



# FINAL EVALUATION

**Bosnia and Herzegovina**

Thematic window  
Democratic Economic Governance

## **Programme Title:**

Securing Access to Water through Institutional  
Development and Infrastructure

# Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

*The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.*

**Final evaluation of the UN MDG Achievement Fund sponsored “Securing  
Access to Water through Institutional Development and Infrastructure”  
joint UNDP and UNICEF project in Bosnia and Herzegovina**

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Final Report

**Lilit V. Melikyan**

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Sarajevo, Bosnia and Herzegovina

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Opinions expressed in this report not reflect the official position of UNDP, UNICEF or MDGF.

## ABBREVIATIONS

BiH	Bosnia and Herzegovina
CSO	Civil society organization
CCA	Common Country Assessment
CPAP	Country Programme Action Plan
CPD	Country Program Document
DEG	Democratic Economic Governance
EIB	European Investment Bank
EU	European Union
ECA	Europe and Central Asia
EBRD	European Bank for Reconstruction and Development
FBiH	Federation of Bosnia and Herzegovina
FGD	Focus Group Discussion
GDP	Gross Domestic Product
HRBA	Human Rights Based Approaches
HBS	Household Budget Survey
HOA	Homeowners Association
IBHI	Institute for Better Humane Development
IMF	International Monetary Fund
IPF	Infrastructure Project Facility
IDP	Internally Displaces People
ILDP	Integrated Local Development Program
JP	Joint Programme
KII	Key Informant Interview
MMB	Municipal Management Board
MDG	Millennium Development Goal
MDGF	Millennium Development Goals Achievement Fund
MTDS	Medium Term Development Strategy
MTR	Medium term Review
M&E	Monitoring and Evaluation
MOFTER	Ministry of Foreign Trade and Economic Relationship.
MAFWM	Ministry of Agriculture, Forestry, and Water Management
MCA	Ministry of Civil Affairs
NHDR	National Human Development Report
NSC	National Steering Committee
OECD	Organization for Economic Cooperation and Development
PMC	Programme Management Committee
PAG	Participatory Action Group
PAR	Participatory Action Research
TOR	Terms of Reference
PD	Project Document
RS	Republic of Srpska
SAP	Stabilization and Association Process
SFP	Special Focus Projects
UNEG	United Nations Evaluation Group
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children Fund
UNESCO	United Nations Education and Scientific Organization....
UN	United Nations
VAT	Value Added Tax
WASH	Water, Sanitation and Hygiene
WBIF	Western Balkans Investment Facility
WU	Water utility
WB	World Bank

## EXECUTIVE SUMMARY

The UN Millennium Development Goals Achievement Fund (MDGF) uses a *joint* programme (JP) mode of intervention, funding innovative programmes that have an impact on the population and potential for replication; the programs are viewed as a step towards UN reform and UN One and are also expected to contribute to enhanced national ownership of the MDGs’ achievement. The project “Securing Access to Water through Institutional Development and Infrastructure in Bosnia and Herzegovina” is a joint UNDP and UNICEF project funded under the MDGF programmatic window of *Democratic Economic Governance (DEG)*. The programmes in this window are geared towards reducing the proportion of people without sustainable access to drinking water (MDG 7). The project started in November 2009 with a total budget of US\$ 4.6 million, and a planned duration of 3 years; with a 6 months no-cost extension the JP ends in May 2013.

The main purpose of the final evaluation is to provide an independent in-depth assessment of the achievements of the project against the planned results and the implementation modality of the MDGF DEG Joint Programme. This final participatory evaluation is a systematic exercise, carried out in line with the Organization for Economic Cooperation and Development (OECD)/Development Assistance Committee (DAC) evaluation criteria (programme design and relevance, effectiveness, efficiency, impact and sustainability) and in accordance with the standards of the United Nations Evaluation Group (UNEG).

The national partners of the JP include: Bosnia and Herzegovina (BiH) Ministry of Foreign Trade and Economic Relations (MOFTER); BiH Ministry of Civil Affairs (MCA); Federation of Bosnia and Herzegovina (FBiH) Ministry of Labour and Social Policy; FBiH Ministry of Agriculture, Water Management and Forestry; Ministry of Agriculture, Forestry and Water Management of the Republika Srpska (RS); RS Ministry of Health and Social Welfare; civil society organisations (CSOs); 13 participating municipalities<sup>1</sup> and 11 associated with these water utility (WU) companies.

The objectives of this JP were to contribute to the:

- Strengthening of inclusion of citizens in the participative municipal governance of water access;
- Improving economic governance in water utility companies for better services to citizens in targeted municipalities; and
- Strengthening capacity of government for evidence-based policy making and resource planning for equitable water related service provision.

The modalities in implementation of the JP were aimed to address the following issues:

- provision of a forum to citizens through which they can directly influence decisions that affect their communities and their lives;

<sup>1</sup> Stolac, Neum, Gračanica, Kladanj, Bihać, Bosanski Petrovac, Grad Istočno Sarajevo (municipalities Istočna Ilidža, Trnovo, Istočno Novo Sarajevo), Rudo, Višegrad, Petrovo and Petrovac-Drinić



- provision of valuable information to duty-bearers and service providers regarding the needs and priorities of the rights-holders, and thereby enables increased efficiency and efficacy of Water Sector interventions; and
- provision of a forum through which duty-bearers and service providers can deliver important information to citizens.

The final evaluation was based on the desk review of project documents and third party reports; semi-structured interviews with key informants (KII) and the survey of participating water utilities.

### ***Relevance***

The project addresses a very relevant problem for BiH. The issues that preclude delivering water services in a satisfactory manner include: inadequate economic governance, lack of citizen participation in the decision-making processes, poor state of infrastructure with high level of losses and insufficient coverage, lack of sufficient capacities of municipal water utility companies and persistent difficulties they face with increasing revenue generation and institutional deficiencies in the water sector. The latter includes, in particular, inadequate regulatory framework, municipalities having the dual role of ensuring water supply through their water utility companies as well as supporting them both financially and through the policy framework, and the lack of support to the municipalities from higher level governments in the form of relevant, evidence-based policy and guidelines with service delivery standards and benchmarks.

### ***Effectiveness: achievement of planned outputs and outcomes***

#### **Outcome 1: Strengthening of inclusion of citizens in the participative municipal governance of water access**

The JP helped to develop the format for Multisector Municipal Boards (MMBs), later formalized as Commissions for the Promotion of Social Protection (Commissions hereafter) which bring together utility and social service providers and nongovernmental organizations (NGOs) at the partner municipalities. This provided a forum for a better mutual understanding of the needs and constraints of various stakeholders, helping to develop and implement actions which assisted the vulnerable households, including in relation to their access to and affordability of water services. One aspect that seems to need some refinement is the way of ensuring that the voice of civil society and the vulnerable households is brought to the Commissions' meetings in a more sustainable manner: the Poverty Action Groups (PAGs), which were meant to comprise representatives from the vulnerable population, were not always easy to form. With the help of the PAGs the Commissions developed and adopted 2 rounds of Action Plans based on localized vulnerability criteria. Participatory Action Research Groups (PAR) involving children from 1 school in each municipality were also supported by the JP, through trainings, small projects and support groups of adults.

Trainings provided to the Commissions (as well as PAGs and PAR groups) in Human Rights Based Approaches (HRBA) - based analysis of social protection issues, their capacity building, as well as the support for the development of their Actions plans and funding of selected measures from these (both from the JP and municipality budgets) were all important steps in the institutionalization of the model as a whole.

## Outcome 2: Improving economic governance in water utility companies for better services to citizens in targeted municipalities.

Through the work of the Commissions, the water utilities got more exposure to the needs of the poor and the residents; the latter obtained better insights over the work of the water utilities. While the Commissions and the Action Plans are multisectoral, water sector issues found important reflection in them. Already in 4 municipalities almost 100 vulnerable households received assistance (a) with their water bills, through municipal budget funded subventions, and (b) with getting connections to centralized water supply; the latter is more relevant for the areas populated with Internally Displaced Persons (IDPs). This was facilitated also by capacity building of the water utilities (WU) and training (through peer-to-peer (P2P) experience sharing and classroom training) of the staff working both at the companies and municipalities (communal service departments), water supply studies and small infrastructure projects in each municipality. This laid the foundation for performance improvements of the WUs. As for the water supply studies, they helped both the WUs and municipalities in their strategic planning related to water supply and also proved to be useful in approaching International Financing Institutions (IFIs) for funding. The package of JP assistance benefitted the general population in the localities, and had a differentiated positive impact on the vulnerable households.

A few of the WUs have increased their tariffs. Also, the JP assistance with water loss reduction made the need to increase the tariffs less drastic. However, still, in the majority of the WUs the tariffs are below cost- recovery level, which is part of the reasons behind the their inadequate revenues and continuing challenges with improving water supply. Although somewhat improved with the help of the JP (billing system), the low collection rate is the other reason behind the low revenues of the WUs. Perhaps, more could have been done to raise public awareness to support better payment discipline by residents.

## Outcome 3: Strengthening capacity of government for evidence-based policy making and resource planning for equitable water related service provision

With JP support, the performance of the local governance structures for social protection were improved, through developing and testing the vulnerability criteria and establishment of referral mechanisms for the protection of the rights of vulnerable households among the social and health protection and education sectors in each municipality. The development of the vulnerability criteria was an important testing ground in improving social assistance systems in the country and feeds into current reforms plans.

The capacity for evidence based decision and policy making by municipalities was improved through: (a) equipping the Commissions with skills in the application of HRBA to social policy; and (b) water supply studies, now adopted in all partner municipalities as strategic documents. This improved capacity in evidence based policy making was the key factor bringing about the subvention mechanism of helping the vulnerable with water bills in several municipalities. Entity level governments also benefitted from the study on the “General assessment of the water supply sector and its human development function in BiH”.

DevInfo databases, which are now present in all the partner municipalities with JP support have a potential to contribute to improving the capacity for evidence based decision and policy making at the local level: currently however these are not used in core activities at any level of the government.

JP helped to establish the Department on Water Supply at MOFTER, something that was not envisioned in the program document, and supported it with basic capacity building. The effectiveness of the activities in terms of improving capacities of the higher levels of the Government could have been stronger if the JP focused more on policy aspects, e.g. supporting the entity level governments in developing publicly available performance benchmarks for water utilities. It should be acknowledged however that this would have required more time and resources. Also, the complicated public administration structure in the country renders supporting reforms at policy level rather challenging.

The importance of having an effective mechanism for experience sharing among not-participating municipalities was recognized by the JP and a Communication strategy was developed and implemented. It was a basic one, however; in addition, the effectiveness of its implementation was hampered due to growing weakness and politicization of the Associations of Water Utilities and Municipalities.

### *Efficiency*

The activities were implemented as scheduled except that they started with 6 months delay, since no time was allocated in the project document for the selection of municipalities; essentially the 6 months no cost extension in the end was needed to compensate for that delay.

The JP demonstrated the advantage of the joint program model in building on the strengths and networks of the participating UN agencies; this could have been potentially stronger if the pooled funding modality was used instead of parallel funding. The coordination and cooperation among the UN agencies improved as the JP matured, producing useful lessons for the UN country team (UNCT) in BiH in its move towards One UN; one area where the cooperation and coordination could have been much stronger is the M&E. No specific work methodologies and financial instruments were shared between UN agencies. At the same time the cooperation with UNESCO for the GoAL WaSH activity provides an interesting example of joint implementation: UN agencies signed an agreement on joint implementation, utilizing UNESCO material and methodology developed during the campaign ‘Water for Life’.

JP worked well at all levels of institutions/government whose mission includes water supply, involving them in the program strategy development and implementation taking into account the specifics in the areas of intervention. The program demonstrated (a) *flexibility* responding to changing and emerging needs; (b) *initiative* (for example, through assuring partnerships with UNESCO and with Coca Cola through its Corporate Social Responsibility (CSR) activities; as well as in supporting the establishment of the Department on Water at MOFTER); (c) *innovation* (e.g. by kick starting the P2P experience exchange program among the water utilities); and (d) *hands-on management style*.

The management of the JP displayed transparency (e.g. in the selection of partner municipalities), inclusiveness (e.g. in consulting a large spectrum of stakeholders at the design stage of the JP) and accountability in its governance (facilitated through the work of the Program Management Committee (PMC) and the (larger) Reference Group).

Setting up of the multisectoral Commissions marked an improvement in the governance of the water services. Coupled with the partnership mode of working with the national

authorities and supporting the building up of their capacities is an evidence of JP contribution to the goals of the Paris Declaration in terms of improving national ownership of development projects.

The extent of mobilization of municipality co-funding is impressive: around half a million of BAM (approximately US\$335.000), was contributed by the municipalities.

By creating a model of linking the “water supply”, “social issues” and “improved citizen participation in local decision making” JP contributed to the objectives set by the MDG-F thematic window on Democratic Economic Governance (DEG). These could serve as a transferable example.

### ***Impact***

The JP helped to improve the country’s standing according to MDG criteria both in terms of improvements in water supply and somewhat easing the life of the vulnerable households in the communities in which it operated; there is a good potential for the enhancement of this impact further in the future. The estimates of direct and indirect beneficiaries stand at around 50.000 according to project reports. All planned target groups had access/used project results, which had positive differentiated effects for the poor and vulnerable, IDPs, and ethnic minorities (e.g. Roma):

- in terms of water supply, the residents cited such positive developments as higher water pressure, better water quality, longer duration of supply and improved access;
- the life of the vulnerable households in the partner municipalities improved in that they are better targeted and assisted by the social services, through the multivariate assistance including assistance related to water supply issues (access, affordability and quality). While the evidence on changes in the shares of municipal budgets allocated to social needs is mixed, the allocations in absolute terms have increased.

These improvements resulted from the combined effect of all the program components which were highly complementary.

