aligned with their key concerns for this evaluation.</td>
<td></td>
</tr>
<tr>
<td>Collect data through documents review</td>
<td>DEP has provided key policy documents.</td>
<td>Some difficulties in accessing additional documents.</td>
<td>A comprehensive review of policy documents should include documents provided by other ministries and institutions. References Group should facilitate access to documentation.</td>
</tr>
<tr>
<td>Collect data through review of statistical data</td>
<td></td>
<td>Statistical data have not been used for this CLE.</td>
<td>Statistical Bureaus are key stakeholders in the MTDS monitoring process. Their data should be used for CLE.</td>
</tr>
<tr>
<td>Collect data through visits, interviews or survey among wider institutions and stakeholders</td>
<td></td>
<td>Not a major method for this evaluation</td>
<td>Institutional visits, interviews and surveys may provide sound evidence on institutional processes, attitudes and behavior which can be used for qualitative and quantitative analysis.</td>
</tr>
<tr>
<td>Collect data through field visits and interviews of beneficiaries</td>
<td></td>
<td></td>
<td>Field studies are important to gain data and feedback from grassroots levels and primary stakeholders. Sufficient time and budget should be provided to allow for more comprehensive field studies.</td>
</tr>
<tr>
<td>Collect data through thematic workshops</td>
<td>Thematic workshops have been a useful tool for engaging stakeholders in the joint analysis of key thematic issues.</td>
<td>As a result of the very tight work plan several thematic workshops with the same group of participants had to be held within a very short period which led to some workshop fatigue.</td>
<td>Sufficient time should be allowed in the work plan to conduct a series of thematic workshops. A wider range of participants may provide additional views and information.</td>
</tr>
<tr>
<td>Data Analysis and Synthesis of Findings</td>
<td>Joint review and analysis of data has added to the findings.</td>
<td>Most of the analysis has been done through open discussion which has limited the scope and depth of the analysis</td>
<td>More diagnostic tools for systematic analysis of institutional processes and policy should be added to the CLE methodology.</td>
</tr>
<tr>
<td>Step</td>
<td>Strengths</td>
<td>Weaknesses</td>
<td>Recommendation</td>
</tr>
<tr>
<td>------------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Reference group meetings</td>
<td>DEP has successfully utilized the reference group meetings to mobilize partner agencies and define its role in the MTDS monitoring process. Reference group members have been genuinely interested and engaged in the process. Relations between key actors in the MTDS process have been built in the process.</td>
<td></td>
<td>Reference group meetings should become the key strategic process within the CLE. CLE findings and recommendations should feedback into the MTDS process through reference group.</td>
</tr>
<tr>
<td>Feedback findings</td>
<td>Findings have been clearly structured according to the evaluation framework</td>
<td>Findings (&amp; evidence) on some evaluation questions have been limited</td>
<td>Findings should be clearly presented according to key evaluation concerns They need to be supported by evidence which has been built through a well-structured approach of data collection and analysis</td>
</tr>
<tr>
<td>Good practices and lessons learned</td>
<td>A few good practices have been identified through this evaluation</td>
<td></td>
<td>A shared understanding of what defines a “Good Practice” among key stakeholders will be important</td>
</tr>
<tr>
<td>Recommendations for strategy development</td>
<td></td>
<td></td>
<td>Recommendations should be clear and forward-looking</td>
</tr>
</tbody>
</table>
### Annex 7: A Review of MTDS Measures and Monitoring

