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## Final-Term Evaluation of “Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina” Joint Program.

July-September, 2022.  
Bosnia and Herzegovina  
Commissioned by UNDP Bosnia and Herzegovina

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Programme Title: Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina - Implementing Party: UNDP, UNICEF, UNFPA, FAO and UNESCO

Purpose of the Programme: The overall goal of the Joint UN Programme is for local governments in Bosnia and Herzegovina to have improved their DRR institutional capacities, frameworks, public services and partnerships, and population in risk-exposed localities is less vulnerable socially and economically to effects of disasters and climate change.

Programme start date: January 1st 2019, Project end date: 30/06/2023.

Programme total budget: \$4,321,948 Source of funding: Government of Switzerland and Participating UN Organizations.

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## **Acknowledgements**

The Evaluation team would like to express gratitude to all of the Joint Programme teams, partners and stakeholders who participated in the evaluation. In particular to the programme management unit for facilitating the evaluation activities, as well as the UN country offices and Management Teams.

## **Disclaimer**

This report is the work of independent consultants, and doesn't necessarily represent the views, policy or intentions of participating UN agencies, the Governments and project partners. The opinions and recommendations in the evaluation will be those of the Evaluators and do not necessarily reflect the position of UN agencies, or any of the Programme stakeholders.

## List of acronyms

BIH	Bosnia and Herzegovina
CA	Convening Agent
CC	Climate change
CCA	Climate Change Adaptation
CoP	Conference of Parties
CSOs	Civil society organizations
DRAS	Disaster Risk Analysis System
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EPR	Emergency Preparedness and Response
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GDP	Gross Domestic Product
IOM	International Organisation for Migration
LG	Local Government
MoS	Ministry of Security of Bosnia and Herzegovina
MOU	Memorandum of Understanding
MPTF	Multi-partner Trust Fund
PUNO	Participating UN Organizations
SAA	Standard Administrative Arrangement
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SFA	Sendai Framework for Disaster Risk Reduction
SOP	Standard Operating Procedure
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	The United Nations Population Fund
UNICEF	United Nations International Children's Emergency Fund)
UNV	The United Nations Volunteers

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## Executive summary

**Background:** The Joint UN Programme “Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina” is supported by the Swiss Embassy and United Nations in Bosnia and Herzegovina, implemented by UNDP, UNICEF, UNESCO, FAO and UNFPA in Bosnia and Herzegovina.

The end-of Programme vision is that governments at all levels in Bosnia and Herzegovina systematically undertake coordinated, multi-sectoral and concrete risk reduction and preparedness measures. As a result, the population in the country is more socially and economically resilient to effects of disasters and climate change. Overall goal of the first phase of the Joint UN Programme is for local governments in Bosnia and Herzegovina to have improved their DRR institutional capacities, frameworks, public services and partnerships, and population in risk-exposed localities is less vulnerable socially and economically to effects of disasters and climate change.

**Scope:** The purpose of the Final Evaluation is to provide an impartial in-depth review of all aspects of the Joint UN Programme Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina, including its planning, design, implementation, monitoring and reporting. The objective of the evaluation is to review and assess the overall performance of the Programme, its results, inputs activities, partnerships and UN-internal set-up and if and how the delivered outputs contributed to improved local community resilience and more effective prevention, preparedness and response to disasters and to provide forward-looking recommendations to the Government of Switzerland, UN, and Government stakeholders on the sustainability of the Programme results and its scaling up potentials.

**Evaluation approach:** This evaluation used a mix of qualitative-quantitative methods to best describe project results based on the results framework as outlined in the project document. The evaluation used mixed methods including documents reviews, surveys and interviews as well as general best practices of evaluation to gather qualitative and quantitative data that focus on the purpose of the evaluation and answer all of the evaluation questions from the TOR.

### Findings

**Relevance:** The JP is overall in line with the needs and expectation of the stakeholders, particularly the local governments, and it is aligned with the core problems and needs of the involved institutions and citizens creating sound basis for joint actions in the field of disaster risk management in the areas of protection and rescue, social and child protection, education, health, and agriculture.

The JP long-term vision (inclusive of all three phases) is aligned with the overall SDG framework agenda in BiH despite the fact that the SDG framework was developed after the JP implementation has started. The BiH’s SDG framework defines resilience as an accelerator for development in BiH. The JP will shape the backbone of developing institutional and regulatory basis to build resilience to disaster in line with the defined vision in the SDG framework in BiH, and the JP also strengthens BiH’s alignment with the EU Civil Protection Mechanism by developing civil protection system with new models of coordination among stakeholders.

**Coherence:** The JP design is grounded on bottom-up strategy in designing and implementing DRR solutions, the JP theory of change depicts the JP as a springboard to a bottom-up introduction of DRR governance in BiH. The use of a such approach sounds to be very reasonable in the context of BiH especially given the complex government structure, however, as the design of phase II is evolving, it is important to consider the phasing-out strategy, by which, the Programme will gradually decrease assistance and seek to increase direct responsibility and leadership of government partners.

The programme document included robust information about the problem to be addressed, objective, outputs and to a certain degree the long-term impacts, however, the defined indicators and targets in the JP document don't fully comply with the SMART criteria. The indicators are largely output-based and provide little evidence on outcomes and impacts as defined in the theory of change, further some indicators were found repetitive and others not specific enough leaving big room for subjectivity. Other elements of the programme design that required improvements include the need to clarify the UN agencies co-funding model upfront outlining the type and nature of cost sharing (i.e cash as opposed to in-kind or parallel co-funding).

**Effectiveness:** The progress towards end of the JP targets is overall satisfactory with majority of the defined targets (as per the revised project document) are assessed to be either achieved or on track to be fully achieved by the end of the programme in June 2023. There are a number of significant milestones achieved so far including a) the establishment of new 10 new local-level DRR platforms to serve as locally-owned DRR coordination mechanisms and capacitating local municipalities to mainstream DRR into local policies and strategies; b) undertaking 10 local consolidated risk assessments that integrate risk assessments from civil protection, social and child protection, agriculture, health and education; c) implementing capacity building program to improve institutional and coordination role of DRR platforms and educate participating schools, farmers, vulnerable social protection beneficiaries in exposed households on DRR preparedness and response; d) establishing DRAS system and capacitating authorities to utilize it in future; and e) development of Shock-Responsive Social Protection (SRSP)/DRR Action Plans (DRR APs) for the Centres for Social Welfare (CSWs), DRR School Action Plans and action plans on Sexual and Reproductive Health and Gender Based Violence in Emergencies (SRH&GBVIE).

The key areas where the JP needs to strengthen delivery are a) further integration of cross-sectoral DRR measures into local development strategies and/or action plans, despite obtaining official letters from other local management officials that identified priorities will be mainstreamed into strategies, but this remains uncertain in absence of concrete legislative basis; b) testing local disaster response procedures and sectoral simulation exercise

The application of a multisectoral approach in setting up and operating DRR platforms, investing in capacity building and the mix of expertise that UN agencies brought to the JP are among the success factors. On the other side, the effectiveness of the JP delivery has been challenged by COVID 19, limited understanding of the DRR issues and its relevance, changes in the city leadership, limited resources at the local level, availability of technically sound expertise and complexity of the political environment in BiH.

**Impacts:** There is ample evidence that the project achieved impacts related to: a) Local communities are benefiting more from updated DRR evidence-based and planning documentation using multi-sectorial model through joint work of education, civil protection, agriculture, health and social/child protection sectors; b) Increase awareness of DRR platform participants on the DRR challenges and responses accompanied with shift in stakeholders behaviour and thinking to address DRR challenges in cross-sectoral approach; c) Enhanced the capacities of partners to conduct municipality disaster risk assessments, and have a clear understanding of the existing disaster risks, vulnerabilities and existing policy and institutional capacities to help risk-informed planning and decision making for the various sectors and specifically vulnerable community groups; d) Better local DRR governance with a decision-making process that is risk-informed planning and based on evidence coming from vulnerability assessment and genuine data sources (i.e DRAS); and e) Setting up the foundation for bottom-up upscaling of DRR strategic solutions by demonstrating effectiveness of an integrated model of disaster risk governance and livelihood enhancement in local communities across various sectors, and improving coordination mechanisms and



affirming risk-informed strategic planning processes with a focus on the most vulnerable population groups.

The main challenge to long-term impact of the JP are related to a) the absence of country-level leadership in DRR portfolio in BiH, need to develop vertical DRR coordination mechanisms as well as horizontal, country-level DRR policy and strategy frameworks and align the DRR work with provision of the Sendai Framework and broader SDG agenda; and b) the need to move from project-based DRR culture to more systematic and evidence-based DRR preparedness and response culture at all levels of Government in BiH through formalization, institutionalization, legal recognition and acceptance of local DRR Platforms and DRR frameworks.

**Efficiency:** Despite initial delays and hiccups on the way (e.g the consequences of COVID), the JP implementation is considered to be on time towards achieving its targets by the end of the revised timeframe of Phase I i.e June 2023. The JP applies adequate project management practices in terms of monitoring, evaluation and reporting with a need to demonstrate and document learnings from monitoring and evaluation activities. It is also noted financial delivery currently stands at 55% of all funding sources, and this may pose a financial delivery risk.

The current structure of the Programme Board involves mix of “Governance” (i.e decision making and strategic guidance) as well as “coordination and consultation” duties together, and as a result of having large number of stakeholders in the board, the coordination/consultation process over-dominated the strategic leadership that a standard Programme Board would normally offer. It is therefore suggested to separate the Governance structure into two committees, 1) Programme board focused on strategic guidance, performance monitoring and decision making with high level representation of the UN RC, SDC, and one representative from state government, RS, federation and Brčko District, and 2) Programme Advisory committee as inclusive platform for all stakeholders to achieve consultation and coordination outcomes.

The UN Interagency coordination is found overall moderately effective; however, there is a need to further strengthen ‘coordination, coherence, effectiveness and efficiency’ of the Joint Programme and promote the concept of “joint implementation” by 1) strengthen the role of UN RC in the programme by continuing to co-chair of the programme board as the only representative of the UN and lead multi-donor discussions on DRR needs in BiH; 2) introduce a JP team forum comprising responsible programme staff from all participating UN agencies; 3) introduce DRR-Joint implementation guidelines that defines roles and responsibilities, minimum quality assurance (QA) processes, joint implementation principles, joint monitoring and learning mechanisms and processes to track results; and 4) Develop a joint communication and advocacy plan for phase II to ensure consistency in messaging and policy advocacy (internally and externally), position the “UN in BiH” identity as a reference point of DRR best practice in BiH, and ensure consistency and avoid segmentation, duplication, competition and incoherence in communication.

**Sustainability:** There are a number of factors contributing to the sustainability of the JP benefits, these include capacity development such as training outcomes, equipment provision and DRAS system operation, and implementation of the newly introduced Standard Operating Procedures, the Shock-Responsive Social Protection Plans and action plans on Sexual and Reproductive Health and Gender Based Violence in Emergencies.

The JP is facing sustainability concerns mainly related to formalization, institutionalization, legal recognition and acceptance of local DRR Platforms and DRR frameworks, making them widely accepted as effective tools for disaster risk governance in the country. Specifically, the key risk factors that need to be addressed at current stage of Programme implementation involve a) absence of legal recognition of DRR





platform, b) no stable or guaranteed sources of finance for the DRR platform and disaster risk governance measures; and c) limited human and institutional capacities of various sectors involved in DRR, with moderate staff turnover rate, to regularly update the risk assessment and implement the DRR platform activities.

The current DRR platform model, if supported with improvements on institutional, legislative and resources sustainability elements, would certainly be a replicable model across other municipalities in BiH. The proposed concept note of phase II of the DRR JP presents the strategy for scaling up the achievements of Phase I to Phase II by building on the achievements of Phase I. Phase II aims to scale up DRR governance horizontally through replication at the local level, incorporating and addressing challenges identified through Phase I, vertically to establish the relevant DRR governance structures and mechanisms at the State/Entity, Brcko District and cantonal levels of BiH, ensuring coordination, and collaboration within and between the levels.

**Recommendations:** Based on the findings, and in line with some of the lessons learned, this section proposes some recommendations mainly **focussed to inform Phase II** of the joint programme. Please refer to section 5 for detailed recommendations.

## 1. Project background

### 1.1 Project background

Climate change and high exposure to natural and man-made hazards hurdle the socio-economic development of the country. Yet, Bosnia and Herzegovina deals with disasters mostly in the aftermath through emergency response, as it has not yet embarked on a whole-of-government approach to disaster risk reduction (DRR), nor does it have country-wide DRR strategic frameworks ensuring integration of risk reduction into relevant development policies across government levels. As a result, DRR has only been partially mainstreamed into various sectors, norms, standards and regulations necessary to manage and reduce risk, while existing policies and legislation still focus on rescue and relief activities. Disaster risk management in the country is associated with constructing flood defences, reinforcing, or upgrading infrastructure, with most efforts being invested in strengthening capacities for disaster management.

Even though the Sendai Framework for DRR recommends DRR Platforms to have multi-level and multi-stakeholder composition and pursue an all-of-society engagement, this is not the case in Bosnia and Herzegovina, as several key sectors are excluded from DRR exchange (e.g., health, education, social protection, urban planning, agriculture).

Authorities of Bosnia and Herzegovina and key domestic stakeholders realize the increasing threat posed by climate change to the development of the country and have advocated the need of adapting to avoid or minimise negative consequences. Nevertheless, the multisectoral approach of Bosnia and Herzegovina in managing disaster risks suffers from lack of effective and time-efficient coordination and information-sharing systems among sectors (including specific and in-place procedures, protocols and standards, as well as risk reduction measures addressing resilience building and recovery). DRR capacity in the public sector remains insufficient.

Systematic local planning has gained momentum in Bosnia and Herzegovina. Due to the Programme intervention, significant progress was indeed achieved in the past years towards mainstreaming DRR into local development strategies and planning financial frameworks. Making a systemic shift towards risk-informed, climate smart human development planning, however, remains a challenge. Taking into account the cross-sectoral dimension of DRR, a Joint UN Programme financed by the Government of Switzerland was launched in 2019, engaging a wide range of stakeholders in promoting and stimulating a whole-of-government approach to DRR, with focus on the local level. The Ministry of Security of Bosnia and Herzegovina is the lead Programme institutional partner, including other relevant entity institutions and ministries (civil protection, education, social welfare, health and agriculture). Ten (10) local governments and their communities were engaged in the programme's implementation, including to the most vulnerable community members.

#### *DRR Governance in BiH*

The overall disaster risk management governance system in Bosnia and Herzegovina is characterized by decentralized responsibilities of different institutions, coupled by insufficient technical, organizational, and financial capacities, often lacking proper expertise to deal effectively with existing and future hazard threats. Despite institutional complexities, the recent flood experience brought shared understanding that



multi-stakeholder and cross-sectoral coordination needs to become a new *modus operandi* if future disaster losses are to be reduced or prevented.

There is a wide range of stakeholders, which can drive or restrain positive change in the DRR domain. The overview below maps out both influential actors that may drive the process forward, as well as those holding the potential to thwart progress.

**The Ministry of Security of Bosnia and Herzegovina**, particularly its Sector for Protection and Rescue, as well as both **Entity and Brčko District civil protection authorities** (the FBiH Civil Protection Agency, the RS Civil Protection Agency and the Department of Public Safety of Brčko District) are key institutional players dealing with disaster risk management in the country. These institutions are generally committed to the DRR agenda and their general engagement in DRR efforts will be beneficial.

**Entity-level governments and sectoral ministries**, although aware of the need for improved DRR coordination and generally interested in intensifying sectorial engagement in DRR, lack basic knowledge and tools to effectively do so. Both entities have relevant institutions with DRR mandates and responsibility. While ministries responsible for education, health, agriculture and social affairs should integrate risk-informed planning and DRR in their sectoral policies, their existing level of DRR capacity and involvement is very limited, as they are not traditionally perceived as DRR stakeholders in current institutional set-up. These institutions will be informed about the Programme, so as to ensure their commitment and awareness raising.

After experiencing the devastating damages from the 2014 floods, as well as witnessing the failure of the overall rescue and recovery system in the country, **local governments acknowledged that DRR capacities and resources need to be concentrated at the local level**. Therefore, local governments are the main drivers of change, due to the fact that disaster risks are a direct, day-to-day concern of households, communities and businesses. A critical mass of local governments with sound DRR capacities and frameworks can stimulate bottom-up application of DRR-informed strategies, policies, and measures at higher government levels.

**Specialized agencies for natural hazard data-collection and monitoring** have an especially important role for the processes of disaster risk analysis and planning. The hydro-meteorological and environmental monitoring, weather forecasts and early warnings are organized at entity level. Hydrometeorological and seismological institutions in both entities are mandated to capture seismological trends, collect historical data on earthquakes, and collect data on water level, measure surface water flow and conduct hydrological studies. Furthermore, the **Agencies for water management** for the river basin districts (River basin of River Sava, River basin of the Adriatic Sea, *Vode Srpske*) have a particularly important role for data information and early warning systems, as well as for collecting, recording, and sharing flood risk information that feeds into various risk assessments, hazard- and risk mapping. These institutions possess scientific data needed to perform evidence-based disaster risk assessment and should be involved in transferring that data into DRR awareness raising and advocacy resources, to link them with DRR strategic planning and decision-making processes at all government levels. However, there are still inadequate links and coordination between geological and hydro-meteorological services and disaster risk management organizations. Yet, these institutions are increasingly engaged in the processes of disaster risk assessments as they provide scientific data needed for any type of disaster risk modelling and analysis. Therefore, it is



critical to capitalize on these efforts and continue to build strong inter-institutional cooperation and networking with broader DRR practitioners' community in the country that will also enable better inclusion of increasing climate change data into DRR.

**Professional thematic organisations and civil society organisations (CSOs)** have been increasingly active and have a significant role in disaster preparedness, response and DRR policy-design, as well as in sharing of best practices. For example, the Red Cross society has a strong field presence and network of disaster response volunteers, which proved to be efficient contributor to local response capacities during flood response. Many other CSOs and specialized associations (associations of farmers and agricultural producers, mountain rescuers, diving clubs, etc.) are important actors to engage with (local) governments in addressing DRR issues or setting in place DRR policies. They are also strong advocates for much needed policy/operational changes in the field. Given their nature and professional interest, they are drivers of change, whose capacity, advocacy and influential powers need to be strengthened for wider impact.

In 2013, the Council of Ministers of Bosnia and Herzegovina tasked the Ministry of Security to establish, in cooperation with relevant Entity and Brčko District Institutions, a **Platform for DRR**, to serve as a multi-sectoral mechanism for coordination and policy guidance on disaster risk reduction that involves all relevant stakeholders in the country. In addition to state-level DRR Platform there is also a DRR Platform at the level of RS, both established in 2013.

**Entity Associations of Municipalities and Cities** represent the voice of local governments and play an important role in various advocacy processes, country-wide best practice exchange and provide services to their members. They have a general interest to improve DRR governance at local level.

**Representatives of schools, health and social welfare institutions** have a very important role in voicing out the needs of the most vulnerable in local DRR frameworks and actions. Local public institutions are critical in ensuring that important aspects of social and physical resilience of schools and facilities are improved, and preparedness standards are in place. Furthermore, they have a unique role in promotion of community participation in DRR efforts through involvement of children, youth, women, elderly to transfer their specific knowledge on hazards and to facilitate practical action to reduce them. Given their role and technical expertise, these actors are drivers of change, whose capacity and community outreach should be utilized for all community based DRR initiatives.

**Citizens** who are insufficiently engaged and inadequately included in DRR public policy design and delivery are increasingly dissatisfied with disaster risk accumulation in their communities and the inadequate government approach in dealing with this issue. For citizens to be empowered and play a pro-active role in DRR governance processes, they need to be more closely involved through DRR coordination mechanisms, while local governments need to introduce participatory DRR system, which enables citizens' scrutiny over public service delivery.

**Media** is also an important stakeholder, contributing to awareness raising at the local level, encouraging citizen participation in public life and playing an important role in advocacy for public perception changes and knowledge generation on DRR in sustained public education campaigns and public consultations at all levels of society.



The **private sector** has also an important contribution to community resilience, and it is necessary to increasingly include them in the local-level DRR discussions, having in mind businesses are also exposed to hazards and therefore they can contribute to the resilience-building dialogue and solutions identified at the grass-root level.

#### *About the Joint UN Programme:*

<b>Title</b>	“Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina”
<b>Atlas ID</b>	00112460
<b>Corporate outcome and output</b>	<b>Outcome 3.</b> By 2019, there is effective management of explosive remnants of war and armaments and strengthened prevention of and responsiveness to man-made and natural disasters (UNDAF 2015-2019)  <b>Outcome 1.</b> By 2025, people benefit from resilient, inclusive and sustainable growth ensured by the convergence of economic development, and management of environment and cultural resources (Sustainable Development Cooperation Framework 2021-2025)
<b>Country</b>	Bosnia and Herzegovina
<b>Date Project document signed</b>	January 1st, 2019; revised signature September 26th 2021
<b>End date</b>	June 30th, 2023
<b>Budget</b>	USD 4,321,948
<b>Funding source</b>	Government of Switzerland and Participating UN Organizations (UNDP, UNICEF, UNFPA, FAO and UNESCO) channelled through MPTF ( <a href="https://mptf.undp.org/factsheet/fund/JBA10">https://mptf.undp.org/factsheet/fund/JBA10</a> )
<b>Implementing party</b>	Participating UN Organizations (UNDP, UNICEF, UNFPA, FAO and UNESCO)

The Joint UN Programme “Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina” is supported by the Swiss Embassy and United Nations in Bosnia and Herzegovina, implemented by UNDP, UNICEF, UNESCO, FAO and UNFPA in Bosnia and Herzegovina.

The end-of Programme vision is that governments at all levels in Bosnia and Herzegovina systematically undertake coordinated, multi-sectoral and concrete risk reduction and preparedness measures. As a result, the population in the country is more socially and economically resilient to the effects of disasters and climate change. Overall goal of the first phase of the Joint UN Programme is for local governments in Bosnia and Herzegovina to have improved their DRR institutional capacities, frameworks, public services and partnerships, and the population in risk-exposed localities is less vulnerable socially and economically to effects of disasters and climate change.

### The Programme focuses on

a) Mainstreaming DRR into local strategic framework by introducing and operationalizing an integrated model of disaster risk governance and livelihood enhancement at the local level, as a springboard to a bottom-up introduction of DRR governance in Bosnia and Herzegovina. Special emphasis is put on improving local DRR coordination mechanisms in 10 local governments, as well as affirming risk-informed strategic planning processes with focus on the most vulnerable population groups.

b) Enhancing local level knowledge, technical capacity, and strategic frameworks by translating the priorities into concrete actions within partner high-risk localities, utilizing municipal risk assessments findings and identifying DRR priorities. Through pilot work in different sectors - i.e. protection and rescue, education, social and child protection, health and agriculture, the Programme aims to ensure basic standards and minimum compliance in terms of strategic, operational, technical and human aspects across different areas of life at the community level. Key sectoral interventions include a) strengthening of local-level capacities for floods and landslides prevention, b) building safe school environments, c) enhancing institutional preparedness and DRR profile of social, child protection, education and health-related authorities, and d) improving agriculture sector capacities to effectively prepare, respond and recover from disaster-related losses.

### Programme's Outcomes

- Outcome 1. At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters.
- Outcome 2. Citizens in target localities, particularly the most vulnerable population groups, have become more resilient to disasters.

### Programme's Outputs

- Output 1.1 Local DRR Platforms are established to serve as locally owned DRR coordination mechanisms and capacitated to mainstream DRR into local policies and strategies, and support community resilience-building;
- Output 1.2 Local government's disaster risk assessment capacities are improved based on evidence and innovative technologies, with consideration of vulnerability aspects;
- Output 1.3 Municipal/city DRR strategic and action planning frameworks are upgraded based on multi-sectoral perspective, with focus on the vulnerable population groups;
- Output 2.1 Local level capacities for floods and landslides prevention and preparedness are enhanced through capacity development, prevention measures and awareness raising;
- Output 2.2 Safe school environments in partner localities are established through strengthening school capacities for disaster management and risk reduction;
- Output 2.3 Institutional preparedness and DRR capacities of social and child protection systems in partner localities are strengthened;



- Output 2.4 Preparedness and DRR capacities of local governments and healthcare institutions in partner localities to effectively address specific healthcare needs of children, youth and adolescents, and women in emergency settings enhanced;
- Output 2.5 Capacities of agriculture sector and vulnerable farmers in partner localities to increase disaster preparedness and reduce disaster losses are strengthened;
- Output 2.6 Local level capacities, tools and procedures for disaster preparedness are tested in practice to improve cross-sectoral coordination for effective disaster response.

A detailed outline of the Programme Result Framework is available in Annex 1.

### Partnerships

The Joint UN Programme is implemented in partnership with:

- the Ministry of Security of Bosnia and Herzegovina,
- the Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina,
- the Ministry of Civil Affairs of Bosnia and Herzegovina,
- the Ministry of Labour and Social Policy of the Federation of Bosnia and Herzegovina,
- the Ministry of Health and Social Welfare of Republika Srpska,
- the Ministry of Health of the Federation of Bosnia and Herzegovina,
- the Ministry of Education of the Federation of Bosnia and Herzegovina,
- the Ministry of Education and Culture of Republika Srpska,
- the Ministry of Agriculture, Forestry and Water Management of Republika Srpska,
- the Ministry of Agriculture, Water Management and Forestry of the Federation of Bosnia and Herzegovina,
- the Civil Protection Directorate of Republika Srpska and Civil Protection Directorate of the Federation of Bosnia and Herzegovina.

In addition to institutions which are part of the Programme Steering Committee, the Programme is directly working with the ten (10) partner local governments engaged in implementation: Banja Luka, Bijeljina, Prijedor, Srebrenica, Trebinje in Republika Srpska; Bihac, Kalesija, Kakanj, Gradacac, Sanski Most in the Federation of Bosnia and Herzegovina. The coordination among these institutions and government agencies is ensured through the Steering Committee.

Furthermore, the Programme engaged several Implementing partners that are working in close cooperation with relevant UN agencies and partner local governments to implement relevant component of the Programme: World Vision Bosnia and Herzegovina, Public Health Institute of Republika Srpska and Center for mother and child, and social package for elderly, ill and weary "Fenix".

An overview of key stakeholders and partners and their roles in evaluation is provided in Annex 2

**Target groups and beneficiaries:** In addition to local governments and members of the local DRR Platforms directly benefiting from the Programme, the Programme targets citizens in partner localities.



Among professionals and citizens, the Joint UN Programme focuses on vulnerable citizens in partner localities benefiting directly and indirectly from DRR measures (e.g. women, children and families from vulnerable groups in order to reduce their vulnerability to disaster risks and increase preparedness to disasters).

Relevant targets on the number and category of beneficiaries reached through the Joint Programme are provided in the Annex 1- RRF and ToC.

**Implications of the Covid-19 pandemic:** Starting from March 2020, the Programme's implementation was negatively affected by the global outbreak of the COVID-19 pandemic. The COVID-19 imposed lockdown resulted in temporary halt of the activities in the field, which caused delays in timely completion of some of the activities. This, in turn, led to a 6-month no-cost extension of the Joint UN Programme by June 30th, 2023. In the light of above listed implications to the achievements and altered priorities in sectors (especially in health) within the Programme, Programme team managed to prepare and execute certain number activities planned for 2020. Due to uncertain situation, Programme team undertook revision of plan for 2020 in April thus creating several scenarios for activity implementation by the end of 2020 and shifting certain number of activities to be implemented in 2021. Revised plan was communicated and agreed by all partners in Programme retaining activity implementation mostly in online modality.

**The intervention contributes to several Sustainable Development Goals (SDGs):**

- Goal 3: "Good health and wellbeing": the health system, in particular in the aspects of maternal health, response to gender based violence and overall SRH, should be disaster resistant;
- Goal 4: "Quality education: Schools should incorporate disaster-resistant structures and adapt to local risks;
- Goal 5: Gender equality: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life;
- Goal 9: Industry, innovation and infrastructure: Develop quality, reliable, sustainable and resilient infrastructure;
- Goal 10: Reduce inequality: Disasters may exacerbate social inequalities;
- Goal 11: Sustainable cities and communities: By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters; holistic disaster risk management at all levels;
- Goal 13: Climate action: Integrate climate change measures into national policies, strategies and planning.

The Programme contributes to the objectives of the Swiss Cooperation Strategy in Bosnia and Herzegovina 2021–2024, as DRR is considered as one of the main complementary concepts contributing to the outcomes of the domain of local governance and municipal services.



## 2. Evaluation objective, purpose and scope

The purpose of the Final Evaluation (the Evaluation) is to provide an impartial in-depth review of all aspects of the Joint UN Programme Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina, including its planning, design, implementation, monitoring and reporting.

The objective of the evaluation is to review and assess the overall performance of the Programme, its results, inputs activities, partnerships and UN-internal set-up and if and how the delivered outputs contributed to improved local community resilience and more effective prevention, preparedness and response to disasters and to provide forward-looking recommendations to the Government of Switzerland, UN, and Government stakeholders on the sustainability of the Programme results and its scaling up potentials.

The Evaluation assessed the relevance, coherence, efficiency, effectiveness, sustainability and the potential for longer-term impact of the Programme and made strategic recommendations for future decision-making and programming in the area of disaster risk reduction and resilience, both for participating UN agencies and the Programme stakeholders. Provided recommendations will be used in planning the second phase of the DRR JP.

In a substantive analysis of the effectiveness of the Programme approach and feedback **from beneficiaries and relevant stakeholders**, the Evaluation assessed cause and effect of relations within the Programme, identifying the extent to which the observed changes can be attributed to its interventions.

The Evaluator has taken a broad overview of the Programme area by gathering **perceptions, aspirations, feedback and data from relevant partners**, stakeholders and beneficiaries for objective analysis and conduct of the evaluation. The Evaluation will look to underline the key factors that have either facilitated or impeded Programme implementation.

The Evaluation assessed the Joint **UN Programme's processes**, strategic partnerships and linkages in the specific country's context that proved critical in producing the intended outputs and the factors that facilitated and/or hindered the progress in achieving the outputs, both in terms of the external environment and risks, crisis caused by the pandemic, as well as internal, including weaknesses in programme design, management and implementation, human resource skills, and resources. Particularly the **inter-agency coordination**, role of UNDP as lead agency and the role of the emerging UNRC and its office behave been assessed.

### ***Future-looking concept and recommendations***

Based on the findings, the Evaluation provided **evidence-based recommendations** for the scaling up of the next phase of the Programme in terms of the theory of change, objectives, strategy of intervention, modalities of implementation and geographical areas for interventions. The recommendations will be based on, and connected to, the findings of the evaluation. The focus of the recommendation would be on implementable actions aiming at achieving improvements and paving the road for the next phase of the JP.

The Evaluation assessed the cross-cutting aspects of the Programme, such as gender equality, disability, age and human rights and innovativeness in result areas.

## 2.1 Evaluation criteria and questions

The standard evaluation criteria according to UNDP evaluation policy are Relevance, Impact, Effectiveness, Efficiency and Sustainability. It is acknowledged that the ToR defined evaluation criteria such as **impact, relevance, effectiveness, efficiency, sustainability**, to review the final results and progress of the project, and here are the key overarching questions, and detailed questions are provided in the evaluation matrix in Appendix 3.