JP contributed to the promotion of human rights through the application and promotion of HRBA to identification of vulnerabilities and social assistance. JP also promoted the role of women in local decision making, by mandating their participation in the Commissions and promoting the representation of women’s NGOs in their structures, which is a good example of gender mainstreaming in local governance.

### ***Quality of Project Design***

The design of the JP is overall clear, articulating well the problems that it aimed to address and taking into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention.

The focus of the JP was on establishing consultative platforms as a key modality for improving water sector governance. It is evident that while this assumption was valid and the establishment of the municipal Commissions brought up a better understanding between the utilities, social service providers and residents, thus improving the governance of the companies, it is also clear that sustainable changes in water sector governance in general and in relation to water tariffs in particular, require improvements in the regulatory framework. In

this regards, it seems that there was a room for a better analysis of causes of the problems that the JP strived to address, laying out the assumptions and assessing risks in the project document. As mentioned in GoAL WaSH (2009) report the lack of funds for water utilities is largely attributable to their *lack of autonomy* and *dependence on municipalities*, which are typically not in favour of increasing tariff rates; throughout history, the price of water has been utilized as an instrument for social peace and a political weapon, and the same holds true today. The implicit assumption of the project document that the tariffs will increase and be at cost recovery level quickly at all WUs did not materialize. This assumption had affected the design of the M&E component of the program, whereby before- and after- (tariff increase) households surveys were planned.

The original M&E framework could have benefitted from capturing emergent learning through case studies along certain important for policy making lines, e.g. intermunicipal cooperation (IMC) in the water sector, best examples/modes of assistance programs related to water sector for the vulnerable households, and best practices from water utilities. While it is hard to imagine that in a 3 year long project, in a challenging public administration environment the JP could have achieved significant results related to improving regulatory framework for water supply, it is plausible to assume that even small steps would have helped to move towards an improved framework

The evaluation looked in-depth into the selection method applied for municipalities, since there was a change compared to the original plan. The final set of partner municipalities represents a mix of well developed ones and weaker ones. Given the “demonstrative” nature of the JP this approach seems to be justified. The evaluation revealed that several municipalities have emerged as “leaders” in various areas, sharing their technical knowledge or experience with others. Such a mix is also important given that the logic of water sector reforms in BiH will most likely lead to regionalization, with the larger cities emerging as regional centers for water supply.

The share of municipality/WU contribution varied greatly from municipality to municipality, and the weaker ones contributed less, with the average being around 24.3 percent. Hence, overall, the approach and selection basis seems to be sound, although it would have been preferable to have more explicit criteria.

### ***Sustainability, scaling up and replication***

The sustainability of the achievements of the JP is supported by:

- the establishment of the *Commissions for Promotion of Social Protection* as structural parts of municipal administrations with the notion of such Commissions now enshrined in the new RS Law on Social Protection (2012).
- all the Commissions (partner municipalities) adopting *Action Plans* and most of the partner municipalities increasing financial allocations for priority measures from these Plans, although this picture is not uniform. Not all the municipalities have funded items from the Action Plans. A better link of the Action Plans to municipal budget funding seems to be the area where there is a need for further work. The UNDP’s ILDP-2 will support the establishment of Local Development Management Units within its 40 partner local administrations (including 3 from the JP), which, among other key functions, will bear the responsibility to coordinate implementation of local



strategies and their projects/priorities across all development sectors (social, economic, environmental); and

- having *Referral mechanisms for the protection of the rights of marginalized girls and boys* established in all the partner municipalities, with Education, Health and Social protection sectors signing Protocols on Cooperation and Procedures: eleven Operation Teams have been appointed by the Mayors in order to continue functioning after the project ends;
- *Municipal subventions* instituted covering the water bills of the vulnerable population in 4 municipalities already (with more of municipalities following suit);
- *Water Supply Studies* adopted by the Municipal Councils as strategic documents;
- the booklets from the campaign ‘Water for Life’ adopted as part of the school curriculum; and
- the establishment of the *Department on Water* at MOFTER: while its role is limited to mostly coordination with international agencies, its presence was the first necessary measure to drive the agenda of designing and implementing regulatory reforms in water sector.

While all the partner municipalities embraced the project (albeit to a varying degree) what seems to be lacking however are more proactive steps by the municipalities in moving to cost recovery of water utilities. Similarly, while the entity level Ministries of Agriculture, Water Management and Forestry were supportive of the project and use the Water Supply Studies in their work, one would want to see an active promotion of best practices from the JP, e.g. through funding of such studies in other municipalities especially since, as the evaluation team was informed, EU IPA funding is available to the entity level governments for similar purposes. Similarly, there are no concrete steps as yet by the Ministry of Social protection of the FBiH in scaling up the notion of the Commissions. Also, while there are plans to spread the experience of PAR groups to other schools in the municipalities, these plans have yet to materialize. The role of PAGs as a sustainable mechanism of bringing in the voice of the vulnerable to the Commissions also needs some refinement to ensure that this happens in a sustainable manner.

The threats to sustainability however stem more in the challenges related to public administration system in the country, reflected in the fragmented governance, unclear and overlapping institutional responsibilities, as well as weak sectoral governance at the entity level ministries. These challenges hamper the opportunities for scaling up of the models developed under the JP and attempts of improving regulatory field of the water sector. The improvements in the regulation of tariff setting are important not only for the promotion of the reforms but also for ensuring the sustainability of the infrastructure networks, including those provided by the JP.

The exit strategy and the sustainability design of the JP could have been better. This is the case for example, with the need to institutionalize the training models developed under the JP coupled with the capacity building of selected national structures (universities, research centers) to provide similar trainings on a commercial basis after the project is over. The interviews with the WUs demonstrated that there is a considerable demand for such training courses, with a willingness to pay for these.

### ***Lessons Learned***

The project management model, i.e. as a *joint* project between UNDP and UNICEF, as well as UNESCO (vs. potentially a single-agency management model) has undoubtedly brought up synergistic effects. Each one of these agencies brought its own strengths (knowledge and networks) to the table. The JP also showed that such a joint modality has a potential to contribute towards UN reform, providing useful lessons for future joint programme planning and implementation, demonstrating the benefits of close coordination; it has also demonstrated the need for more attention to designing *joint* and *effective* M&E systems and mechanisms in such programs.

The “joint program” model may come at a cost however, including weakly harmonized procedures between the agencies: in this case, UNDP and UNICEF used parallel funding instead of pooled funding modality, which is not the first best option of executing joint programs; no specific inefficiencies were observed in this particular JP however, although it is important to underline that no cost-effectiveness analysis was carried out under this evaluation.

Several elements of the JP are proving to be best practices transferable to other programmes or countries, e.g.:

- the establishment of *consultative platforms at the municipalities equipped with prioritized Action Plans*, ideally linked to *municipality funding* improves both the identification and support of vulnerable in the communities (including with water supply related issues) and the accountability in the operation of municipal utilities and other service providers; the concept of such platforms should ideally be enshrined in law. Such Action Plans need to be incorporated within legitimate integrated local development strategies and their sectoral plans, thus placing the identified priorities within the broader local development agenda and linking it with local government budget, as well as ensuring administrative responsibility for follow-up implementation;
- supporting municipalities with water sector masterplans helps to unlock funding sources for those municipalities which would not have such opportunity without external assistance, as well as informs and improves local and sectoral policy making at higher government levels;
- investing in PAR groups and “Water for Life” campaigns at schools is a good investment in engaging the youth from an early age in solving community issues related to water preservation through advocacy work; and
- combining assistance to municipalities with the support and advocacy at the higher levels of the government helps to highlight the requirement for improved service delivery based on financial sustainability of municipal water utilities.

A few other lessons learnt from the JP include:

- policy level advice needs to be tackled more forcefully, with sufficient time and resources allocated to achieve greater effectiveness and improve chances of sustainability in improving water supply in an equitable manner; and
- sufficient resources should be allocated for the purposes of carrying out large scale outreach and public awareness activities;

## Recommendations

In the remaining short duration of the JP it is recommended to share the lessons learnt and training materials with a wider audience (municipalities, WUs, donor agencies and local educational institutions) and prepare case studies capturing the best practices and learning along the lines which are likely to be important for future reforms in water sector governance, coupled with an effective knowledge sharing program, which could then be implemented under ILDP - 2.

With the information available at this stage, it seems the following are potential avenues for a follow up for the JP for UN agencies:

1) In close coordination with Sida, EU and the WB,

- support increasing the accountability (in terms of both vertical and horizontal mechanisms) of municipalities and water utilities in cooperation with entity level sector ministries through for example, (a) framework for service delivery standards to ensure compliance across constituent jurisdictions, and (b) a performance-based system that includes publicly available benchmarks and indicators, and offers incentives to providers to improve their service delivery; and.
- provide capacity building and policy level support to the Department on Water Supply at MOFTER and the entity level governments to develop tariff setting guidance, ensuring coordination with plans related to implementation of the new draft law on Communal Service Management, once it is passed, possibly coupled with the support with the implementation of the latter in cooperation with the Association of Municipalities.

2) Support the entity (and cantonal) level governments to develop W&S studies for municipalities, with utilization of IPA funds and municipality co-funding;

3) Mediate negotiations between various levels of the government to arrive at a decision on which level of the government should regulatory agency/agencies be established, as well as identification of the necessary steps leading do it and its scope; and

4) Potentially extend the JP model to other municipalities, but this should now concentrate on the poorest of the municipalities and promote IMC. This has to be coordinated closely with Sida/SECO assistance package.



## 1. INTRODUCTION

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €28 million with the aim of contributing to the progress on the Millennium Development Goals (MDGs) and other development goals through the United Nations system. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDG Achievement Fund (MDGF) supports countries in their progress towards the MDGs and other development objectives by funding innovative programmes that have an impact on the population and potential for replication.

The MDGF operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. MDGF uses a joint programme (JP) mode of intervention in eight thematic windows that contribute in various ways towards progress on the MDGs.

The programmes in the thematic window of Democratic Economic Governance (DEG) are geared towards contributing to achieving Goal 7 of the MDGs, particularly the challenge of reducing the proportion of people without sustainable access to drinking water. The MDGF finances 11 joint programmes in this programmatic area, with a budget of almost US\$60 million dollars. These programmes are primarily focused on strengthening government capacity to handle water supply and quality, including poor populations in water planning and policy and increasing financial investments in the water supply sector.

The UN MDG Achievement Fund sponsored the project “Securing Access to Water through Institutional Development and Infrastructure” jointly implemented by UNDP and UNICEF in Bosnia and Herzegovina (BiH). At the time of writing this evaluation report (May 2013) the project is drawing to its end.

The joint project (JP hereafter) was implemented in partnership with the BiH Ministry of Foreign Trade and Economic Relations (MOFTER hereafter), BiH Ministry of Civil Affairs, the Federation of Bosnia and Herzegovina (FBiH) and Republic of Srpska (RS) Ministries of Agriculture, Forestry, and Water objectives of the JP are to contribute to three Management, the 13 participating municipalities and their associated 11 water utility companies, and civil society organizations. The JP started in November 2009 with a planned duration of 3.5 years (no cost extension was granted up to May 1012), with a budget of US\$4.5 million. The JP is aimed at addressing insufficient economic governance and poor state of water infrastructure in Bosnia and Herzegovina. The Outcomes:

1. Strengthening inclusion of citizens in the participative municipal governance of water access;
2. Improvement of economic governance in water utility companies for better services to citizens in targeted municipalities; and
3. Strengthening capacity of government for evidence-based policy making and resource planning for equitable water related service provision.

The unit of analysis (object of study) for this final evaluation is the MDGF DEG Joint Project, understood to be the set of components, outcomes, outputs, activities that were detailed in the JP documents and in associated modifications made during implementation.

The main purpose of the evaluation is to provide an independent in-depth assessment of the achievements of the project results and outcomes against the planned results and the implementation modality of the MDGF DEG joint programme. This final evaluation is a participatory and systematic exercise, carried out in line with the UNEG standards and the evaluation criteria of the Organization for Economic Cooperation and Development (OECD)/Development Assistance Committee (programme design and relevance, effectiveness, efficiency, impact and sustainability). Objectives of the final evaluation are (see Annex 1 for the Terms of Reference (TOR)):

- Assessment of the JP’s quality and internal coherence (needs and problems it aimed to solve) and its external coherence with the UNDAF, national development strategies and priorities, the MDGs at the local and country level, the level of contribution to the objectives of the MDG-F Democratic Economic Governance Thematic Window and the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action;
- Assessment on how the JP operated and what is the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and operational and institutional mechanisms, uncovering the factors for success and limitations in inter-agency tasks, collaboration and synergies; evaluation of the effectiveness and efficiency of the JP modality and recommendations to guide future joint programming among UN agencies in BiH;
- Assessment of the quality of the design and relevance, effectiveness, efficiency, impact and sustainability of the JP and the level of achievement of envisaged project results and outcomes;
- Assessment of quality, results and impact of local interventions (municipal and NGO)/grant projects financed through the JP, including the assessment of co-financing modality and implementation capacities on a local level;
- Assessment of JP’s different internal and external M&E systems and tools developed including data collection, statistics, research and analytical outputs, databases, guidelines, etc;
- Assessment of JP’s communication and outreach activities and impact;
- Identification of key recommendations and lessons learned through the evaluation process of the JP; and
- Generating substantive evidence based knowledge by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (potential for replication).

The findings, conclusions and recommendations generated by this evaluation are expected to become part of the DEG thematic window Meta evaluation, which is being undertaken by MDGF Secretariat to synthesize the overall impact of the fund at national and international level.

**Figure 1: Map of Bosnia and Herzegovina**



## 2. METHODOLOGY

### *The Approach to the evaluation*

The approach of the evaluation was participatory, flexible in design and implementation, ensuring stakeholder participation, and facilitating learning and feedback. The participation of the stakeholders in the evaluation was ensured in many ways: they provided feedback on evaluation tools and findings and were involved in developing recommendations. Early findings were presented at the end of the evaluation mission at the meeting of the Reference Group in Sarajevo on March 12, 2013.