<table>
<thead>
<tr>
<th>No.</th>
<th>Activity</th>
<th>Action Plan for Children and measure No. 3.6.4.</th>
<th>MTDS1, with deadlines</th>
<th>Monitoring 08/03-03/04</th>
<th>Monitoring 08/03-11/04</th>
<th>Monitoring 08/03-03/05</th>
<th>Monitoring 08/03-10/05</th>
<th>Revised MTDS May 06</th>
<th>Dec 06</th>
</tr>
</thead>
<tbody>
<tr>
<td>25</td>
<td>Create new Laws on Social Protection, that will define minimum social welfare on the BiH level</td>
<td>1-6/2005</td>
<td>N/A</td>
<td>-</td>
<td>318, FBiH – completed 319 – RS – The new Law is currently prepared</td>
<td>350, FBiH completed 351, RS – The budgetary implications of the Law may create problems. Talks with Ministry of Finance are to be conducted in regards to this issue.</td>
<td>1-6/2007</td>
<td>535(FBiH) Completed 1-6/05</td>
<td>536 (RS) Completed 1-6/05 The new Law on Social Protection is accepted. The budgetary implications of the Law may create problems.</td>
</tr>
<tr>
<td></td>
<td>38/101 Define minimum social rights in BiH</td>
<td>1-6/ 2004 Ministry of Labour and Social Policy (MLSP) FBiH Ministry of Health and Social Welfare RS (MHSW)</td>
<td>6-12/04 MLSP FBiH</td>
<td>N/A</td>
<td>-</td>
<td>338 Currently implemented (but with no mention of the child supplement</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>56</td>
<td>Accept changes and amendments to the existing Law on Basic Social Welfare, Welfare of Civil War Victims and Family Law, to transfer Child Supplement to the entity level in the FBiH</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>57</td>
<td>Creation of the Family Law in the FBiH</td>
<td>6-12/05 MLSP FBiH</td>
<td>N/A</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>58</td>
<td>Create a decision on minimum</td>
<td>Yes</td>
<td>6-12/04</td>
<td>N/A</td>
<td>-</td>
<td>-</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

---

89 The report focused on the urgent MTDS measures.
<table>
<thead>
<tr>
<th>No.</th>
<th>Activity</th>
<th>Action Plan for Children and measure No.</th>
<th>MTDS1, with deadlines</th>
<th>Monitoring 08/03-03/04</th>
<th>Monitoring 08/03-11/04</th>
<th>Monitoring 08/03-03/05</th>
<th>Monitoring 08/03-10/05</th>
<th>Revised MTDS May 06</th>
<th>Dec 06</th>
</tr>
</thead>
<tbody>
<tr>
<td>59</td>
<td>Create a Children’s Fund for FBiH</td>
<td>6-12/04</td>
<td>MLSP FBiH</td>
<td>N/A</td>
<td>-</td>
<td>-</td>
<td>374 9-12/2005</td>
<td>557</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Child Supplement in both entities, with clearly established eligibility criteria.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Currently implemented 9-12/07</td>
<td>Family Law is drafted and Canton’s gave it a positive opinion. 87 million KM is planned for the funding in the first year, while the percentage of the net pay to fund the Fund in future is currently considered.</td>
<td></td>
</tr>
<tr>
<td>101</td>
<td>Create solidarity fund</td>
<td>34</td>
<td>1-6/2006 MLSP FBiH</td>
<td>N/A</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Create a solidarity fund or a Child Protection Fund on the solidarity and subsidiarity principle to ensure equal foundations for the minimum rights (Child supplement, within the fight against poverty)</td>
<td>Yes 3.6.5.</td>
<td>MLSP FBiH MHSW RS</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>60</td>
<td>Create a data base for monitoring</td>
<td>Da 3.6.6.</td>
<td>6-12/04 MLSP FBiH</td>
<td>N/A</td>
<td>-</td>
<td>-</td>
<td>325 Currently implemented. In the RS, 20 CSWs are already putting</td>
<td>541</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Create solidarity fund or a Child Protection Fund on the solidarity and subsidiarity principle to ensure equal foundations for the minimum rights (Child supplement, within the fight against poverty)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>It is expected that the completion will</td>
<td>Currently implemented. In the FBiH there is a data base installed and professionals trained for it's use but the data</td>
<td></td>
</tr>
<tr>
<td>No.</td>
<td>Activity</td>
<td>Action Plan for Children and measure No.</td>
<td>MTDS1, with deadlines</td>
<td>Monitoring 08/03-03/04</td>
<td>Monitoring 08/03-03/05</td>
<td>Monitoring 08/03-10/05</td>
<td>Revised MTDS</td>
<td>Dec 06</td>
<td></td>
</tr>
<tr>
<td>-----</td>
<td>--------------------------------------------------------------------------</td>
<td>-----------------------------------------</td>
<td>------------------------</td>
<td>------------------------</td>
<td>------------------------</td>
<td>------------------------</td>
<td>---------------</td>
<td>--------</td>
<td></td>
</tr>
<tr>
<td>61</td>
<td>Define a Family Policy in both entities (refers also to Child Supplements)</td>
<td>Yes 3.6.1</td>
<td>1-6/06 MLSP FBiH MHSW RS, Cantonal Ministries</td>
<td>N/A</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>39</td>
<td>Continual revisions of the current service users.</td>
<td>100 Continual activity</td>
<td>316, 317</td>
<td>349</td>
<td>520</td>
<td>549</td>
<td>Continual activity MHSW RS MLSP FBiH</td>
<td></td>
<td></td>
</tr>
<tr>
<td>44</td>
<td>Initiate closer inter-sectoral co-operation with health, education, legal system.</td>
<td>106 Continual activity</td>
<td>329 Continual activity</td>
<td>360 Continual activity</td>
<td>526</td>
<td>528 FBIH and RS</td>
<td>Continual activity 4 Co-operation between these sectors happens, but not on continual basis but based on particular issue/need.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