## 3. Evaluation approach and methodology

The Evaluation provides evidence-based information that is credible, reliable and useful and complies with UNDP Evaluation Guidelines and UNEG Norms and Stand for Evaluations. The evaluation has been undertaken in line with UNDP principles concerning independence, credibility, utility, impartiality, transparency, disclosure, ethical, participation, competencies and capacities. The consultant has signed the Evaluation Consultant Code of Conduct, thereby agreeing to abide by the UNEG Code of Conduct in the UN System (2008). The evaluation has been carried out by an independent international consultant. Based on the inception meeting, a hybrid model of online engagement and field visits have been used for this evaluation, the key stakeholders' interviews have been done through country mission and surveys has been done remotely via online platforms.

The evaluation process has been independent of UNDP, the Government and programme partners. The opinions and recommendations in the evaluation will be those of the Evaluators and do not necessarily reflect the position of UNDP, or any of the programme stakeholders. Once accepted, the evaluation becomes a recognized and publicly accessible component of the programme's documentation.

### a. Data collection methods

The methodology used in this evaluation has been discussed and agreed with the participating UN agencies though this inception report. To strengthen the robustness of the evaluation evidence, it was agreed to use a **mix qualitative-quantitative** approach (method) to best describe programme results based on the on the results framework as outlined in the project document. The evaluation used mixed methods (document review, surveys and interviews) as well as general best practices of evaluation to gather qualitative and quantitative data that focus on the purpose of the evaluation and answer all of the evaluation questions from the TOR. Data has been collected in a gender-segregated way to allow for a specific assessment of impact for man and women. The evaluation had two levels of analysis and validation of information:

- A desk review of programme documentation
- Independent data collected by the evaluators through interviews with key stakeholders
- Filed visits
- Surveys for engaging the broader beneficiaries

In collecting the data, care has been taken to ensure data protection aspects and confidentiality of informants. An evaluation matrix has been developed as a base for gathering of qualitative inputs for

analysis. The evaluation matrix (see appendix 3) defined the objective for gathering unbiased, valid, reliable, precise, and useful data with integrity to answer the evaluation questions.

### *Desk review*

The initial stage involved the review of programme documentation and associated documents. Some documentation has been provided already by the JP management team. The evaluator reviewed all relevant sources of information, such as the project document, project reports – including annual reports, progress reports, programme files, previous evaluations, national strategic and policy documents, and any other materials that the evaluator considered useful for an evidence-based evaluation assessment. Appendix 6 outlines list of documents reviewed.

The key output of the desk review was to collect data and information as potential evidence that underpin evaluation, and also help the evaluator to familiarize with the project context in details.

### *Semi-structured interviews:*

Engaging stakeholder is critical for the success of the evaluation. The programme involves multi-stakeholders and teams in different capacities. Throughout the evaluation process, the main stakeholders have been engaged and interviewed using semi-structured interview<sup>1</sup> method, see appendix 5 for the list of stakeholders interviewed. Interviews relied on a targeted and self-selecting sampling strategy to include a diversity and balance of perspectives from each stakeholder category.

Effective engagement of stakeholders is vital to a successful Evaluation. Stakeholder involvement included interviews with stakeholders' face-to-face interview during the mission and online interviews with key programme team personnel.

Semi-structured interview is the most robust method to collect data and information about the delivery and effectiveness of the programme. Stakeholders' interviews were conducted during the evaluation with various stakeholders and teams. Interviewees were asked open questions about their perspectives of programme successes, challenges and also about their particular roles in the programme. The programme interviews were also used to collect detailed data and info about the programme delivery.

The main purpose of the engagement was to collect evidence that support evaluation process and findings and gain sufficient understanding of their perspectives on the program successes and challenges. All interviews were undertaken in full confidence. **The evaluation report doesn't not assign specific comments to individuals.**

See Appendix 5 for interview guide and questions.

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<sup>1</sup> A semi-structured interview is a method of research used most often in the social sciences. While a structured interview has a rigorous set of questions which does not allow one to divert, a semi-structured interview is open, allowing new ideas to be brought up during the interview as a result of what the interviewee says. The interviewer in a semi-structured interview generally has a framework of themes to be explored.

## Survey

Surveys provide a standardized approach to obtaining information on a wide range of topics from a large number or diversity of stakeholders (usually employing sampling techniques) to obtain information on their attitudes, beliefs, opinions, perceptions, level of satisfaction, etc. concerning the operations, inputs, outputs, and contextual factors of the programme.

The Survey aimed to evaluate the implementation of the JP and quantify the impacts on programme beneficiaries. The survey was used for data collection at country and local levels and analyse feedback on what the programme had done, why and with what results, within and across the program beneficiaries. This process enabled data to be assembled and analysed to answer key evaluation questions and assess the performance of the programme against the evaluation criteria.

The online survey component of this evaluation was designed to primarily collect **quantitative** data from programme beneficiaries to answer the KEQs as well as an open-ended questions to collect **qualitative** data on JP delivery and outcomes.

The survey aimed to target as many relevant participants as possible, names and contacts of relevant participants were collected from relevant UN agencies and the number of survey participants from each group were proportional to the number of people participated in the JP activities. The survey designed in a way that will not be too onerous and require no more than 15 minutes to complete.

Total of **34 respondents** reacted to the survey from the above-mentioned list of beneficiaries, of which 44% of the respondent were females and 56% were males. Survey questions are provided in Appendix 8.

## Field visits

The evaluator will conduct targeted field visits to key sites to ensure that the Evaluators have direct primary sources of information from the field and programme end-users. The field visits were conducted to 6 cities namely: Bijeljina, Kalesija, Banja Luka, Kakanj, Gradacac, Trebinje

Agenda of field visit included in Appendix 5.

## b. Data analysis

Information was analyzed and consulted with the JP reference group. The analysis was based on observed facts, evidence and data. Findings are specific, concise and supported by quantitative and/or qualitative information that is reliable, valid and generalizable. The broad range of data provides strong opportunities for triangulation. This process is essential to ensure a comprehensive and coherent understanding of the data sets, which was generated by the evaluation.

The data analysis method involved:

**Descriptive analysis:** A descriptive analysis of the JP was used to understand and describe its main components, including related activities; partnerships; modalities of delivery; etc. Descriptive analysis preceded more interpretative approaches during the evaluation.

**Content analysis:** A content analysis of relevant documents and the literature was conducted to identify common trends and themes, and patterns for each of the key evaluation issues (as the main units of

analysis). Content analysis will also be used to flag diverging views and opposite trends and determine whether there was need for additional data generation. Emerging issues and trends were synthesized to inform each stage of the reporting process (validation; draft and final evaluation reports).

**Thematic analysis:** Responses collected from semi-structured interviews and field visit observations were analyzed through thematic analysis, this is a method of analyzing qualitative data. It is usually applied to a set of texts, such as interview transcripts. The evaluator closely examined the data to identify common themes – topics, ideas and patterns of meaning that come up repeatedly. There are various approaches to conducting thematic analysis, but the most common form involves familiarization, generating themes, reviewing themes, defining and naming themes, and writing up.

**Quantitative analysis:** A quantitative analysis of data was conducted of resource use during Programme design and implementation. Simplified analyses will be conducted on all quantitative datasets using spreadsheet software (e.g. Excel), where applicable, to generate summary statistics. The statistics that were generated were used to develop emergent findings and inform a comparative analysis.

**Counterfactual analysis:** Within the context of JP effectiveness, the analysis of impact comprised a qualitative and a quantitative component entailing the establishment of the JP counterfactual using both types of data. Quantitative values, as measured at Programme baseline, constituted the estimates of the quantitative targets that would have been attained without the JP intervention. These baseline values will be compared with endline values, as available, to gauge the extent of quantitative JP impact. Perception data were generated during key informant consultations and surveys used to estimate the situation that would have been realized, from the perspectives of the key informants, if the JP had not been implemented.

**Purposive Sampling:** Purposive sampling was used to achieve the level of rigour that is required for a robust evaluation. The evaluation responded to the existing diversity across JP documentation and stakeholder groups. Purposive sampling was based on a sequential approach is structured around the main evaluation criteria and questions to increase results accuracy. The rationale for this approach is its capacity to mitigate one of the main limitations of an evaluation, namely, resource scarcity. In essence, the purposive approach to sampling is used to identify the key informants who are best suited to provide detailed responses to the evaluation questions, to accurately reflect given elements of the Programme experience. When purposive sampling is supported by a sequential approach, it further allows for additional data generation at any stage of the evaluation, to facilitate results reliability and completeness.

Interviews and surveys relied on a targeted and self-selecting sampling strategy to include a diversity and balance of perspectives from each stakeholder category. The interviewees were selected to be inclusive of all participating stakeholders including State Government, Entities and a sample of 6 local governments out of 10 in total (the rest of local Governments were engaged by the survey) in addition to participating UN agencies and the donors, where the surveys targeted beneficiaries who had no chance to be interviewed such as local governments, institutional and non-governmental members of the local DRR Platforms, schools, child protection institutions, healthcare institutions, police, CSW, civil protection institutions, municipal authorities, farmers and agricultural institutions, civil society organizations, media and utility companies (e.g. water).

## 4. Findings

### 4.1 Relevance

#### Findings and conclusions

1. The JP is overall in line with the needs and expectation of the stakeholders, particularly the local governments, and it is aligned with the core problems and needs of the involved institutions and citizens creating sound basis for joint actions in the field of disaster risk management in the areas of protection and rescue, social and child protection, education, health, and agriculture.
2. The JP long-term vision (inclusive of all three phases) is aligned with the overall SDG framework agenda in BiH despite the fact that the SDG framework was developed after the JP implementation has started. The BiH's SDG framework defines resilience as an accelerator for development in BiH. The JP will shape the backbone of developing institutional and regulatory basis to build resilience to disaster in line with the defined vision in the SDG framework in BiH, and the JP also strengthens BiH's alignment with the EU Civil Protection Mechanism by developing civil protection system with new models of coordination among stakeholders.

**Relevance to BiH SDG framework:** Bosnia and Herzegovina has recognized the importance and potential for implementation of the Sustainable Development Goals and Agenda 2030 as an opportunity to significantly improve social, economic and environmental aspects of life within the country and to enhance regional cooperation.

As a first step for implementation of Agenda 2030 in Bosnia and Herzegovina, the Government developed the SDGs Framework in Bosnia and Herzegovina (2020), as a joint document of governments at all levels which defines broader development directions, through which the governments at all levels and the society in Bosnia and Herzegovina strive to contribute to accomplishment of the SDGs. This strategic document defined "resilience to Disaster" as a key accelerator and essential element of the pathway to good governance and public sector management.

The SDGs framework emphasizes on developing resilience to disasters, that is, its capacity to prevent occurrences of harmful events, to protect from them, to mitigate their consequences, to react to them and to recover from them. Therefore, appropriate strategies have to be adopted as well as to develop risk and crises management plans<sup>2</sup>.

**Figure 1: Visual presentation of Accelerator 3 under the development pathway "Good Governance and Public Sector Management": Resilience to disasters**

<sup>2</sup> SDGs Framework in Bosnia and Herzegovina (2020)



The framework stated that it is very important to regulate workers' personnel work and firms' operations during disasters. It is required to develop clear and precise rules for remote work and usage of public equipment during disasters. It includes clear rules on rapid decision-making and distribution of goods as well as appointing focal points for submitting complaints. For a society resilient to crisis, social protection provision, in particular for the poor and vulnerable, is of crucial importance. The crises emphasize the importance of policies, strategies and institutionalized funds for providing social protection to beneficiaries who are already within the social protection system as potential beneficiaries for that form of protection.

The JP long-term vision (inclusive of all three phases) is aligned with the overall SDG framework agenda in BiH despite the fact that the SDG framework was developed after the JP implementation has started. The BiH's SDG framework defines resilience as an accelerator for development in BiH. The JP, and will shape the backbone for developing institutional and regulatory basis to build resilience to disaster in line with the defined vision in the SDG framework in BiH, and the JP also strengthens BiH's alignment with the EU Civil Protection Mechanism by developing civil protection system with new models of coordination among stakeholders. The JP efforts to harmonize planning and set an effective and compatible civil protection system in place and develop capacities will help to align with, and achieve full membership to, the EU Civil Protection Mechanism - a framework for cooperation in the field of disaster prevention, preparedness and response among 31 European countries. This alignment will enable BiH to access disaster preparedness and prevention activities of national authorities and contributes to the exchange of best practices.

**Linkage with global and national strategic frameworks:** Bosnia and Herzegovina, along with other countries in the world, is signatory to various global commitments and negotiations, including the Sendai Framework for DRR (SFDRR) 2015-2030, the Agenda 2030 and its Sustainable Development Goals (SDG) and the Global Climate Negotiations Through the Conference of Parties (CoP).





This Joint UN Programme contributes to the main priorities identified in the Sendai Framework for DRR:

- (i) understanding disaster risk, strengthening disaster risk governance to manage disaster risk;
- (ii) investing in disaster risk reduction for resilience;
- (iii) enhancing disaster preparedness for effective response; and
- (iv) “building back better” in recovery, rehabilitation and reconstruction, which resonates with the DRR challenges in Bosnia and Herzegovina.

The Programme is in line with Target E of the Sendai Framework calling countries to “substantially increase the number of countries with national and local disaster risk reduction strategies by 2020”. The Programme design was linked to the UNDAF for Bosnia and Herzegovina 2015-2020’s Outcome 3: “By 2019, there is effective management of explosive remnants of war and armaments and strengthened prevention of and responsiveness to man-made and natural disasters”.

As a part of the Strategic plans of the Council of Ministers of Bosnia and Herzegovina and the Ministry of Security of Bosnia and Herzegovina, the Programmes for Development of Protection and Rescue (Programmes for DPR), technically perceived as civil protection strategic documents are legally binding for all government levels.

**Relevance to stakeholders needs:** DRR represents an area which requires due attention bearing in mind the level of endanger in the country and particularly in some of its local communities. According to the opinion of the involved DRR Platform representatives, the DRR Programme fits into the relevant BiH policy agendas enabling strengthening capacities of local governments, helping improve relevant strategic and regulatory frameworks and integrating multiple sectors into a comprehensive disaster risk governance approach. The clearly expressed interest of the involved LSGUs in Programme implementation demonstrates that Programme’s topics are well chosen, that target groups’ problems are properly addressed and that it is applicable at the local levels.

Programme’s design is aligned with the core problems and needs of the involved institutions and citizens creating sound basis for joint actions in the field of disaster risk management in the areas of protection and rescue, social and child protection, health, agriculture, and education. The timely planning along with coordinated and preventive approach may enable fulfillment of DRR goals with limited resources saving the scarce funding that would be otherwise invested as disaster response. To this end, the Programme innovatively connects various institutions promoting development-oriented disaster risk governance and translating it into cross-sectoral DRR strategic planning. It also enables more efficient provision of information to citizens and institutions creating awareness of the disaster risks and relevant actions.

The initial design of the Programme had to be adapted to meet the requirements of the selected LSGUs and particularly other institutional actors participating in its implementation. In its initial phase, the Programme primarily concentrated its effort to preparatory activities and establishing of coordination mechanisms. The structure of the Steering Committee had to be expanded beyond the initially planned composition involving Ministry of Security BiH, entity civil protection departments, UN agencies and Swiss Embassy to health, social protection, and education and agriculture sector representatives.

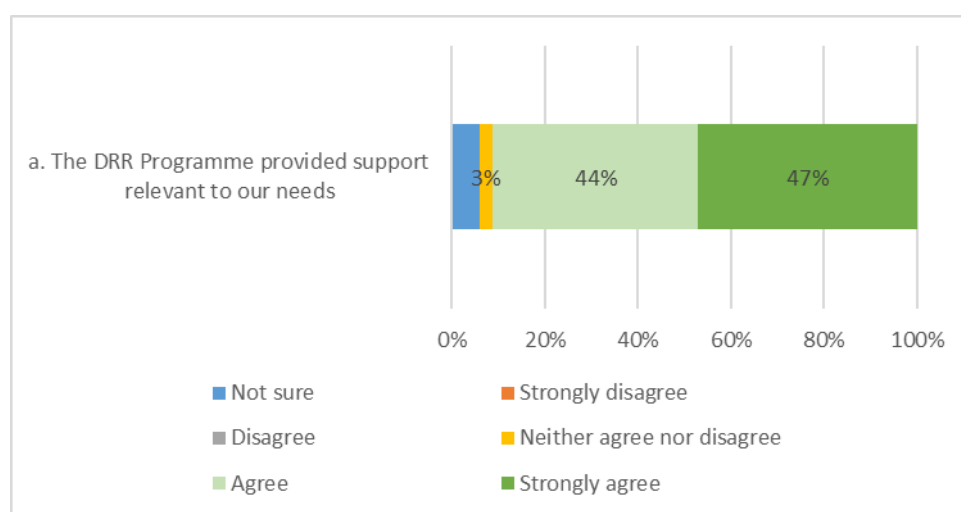
The JP represents a strong foundations within already implemented/ongoing initiatives of UN agencies, such as: building local level capacities through improving state/entity/local governments’ level capacities



and services for DRR/DRM (UNDP); introduction of the Disaster Risk System piloted within the Cities of Dobož and Tuzla (UNDP); mainstreaming DRR in social protection and education sector, and strengthening the preparedness and response of the child protection system (UNICEF); strengthening preparedness for emergency response capacities in the health sector (UNFPA and UNICEF); improving PDNA (post-disaster need analysis) practices and DRR planning in the agriculture sector (FAO); targeted data collection and monitoring of vulnerable categories (UNHCR and IOM), piloting DRM measures at cultural heritage sites (UNESCO). These efforts raised awareness, established coordination platforms, developed hazard assessments, and piloted field interventions to be further expanded through this Programme.

In response to the evaluation survey, more than 91% of the respondents (n=34) agreed (or strongly agreed) that DRR programme support is relevant to their needs.

**Figure 2: Beneficiaries responses in relation to the relevance of the JP support to their needs (n=34).**



**Alignment with Government strategies:** The Programme contributes to the Development Program of Protection and Rescue of the Federation of Bosnia and Herzegovina 2007-2012, the Programme for Reducing the Risk of Natural and Other Disaster in Republika Srpska and the Protection and Rescue Plan Against Natural and Other Disasters of Republika Srpska, particularly in terms of increase of capacities for prevention, preparedness and effective emergency response.

The Programme directly contributes to the implementation of the Action Plan for Flood Prevention and Water management in Bosnia and Herzegovina 2014-2017, based on the EU Floods Directive. Additionally, the Programme contributed to the Strategic Plan for Rural Development of Bosnia and Herzegovina 2018-2021, specifically to priority area related to agro-environmental measures. Moreover, the main findings and recommendations of: (i) the Floods and Landslides Risk Assessment for Housing Sector in Bosnia and Herzegovina, (ii) the Landslide Risk Management Study in Bosnia and Herzegovina, and (iii) the Climate Change Adaptation and Low Emission Development Strategy for Bosnia and Herzegovina have also been considered in the process of Programme design.

Moreover, by investing in local governments' capacities and policy measures, the Programme is relevant to the Strategy for Local Self-Government Development of Republika Srpska 2017–2021. Currently, the Programme is linked to the new UN Coordination Framework for Bosnia and



Herzegovina 2021-2025's Outcome 1 "By 2025, people benefit from resilient, inclusive and sustainable growth ensured by the convergence of economic development, and management of environment and cultural resources".

The Programme also contributes to the UNDP Strategic Plan 2022-2025's "Output: 3.1 Institutional systems to manage multi-dimensional risks and shocks strengthened at regional, national and sub-national levels".

The Programme also contributes to the UNFPA's Strategic Plans 2018-2021 and 2022-2025: Increase efforts to integrate sexual and reproductive health services, including family planning, into disaster risk-reduction and climate-response strategies, including in national adaptation programmes of action.

The Programme also contributes to UNICEF's 2018-2021 and 2022-2025 Strategic Plans, the Goal Area 4 (2018-2021): Every child lives in a safe and clean environment and Goal Area 4 (2022-2025), Every child, including adolescents, has access to safe and equitable water, sanitation and hygiene services and supplies, and lives in a safe and sustainable climate and environment.

## 4.2 Coherence of the programme design

### Findings and conclusions

3. The JP design is grounded on bottom-up strategy in designing and implementing DRR solutions, the JP theory of change depicts the JP as a springboard to a bottom-up introduction of DRR governance in BiH. The use of a such approach sounds to be very reasonable in the context of BiH especially given the complex government structure, however, as the design of phase II is evolving, it is important to consider the phasing-out strategy, by which, the Programme will gradually decrease assistance and seek to increase direct responsibility and leadership of government partners.
4. The programme document included robust information about the problem to be addressed, objective, outputs and to a certain degree the long-term impacts, however, the defined indicators and targets in the JP document don't fully comply with the SMART criteria. The indicators are largely output-based and provide little evidence on outcomes and impacts as defined in the theory of change, further some indicators were found repetitive and others not specific enough leaving big room for subjectivity. Other elements of the programme design that required improvements include the need to clarify the UN agencies co-funding model upfront outlining the type and nature of cost sharing (i.e cash as opposed to in-kind or parallel co-funding).

**Overall design:** The JP design is grounded on bottom-up strategy in designing and implementing DRR-related solutions, the JP theory of change depicts the JP as a springboard to a bottom-up introduction of DRR governance in Bosnia and Herzegovina by demonstrating the effectiveness of DRR-informed strategies, policies, and measures at local level and then scaled up to the higher government levels and replicated in other municipalities. Developing local level DRR capacities, frameworks and partnerships pave the way for bottom-up reform towards risk-informed development in Bosnia and Herzegovina. Given the complexity of the Government levels in BiH, the JP design in investing in a bottom-up approach sounds to be very reasonable for the context of BiH. The programme document captures work for the Programme phase 1, as illustrated above, while two additional phases (DRR governance country-wide and a phase-out Programme stage) are envisaged in a 6-year horizon. Systemic changes sought through the Programme need time to be effectively introduced and sustained.

The first Programme phase has been designed as a platform for further horizontal scaling up of a good DRR model at the local level, as well as a springboard to bottom up strengthening of a country wide DRR governance framework and capacities. Therefore, the second Programme phase will focus on strengthening the national, entity, cantonal as well as local DRR strategic framework, DRR coordination mechanisms and institutional capacities at higher government levels, towards a multi-sectoral and whole-of-government DRR approach in Bosnia and Herzegovina. In the long-run, the Programme will not only support the design of the DRR strategic framework, but importantly – to its effective implementation, contributing to resilient communities.

As the design of phase II is currently evolving, it is important to consider the phasing-out strategy, towards the late second stage when basic institutional capacities will be in place across the governance system, the **Programme will gradually decrease assistance and seek to increase direct responsibility and leadership of government partners.**

The programme design included detailed budget and costing information, however **the type and nature of cost sharing (i.e cash as opposed to in-kind or parallel co-funding) by each individual UN agencies needed to be clearly defined upfront**, this has obviously created a case of ambiguity, and this has been a major driver for reviewing the programme document during implementation stage. It is therefore recommended that the Phase II program document defines co-funding in more details including if the contribution is the time of human resources, cash, in-kind or parallel funding.

**Review the program design:** The JP project document has gone through a major revision in 2021 to accommodate changes on the budget and timeframe, this included revisiting the UNDP contributions to include direct contributions only as well as extending the JP timeframe for 6 months. The revision included the following updates:

- Updates related to COVID-19 pandemic and its implications on the JP activities,
- Corrections of UNDP activities regarding contribution within Outcome 2.1,
- Corrections in the Programme budget, including the contributions of partner LSGUs,
- Corrections in the Programme Logical Framework,
- No-cost extension

**SMART-ness of the indicators:** The defined indicators and targets in the JP document don't fully comply with the SMART criteria, i.e. specific (S), measurable (M), attainable (A), realistic (R) and time-bound (T). There number of issues with those indicators including:

- Output-based performance measures: The indicators are largely activity-based and offer limited evidence on the outcomes and impacts as defined in the ToC. The monitoring and evaluation literature has recognised that measuring resilience outcome from DRR action is a very challenging, nonetheless, there are best practice examples of outcome-based measures that can be used to examine changes in behaviours, practices, contribution, decision making and policy development for DRR programmes. Simplest example would be level of understanding of DRR issues and responses (can be surveyed), % of local land use plans that include DRR mitigation measures"
- Not specific enough: Some indicators are not defined enough and as a result leave big room of subjectivity in measuring, for example first target under outcome 2 is *"Improved capacities of at least 10 partner local governments that enable them to address disaster risks in an integrated, vulnerability-sensitive and effective manner, contributing to community resilience"*, the

measurement if this indicator is very subjective and needed to be more specific. Also *“Number of DRR initiatives successfully implemented within partner local governments and translating DRR strategic priorities into actions”* where the nature of the “DRR initiative” that could qualify to this indicator should have been defined.

- Repetitive: same indicator was repeated more than once for different outputs and outcomes. For example: “number of risk assessments” is repeated multiple times, once for the cross-sectoral (consolidated assessment) level and then repeated again for the inclusion of children, schools, agriculture, etc. Another example *“Level of capacities of partner local governments to apply integrated DRR and preparedness measures as part of the broader local strategic framework”* is repeated twice under outcome 2 and output 1.3. Also, output 1.1 and outcome 1 indicator *“Extent to which local DRR coordination mechanisms”* are both essentially about the existence of coordination mechanisms.

**Theory of Change (ToC)** depicts how programme activities respond to certain development problem and lead to short (output), intermediate (outcome) and long term (impact) changes. The JP document includes basic information about the programme goal, outputs and to a less degree the long-term impacts. This information has been pulled together in a ToC section and presented links between programme activities and expected impacts with limited connections to the problem analysis defined earlier in the document itself.

The ToC as defined the programme document draws a direct link between the outputs and impacts without defining the intermediate outcomes such as change in behavioural, practices, contribution, decision making and policies. This misguided the development of outcome-based indicators and resulted in only output level indicators.

The benefits of defining the intermediate outcomes in ToC would be, among many others, 1) building logical consequence of changes leading to the ultimate impacts (i.e integrating DRR into local policies), and 2) guiding outcome-based indicators that can be used to measure outcomes in monitoring and evaluation meaningfully.

The Programme’s end-result strives to support people – with focus on the most vulnerable – and high-risk local communities in Bosnia and Herzegovina to prepare for and adapt to disaster risks and shocks across various development sectors. The Programme aims to introduce and operationalize an integrated model of disaster risk governance and livelihood enhancement at the local level, as a springboard to a bottom-up introduction of DRR governance in Bosnia and Herzegovina.

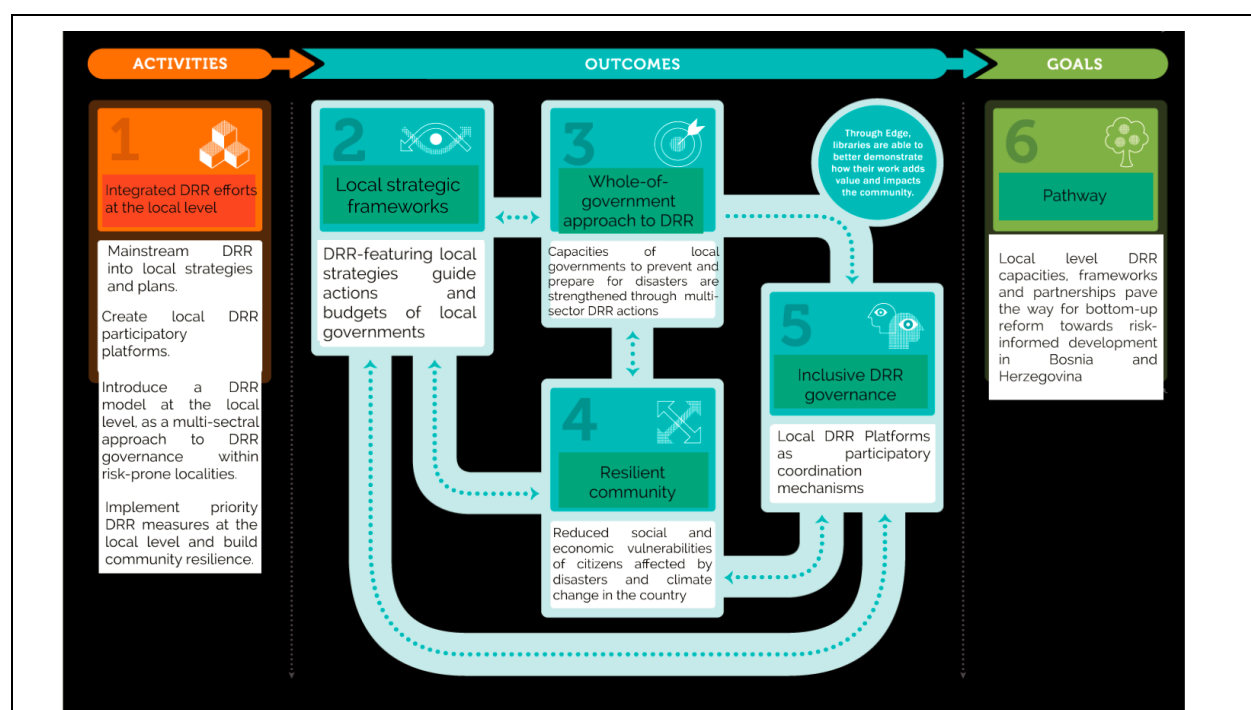
DRR-featuring local strategic frameworks, reinforced by improved capacities, set the ground for longer-term effective and development-oriented DRR governance within risk-prone localities. By engaging relevant stakeholders in mainstreaming DRR into local strategies and operational frameworks, the Programme will leverage wider community engagement and introduce a new culture, where “blind” development will be replaced by risk-informed policy action. Having a DRR-featuring local strategies will further trigger subsequent action in the domain.

The Programme will facilitate the affirmation of “model” preparedness and prevention systems at the local level, which hold the potential for wider horizontal scaling-up country-wide. Giving local stakeholders

a democratic space to discuss and define DRR-related actions will increase ownership over the process and voice the most vulnerable community members.

By adjusting performance and standards of protection and rescue, education, social and child protection, health and agriculture sectors, the Programme will contribute to building community resilience in partner localities. Eventually, communities which are practicing disaster resilient livelihoods and benefit from risk informed DRR and preparedness measures contribute to stronger and resilient economies by safeguarding all development investments from future disaster risks.

**Figure 3: Schematic presentation of the theory of change**



**Assumptions:** This JP design rests on the multiple assumptions including that relevant local stakeholder from various sectors, including the vulnerable population groups, recognize the importance of applying development-oriented disaster risk thinking in local-level policy design and delivery. Also, that there is a strong government ownership to meet commitments to the DRR. Some of these assumptions, notably the issue of recognising and understanding DRR issues, have led to a slow start at the beginning of the programme.

**Risk management:** Initial risk assessments to acknowledge potential risks were developed in the design document. To mitigate potential risks, the Programme Document defines actions to implement risk-management procedures. A preliminary risk log is also included in the Project Document where seven risks have been identified and ranked according to their potential impact, severity, and probability of occurring (including a COVID-related risk added as part of scope review), with the regular minoring and update of the risks log including attaching the risk log into regular reporting.



**Social and Environmental Standards (Safeguards):** The programme design didn't include screening of social and environmental risks, the screening process mainly would have helped to strengthen quality of programming by ensuring a principled approach, maximizing social and environmental opportunities and benefits, and avoiding adverse impacts to people and the environment. Although, it is unlikely that the JP activities will impose any environmental or social risks to the communities, it is recommended that a standard SES exercise is implemented during the formulation stage of phase II.