Ethical considerations were taken into account during the evaluation process. As an example, confidentiality was guaranteed to the respondents during the interviews.

### *Methodology and data sources*

The final evaluation was based on:

- the desk review of project documents and third party reports (see Annex 6 for the list of documents reviewed);
- key informant interviews (KII) with stakeholders (central and local Government, UNDP and UNICEF staff, donor agencies, representatives of utilities, and residents) using a semi-structured questionnaire (see Annex 2 for the Semi structured Interview Guide and Annex 4 for the guide for interviews with residents); and
- A survey of participating water utilities (see Annex 3 for the Questionnaire)

The following municipalities were visited: Bihać, Bosanski Petrovac, Petrovo, Gračanica and Istočno Novo Sarajevo (see Annex 8 for the Schedule of Meetings). Note that the municipalities visited during the midterm review (MTR) included: Gračanica, Istočno Novo Sarajevo, Neum and Stolac. Thus the final evaluation involved revisiting 2 of the 4 municipalities which were visited during the MTR; this allowed for assessing the progress achieved since the MTR in these municipalities, in particular with regards to the issues which were highlighted during the MTR with corresponding recommendations.

The mapping of the evaluation criteria and Evaluation Questions is presented in Table 1. The mapping of the evaluation criteria and methodologies/sources is presented in Table 2.

**Table 1: Evaluation Questions**

Evaluation Criteria	Guiding questions from TOR
<b>Relevance</b>  The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the	a) Are the Joint Programme objectives and outcomes consistent and supportive of Partner Government policies, sectoral priorities, EU accession agenda, Paris Declaration, MDGs, MDG-F Development Window, and Accra Agenda for Action? b) Does the programme respond to the needs of identified target groups? c) To what extent are the objectives of the programme still valid? d) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention? e) Was the programme timely and well identified given the developmental and sectoral context of the country? f) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint

Evaluation Criteria	Guiding questions from TOR
Millennium Development Goals, associated national policies and donor priorities.	Programme? g) How much and in what ways did the joint programme contribute to solve the (socioeconomic) needs and problems identified in the design phase?
<b>Design</b> The extent to which the design of the program is suitable for addressing its objectives	a) Was the design of the Joint Programme appropriate for reaching its results and outcomes? b) What is the quality of the programme’s implementation framework, are results and outcomes defined in the programme clear and logical? c) What is the quality of programmes’ results and M&E matrices, and are indicators well defined and SMART? d) Were risks and assumptions well identified? e) Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements? f) Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? g) Does the Joint Programme take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention? h) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programme? i) To what extent was this programme designed, implemented, monitored and evaluated jointly? j) To what extent was joint programming the best option to respond to development challenges stated in the programme document? k) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results? l) To what extent did the joint programme have a useful and reliable C&A strategy?
<b>Programme Efficiency (processes):</b> Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality	a) To what extent does the joint programme’s management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results? b) To what extent participating UN agencies have coordinated with each other and with the government and with civil society? To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place? c) Were programmes’ financial and personnel resources managed in a transparent and accountable manner and were they cost-effective? What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one? d) To what extent were activities implemented as scheduled and with the planned financial resources? e) What monitoring tools and mechanisms were used by the programme management? f) If applicable, how flexible and responsive was the programme in adapting to changing needs? g) How do the different components of the joint programme interrelate? h) Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes? i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme’s outcomes and produce results and impacts? j) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan? k) What was the progress of the JP in financial terms, indicating amounts committed and disbursed (total amounts and as percentage of total) by agency? Where there are large discrepancies between agencies, these should be analyzed.
<b>Programme Effectiveness (results):</b> Extent to which the objectives of the development intervention have been achieved or are	a) What was the quality of the programme’s key outputs and/or products (per component)? b) To what extent were the key programme results achieved (detailed analysis per component of 1) planned activities and outputs, 2) achievement of results)? c) To what extent and in what ways the joint programme contributed to the Millennium Development Goals on a local level and the country level, as well as the goals of the Paris Declaration (in particular national ownership), and the goals of delivering as one at country level? d) To what extent and in what ways the joint



Evaluation Criteria	Guiding questions from TOR
expected to be achieved, bearing in mind their relative importance. How well programme's results contribute to the achievement of programme's objectives?	programme contributed to the objectives set by the MDG-F thematic window on Democratic Economic Governance? e) What factors contributed to progress or delay in the achievement of products and results? f) In what way has the programme come up with innovative measures for problem-solving? g) What good practices or successful experiences or transferable examples have been identified? h) Did all planned target groups have access/used programme results? i) What is the quality of local interventions and results achieved on a local level? j) What type of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?
<b>Programme Impact:</b> The effect of the programme on its environment - the positive and negative changes produced by the Joint Programme (directly or indirectly, intended or unintended).	a) What difference the programme intervention made to programme stakeholders? b) Which target groups and how many direct and indirect beneficiaries were affected by the programme? c) What impact has been made in the targeted sectors in terms of institutional development, legislative development, capacity development? d) What impact has been made through the programme on partner institutions, municipal administrations, local communities? e) Were cross-cutting issues taken into account? f) Was good governance mainstreamed in the programme? g) How did the programme contributed to the promotion of Human Rights? h) To what extent joint programme helped to influence the country's public policy framework? i) What factors favorably or adversely affected the spirit of Joint Programme delivery and approach?
<b>Programme Sustainability:</b> Probability of the benefits of the programme continuing in the long term.	a) To what extent will the benefits of a programme continue after activities have ceased? b) How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme? c) Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices? d) Is there an exit strategy or a follow up action/intervention planned after the programme ends? e) Do the partners have sufficient financial capacity to keep up the benefits produced by the programme? f) Was the duration of the programme sufficient to ensure sustainability of the interventions? g) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis? h) To what extent and in what ways are the joint programmes contributed to progress towards United Nations reform and future joint programme planning and implementation? i) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes? j) What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the Joint Programme?

**Table 2 Evaluation Criteria and Methodology**

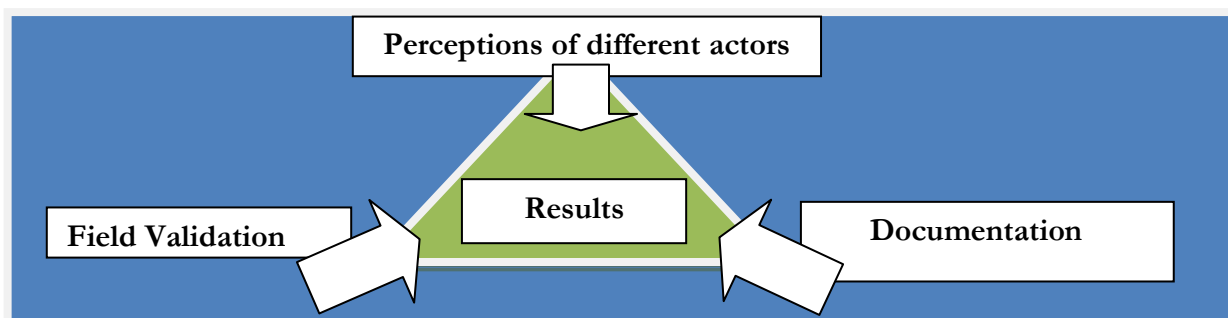
Evaluation Criteria	Methodology/sources
<b>Relevance:</b>	
<b>relevance of the project idea</b>	Desk study of both project background documents, papers from UN agencies (UNDAF, NHDR, CCA) as well as third part reports. Interviews with the national stakeholders and IFIs
<b>relevance of the project design</b>	

Evaluation Criteria	Methodology/sources
<b>Efficiency:</b>  <b>Efficiency of the JP</b>  <b>Efficiency of the program management model (JP vs. single agency)</b>	<p>Comparative review of the results against the planned activities/timeframes and budgets. Assessment of the quality of the deliverables (e.g. reports, training, etc)</p> <p>Desk study of both project background documents Interviews and focus groups with project beneficiaries, as well as national stakeholders</p>
<b>Effectiveness</b>  <b>Extent of achievement of planned outputs and outcomes</b>	<p>Comparative review of the outcome indicators from the PD and assessment of the extent of their achievement based on interviews with stakeholders and document review, as well as analysis of the responses received to the survey of water utilities.</p>
<b>Impact and Potential for Impact</b>  <b>Extent of achievement of the planned impact indicators and the potential for it</b>	<p>Comparative review of the outcome indicators from the PD and assessment of the extent of their achievement based on interviews with stakeholders and document review, as well as analysis of the responses received to the survey of water utilities.</p>
<b>Sustainability</b>  <b>Sustainability design</b> <b>Threats to sustainability/risk analysis</b> <b>Actual progress with measures to make the program results sustainable</b>	<p>The evaluation addresses the question on how well was the program designed to make it more sustainable. We also assess the likelihood of sustainability and threats to sustainability in the future (technical sustainability, programmatic and financial) at different levels of governance. Risk analysis with regards to sustainability. See Annex 9 for the framework for sustainability analysis, based on project documents’ review, interviews and focus groups with project beneficiaries, as well as national and international stakeholders</p>
<b>Replication and Scaling</b>  <b>Design for replication and scaling up</b> <b>Potential for replication and scaling up</b> <b>Actual progress with replication and scaling up</b>	<p>The evaluation addresses the question on how well was the program designed to make replication and sustainability more likely. Also the evaluation assesses the steps taken by the Government to ensure the sustainability of the JP results and for replication of the best practices. Risk analysis with regards to the potential of replication. The analysis is based on Project documents’ review, interviews and focus groups with project beneficiaries, as well as national and international stakeholders</p>

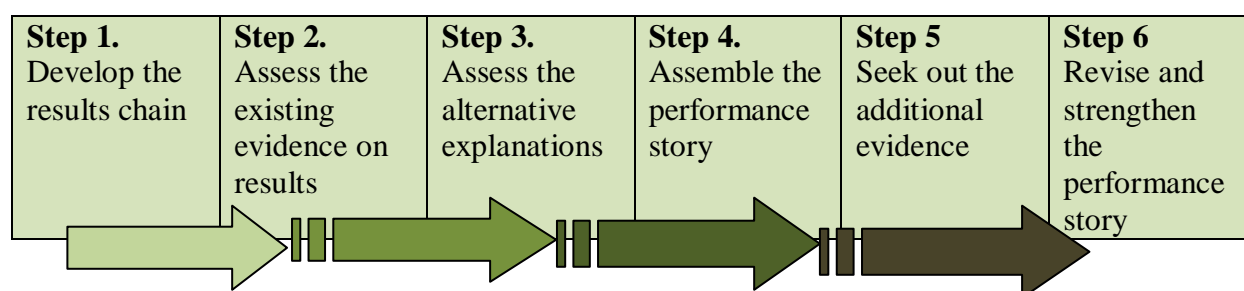
The mapping of the evaluation criteria and questions and data sources is presented in Annex 7.

**Traingulation** was used to verify the information gathered from the document review, interviews and the site visits. It involves developing the reliability of the findings through multiple data sources of information (see Figure 1) bringing as much evidence as possible into play from different perspectives in the assessment of hypotheses and assumptions. In the assessments of the outcomes an attempt was made to attribute the results to the program when feasible: when not feasible, **contribution analysis** was used, which is presented schematically below (see Figure 2)

**Figure 2 Method of Triangulation**



**Figure 3: Steps in Contribution Analysis**



### *Limitations on the study conducted and mitigation measures*

An independent survey and verification of all the achievements of the project was not feasible across all the partner water utilities/municipalities due to time and cost constraints. The survey of the water utilities did not generate fully completed questionnaires by all the utilities (two of these did not reply, and most of the questionnaires were half filled-in): the information provided was used to the extent possible. At the time of writing this report, UNICEF had completed its own study called “Impact of the MDG-F DEG Project on the Enhancement of Social Protection and Inclusion in Local Communities, 01 May 2010 - 30 April 2013”, implemented by the partner institution (IBHI) in the framework of the which a survey of participating municipalities was conducted. Where warranted, and where the risk of bias was minimal, the current evaluation has made use of the data collected and information presented by IBHI.

Similarly, in April 2013, UNDP was conducting its assessment of its own capacity development efforts for water utilities. By the time of writing this report, three such assessments were available. Here as well, the current evaluation has made use of data available in these assessments, where the objectivity was assured.

Also, as a risk management strategy, it was ensured that the site visits cover both the best performers and the weakest/problematic ones.



### 3. CONTEXT

Despite the abundant water resources, in BiH, at the start of the project, access to safe drinking water, was well below EU standards: only around 60 percent<sup>2</sup> of the population was connected to public/municipal water utilities, compared to the EU’s 90 percent average. Drinking water supply in terms of quantity and quality was only satisfactory in large urban areas<sup>3</sup>.

Whilst statistics from the WHO/UNICEF Joint Monitoring Program (JMP), and statements by the BiH delegation at the General Assembly in 2008, indicated that BiH has already achieved its MDG7 target, the real situation was far from satisfactory, especially in parts of the country<sup>4</sup> (GoAL WaSH, p.16). This was particularly the case because of the uneven situation with water supply. For example, according to UNDP GoAL WaSH (2009) report, 125,000 IDPs were in need of access to water and sanitation back in 2009.

The evidence also suggests that the poor were disproportionately affected and not only in terms of access to public water supply. WB (2009) points out that six percent of respondents in the survey which was part of the study stated they could not afford to use the public water supply. In the same study, poor water quality was notably higher in poorer municipalities (40 percent), and among apartment dwellers (30 percent); low-income municipalities had a higher percentage of households that were dissatisfied (18 percent) or very dissatisfied (9 percent) with water supply. There were a number of problems, behind this situation, including the ones listed below.