549 Currently implemented 1-6/06 In the RS, this policy is mandate of the MHSW. In 2006, this ministry already implemented certain measures, funded from the RS budget.

520 Continual activity In the FBiH, the revision is currently and continually implemented. Revision of existing service users is part of the everyday job in the RS social services.

526 Continual activity 4 Co-operation between these sectors happens, but not on continual basis but based on particular issue/need.

44 Ensure improved material position of the service users.
<table>
<thead>
<tr>
<th>No.</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>107</td>
<td>Strengthening of the statistic institutions on all levels with an aim of monitoring of social situation and impact of the social welfare.</td>
</tr>
<tr>
<td>45/ 108</td>
<td>Though regular household budget surveys and life standard measurements, gather reliable data for the creation of social policies in the FBiH and the RS.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>No.</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activity</th>
<th>Action Plan for Children and measure No.</th>
<th>MTDS1, with deadlines</th>
<th>Monitoring 08/03-03/04</th>
<th>Monitoring 08/03-11/04</th>
<th>Monitoring 08/03-03/05</th>
<th>Monitoring 08/03-10/05</th>
<th>Revised MTDS May 06</th>
<th>Dec 06</th>
</tr>
</thead>
<tbody>
<tr>
<td>107</td>
<td>Strengthening of the statistic institutions on all levels with an aim of monitoring of social situation and impact of the social welfare.</td>
<td>361 Continually implemented</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>Continual BiH statistical organisations</td>
<td>Continual implemented</td>
<td>Continual implemented</td>
</tr>
<tr>
<td>45/ 108</td>
<td>Though regular household budget surveys and life standard measurements, gather reliable data for the creation of social policies in the FBiH and the RS.</td>
<td>527 Continually implemented</td>
<td>Continually implemented</td>
<td>Continually implemented</td>
<td>Continually implemented</td>
<td>Continually implemented</td>
<td>Continually implemented</td>
<td>Continually implemented</td>
</tr>
</tbody>
</table>

Governments and the Council of Ministers accepted a social programme to counter consequences of the VAT introduction. In this case, this act doesn’t relate to the improvement of service users position, but keeping it the same, due to the increase In prices of the basic foods.
<table>
<thead>
<tr>
<th>No.</th>
<th>Activity</th>
<th>Action Plan for Children and measure No.</th>
<th>MTDS1, with deadlines</th>
<th>Monitoring 08/03-03/04</th>
<th>Monitoring 08/03-11/04</th>
<th>Monitoring 08/03-03/05</th>
<th>Monitoring 08/03-10/05</th>
<th>Revised MTDS May 06</th>
<th>Dec 06</th>
</tr>
</thead>
</table>
| 109 | Insure better targeting of the poor through social programmes. | N/A | N/A | N/A | N/A | N/A | **2007-04-04**
|     |          |                                        |                        |                        |                        |                        | **BiH Council of Ministers**
|     |          |                                        |                        |                        |                        |                        | **FBiH government**
|     |          |                                        |                        |                        |                        |                        | **RS government**
|     |          |                                        |                        |                        |                        |                        | **CSWs**
|     |          |                                        |                        |                        |                        |                        | **Continually implemented**
|     |          |                                        |                        |                        |                        |                        | **EPPU**
|     |          |                                        |                        |                        |                        |                        | **FBiH Gov’t**
|     |          |                                        |                        |                        |                        |                        | **RS Gov’t**