**Gender equality:** In Bosnia and Herzegovina, women face difficulties in participating meaningfully in decision making, even in areas where such decisions affect their lives directly. Women's voices often go missing in political debates and decision-making processes, which is applicable to the DRR area as well. As a result, their needs and priorities are often not considered, which is particularly relevant from a DRR and emergency response point of view.

As presented in the Human Development Report 2016 Risk-Proofing the Western Balkans, women-headed households are more likely to fall under the income poverty line, and wages of women are typically 20-40% lower than for men, which reduces their resilience to disasters. Women assume an increased share of unpaid household work and are more likely to be present in communities when disaster strikes.

Women's reproductive functions also influence their vulnerability. Pregnant or lactating women, or those with small children, are physically less able to escape disasters, and tend to stay with their children, even if this means that they will perish. This means that women and girls' mobility is often limited by their role as caretakers for children and the elderly.

Considering these gender-specific vulnerabilities and DRR needs, **the Programme promoted equal participation of women and men in DRR governance and strategic planning processes; ensure equal benefits for male and female from DRR interventions; contribute to risk-informed empowerment of women and advocate for gender-sensitive DRR strategic frameworks.** The Programme collected data for sex-disaggregated indicators where possible and relevant.

**Social inclusion:** The post-2015 DRR framework explicitly promotes the integration of gender, age, disability, and cultural perspective in DRR. There is also greater recognition of the need to tailor activities to the needs of users, including social and cultural requirements.

The Programme design is guided by the concept of vulnerability informed DRR, which is conceptualized based on social inclusion and equal treatment of everyone's DRR needs. Therefore, the Programme recognizes the needs of vulnerable population groups and seeks to draw their knowledge to drive DRR mind-set change within communities, rather than solely seeing them as victims. Moreover, the Programme activities are characterised by a multi-hazard, inclusive and accessible approach throughout the entire cycle from strategic planning to operationalisation and implementation of DRR priorities.

### **People with disabilities**

The vulnerability risk assessments also acknowledged the disability-disaggregated data that were used for integrated risk assessments. Also, several programme components, such as social protection and education, had disability-focused measures as part of the overall social services DRR strengthening.

Schools have developed disability adjusted DRR content and instructions, integrated disability elements in school disaster drills. Centers for social welfare have held DRR sessions with parents of children with disabilities, procured equipment that will enable improved protection or support to families and child with





disabilities in disaster situations and have upgraded their internal databases of social protection beneficiaries to include DRR data for improved risk analysis in the future.

**Climate change:** The programme design defined possible linkages and synergies with climate change including building on the disaster risk projections anticipated in the Third National Communication on Climate Change and DRR priorities defined in the National Adaptation Plan (NAP) for Bosnia and Herzegovina. While BiH will continue to require a dedicated disaster management sector to prepare for and respond to disasters, managing disaster and climate risks in development requires a whole-of-government approach. Since the complexity of disaster risk reduction (DRR) and climate change is too large for any organization or sector to tackle alone, managing risks cannot be separated from the broader governance of social and economic development. It requires strengthened engagement of development sectors to minimize the discounting of future risk, as well as transparency and accountability as risks are generated, transferred, and retained.

Now as the program is closing off phase I and is due to be scaled up to the entity and national levels, there is important opportunity **to strengthen synergies with broader sustainable development as well as climate change agenda**, particularly, the new latest National Adaptation Plan, the latest National Communication Report on Climate Change, SDG policy and implementation framework and other related strategic plans and policies to help achieve the whole-of-government approach.

### 4.3 Effectiveness

#### Findings and conclusions

5. The progress towards end of the JP targets is overall satisfactory with majority of the defined targets (as per the revised project document) are assessed to be either achieved or on track to be fully achieved by the end of the programme in June 2023. There are number of significant milestones achieved so far including a) the establishment of new 10 new local-level DRR platforms to serve as locally-owned DRR coordination mechanisms and capacitating local municipalities to mainstream DRR into local policies and strategies; b) undertaking 10 local consolidated risk assessments that integrate risk assessments from civil protection, social and child protection, agriculture, health and education; c) implementing capacity building program to improve institutional and coordination role of DRR platforms and educate participating schools, farmers, vulnerable social protection beneficiaries in exposed households on DRR preparedness and response; d) establishing DRAS system and capacitating authorities to utilize it in future; and e) development of Shock-Responsive Social Protection (SRSP)/DRR Action Plans (DRR APs) for the Centres for Social Welfare (CSWs), DRR School Action Plans. and action plans on Sexual and Reproductive Health and Gender Based Violence in Emergencies (SRH&GBViE).
6. The key areas where the JP needs to strengthen delivery are: a) further integration of cross-sectoral DRR measures into local development strategies and/or action plans, despite obtaining official letters from other local management officials that identified priorities will be mainstreamed into strategies, but this remains uncertain in absence of concrete legislative basis; b) testing local disaster response procedures and sectoral simulation exercise
7. The application of a multisectoral approach in setting up and operating DRR platforms, investing in capacity building and the mix of expertise that UN agencies brought to the JP are among the success factors. On the other side, the effectiveness of the JP delivery has been challenged by COVID 19, limited understanding of the DRR issues and its relevance, changes in the city leadership, limited resources at the local level, availability of technically sound expertise and complexity of the political environment in BiH.



Effectiveness is the extent to which an intervention achieved, or is expected to achieve, its objectives and results. It is the extent to which the development intervention's objectives were achieved or are expected to be achieved considering their relative importance. It is also an aggregate gage of the merit or worth of an activity, i.e., the extent to which an intervention has attained, or is expected to attain, its major relevant objectives in a sustainable fashion and with positive institutional development impact.

*Outcome 1: At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters*

Output	Indicators	Baseline	Target	Achieved as of July 2022	Status at FTE
<b>Output 1.1: Local-level DRR Platforms are established to serve as locally-owned DRR coordination mechanisms and capacitated to mainstream DRR into local policies and strategies, and support community resilience-building.</b>	Number of DRR Platforms at the local government level, as well as the number of stakeholders engaged in DRR platforms.	0 (2017).	Target: At least 10 DRR Platforms bringing together at least 120 representatives from public, social, economic and non-governmental sectors established and functioning in partner localities, spearheading DRR coordination and efforts at community level (2023).	10 local DRR platforms established and capacitated through Programme interventions and recognized by local management as future forum of professionals in analysing, planning and counselling DRR bodies.  Cumulatively, 139 (F: 41) DRR professionals involved in work through joint and specific engagement of local DRR platforms.	
	Number of capacity building initiatives on cross-sectoral and community-owned DRR delivered in partner	Nil	At least 6 DRR capacity building interventions strengthening local DRR Platforms' institutional and	In total, 10 DRR capacity building actions delivered to improve institutional and	



	localities and members of the DRR Platforms outreached		coordination role delivered in partner localities to at least 100 members.	coordination role of DRR platforms.  In total, 121 (F: 41) DRR professionals from local DRR platforms capacitated through education and knowledge share activities to improve institutional and coordination role.	
<b>Output 1.2: Local government's disaster risk assessment capacities are improved based on evidence, innovative technologies and vulnerability considerations.</b>	Number of local disaster risk assessments based on hazard data and vulnerability information conducted, available and including risk analysis for key sectors.	Local governments' risk assessments have been conducted in 87 local governments in the FBiH, 20 in the RS, but these rarely include data on vulnerable population or sector-specific risk analysis.	At least 10 multi-sector local risk assessments are conducted/updated with participation of the DRR Platforms and presented in spatial form by using an innovative information management system.	10 local consolidated risk assessments integrate risk assessments from civil protection, social and child protection, agriculture, health and education (partially). It is agreed with partners and confirmed with Steering Committee to proceed forward with preparation for adoption in 2022.	On track
	Number of local governments with a	2 (2017)	At least 15 local governments.	10 local communities established DRAS system	On track

	DRAS system in place.			and capacitated to utilize in future. DRAS system transferred to RS Civil Protection Administration server. FBiH Civil Protection Administration committed and undertaking activities to transfer the DRAS for their use.	
	Number of school facilities assessed using VISUS methodology and number of localities where it has been applied.	0	At least 40 school safety assessments in at least 10 localities	VISUS method has been applied in 40 schools in 10 local communities	On track
	Number of local vulnerability risk assessments with focus on social and child protection sector conducted.	4	14	10 local risk assessments completed, and inputs integrated into consolidated risk assessments.	On track
	Number of local risk assessments with focus on agriculture sector conducted.	0	10	10 local risk assessment finalized, and inputs integrated into consolidated risk assessments.	On track
<b>Output 1.3: Municipal/city DRR strategic and action planning frameworks are upgraded based</b>	Level of capacities of partner local governments to apply integrated DRR and preparedness	Very limited (and fragmented).	Improved DRR and preparedness capacities of at least 10 partner local governments that enable them	In all 10-partner local government DRR and preparedness capacities	On track

<b>on multi-sectoral perspective, with focus on the vulnerable population groups.</b>	measures as part of the broader local strategic framework.		to address disaster risks in an integrated, vulnerability-sensitive and effective manner, contributing to community resilience.	enhanced through visible vulnerability-sensitive assessments and policy development including scale up of specific sector policy development with entity level authorities.	
	Number of local development strategies and/or action plans which include cross-sectoral DRR measures.	23 DRR-featuring local development strategies and 8 cantonal development strategies, with limited inclusion of sector-specific and vulnerability-sensitive DRR measures.	Additional 10 local development strategies/action plans which include cross sectoral DRR measures.	One strategy included cross sectoral DRR measures and pending approval. Official commitment obtained by local government mayors to integrate and implement cross-sectoral DRR measures.	Off track (Target not met yet)
	Level of ability of local governments to design results-oriented DRR strategic frameworks with consideration of sectoral aspects and the needs of vulnerable population groups.	Insufficient knowledge and skills of local governments to design cross-sectoral DRR strategic frameworks.	Increased level of capacity of local governments to design cross-sectoral and results-oriented DRR strategic frameworks in line with country-wide DRR strategic framework.	Improved know-how for 139 professionals in assessing and identifying DRR priorities through cross-sectoral direct involvement through updated methodologies for integrating DRR into strategic	On track

				development documents.	
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**Output 1.1: Local-level DRR Platforms are established:** The JP established 10 new local-level DRR platforms to serve as locally-owned DRR coordination mechanisms and capacitated to mainstream DRR into local policies and strategies, and support community resilience-building.

### City selection process

The first step in choosing partner local communities was to determine local communities in Bosnia and Herzegovina that are exposed to one or a combination of multiple natural hazards such as floods, landslides, fires and earthquakes. For this purpose, the following information was used:

- Flood risk assessment and landslides for Bosnia and Herzegovina's housing sector, EU Floods Recovery Programme, November 2015
- Hazard maps and risk maps for Bosnia and Herzegovina, UNDP, May 2016
- Expected maximum earthquake intensity on the MSK-64 scale for a return period of 500 years, SFRY Seismological Map, Community for Seismology 1987

As a result of step 1, 21 most vulnerable LGs from the Federation of Bosnia and Herzegovina and Republika Srpska were selected as potential partners in the JO. It is important to note that those LGs which have already implemented the activities envisaged in the JP have not been taken into account. These LGs are: Dobo, Tuzla, Zvornik, Maglaj, Laktaši, Lukavac, Mrkonjić Grad, Livno, Odžak, Goražde, Vareš and Brčko District of BiH.

The ranking of selected LGs in the Federation and Republika Srpska was carried based on multicriterial analysis using the "Weighted Sum Method". The criteria used for ranking LGs and their weight values are:

1. Expected maximum earthquake intensity on the MSK-64 scale for a return period of 500 years with a probability of 63%. Weight value - 16%
2. Relative flood risk index for the housing sector (Assessment of Flood Risk and Landslides for the Housing Sector in Bosnia and Herzegovina - November 2018). Weight value of criteria - 16%
3. Relative risk of landslides index for the housing sector (Assessment of Flood Risk and Landslides for the Housing Sector in Bosnia and Herzegovina - November 2018). Weight value of criteria - 16%
4. Fire risk based on an analysis of fire occurrences from 2001 to 2014 The relative level of fire danger is estimated by the number of occurrences of high temperatures in the JLS area. Weight value of criteria - 16%
5. Share of children in the total population in the local community (2013 Census). Weight value of criteria - 13%
6. Share of women aged 15 to 49 in the total population in the local community (2013 Census). Weight value of criteria - 13%
7. Population (2013 Census). Weight value of criteria - 10%

After applying the scoring system, the final results were consulted with the prioritized cities and relevant entities. As a result of the consultation process, a few cities opted not to participate in the JP including

Mostar, Tomislavgrad and Capljina, while RS requested to include Srebrenica before Derventa and Bileća.

The selection process was informed by consultation and assessment of criteria that cover wide range of issues in terms of communities' exposure to risks and vulnerabilities. There is an opportunity to further promote needs based and principled approach in phase II of the JP. This could be done by defining the key principles for engagement such as 1) prioritize the most vulnerable, 2) leave no one behind, and 3) balanced distribution of benefits. The selection criteria may be expanded and presented differently to cover all targeting considerations, the criteria may include

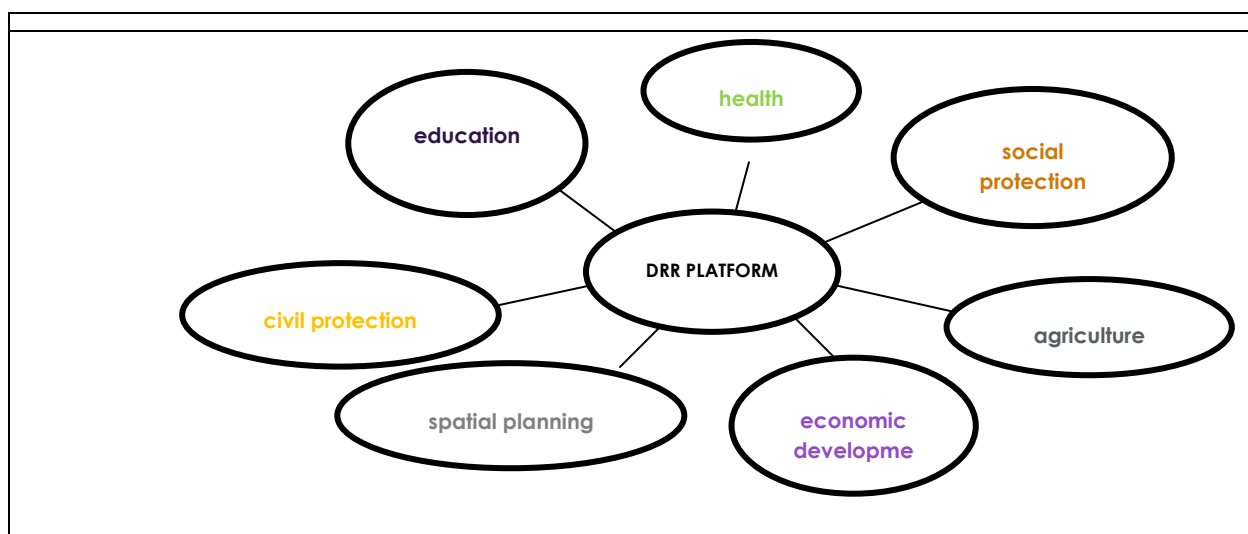
- 1) Community exposure to natural hazard: This would include criteria 1-4 above: exposure to earthquake, flood, fire and landslides).
- 2) Vulnerability-based targeting: This would include above criteria 5-7 (children, women and overall population). It is also suggested to include disabilities and least fortune with economic growth, education and jobs. For example, the State of California developed a resource guide for public agencies and the public to define vulnerable communities in an adaptation to climate change context. The guide includes a set of indicators for analysing and defining vulnerable communities: These are demographics, housing security, mobility, health services, environmental hazards, business/jobs, available public and private utilities, social services, governance, community, fiscal health and culture.
- 3) Geographical targeting: Identifies priority regions or boundaries whose groups and communities should be prioritized, based on geographic vulnerability elements such as arid or semi-arid lands, mountain regions, or remote areas.
- 4) Targeting based on climate change impacts. This considers groups and communities that have adversely been affected by climate hazards and having limited ability to recover by themselves. This would include vulnerable groups and communities that have severely been affected by droughts, floods, coastal inundation, and extreme temperatures based on climate projection data sets.
- 5) Commitment to legally recognize the DRR platforms: This includes written commitment by shortlisted LGs to legalize the DRR platforms once has been established.

It is recommended that all above elements are further detailed in a comprehensive targeting strategy to be consulted with concerned authorities ahead of Phase II. Also, it is recommended to investigate the applicability of the using the "Express of Interest" approach where all eligible LGs are invited to pledge their expression of interest including commitment for legal recognition of DRR platforms, and applications are assessed based on the above criteria.

The JP helped to define the platform structure, mandate, composition, members/stakeholders, operational model, sustainability and roadmap for basic capacity development of the local DRR Platform. The DRR Platforms enable strong leadership for DRR multi-stakeholder involvement and coordination at the local level and brings along education, health, social protection, agriculture, economic development, spatial planning and civil protection together.

**Figure 4 DRR Platforms enable strong leadership for DRR multi-stakeholder involvement and coordination**

DRR Platforms enable strong leadership for DRR multi-stakeholder involvement and coordination
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As part of further capacitating of LDRRPs in all 10 LSGUs, progress was made in providing certain number of educations and supporting partners to quality frame future strategic and action planning regarding the DRR based on capacity needs assessment undertaken in the beginning to define capacity needs and priorities.

In total, 10 DRR capacity building actions delivered to improve institutional and coordination role of DRR platforms, as follows: Training on climate change, disaster risk reduction and sustainable development (2020); Training on project management (2021); Training on Disaster Risk Management (2021), 3 Social Protection DRR trainings (2 in 2019 and 2020 and 1 in 2021), support to breastfeeding in emergency situations (4 trainings). In total, 121 (F: 41) DRR professionals from local DRR platforms capacitated through education and knowledge share activities to improve institutional and coordination role.

Furthermore, the Action plans on Sexual and Reproductive Health and Gender Based Violence in Emergencies (SRH&GBViE) for five partner LSGUs in Republika Srpska (Banja Luka, Prijedor, Bijeljina, Trebinje and Srebrenica) as well as for two partner LSGUs in Federation BiH (Bihac and Sanski Most) were completed in 2021 while Action plans for the three other LSGUs from Federation BiH (Kakanj, Kalesija and Gradacac) were completed at the beginning of 2022. All action plans were developed in line with previously developed entity level framework Action Plans on SRH&GBViE in 2020.

In addition, local cross-sectoral DRR partnerships were established through the 10 LDRRPs, which enabled cross-institutional dialogue and coordination of DRR work focusing specifically on agriculture component. The platform members continued to support specific-sector sub-working groups, with focus on agriculture and education sector, to further prepare inputs for DRR mainstreaming into local integrated strategies.

Key successes are related to the progress of integrating the model of DRR platform work into local management systems and functioning. All 10 local communities' management pledged to integrate the work of DRR platform to expand the local Civil Protection Unit as an advisory body for further decision-making processes. DRR champion professionals, innovative technologies and policy frameworks engaged in knowledge transfer activities and training related to establishing a model of work at entity level and 5 new locations in FBiH. Constraints are related to the knowledge transfer within local institutions in cases of change of local management structure, which occurred several times during the Programme implementation.

The level of commitment of local municipalities to continue the DRR platform operation varies from one city to another. Some cities demonstrated strong commitments more than others and will likely continue the DRR platform operation beyond the JP. This issue is further discussed under the sustainability section. There are multiple reasons why the level of the commitment to DRR varied including frequent changes in the city leadership, staff turnover and associated need to transfer of knowledge to new staff, lack of legal recognition of the DRR platforms and more importantly to translate the commitment into actions where the DRR platform and associated activities are integrated into local policies.

**Output 1.2: Local government's disaster risk assessment:** The JP developed 10 local consolidated risk assessments that integrate risk assessments from civil protection, social and child protection, agriculture, health and education.

As follow up to the process of consolidation of sectoral risk assessments (floods and landslides risk assessments, social and children protection, education, sexual and reproductive health and gender-based violence) into Risk Assessments, all activities are conducted and drivers of hazard, exposure, vulnerabilities and capacities in the LSGUs are defined. Updated multi-sectoral risk assessments are consolidated and will be officially adopted in 2022.

The reason for the delay lied in the fact that additional time was needed to conduct agriculture and education risk assessments. In 2022, the risk assessments using VISUS methodology were conducted in 40 school facilities across 10 project communities. Through its multi-hazard holistic approach, the methodology provides decision makers with the tools and information they need to make science-backed decisions, relating to where and how to implement available resources for improving school safety, and more specifically, benefit students, teachers and other school staff members, by establishing a safer working and studying environment. In collaboration with the UNESCO DRR Chair, the University of Udine, and Universities of Sarajevo and Banja Luka, a training of BiH VISUS Survey Coordinators was completed fundamentally aiming to improve institutional capacities, frameworks and partnerships at the local government level across Bosnia and Herzegovina as well as among various educational authorities. Consequently, the BiH Survey Coordinator team remains the key partner in the future school safety assessments across BiH and support in scientifically based decision-making processes.

While part of education data is obtained and realized in 2021, 9 out of 10 schools have gone through the risk assessment using VISUS safety school assessments in 2022, one school in Banja Luka didn't agree to participate.

Regarding the agriculture risk assessments, FAO developed the methodology for conducting municipality risk assessments and validated it by members of the sectoral working group of the LDRRPs. Furthermore, a manual and template was established for conducting these local sectoral disaster risk assessments, including the identification of various participatory rural appraisal (PRA) tools e.g. transect walk/diagram, timeline, seasonal hazard calendar, community hazard and vulnerability map, institutional Venn diagram, pair-wise ranking and small group discussions, to be used to help identify hazards, vulnerabilities, exposure and coping capacities, especially for agriculture.

The LDRRPs members, including agricultural officers, participated in two trainings (16-17 March; 25-26 May; 27-28 Oct, 4 Nov) aimed at strengthening their disaster risk assessment capacities and helped raise awareness on disaster risk reduction in agriculture. As a result, 10 municipality risk assessment for the agriculture sector were conducted in Trebinje, Kakanj, Gradacac, Banja Luka, Bijeljina, Bihac, Sanski Most, Prijedor, Kalesija, Srebrenica and Trebinje, including focus group discussions and community consultation meetings. All members of the agriculture working group were able to express their opinions and were



enabled to actively participate and contribute to the development of the local disaster risk assessments for agriculture.

These assessments focused on hazard identification (type of hazards, frequency, seasonality, magnitude, intensity, extent, causes of occurrence of hazards), vulnerability identification by considering all elements e.g. people, building, facilities, resources, which are prone (or exposed) to the hazard, the extent of their vulnerability and causes (e.g. physical, social, economic and environmental factors or processes) of their vulnerability and coping capacity assessment (resources and available strengths, availability of resources and duration of resources). In addition, the existing and potential agricultural DRR actions and interventions were identified that can be implemented to prevent, mitigate/reduce, prepared to reduce the adverse impact of disasters on agriculture, thereby informing risk informed planning and decision-making.

Following on further enhancement knowledge and capacities of partners in institutions in utilizing the DRAS IT tool, now 22 LSGUs are using DRAS to access scientific floods, landslide, earthquakes and fires hazard data. DRAS provides information about mine suspected areas for the entire Bosnia and Herzegovina as well. These scientific hazard data are of great use for decision makers and citizens to increase disaster risk awareness for specific locality. In line with discussions in 2020 and upon receiving request from competent institutions from Republika Srpska in 2021, DRAS database is separated and now all data regarding Republika Srpska are located on server provided by Civil Protection Administration of Republika Srpska.

An agreement has also been reached with Civil Protection Administration of Federation of Bosnia and Herzegovina to transfer all DRAS data regarding FBiH and Brcko District BH from server provided by UNDP to server which will be provided by Civil Protection Administration of Federation of Bosnia and Herzegovina. This DRAS data transfer will happen in 2022. Public Relation (PR) campaign for promoting DRAS to general public using posters, radio jingles and TV commercials has been held in period from December 2020 to June 2021.

Stakeholders found DRAS as valuable tool for storing, managing and accessing disaster-related data in one stop-shop source that is consistent across the country. DRAS is seen by LGs as an online platform that provides decision-makers and residents with unhindered access to scientific data on natural and other hazards, with the aim of raising awareness of the risk of disasters in a particular location.

The fact that DRAS entails publicly accessible information adds special value to public awareness outcomes, as Module 1 is publicly accessible and Modules 2 and 3 are accessible to respective local authorities in accordance with their user rights.

Apart from assisting decision-makers, the DRAS system gives an insight into specific hazards within a certain area. The DRAS also offers genuine source of data for updating the vulnerability assessments in the future and guides response plans. By using various tools, LGs and local partners are working together on a different approach as well as on raising awareness about the importance of disaster management, mitigation of disaster effects and better preparedness.

There is strong opportunity for upscaling the DRAS system in multiple directions including through building the DRAS capacities in more cities across BiH, and also engage with the academic sector in BiH for two-way engagement with DRAS by facilitating access to data for scientific research and also contribute with additional data and information generated through the academic research activities, this will help maximizing the benefit of data usage as well as enriching the wealth of data in DRAS.





Because of COVID-19 pandemic, only one DRAS training was held in person in 2019, and all remaining trainings were held online. By the end of 2022, one final DRAS trainings with participants from all partner LGs and both entities civil protection administrations will be held in person.

**Output 1.3: Municipal/city DRR strategic and action planning frameworks are upgraded based on multi-sectoral perspective, with focus on the vulnerable population groups:** Based on the priorities identified through the sectoral risk assessments conducted in 2021 and in collaboration with the LDRRPs and the Steering Committee, it was decided to prepare draft inputs for local development strategies by the end of June 2022, so that they are ready to be integrated when each LG will be developing a new strategy or reviewing the existing one (municipality of Kakanj already initiated activities in developing new strategy, incorporating available inputs regarding DRR). The timeframe for the integration process itself will be adjusted to the dynamics of drafting or reviewing a development strategy in each LG. Inputs resulting from part of risk assessments in the field of education (VISUS methodology) will be added as annexes to the strategies.

The JP target is to integrate cross sectoral DRR measures in additional 10 local development strategies/action plans is rated as “off track”, as, so far, only one strategy included cross sectoral DRR measures and pending approval. Official commitment obtained by local government mayors to integrate and implement cross-sectoral DRR measures, but the delivery on these commitments requires consistent follow up and support to the LGs.

Also, the target associated with the number of schools implemented safety assessment was envisaged to be 40 in total and so far, only 10 schools have undertaken the assessment, hence the target is rated as “off track”. The target assumed that the JP could deliver risk assessment in 4 schools in each targeted LG, however, this target seemed to be beyond the actual capacities of the JP, and it is primarily an indicator design issue being not SMART enough, specifically not “realistic” not “achievable”.

*Outcome 2: Citizens in partner localities, particularly the most vulnerable population groups, have become more resilient to disasters*

Outcome/output	Indicators	Baseline	Target	Achieved as of July 2022	Status at FTE
Output 2.1: Local level capacities for floods and landslides prevention and preparedness are enhanced through capacity development, prevention measures and awareness raising.	Number of local governments and community representatives whose capacities on floods and landslides prevention have been enhanced as a result of the Programme support.	Very limited multi-hazard prevention and preparedness capacities of local governments and community representatives.	At least 10 local governments and 100 community representatives have enhanced capacities for multi-hazard prevention and preparedness.	At least 8 local government and DRR platforms members participated in enhancing their capacities for multi-hazard prevention and preparedness through active	

				engagement in JP activities.  In total, 108 professionals involved in activities of defining DRR priorities and camp management coordination	
Output 2.2: Safe school environments in partner localities are established through strengthening school capacities for disaster management and risk reduction	Number of established and capacitated School Disaster Management teams in partner localities.	0	At least 10.	9	On track
	Number of children (sex-disaggregated) in schools that have School Disaster Management Teams in partner locations.	0	At least 3000.	6,219 (2,915 girls)	Target achieved
Output 2.3: Institutional preparedness and DRR capacities of social and child protection systems in partner localities are strengthened.	Number of social welfare centres and professional staff with increased capacities for DRR and disaster preparedness.	4 Centre for Social Welfare and 20 professionals from social and child protection sector	At least 14 Centres for Social Welfare centres and 100 professionals from social and child protection sector	14 CSWs And 93 professionals benefited	On track
	Number of social welfare beneficiaries and people living in disaster prone areas in partner localities with access to better	0	At least 6,000	27,244 social protection beneficiaries (14,377 F), including 2,453 children (839 F)	On track

	capacitated social welfare centres and adequate services related to DRR and preparedness needs. (disaggregated by sex and age).				
Output 2.4: Preparedness and DRR capacities of local governments and healthcare institutions in partner localities to effectively address specific health-care needs of children, youth and adolescents, and women in emergency settings enhanced.	Number of relevant local stakeholders (from healthcare institutions, police, CSW, civil protection and municipal authorities) capacitated in the area of DRR and preparedness, with focus to SRH (sexual and reproductive health) and GBV (gender-based violence) concerns of youth, adolescents and women in disasters.	45 relevant local stakeholders (from healthcare professionals' institutions, police, CSW, civil protection and municipal authorities) trained on MISP	At least 160 relevant local capacitated in DRR and preparedness with focus on SRH (sexual and reproductive health) and GBV (gender-based violence concerns of youth, adolescents and women in disasters	100 professionals from local communities (including health and non-health sectors) trained on MISP	Off track (target not met yet)
	Number of children, youth, adolescents and women living in disaster prone areas with access to healthcare services benefiting from improved capacities of health professionals to	0	At least 50,000	In total, 522,497 (F 267,939) citizens benefited in access to health care services through establishing 7 Action Plans regarding Sexual and	

	address their specific DRR and preparedness needs.			Reproductive Health in Emergencies in 2021, particularly, having 20,000 citizens (F 18,000) benefiting access to improved breastfeeding and immunization primary health care (PHC) services.	
Output 2.5: Capacities of agriculture sector and vulnerable farmers in partner localities to increase disaster preparedness and reduce disaster losses are strengthened.	Number of farmers/agriculture producers who strengthen their capacity and knowledge on DRR and preparedness.	0 farmers/agriculture producers capacitated in DRR and preparedness	At least 50 farmers/agriculture producers capacitated to apply DRR and preparedness approach and reduce disaster-related losses	150 farmers (F: 57) in total trained and awareness on DRR good practices raised.	
Output 2.6. Local level capacities, tools and procedures for disaster preparedness are tested in practice to improve cross-sectoral coordination for effective disaster response	Number of relevant local stakeholders (from civil protection, healthcare institutions, CSW, civil protection, farmer associations and other relevant stakeholders) jointly tested their disaster response procedures with focus on	0	50	Under implementation in 2022.	Needs attention

	vulnerable population concerns.				
	Number of vulnerable people (children, youth, adolescents and women) involved in joint cross-sectoral simulation exercise with focus on their specific needs in disaster times.	N/A	At least 100 vulnerable people have improved awareness on disaster response procedures of different sectors and their roles in provision of emergency response -related services to address their specific needs as a result of the Programme support.	Under implementation in 2022.w	Needs attention

**Output 2.1. Local level capacities for floods and landslides prevention and preparedness are enhanced through capacity development, prevention measures and awareness raising:**

Following restructured and resized scope results in line with the Programme revision in 2021, priority DRR actions that will increase community resilience were identified based on multi-sectoral risk assessments and DRR-featuring local strategies in 7 out of 10 partner LSGUs. Implementation of these actions in five LSGUs in 2021 has started.