**Institutional and legal issues:** The country’s complicated political and constitutional structure was and is a major hindrance on the way of reforms and good governance<sup>5</sup>, including the reforms in the water sector. At the state level, MOFTER is, among other things, responsible for defining basic principles, developing policy, coordinating activities and harmonizing plans of the entity level institutions in several sectors, including water. The two entities (FBiH and RS) and Brčko District are responsible for water sector management within their administrative borders. Cantonal administrations (in FBiH) and municipalities bear the responsibility of ensuring water service supply being the owners of the companies (with a few exceptions).<sup>6</sup> The water utilities manage the physical assets on an agency basis

<sup>2</sup> Project data based on the information from the relevant ministries; 66 percent in the WB (2009): “Citizen Review of Service Delivery and Local Governance in Bosnia and Herzegovina” report by Mary McNeil, Andre Herzog, Sladjana Cosic, & PRISM Research, Accountability in Action Program, Washington DC

<sup>3</sup> SNV Netherlands Development Organisation (2010):” Access to safe Drinking Water in Bosnia and Herzegovina”, , Case Study 25, by Olivera Tanackovic

<sup>4</sup> UNDP (2009):”Country Sector Assessments: UNDP GoAL WaSH Programme. Governance, Advocacy and Leadership for Water, Sanitation and Hygiene in Bosnia and Herzegovina”, Sarajevo, p.16

<sup>5</sup> <http://www.ebrd.com/pages/country/bosniaandherzegovina.shtml>

<sup>6</sup> In FBiH the institutional organization in water sector is defined by FBiH Water Law: the Federal Ministry of Agriculture, Water Management and Forestry executes the administrative and professional tasks set out by the Federation’s laws in the field of agriculture, water management, forestry and veterinary issues; the Federal Ministry of Health is responsible for ensuring the quality of drinking water; water agencies for the Sava River Basin and the Adriatic Sea Basin have jurisdiction over preparation of strategic planning and decisions for their respective districts; and 10 Cantons, Municipalities and cities are responsible for infrastructure, including water supply services. In the Republic of Srpska, the Ministry of Agriculture, Water Management and Forestry is in charge of water issues, and conducts administrative and other professional work according to the RS Water Law (2006) with the assistance of its Directorate for Water. While the RS has also established water agencies for the

on behalf of the owners- municipalities and report to a management board appointed by the owners. The relationships between these two stakeholders are often strained, with the municipalities unsatisfied with the level of service delivery by the utilities, while the utilities complaining that they do not receive the requisite support (financial and otherwise) from the municipalities. Thus these utilities are too dependent on, and too closely tied to municipal authorities<sup>7</sup>. There is a weak horizontal accountability too: higher-governments’ monitoring and oversight roles are constrained by the lack of service performance standards and adequate systems for financial reporting, lack of monitoring and evaluation capacity, lack of adequate information on service delivery outcomes and effective channels for feedback<sup>8</sup>. It is also difficult for the higher-level officials to generate evidence-based policy due to their own capacity deficiencies. Local service delivery outcomes are also affected by the fact that there are too many small water utilities (among 130) with implications for the economies of scale. Thus the state of water supply management in BiH is characterized by a complicated and ill-defined division of competences, and consequently by an inadequate institutional structure. While the overarching framework for decentralized service delivery is in place<sup>9</sup>, municipal performance is in need of further commercialization of water utility companies, and strengthening municipal financial capabilities through appropriate tariff decisions.

**Funding:** The entity level Laws on Water define the modes of raising funds for water management. Overall the system is complex and lacks transparency<sup>10</sup>. Construction and

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Sava River Basin district and Adriatic Sea Basin district, they are not yet operational. In the FBiH, the owners of the physical assets are the cantons and/or municipalities. Apart from a few cases where water utilities have undergone partial privatization, most are organized as public companies owned by municipalities, cantons (e.g. Sarajevo Water Utility – Federation of BiH) or cities (e.g. Mostar and Banja Luka); in the RS, the ownership structure is varied, with various stakes of the utilities held by the municipalities, the entity, and other investors, such as private stakeholders and pension funds

<sup>7</sup> Bosnia and Herzegovina Poverty Reduction Strategy Paper (2003)

<sup>8</sup> Horizontal accountability includes state-to-state relationships either at the same level-municipal council and municipal administration-or across tiers of government

<sup>9</sup> The basic enabling environment for BH municipalities to provide better public services has been in place since the passage of a series of laws such as the Local Self-Governance law in both entities, the law on Revenue Allocations, the introduction of VAT, and the clarifications regarding rules for municipal borrowing. This has contributed to a more stable and autonomous source of revenues for municipalities. The recent Local Self-Governance Laws are a step toward strengthening local government discretionary space and accountability. But many challenges remain to fully implement the Local Self-Governance law and to harmonize sectoral legislation with the Local Self-Governance law

<sup>10</sup> FBiH Law on Waters defines the modes of raising funds for funding water management activities. This law stipulated that the funds are collected from special water management charges for exploitation and pollution of waters (PVN). Most of the money collected (around 70 percent) is allocated to the public corporations for catchment area management, 20% to the cantons and 10% to the FBiH budget. These funds are used for the management of the water sector, monitoring of waters, maintenance of flood control facilities owned by FBiH, strategic studies for the domain of water, expenses of the public corporation for catchment area management, and for participation in funding of construction of infrastructural buildings for water management, drainage and waste water treatment. Construction and maintenance of infrastructure is financed by the water utilities and local communities through subsidies, grants, borrowing etc., and partially by participation of the public corporations for catchment areas management. The RS laws provide for the following water management charges: charge for water delivered – for legal and physical persons; charge for water used - for legal and physical persons; charge for water used – agriculture; charge for water used for commercial purposes - for legal and physical persons; charge for polluting waters, paid on registration of motor vehicles and other transportation devices; charge for releasing polluted water - for legal and physical persons: charge for water used for production of electric power and heat energy, and for the alteration of water regimes, and charge for materials extracted from the water beds. Around 10% is allocated for co-financing of water supply systems, and another 10% for capital maintenance. Besides the RS Waters Directorate, local communities and public utilities co-finance construction and maintenance of water supply and sewage facilities.

maintenance of infrastructure is financed by the water utilities and local communities (e.g. through subsidies, grants, borrowing), and partially by participation of the public Agencies for watershed management. At the project start water tariffs in virtually all the municipalities were below cost recovery level and physical infrastructure was deteriorated. Although some of the water utility companies were subsidized by the municipalities, these subsidies were insufficient to cover losses and minimum maintenance capital expenditure requirements. In most cases, tariff-setting was (and is) the jurisdiction of the municipalities; thus there was (and is) a vested political interest in keeping rates low, which precludes the water utilities from charging an economically viable rate. The result has been financial un-sustainability of the water utilities, manifested in regular financial losses and little or no investment in annual maintenance capital expenditures, which places the sustainability of the entire water supply system in jeopardy.

**Capacity constraints:** Both water utility companies and municipalities (especially the smaller ones) suffered from the lack of sufficient capacities for financial management, analysis, or strategic planning<sup>1112</sup>. Furthermore, the municipalities, in turn did not receive the necessary support from higher level government in the form of relevant, evidence-based policy support, in part because the higher levels also suffer from capacity deficiencies and a lack of informational inputs.

**Incentives:** Service providers lacked incentives to improve their performance: despite operating under municipalities, they were disconnected from the residents, being isolated from the feedback they needed to improve performance, including feedback provided by an incentive system that rewards better performers. Municipalities, in turn, did not sufficiently involve representatives of the population in their decision making (WB (2009)). Given the lack of publicly available information on normative performance benchmarks, service users and citizens had limited ways to hold delivery providers accountable; they had also limited knowledge of the constraints faced by the companies (including about the tariffs).

**Insufficient citizen participation in local decision making and policy:** WB (2009) found that citizen participation in local decision and policy making was weak because of citizens’ attitudes toward, and limited knowledge of, governance mechanisms. Even though a large number of citizens were not satisfied with their representation in municipal activities, only 20 percent were willing to participate in such activities. Their participation in local government was limited largely because citizens did not believe they can influence local decision making. Citizen participation was more reactive than proactive. Women were particularly underrepresented in participatory processes in local governance. Citizens often did not exercise their client power due to the lack of grievance mechanisms for service delivery. Citizens rarely complained to providers when service problems would rise. When they did

<sup>11</sup> Municipalities often lack the capacity to: (i) properly review water pricing proposals submitted by the utility companies; (ii) adequately target subsidies for water supply services, especially for vulnerable groups; and (iii) apply for financial support from higher level governments and donors for the reconstruction of the infrastructure. While most medium and large water utilities such as Sarajevo and Zenica have adequate levels of skilled employees and at least basic training and operational equipment, smaller water utilities are often faced with the weak organizational structure, lack of professional staff, low capacities in basic equipment for network mapping, accounting (hardware and software), as well as equipment for water systems (water meters at sources, water meters at end users, section valves, pumping stations, leak detection equipment).

<sup>12</sup> UNDP (2009): “Country Sector Assessments: UNDP GoAL WaSH Programme. Governance, Advocacy and Leadership for Water, Sanitation and Hygiene in Bosnia and Herzegovina”, Sarajevo, p.16

complain, the service providers’ response rate was low. While service providers received relatively positive ratings for the reliability and quality of their services (between 59 and 93 percent across the different services and municipalities), they received strikingly low ratings on their responsiveness to customer complaints (only between 15 and 25 percent were positive). The most common reason citizens stated for not filing a complaint was that they believed it would make no difference. Citizens also did not know to whom they should address their problems.

**Poverty and social exclusion:** The poverty headcount rate was estimated in 2007<sup>13</sup> Household Budget Survey (HBS) at about 18 percent of the population (*with the transfers counted in total consumption*)<sup>14</sup>. Around 16 percent were below absolute poverty line (25 percent of children). Large proportion of the population subsisted around the general poverty line, giving rise to a very sizeable proportion of the population who were constantly at risk. There are however, large regional differences in poverty<sup>15</sup>. Although in aggregate human development terms Bosnia and Herzegovina were progressing well, social exclusion and poverty were pressing problems, with increasing inequalities of income, education and health outcomes. The elderly, persons with disabilities, displaced persons, Roma, families with two or more children, unemployed and low-skilled youth were among the most vulnerable. Women were at particular risk in all categories<sup>16</sup>.

**System of social assistance:** The appropriate mechanisms of identifying and addressing the poor and vulnerable were lacking. The system of social assistance was and still is mostly “rights-based”. With 4 percent of GDP allocated to non-insurance cash transfers, BiH was one of the highest spenders in the Europe and Central Asia (ECA) region in this sector. Despite significant fiscal outlays on non-insurance cash transfers, their coverage of the poor was low; and, in aggregate, they were regressive in nature. The system was burdened by an excessively complex administration system with multiple Ministries and institutions involved at all levels of the government<sup>17</sup>.

<sup>13</sup> there was no HBS since 2007

<sup>14</sup> Project Appraisal Document on a Proposed Credit in the Credit on the in the amount of SDR 9.60 million (\$15.0 million equivalent) to Bosnia and Herzegovina for a Social Safety Nets and Employment Support Project, January 29,2010

<sup>15</sup> UNDP BiH (2010): “Regional Disparities in BiH: Main Findings”.

<sup>16</sup> <http://www.undp.ba/index.aspx?PID=25&RID=26>

<sup>17</sup> OSCE (2012): ‘The Right to Social Protection in Bosnia and Herzegovina: Concerns on Adequacy and Equality’

## 4. FINDINGS

### 4.1. Relevance

The description of the problems in Chapter 3 demonstrates that the project was designed to address relevant problems for the country with the objective of improving water supply with an emphasis on the poor through improving the governance of the sector. The relevance of the JP in terms of MDGs, at least in relation to the poor parts of the country was already mentioned in Chapter 3. Improvements of water supply and sewerage systems were also set as priorities within the National Environmental Action Plan (NEAP, 2003) and Poverty Reduction Strategy Paper (PRSP, 2003). The latter, in particular, recognized that the existing system of management over water utilities deters foreign investors, who believe that nonoperational risks are too great, particularly from the regulatory aspect.

At the project start no overarching water policy existed in BiH, and water management strategies at the entity level and river basin management plans (e.g. for the Sava and Adriatic basins) were not been sufficiently elaborated. At the same time at the start of the project both entities' Water Ministries were working on creating secondary water legislation. Also:

- FBiH was in the final stages of preparing its Water Sector Management Strategy: it was expected to be adopted by the end of 2009. [In 2011, it passed a public hearing campaign and was adopted by the Government of the Federation and the House of Representatives of the FBiH, and was expected to be adopted by the House of Peoples of FBiH shortly after that]. The strategy was prepared for a period of 12 years and included planned institutional reforms, legal and regulatory measures, evaluation of investments for the water supply necessary to achieve planned objectives; and
- RS had elaborated the “Framework Plan for Development of Water Management” (2006), which was considered as an important step towards developing a Water Management Strategy in RS.

BiH Government is experiencing challenges in meeting its commitments under international conventions. BiH's strategic goal is to join the European Union. The Stabilization and Association Agreement with the EU was signed in June 2008. Whilst presently not a member of the European Union and thus with no formal obligation to implement the EU regulations, BiH, with its two entities, intends to implement the EU Water Framework Directive (WFD). This intention is explicit in the signature of Memorandum of Understanding within the national CARDS project “Institutional Strengthening of Water Sector in BiH” between the Delegation of European Commission in Sarajevo, Council of Ministers of BiH, and Entity Governments, with the goal to harmonize, finalize and approve the reform of water sector in Bosnia and Herzegovina, based on principles and goals of the WFD.

The objectives and strategies of the JP respond also to the Country Development Strategy of BiH (CDS, 2008-2013) and the Social Inclusion Strategy (SIS), as well as the EU Stabilization and Association Process (SAP). By the very fact that the JP works mostly at the municipality level, it addresses the local needs as pertinent to particular localities.