From these data we can conclude that household surveys are not continually implemented but carried out on ad hoc basis, depending on donor funding availability. LSMS is not currently planned, with the last measurement done in 2004. In regards to this, the HBS which will be implemented in 2007 will provide poverty and life standard data for 2008. In the period 2005-2006, due to lack of research, life standard data is not available. Hence, social policy planning and creation is not continual and not in line with up-to-date data.
<table>
<thead>
<tr>
<th>No.</th>
<th>Activity</th>
<th>Action Plan for Children and measure No.</th>
<th>Monitoring 08/03-03/04 ²⁹</th>
<th>Monitoring 08/03-11/04</th>
<th>Monitoring 08/03-03/05</th>
<th>Monitoring 08/03-10/05</th>
<th>Revised MTDS May 06</th>
<th>Dec 06</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>MTDS1, with deadlines</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Cantonal Gov’s Local Communities</td>
<td></td>
</tr>
</tbody>
</table>
Annex 8: Recommended Checklist on Strategic Influencing

<table>
<thead>
<tr>
<th>Key issues</th>
<th>Possible entry points</th>
<th>Strategic actions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Political Context:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>□ Key stakeholders and policymakers in the MTDS process</td>
<td>□ Know the policymakers, their agendas, needs and constraints.</td>
<td>□ Continue to build partnerships within the government.</td>
</tr>
<tr>
<td>□ Policymaker’s demand for information</td>
<td>□ Identify potential supporters and opponents.</td>
<td>□ Support partners in defining their information needs</td>
</tr>
<tr>
<td>□ Capacity constraints and sources resistance</td>
<td>□ Analyse policy processes and prepare for opportunities to join in.</td>
<td>□ Review M&amp;E experiences within the government, using a systemic perspective and identify areas for capacity building</td>
</tr>
<tr>
<td>□ Monitoring requirements</td>
<td>□ Look out for - and react to - unexpected policy windows.</td>
<td></td>
</tr>
<tr>
<td>□ Opportunities and timing for input into formal processes</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| **Evidence:** | | |
| □ Indicators: kind of indicators and how they have been defined | □ Establish credibility over the long term. | □ Build up programmes of high-quality work. |
| □ Data collection methods | □ Provide practical solutions to problems. | □ Action-research and Pilot projects to demonstrate benefits of new approaches. |
| □ Data quality | □ Establish legitimacy. | □ Use participatory approaches to help with legitimacy and implementation. |
| □ Data flows | □ Build a convincing case and present clear policy options. | □ Clear strategy for communication from the start. |
| □ Information that is required by policymakers | □ Package new ideas in familiar theory or narratives. | □ Ensure that evidence can be used for country M&E |
| □ Data presentation | □ Communicate effectively. | |

| **Links:** | | |
| □ Key stakeholders in data collection systems (government, researchers, NGOs) | □ Get to know the other stakeholders. | □ Partnerships between researchers, policymakers and policy end-users. |
| □ Roles and responsibilities in M&E | □ Establish a presence in existing networks. | □ Identify key networkers and salesmen. |
| □ Other links and networks | □ Build coalitions with like-minded stakeholders. | □ Help to build trust between NGOs/researchers and policy makers. |
| □ Supply and demand | □ Build new policy networks. | □ Strengthen institutional links within the country M&E system |
| | □ Lessons on institutional aspects of country M&E | |

| **External Influences:** | | |
| □ Role of international donors in the MTDS process | □ Identify potential supporters, key individuals and networks. | □ Position key role to strengthen country-led approaches to donor coordination. |
| □ Their influence and priorities | □ Establish credibility. | |
| □ Studies that have been supported | □ Keep an eye on donor policy and look out for policy windows. | |
| □ • Policies of the donors funding the research | | |

Adapted from: John Young and Julius Court. 2004. Bridging Research and Policy in International Development: An analytical and practical framework. ODI Briefing Paper October 2004
Annex 9: List of respondents interviewed during this evaluation