Priority DRR actions in Bijeljina and Srebrenica are partially implemented in 2021 and were related to the procurement of flood rescue equipment such as rescue boats, outboard boat engines, boat trailers, 4x4 vehicles, personal rescue equipment for rescuers, drones and most necessary IT equipment for civil protection services.

In 2022, quick access ramp for boats will be reconstructed and renovated on Sava River in Bijeljina and the boat purchased in 2021 will be kept there. Priority DRR actions in Prijedor, Sanski Most and Bihac are partially implemented in 2021 and were related to flooding response equipment and 4x4 vehicle in Bihac, construction of flood drainage channel along Sana River in Prijedor, alerting and informing of citizens in Sanski Most. In 2022, equipment for Urban Search and Rescue (USAR) unit in Bihac, related to mobile compressor, power generator, cut-off machine and chainsaws, were purchased. Procurement of high-capacity tractor-driven water pump with 70m of flexible hose for heavy-duty operation for Kakanj municipality has been completed in 2022. Licenced company is hired to develop main design for rehabilitation of landslide "Vrtace" in Kakanj municipality. Cleaning of flood prone watercourses in Kakanj and Sanski Most has also been initiated and will be done by the end of 2022. Supply, delivery and commissioning of Emergency alert and warning system station in Sanski Most is completed in 2021. Construction works on rehabilitation of two landslides in Banja Luka, two landslides in Kalesija and one landslide in Gradacac are ongoing and will be done by November 2022.

The remaining priority DRR actions in Prijedor and Trebinje are identified and related to flood response and wildfires response measures. Implementation of these remaining measures will be realized across 2022 and 2023.

In line with preparatory activities in 2020, the support continued to be provided together with International Organization for Migration, as implementing partner, to organize and implement camp coordination and camp management (CCCM) training of trainers (ToT) in November 2021. The training strengthened capacities for camp management and camp coordination of 34 (F: 8 M: 26) participants from Civil protection, the Red Cross and other relevant institutions from all partners LSGUs, representatives of Red Cross Associations and Civil Protection Administrations at the entity level and Ministry of Security of BH at the state level. One of the training goals was to bring together partners in the CCCM sector to develop a shared understanding of the roles and responsibilities in camp management, camp coordination and camp authorities in camps/collective centres. The training aimed to raise awareness of international protection and assistance principles, approaches and standards in camps and camp-like settings and build competence in using CCCM guidelines and tools.

**Output 2.2. Safe school environments in partner localities are established through strengthening school capacities for disaster management and risk reduction:** The Programme partnered with the World Vision International in BiH (WVI BiH) to strengthen school DRR capacities through improving safe school environments in 10 selected primary and secondary schools. The school selection was conducted in partnership with the LDRRs and relevant Ministries of Education to ensure the best fit for the scope of intervention. Together with the competent education authorities, LDRRs and the WVI BiH, UNICEF developed the selection framework criteria that looked into different aspects of school vulnerabilities to disasters, the number of children attending, and the previous school management experiences in the DRR area. Upon community consultations, the LDRRs nominated the schools for intervention and the final approval by the competent educational authorities was issued.

School Disaster Management Teams were formed in 9 out of 10 selected schools to reflect the multi-sector and the holistic approach in designing the school DRR action plans. The teams are linked to the LDRRs, and their structure is tailor-made for each school based on the available community resources. It includes representatives of school management and teachers, civil protection, local governance, CSWs, health centres, police, fire departments, centres for mental health, local CSOs, and parent and student associations.

In 2021, all School Disaster Management Teams implemented the DRR capacity building programme (in total 85 participants, 38 females), which resulted in the developed school DRR assessments and the corresponding action plans. In five schools, one-day workshops were held for 47 teachers (27 females) to build the capacities of teachers to include DRR into their teaching. Furthermore, one evacuation exercise in the school in Kakanj was conducted, with the participation of all relevant community stakeholders, first responders, school staff and children. This exercise was also used as an exemplar activity to mark the International Day for Disaster Risk Reduction, highlighting the importance of disaster-safe school environments.

Upon the DRR action plans development, the school teams prioritized specific small-scale interventions to implement with the support of the Programme. The proposed interventions (to be implemented in 2022) include reconstruction works and procurement of DRR relevant equipment, such as audio/video devices, fire extinguishers, electro installations, and COVID-19 prevention materials.

**Output 2.3. Institutional preparedness and DRR capacities of social and child protection systems in partner localities are strengthened:** In 2021, 10 Shock-Responsive Social Protection (SRSP)/DRR Action

Plans (DRR APs) were developed and adopted by the Centers for Social Welfare (CSWs), Mayors and civil protection local departments in target communities. The DRR APs enable CSWs to undertake timely preparedness actions and plan social protection service continuity for the most vulnerable beneficiaries in emergencies, including children and families. The Plans will ensure coverage with risk-informed social protection services, crisis referrals and preparedness protocols for more than 26,000 social protection beneficiaries, including more than 1,800 children. As a baseline for the development of the DRR APs, the entity-level Guidelines for Shock-Responsive Social Protection/DRR Action Plans were developed in FBiH and RS, validated and endorsed by the Entity Ministries of Social Policy/Social Protection and Entity-level Civil Protection Administrations.

Following the adoption of DRR SP APs, the Programme supported 10 CSWs to design DRR grant projects incentivizing the implementation of key preparedness measures adopted in the APs. Seven of them received their first tranches of funding in December 2021. Some of the key and most innovative measures to be supported through the grants that will be implemented in 2022 are: crisis preparedness skill workshops that will enable practical knowledge on disaster adaptive behaviors by the most vulnerable social protection beneficiaries in exposed households, establishment of digital SP beneficiaries databases and digital workflow software in CSWs, CSW webpages with DRR content incorporated, emergency evacuation drills for CSW professionals as well as hardware capacity support through procurement of relevant IT equipment, DRR protective kits for CSW professionals and most vulnerable beneficiaries etc.

On the capacity-strengthening front, training on the methodologies and tools for the Shock-Responsive Social Protection (SRSP)/DRR Action Plans development to 58 professionals was delivered gathering CSWs, civil protection departments, municipal/city social affairs' departments, government and non-government social service providers, incl. LDRRPs members. A total of 56 participants evaluated an increase of knowledge and benefits to their practical work on the topics: i) crisis preparedness and contingency planning in social protection, ii) risk and crisis communication, iii) planning of social services in emergency contexts, iv) cross sectoral DRR resource planning and stakeholder mobilization and v) DRR monitoring and evaluation. The implementation of DRR AP grants continues to be in 2022.

As part of a broader DRR programming through other projects, intending to support horizontal scale-up of DRR integration in social protection, DRR champion SP professionals engaged from the DRR JP target CSWs (CSW Kalesija) in knowledge transfer activities and training related to the establishment of the DRR social protection model in 5 new locations in FBiH.

As part of work on the child protection component of the DRR programme, UNICEF initiated two partnerships: in Republika Srpska with Association of Social Workers RS and Federation BiH with World Vision. The key elements of cooperation are based on the development of Standard Operating Procedures for child protection in 10 targeted locations in BiH which will continue in 2022. Child protection system and its main outreach service providers – CSWs need support in the standardization of referrals in the cases of emergencies and crises. Although various child protection key documents and protocols are designed and implemented, they are fragmented. Therefore, analysis of their efficiency was required. Within initiated partnerships, support was given in the process of design, validation and adoption of the Standard Operating Procedures (SOPs), ensuring that all relevant stakeholders have the same understanding of the risks children face in emergencies. It stipulates how children should have adequate support in crises, including children experiencing violence, abuse, neglect and exploitation and children separated in emergencies. Respective SOPs, in line with the best interest of the child, define the roles, responsibilities and procedures providing common ground for adequate child protection support for all child protection actors, especially the workers of CSWs.



**Output 2.4. Preparedness and DRR capacities of local governments and healthcare institutions in partner localities to effectively address specific health-care needs of children, youth and adolescents, and women in emergency settings enhanced:**

In 2021, through partnerships with the Public Health Institute of Republika Srpska (PHI RS) and NGO Fenix, supported activities increased the knowledge, awareness, and accountability of 10 primary health care centers in providing quality breastfeeding support to mothers/families including in disaster situations. Throughout 2021, 71 health professionals improved their knowledge and capacities in supporting new mothers in breastfeeding and promoting exclusive breastfeeding practices before, during and after emergencies in selected municipalities.

Support continued to the Baby-Friendly Hospitals accreditation of another six maternity wards in Republika Srpska to help increase the current low breastfeeding rate. It is of utmost importance to maintain a quality service continuity in the emergency context. It is expected for accreditation to be finalized by the end of 2022, which will have 100% of the maternity wards in RS accredited.

Despite the crucial role of public health workers in the COVID-19 pandemic response, the Federal Working Group has developed Measles Outbreak Plan at the Entity level. This Plan will serve as a basis for the Cantonal Outbreak Response Plans development, thus representing a framework for immunization trainings that are in the preparatory stage for delivery in 2022.

Close at hand, the Minimum Initial Service Package (MISP) for Sexual and Reproductive Health (SRH) in emergencies as a series of crucial, lifesaving activities required to respond to the SRH and Gender-Based Violence (GBV) related needs of affected populations at the onset of a humanitarian crisis, continued to be implemented by appropriately trained health and non-health professionals. Therefore, three MISP trainings based on revised MISP Guidelines were implemented in 2021. Through the online training that lasted six days over three weeks, 11 medical doctors (F: 8, M: 3) from BiH built capacities on a MISP. In addition, a three-day MISP Training of Trainers (TOT) with a focus on methods and techniques of teaching adults resulted in a pool of eight new national MISP trainers for BiH (F: 5, M: 3).

Afterwards, the new national trainers facilitated a two 3-day MISP training for 45 health professionals (F: 25, M: 20) from seven DRR partner LSGUs from both entities. Due to the burdened obligations and stretched capacities caused by COVID-19, fewer health workers participated in MISP training than planned. This education coupled with promotional activities of the importance of MISP training through the production of a short video on the implementation of MISP training in BiH. MISP trainers also facilitated two 1-day MISP trainings for 55 non- health professionals (F:34, M: 21) from ten DRR local communities. The participants of this training were representatives of civil protection, municipalities, centers for social welfare, educational sector, police, red cross, fire brigades, local NGOs and safe houses.

The JP target for relevant local capacitated in DRR and preparedness with focus on SRH (sexual and reproductive health) and GBV (gender-based violence concerns of youth, adolescents and women in disasters is set to be 160 people trained, so far, the project trained 100 professionals from local communities (including health and non-health sectors) trained on MISP. As such the target is rated as “off track”.

**Output 2.5. Capacities of agriculture sector and vulnerable farmers in partner localities to increase disaster preparedness and reduce disaster losses are strengthened:**

In line with expected results, activities to raise awareness of the importance of disaster risk reduction occurred to help reduce the adverse impacts of natural hazard-induced disasters on agriculture among the relevant agricultural stakeholders. It has enhanced the capacities of agriculture partners to conduct municipality disaster risk assessments. It proved essential for them to have a clear understanding of the existing disaster risks, vulnerabilities and existing policy and institutional capacities to help risk-informed planning and decision



making for the agriculture sector and specifically vulnerable farmers. Through the implementation and established LDRRs, focusing on the relevant agricultural stakeholders, the Programme intervention continued to enhance coordination and collaborating disaster risk reduction and management activities at the various levels (local to national) and across sectors and stakeholders.

Based on needs assessments, ten rounds of training (1 per municipality) with 15 farmers participating from each, thus having 150 farmers (F: 57, M: 93) in total trained and awareness on DRR good practices raised.

Significant impact was visible in achieving sustainability by strengthening partnerships and alliances of the agriculture CSOs/NGOs in the LDRRs with the other relevant stakeholders of the platform, meaning these partnerships continue beyond the lifespan of the Programme.

**Output 2.6. Local level capacities, tools and procedures for disaster preparedness are tested in practice to improve cross-sectoral coordination for effective disaster response:**

Preparation of Terms of Reference and planning the simulation exercise under implementation in 2022.

*Factors that have contributed to achievements*

There are a number of factors that have contributed to the accomplishments thus far. These should be anchored in further work in the concluding stage of the JP and phase II in order to generate sustainable achievements. Some are internal to the JP, and some are external factors. The contributing factors identified are as follows:

- **Applying a multisectoral approach:** Achieving systemic local DRR governance is complex and long-term process, which engages a wide range of stakeholders to be connected into a system. The JP recognized that building the capacity of a single stakeholder or strengthening a single relationship within that system is totally insufficient. Hence, the Programme has placed focus on the system as a whole and strengthens capacities of local governments, improves strategic and regulatory frameworks, integrates multiple sectors into a whole-of-government DRR approach, alongside with direct interaction with relevant socio-economic stakeholders. The stakeholders interviewed during this evaluation acknowledged the importance of the whole of Government approach implemented by the programme, some indicated that is happening for the first time in their cities and they could see clearly the value of working together as one. Some stakeholders came to learn through this JP how their regular work is actually relevant to the DRR because of the multi-sectoral approach applied by the JP.

*“At the beginning, I wondered why my work {sexual health and reproduction} is relevant to DRR, and why I am invited to these meetings. But then I came to understand how disasters could increase the vulnerability of women and we should be prepared for that”. An interviewer said.*

- **Investment in capacity building.** The JP invested heavily in capacity building, several trainings have already been delivered and large number of people trained in total across all activities. There has been a high degree of investment in local capacity building, not only individual capacity upgrading but also institutional capacity strengthening including setting up database (DRAS) and information communication mechanisms. In total, 10 DRR capacity building actions delivered to improve institutional and coordination role of DRR platforms, as follows: Training on climate change, disaster

risk reduction and sustainable development (2020); Training on project management (2021); Training on Disaster Risk Management (2021), 3 Social Protection DRR trainings (2 in 2019 and 2020 and 1 in 2021), support to breastfeeding in emergency situations (4 trainings). In total, 121 (F: 41) DRR professionals from local DRR platforms capacitated through education and knowledge sharing activities to improve institutional and coordination roles. This is potentially a contributing factor not only for effectiveness features but also for sustainability.

- **The mix of expertise that UN agencies bring along to the JP** has been crucial to the success of the activities. One of UN's strengths is the ability to bring together diverse stakeholders to address development challenges, whether at the global, national or grassroots level. This convening power is a valuable resource during the Programme implementation, which is further reinforced by a diverse pool of global DRR knowledge, methodologies, and tools, which are transferable to Bosnia and Herzegovina. Moreover, the Programme embraces the approach of facilitating and supporting institutional capacity, policy design and delivery without assuming responsibility for doing these instead of responsible partners. Ultimately, this also contributes to ownership by the relevant domestic stakeholders. Stakeholders have acknowledged the value added by participating UN agencies and also acknowledged the collaborative environment demonstrated by UN agencies. The vast majority of stakeholders expressed satisfaction with UN agencies administration of the JP and acknowledged the cooperative approach implemented, and also demanded greater in field presence of UN teams.

*"We felt that the UN agencies have always been there for us when we needed them for DRR matters, when we ask for something, they respond quickly and effectively".* An interviewee said.

The survey respondents have largely indicated that the products of the JP have been helpful for their day-to-day work. According to below diagram, 71% of the survey respondents (n=34) thought the products were very helpful, and 26% somewhat helpful and only 1 rated this as unhelpful.

**Figure 5: Survey responses on the helpfulness of the JP products (n=34).**



## Factors that hinder achievements

There are also a series of factors that are constraining factors for achievements / effectiveness thus far.

- **COVID 19 pandemic:** The COVID pandemic has imposed wide range of issues upon the JP, the COVID-19 has had an indelible impact on effectiveness and has been a hindering factor in obtaining achievements. Impact has not only been at the administrative level, but also at the policy level from shifts in Government priorities to address the emerging needs of COVID.  
Some the direct COVID impacts on the JP were:
  - COVID-19 outbreak, and subsequent quarantine measures imposed by the Government have had negative impact on implementation of a number of the project outputs as per workplan, particularly on those activities that involve travel including local planned workshops and trainings;
  - Meetings and consultations with local authorities and government organizations were particularly hard especially that digital solutions are not mature enough at the stakeholder side.
  - Shift in priorities of participating agencies, particularly health ministries, to combat COVID, which meant that all resources, including human resources, were allocated and focused on COVID response, and less attention paid to other business including this JP.
- **Limited understanding of the DRR issues and its relevance:** Some stakeholders who are now participating in the DRR platforms indicated during the interviews undertaken as part of this evaluation that they didn't understand what DRR actually involves at the beginning of the JP and questioned why they have been asked to participate in the DRR platform, as it seemed irrelevant to their day-to-day work. However, after engaging with the JP team through discussion and educational activities, they came to understand the cross-sectoral nature of DRR work and felt more relevant to play a role in such an important matter. It takes a substantive effort and resources to achieve awareness outcomes accompanied with shift in stakeholders thinking to acknowledge DRR as a challenge that is worthy of all sectors participation. The JP clearly managed to engage effectively with stakeholders to achieve DRR awareness outcomes, and more importantly DRR-related behavior change, for example by getting stakeholders to participate effectively in a multi-sectoral platform, which is something obviously totally attributed to the JP intervention.
- **Frequent changes in the city leadership:** The JP has witnessed frequent changes in the city-level leadership based on the election outcome and this led to a) change in priorities (for example change the selected schools to go through the risk assessment exercise), b) change the level of commitment to DRR matters, for example one of the newly elected mayors didn't approve for the municipality staff to participate in a DRR training implemented by this JP; and c) fluctuation of LSGUs personnel in charge of DRR sets a requirement for further capacitation and introduction of new personnel to relevant matters. This required the JP to intensify the engagement with the newly elected leaders and work toward renewing the commitment along with continuous trainings and transfer of knowledge to new staff.
- **Limited resources at the local level:** Majority of engaged municipalities have been experiencing limited resources that can be available to DRR platform leadership, the allocated human resources to DRR are often also assigned to number of competing priorities at the same time. In fact, some LGs could not essentially participate in the JP, despite the high risk, due to lack of resources, particularly, human resources that can be assigned to work on DRR. Also, the co-funding criterion defined in the LG selection process has been an obstacle for high-risk and under resourced LGs to participate in the JP.



- **Availability of technically sound expertise locally:** The nature of the JP activities related to risk assessment and hazard mapping are very technical and specialized in the area of DRR. The JP struggled at the beginning to identify local expertise to deliver technical activities. As an adaptive management measure, the JP partnered with specialized service providers and organizations such as “world vision” organization to implement the school DRR complement.
- **Complex political environment in BiH:** The current political environment in BiH is a complex one and involves multiple levels of authorities. Achieving consistency in vertical and horizontal coordination would be challenging, it is as well expected to that consistency in legislation would be challenging in phase II of the JP.

## 4.4 Impacts

### Findings and conclusions

8. There is ample evidence that the project achieved impacts related to: a) Local communities are benefiting more from updated DRR evidence-based and planning documentation using multi-sectorial model through joint work of education, civil protection, agriculture, health and social/child protection sectors; b) Increase awareness of DRR platform participants on the DRR challenges and responses accompanied with shift in stakeholders behaviour and thinking to address DRR challenges in cross-sectoral approach; c) Enhanced the capacities of partners to conduct municipality disaster risk assessments, and have a clear understanding of the existing disaster risks, vulnerabilities and existing policy and institutional capacities to help risk-informed planning and decision making for the various sectors and specifically vulnerable community groups; d) Better local DRR governance with a decision-making process that is risk-informed planning and based on evidence coming from vulnerability assessment and genuine data sources (i.e DRAS); and e) Setting up the foundation for bottom-up upscaling of DRR strategic solutions by demonstrating effectiveness of an integrated model of disaster risk governance and livelihood enhancement in local communities across various sectors, and improving coordination mechanisms and affirming risk-informed strategic planning processes with a focus on the most vulnerable population groups.
9. The main challenge to long-term impact of the JP are related to a) the absence of country-level leadership in DRR portfolio in BiH, need to develop vertical DRR coordination mechanisms as well as horizontal, country-level DRR policy and strategy frameworks and align the DRR work with provision of the Sendai Framework and broader SDG agenda; and b) the need to move from project-based DRR culture to more systematic and evidence-based DRR preparedness and response culture at all levels of Government in BiH through formalization, institutionalization, legal recognition and acceptance of local DRR Platforms and DRR frameworks.

An impact evaluation explores the effects (positive or negative, intended or not) on individual households and institutions, and the environment created, by a given development activity such as a programme or project. And because impact-related evidence is very limited, this evaluation involved mix method (interviews and surveys) to investigate changes beyond outputs noting that impacts have not fully materialised at this point of MTE.



## Overall Goal and outcome 1

Overall goal: Local governments in Bosnia and Herzegovina have improved their DRR institutional capacities, frameworks, public services and partnerships, and population in risk-exposed localities is less socially and economically vulnerable to effects of disasters and climate change.

Outcome 1: At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters.

Indicators	Baseline	Target	Achieved as of July 2022	Status at FTE
<b>Number of citizens who benefit from improved disaster risk prevention and preparedness in targeted localities.</b>	No multi-hazard data available. Over 500,000 citizens live in areas with very significant risk of floods/landslides out of which over 52,000 live in areas with very significant risk of floods in partner localities.	At least 600,000	In total 632,331 (F: 323,291) citizens living in 10 partner local communities benefited from updated DRR evidence-based and planning documentation using multisectoral model through joint work of education, civil protection, agriculture, health and social/child protection sectors.	On track
<b>% Of local governments country-wide that apply an integrated and whole-of-government approach to DRR and are “champions” for disaster resilient communities.</b>	0%	7 % of risk-exposed local governments apply an integrated and whole-of-government approach to DRR and are “champions” for disaster resilient communities (2023).	10 local DRR platforms capacitated through Programme interventions and recognized by local management as future forum of professionals in analysing, planning and counselling DRR bodies. DRR champion professionals, innovative technologies and policy frameworks engaged in knowledge	

			transfer activities and training related to establishing model of work at entity level and 5 new locations in FBiH.	
<b>% of local governments whose strategies and plans are based on DRR evidence and cross-sectoral aspects, following relevant international DRR frameworks and guidelines.</b>	0% of partner local governments with DRR-mainstreamed development strategies.	100 % partner local development strategies featuring DRR in place.	Local development strategies initiated in all 10 local communities including concrete identified priorities in one location (Kakanj pending adoption). Official letters obtained from other local management officials that identified priorities will be mainstreamed into strategies during upcoming updates in 2022.	
<b>% increase of partner municipal/city budget resources allocated for DRR as a result of DRR-featuring strategies.</b>	All partner local governments allocate in total BAM 8,052,921 for civil protection units.	Average increase of 5% for all partner local governments in comparison with 2017.	This indicator could not be directly measured. Monitoring of resource allocation made by Programme team showed increase through specific sectors (mostly civil protection), without comprehensive	
<b>Extent to which local DRR coordination mechanisms are established and functional in partner local governments.</b>	DRR coordination mechanisms at the local level are almost non-existent.	Local DRR Platforms are functional in min. 10 local governments and engaged in design and delivery of DRR-related actions	Local DRR platforms continued to be functional in 10 local communities to define, plan and deliver DRR tasks and actions toward	



		and in community resilience building efforts.	creating community resilience.	
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**Outcome 1 indicators:** Clearly the Programme strengthened the capacities of Local Self-Government Units (LSGUs), improving strategic and regulatory frameworks, and integrating multiple sectors into a cross-sectoral local coordination mechanism with relevant socio-economic stakeholders. Therefore, the Programme attempted to support the local management as the key prerequisites for ensuring that development from disasters is shifted not as occasional events but as a contentious threat through the management of risks generated and accumulated on an ongoing basis, however, there is more work to be done to reach that level of maturity. The LSGUs vary in the level of maturity of, and commitment to, DRR platform and its continued operations. Some LGs are clearly taking this on board seriously and demonstrated genuine willingness to pursue the DRR operations, other LGs needed to come quite stronger and demonstrate more commitments.

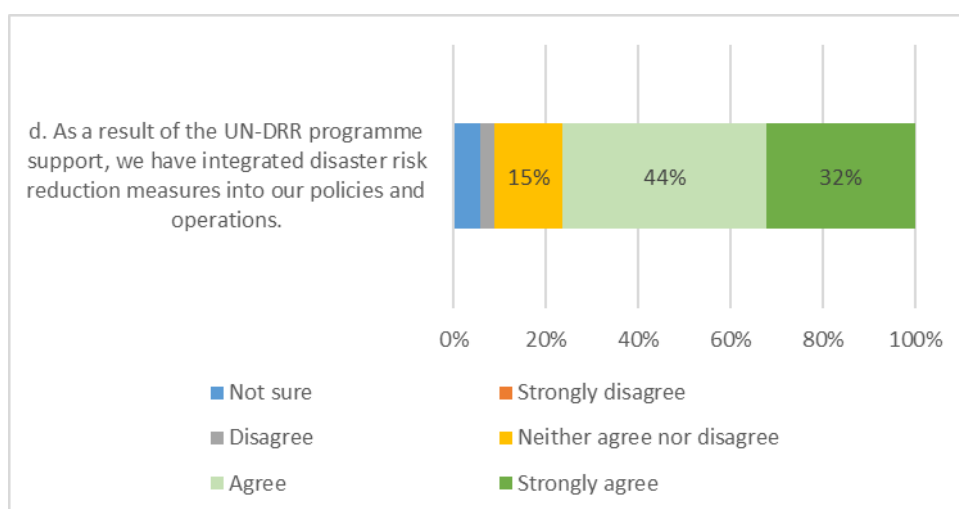
The JP sought official letters from LSGUs management stating that identified DRR priorities and implemented actions supported by the Programme will find their place in the first strategic development process and be prepared to be adopted in the forthcoming period. While letters are good sign from LGs, however it is more importantly to translate the commitment into actions where the DRR platform and associated activities are integrated into local policies. The JP team managed to compile evidence-based documentation with steps made in translating these priorities into cross-sectoral DRR strategic planning. Furthermore, this is coupled with adequate investments in human and institutional capacities of involved development sectors to ensure policy, institutional, and knowledge management in disaster risk reduction prioritization through further implementation.

Interviewees from LGs identified two major elements that might help the continuation of the DRR platform operations: 1) integrating the established DRR platforms into local legislations and 2) ensuring adequate resourcing allocated for the DRR platforms.

Results achieved within outcome 1 portray local policy and capacity building development processes to sustain the Programme results with all Programme partners. For example, in line with the previously developed entity level framework Action Plans on Sexual and Reproductive Health and Gender-Based Violence in Emergencies (SRH&GBViE) from 2020, 10 Action plans are developed jointly with local DRR partners in 2021 and 2022.

Around 76% of the survey respondents (n=34) have agreed that there is now more integration of DRR matters into policies and strategies as a result of the DRR joint programme. Understandably, over 20% of the respondents were unsure if this was the case, presumably as this integration has not completely materialized.

**Figure 6: Surveys response on the integration of the DRR into policies and operations (n=34).**



**Outcome 2:** Citizens in partner localities, particularly the most vulnerable population groups, have become more resilient to disasters

Indicators	Baseline	Target	Achieved as of July 2022	Status at FTE
<b>Level of capacities of partner local governments to apply integrated DRR and preparedness measures as part of the broader local strategic framework.</b>	Very limited (and fragmented).	Improved capacities of at least 10 partner local governments that enable them to address disaster risks in an integrated, vulnerability-sensitive and effective manner, contributing to community resilience.	Capacities of local governments improved through existence of local DRR mechanism for coordination and communication, priorities in place based on evidence including knowledge and awareness of mainstreaming of DRR into local strategic development processes. Still, are for improvement should be around sustaining model of work, budget allocation and continuation in identifying and implementing other DRR initiatives and measures.	
<b>Number of DRR initiatives successfully</b>	0	At least 20.	So far, six initiatives are realized having	





implemented within partner local governments and translating DRR strategic priorities into actions.			strategic priorities translated into actions. It is agreed to complete all priority actions in 2022.	
Number of vulnerable citizens (disaggregated by sex) in partner localities benefiting directly from DRR measures as a result of the Programme assistance.	0	At least 50,000 vulnerable citizens (within whom at least 50 % women) benefit from concrete DRR, measures within partner localities as a result of the Programme assistance.	In total, 522,497 (F 267,939) persons living in 10 partner local communities benefited in access to health care services through increasing policy development capacities and primary health care services in 2021.	

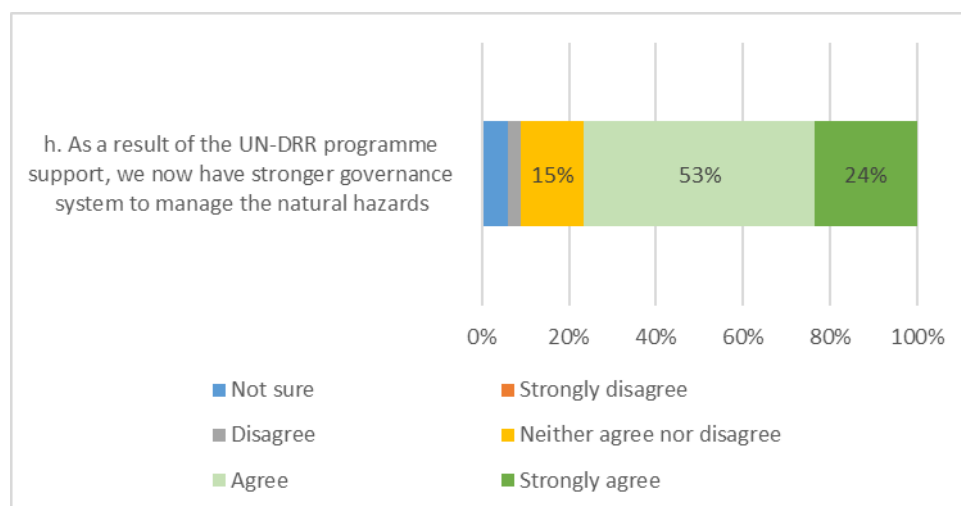
**Outcome 2 indicators:** Achievements made in enhancing the capacities of all partner LSGUs thus enabling them to address disaster risks in an integrated, vulnerability-sensitive and effective manner, contributing to community resilience for 632,331 (F: 323,291) citizens living in these areas. Capacities for camp management and coordination amplified through tailored camp coordination and camp management (CCCM) training of trainers (ToT) for selected staff from Civil protection, the Red Cross and other relevant institutions from all partner LSGUs and representatives of Red Cross Associations Civil Protection Administrations at the entity level and Ministry of Security of BH. On the side of education interventions, nine school disaster management teams were formed enabling a cross-sectoral and holistic DRR implementation at the school level. Integrated support to more than 6,000 children (out of which more than 2,900 girls) provided by Teams and operationalized through developed school DRR assessments and action plans, as well as extensive DRR capacity building delivered.