Pursuant to its legal obligations stemming from international and European human rights instruments (in particular the 1966 International Covenant of Economic, Social and Cultural



Rights, and the 1996 Revised European Social Charter), Bosnia and Herzegovina (BiH) is obliged to ensure the progressive realization of social rights in a fair, adequate and non-discriminatory manner. This has been recognized by the Government and the need for the reform of the existing schemes for social assistance in the entities was recognized both by central and entity level governments at the start of the project, although the progress was very slow, despite being conditions for WB and IMF assistance packages.

Thus the project was timely given the developmental and sectoral context of the country at the time and the trends/strategies.

The programme started during 2009 which was the year of the new UNDAF programming cycle for UN agencies in BiH. The project was directly contributing to the several UNDAF Outcomes:

1. By 2014, Government with participation of CSO implements practices for more transparent and accountable governances and meets the requirements of the EU accession process;
2. By 2014, Government develops and implements policies and practices to ensure inclusive and quality health, education, housing and social protection, and employment services; and
3. By 2014, Governments meets requirements of EU accession process and multilateral environment agreements (MEA), adopts environments as a cross-cutting.

The JP was also in line with UNDP Country Strategy (relevant for all the pillars: Democratic Governance, Social Inclusion, Human Security and Environment): UNDP Country Program Action Plan (CPAP) 2010-2014, and CPD 2010-2014. It is also in line with UNICEF Country Programme 2010 – 2014.

The project is in line with the principles of Paris Declaration in that it supports and attempts to help improving the state, entity and local level governments’ own work in BiH. The representatives of all the stakeholders are part of a Reference Group (RG) and the Project Management Committee (PMC) and hence are able to monitor the results and guide the project in its progress tracking the achievement of the planned objectives. The program has not used the systems of the Government in place however for utilization of project funding, As for the Accra Agenda for Action, the key point to make is that the JP was developed in close consultation with all the stakeholder and partner agencies from the government. Also, the program design did not include conditions as such, but rather included mutually agreed upon non-binding targets, and these were based on the BiH (state and local level) own development objectives.

Within the UN system the joint program model was an important step in harmonizing the programs between the two UN agencies, UNDP and UNICEF (three, with UNESCO) which is an important milestone towards One UN in BiH. The interviews with the UN RC team in BiH indicate that the lessons learnt from his JP in terms of how better to work together has helped it greatly in this process. Hence the JP was also relevant in terms of the reforming the work of the UN in BiH.

The program has coordinated well with other donors in the field (e.g. EIB, Sida). UN agencies involved in the JP are now part of the coordinating group set up recently for water sector projects initiated by Sida.

The JP was complementary to other initiatives involving infrastructural investment and assistance *in place in 2009*. Some of these complementary initiatives are described below.

- **EU:** The European Union (EU) provided a €5.0 million grant to support water and sanitation projects in seven municipalities of the FBiH. This grant from the Municipal Window of the Infrastructure Project Facility (IPF) was blended with a loan from the European Investment Bank (EIB) in the context of the Western Balkan Investment Framework (WBIF)<sup>18</sup> dedicated to construction and upgrading of water and wastewater infrastructure in these municipalities. Also the EU has been the lead donor in reform of the water sector since 1998, supporting, *inter alia*, integrated water resource management (IWRM) based on the river basin model and revision of water legislation based on the EU Water Framework Directive, which resulted in the new entity level Water Laws and adoption of GIS-based Water Information System. Ongoing assistance was focused on preparing the “BiH Water Management Quality Plan”, to address the urgent need to prioritize investment in municipal wastewater treatment infrastructure, necessary to improve the quality of surface water;
- **EIB:** EIB had allocated €120 million for BiH municipalities through “Water and Sanitation BiH Project”;
- **EBRD:** EBRD was implementing two projects in the municipal sector, aiming to extend and upgrade the water supply and wastewater systems in two cities. These projects aimed also at setting improved commercial and institutional standards;
- **WB:** WB was implementing the “Urban Infrastructure and Service Delivery Project” with threefold objectives: (i) improving the availability, quality and reliability of basic municipal services and in particular, water supply and sanitation; (ii) strengthening the ability of cantonal and municipal governments to improve management and institutional capacity for infrastructure development through Urban Management Development Plans; and (iii) where possible, fostering deeper social cohesion through improvements in overall living conditions of the population; Urban Management Plans were prepared in all participating regions;
- **SECO/SDC:** SECO was implementing projects on technical improvements and organisational development of municipal authorities and utilities, covering transfer of knowledge to local organisations and improvements of municipal water supply systems in both urban and rural areas;
- **SIDA:** SIDA was financing the Governance Accountability Project (GAP) together with the Netherlands and the United States. This was a programme aimed at building competence and capacity in BiH’s municipalities so that they can serve their citizens more effectively and have better control of their budgets and organization. Half of the country’s municipalities were participating in GAP. SIDA was also financing assistance programs in partner municipalities with a goal of helping them to have sustainable infrastructure, with a focus on an improved municipal environmental infrastructure for water supply, sewage treatment and waste management.

MDGF DEG JP in BiH was complementary to all these efforts and thus had a potential to result in important synergies: it has already started to play a catalytic role with a potential to

<sup>18</sup> The WBIF is an initiative by the European Commission, the EIB and International Financial Institutions to accelerate projects in the Western Balkans. To implement this grant, the European Investment Bank (EIB) and the Government of Bosnia and Herzegovina signed a EUR 5 million grant agreement on 22 September 2010 in Sarajevo.

unlock more IFI funding for the BiH municipalities/water utilities (e.g. in the case of EIB, see *Section 4.2.2 on JP Effectiveness*). The JP’s uniqueness was in the model it aimed to promote (improved water supply for *all* the residents through improved governance). It could be argued that the other agencies, and in particular, SECO/SIDA also funded improvements in the infrastructure networks, like JP did as one of the subcomponents. Given the large rehabilitation needs in the country, and the fact that this component was an integral part of the entire program design, it seems overall justified that the JP included this line of activities back in 2009. In case the program has a follow up, it is recommended that the approach is modified (see *the Section on Recommendations*).

The JP was also complementary to the projects aiming at improving local governance, implemented by UNDP and UNICEF *at the time*. In particular:

- **UNDP<sup>19</sup>**
  - **Integrated Local Development Project (ILDP):** Although generally stipulated within the relevant legal framework, local strategic planning in BiH is rather chaotic, with no harmonized approach to local strategies` creation, weak planning capacities of local governments and their local socio-economic partners, and lack of effective involvement of social society. Coupled with large gaps between the identified local needs and priorities in local strategies and available financial resources the result is a lack of effective implementation of local strategies, and consequently, this hampers the overall improvement of quality of life for the communities. Within this context, the ILDP-1 UNDP aimed at tackling these challenges, bringing a new understanding, capacities and systematic approach to local development planning in BiH, in line with country development policies and towards integration to the European Union. The project worked with 24 local governments and their socio-economic partners. The approach of the JP on Access to Water supply to capacity development for the water utilities was aligned with ILDP’s Municipal Asset Management Methodology.
  - **Local Democracy Project:** Reinforcement of Local Democracy (LOD) was a project funded by the EU with a goal to contribute to democratic stabilization, reconciliation and further development of BiH through the promotion of mutual cooperation between civil society organizations (CSO) and local administrations. The project supported 14 partner municipalities. The project activities led to introduction of unified mechanisms for allocation of municipal budget funds designated to civil society organizations<sup>20</sup>, establishing permanent partnership mechanisms between CSOs and local authorities, and encouraging CSOs to specialize and professionalize their activities by adopting a longer-term planning perspective and becoming more responsive to local needs.
  - **Municipal Training System Project (MTS):** Recognizing the importance of building professional municipal administrations and equipping them with the necessary skills to manage local development processes and deliver quality services to citizens, the project was helping to develop and institute a sustainable model for capacity development and training of local governments in BiH. The project

<sup>19</sup> UNDP BiH website

<sup>20</sup> Following municipalities participated in implementation of first LOD project phase: Banja Luka, Bihac, Bugojno, Dobo, Gracanica, Laktasi, Maglaj, Mrkonjic Grad, Novi Grad Sarajevo, Siroki Brijeg, Travnik, Velika Kladusa, Visegrad and Zenica.



identified municipal capacity needs through in-depth training needs assessment, and addressed those needs through training, strategy development and support to the setting up of necessary training infrastructure. Ultimately, the project aimed to provide the environment for long-term, sustainable improvements in the capacity levels of local government personnel and to better equip local administrations to tackle the problems with improved service delivery.

- **Strengthening Capacities for Strategic Planning and Policy Development Project (SPPD):** The project assisted selected ministries to develop the skills and procedures necessary to ensure the best use of public funds through support in strategic planning, policy development and public finance management. Using a mix of workshops and on-the-job mentoring, the project assisted 13 ministries at the state and entity level to develop three-year strategic plans, including activity plans with indicators, deadlines and related budgets. The project supported the development of evidence based public policies using examples that are chosen by the participating ministries.
- **MDGF program on “Mainstreaming environmental governance: linking local and national action in BiH”.** The programme, jointly implemented by FAO, UNDP, UNEP, UNESCO and UNV addressed the barriers to delivering improved environmental services and management at the local level. Interventions centred around providing capacity for developing Local Environmental Action Plans (LEAPs) for 40 municipalities, providing seed funding for local service delivery priorities, raising the awareness and national level support for environmental action through an environmental innovation fund, and systems for capturing environmental data. The program aimed at strengthening management of environmental resources and service delivery through improving local environmental governance and developing replicable models for local environmental planning. The programme worked towards feeding in the generated knowledge into national planning and policy. In 7 municipalities the program overlapped with the JP on Access to water supply. The latter works well with the MDGF Environmental program, e.g.: (a) LEAPs are incorporating the Masterplans on water supply; and (b) in the implementation of infrastructural projects it targets the priorities from the Masterplans but also takes into account whether the problems were recognised in LEAPs.
- **UNICEF:** UNICEF had projects on establishing Multisectoral Management Boards (MMBs) at municipalities since 2003. At the start of the JP it was implementing a similar (to UNICEF JP component) project with EU funding in 21 municipalities under *Enhancing Social Protection and Inclusion for Children in BiH* (SPIS) programme. The SPIS programme followed an inter-sectoral and integrated approach combining interventions in the areas of social protection and child protection, education, health, including children’s participation. The design of the SPIS programme was based on long term partnerships and cooperation between UNICEF, the government, civil society partners and public institutions. It is implemented at the municipal and national levels<sup>21</sup>. IBHI (Institute for Better Humane Development) is UNICEF partner for both

<sup>21</sup> At the municipal level, the programme focused on the development of local-municipal SPIS implementation models (a) to enhance multi-sector response at the community level, (b) to improve the existing services and (c) to introduce innovative services to cover gaps at the local level. At the national level the programme focuses on developing policies and strategies, coordinating between various ministries and awareness-raising in the area of social protection and inclusion. So for UNICEF this was more like an extension of the activities to new municipalities, but with an added (as designed) focus on water sector.

JP and SPIS (and many other past) projects. This is an experienced NGO, and its continued involvement in similar projects brought their extensive knowledge and expertise to the table to ensure high quality training and facilitation of PAG (Participatory Action Groups) concept and MMB formation<sup>22</sup>. UNICEF’s methodology applied in JP was based on the SPIS programme and UNICEF’s previous experience gained in the past through its work in around 40 municipalities in BiH, with an added focus on water sector.

The JP helped to improve the situation with water supply in the pilot communes and has helped to provide useful lessons for improved policy making in a number of areas (see Sections 4.2.2 on Effectiveness of JP Outcomes and 4.4 on JP Impact), but the key problems are still present in BiH nowadays as well, and they mainly stem from the inadequacy of regulatory framework for the water sector and complexities in the public administration structure in the country.

## 4.2. Programme Effectiveness

### 4.2.1. JP approach

The objectives of the JP are to contribute to three Outcomes:

1. Strengthening inclusion of citizens in the participative municipal governance of water access;
2. Improvement of economic governance in water utility companies for better services to citizens in targeted municipalities; and
3. Strengthening capacity of government for evidence-based policy making and resource planning for equitable water related service provision.

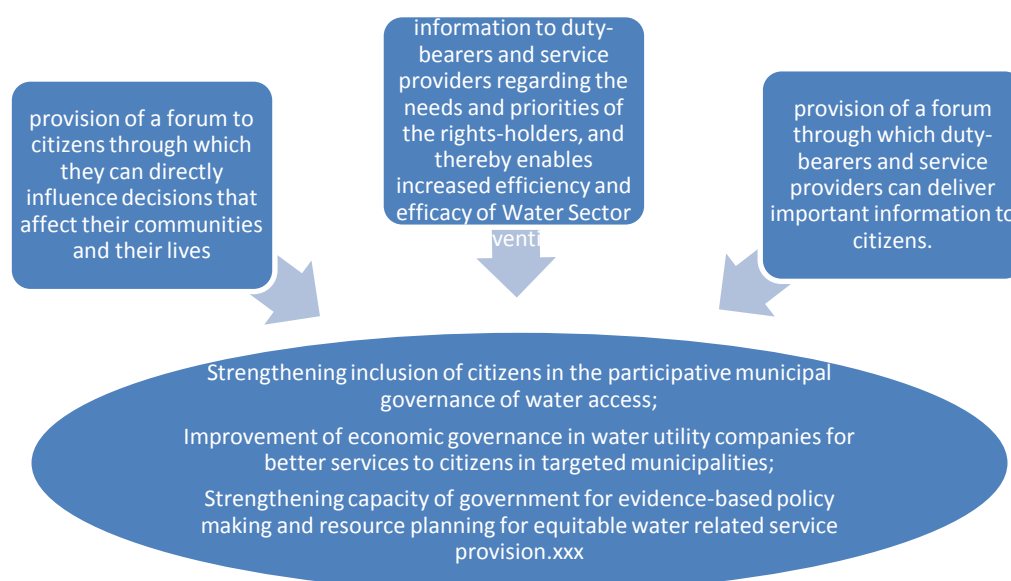
According to the Project Document (PD), the modalities in implementation of the JP address the following issues (see Figure 4):

- provision of a forum to citizens through which they can directly influence decisions that affect their communities and their lives;
- provision of valuable information to duty-bearers and service providers regarding the needs and priorities of the rights-holders, and thereby enables increased efficiency and efficacy of Water Sector interventions; and
- provision of a forum through which duty-bearers and service providers can deliver important information to citizens.