Aida Pilav, Federal Health Public Institute, MICs Coordinator for FBIH
Amela Lolić, Deputy Minister of MoH, IDD Coordinator for RS
Antonio Mosca, Project Manager, MOVIMONDO, – Program “Improving the Conditions of Children and Youth in Bosnia and Herzegovina”
Asim Zečević, Deputy Minister of Labour and Social Affairs, FBiH
Biljana Kovačević, Representative of the Centre for Social Work, Member of the Municipal Management Board
Branko Bjelovuk, Head of Department for social affairs of Municipality Gradiska, Chairman of the Municipal Management Board
Claudio Chiapparini, Project Manager, CISP – Program “Improving the Conditions of Children and Youth in Bosnia and Herzegovina”
Emina Semić, Pedagogue in elementary school Hamdija Kreševljaković - Municipality of Kakanj, Member of the Municipal Management Board
Fahir Ajdinović, Centre for Social work, Municipality of Kakanj, Member of the Municipal Management Board
Hasan Topalović, Deputy Minister in the Ministry for Labor, Social Policy and Refugees, Zenica Doboj Canton
Irena Jokić, Federal Public Health Institute, MICs Coordinator for FBIH
Ismet Kapetanović, NGO "Budimo aktivni", implementing organisation of UNICEF - PAR project
Ljiljana Stanivuk, Public Health Institute of the Republika Srpska
Ljubo Lepir, Deputy Minister for Social Protection RS Government
Miroslav Stijak, MICs Coordinator for the RS
Momir Popić – Director, Child Protection Fund RS
Rubeena Esmail-Arndt, Director of Program for Youth - GTZ
Sabahudin Višo, Director of the Centre for Social Work, Kakanj
Sedim Habibović, Centre for mental health, Municipality Kakanj, Member of the Municipal Management Board
Tamara Todorović, NGO “Zdravo da ste” Banja Luka
Thomas Vanke, Coordination Analyst, Office of the UN Resident Coordinator
Vedad Ramljak, Health and Social Protection Consultant, World Bank
Zehra Salman, NGO Nasa djeca, Sarajevo, implementing organisation of UNICEF - PAR project
Zlatko Vučina, Director of Federal Health Public Institute, IDD coordinator for FBIH
Annex 10: List of Documents


Council of Ministers of BiH (2004), Mid-term Development Strategy for BiH, available on http://www.dep.ba/bh/content/view/54/73/

Council of Ministers of BiH, (2007), Aid Coordination Strategy of Bosnia and Herzegovina and General Estimate of the Technical Assistance Needs, Sarajevo, March 29


DFID and the Embassy of the Kingdom of the Netherlands, (2006a), Action Plan for Improving the BiH Aid Coordination System through Stronger Linkages between Policies/Strategies and Public Finance Management

DFID and the Embassy of the Kingdom of the Netherlands, (2006b), Popis Aktivnosti za pripremu akcionog plana za jačanje sistema koordinacije međunarodne pomoći u BiH


Donor Coordination Forum, Meeting minutes: February 9, 2006; March 22, 2006; May 5, 2006; September 26, 2006


IBHI (2005a) Social protection and social work – potential for application of the client led approach model in BiH. Sarajevo: IBHI, February

-- (2005b) Project document: piloting child protection system reform at central and local levels in Bosnia and Herzegovina, March


-- (2006b) Piloting child protection system reform at central and local levels in Bosnia and Herzegovina; Development of monitoring system for school enrolment - Final report on implementation (September 2005 – September 2006), October


Lolić, Amela (1999), Report on Project Implementation, ‘Assessment of Iodine Prophylaxis in Children Suffering from Goiterous Condition from 7-14 years of Age in the Republic of Srpska;


UNDP (2007), Donor Mapping Report


-- (2000b), Draft Country Survey Plan Bosnia and Herzegovina

-- (2001) Guidance for Collaboration with Non Governmental Organizations and Community Based Organizations in Country Programmes of Cooperation

-- (2005-2006), Report, Research Project Iodine Status of the Population of Bosnia and Herzegovina

-- (2005-2008), Country Programme Action Plan Between the Government of Bosnia and Herzegovina and UNICEF

-- (2006a), “IDD”, Elimination of Iodine Deficiency Disorders in BiH, April

-- (2006b) Report on Analysis of the key players’ capacities - participation of children and youth in B&H, March

-- (2006c), draft report - Assessment of socio-economic policy impact on children in Bosnia and Herzegovina Child Rights Impact Assessment (CRIA) - qualitative study component, July

-- (2006d) Capacity Gap Analysis on Participation and Governance in Communities in BiH: Assessment and development of baseline for child and youth participation - Terms of Reference


-- (2007b) Findings from Bosnia and Herzegovina Multiple Indicator Cluster Survey 2006, February

-- (2007c) Second Report to DFID, Multiple Indicator Cluster Survey in BiH, March


-- (2007e) Participatory Action Research – Elements of Good Practice of Participation of Children and Youth in BiH, January


WHO (2001), Assessment of Iodine Deficiency Disorders and Monitoring their Elimination; A guide for programme managers

-- (2005) Istraživački Projekat: Jodni status stanovništva BiH, UNICEF BiH; Assessment of the iodine deficiency disorders and monitoring their elimination; WHO; Geneva, 2001(WHO/NHD/01.1)

World Bank (2000), Bosnia and Herzegovina: Post Conflict Reconstruction