Furthermore, ten Shock-Responsive Social Protection (SRSP)/DRR SP Action Plans (DRR SP APs) were adopted by the Centers for Social Welfare (CSWs), Mayors and Civil protection local departments in target communities. The DRR APs enable CSWs to undertake timely preparedness actions and plan social protection service continuity for the most vulnerable beneficiaries in emergencies, including children and families. The Plans will ensure coverage with risk-informed social protection services for more than 26,000 social protection beneficiaries, including more than 1,800 children. As the baseline for the development of the DRR SP APs, the entity-level Guidelines for the development of Shock-Responsive Social Protection/DRR Action Plans were developed in FBiH and RS, validated and endorsed by the Entity Ministries of Social Policy/Social Protection and Entity-level Civil Protection Administrations. Moreover, 71 health professionals improved their knowledge and capacities in supporting new mothers in breastfeeding and promoting exclusive breastfeeding practices before, during and after emergencies in selected municipalities.

The Programme efforts contributed to identifying priority DRR actions that will increase community resilience based on multi-sectoral risk assessments and DRR-featuring local strategies committed preferences in all 10 LSGUs. Identified initiatives depend on the priorities and needs of each locality, and they were related to engineering activities on flood and landslide prevention, procurement of equipment, riverbed cleaning, wildfires response, early warning system and development of project documentation. Priority DRR actions in Bijeljina, Srebrenica, Prijedor, Sanski Most and Bihac are started in 2021 and due to be finished in 2022. Implementation of priority DRR actions in other partners' LSGUs will be underway in 2022 and 2023.

Around 77% of the survey respondents (n=34) have agreed that the DRR governance systems have become stronger as result of the DRR program support. Around 20% were unsure about this impact, and this may be attributed to the fact that these participants may have not been specifically involved in governance-related work.

**Figure 7: Survey respondents' perceptions on the how stringer the DRR governance structure has become as a result of the JP (n=34)**



## Increase awareness and understanding of DRR

The JP implemented multiple awareness activities including through direct engagement with a wide spectrum of stakeholders, particularly the local governments and local authorities (health, education, agriculture and social welfare centres). The limited understanding of the DRR among stakeholders at the local level contributed to the delays at the beginning of the JP, and therefore the JP team needed to invest lots of resources to educate stakeholders why DRR is important and also how DRR is relevant to different sectors and institutions.

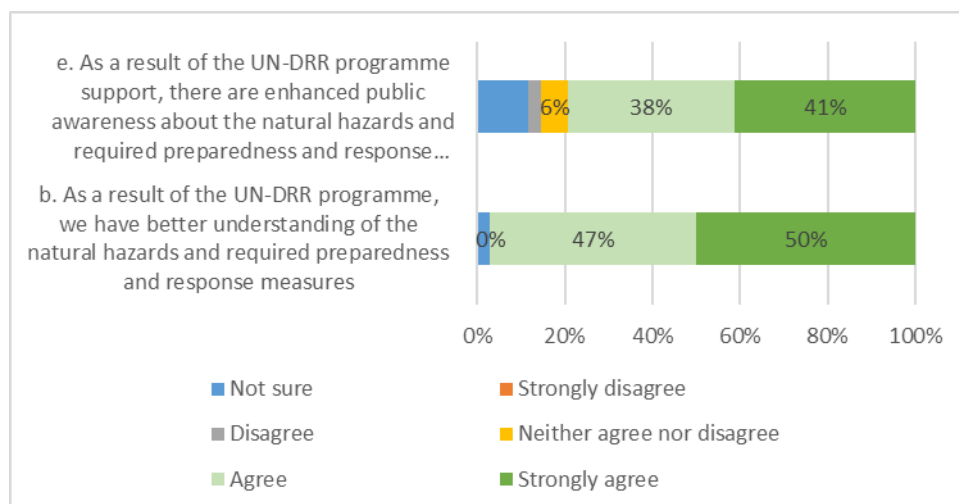
Some stakeholders who are now participating in the DRR platforms indicated during the interviews undertaken as part of this evaluation that they didn't understand what DRR actually involves at the beginning of the JP and questioned why they have been asked to participate in the DRR platform, as it seemed irrelevant to their day-to-day work. However, after engaging with the JP team through discussion and educational activities, they came to understand the cross-sectoral nature of DRR work and felt more relevant to play a role in such an important matter.

It takes a substantive effort and resources to **achieve awareness outcomes accompanied with a shift in stakeholders thinking to acknowledge DRR** as a challenge that is worthy of all sectors participation. The JP clearly managed to engage effectively with stakeholders to achieve DRR awareness outcomes, and more importantly **DRR-related behaviour change, for example by getting stakeholders to participate effectively in a multi-sectoral platform**, which is something obviously totally attributed to the JP intervention.

The JP awareness and educational activities have been understandably focussed on key institutions and decision makers; however, this kind of activities would need to be extended to the public of BiH, and this may be integrated to the design of phase II of the program.

More than 97% of the survey respondents (n=34) have confirmed that they now have better understanding of the DRR issues as a result of the activities of the DRR programme, and 79% also indicated that there better public awareness as a result of the JP activities.

**Figure 8: Survey responses on the level of understanding DRR matters (n=34).**



## Capacity development

The project exerted massive efforts in building institutional and individual capacities of the JP stakeholders and beneficiaries on different matters including trainings on climate change, disaster risk reduction and sustainable development, project management, Disaster Risk Management, Social and Child Protection DRR trainings, support to breastfeeding in emergency situations. In total, 121 (F: 41) DRR professionals from local DRR platforms capacitated through education and knowledge sharing activities to improve institutional and coordination role.

Capacities for camp management and coordination are also strengthened through organization of tailored camp coordination and camp management (CCCM) training of trainers (ToT) for selected staff from Civil protection, the Red Cross and other relevant institutions from all partners local governments and representatives of Red Cross Associations Civil Protection Administrations at entity level and Ministry of Security of BH. CCCM training of trainers is implemented in cooperation with IOM.



The JP capacity development extended beyond soft skills only, but also to equip different institutions involved in DRR with equipment such as rescue boats, outboard boat engines, boat trailers, 4x4 vehicles, high-capacity water pump, Urban Search and Rescue tools, drone, personal rescue equipment for rescuers and most necessary IT equipment for civil protection services.

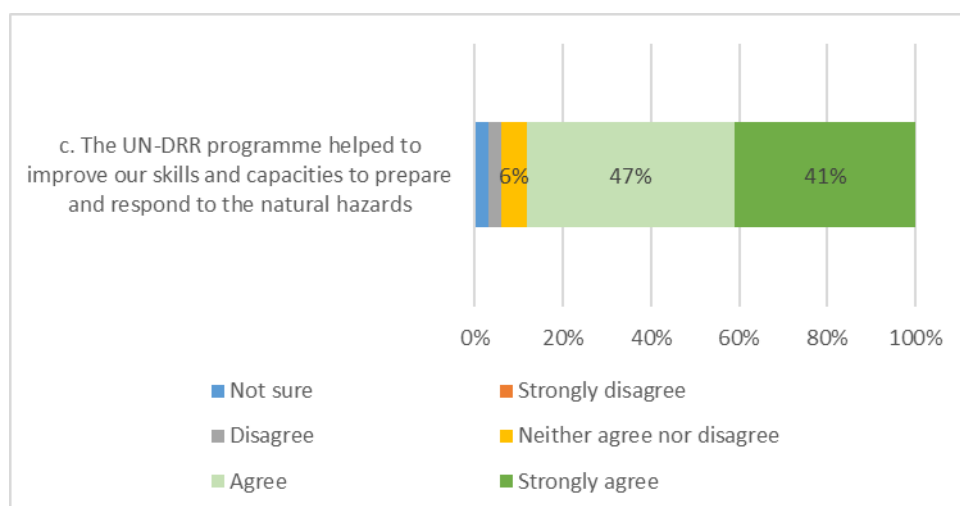
In the context of the capacity development, it is important to mention the technical capacities improvement in storing and maintaining DRR-related data and enhancement knowledge and capacities of partners in institutions in utilizing the DRAS IT tool, now 22 LSGUs are using DRAS to access scientific floods, landslide, earthquakes and fires hazard data. DRAS provides information about mine suspected areas for the entire Bosnia and Herzegovina as well. These scientific hazard data are of great use for decision makers and citizens to increase disaster risk awareness for specific localities, in addition to the wealthy data collected through the vulnerability risk assessments and school risk assessments that will importantly input to DRAS and shape the backbone for future updates.

The outcomes of capacity development component of the JP are:

- Better understanding of DRR and associated preparedness and response measures from different sectors
- Enhanced the capacities of partners to conduct municipality disaster risk assessments and have a clear understanding of the existing disaster risks, vulnerabilities and existing policy and institutional capacities to help risk-informed planning and decision making for the various sectors and specifically vulnerable community groups.
- Better local DRR governance with a decision-making process that is risk-informed planning and based on evidence coming from vulnerability assessment and genuine data sources (i.e DRAS).

Around 88% of the survey respondents (n=34) agreed that the DRR programme helped to improve their skills and capacities to prepare and respond to DRR.

**Figure 9: Survey responses in relation to DRR impacts on the DRR skills and capacities (n=34)**



## Setting the foundation for bottom-up DRR upscaling in BiH

The JP was intended to act as a springboard to a bottom-up introduction of DRR governance in BiH. It is expected that it will set a path for the achievement of long-term protection and security goals, enabling the more efficient use of the scarce development resources, rather than for reclaiming of the damages caused by natural and other disasters. The JP contributed to this strategic change by supporting the introduction of an integrated model of disaster risk governance and livelihood enhancement in local communities across various sectors and improving coordination mechanisms and affirming risk-informed strategic planning processes with a focus on the most vulnerable population groups.

**An important strategic impact of the JP is promoting the culture of DRR preparedness and management across the board to all levels of Governments** by demonstrating effectiveness of the local DRR model. There is ample evidence that BiH is now more prepared for taking the next step after a proof of concept has been successfully demonstrated by the JP.

Despite the fact that the JP activities are focused on the local level, the JP engagement strategy has rightly been extended beyond the local governments into entity, canton and state levels. The outcome of such an inclusive engagement strategy paved the road so smoothly to get “buy in” from all Government levels in BiH, and willingness to participate more effectively in the phase II of the programme.

This is not to say, “job is don”, on contrary, **there is clear case of lack of country-level leadership in DRR portfolio in BiH**, and more work to be done to build country-level leadership, develop vertical DRR coordination mechanisms as well as horizontal, country-level DRR policy and strategy frameworks and align the DRR work with provision of the Sendai Framework and broader SDG agenda. It is acknowledged that country-level leadership is arguably outside the scope of phase I, however, it is believed that there are now enough grounds to address this issue through the phase II of the JP.

On the other side, **there is more to be done to move from project-based DRR culture to more systematic and evidence-based DRR preparedness and response culture**. In order to fully exploit the undertaken efforts, the JP should work on formalization, institutionalization, legal recognition and acceptance of local DRR Platforms and DRR frameworks, making them widely accepted as effective tools for disaster risk governance in the country. Relevant DRR measures and budgets should be strategically addressed and incorporated into relevant development strategies at all government tiers. In addition to DRR measures, there should be a systematic and continuous support aimed at improvement of DRR material and human capacities, and communication and coordination mechanism.

## Attribution analysis

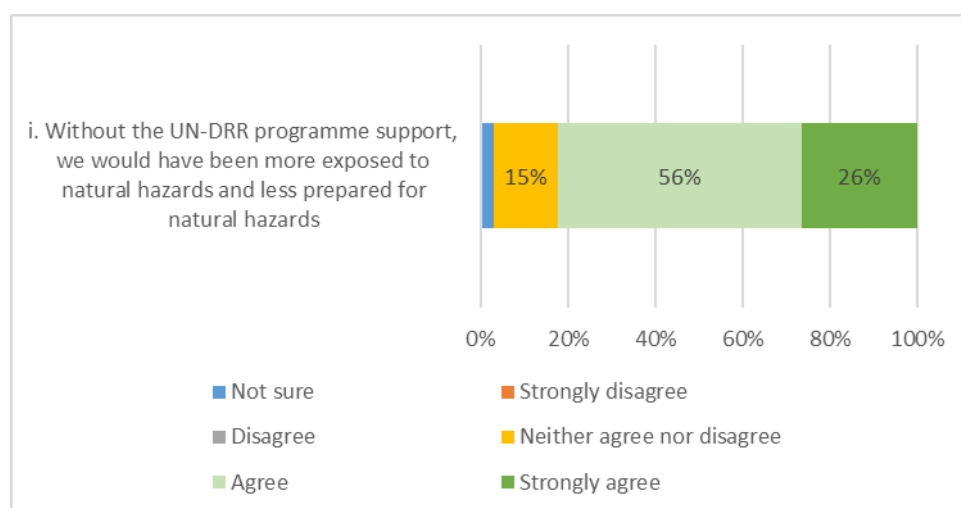
There is ample evidence that the JP contributed directly to the above mentioned impacts, particularly some of those impacts at the local government level can be directly attributed to the JP activities based on 1) the fact that this is the first and only DRR initiative that these local governments are engaged in, 2) the strong causal link between the JP activities and identified impacts, 3) the interviewed stakeholders during this evaluation and have attributed both the outputs and impacts to the JP activities, and 4) the survey respondents have also largely attributed these impacts to the JP activities.

While these have given enough confidence to suggest attribution of impacts to JP activities, it is methodologically not possible to exactly quantify how much of that impact exactly attributed to the JP and how much due to external factors for the case of this programme.

The interview and survey questions were designed to seek feedback and perception on the impacts attributed to the JP, for example impact-related survey questions started with “as a result of the DRR JP” to gauge beneficiaries’ perception on JP-attributable impacts.

In addition to above mentioned impacts, more than 82% of the survey respondents (n=34) have also clearly attributed the reduction in exposure to the natural hazards to the JP activities, 82% of the responses agreed with the statement that “Without the UN-DRR programme support, we would have been more exposed to and yet less prepared for natural hazards”.

**Figure 10: Survey respondents’ perception on the JP impacts in relation to exposure to natural hazards (n=34).**



## 4.5 Efficiency

### Findings and conclusions

10. Despite initial delays and hiccups on the way (e.g the consequences of COVID), the JP implementation is considered to be on time towards achieving its targets by the end of the revised timeframe of Phase I i.e June 2023. The JP applies adequate project management practices in terms of monitoring, evaluation and reporting with a need to demonstrate and document learnings from monitoring and evaluation activities. It is also noted financial delivery currently stands at 55% of all funding sources, and this may pose a financial delivery risk.
11. The current structure of the Programme Board involves mix of “Governance” (i.e decision making and strategic guidance) as well as “coordination and consultation” duties together, and as a result of having large number of stakeholders in the board, the coordination/consultation process over-dominated the strategic leadership that a standard Programme Board would normally offer. It is therefore suggested to separate the Governance structure into two committees, 1) Programme board focused on strategic guidance, performance monitoring and decision making with high level representation of the UN RC, SDC, and one representative from state government, RS, federation and Brčko District, and 2) Programme



Advisory committee as inclusive platform for all stakeholders to achieve consultation and coordination outcomes.

12. The UN Interagency coordination is found overall moderately effective; however, there is a need to further strengthen 'coordination, coherence, effectiveness and efficiency' of the Joint Programme and promote the concept of "joint implementation" by 1) strengthen the role of UN RC in the programme by continuing to co-chair of the programme board as the only representative of the UN and lead multi-donor discussions on DRR needs in BiH; 2) introduce a JP team forum comprising responsible programme staff from all participating UN agencies; 3) introduce DRR-Joint implementation guidelines that defines roles and responsibilities, minimum quality assurance (QA) processes, joint implementation principles, joint monitoring and learning mechanisms and processes to track results; and 4) Develop a joint communication and advocacy plan for phase II to ensure consistency in messaging and policy advocacy (internally and externally), position the "UN in BiH" identity as a reference point of DRR best practice in BiH, and ensure consistency and avoid segmentation, duplication, competition and incoherence in communication.

Efficiency is the extent to which an intervention delivers, or is likely to deliver, results in an economic and timely way. For this, economic is defined as the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context.<sup>3</sup>

**Finance:** The JP funding involves main sources with the Embassy of Switzerland in BiH/Swiss Agency for Development and Cooperation being the main source of funding with \$2.4 million making up of 56% of the available funding and participating UN agencies cost-sharing is nearly \$1.8 (i.e 42% of the total funding, and the Government of BiH contribution is \$129K (i.e 3% of the total funding). Below table outlines the budget breakdown.

Funding source	Amount USD \$
<b>Embassy of Switzerland in BiH/Swiss Agency for Development and Cooperation</b>	2,400,000
<b>UNDP</b>	785,000
<b>UNICEF</b>	663,150
<b>FAO*</b>	177,571
<b>UNFPA</b>	123,373
<b>UNESCO</b>	52,854
<b>Government of BiH</b>	120,000

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<sup>3</sup> OECD/DAC Network on Development Evaluation. Better Criteria for Better Evaluation. Revised Evaluation Criteria Definitions and Principles for Use. February 2020.

<b>Grand total</b>	<b>4,321,948</b>
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The JP project document has gone through a major revision in 2021 to accommodate changes on the budget and timeframe, this included revisiting the UNDP contributions to include direct contributions only as well as extending the JP timeframe for 6 months. The revision included the following updates:

- Updates related to COVID-19 pandemic and its implications on the JP activities,
- Corrections of UNDP activities regarding contribution within Outcome 2.1,
- Corrections in the Programme budget, including the contributions of partner LSGUs,
- Corrections in the Programme Logical Framework,
- No-cost extension of the Programme implementation period for additional six months, i.e until 30 June 2023.

Also, as part of updating the new project document, and due to the Covid-19 situation, less travels are planned in the COVID peak years, especially international travels, and as a result, the JP applied sensible budget reallocations to maximize the benefits of travel budget allocations.

Also, the JP aimed to utilize in-kind contribution from partners in the form of hosting venue, hospitality and transport costs for events and training, this was stated as prerequisite for the selected local government to be able to participate in the JP activities. The in-kind contribution requirement is meant primarily to achieve greater ownership of the JP outcomes by local communities.

The financial delivery is at slower pace than the progress on the activities, currently the total spending stands at \$2,353,734 which is 55% from all funding sources and as we are less than a year away from the JP phase I closure, this may pose a financial delivery risk to meet the full spending target. It is recommended that the JP develop a spending plan for the remainder time and define activities and spending strategy as to how a total balance of almost \$1.8 million is going to be utilised and reported.

**Table 1 JP financial delivery by funding source**

<b>Funding source</b>	<b>Amount USD \$</b>	<b>Spent up to date (June 2022)</b>	<b>Balance</b>	<b>% Financial delivery</b>
<b>SDC</b>	2,400,000	1,261,425	1,138,575	53%
<b>UNDP</b>	785,000	305,780	479,220	39%
<b>UNICEF</b>	663,150	289,351	373,799	44%
<b>FAO</b>	177,571	165,143	12,428	93%



<b>UNFPA</b>	123,373	91,215	32,158	74%
<b>UNESCO</b>	52,854	90,659	0	0
<b>Government of BiH</b>	120,000	0	120,000	0%
<b>Grand total</b>	<b>4,321,948</b>	<b>2,224,435</b>	<b>2,097,513</b>	<b>51%</b>

**Table 2 JP financial delivery by component**

<b>Component</b>	<b>Amount USD \$</b>	<b>Spent up to date (2022)</b>	<b>Balance</b>	<b>% Financial delivery</b>
<b>UNDP component</b>	2,141,108	1,121,807	1,019,300	52%
<b>UNICEF component</b>	1,303,082	738,062	565,020	57%
<b>FAO component</b>	357,551	250,593	106,958	70%
<b>UNFPA component</b>	263,358	158,361	104,997	60%
<b>UNESCO component</b>	112,848	84,911	27,937.	75%
<b>Government of BiH</b>	120,000			
<b>Grand total</b>	<b>4,321,948</b>	<b>2,353,734</b>	<b>1,824,212</b>	<b>55 %</b>

The UNDP Multi-Partner Trust Fund (MPTF) Office serves as the Administrative Agent (AA) and is responsible for the receipt of the donor contributions, the transfer of funds to Recipient UN Organizations, the consolidation of narrative and financial reports and the submission of these to the Swiss Development Cooperation (SDC). As the Administrative Agent of the PBF, MPTF Office transfers funds to PUNOS based on the signed Memorandum of Understanding between each PUNO and the MPTF Office.

Participating United Nations Organizations assumed full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each Participating UN organization (PUNO) in accordance with its own regulations, rules, directives, and procedures. Each PUNO establishes a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. This separate ledger account is administered by each PUNO in accordance with its own regulations, rules, directives, and procedures, including those relating to interest. The separate ledger account shall be subject exclusively to the internal and external auditing procedures laid down in the financial regulations, rules, directives, and procedures applicable to the PUNO.



The participating UN agencies are accountable for effective and impartial fiduciary management and financial reporting. Each agency receives donor contributions, disburse funds as per defined activities and consolidates a periodic financial report and a final financial report.

**Timeliness:** The JP officially started on January 1<sup>st</sup>, 2019 and was due for completion by December 31<sup>st</sup>, 2022. The Programme duration was initially planned for 4 years (48 months), after revision of the Programme document, the first phase of the Programme was extended for additional six months, for a total duration of 4.5 years (54 months). The **revised implementation period is January 1<sup>st</sup>, 2019 – June 30<sup>th</sup>, 2023**.

Based on the analysis of end of phase I targets (undertaken section 4.3 of this report), the JP sounds to be on track to be completed by the new end date, however, it is important that phase II preparations are completed ahead of June 2023 to enable continuity of the JP operations and staff. This requires setting a target to have the starting date of Phase II to be July 1<sup>st</sup>, 2023, and this means that all project document formulation and subsequent formalities (approval and signature) to be completed in the first quarter of 2023.

### **Programme Governance**

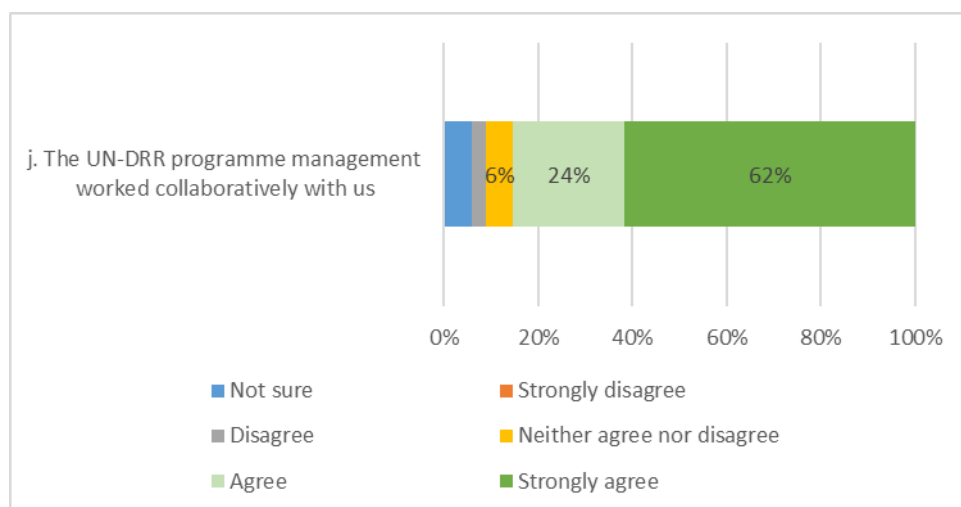
Overall oversight and strategic guidance of the Programme are provided through the Joint Programme Board (also known as Steering Committee). The Programme Board is co-chaired by the UN Resident Coordinator and by the Minister of Security of Bosnia and Herzegovina and comprises representatives of the Ministry of Security of Bosnia and Herzegovina, other relevant institutional partners (as indicated in the graph below) and the Heads of UNDP, UNICEF, UNESCO, FAO AND UNFPA. The **Joint Programme Coordinator**, hosted by the Convening Agency (i.e UNDP), and serves as the Secretary during the Programme Board meetings

The programme was also meant to establish a broader consultative body – Advisory Board, comprising all other relevant institutions and stakeholders (for example entity level ministries), however, these institutions were also included in the Programme Board.

**The current structure of the Programme Board involves mix of “Governance” (i.e decision making and strategic guidance) as well as “coordination and consultation” duties together**, and as a result of having large number of stakeholders in the board, the coordination/consultation process over-dominated the strategic leadership that a standard Programme Board would normally offer. It is therefore suggested to separate the Governance structure into two committees, 1) Programme board focused on strategic guidance, performance monitoring and decision making with high level representation of the UN RC, SDC, and one representative from state government, RS, federation and Brčko District, and 2) Programme Advisory committee as inclusive platform for all stakeholders to achieve consultation and coordination outcomes.

**Partnerships:** The programme stakeholders and beneficiaries reported overall satisfaction with the strong collaboration that the project management established throughout the implementation process. Over 86% of the survey respondents (n=34) have agreed that the DRR programme management teams have worked collaboratively with them.

**Figure 11: Survey responses on JP management collaborative approach (n=34).**



### UN-interagency coordination.

The Joint UN Programme management and coordination arrangements follows the guidelines in the UNCT Guidance Note on Joint Programmes<sup>4</sup>. Under the overall leadership of the Programme Steering Committee, the participating UN agencies (UNDP, UNICEF, UNESCO, FAO and UNFPA) have the ultimate responsibility for achievement of results of the UN activities conducted through the Programme.

UNDP acts as the Convening Agency of the Joint Programme responsible for its strategic and programmatic leadership and ensuring cohesive and coordinated approach of participating UN agencies. The Convening Agency, in partnership with other participating UN Agencies, is responsible and accountable to the Joint Programme Steering Committee for facilitation of the achievement of agreed delivery and results as per the 2021-2025 United Nations Sustainable Development Cooperation Framework for Bosnia and Herzegovina.

Each of the participating UN agencies is substantively and financially accountable for the activities designated to it in the Joint Programme. The participating agencies are individually responsible for: ensuring the timely implementation of the activities and delivery of the reports and other outputs identified in this project document; contracting and supervising qualified local and international experts, financial administration, monitoring, reporting and procurement for the activities they are responsible for; and carrying out all the necessary tasks and responsibilities to assist the Programme Board.

The UN Interagency coordination is found overall moderately effective; however, the following are key improvements to enhance 'coordination, coherence, effectiveness and efficiency' of the Joint Programme and further strengthen the concept of "joint implementation":

- Strengthen the role of UN RC in the programme by:

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<sup>4</sup> The Note is guided by the principles articulated in the [UNDG-approved Standard Operating Procedures for Delivering as One as well as Guidance Note on Joint Programming](#), and the Mutual Accountability Framework.



- Continuing to co-chair the programme board as the only representative of the UN in the programme board based on a smaller size and more strategic programme board as suggested above. This may require inclusion of the DRR on the UNCT agenda to enable RC oversight and leadership
- Lead multi-donor discussions on DRR needs in BiH, especially after the country-level strategy is established in Phase II of the JP, where DRR country priorities are defined.
- Perform a greater role in strategic decision making (through the programme board) and strengthening interagency coordination by supporting the implementation of the UN JP policy guidelines.
- Maintain the JP team forum comprising responsible programme staff from all participating UN agencies and add a bi-weekly short check in meeting in between the existing monthly meetings. The team is responsible to coordinate and manage for results together with IPs, day-to-day, across the joint programme cycle. The JP team will sequence planned activities, monitor, learn, report and adjust for results as a team. While the frequency of team meetings can be decided in the phase II design stage.
- Introduce DRR-Joint implementation guidelines that defines roles and responsibilities, minimum quality assurance (QA) processes, joint implementation principles, joint monitoring and learning mechanisms and processes to track results, identify lessons and constraints and adjust JP strategy and activities as a team. In line with the UN JP policy guidelines documents.
- Develop a joint communication and advocacy plan for phase II in line with the Joint UN Communications & Advocacy Strategy 2021-2025. A joint strategy will help to ensure consistency in messaging and policy advocacy (internally and externally), position the “UN in BiH” identity as a reference point of DRR best practice in BiH, and ensure consistency and avoid segmentation, duplication, competition and incoherence in communication.

**Adaptive management** involves changes made to the programme in order to still achieve the outcomes and objective. It is not to be confused with doing something different to that which was set out in the Project Document, but to adapt to emerging challenges and opportunities as the project evolves. The JP applied adaptive measures in reviewing the programme document when and where was needed, mainly to accommodate emerging updates on the budget, however, this adaptive measure could have been expanded by using the project document review process to introduce “SMARTer” indicators to the programme logical framework.

Also, the JP applied adaptive measure to cope with the COVID pandemic which challenged the possibility to travel and therefore to organize missions and scale up activities. The JP maintained virtual engagement with stakeholders effectively during the pandemic and its restrictions. In its adaptation, under Covid-19 limitations, a particular attention was paid to the specific needs of the involved LSGUs. The Programme openness to adjustments in line with the local needs is highly appreciated by all local DRR platform members and other involved stakeholders.

Not without difficulties in implementation of planned activities, the Programme management has successfully overcome the issue of delayed obtaining of institutional approvals and reaching partnership agreements with all LSGUs (arising from complex political and institutional relations) and managed to fine-tune Programme’s approach to secure participation of interested and relevant stakeholders from all tiers of BiH governments.



**Monitoring and reporting:** The Programme follows the monitoring and evaluation procedures of Joint Programmes in Bosnia and Herzegovina and the specific requirements of the Swiss Agency for Development and Cooperation. The Joint Programme Coordinator is responsible for the day-to-day monitoring of the programme under the overall guidance of the Joint Programme Steering Committee. A baseline (quantitative and qualitative indicators) established and documented in the project document and have been regularly assessed in order to document the progress, and deploy corrective measures as might be applicable in consultation with the Programme Board.

Progress reports are presented to the Programme Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period. Management has produced well-designed and well-presented Reports, presenting information mainly at the output level; while this is totally understood, there is still the need to report by outcome and in a more traditional fashion as this is the only way to detect challenges and consequently inform planning; effectively.

Risks have been recorded on the online programme management system of UNDP (ERP Atlas) and kept up to date, but would need to be presented to the programme board regularly as the main agenda item on the board meeting.

The programme has also commissioned two evaluations before, a mid-term review and an impact assessment. It is however needed to demonstrate how the JP built up learnings from these evaluations, and where, when and how recommendations have been taken on board.

## 4.6 Sustainability

### Findings and conclusions

1. There are a number of factors contributing to the sustainability of the JP benefits, these include capacity development such as training outcomes, equipment provision and DRAS system operation, and implementation of the newly introduced Standard Operating Procedures, the Shock-Responsive Social Protection Plans and action plans on Sexual and Reproductive Health and Gender Based Violence in Emergencies.
2. The JP is facing sustainability concerns mainly related to formalization, institutionalization, legal recognition and acceptance of local DRR Platforms and DRR frameworks, making them widely accepted as effective tools for disaster risk governance in the country. Specifically, the key risk factors that need to be addressed at current stage of Programme implementation involve a) absence of legal recognition of DRR platform, b) no stable or guaranteed sources of finance for the DRR platform and disaster risk governance measures; and c) limited human and institutional capacities of various sectors involved in DRR, with moderate staff turnover rate, to regularly update the risk assessment and implement the DRR platform activities.
3. The current DRR platform model, if supported with improvements on institutional, legislative and resources sustainability elements, would certainly be a replicable model across other municipalities in BiH. The proposed concept note of phase II of the DRR JP presents the strategy for scaling up the achievements of Phase I to Phase II by building on the achievements of Phase I. Phase II aims to scale up DRR governance horizontally through replication at the local level, incorporating and addressing challenges identified through Phase I, vertically to establish the relevant DRR governance structures and

mechanisms at the State/Entity, Brcko District and cantonal levels of BiH, ensuring coordination, and collaboration within and between the levels.