The strategies that, according to the PD were to achieve the JP’s three outcomes are described below.

<sup>22</sup> According to IBHI, in the vast majority of municipalities that they have worked with the MBBs continue to work sustainably

**Figure 4: JP Outcomes and modalities**



**Outcome 1; Strengthened inclusion of citizens in the participative municipal governance of water access<sup>23</sup>.** With a Human Rights Based Approach (HRBA) at its centre, a three-tiered approach was envisioned to this end.

- Strengthening citizens’ capacities and skills to influence decision-making processes as they relate to water supply regulation, coupled with: strengthening of corresponding mitigation measures; mapping and assessing the efficiency of the existing participatory mechanisms; organizing vulnerable communities and groups into permanent participatory action groups (PAGs); ensuring networking of the community PAGs in different municipalities via exchange of information and feedback presentations on community action plans and impact assessment research;
- Addressing weaknesses within the existing participatory mechanisms, the skills and capacities of the municipal administrations to support participation of citizens, particularly the vulnerable and excluded, were to be increased through training on a HRBA to policy and programme development via forums and interactive events, involving all stakeholders. This was ultimately to result in changing attitudes of municipal governments and citizens in relation to development and implementation of municipal programmes in the public interest, creation of standards and the formalisation of communication channels among municipalities, water companies, CSOs and citizens; and
- Additional opportunities to ensure participation of larger numbers of vulnerable and excluded groups in planning of water regulation and social protection were to be ensured through action-research methodology applied within the Child Rights/Social

<sup>23</sup> Social inclusion as a concept recognizes the multidimensional nature of poverty. A two sided, cause and effect relationship exists between exclusion and poverty. Within the human rights based approach, social exclusion represents a form of denial of human rights. In the context of this joint programme, the rights-holders are citizens, who all have a right to access quality-checked water on a continuous basis.

Impact Assessment (qualitative and quantitative methodologies) to solicit continued flow of information on coping mechanisms, impact of policy decisions and potential solutions, with a special focus on the inclusion of children and the social protection institutions servicing vulnerable population. In particular, PAR (Participatory Action Research) groups of children were to be formed and strengthened. Municipal governance mechanisms were expected to be improved to ensure quality participation of citizens and inclusion of vulnerable groups in issues effecting access to water.

***Outcome 2; Improved economic governance in water utility companies for better services to citizens in targeted municipalities.*** This outcome was intended to improve the financial management capacities of water utilities to achieve financial sustainability, through identification of infrastructure investment priorities through participatory processes, developing and implementing infrastructure investment plans, and improving capacities at the local level for stronger service delivery quality control. Assistance was planned for improving (a) their accounting, budgeting, financial analysis, and strategic planning capacities; and (b) their fee collection capacities by development of a modern billing system based on consumption and an improved control system to identify and measure leakages in the network. Additionally, a comparative financial analysis of the participating water utilities was planned to identify their major financial problems, and inform policy-making.

Attention was also to be placed on changing the attitude of citizens with regard to payment of water bills, through public campaigns, to inform citizens about the challenges faced by their water utility companies, the need to introduce new water pricing, the importance of fee collection and the potential measures that the municipal and entity authorities could introduce to support low income and vulnerable families. To encourage participation in the capacity building activities, a Fund was to be set up to finance capital expenditures in network reconstruction for participating municipalities/utility companies<sup>24</sup> coupled with a training sessions were to be held to educate water utility and municipality representatives on the application procedures for this and other funds. Many households that are not connected to the main water supply systems are supplied through small village water supply systems or individual wells/springs that do not use proper quality control mechanisms: in the interest of reducing this contamination/health risk, the programme plan was to educate residents of isolated communities about the importance of water quality testing and by expanding water testing service provision to cover such areas. To this end, respective local community councils were to be identified and supported with capacity development initiatives.

***Outcome 3: Strengthened capacity of governments for evidence-based policy making and resource planning for equitable water related service provision.*** This outcome was to contribute to the increased capacities of policy and decision-makers at the municipal, cantonal, entity and state levels to develop evidence-based policies and resource plans for the development and regulation of the water supply, to enable the relevant government officials at different levels to select appropriate social protection and mitigation measures to respond to rights and needs of vulnerable populations, particularly in the context of anticipated increases in water tariffs. Three -pronged approach was planned:

- To increase the capacities of municipal authorities to apply HRB and evidence –based approaches to social protection and water supply regulation, also benefiting from the participation mechanisms established at municipal level. The municipalities were thus to become able to undertake research and needs assessments in order to take a

<sup>24</sup> 1 million USD was projected, but the estimated needed amount is about 4.5 Million Euro

systematic approach to long-term planning, budgeting and monitoring of water regulation and social protection measures and to be able to solicit support and funding from the accountable policy and budget institutions at higher levels;

- The members of the MMBs were expected to share lessons learned and know-how with peer municipalities, utility associations, social protection authorities, and advisory bodies in order to ensure a more unified system of water utility management and social protection targeting, and hence- to strengthen their partnerships with upper-level authorities; and
- To improve the capacities of the entity and state-level policy makers to develop evidence-based policies by availability of analysis, qualitative and quantitative data on water utilities and social protection obtained through municipal mapping and the Child Rights/Social Impact Assessments (CRIA) and creation of a national database to begin the process of mapping available data on social and economic development indicators.

Outcome 3 was expected to directly contribute to the evaluation of the BiH Medium Term Development Strategy (MTDS) measures and to provide evidence in support of development and monitoring of the National Development and Social Inclusion Strategies

### ***Cross cutting issues.***

**(a) Gender.** To address this key development challenges, women’s representation in each community’s participatory mechanisms was to be made mandatory. The objectives were threefold: making a contribution to the empowerment of women, and therefore making progress toward the achievement of MDG 3; developing women’s understanding of how, and capacity to, impact political processes in general, thus improving their lot and that of their families regarding other multi-dimensional poverty issues beyond the water sector; and increasing the ability of water utility companies and their associated municipalities to provide improved water services to the rights-holders and, for the latter, to design social protection and mitigation measures that can ensure the equal status of women and girls in households;

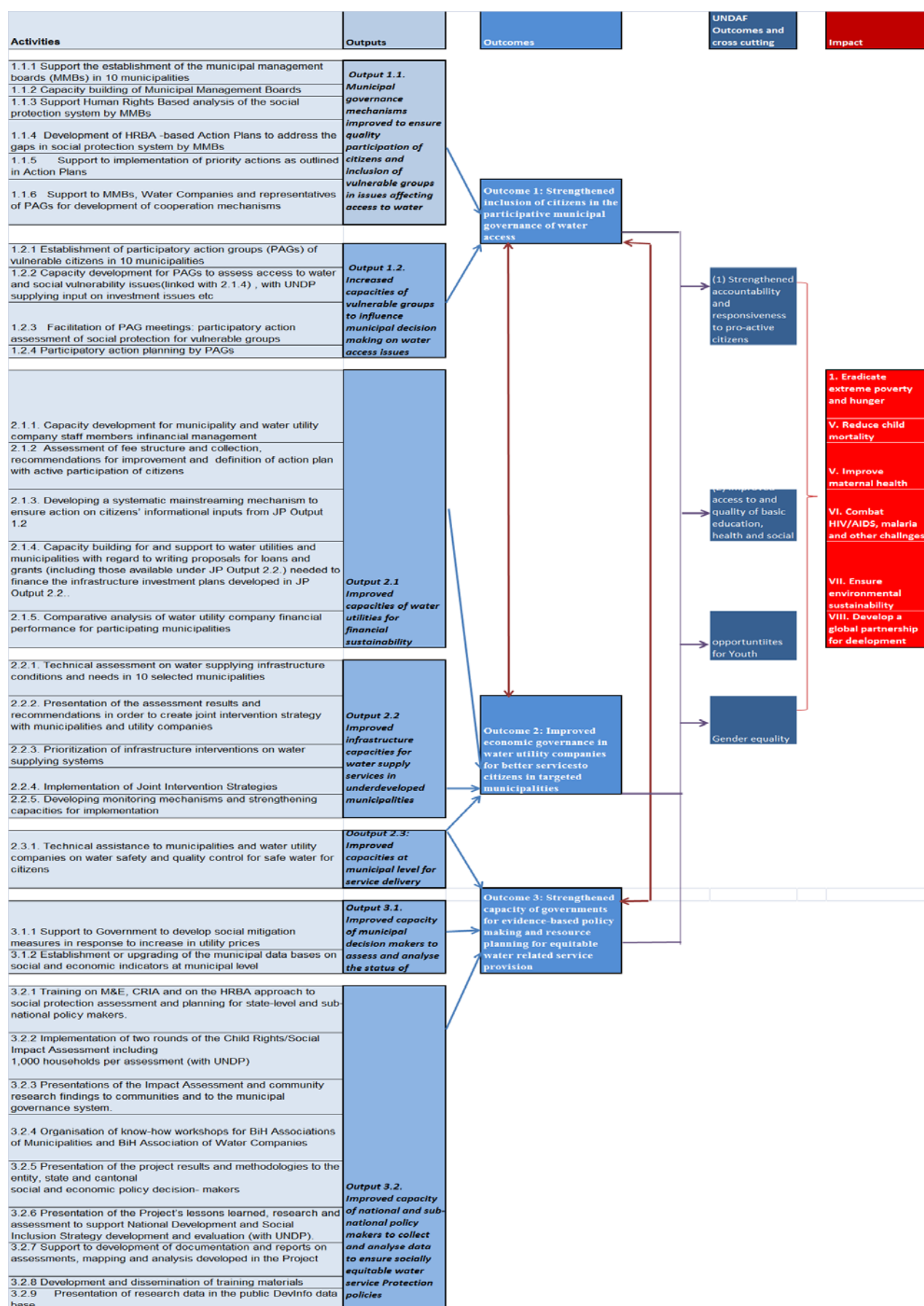
**(b) Engaging Youth and better social protection of vulnerable young.** JP planned to address the plight of young vulnerable adults in both direct and indirect ways: by including community youth group representatives in MMBs, thereby directly engaging them and giving them a voice in water sector decision-making processes; and by addressing the needs of the vulnerable young people through the social protection component of the programme.

Figure 5 presents the (reconstructed) results chain of the JP. Note that this is “reconstructed” in the sense that the program document did not include one, as opposed to what is a best practice. Such Results chain should also explicitly spell out and analyse all assumptions and risks.

JP was implemented in the following 13 municipalities: Bihać, Bosanski Petrovac Gračanica, Kladanj, Neum, Stolac, Petrovac-Drinić, Petrovo, Rudo, Višegrad, Istočno Novo Sarajevo, Trnovo and Istočna Ilidža. Water is supplied to these municipalities by 11 W&S municipal companies (the municipalities of Istočno Novo Sarajevo, Trnovo and Istočna Ilidža are served by one W&S company).



Figure 5: Reconstructed Results Chain of the JP



## 4.2.2. Achievement of Planned Outputs and Outcomes

### *Outcome 1: Strengthened inclusion of citizens in the participative municipal governance of water access*

The JP succeeded in establishing, as planned, multi-sectoral Municipal Management Boards (MMBs) at partner municipalities: these were later transformed into 11 permanent municipal Commissions aimed at enhancing social welfare system in respective municipalities: *Commissions for the Promotion of Social Protection (Commissions, or Municipal Commissions hereafter)*. Following the midterm review (MTR), in line with the recommendations these Commissions were renamed to reflect their multisectoral nature. W&S utilities are represented in these Commissions and water sector issues are key part of the scope of their work.

#### **Box 1: Achievement of Planned Outputs in Partner Municipalities under Outcome 1**

- ✚ Municipal governance mechanisms improved to ensure quality participation of citizens and inclusion of vulnerable groups in issues affecting access to water: *in place*
- ✚ Increased capacities of vulnerable groups to influence municipal decision making on water access issues: *mostly achieved, with progress less obvious in the municipalities with weaker PAG groups and/or PAG groups not comprised with the vulnerable population per se*

11 Participatory Action Groups (PAG) were formed in all the partner municipalities, as planned. Their role was to help identify the vulnerable groups in their localities and influence the municipal decisions through contributions to the work of the Commissions and to Action Plans (*see later in the text in this Section*). The field visits revealed that the composition of the PAG groups differs from municipality to municipality. The idea was that the PAG groups will be comprised of the vulnerable households. While this is the case in many of the partner municipalities, there are variations from this model: in Petrovo, for example, the PAG group was reported to consist mostly from the representatives of social institutions (e.g. hospitals, schools), rather than the disadvantaged population *per se*. Similarly, in Neum, the PAG group consisted of representatives of small businesses. This raises a question about the possible duplication of the structure of PAG groups and the Commissions, at least in such municipalities, and the sustainability issues related to the “PAG- Commission interaction model” as a basis for increasing the participation of citizens in decision-making processes ensuring a basis for continuation of activities assumed by local representatives.

The above discussion relates to the issue of the composition of the Commissions as well. They involve municipality staff, representatives from the health and educational institutions, W&S utilities, often the BiH Red Cross, and NGOs, but the latter is not always the case. There are locations. e.g. in Istočno Novo Sarajevo where the Commissions do not have any members from the NGO sector. In some cases there are no NGOs in the locations, but there are also cases when there are NGOs but these are not represented; in Bihac, the Commission had a representative from an environmental NGO who has stopped attending the meetings, possibly finding the activities of the Commission not very relevant to the mandate of the NGO.