A project's sustainability is understood to be the extent to which the net benefits of an intervention continue or are likely to continue once an intervention has ended. In case of this JP, efforts and consequent results rely on the continued use of the promoted capacities, solutions and application of the support received by the project stakeholders and beneficiaries. The important aspect here is the sustainability of results, not necessarily sustainability of the activities that had produced the results.

The assessment of sustainability requires evaluation of risks that may affect the continuation of the JP results. In general, the activities supported by the JP have the potential to ensure long-term sustainability but with serious challenges described below:

**Institutional & Governance risks:** The sustainability of the DRR platforms is dependent on multiple elements including LG commitments, DRR legislation, integration of DRR into local policies and strategies, capacities to operate the platform and resourcing.

Starting with the level of the commitment, it is noted in this evaluation that the level of commitment of local municipalities to continue the DRR platform operation varies from one city to another. The majority of the participating local governments demonstrated strong commitments more than others and will likely continue the DRR platform operation beyond the JP. The majority of the cities have adopted the DRR platform seriously and showed steps in integrating the DRR operation into the municipality budget, structure and relevant policies and strategies. Other cities, impacted by the leadership turn over, have little evidence to suggest strong commitments, in fact, some negative signs may be picked up in limited cases for example one of the newly elected mayors didn't approve for the municipality staff to participate in a DRR training implemented by this JP.

**The absence of legislative recognition of the DRR platform** accompanied with future possible change of the city leadership and team turn over may pose serious risk on the continuation of the DRR platforms. In order to fully exploit the undertaken efforts, the Programme should work on formalization, institutionalization, legal recognition and acceptance of local DRR Platforms and DRR frameworks, making them widely accepted as effective tools for disaster risk governance in the country.

On a positive side, the JP sought official letters from LSGUs management stating that identified DRR priorities and implemented actions supported by the Programme will find their place in the first strategic development process and be prepared to be adopted in the forthcoming period. While letters are good sign from LGs, however it is more importantly to translate the commitment into actions where the DRR platform and associated activities are integrated into local policies.

**Financial risks to sustainability:** The financial sustainability of JP has to be examined in relation to the funding of the established DRR platform and resources allocated for operating the platform and regular update of the risk assessment in targeted cities. Majority of engaged municipalities have been experiencing limited resources that can be available to DRR platform leadership, the allocated human resources to DRR are often also assigned to a number of competing priorities at the same time. In fact, some LGs could not essentially participate in the JP, despite the high risk, due to lack of resources, particularly, human resources that can be assigned to work on DRR.

The JP has been attempting to collect evidence to understand budget allocation for DRR to report on the JP indicator of “% increase of partner municipal/city budget resources allocated for DRR as a result of DRR-featuring strategies”. According to the latest JP progress report, monitoring of resource allocation made by the Programme team showed an increase through specific sectors (mostly civil protection), displaying different increase per years. For 2020, there is increase of 14%, for 2021 10% and 2022 6% comparing to the resource allocation from 2017. Although it is unclear how these numbers came about, it is nonetheless good sign in the right direction, however, there is a need to further promote institutional and legal settings for resourcing and maintaining the DRR platforms.

**Socio-economic risks to sustainability:** The Programme design is guided by the concept of vulnerability informed DRR, which is conceptualized based on social inclusion and equal treatment of everyone’s DRR needs. Therefore, the Programme recognizes the needs of vulnerable population groups and seeks to draw their knowledge to drive DRR mind-set change within communities, rather than solely seeing them as victims. Moreover, the Programme activities are characterised by a multi-hazard, inclusive and accessible approach throughout the entire cycle from strategic planning to operationalisation and implementation of DRR priorities.

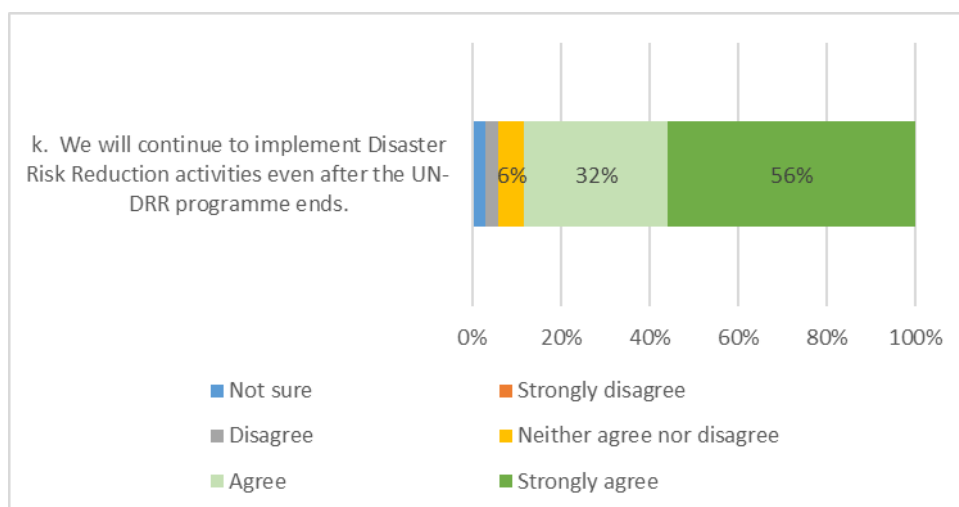
The JP implements practical DRR and emergency preparedness measures at the local level, with important implications for resilience of the citizens and overall socio-economic local development. Main recipients of the Programme financial, knowledge and technical support are interested in overall progress and stability, disaster-proof economic development and improvement of living conditions through advancing disaster preparedness systems to fulfil expectations of the communities, especially vulnerable population. The post-2015 DRR framework explicitly promotes the integration of gender, age, disability, and cultural perspective in DRR. There is also greater recognition of the need to tailor activities to the needs of users, including social and cultural requirements.

**Capacity building:** The JP invested heavily in capacity building, several trainings have already been delivered and a large number of people trained in total across all activities. There has been a high degree of investment at the local capacity building, not only individual capacity upgrading but also institutional capacity strengthening including setting up database (DRAS) and equipment provision for DRR response. This is potentially a contributing factor not only for effectiveness features but also for sustainability. However, there is no strong evidence to suggest that local institutions would be able to continue DRR operation on their own, especially when it comes to the regular risk assessment and DRR platform activities.

The survey respondents have demonstrated strong confidence in the ability to pursue the DRR operation after the programme ends. Over 88% of the respondents (n=34) have agreed that they will continue to implement Disaster Risk Reduction activities even after the UN-DRR programme ends.

**Figure 12: the survey responses in relation to the continuation of the DRR activities after the JP ends (n=34).**





**Replication and Scaling Up:** The current DRR platform model, if supported with improvements on institutional, legislative and resources sustainability elements, would certainly be a replicable model across other municipalities in BiH. The JP was intended to act as a springboard to a bottom-up introduction of DRR governance in BiH. It is expected that it will set a path for the achievement of long-term protection and security goals, enabling the more efficient use of the scarce development resources, rather than for reclaiming the damages caused by natural and other disasters. The JP contributed to this strategic change by supporting the introduction of an integrated model of disaster risk governance and livelihood enhancement in local communities across various sectors, and improving coordination mechanisms and affirming risk-informed strategic planning processes with a focus on the most vulnerable population groups.

An important strategic impact of the JP is promoting the culture of DRR preparedness and management across the board to all levels of Governments by demonstrating effectiveness of the local DRR model. There is ample evidence that BiH is now more prepared for taking the next step after a proof of concept has been successfully demonstrated by the JP.

The proposed concept note of phase II of the DRR JP presents the strategy for scaling up the achievements of Phase I to Phase II by building on the achievements of Phase I. Phase II aims to scale up DRR governance horizontally through replication at the local level, incorporating and addressing challenges identified through Phase I, vertically to establish the relevant DRR governance structures and mechanisms at the State/Entity, Brcko District and cantonal levels of BiH, ensuring coordination, and collaboration within and between the levels. Phase II will continue to work across the same sectors as Phase I: protection and rescue, education, social and child protection, health, and agriculture. Additionally Phase II will engage urban planning, water management, environmental management and climate change adaptation sectors.

## 5. Recommendations

Based on the findings, and in line with some of the lessons learned outlined, this section proposes some recommendations mainly **focussed to inform Phase II** of the joint programme:



### Recommendation for improving JP administration

1. **Revamp JP Governance and engagement model** to meet the expanded stakeholder's spectrum in phase II of the JP. Specifically, it is recommended to separate the Governance structure into two committees, 1) Programme board focussed on strategic guidance, performance monitoring and decision making with high level representation of the UN RC, SDC, and one representative from state government, RS, federation and Brčko District, and 2) Programme Advisory committee as inclusive platform for all stakeholders to achieve consultation and coordination outcomes. *(Related to efficiency finding #11).*
2. **Strengthen inter-UN agency coordination and coherence** by:
  - Strengthen the role of UN RC in the programme by:
    - Continuing to co-chair the programme board as the only representative of the UN in the programme board based on a smaller size and more strategic programme board as suggested above. This may require inclusion of the DRR on the UNCT agenda to enable RC oversight and leadership
    - Lead multi-donor discussions on DRR needs in BiH, especially after the country-level strategy is established in Phase II of the JP, where DRR country priorities are defined.
    - Perform a greater role in strategic decision making (through the programme board) and strengthening interagency coordination by supporting the implementation of the UN JP policy guidelines.
  - Maintain the JP team forum comprising responsible programme staff from all participating UN agencies and add a bi-weekly short check in meeting in between the existing monthly meetings. The team is responsible to coordinate and manage for results together with IPs, day-to-day, across the joint programme cycle. The JP team will sequence planned activities, monitor, learn, report and adjust for results as a team. While the frequency of team meetings can be decided in the phase II design stage.
  - Introduce DRR-Joint implementation guidelines that defines roles and responsibilities, minimum quality assurance (QA) processes, joint implementation principles, joint monitoring and learning mechanisms and processes to track results, identify lessons and constraints and adjust JP strategy and activities as a team. In line with the UN JP policy guidelines documents.
  - Develop a joint communication and advocacy plan for phase II in line with the Joint UN Communications & Advocacy Strategy 2021-2025. A joint strategy will help to ensure consistency in messaging and policy advocacy (internally and externally), position the "UN in BiH" identity as a reference point of DRR best practice in BiH, and ensure consistency and avoid segmentation, duplication, competition and incoherence in communication. *(Related to efficiency finding #12).*
3. **Engage with other donors to discuss DRR needs in BiH:** DRR seems to be among the top development priorities in BiH and there is considerable demand on advancing the DRR agenda. The DRR priorities need to come more strongly on the donor's meeting agenda, and once the national priorities are further defined in a national DRR strategy (as planned in phase II) the RC and participating agencies may consider the establishment of the DRR donor group platform to



coordinate the strategy support. And once more donor momentum is created, there would be an opportunity to shift the JP thinking from being **project-based into a multi-donor DRR support facility**. *(Related to sustainability and impacts findings)*

*Recommendation to inform the design of the Phase II Programme*

4. City/municipality selection process to take place based on a revised criteria and during the detailed programme formulation to avoid delays in the implementation and based on revised selection criteria. This also requires careful review of the selection criteria in consultation with the programme board and develop a comprehensive targeting strategy to enable targeting the most vulnerable local communities to help achieve maximum impacts. See pages 36-37 of this report for more details on recommended criteria and process.
5. Integrate, where possible, the following activities into the design of the phase II of the JP: these activities were suggested by stakeholders during the evaluation interviews and surveys and/or based on best practices in the field of DRR. Understandably, some of these activities may be beyond the phase II capacities, whereas other activities might be more relevant. The identified needs and priorities are categorized under, and aligned with, the **Sendai Framework** and its priority actions:

Sendai framework priority actions	Relevant needs in BiH
<b>Priority 1. Understanding disaster risk (P1)</b>	<ul style="list-style-type: none"> <li>• Lack of comprehensive risk information accessible to decision makers and limited coverage of DRAS system across BiH.</li> <li>• Fragmentation of information between sectors, ministries and municipal level; and</li> <li>• Lack of access to risk information, across ministries, across municipalities as well as by private sector and the general population.</li> <li>• Limited public awareness on DRR preparedness and responses</li> </ul>
<b>Priority 2. Strengthening disaster risk governance to manage disaster risk (P2)</b>	<ul style="list-style-type: none"> <li>• The legislative and policy framework for DRR in BiH is still inadequate.</li> <li>• The overlap and lack of clarity in the allocation of mandates, roles and responsibilities between institutions at all levels of Governments.</li> <li>• There is no leading entity capacitated to lead DRR strategic planning and own the policy and legislation</li> <li>• There is no effective mechanism to ensure coordination of DRR activities Horizontally and vertically.</li> </ul>
<b>Priority 3. Investing in disaster risk reduction for resilience. (P3)</b>	<ul style="list-style-type: none"> <li>• Lack of a coherent planning framework between sectors and levels underpinned by a spatial and urban planning.</li> <li>• Limited technical skills and access to information to integrate DRR in national and local plans.</li> <li>• Lack of technical capacities to integrate measures to reduce exposure to floods in construction/housing investment;</li> </ul>

<p><b>Priority 4. Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction. (P4)</b></p>	<ul style="list-style-type: none"> <li>• Early warning capacities are limited, there is no integrated early warning system in place for slow and rapid onset disasters.</li> <li>• Available hazard and risk assessments are not used for preparedness purpose.</li> <li>• Information management and analysis skills across DRR structures are low.</li> <li>• Data is held at the different ministries on all levels, but not regularly updated, not systematically shared based on established protocols, and not enough used/applied.</li> <li>• There is no legislation on information management and communication protocols for DRR; and</li> <li>• Absence of predictable budget for response and recovery at national and local level.</li> </ul>
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Suggested activities for consideration in Phase II of the DRR programme

- **(Relevant to P1 and P2) Support the state Government to establish DRR unit**, potentially under the ministry of security, to perform country-level DRR leadership, own the national DRR strategy and facilitate vertical and horizontal coordination. While the ministry expressed willingness to make human resources available for such unit, the JP could provide technical support and equip the unit to be able to perform its duties. It is worth mentioning here that the RS government (particularly Civil Protection Administration) indicated that they started to take steps to establish such a unit at their entity level which might be an idea institutional set up to work with.
- **(Relevant to P2) Strengthening Disaster Risk Governance to Manage Disaster Risk by:**
  - Developing the legislative and policy framework for DRR in BiH, define mandates, roles and responsibilities between institutions at local, entity and state levels, associated with effective mechanisms to ensure coordination of DRR activities horizontally between sectors and vertically among different levels of Government.
  - Adopting a clear and binding mechanisms for coordination and cooperation between the components of DRR and the crisis management system, and fully cooperating with a National DRR unit in a leading state ministry, which will be an umbrella for coordination and consolidation of national efforts in dealing with crises and disasters.
  - Establishing the necessary instructions and principles for harmonizing and coordinating national institutions DRR efforts in their various forms at all levels of Governments in BiH.
- **(Relevant to P2 and P3) Develop a country-level strategic plan** that defines vision, mission, strategic goals and activities in alignment with the Sendai Framework. The strategy should aim to create a coordinated and integrated efforts for disaster risk



reduction, stakeholder collaboration and innovative use of skills, technologies and resources.

- **(Relevant to P2 and P3) Mainstreaming disaster risk reduction** and crisis management concepts into sustainable development plans and programs and adaptation to climate change. This may include:
  - Mainstreaming DRR within and across all sectors and review and promote the coherence and further development, as appropriate, of national and local frameworks of laws, regulations and public policies; and
  - Promoting the mainstreaming of disaster risk assessments, mapping and management into **land-use policy development** and implementation, including urban planning and into rural development planning and management.
- **(Relevant to P1 and P4) Increase public awareness of DRR:** the JP has rightly focused on the awareness and education of participating institutions in phase I, however, it is equally important to strengthening public education and awareness in disaster risk reduction, including disaster risk information and knowledge, and build the culture of prevention and mitigation through campaigns, social media and community mobilization; taking into account specific audiences and their needs. This may require
  - Partnering with the media (and building their capacity) and use social media channels to reach as many communities as possible.
  - Supporting community organisations for the promotion of public awareness and the stockpiling of necessary materials to implement rescue and relief activities.
  - Spreading and consolidating the culture of volunteering among community different sectors and preparing for community training programs to cope with crises and disasters and reduce their risks.
- **(Relevant to P3 and P4) Introduce the concept of “Disaster Volunteers”** to help local Governments to overcome the issues of shortage of human resources and encourage community mobilization pre and post disasters. Volunteers augment the community’s response capability by performing roles that require less technical training, allowing professionals to focus on the more highly specialized roles. This means volunteers may respond in multiple venues and hold varied roles such as awareness, emergency operation and many other activities. It is important through, to implement the volunteering programme with applying adequate safeguarding approach including training, briefing and ethical standards to avoid abusing the vulnerable groups.
- **(Relevant to P4) More of on-ground pilots with concrete results alongside the technical support:** Acknowledging the value of DRR pilot projects (e.g early warning systems) in testing and demonstrating the effectiveness of DRR solutions on the ground, the stakeholders demanded more investment in the concrete results to support the DRR technical theories.
- **(Relevant to P1 and P4) Capacity building of key Government counterparts at all levels.** Building the knowledge of government officials at all levels, civil society, communities and volunteers, as well as the private sector, through sharing experiences, lessons learned, good practices and training and education on disaster risk reduction, including the use of



existing training and education mechanisms and peer learning. And also, publish/promote regional best practices, case studies and good examples. There is strong opportunity for upscaling the DRAS system in multiple directions including through building the DRAS capacities in more cities across BiH, and also engage with the academic sector in BiH for two-way engagement with DRAS by facilitating access to data for scientific research and also contribute with additional data and information generated through the academic research activities, this will help maximizing the benefit of data usage as well as enriching the wealth of data in DRAS.

6. **Develop outcome-based indicators to enable impact monitoring and evaluation effectively:** Outcome indicators refer more specifically to the objectives of an intervention, that is its 'results', its outcome. These indicators refer to the reason why it was decided to conduct certain interventions in the first place. In case of DRR, it may take time before measuring the programme impacts on the community resilience and exposure to disasters, therefore a number of intermediate outcome indicators should therefore be identified for all the intermediate changes that the JP is expected to bring about and that will eventually lead to the final outcome. This helps us know whether we are progressing towards achieving the expected final outcome, and also set the JP accountability at the outcome level rather only output-level.
7. **Strengthen sustainability elements and further promote Government ownership in phase II of the JP:** This can be done by:
  - Integrating sustainability elements in the programme design particularly legal instruments that ensure maintaining the DRR platforms and its operation as well as increase the institutional commitments to DRR, in addition to pursuing the capacity building stream.
  - Promoting a shift in the thinking around DRR from being project-based activity to more of a systematic operation in Government, and clearly present the role of JP as technical backstopping facilitator and not "doer" of DRR activities in BiH.
8. **Clarify the UN agencies co-funding model upfront** by outlining the type and nature of cost sharing (i.e cash as opposed to in-kind or parallel co-funding).

#### *Recommendation for phase I of the JP*

9. **Develop a detailed spending plan for the remainder time** and define activities and spending strategy as to how a total balance of almost \$1.8 million is going to be utilised and reported, this may include consultations with local communities to identify funding priorities that the JP could support in case of unallocated resources identified. *(Related to efficiency finding #10)*
10. **Prepare draft inputs for local development strategies and land use plans.** Work with the 10 local government to identify the opportunities for mainstreaming DRR and proactively draft input where needed that the LGs can take on board. These mainstreaming opportunities should not be limited to only local development plans, but also could include other strategic and relevant plans and policies notably land use plans where DRR needs to be integrated. *(Related to effectiveness finding #6)*

## 6. Lessons learned

- **DRR solutions requires applying a multisectoral approach:** Achieving systemic local DRR governance is complex and long-term process, which engages a wide range of stakeholders to be connected into a system. The JP recognized that building the capacity of a single stakeholder or strengthening a single relationship within that system is totally insufficient. Hence, the Programme has placed focus on the system as a whole and strengthens capacities of local governments, improves strategic and regulatory frameworks, integrates multiple sectors into a whole-of-government DRR approach, alongside with direct interaction with relevant socio-economic stakeholders. The stakeholders interviewed during this evaluation acknowledged the importance of the whole of Government approach implemented by the programme, some indicated that is happening for the first time in their cities and they could see clearly the value of working together as one. Some stakeholders came to learn through this JP how their regular work is actually relevant to the DRR because of the multi-sectoral approach applied by the JP.
- **Sustainability of programme outputs and benefits starts from the design stage:** This evaluation discusses number of sustainability issues, and the evaluation demonstrate how instrumental sustainability can be towards achieving the broader goals of a project. Indeed, we cannot afford waiting until after activities are implemented to consider sustainability, it is important to learn that planning for a sustainable outcome starts from the early beginning of the design stage of a project. A good project design that answers the question of “what next?” and “so what?”. Response to these questions will shape a good understanding of sustainability strategy. All products and activities, outputs, etc., developed need to have sustainability factors imbedded in them, in order to underpin their continuity after project end. For instance, it should be clear to the partners and other stakeholders that achievements should be accompanied by institutional changes and that alliances as well as partnerships should be sought so that outputs are buttressed after a project concludes.
- **Country-level leadership on complex development issues across the board is critical:** the lack of country-level leadership in DRR portfolio in BiH left clear gaps in relation to the vertical DRR coordination mechanisms as well as horizontal, country-level DRR policy and strategy frameworks and alignment the DRR work with provision of the Sendai Framework and broader SDG agenda. It is acknowledged that country-level leadership is arguably outside the scope of phase I, and this JP had rightly started at the local level for legitimate reasons, however, it is believed that there are now enough grounds to address this issue through the phase II of the JP.
- **It is a learning journey for everyone:** For complex development issues, like DRR, there is no off the shelf solutions that can be applied as “one size fits all”. DRR solutions are, and must be, context-driven and this requires building specific solutions to specific community in a way that fits their purpose. This inevitably means that there will be success as well as hiccups along the journey, it is important though to capture, and learn from, successes and failures. The vision of this JP is long-term one, at least, covering three consecutive phases, and this makes the JP perfectly positioned to lead the DRR learning journeys for all (including UN, donors, and Government agencies) by demonstrating building on successes and fix the hiccups whilst transitioning between phases.

## Appendixes

### Appendix 1: Evaluation Terms of Reference (TOR)

#### International Consultant for Final Project Evaluation

<b>Location :</b>	BOSNIA AND HERZEGOVINA
<b>Application Deadline :</b>	05-May-22 (Midnight New York, USA)
<b>Type of Contract :</b>	Individual Contract
<b>Post Level :</b>	International Consultant
<b>Languages Required :</b>	English
<b>Expected Duration of Assignment :</b>	June 2022- September 2022 (up to 40 expert days)

UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.

UNDP does not tolerate sexual exploitation and abuse, any kind of harassment, including sexual harassment, and discrimination. All selected candidates will, therefore, undergo rigorous reference and background checks.

#### Background

#### NOTE

#### *Application procedure:*





- Application with a CV must be submitted online via this website. Please click on “Apply Now” Tab and complete required fields and upload CV. Please note that website accepts only one document therefore, if you would like to upload more than one document, please make sure to combine it into a single one.
- Financial offer in a form of completed and Signed Offeror’s Letter to UNDP Confirming Interest and availability - [https://www.ba.undp.org/content/dam/bosnia\\_and\\_herzegovina/docs/Operations/Jobs/Offerors%20Letter%20to%20UNDP%20Confirming%20Interest%20and%20Availability.docx](https://www.ba.undp.org/content/dam/bosnia_and_herzegovina/docs/Operations/Jobs/Offerors%20Letter%20to%20UNDP%20Confirming%20Interest%20and%20Availability.docx) - Letter to UNDP Confirming Interest and Availability.docx - to be sent to e-mail [ba.shared.hr@undp.org](mailto:ba.shared.hr@undp.org) with Subject: **Job ID 106170**.

### **Background and context**

The governance system of Bosnia and Herzegovina is considered one of the most complex in the region. The country comprises two entities - the Federation of Bosnia and Herzegovina and Republika Srpska, with Brcko District as autonomous self-government, 10 cantons within the Federation of Bosnia and Herzegovina and 145 local governments. The entities have a very high degree of autonomy, with their president, parliament, government, and courts. They have jurisdiction in the areas of environment, water management, agriculture, forestry, energy, public administration, health, education, police department, physical planning. Authorities at the state level cover foreign policy, defence, border monitoring, foreign trade, fiscal and monetary politics.

Climate change and high exposure to natural and man-made hazards hurdle the socio-economic development of the country. Yet, Bosnia and Herzegovina deals with disasters mostly in the aftermath through emergency response, as it has not yet embarked on a whole-of-government approach to disaster risk reduction (DRR), nor does it have country-wide DRR strategic frameworks ensuring integration of risk reduction into relevant development policies across government levels. As a result, DRR has only been partially mainstreamed into various sectors, norms, standards and regulations necessary to manage and reduce risk, while existing policies and legislation still focus on rescue and relief activities. Disaster risk management in the country is associated with constructing flood defences, reinforcing, or upgrading infrastructure, with most efforts being invested in strengthening capacities for disaster management.

Even though the Sendai Framework for DRR recommends DRR Platforms to have multi-level and multi-stakeholder composition and pursue an all-of-society engagement, this is not the case in Bosnia and Herzegovina, as several key sectors are excluded from DRR exchange (e.g., health, education, social protection, urban planning, agriculture).

Authorities of Bosnia and Herzegovina and key domestic stakeholders realize the increasing threat posed by climate change to the development of the country and have advocated the need of adapting to avoid or minimise negative consequences. Nevertheless, multisectoral approach of Bosnia and Herzegovina in managing disaster risks suffers from lack of effective and time-efficient coordination and information-sharing systems among sectors (including specific and in-place procedures, protocols and



standards, as well as risk reduction measures addressing resilience building and recovery). DRR capacity in the public sector remains insufficient.

Systematic local planning has gained momentum in Bosnia and Herzegovina. Due to the Programme intervention, significant progress was indeed achieved in the past years towards mainstreaming DRR into local development strategies and planning financial frameworks. Making a systemic shift towards risk-informed, climate smart human development planning, however, remains a challenge.

Taking into account the cross-sectoral dimension of DRR, a Joint UN Programme financed by the Government of Switzerland was launched in 2019, engaging a wide range of stakeholders in promoting and stimulating a whole-of-government approach to DRR, with focus on the local level. The Ministry of Security of Bosnia and Herzegovina is the lead Programme institutional partner, including other relevant entity institutions and ministries (civil protection, education, social welfare, health and agriculture). Ten (10) local governments and their communities were engaged in the programme's implementation, including to the most vulnerable community members.

#### About the Joint UN Programme:

<b>Title</b>	"Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina"
<b>Atlas ID</b>	00112460
<b>Corporate outcome and output</b>	<ul style="list-style-type: none"><li>• <b>Outcome 3.</b> By 2019, there is effective management of explosive remnants of war and armaments and strengthened prevention of and responsiveness to man-made and natural disasters (UNDAF 2015-2019)</li><li>• <b>Outcome 1.</b> By 2025, people benefit from resilient, inclusive and sustainable growth ensured by the convergence of economic development, and management of environment and cultural resources (Sustainable Development Cooperation Framework 2021-2025)</li></ul>
<b>Country</b>	Bosnia and Herzegovina
<b>Date Project document signed</b>	November 11th, 2018; revised signature September 26th 2021
<b>End date</b>	June 30th, 2023

<b>Budget</b>	USD 4,321,948
<b>Funding source</b>	Government of Switzerland and Participating UN Organizations (UNDP, UNICEF, UNFPA, FAO and UNESCO) channelled through MPTF ( <a href="https://mptf.undp.org/factsheet/fund/JBA10">https://mptf.undp.org/factsheet/fund/JBA10</a> )
<b>Implementing party</b>	Participating UN Organizations (UNDP, UNICEF, UNFPA, FAO and UNESCO)

The Joint UN Programme “Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina” is supported by the Swiss Embassy and United Nations in Bosnia and Herzegovina, implemented by UNDP, UNICEF, UNESCO, FAO and UNFPA in Bosnia and Herzegovina.

The end-of Programme vision is that governments at all levels in Bosnia and Herzegovina systematically undertake coordinated, multi-sectoral and concrete risk reduction and preparedness measures. As a result, the population in the country is more socially and economically resilient to effects of disasters and climate change. Overall goal of the first phase of the Joint UN Programme is for local governments in Bosnia and Herzegovina to have improved their DRR institutional capacities, frameworks, public services and partnerships, and population in risk-exposed localities is less vulnerable socially and economically to effects of disasters and climate change.

#### **The Programme focuses on:**

- a) Mainstreaming DRR into local strategic framework by introducing and operationalizing an integrated model of disaster risk governance and livelihood enhancement at the local level, as a springboard to a bottom-up introduction of DRR governance in Bosnia and Herzegovina. Special emphasis is put on improving local DRR coordination mechanisms in 10 local governments, as well as affirming risk-informed strategic planning processes with focus on the most vulnerable population groups.
- b) Enhancing local level knowledge, technical capacity, and strategic frameworks by translating the priorities into concrete actions within partner high-risk localities, utilizing municipal risk assessments findings and identifying DRR priorities. Through pilot work in different sectors - i.e. protection and rescue, education, social and child protection, health and agriculture, the Programme aims to ensure basic standards and minimum compliance in terms of strategic, operational, technical and human aspects across different areas of life at the community level. Key sectoral interventions include a) strengthening of local-level capacities for floods and landslides prevention, b) building safe school environments, c) enhancing institutional preparedness and DRR profile of social, child protection, education and health-related authorities, and d) improving agriculture sector capacities to effectively prepare, respond and recover from disaster-related losses.



### **Programme's Outcomes:**

- Outcome 1. At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters.
- Outcome 2. Citizens in target localities, particularly the most vulnerable population groups, have become more resilient to disasters.

### **Programme's Outputs**

- Output 1.1 Local DRR Platforms are established to serve as locally-owned DRR coordination mechanisms and capacitated to mainstream DRR into local policies and strategies, and support community resilience-building;
- Output 1.2 Local government's disaster risk assessment capacities are improved based on evidence and innovative technologies, with consideration of vulnerability aspects;
- Output 1.3 Municipal/city DRR strategic and action planning frameworks are upgraded based on multi-sectoral perspective, with focus on the vulnerable population groups;
- Output 2.1 Local level capacities for floods and landslides prevention and preparedness are enhanced through capacity development, prevention measures and awareness raising;
- Output 2.2 Safe school environments in partner localities are established through strengthening school capacities for disaster management and risk reduction;
- Output 2.3 Institutional preparedness and DRR capacities of social and child protection systems in partner localities are strengthened;
- Output 2.4 Preparedness and DRR capacities of local governments and healthcare institutions in partner localities to effectively address specific healthcare needs of children, youth and adolescents, and women in emergency settings enhanced;
- Output 2.5 Capacities of agriculture sector and vulnerable farmers in partner localities to increase disaster preparedness and reduce disaster losses are strengthened;
- Output 2.6 Local level capacities, tools and procedures for disaster preparedness are tested in practice to improve cross-sectoral coordination for effective disaster response.