Hence there is no established template/mechanism as yet to ensure bringing up the voice of the poor in the Commissions:

- PAGs could play this role, but the PAGs themselves in that case have to be comprised of such people, and have a secured representation in the Commissions. While the latter idea is now being discussed, the former condition is not guaranteed, as mentioned. It might be too challenging to have a sustainably operating PAG group in every location, especially if the residents are not very active, e.g. in Neum. Also, the composition of the active residents, representing the vulnerable segment will be changing due to migration, and households moving in and out of poverty;
- More NGOs represented in the Commission could play this role (an opinion supported by the Ministry of Health and Social Welfare of the RS). Here however the danger is that there might not be a good fit of the profile of the NGOs in the locality, and no keen interest, even if there are NGOs in the region, as discussed.

Possibly the solution is having a mechanism on the Commissions’ side to ensure that there is a sustainable link to the vulnerable households in the locality, through the Centers for Social Work, via, for example, regular groups/gatherings of the users of the services. To reiterate, the groups representing for example entrepreneurs, as is the case Neum, can certainly play an important role but they cannot replace a representation mechanism of the poor.

As planned, 13 Participatory Action Research Groups (PAR) involving children from local schools (approximately 250 according to program reports) were supported by the JP, through trainings, small projects and support groups of adults. PAR groups developed strategies/Action Plans stipulating their priorities in their communities suggesting solutions for their realization. Some of the ideas from the Action Plans were implemented, related in particular to increasing awareness of water sector challenges. However, so far only 1 school from each municipality was involved in the PAR groups and while there are plans to spread the experience to other schools (e.g. in Istočno Novo Sarajevo) these plans have yet to materialize.

Commission members, PAG and PAR Groups were extensively trained by the key project partner IBHI<sup>25</sup>, in the application of the *Human Rights Based Approaches (HRBA) based analysis of social protection issues* and *PAR methodology* (more than 60 Commission members in total were trained according to program reports). They were also trained in *Project Proposal Development* and *M&E* (39 local community members), *Public Relations* (70 local community members), *Human Resource Management* (64 Commission members and representatives of institutions and associations capacitated in HRM) and *Advocacy and Raising Awareness* (58 Commissions members). PAR groups were also trained by other implementing agencies as well, e.g. Nasa djeca, Budimo aktivni, Svjetionik, and Zdravo da ste. The interviews indicate that the training participants were highly satisfied with the trainings and found these very useful for their work.

Before the implementation of the JP, the municipalities had no official action plans or strategies in the area of social protection and inclusion. With the support from the JP, 13 Action Plans (AP) were developed by MMBs/Commissions and adopted by Municipal Councils for 2011-2012 addressing gaps in the social protection system. Based on assessments and analysis of the situation, and the services and capacities at local level, these Action Plans defined priority vulnerable groups as well as objectives and actions to improve

<sup>25</sup> Initiative for Better and Humane Inclusion (IBHI), [www.ibhi.ba](http://www.ibhi.ba)



their status. Until June 2012, out of 206 planned activities, 162 have been realized. The implementation of the Action Plans 2011-2012 addressed the previously identified gaps in the social protection and inclusion system (e.g. lack of cross-sectoral cooperation, lack of precisely defined guidelines for cooperation, indifference among citizens regarding involvement in decision-making processes, etc.). At the time of this evaluation, new Action Plans for 2013–2014, incorporating the lessons learned from the previous processes, were being finalized and submitted to Municipal Councils for adoption: 6 of these were already adopted.

Special Focus Projects (hereinafter: SFPs), funded by the JP marked the beginning of the implementation of Action Plans 2011-2012. Their aim was to improve cooperation among institutions and organizations at the local level to achieve better social protection and inclusion. With SFPs small grants were provided to establish or improve services for children (and vulnerable residents in general) in accordance with the needs of each local community, identified and specified in the respective Action Plans. The introduction of these services has led to the enhancement of the social protection and inclusion system at local level, better networking among various sectors in addressing issues faced by socially excluded groups, improving the living conditions of identified vulnerable groups and increased capacities of all stakeholders. In particular:

- Virtually, all the municipalities received BAM 13,500 (approximately US\$9000) to improve the work of the Centers of Social Work (including the refitting of the premises), creating/improving databases of the vulnerable households based on the multiple vulnerability criteria; vulnerable households were assisted and counselled during this process (over 100 households on average in each municipality). The databases developed through the project are already being used by other organizations supporting the vulnerable households. For example, in Bosanski Petrovac the database has already been used as the basis for selection of families to be donated schoolbags and kits by the *Merhamet* humanitarian organization for 130 primary school students; and
- In several municipalities additional activities were carried out, including, for example, opening of day care centres for the children (in Istočno Novo Sarajevo), opening a center for speech therapy (Gračanica); support to student reporters' groups to improve communication of social welfare and water supply issues to the local community (Neum); construction of a fountain with a view to enhancing the quality of life of children and the entire community, stressing the importance of hygiene and health care in decreasing the risk of infectious diseases (Petrovac-Drinić); and support (including with premises) for the Association for Helping Children with Special Needs (Petrovo).

There are already cases whereby the municipal administrations allocate financial resources to support the initiatives started through the SFPs. For example

- in Kladanj, the municipality provided funds for the continuation of counselling (psychologist work) started through the SFP, in the amount of BAM 12,140 for 2012 (approximately US\$8100); and

- in Gračanica, the Commission, in cooperation with the ANEA Citizens' Association, and using the newly-established database, has organized an action to provide aid to 20 socially vulnerable families.

The picture in terms of Action Plans' items being funded from the municipality budgets is not uniform however. While in Istočno Novo Sarajevo the municipality has considerably increased the funding levels for the Action Plans in 2013, in Bihać, the Municipality is yet to fund any measure from the Action Plans (except for the planned subvention, covering the water bills of the vulnerable households, *see later in this Section*): this was the feedback from the members of the Commission during the meeting with them. Hence the question that seems to be missing at this stage is the link between the Action Plans and the municipality budgets. It seems justified to expect that there is a prioritization of the measures from the Action Plans so that the top priorities are included in the planned municipality budgets and possibly even protected from the budget cuts. The JP has recognized the need for prioritization given the lack of the financial resources. The new Actions Plans (2013 -2014) include two-year action priorities that strive to achieve the following five defined objectives:

- to improve the social protection and inclusion system for children and adults;
- to improve support to priority socially excluded groups of children and adults; To improve the system of data collection and recording in the area of social protection and inclusion of children and adults;
- to improve promotion of activities in the area of social protection and inclusion of children and adults; and
- to increase the level of funding for the social protection and inclusion system for children and adults at municipal level.

The potential solution is to link the prioritization with integrated development plans of the municipalities and through these, to the budgets; this is now being promoted by UNDP's ILDP -2 (*see the Section on Sustainability*).

Commissions, in cooperation with PAG and PAR members, developed a referral system of the vulnerable households, with specific projects aimed at improving their lot. This resulted in Protocols on Cooperation and Procedure which became functional in 11 municipalities where Operation teams, which are in charge of their implementation, have been established.

The multisectoral nature of the Commissions does not mean that the water sector issues have been diluted:

- each of the partner municipalities has developed a document titled "Proposal of social policy criteria and measures in the area of water supply in the Municipality". This was followed by Commissions lobbying the decision makers to make financial allocations. This process included identifying partners and allies, designing the message, selecting actions and tactics, and implementing and monitoring the criteria and measures. The documents were presented to Municipal Mayors, relevant municipal departments and members of Municipal Assemblies/Municipal Councils. The goal was to ensure allocations in the municipal budgets as provided for in the documents to subsidize water supply bills or to secure water supply connections for the identified groups. Thus the Commissions have taken an increasingly active role in connecting the citizens and decision makers and in representing the interests and needs of vulnerable

groups, ensuring recognition of the need to allocate more resources for these issues in the future; and

- 4 municipalities (two for period January–December 2012, and one for period July 2012–July 2013) allocated funds for most vulnerable categories to cover (part of) their water utility bills. These are: Gračanica, Petrovac-Drinić, Petrovo and Istočno Novo Sarajevo (50-60 households in each municipality)<sup>26</sup>. By the time of this evaluation, the allocations were in the range of BAM 13,900 annually assisting 98 persons in total (around US\$9300). In Petrovac-Drinić, also BAM 1,000 (approximately US\$670) was allocated for the procurement of water tanks to provide for potable water in the draught period for the population who are not connected to the water supply network. Subventions are now also planned in Bihać, Trnovo and Bosanski Petrovac.

In the light of the likely increase in water tariffs in the coming years the desirable outcome would be to see such subvention mechanisms in all the municipalities, if not by law then through sharing of the experience and policy advocacy (see the *Section on Recommendations*).

“.. Of course we knew that the poor have problems with their water supply, but being part of the Commission helped to understand these problems better...”

*Representative from a WU*

The interviewed representatives from the utilities confirmed that the participation in the Commissions had helped them to better understand the needs of the vulnerable households: hence, apart from the subvention mechanisms from municipality budgets, this exposure is likely to result in cases where the utilities help the vulnerable households from their own resources. Such cases were already registered, e.g. in Petrovo.

According to project reports, through UNDP’s GoAL WaSH (implemented by UNESCO and UNICEF, see the *Section on Efficiency*) component with separate (not JP) funding, awareness about

water and sanitation issues has been raised in 190 kids and also their teachers and parents. The booklets from the UNESCO’s campaign ‘Water for Life’ were adjusted to the GoAL WaSH and MDGF DEG principles, published and distributed widely in all the schools in BiH. The booklets were then officially introduced to the entity level Ministries of Educations. The booklet is now officially recognized as part of the school curriculum. While this is an activity funded outside the JP, it was closely integrated with the JP in that it applied the PAR methodology, was linked to PAGs and municipalities/Commissions, creating strong synergies.

All activities carried out under this Outcome were essential for the achievements of the results: training (PAG and PAR groups, municipality staff, Commission members), on-the – job assistance provided to the Commission members (e.g. with the development of the Action Plans) and advocacy (local and central governments) and the SFPs were all complementary initiatives. Similarly, all the stakeholders played important roles:

<sup>26</sup> and also 61 households for waste disposal services in Petrovo

- municipality leaders: by supporting the formation of the Commissions, adoption of the Action Plans, and allocation of funds for the implementation of items from the Action Plans;
- Commission members and partner schools: embracing the HRBA approaches; and
- residents and schoolchildren: through active participation in most of the partner municipalities.

The role from the entity level Ministries of Health and Social Welfare was important throughout the project with their support to and interest in forming of municipal Commissions, and embracing these as a model for the whole country (more explicitly in the RS).

### *Outcome 2: Improved economic governance in water utility companies for better services to citizens in targeted municipalities*

JP employed two modes of joint training of WU staff and the staff from the communal service departments from the partner municipalities:

- through peer-to-peer (P2P) exchange; and
- workshops (classroom training) by a hired external trainer based on the capacity gaps identified through the survey of companies.

The project focused on the second mode in the second half of its duration, partly based on the recommendations from the midterm review. JP assessed the needs in capacity building/training of the water utility companies (financial management capacities, capacities for finance performance monitoring, as well as technical needs) and based on that developed and implemented a model for capacity development activities (four different trainings).

The joint mode of trainings (WU and Municipality staff), as the interviews demonstrated, helped to achieve better understanding among the two groups of the needed actions to be taken to improve the performance of the water utilities, including actions by the municipalities.

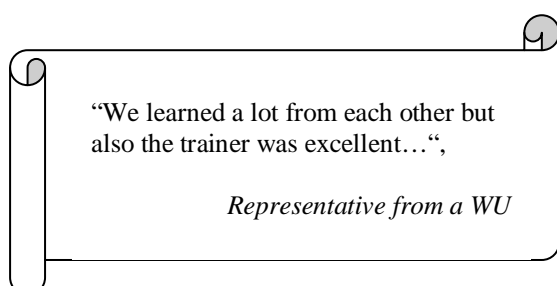
#### **Box 2: Achievement of Planned Outputs in Partner Municipalities under Outcome2**

- ✚ Improved capacities of water utilities for financial sustainability: *improved but constrained by inadequate tariffs*
- ✚ Improved infrastructure capacities for water supply services in underdeveloped municipalities: *improved but constrained by the lack of revenue from cost recovery tariffs*
- ✚ Improved capacities at municipal level for service delivery control: *improved*

Interviewed training participants from both municipalities and utilities highly valued both forms of the training. In particular:

- through peer-to-peer (P2P) exchange a few of the water utilities emerged as leaders in certain practice areas (e.g. Gračanica in water leak detection, Bihać in financial management). It was interesting to note that the exchange in experiences (and also equipment) continued after the project sponsored networking events were over;

- organized training courses were highly rated by the participants, who in particular commented on the high quality of the training. Training topics covered not only technical and financial subjects (e.g. loss detection, financial management, water safety and quality control) but also topics related to preparing loan applications and proposals for grant funding.



The interviewed representatives from the water utilities mentioned that they adopted and use many aspects from the training: this is true both for technical issues (remote metering, leak detection) and soft subjects, e.g. more efficient processes for financial management.

The training needs of the water utilities seem to be larger however than the program could have possibly covered: the interviews were a testimony to that. Thus the companies need training in the future for the newly joining staff in the same subjects and in others areas, and, according to the interviews such courses, even on a fee basis are not available in the market. Thus, it seems to be justified to work towards embedding of the training courses at a few universities and training centers (*see the Section on Sustainability*).