A detailed outline of the Programme Result Framework is available in Annex 1.

### **Partnerships**

The Joint UN Programme is implemented in partnership with:

- the Ministry of Security of Bosnia and Herzegovina,
- the Ministry of Foreign Trade and Economic Relations of Bosnia and Herzegovina,
- the Ministry of Civil Affairs of Bosnia and Herzegovina,
- the Ministry of Labour and Social Policy of the Federation of Bosnia and Herzegovina,
- the Ministry of Health and Social Welfare of Republika Srpska,
- the Ministry of Health of the Federation of Bosnia and Herzegovina,
- the Ministry of Education of the Federation of Bosnia and Herzegovina,
- the Ministry of Education and Culture of Republika Srpska,
- the Ministry of Agriculture, Forestry and Water Management of Republika Srpska,



- the Ministry of Agriculture, Water Management and Forestry of the Federation of Bosnia and Herzegovina,
- the Civil Protection Directorate of Republika Srpska and Civil Protection Directorate of the Federation of Bosnia and Herzegovina.

In addition to institutions which are part of the Programme Steering Committee, the Programme is directly working with the ten (10) partner local governments engaged in implementation: Banja Luka, Bijeljina, Prijedor, Srebrenica, Trebinje in Republika Srpska; Bihac, Kalesija, Kakanj, Gradacac, Sanski Most in the Federation of Bosnia and Herzegovina. The coordination among these institutions and government agencies is ensured through the Steering Committee.

Furthermore, the Programme engaged several Implementing partners that are working in close cooperation with relevant UN agencies and partner local governments to implement relevant component of the Programme: World Vision Bosnia and Herzegovina, Public Health Institute of Republika Srpska and Center for mother and child, and social package for elderly, ill and weary "Fenix". An overview of key stakeholders and partners and their roles in evaluation is provided in Annex 2

### **Target groups and beneficiaries**

In addition to local governments and members of the local DRR Platforms directly benefiting from the Programme, the Programme targets citizens in partner localities. Among professionals and citizens, the Joint UN Programme focuses on vulnerable citizens in partner localities benefiting directly and indirectly from DRR measures (e.g. women, children and families from vulnerable groups in order to reduce their vulnerability to disaster risks and increase preparedness to disasters).

Relevant targets on the number and category of beneficiaries reached through the Joint Programme are provided in the Annex 1- RRF and ToC.

### **Implications of the Covid-19 pandemic**

Starting from March 2020, the Programme's implementation was negatively affected by the global outbreak of the COVID-19 pandemic. The COVID-19 imposed lockdown resulted in temporary halt of the activities in the field, which caused delays in timely completion of some of the activities. This, in turn, led to a 6-month no-cost extension of the Joint UN Programme by June 30th, 2023. In the light of above listed implications to the achievements and altered priorities in sectors (especially in health) within the Programme, Programme team managed to prepare and execute certain number activities planned for 2020. Due to uncertain situation, Programme team undertook revision of plan for 2020 in April thus creating several scenarios for activity implementation by the end of 2020 and shifting certain number of activities to be implemented in 2021. Revised plan was communicated and agreed by all partners in Programme retaining activity implementation mostly in online modality.

### **Linkage with global and national strategic frameworks**

Bosnia and Herzegovina, along with other countries in the world, is signatory to various global commitments and negotiations, including the Sendai Framework for DRR (SFDRR) 2015-2030, the Agenda 2030 and its Sustainable Development Goals (SDG) and the Global Climate Negotiations Through



the Conference of Parties (CoP).

This Joint UN Programme contributes to the main priorities identified in the Sendai Framework for DRR:

- (i) understanding disaster risk, strengthening disaster risk governance to manage disaster risk;
- (ii) investing in disaster risk reduction for resilience;
- (iii) enhancing disaster preparedness for effective response; and
- (iv) “building back better” in recovery, rehabilitation and reconstruction, which resonates with the DRR challenges in Bosnia and Herzegovina.

The Programme is in line with Target E of the Sendai Framework calling countries to “substantially increase the number of countries with national and local disaster risk reduction strategies by 2020”.

The Programme design was linked to the UNDAF for Bosnia and Herzegovina 2015-2020’s Outcome 3: “By 2019, there is effective management of explosive remnants of war and armaments and strengthened prevention of and responsiveness to man-made and natural disasters”.

As a part of the Strategic plans of the Council of Ministers of Bosnia and Herzegovina and the Ministry of Security of Bosnia and Herzegovina, the Programmes for Development of Protection and Rescue (Programmes for DPR), technically perceived as civil protection strategic documents are legally binding for all government levels.

The Programme contributes to the Development Program of Protection and Rescue of the Federation of Bosnia and Herzegovina 2007-2012, the Programme for Reducing the Risk of Natural and Other Disaster in Republika Srpska and the Protection and Rescue Plan Against Natural and Other Disasters of Republika Srpska, particularly in terms of increase of capacities for prevention, preparedness and effective emergency response.

The Programme directly contributes to the implementation of the Action Plan for Flood Prevention and Water management in Bosnia and Herzegovina 2014-2017, based on the EU Floods Directive.

Additionally, the Programme contributed to the Strategic Plan for Rural Development of Bosnia and Herzegovina 2018-2021, specifically to priority area related to agro-environmental measures.

Moreover, the main findings and recommendations of: (i) the Floods and Landslides Risk Assessment for Housing Sector in Bosnia and Herzegovina, (ii) the Landslide Risk Management Study in Bosnia and Herzegovina, and iii) the Climate Change Adaptation and Low Emission Development Strategy for Bosnia and Herzegovina have also been considered in the process of Programme design.

Moreover, by investing in local governments’ capacities and policy measures, the Programme is relevant to the Strategy for Local Self-Government Development of Republika Srpska 2017–2021.

Currently, the Programme is linked to the new UN Coordination Framework for Bosnia and Herzegovina 2021-2025’s Outcome 1 “By 2025, people benefit from resilient, inclusive and sustainable growth ensured by the convergence of economic development, and management of environment and cultural resources”.

The Programme also contributes to the UNDP Strategic Plan 2021-2025’s “Output: 3.1 Institutional systems to manage multi-dimensional risks and shocks strengthened at regional, national and sub-national levels”.

The Programme also contributes to the UNFPA’s Strategic Plans 2018-2021 and 2022-2025: Increase



efforts to integrate sexual and reproductive health services, including family planning, into disaster risk-reduction and climate-response strategies, including in national adaptation programmes of action. The Programme also contributes to UNICEF's 2018-2021 and 2022-2025 Strategic Plans, the Goal Area 4 (2018-2021): Every child lives in a safe and clean environment and Goal Area 4 (2022-2025), Every child, including adolescents, has access to safe and equitable water, sanitation and hygiene services and supplies, and lives in a safe and sustainable climate and environment.

#### **The intervention contributes to several Sustainable Development Goals (SDGs):**

- Goal 4: "Quality education: Schools should incorporate disaster-resistant structures and adapt to local risks;
- Goal 5: Gender equality: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life;
- Goal 9: Industry, innovation and infrastructure: Develop quality, reliable, sustainable and resilient infrastructure;
- Goal 10: Reduce inequality: Disasters may exacerbate social inequalities;
- Goal 11: Sustainable cities and communities: By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters; holistic disaster risk management at all levels;
- Goal 13: Climate action: Integrate climate change measures into national policies, strategies and planning.

The Programme contributes to the objectives of the Swiss Cooperation Strategy in Bosnia and Herzegovina 2021–2024, as DRR is considered as one of the main complementary concepts contributing to the outcomes of the domain of local governance and municipal services.

#### **Duties and Responsibilities**

##### **Purpose**

The purpose of the Final Evaluation (the Evaluation) is to provide an impartial in-depth review of all aspects of the Joint UN Programme Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina, including its planning, design, implementation, monitoring and reporting.

The Evaluation will assess the relevance, coherence, efficiency, effectiveness, sustainability and the potential for longer-term impact of the Programme, and make strategic recommendations for future decision-making and programming in the area of disaster risk reduction and resilience, both for participating UN agencies and the Programme stakeholders. Provided recommendations will be used in planning the second phase of the DRR JP.

The Evaluation will assess progress and results against the Project Document and its Results Framework. The intended users of the Evaluation will be primarily the Programme's stakeholders, Programme Senior



Management Team, Government of Switzerland and the Joint Steering Board.

The evaluation process will be informed by the United Nations' Norms and Standards for Evaluation.

### **Objective**

The objective of the evaluation is to review and assess the overall performance of the Programme, its results, inputs activities, partnerships and UN-internal set-up and if and how the delivered outputs contributed to improved local community resilience and more effective prevention, preparedness and response to disasters and to provide forward-looking recommendations to the Government of Switzerland, UN, and Government stakeholders on the sustainability of the Programme results and its scaling up potentials.

In a substantive analysis of the effectiveness of the Programme approach and feedback from beneficiaries and relevant stakeholders, the Evaluation should assess cause and effect of relations within the Programme, identifying the extent to which the observed changes can be attributed to its interventions.

The selected Evaluator will take a broad overview of the Programme area by gathering perceptions, aspirations, feedback and data from relevant partners, stakeholders and beneficiaries for objective analysis and conduct of the evaluation.

The Evaluation will look to underline the key factors that have either facilitated or impeded Programme implementation.

### **Scope**

The Evaluation will assess the extent to which the planned Programme outcomes and outputs have been achieved since the beginning of the Programme on 1st January 2019 and will provide advice for full implementation and achievement of the planned outcomes by 30th June, 2023 (based on the Programme Document and its results framework).

The Evaluation will look into the Joint UN Programme's processes, strategic partnerships and linkages in the specific country's context that proved critical in producing the intended outputs and the factors that facilitated and/or hindered the progress in achieving the outputs, both in terms of the external environment and risks, crisis caused by the pandemic, as well as internal, including weaknesses in programme design, management and implementation, human resource skills, and resources.

Particularly the inter-agency coordination, role of UNDP as lead agency and the role of the emerging UNRC and its office shall be assessed.

Based on the findings, the Evaluation will provide evidence-based recommendations for the next phase of the Programme in terms of the theory of change, objectives, strategy of intervention, modalities of implementation and geographical areas for interventions.

The Evaluation will also assess the cross-cutting aspects of the Programme, such as gender equality and human rights and innovativeness in result areas.

### **Evaluation criteria and key questions**

The Evaluation of the Joint UN Programme Disaster Risk Reduction for Sustainable Development in



Bosnia and Herzegovina will address the following questions, so as to determine the Programme's relevance, coherence, effectiveness, efficiency, impact and sustainability, including lessons learned and forward-looking recommendations:

### Relevance and coherence

- To what extent have the Programme's objectives been relevant to the needs and priorities of the country and beneficiaries, having in mind political, social, legal and institutional context of the country, effective national policies and strategies?
- Was the programme relevant to the UN's mandate and the Agenda 2030, as well as the priorities set by the UNDAF / UN Sustainable Development Cooperation Framework and the Swiss Cooperation Programme in Bosnia and Herzegovina 2021-2024?
- To what extent have the Programme objectives and implementation strategies been consistent with global, regional and country's resilience and DRR issues and priorities, including domestic and international frameworks?
- Have any changes been made to the Programme design during the implementation? If yes, did they lead to significant design improvements? Were adequate steps taken by the Programme to adjust its implementation strategy to the new circumstances and needs, including the COVID-19 pandemic, and to safeguard project investments and retain result orientation?
- Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership?
- Have the selection of 10 partner municipalities proven to be adequate? Should the Programme continue to work in Phase 2 with the same municipalities? If so, with what objective?
- To what extent were human rights, gender equality and social inclusion mainstreamed within the Programme? Has this mainstreaming been relevant to the needs of socially excluded groups and both women and men?
- To what extent has the Programme been successful in ensuring complementarity, harmonisation and coordination with other relevant interventions of the governments in BiH and other donors, avoiding duplication of efforts and adding value?

### Effectiveness

- To what extent have the intended objectives/outcomes been achieved? What are the main Programme accomplishments? Overview of the Programme's progress against the result framework indicators is to be provided in an Annex of the Evaluation Report.
- Briefly explain the reasons behind the success (or failure) of the Programme in producing its different outputs and reaching outcomes? Were key stakeholders appropriately involved in producing the programmed outputs?
- Are the Programme goals realistic? Is the comprehensive (complex) set-up of the Programme an enabling or a disabling factor for reaching the Programme objectives? To what extent the Steering Committee was effective and supportive to implementation of the Programme?
- To what extent has the Programme instigated systemic improvements in disaster risk management system, including cross-sectoral coordination at local level?
- What good and scalable practices or innovative approaches have been identified?



- Have DRR models of work introduced by the Programme been effective, avoiding overlaps with already existing structures, relying on local capacities and ensuring local ownership? What are related areas for improvement?
- How effective was the programme's interaction with other complementary projects (including implemented by the UN) in order to trigger synergies maximizing development results?
- To what extent has the Programme outreached marginalized groups (i.e. women, persons and children with disabilities, the poor, vulnerable families and children, etc.)? What participation mechanisms have been applied?

## **Efficiency**

- Have resources (financial, human, technical) been allocated strategically and economically to achieve the Programme results?
- Were the Programme activities implemented as scheduled and with the planned financial resources? Is the relationship between Programme inputs and results achieved appropriate and justifiable?
- To what extent did the Programme engage or coordinate with different beneficiaries (men and women), implementing partners and government counterparts to achieve outcome-level results? To what extent were the Programme coordination approaches conducive to the delivery of the Programme outputs?
- Has the communication, visibility and outreach of the Programme been successful in supporting its result orientation?
- Did the Programme have a sound M&E plan to monitor results and track progress towards achieving Project objectives?
- To what degree did the political developments influence the Programme's efficiency?
- To what extent have UN partner agencies, UNDP and the UNRCO acted in harmonised manner, avoiding overlaps and remaining focused on the Programme results, both at the institutional and at the local level?

## **Potential for longer-term impact**

- What is the Programme impact in qualitative as well as quantitative terms from a broader development and system building perspective? What would the development have been like without the Programme interventions in the area of concern?
- What are the positive or negative, intended or unintended, changes brought about by the Programme's interventions?
- What real differences have the Programme interventions made to the beneficiaries? How many people have been benefited? Have women and men equally benefited from the Programme?
- To what extent are key stakeholders satisfied with the implementation and results of the Programme, specifically in terms of the partnership support, and what are specific remaining issues in the area of concern?
- What are the key lessons to be drawn at this point of the Programme implementation? What are the main recommendations for the remainder, as well as for future programming? What kind of adaptations are required in the Programme theory of change, objectives, implementation strategy and modalities including organisational structure in Phase 2, in order to achieve expected impact and sustain results?



- To what extent the Programme may have led to adaptive change and paradigm shift towards resilient development pathways?

### **Sustainability**

- To what extent are the achieved outcomes and outputs sustainable? Will the outputs lead to benefits beyond the lifespan of the Programme?
- How well is the Programme embedded in the institutional structures that will survive beyond the life of the Programme?
- To what extent do government partners have the institutional capacities, including sustainability strategies, in place to sustain the Programme results?
- Is the Programme financially catalytic? To what extent have partners committed to providing continuing support?
- To what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and other development partners to sustain the attained results?
- To what extent has the integration of human rights and gender led to an increase in the likelihood of sustainability of Project results?
- What measures the Programme needs to include in the course of Phase 1 implementation and in Phase 2 design to ensure full sustainability of its results?

### **Future-looking concept and recommendations**

It is critical for the Evaluation to balance its contribution to collective learning, with greater focus on adaptive management and systemic change, accountability over the use of public resources, considering the strategic context and the authorizing environment. With that view, in the forward-looking recommendations, the Evaluation will also consider:

- The need for follow-up work of the intervention.
- Possible priority interventions and scope of work visible and stipulated within the concept note and Programme document of the second phase, which could further scale and sustain the Programme's achievements and contribute to accelerated and resilient development in Bosnia and Herzegovina, particularly in the context of Agenda 2030?
- The inter-agency coordination, role of UNDP as lead agency and the role of the emerging UNRC office.
- The theory of change, objectives, strategy of intervention, modalities of implementation and geographical areas for interventions.

The evaluation needs to assess the degree to which the Programme's supported or promoted gender equality, a rights-based approach, and human development. In this regard, United Nations Evaluation Group's guidance on Integrating Human Rights and Gender Equality in Evaluation should be consulted.

### **Methodology**

Based on the UNDP Evaluation Guidelines and UNEG Norms and Stand for Evaluations and in consultations with the participating UN Agencies and the UN Resident Coordinator, the Evaluation will be participatory, involving relevant stakeholders.

The Evaluation will be conducted by an International Evaluation Consultant (the Evaluator)..

The Evaluator will propose an evaluation methodology and agree on a detailed plan for the assignment as a part of the evaluation Inception Report. The proposed methodology may employ any relevant and appropriate quantitative, qualitative or combined methods to conduct the Final Project Evaluation, exploring specific gender sensitive data collecting and analytical methods and tools applicable in the concrete case. The Consultant is expected to creatively combine the standard and other evaluation tools and technics to ensure maximum reliability of data and validity of the evaluation findings.

The proposed methodology should employ participatory approaches, relevant quantitative, qualitative or combined methods to conduct the Evaluation, based on diverse ecosystem of evidence, using gender sensitive data collection and analytical methods and tools applicable in the concrete case. The Evaluator is expected to combine the standard and other evaluation tools and techniques to ensure maximum reliability of data and validity of the evaluation findings. These methods and approaches need to generate feedback loops and insights for transformational change. Stakeholder participation is an important source of data which can mitigate observational biases. The Evaluation recommendations will be forward looking and focused on adaptation in the changing system addressed by the Programme intervention.

Limitations to the chosen approach/methodology and methods shall be made explicit by the Evaluator and the consequences of these limitations discussed in the proposed methodology. The Evaluator shall, to the extent possible, present mitigation measures to address these limitations.

The Evaluator is expected to carry out the evaluation process with careful consideration of these Terms of References. In cases where sensitive or confidential issues are to be addressed in the evaluation, the Evaluator should ensure an evaluation design that do not put informants and stakeholders at risk during the data collection phase or the dissemination phase.

Standard UNDP evaluation methodology would suggest the following data collecting methods:

**Desk review:**

The Evaluator will conduct a detailed review of the Programme materials and deliverables including but not limited to the Programme Document and Addendums, theory of change and results framework, monitoring and Project quality assurance reports, annual workplans, consolidated progress reports etc. An extensive list of documents for desk review is provided in Annex 3.

**Key informant interviews:**

The Evaluator will interview:

- *representatives of Participating UN agencies (UNDP, UNICEF, UNFPA, FAO and UNESCO)*
- *the UN Resident Coordinator*
- *the Embassy of Switzerland in BiH*
- *The State level institutions:*

- the Ministry of Security
- the Ministry of Foreign Trade and Economic Relations
- the Ministry of Civil Affairs



*- Federation of Bosnia and Herzegovina:*

- the Ministry of Labour and Social Policy
- the Ministry of Health
- the Ministry of Education
- the Ministry of Agriculture, Water Management and Forestry
- the Civil Protection Directorate

*- Republika Srpska*

- the Ministry of Education and Culture
- the Ministry of Agriculture, Forestry and Water Management
- the Civil Protection Directorate

- Local governments (Banja Luka, Bijeljina, Prijedor, Srebrenica, Trebinje, Bihac, Kalesija, Kakanj, Gradacac, Sanski Most), etc.

- Implementing partners: World Vision Bosnia and Herzegovina, Public Health Institute of Republika Srpska and Centre "Fenix".

A detailed list of main stakeholders that may be considered for meetings is provided in Annex 2.

- Meetings / focus group discussions with relevant stakeholders and beneficiaries and site visits as needed
- Other methodologies, as appropriate, such as case studies, statistical analysis, social network analysis, etc. online interviews, mobile questionnaires, online surveys, and collaboration platforms (Slack or Yammer) can also be used to gather data. Stakeholders that are dealing with existing emergencies should be given advance notice.

The expected duration of the assignment is up to 40 expert days in the period June – September 2022, including one field mission to Bosnia and Herzegovina in duration of minimum 10 working days.

**Evaluation tasks / deliverables**

Following the initial briefing and a detailed desk review, the Evaluator will be responsible for delivering the following products and tasks:

- Inception Report (max 10 pages) will be presented before the Evaluation starts, showing how each evaluation question will be answered by proposing methods, sources of data and data collection procedures. The Inception Report should elaborate an evaluation matrix (provided in Annex 4) for the Programme and propose a schedule of tasks, activities and evaluation deliverables. The Evaluation Inception Report should follow the structure proposed in the UNDP Evaluation Guidelines, p. 27
- Evaluation and data collection: Upon the approval of the Inception Report and the evaluation work plan by the UN team and the Embassy of Switzerland in BiH, the Evaluator is expected to carry out the Evaluation. Data collecting methodology will deploy remote and virtual methodologies.



- Draft Evaluation Report: Based on the findings generated through desk review and data collection process, the Evaluator will prepare and submit the Draft Evaluation Report to the UN team and key stakeholders for review. The Evaluation findings, lessons learned and forward-looking recommendations will be separately presented in distinct sections of the Evaluation Report. Structure of the Report is outlined in Annex 5.
- Evaluation review process (and eventual dispute settlement): Comments, questions, suggestions and requests for clarification on the evaluation draft will be submitted to the Evaluator and addressed in the agreed timeframe. The Evaluator should reply to the comments through the evaluation audit trail document. If there is disagreement in findings, these should be documented through the evaluation audit trail, while effort should be made to come to an agreement.
- Evaluation debriefing: will be held with UN Joint Programme team and the Embassy of Switzerland in BiH, if needed and upon Management responses with institutions' representatives and other key stakeholders to present main findings and recommendations in an online form (i.e. Skype/Zoom/Microsoft Teams briefing). In addition, short briefings on immediate findings with UN senior management and the Government counterparts involved in the Programme (Steering Committee members) will be considered after completion of the initial assessment.
- Evaluation Report (maximum 40 pages of the main body) should be logically structured (structure of the Evaluation Report is outlined in Annex 5 of the Terms of Reference), contain data and evidence-based findings, conclusions, lessons learnt and recommendations, and be presented in a way that makes the information accessible and comprehensible.
- The Evaluation is ending with a Management Response provided by the UN Participating Agencies and the Embassy of Switzerland in BiH. It shall contain a general assessment of the conducted Evaluation and its process, as well as a statement of the UN Agencies' and Embassy's position regarding the conclusions and recommendations given in the final Evaluation report.
- Finally, based on the evaluation findings and in a distinct report section, the Evaluator will provide a forward-looking actionable recommendations to the Programme team and the Government counterparts involved in the Programme (Steering Committee members), outlining key strategic priorities to be addressed after completion of the Programme in first phase in terms of policy dialogue and the work influenced by UN, Government of Switzerland and follow-up activities by the governments and public institutions in Bosnia and Herzegovina.

**Note (as per UNDP Evaluation Guidelines):** As of 11 March 2020, the World Health Organization (WHO) declared COVID-19 a global pandemic as the new coronavirus rapidly spread to all regions of the world. If it is not possible to travel to or within the country for the evaluation then the evaluation team should develop a methodology that takes this into account, conduct of the evaluation virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, surveys and evaluation questionnaires. This should be detailed in the Inception report and agreed with the Evaluation Manager.

*If all or part of the evaluation is to be carried out virtually then consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/ computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the evaluation report.*



*If a data collection/field mission is not possible then remote interviews may be undertaken through telephone or online (skype, zoom etc.). International consultants can work remotely with national Evaluator support in the field if it is safe for them to operate and travel. **No stakeholders, consultants or UN staff should be put in harm and the safety is the key priority.***

#### **Evaluation team composition and required competencies**

The Evaluation will be conducted by the International Evaluation Consultant who will design and implement the evaluation process in line with these Terms of References.

#### **Evaluation timelines and deliverables**

<b>Deliverable</b>	<b>Anticipated timing</b>	<b>Number of days</b>	<b>Responsible party</b>
Desk review and Inception Report	1 – 6 June, 2022	5	Evaluator
Field data collection/ <a href="#">[1]</a>	13 June – 30 June, 2022	17	Evaluator
Evaluation debriefing/presentation	4 July, 2022	1	Evaluator
Draft Evaluation Report	6 – 16 July, 2022	10	Evaluator
<i>Review of the Draft Evaluation Report</i>	<i>July - August</i>		<i>Evaluation Reference Group</i> <a href="#">[2]</a>
Final Report	30 Sep, 2022	7	Evaluator

In line with the UNDP's financial regulations, when determined by the Country Office and/or the consultant that a deliverable or service cannot be satisfactorily completed due to the impact of COVID-19 and limitations to the evaluation, that deliverable or service will not be paid. Due to the current



COVID-19 situation and its implications, a partial payment may be considered if the consultant invested time towards the deliverable but was unable to complete to circumstances beyond his/her control.

### **Evaluation ethics**

This evaluation will be conducted in accordance with the principles outlined in the [UNEG 'Ethical Guidelines for Evaluation'](#). The Evaluator shall safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The Evaluator must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners. The Evaluator must be free from any conflict of interest related to this evaluation.<sup>[3]</sup>

### **Implementation arrangements and reporting relations**

The Evaluator will report to the Evaluation Manager appointed by the UN team, who will oversee and support the overall evaluation process. An evaluation reference group will be formed to provide critical and objective inputs throughout the evaluation process to strengthen the quality of the evaluation. The UN Senior Management and Swiss Embassy Management will take responsibility for the approval of the evaluation report. UN team will support the implementation of meetings, including translation from and to local languages. An updated stakeholder list with contact details (phone and email) will be provided by the UN Joint Programme to the evaluation team.

### **TOR annexes**

- *Annex 1. Project Logical Framework and Theory of Change*
- *Annex 2. List of the main stakeholders and their roles in evaluation*
- *Annex 3. List of documents to be considered for the evaluation desk review*
- *Annex 4. Required Evaluation Matrix Template*
- *Annex 5. Standard outline for an evaluation report*
- *Annex 6. Code of Conduct*
- *Annex 7. Link to UNDP Evaluation Guidelines and Evaluation Quality Assessment Process*
- *Annex 8. Concept for the 2nd Phase of the Programme*

<sup>[1]</sup> Depending on covid restrictions.





[2] Steering Committee members and Participating UN agencies, UNDP Evaluation Manager, UNDP EE Sector Leader, UNDP Project Coordinator.

[3] [UNDP Evaluation Guidelines, Box 7. Sources of conflict of interest in evaluation.](#)

## **Competencies**

### **Core values**

- Demonstrates integrity and fairness by modelling UN values and ethical standards;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

### **Core competencies**

- Demonstrates professional competence to meet responsibilities and post requirements and is conscientious and efficient in meeting commitments, observing deadlines and achieving results;
- Results-Oriented: Plans and produces quality results to meet established goals, generates innovative, practical solutions to challenging situations;
- Communication: Excellent communication skills, including the ability to convey complex concepts and recommendations, both orally and in writing, in a clear and persuasive style tailored to match different audiences;
- Team work: Ability to interact, establish and maintain effective working relations with a culturally diverse team;
- Client orientation: Ability to establish and maintain productive partnerships with national partners and stakeholders and pro-activeness in identifying of beneficiaries and partners' needs and matching them to appropriate solutions.

## **Required Skills and Experience**

### **Qualifications/Education**

- Minimum Master's degree in climate/ environmental/disaster risk management / business/ public administration other related disciplines.

### **Experience**

- Minimum 7 years of relevant experience project and programme evaluations;
- Knowledge of UN monitoring and evaluation policies and guidelines;
- Experience working in or closely with UN agencies is preferred;
- Sound knowledge of results-based management systems, and monitoring and evaluation methodologies;



- Understanding of issues related to disaster risk reduction and climate change mitigation;

#### **Languages Requirements**

- Fluency in English language; knowledge of local languages of Bosnia and Herzegovina will be taken as asset.

#### **Other**

- A deep understanding of the development context in Bosnia and Herzegovina and preferably understanding of climate change/natural resource management issues within the country context;
- Understanding and knowledge of the political and administrative context in Bosnia and Herzegovina is an asset.

#### **Documents to be included when submitting the proposals**

Interested individual consultants must submit the following documents/information to demonstrate their qualifications and interest:

- Most recent CV, including reference to similar evaluations conducted by the candidate;
- Financial proposal (to be submitted separately);
- Evaluation Methodology Proposal (outlining the specific design and methods for the evaluation):
- Explaining why they are the most suitable for the work;
- Providing a brief methodology on how they will approach and conduct the work;
- the methodology should present the Consultant's approach, proposed detailed methods and tool scope and evaluation criteria and questions;
- the methodology should apply a mixed-method approach collecting both quantitative and qualitative data to validate and triangulate data;
- the methodology should include the filled in evaluation matrix (Annex 4).

The Annexes can be found at:

URL: [Final evaluation Annexes.zip](#)

#### **Financial Proposal**

##### **Contract is based on the lump sum fee**

The financial proposal shall specify a total lump sum amount in USD, and payment terms around specific and measurable (qualitative and quantitative) deliverables (i.e. whether payments fall in instalments or

upon completion of the entire contract). Payments are based upon output, i.e. upon delivery of the services specified in the TOR.

In order to assist the requesting unit in the comparison of financial proposals, the financial proposal will include a breakdown of this lump sum amount.

### Evaluation

Best value for money approach <a href="#">[1]</a> :	Yes: ?	If yes, please specify percentage of technical and financial evaluations <a href="#">[2]</a>	70% of technical evaluation
	No: ?		30% of financial evaluation
Lowest evaluated offer <a href="#">[3]</a> :	Yes: ?		
	No: ?		

### Qualification Requirements

<b>Criteria</b>	<b>Points</b>	<b>Max. Points</b>
Relevant education	Max 25 points (20 points for MSc/MA + up to 5 points for PhD)	25
Relevant professional experience	Max 70 points	70
Knowledge of English	Max 5 points max 5 points - will be assessed as:  5 points for fluency and the points decrease as per the level mentioned in the CV: good - 4 points;	5

	fair/upper intermediate – 3 points; intermediate - 2 points; beginner - 1 point.	
Total		100

*Only candidates obtaining a minimum of 70 points would be considered for Technical Evaluation*

### Technical Evaluation

<b>Criteria</b>	<b>Weight</b>	<b>Max. Point</b>
<i>Technical</i>	<i>Total technical 100%</i>	
<b>Criterion A:</b> <ul style="list-style-type: none"> <li>Rating based on Qualifications</li> </ul>	20%	20
<b>Criterion B:</b> <ul style="list-style-type: none"> <li>Sound knowledge of results-based management systems, and gender-sensitive monitoring and evaluation methodologies;</li> <li>Excellent knowledge of monitoring and evaluation methodologies; sound judgment and ability to objectively evaluate Projects in terms of processes, as well as results achieved (evidenced through previously conducted evaluations and references).</li> <li>Sound knowledge of results-based management systems, and gender-sensitive monitoring and evaluation methodologies;</li> <li>General understanding and knowledge of the political and administrative context in BiH.</li> </ul>	50%	50



<p><i>Criterion C:</i></p> <ul style="list-style-type: none"><li>• Evaluation Methodology Proposal (outlining the specific design and methods for the evaluation):</li><li>• Explaining why they are the most suitable for the work;</li><li>• Providing a brief methodology on how they will approach and conduct the work;</li><li>• Presenting the Consultant's approach, proposed detailed methods and tools, scope and evaluation criteria and questions;</li></ul> <p>The methodology should apply a mixed-method approach collecting both quantitative and qualitative data to validate and triangulate data;</p> <p>The methodology should include the filled in evaluation matrix (Annex 4);</p>	30%	30
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***Only candidates obtaining a minimum of 70 points would be considered for the Financial Evaluation***

### **Final Evaluation**

The final evaluation score will be based on Combined Scoring Method where technical evaluation will be weighted a maximum of 70% and combined with the financial offer which will be weighted a maximum of 30%.

[1] When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as: (a) responsive/compliant/acceptable, and (b) having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

[2] The financial proposal should account for at least 30% of the total score

[3] When using this method, the award of a contract should be made to the individual consultant whose offer has been evaluated and determined as both: (a) responsive/compliant/acceptable, and (b) offering the lowest price/cost

## Appendix 2: Detailed results framework of the project

Hierarchy of objectives  Strategy of Intervention	Key Indicators	Data Sources Means of Verification	Assumptions
<b>Overall Goal</b>	<b>Impact Indicators</b>		
Local governments in Bosnia and Herzegovina have improved their DRR institutional capacities, frameworks, public services and partnerships, and population in risk-exposed localities is less socially and economically vulnerable to effects of disasters and climate change.	<p><u>Indicator:</u> Number of citizens who benefit from improved disaster risk prevention and preparedness in partner localities.</p> <p><u>Baseline:</u> No multi-hazard data available. Over 500,000 citizens live in areas with very significant risk of floods/landslides out of which over 52,000 live in areas with very significant risk of floods in partner localities.<sup>5</sup> (2017).</p> <p><u>Target:</u> At least 600,000 citizens in partner localities benefit from improved disaster risk prevention and preparedness (2023).</p> <p><u>Indicator:</u> % of local governments country-wide that apply an integrated and whole-of-government approach to DRR and are</p>	<ul style="list-style-type: none"> <li>• Formal documents by partner local governments;</li> <li>• Risk analysis from partner localities;</li> <li>• Programme reports and evaluation report.</li> </ul>	

<sup>5</sup> Floods and Landslides Risk Assessment for the Housing Sector in Bosnia and Herzegovina, UNDP 2015: [http://www.ba.undp.org/content/bosnia\\_and\\_herzegovina/bs/home/library/response-to-floods/flood-and-landslide-risk-assessment-for-the-housing-sector-in-bi.html](http://www.ba.undp.org/content/bosnia_and_herzegovina/bs/home/library/response-to-floods/flood-and-landslide-risk-assessment-for-the-housing-sector-in-bi.html).

	<p>“champions” for disaster resilient communities.</p> <p><u>Baseline</u>: 0 % (2017).</p> <p><u>Target</u>: 7 % of risk-exposed local governments apply an integrated and whole-of-government approach to DRR and are “champions” for disaster resilient communities (2023).</p>		
Outcomes	Outcome Indicators		Assumptions
<p><b>Outcome 1</b></p> <p>At least 10 local governments have adopted DRR-featuring strategies, established partnerships for effective DRR interventions, and financed actions that build community resilience thus are better equipped to prevent and respond to disasters.</p>	<p><u>Indicator</u>: % of local governments whose strategies and plans are based on DRR evidence and cross-sectoral aspects, following relevant international DRR frameworks and guidelines.</p> <p><u>Baseline</u>: 0% of partner local governments with DRR-mainstreamed development strategies (2019).</p> <p><u>Target</u>: 100 % partner local development strategies featuring DRR in place (2023).</p> <p><u>Indicator</u>: % increase of partner municipal/city budget resources allocated for DRR as a result of DRR-featuring strategies.</p> <p><u>Baseline</u>: All partner local governments allocate in total BAM 8,052,921 for civil protection units (2019).</p>	<ul style="list-style-type: none"> <li>Revised local development strategies featuring DRR;</li> <li>Annual strategy implementation plans and adopted budgets of partner local governments;</li> <li>Local-level DRR Platforms Rulebook and minutes from their meetings;</li> <li>Programme documentation and reports.</li> <li>Postings and information in</li> </ul>	<p>Relevant local stakeholders from various sectors, including the vulnerable population groups, recognize the importance of applying development-oriented disaster risk thinking in local-level policy design and delivery.</p> <p>Local governments understanding on DRR is often</p>

	<p><u>Target:</u> Average increase of 5% for all partner local governments in comparison with 2017 (2023).</p> <p><u>Indicator:</u> Extent to which local DRR coordination mechanisms are established and functional in partner local governments.</p> <p><u>Baseline:</u> DRR coordination mechanisms at the local level are almost non-existent (2019).</p> <p><u>Target:</u> Local DRR Platforms are functional in min. 10 local governments and engaged in design and delivery of DRR-related actions and in community resilience building efforts. (2023).</p>	media and newspapers, photo and video records.	narrowed down to crisis management and response, traditionally entitled to civil protection.
<p><b>Outcome 2</b></p> <p>Citizens in partner localities, particularly the most vulnerable population groups, have become more resilient to disasters</p>	<p><u>Indicator:</u> Level of capacities of partner local governments to apply integrated DRR and preparedness measures as part of the broader local strategic framework.</p> <p><u>Baseline:</u> Very limited (and fragmented) (2019).</p> <p><u>Target:</u> Improved capacities of at least 10 partner local governments that enable them to address disaster risks in an integrated, vulnerability-sensitive and effective manner, contributing to community resilience (2023).</p>	<ul style="list-style-type: none"> <li>Formal documentation of local governments (Decisions; Reports on the implementation of local development strategies, etc.);</li> <li>Results from the entry- and exit DRR assessments in partner local governments;</li> </ul>	<p>Political support by mayors/city mayors and local government councils.</p> <p>All stakeholders at the local level (schools, health institutions, civil society, business, farmers, social welfare centres,</p>



	<p><u>Indicator:</u> Number of DRR initiatives successfully implemented within partner local governments and translating DRR strategic priorities into actions.</p> <p><u>Baseline:</u> 0 (2019).</p> <p><u>Target:</u> At least 20 (2023).</p> <p><u>Indicator:</u> Number of vulnerable citizens (disaggregated by sex) in partner localities benefiting directly from DRR measures as a result of the Programme assistance.</p> <p><u>Baseline:</u> 0 (2019)</p> <p><u>Target:</u> At least 50,000 vulnerable citizens (within whom at least 50 % women) benefit from concrete DRR, measures within partner localities as a result of the Programme assistance (2023).</p>	<ul style="list-style-type: none"> <li>• Programme progress and evaluation reports;</li> <li>• Sector-specific reports on implementation of local-level DRR and preparedness measures;</li> <li>• Feedback from the Programme beneficiaries, including vulnerable population groups;</li> <li>• Postings and information in media and newspapers, photo and video records.</li> </ul>	<p>vulnerable community groups, etc.) are engaged and committed to understand and apply the development-oriented DRR approach.</p>
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## Appendix 3 –Evaluation matrix

Indicators/ Success standards	Data sources	Data collection methods/ tools	Methods for data analysis
<b>Evaluation Criteria: Impact - Evaluation Questions:</b> <ul style="list-style-type: none"> <li>What is the Programme impact in qualitative as well as quantitative terms from a broader development and system building perspective? What would the development have been like without the Programme interventions in the area of concern? What are the positive or negative, intended or unintended, changes brought about by the Programme's interventions? What real differences have the Programme interventions made to the beneficiaries? How many people have been benefited? Have women and men equally benefited from the Programme? To what extent are key stakeholders satisfied with the implementation and results of the Programme, specifically in terms of the partnership support, and what are specific remaining issues in the area of concern?</li> <li>What are the key lessons to be drawn at this point of the Programme implementation? What are the main recommendations for the remainder, as well as for future programming? What kind of adaptations are required in the Programme theory of change, objectives, implementation strategy and modalities including organisational structure in Phase 2, in order to achieve expected impact and sustain results? To what extent the Programme may have led to adaptive change and paradigm shift towards resilient development pathways?</li> </ul>			
Societal positive trends (better health, better awareness) Beneficiaries' satisfaction and feedback Stakeholders' attitudes, beliefs, opinions, perceptions Beneficiaries' behaviour change	Programme documentation Key strategic statistics (community level) Stakeholders feedback Beneficiaries feedback	Desktop review Collecting societal health and awareness-related statistics Stakeholders semi-structured interviews Beneficiaries' surveys	Document analysis Thematic analysis of the stakeholder feedback Survey analysis in excel
<b>Evaluation Criteria: Effectiveness - Evaluation Questions:</b> <ul style="list-style-type: none"> <li>To what extent have the intended objectives/outcomes been achieved? What are the main Programme accomplishments? Overview of the Programme's progress against the result framework indicators is to be provided in an Annex of the Evaluation Report. Briefly explain the reasons behind the success (or failure) of the Programme in producing its different outputs and reaching outcomes? Were key stakeholders appropriately involved in producing the programmed outputs?</li> <li>Are the Programme goals realistic? Is the comprehensive (complex) set-up of the Programme an enabling or a disabling factor for reaching the Programme objectives? To what extent the Steering Committee was effective and supportive to implementation of the Programme? To what extent has the Programme instigated systemic improvements in disaster risk management system, including cross-sectoral coordination at local level? What good and scalable practices or innovative approaches have been identified?</li> <li>Have DRR models of work introduced by the Programme been effective, avoiding overlaps with already existing structures, relying on local capacities and ensuring local ownership? What are related areas for improvement? How effective was the programme's interaction with other complementary programmes (including implemented by the UN) in order to trigger synergies maximizing development results? To what extent has the Programme outreached marginalized groups (i.e. women, persons and children with disabilities, the poor, vulnerable families and children, etc.)? What participation mechanisms have been applied?</li> </ul>			
Assessment of all indicators defined in the results framework (prodoc)	Progress reports Deliverable reports	Desktop review	Document analysis

Indicators/ Success standards	Data sources	Data collection methods/ tools	Methods for data analysis
Stakeholders feedback	Workshop reports Stakeholders feedback Beneficiaries feedback	Stakeholders semi-structured interviews Beneficiaries' surveys	Thematic analysis of the stakeholder feedback Survey analysis in excel
<b>Evaluation Criteria: Relevance &amp; coherence - Evaluation Questions:</b> <ul style="list-style-type: none"> <li>To what extent have the Programme's objectives been relevant to the needs and priorities of the country and beneficiaries, having in mind political, social, legal and institutional context of the country, effective country policies and strategies? Was the programme relevant to the UN's mandate and the Agenda 2030, as well as the priorities set by the UNDAF / UN Sustainable Development Cooperation Framework and the Swiss Cooperation Programme in Bosnia and Herzegovina 2021-2024? To what extent have the Programme objectives and implementation strategies been consistent with global, regional and country's resilience and DRR issues and priorities, including domestic and international frameworks?</li> <li>Have any changes been made to the Programme design during the implementation? If yes, did they lead to significant design improvements? Were adequate steps taken by the Programme to adjust its implementation strategy to the new circumstances and needs, including the COVID-19 pandemic, and to safeguard programme investments and retain result orientation? Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? Have the selection of 10 partner municipalities proven to be adequate? Should the Programme continue to work in Phase 2 with the same municipalities? If so, with what objective?</li> <li>To what extent were human rights, gender equality and social inclusion mainstreamed within the Programme? Has this mainstreaming been relevant to the needs of socially excluded groups and both women and men? To what extent has the Programme been successful in ensuring complementarity, harmonisation and coordination with other relevant interventions of the governments in BiH and other donors, avoiding duplication of efforts and adding value</li> </ul>			
Level of coherence between programme objectives and local policies  Degree of coherence between the programme and country priorities, policies and strategies in the area of climate change  Level of coherence between programme design and programme implementation approach  SMARTness of the results framework  Beneficiaries feedback	Programme documents  National policies and strategies to  National and local SDG framework  Key government officials and other partners  Stakeholders feedback  Beneficiaries feedback	Desktop review  Stakeholders semi-structured interviews  Beneficiaries' surveys	Document analysis  Thematic analysis of the stakeholder feedback  Survey analysis in excel
<b>Evaluation Criteria: Efficiency - Evaluation Questions:</b> <ul style="list-style-type: none"> <li>Have resources (financial, human, technical) been allocated strategically and economically to achieve the Programme results? Were the Programme activities implemented as scheduled and with the planned financial resources? Is the relationship between</li> </ul>			

Indicators/ Success standards	Data sources	Data collection methods/ tools	Methods for data analysis
<p>Programme inputs and results achieved appropriate and justifiable? To what extent did the Programme engage or coordinate with different beneficiaries (men and women), implementing partners and government counterparts to achieve outcome-level results?</p> <ul style="list-style-type: none"> <li>To what extent were the Programme coordination approaches conducive to the delivery of the Programme outputs? Has the communication, visibility and outreach of the Programme been successful in supporting its result orientation? Did the Programme have a sound M&amp;E plan to monitor results and track progress towards achieving Programme objectives? To what degree did the political developments influence the Programme's efficiency? To what extent have UN partner agencies, UNDP and the UNRCO acted in harmonised manner, avoiding overlaps and remaining focused on the Programme results, both at the institutional and at the local level?</li> </ul>			
<p>Availability and quality of progress and financial reports.</p> <p>Timeliness and adequacy of reporting provided</p> <p>Level of discrepancy between planned and utilized financial expenditures</p> <p>Planned vs. actual funds leveraged</p> <p>Existence, quality and use of M&amp;E, feedback and dissemination mechanism to share findings, lessons learned and recommendation on effectiveness of programme design and implementation.</p>	<p>Project documents</p> <p>Financial reports</p> <p>Stakeholders feedback</p>	<p>Desktop review</p> <p>Stakeholders semi-structured interviews</p>	<p>Document analysis</p> <p>Thematic analysis of the stakeholder feedback</p>
<p><b>Evaluation Criteria: Sustainability - Evaluation Questions:</b></p> <ul style="list-style-type: none"> <li>To what extent are the achieved outcomes and outputs sustainable? Will the outputs lead to benefits beyond the lifespan of the Programme? How well is the Programme embedded in the institutional structures that will survive beyond the life of the Programme? To what extent do government partners have the institutional capacities, including sustainability strategies, in place to sustain the Programme results? Is the Programme financially catalytic? To what extent have partners committed to providing continuing support?</li> <li>To what extent do partnerships exist with other national institutions, NGOs, United Nations agencies, the private sector and other development partners to sustain the attained results? To what extent has the integration of human rights and gender led to an increase in the likelihood of sustainability of Programme results? What measures the Programme needs to include in the course of Phase 1 implementation and in Phase 2 design to ensure full sustainability of its results?</li> </ul>			
<p>Coherence of risk management (risk identification and response)</p> <p>Evidence/Quality of sustainability strategy</p> <p>Evidence/Quality of steps taken to address sustainability</p> <p>Degree to which programme activities and results have been taken over by local counterparts or institutions/organizations</p>	<p>Risk management reports</p> <p>Progress reports</p> <p>Exit strategy</p> <p>Workshop reports</p> <p>Stakeholders feedback</p> <p>Beneficiaries feedback</p>	<p>Desktop review</p> <p>Stakeholders semi-structured interviews</p> <p>Beneficiaries' surveys</p>	<p>Document analysis</p> <p>Thematic analysis of the stakeholder feedback</p> <p>Surveys analysis in excel</p>

Indicators/ Success standards	Data sources	Data collection methods/ tools	Methods for data analysis
<p>Elements in place in those different management functions, at appropriate levels (country and local) in terms of adequate structures, strategies, systems, skills, incentives and interrelationships with other key actors</p> <p>Exit strategy in place and actively operationalisation</p>			
<b>Evaluation Criteria: Human Rights and Gender Equality</b> <ul style="list-style-type: none"> <li>To what extent have the Programme interventions been inclusive in supporting the most vulnerable and marginalized group in the implementing area?</li> <li>To what extent have gender equality and the empowerment of women been mainstreamed in the Programme design and implementation? Has the Programme had any positive or negative effects on gender equality?</li> <li>Could gender mainstreaming have been improved in planning, implementation or follow up?</li> </ul>			
<p>Extent to which vulnerable and marginalized groups identified and addressed</p> <p>Extent to which programme products are sensitive to gender, age and disability</p> <p>Extent to which programme data are gender-disaggregated</p>	<p>Progress reports</p> <p>Deliverable reports</p> <p>Workshop reports</p> <p>Stakeholders feedback</p> <p>Beneficiaries feedback</p>	<p>Desktop review</p> <p>Stakeholders semi-structured interviews</p> <p>Beneficiaries' surveys</p>	<p>Document analysis</p> <p>Thematic analysis of the stakeholder feedback</p> <p>Survey analysis in excel</p>

## 2. Schedule of key milestones

This section outlines deliverables and responsibilities, including the evaluation phases (data collection, data analysis and reporting) including resource requirements, tied to evaluation activities and deliverables detailed in the workplan. Include specific assistance required from UNDP, such as providing arrangements for engaging with stakeholders and access to beneficiaries.

**Table 7: schedule of milestones**

Deliverable	Description	Timing (week, month)	Responsibilities
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Inception report	FTE evaluator clarifies objectives, methodology and timing of the FTE	11 July 2022	FTE evaluator submits Inception Report to Commissioning Unit and programme management
Data collection, interviews and questionnaire	FTE evaluator reviews documents, interview stakeholder and disseminate the surveys	Field mission 24 July – 3 Aug 2022	FTE evaluator UNDP CO helps to facilitate access to stakeholders, beneficiaries and documents
Debriefing - presentation of initial findings	FTE evaluator Presenting initial findings to the programme team	15 August 2022	FTE evaluator presents to Commissioning Unit and programme management
Draft FTE report	Full draft report (using guidelines on report content)	15 Aug 2022	FTE evaluator submits to Commissioning Unit; Programme Coordinating Unit
Consolidated feedback on draft 1	CO collects feedback from concerned team members	15 August – 10 Sep	UNDP CO submits consolidated feedback from the evaluation reference group
Final FTE Report + Audit Trail	Revised final report and FTE Audit trail in which the FE details how all received comments have (and have not) been addressed in the final FE report	30 September 2022	FTE evaluator submits both documents to the Commissioning Unit
<b>Evaluation management response</b>	Detailing how the JP management is going to respond to the evaluation findings and recommendations	TBA	JP management team



## Appendix 5 list of stakeholders interviewed for this evaluation

internal only





## Appendix 6: List of documents reviewed

The following documents have been reviewed during this evaluation:

### *Key programme documentation.*

- *Project document*
- *Programme progress reports submitted to the donor.*
- *Programme financial delivery report (latest)*
- *Board/Steering committee documentation (or minutes)*
- *Previous evaluations*
- *Impact assessment report*
- *Risk management reports*
- *The programme governance structure (for example a ToR of a steering committee)*

### *Programme specific deliverables, information and data to be collected and reviewed*

- DRR platforms establishment reports
- Multi-sector local risk assessments reports
- Sectoral risk assessment reports
- Local vulnerability assessments reports
- Reports of local risk assessments with focus on agriculture sector
- Innovative information management system report
- School safety assessments reports
- Risk assessments with focus on social and child protection sector
- List of local development strategies and/or action plans which include cross-sectoral DRR measures (with sample of them).
- List of established School Disaster Management Teams and number of children in each school
- Number of citizens in partner localities who have benefited from improved disaster risk prevention and preparedness (2023), and associated methodology for calculating the number.
- List of local governments applied an integrated and whole-of-government approach to DRR and associated methodology for classifying LG to meet this criterion (i.e the application of the whole of Gov approach).
- % Partner local development strategies featuring DRR in place and associated calculation method
- Partner municipal/city budget resources allocated for DRR before and after
- Information on local DRR coordination mechanisms in place
- Number of partner local governments that improved capacities to address disaster risks in an integrated, vulnerability-sensitive and effective manner, contributing to community resilience and associated capacity assessment methods.
- Number of DRR initiatives successfully implemented within partner local governments and translating DRR strategic priorities into actions
- Number of vulnerable citizens (disaggregated by sex) in partner localities benefiting directly from DRR measures as a result of the Programme assistance and measurement method.
- Number of capacity building initiatives on cross-sectoral and community-owned DRR

## Appendix 7 – Interview guide

### Introduction

The Final-term Evaluation is a planned component of the UN JP “Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina” Joint Programme (JP). The objective of the Evaluation is to measure the effectiveness and efficiency of programme activities in relationship to the overall programme objective, and to make recommendations which could improve the programme or help plan similar programmes.

The final Evaluation has been initiated by participating UN agencies in order to assess the overall programme success, assess whether the agreed outcomes have been achieved, and to produce recommendations on any adjustments needed. Findings of the evaluation will be incorporated as lessons learned and recommendations for design and implementation of future programmes.

All discussions conducted during the evaluation will be kept strictly confidential. As the evaluator will only share generalised findings and anonymous comments, you will not be identified in any material that is produced. You are therefore encouraged to speak openly and honestly. Participation in this evaluation is voluntary and the decision to participate will not be remunerated. There are also no foreseen no risks to participation. An individual is free to opt out of participating or withdraw their participation at any time without penalty and will not be asked to provide a reason for this decision. Data generation during the evaluation complies with the 2018 General Data Protection Regulation (GDPR).

This discussion will last for a maximum of 45 minutes. For further information about the evaluation please contact the evaluator, Mohammad Alatoon, at [moh.otoum@gmail.com](mailto:moh.otoum@gmail.com). Alternatively, please contact the JP coordinator, Mr. Alen Alen Zaimovic at [alen.zaimovic@undp.org](mailto:alen.zaimovic@undp.org)

Thank you in advance for your time and cooperation. Before we begin, do you have any general questions?

Consent Form:

I have read the participation information sheet and I have had the opportunity to ask the evaluator to clarify any issues that were unclear to me. I understand that my participation in this evaluation is voluntary and that I can withdraw at any time without penalty. I further understand that my responses will be anonymized and will be used by UNDP BiH to inform its forward-planning for future similar Programmes. I, therefore, consent for the information I provide to be used during this process.

If I have any further questions about the evaluation, I can contact the evaluator at [moh.otoum@gmail.com](mailto:moh.otoum@gmail.com)

If I have any concerns about the way the evaluation has been conducted, I can contact the programme coordinator at [alen.zaimovic@undp.org](mailto:alen.zaimovic@undp.org)

By signing below, I consent to: *Please tick as appropriate*

- ☐ Participate in the evaluation
- ☐ The analysis and anonymization of my responses by the evaluator
- ☐ The use of my responses to develop the evaluation report for further use by UNDP BiH

Name \_\_\_\_\_



Signature \_\_\_\_\_

Date \_\_\_\_\_

Day/month/year

## Interview questions

*It should be noted that below interview questions are presented as a guide to be used in the interviews, however, each individual interview is unique, and questions will be tailored to the interviewees' roles and perspectives. In addition, follow up questions will be asked based on the responses to obtain full story from each response.*

Criteria	State Government	Entities (FBiH & RS)	Local Government	Donors and UN agencies
Introductory question	Please introduce yourself and your role in the JP and a short description of your responsibilities with reference to the programme.			
Impacts	<p>In your opinion, what is the most significant accomplishment of the JP to date?</p> <p>What trends do you foresee in addressing DRR management in BiH?</p> <p>What would be the case of DRR coordination (vertical and horizontal) had the JP not been implemented?</p>	<p>In your opinion, what is the most significant accomplishment of the JP to date?</p> <p>What trends do you foresee in addressing DRR management in your jurisdiction?</p> <p>What would be the case of DRR coordination (vertical and horizontal) had the JP not been implemented?</p>	<p>In what way did the JP change the DRR management in your areas?</p> <p>What things that you are doing differently because of the JP and how?</p> <p>In your opinion, in what ways has the JP developed capacity for managing DRR in your area? What capacities have been supported?</p> <p>What would be the case of DRR management locally had the JP not been implemented? Capacities? Coordination mechanisms?</p>	<p>Why this is a strategic investment for your agency?</p> <p>What strategic impacts have the JP achieved?</p>

Effectiveness	<p>What factors have contributed to achieving intended JP outputs and outcomes?</p> <p>What were the challenges in delivering the JP activities?</p> <p>In your opinion, how do you assess the DRR model implemented through the JP at the local level? How the model fits in the current (existing) DRR systems in BiH?</p> <p>How cross-institutional coordination vertical and horizontal could be further improved to achieve systemic DRR governance in BiH? How this can be scaled up?</p> <p>How do you assess the JP administration and its participatory approach?</p>	<p>What factors have contributed to achieving intended JP outputs and outcomes?</p> <p>What were the challenges in delivering the JP activities?</p> <p>In your opinion, how do you assess the DRR model implemented through the JP at the local level? How the model fits in the current (existing) DRR systems in BiH?</p> <p>How cross-institutional coordination vertical and horizontal could be further improved to achieve systemic DRR governance in BiH? How this can be scaled up?</p>	<p>What factors have contributed to achieving intended JP outputs and outcomes?</p> <p>What were the challenges in delivering the JP activities?</p> <p>In your opinion, how local DRR administration has improved? How it can be further improved?</p>	<p>What factors have contributed to achieving intended JP outputs and outcomes?</p> <p>What were the challenges in delivering the JP activities?</p>
Relevance	In your opinion, to what extent does this JP align with the development agenda at the national level?	In your opinion, to what extent does this JP align with the development agenda in your jurisdiction?	In your opinion, to what extent does this JP respond to your needs?	How does the JP align with your strategic plan (e.g CPD) and future plans?
Efficiency	How do you assess the JP administration and its participatory approach?	How do you assess the JP administration and its	-	Has the JP been on time and on budget in delivering? Has there been anything

	How effective the JP board has been?	participatory approach?		<p>underachieved or overachieved within agreed framework of the programme, and what are the reasons/explanation for it?</p> <p>In what ways has the JP been adaptive to risks and opportunities?</p> <p>How do you assess the UN inter-agency coordination and management of the JP activities? And UN with institutional partners? And UN with the donors? What improvements could be applied for enhancing JP coordination and management?</p>
Sustainability	<p>What would happen to the JP output and benefits when the programme funding finishes and the JP closes?</p> <p>Do you foresee any social, financial or political risks that may jeopardize sustainability of JP outputs?</p> <p>How DRR coordination mechanisms, vertical and horizontal, are going to continue working after the JP closes?</p>	<p>What would happen to the JP output and benefits when the programme funding finishes and the JP closes?</p> <p>Do you foresee any social, financial or political risks that may jeopardize sustainability of JP outputs?</p> <p>How DRR coordination mechanisms,</p>	<p>What would happen to the JP output and benefits when the programme funding finishes and the JP closes?</p> <p>Do you foresee any social, financial or political risks that may jeopardize sustainability of JP outputs?</p> <p>How DRR coordination mechanism, tools and systems are going to continue working after the JP closes?</p>	<p>What would happen to the JP output and benefits when the programme funding finishes and the JP closes?</p> <p>Do you foresee any social, financial or political risks that may jeopardize sustainability of JP outputs?</p>

		vertical and horizontal, are going to continue working after the JP closes?		
Closing	<p>In your opinion, what are the next steps? How you would you build on what has been achieved?</p> <p>Do you have any further comments or suggestions?</p>	<p>In your opinion, what are the next steps? How you would you build on what has been achieved?</p> <p>Do you have any further comments or suggestions?</p>	<p>In your opinion, what are the next steps? How you would you build on what has been achieved?</p> <p>Do you have any further comments or suggestions?</p>	<p>If you were to design and implement the programme again, what would you do differently?</p> <p>Do you have any further comments or suggestions?</p>

## Appendix 8: Survey design

### Introduction

Thank you for agreeing to be part of the survey.

The UN are undertaking an evaluation of its Joint Programme (JP) titled "Disaster Risk Reduction for Sustainable Development in Bosnia and Herzegovina".

The survey, undertaken at half point of the Joint Programme, aims to understand the appropriateness of the program and whether it met intended beneficiaries' needs, its effectiveness in supporting communities, its efficiency in meeting these needs, and whether it did so in a sustainable manner.

**The survey should take around 5-10 mins.** The survey will be open from **20 July – 5 August 2022**.

While your participation in the survey would be highly appreciated. All information provided through the survey will be kept confidential and private. Your responses will be clustered and analyzed with other respondents and used to inform an Evaluation Report. Your information will be kept on a secure and confidential space and will be removed once the report is finished.



If you have any questions or concerns regarding this survey, please do not hesitate to get in touch with Mohammad Alatoom at [moh.otoum@gmail.com](mailto:moh.otoum@gmail.com)

Please note:

- This survey is being conducted by an independent evaluator, on behalf of the UN agencies.
- The answers you provide are anonymous and will not be used for any purpose other than this research.
- By clicking 'next' you are providing consent to participate in this research.

## Survey: beneficiaries

Q1: What is the name of your organisation? open text

Q2: Your gender? Male - Female

Q3: Which of the following programme deliverables are most relevant to you? Multiple selection is possible

- DRR platforms
- Multi-sector local risk assessments
- Sectoral risk assessment
- Local vulnerability assessments
- Local risk assessments with focus on agriculture sector
- Innovative information management system
- School safety assessments
- Risk assessments with focus on social and child protection sector
- Local development strategies and/or action plans which include cross-sectoral DRR measures.
- School Disaster Management committees
- An integrated and whole-of-government approach to DRR
- Local DRR coordination mechanisms
- Mainstreaming DRR into strategies
- DRAS system
- Capacity building trainings

Q4: How helpful have the relevant products to you and your organisation? very helpful, somewhat helpful, not helpful

Please provide a comment as to why you gave that rating. [short answer]

Q5: How strongly do you agree or disagree with each of the following statements?

Please select one answer on each line



Scale: Strongly agree, Agree, neither agree nor disagree, Disagree Strongly, disagree, Not sure.

- a. The DRR Programme provided support relevant to our needs
- b. As a result of the UN-DRR programme, we have better understanding of the natural hazards and required preparedness and response measures
- c. The UN-DRR programme helped to improve our skills and capacities to prepare and respond to the natural hazards
- d. As a result of the UN-DRR programme support, we have integrated disaster risk reduction measures into our policies and operations.
- e. As a result of the UN-DRR programme support, there are enhanced public awareness about the natural hazards and required preparedness and response measures
- f. As a result of the UN-DRR programme support, our communities have become more resilient to natural hazards.
- g. As a result of the UN-DRR programme support, our communities will be less exposed to the impacts of natural hazards.
- h. As a result of the UN-DRR programme support, we now have stronger governance system to manage the natural hazards
- i. Without the UN-DRR programme support, we would have been more exposed to natural hazards and less prepared for natural hazards
- j. The UN-DRR programme management worked collaboratively with us
- k. We will continue to implement Disaster Risk Reduction activities even after the UN-DRR programme ends.

Q6: What challenges you faced during the implementation of the UN-DRR programme?

Q7: What would you have done differently to better improve UN-DRR programme support?

Q8: What would you recommend for the next steps to be?

**Thank you**



## Appendix 9: Evaluation Consultant Code of Conduct Agreement Form

### Evaluation Consultant Agreement Form<sup>6</sup>

#### Agreement to abide by the Code of Conduct for Evaluation in the UN System

**Name of Consultant:** Mohammad Alatoom

**Name of Consultancy Organization** (where relevant): N/A

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**

Signed on *August. 2022*.

Signature: \_\_\_\_\_

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<sup>6</sup>[www.unevaluation.org/unegcodeofconduct](http://www.unevaluation.org/unegcodeofconduct)