Based on the assessment finalized with local partners, 18 infrastructure projects were implemented in the partner municipalities. The value of investments during the implementation of these projects exceeded BAM 1,483,000 (approximately US\$1.0 million). The partner municipalities allocated almost half a million of BAM (approximately US\$335,000) for co-financing of the selected infrastructure projects. These projects include a wide variety of activities, such as protection of water springs, detection of losses and leakages, installation of filter plants, installation of telemetric systems for remote control, replacement of disused water supply pipes and connection of returnee settlements to water supply systems (see Annex 9 for the full list of the projects). The project management assessed that around 11,700 households (more than 200 of them being returnee households) and around 50,000 users directly benefited from these projects.

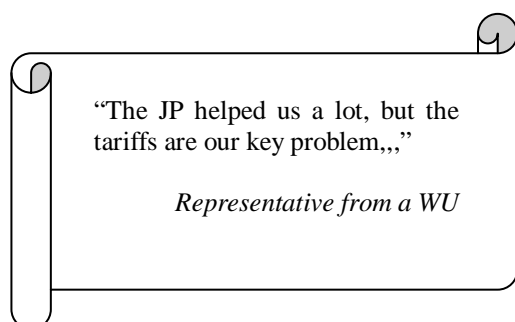
Through this the JP helped to improve the country’s standing according to MDG criteria.

Developing *Action Plans for tariff structure* were part of the capacity improvement programs of utilities for financial sustainability. Several points are important here:

- given quite high losses (both technical and commercial) in the water companies, (reaching in certain places up to 80 percent), capacity building of water utilities (especially related to loss reduction and metering) reduces losses and therefore leads to a lesser need for tariff increases. In almost all the municipalities water losses have declined (see Figure 6). This cannot be attributed solely to the JP, since the improvements in the networks funded by other means and programs had played important roles also<sup>27</sup>, but the JP has undoubtedly contributed to it;
- some of the utilities have increased their tariffs in the last 3 years (e.g. in Neum, Stolac, Bihać, WU serving Istočno Novo Sarajevo, Istočna Ilidža and Trnovo). At the

<sup>27</sup> e.g. by KfW in the case of Bihać, or the municipalities themselves as in the case of WU serving Istočno Novo Sarajevo, Istočna Ilidža and Trnovo (480 thousand BAM (around US\$420K) was invested during 2009-2012

same time, almost in all the utilities the tariffs are still below the cost recovery level (around 60-80 percent). Some of the utilities have not increased their tariffs since late 90s (e.g. the last tariff increases took place in 1996 in Bosanski-Petrovac; in 2003 in Kladanj). The representatives of the utilities in the interviews and the survey cited this as one of the main handicaps for their operation and mentioned that keeping tariffs at those levels is the decision of the municipalities (mayors) due to socio-economic situation in municipalities;

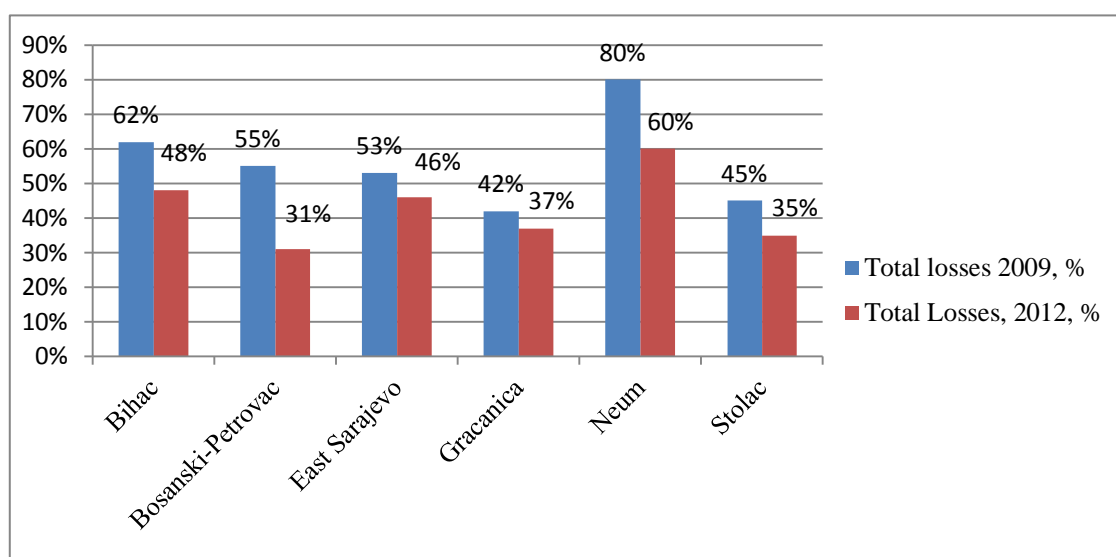


The discussion above shows that the expectations and assumptions in the project document regarding the effectiveness of the active participation of citizens in influencing tariff setting were not well grounded. While, indeed, discussions take place at the Commissions’ level, it is hard to imagine that ordinary residents, especially the poor, would advocate for tariff increase, even if such increases are well justified. Better understanding of the utility constraints is of course a positive factor, but not

sufficient to play a decisive role in case political decisions are taken not to increase tariffs (see the *Section on Program Design*).

At the same time the subvention mechanism which has now been implemented in 4 municipalities (whereby the municipalities have opened budget lines for covering (part of) the water bills of the poor) and according to the interviews will be implemented in more of these, is an important foundation which gives the municipal administrations more room for taking bolder decisions on increasing the tariffs.

**Figure 6: Reduction of losses in some of the water companies**



Source: Survey of WUs

According to project reports, the interviews conducted with the residents within the frame of this evaluation, and the WU survey, the situation of water supply service has improved both in terms of water quality and quantity/access. In the part of the JP’s contribution to these improvements it is hard to single out any one of the components of the JP assistance package.



Based on the feedback from the WUs, all of the measures were important: Water Supply studies, training, P2P exchange, and SFPs. Moreover, often these components were complementary, especially with regards to efforts aimed at reducing technical losses.

At the time of conducting of the final evaluation the JP team from UNDP was undertaking a Comparative analysis of WUs’ performance for participating municipalities, and hence the findings for all 11 WUs were unavailable as yet. Under the JP it was planned to develop a monitoring mechanism for the water utility capacity building activities: the few of the reports resulting from the capacity building assessment of water utilities being carried out by UNDP, which were already available, indicate that quality of the self-monitoring of the performance by the WUs is quite limited currently.

Under the JP 11 water supply studies were developed and adopted/or in the process of adoption by municipalities as strategic planning documents for water supply services in partner municipalities. These studies include long term development plans, plans of priority investment measures, feasibility studies and proposals for tariff structure. They are being used both by the utilities and the governments at all levels. Water utilities in particular, cite using these studies for:

- activity planning related to leak detection and other issues related to the operation of water supply and sewage network and the system;
- implementation of priority projects on decreasing losses through regulating pressure and system zoning;
- reconstruction of deteriorated and inadequate parts of distribution network; and
- as background document/masterplan as part of applications to IFIs for funding. As an example, Gračanica municipality used the water sector study as part of application to EIB: the fact that they had the water sector study facilitated them getting the funding see the *Section on Recommendations*)

Municipalities are using the water sector studies too: for strategic planning and submission of the new infrastructure projects to financial institutions.

One area where the JP could have had a more active role under this Outcome relates to carrying out public awareness campaigns for residents, as was originally planned, to increase their understanding of the need to pay water bills. In the first half of the JP in cooperation with the Association of Municipalities, the JP management developed and aired 2 TV programs on water supply, within the framework of the SDC funded series of ½ hour long TV programs (32) focusing on various aspects of municipal life implemented by the Association. There was a plan to continue contributing to this series but, according to interviews the Association of Municipalities is currently weakened, and hence this line of activity was not pursued further. It should be noted however that really innovative and effective public awareness campaigns cost considerable amounts which were not available under the JP.

All the stakeholders were played important roles in achieving the results described earlier:

- WUs and municipalities: displaying a keen interest and co-funding, and

- Commissions: by highlighting the key challenges faced by the vulnerable population with water supply.

The support from the entity level Ministries of Agriculture, Water Management and Forestry as well as cantonal administrations in the FBiH was important throughout the project. This has come however more in terms of utilization of the Water Supply studies (which help them in developing their sectoral plans), and facilitation of the implementation of the infrastructure projects rather than in terms of scaling up and replication (see the *Section on Sustainability*).

### ***Outcome 3: Strengthened capacity of governments for evidence-based policy making and resource planning for equitable water related service provision***

The performance of the local governance structures for social protection was improved, as was planned by the JP through:

- developing and testing the vulnerability criteria for each municipality, e.g.
  - In Gračanica: children with special needs; poor families; elderly without family support; and
  - in Bihać: economically disadvantaged families with children; elderly and infirm persons without family care; children with special needs; etc.
- the establishment of referral mechanisms for the protection of the rights of vulnerable households. Education, Health and Social protection sectors signed Protocols on Cooperation and Procedure which clearly define their roles within this model. 11 Operation Teams have been formed and appointed by the Mayors in order to continue functioning after the project ends. Municipal Commissions closely monitor the implementation of Protocols and the work of Operation Teams.

The Commissions, being now structural elements of the partner municipalities, equipped with better knowledge and skills in the application of Human Rights Based Approach (HRBA) to social protection/social assistance, and good links to PAG and PAR groups, have a better potential for evidence based policy making.

Interviews revealed mostly keen and genuine interest of the Commission members in the introduced model. Indeed, the level of this interest is not uniform across all the municipalities.

The desire to see more of the activities from the Action Plans funded by the municipality budgets and other sources was the prime concern of the Commissions voiced during the interviews: this concern was stronger in some of the municipalities, as was discussed earlier.

#### ***Box 3: Achievement of Planned Outputs in Partner Municipalities under Outcome 3:***

- ✚ Improved capacity of municipal decision makers to assess and analyse the status of vulnerable groups and plan social mitigation measures/ policies: *significantly improved*
- ✚ Improved capacity of national and sub-national policy makers to collect and analyse data to ensure socially equitable water service Protection policies: *improved*

The development of the *vulnerability criteria* was an important step in improving social assistance systems in the country, a process which is currently underway with the WB support with IBHI, the project partner as part of the implementing team: while the targeting mechanism has not been as yet decided, one of the likely potential options is that the experience from the JP (on multiple vulnerability criteria) will inform this targeting mechanism. The fact that two entity Ministries for Social Policies became members of the Program Management Committee (PMC) of the JP was another strong element in facilitating this outcome, as well as in strengthening the link with evidence-based policy – making, in general.

The improved capacity for evidence based decision- and policy making by municipalities was a key element in bringing about the subvention mechanism of helping the vulnerable with water bills in several municipalities already: while this mechanism is not mandatory, the experience in the partner municipalities is a good example for other municipalities as well as the entity and Central level governments for the replication.

With JP (UNICEF), support, the collection of information along the social and economic indicators at municipal level was improved. In particular, each municipality developed the so-called DevInfo database. The DevInfo database provides a cross-section of the social situation within the municipality, focusing on children. Members of the municipal administration staff have been selected and trained to collect relevant data and enter them into the database. The DevInfo database is functional in each partner municipality. There are some questions regarding the current level of using the information from DevInfo. The objective was to use the database as a means for municipal budget planning and for developing and approving certain legislation to address the needs of socially vulnerable groups within the society. Currently, data is sent to the Department for Economic Planning for uploading into the common database. Municipalities do not use this information for the reporting purposes to higher levels of the government however and these indicators are not a basis for any sectoral plans. In Istocno Sarajevo the evaluation team was told that the data is used by the municipalities when they apply for funding (loan or grant funding applications). The concern here is that with increasing burden on municipalities in developing various plans, unless there is a clear system linking this data to these plans its relevance might not be or become high for the municipalities. DevInfo implementation has instigated UNCT initiative to work with BiH official statistic agencies in the adoption of the DevInfo methodology at the national and entity level; there are not concrete plans as yet however.

“The Water Study is a very important tool for us: finally we have a document which we can use to approach the funders...”

*A representative from a WU*

The capacities of partner municipalities for evidence- based policy making related to water supply improved with the development of the Water Supply studies, which not only gave them a better idea of the water supply situation in their localities, but also proved to be a useful basis for approaching IFIs for funding, as was discussed earlier. These studies are useful tool for the entity level governments also, along with the study on

the “General assessment of the water supply sector and its human development function in BiH”, in developing their plans for sectoral development.

The importance of having an effective mechanism for experience sharing among not-participating municipalities was recognized by the JP, especially after the midterm review. The Communication strategy was developed by JP management in close cooperation with national stakeholders. The strategy included plans related to: internal and external communication and communication for behaviour change (evidence-based series of community based and direct communication activities aimed at increasing understanding and significance of the access to water among and within identified target groups). The implementation of the Communication Strategy was mostly through regular channels, e.g.

- e.g. Facebook page (<https://www.facebook.com/MDGF.DEG>), and website (<http://www.un.ba/stranica/mdg-f-deg>); and
- distribution of project related information materials during conferences and workshops. In particular the project organized a conference called “Results of the Partnership with the Local Communities” in April 2012 presenting the results and good practices from the JP to the participants.

The effectiveness of the implementation of the Communication Strategy was hampered by the fact that the Association of Water Utilities has remained too weak and the Association of Municipalities has become too politicized and challenging to work with. In the MTR it was recommended that the JP actively cooperates with these two associations to spread the message and the lessons learned from the project (this was also envisioned in the Project document) and this has not happened. Given that these associations are very weak, the argument that such cooperation would have been not very cost-effective is valid.

As an end of the project it is recommended to organize a concluding event/conference where the lessons learned and best practices will be shared with the wider audience, e.g. municipalities, water utilities, donor agencies, and educational institutions (*see the Section on Sustainability and Recommendations*)

The effectiveness of the activities under this component in terms of improving capacities of the higher levels of the Government could have been stronger if the JP worked more on the policy aspects. One particular example is related to the recommendation from the MTR to work with entity level governments to develop publicly available performance benchmarks for WUs: this was not followed up. On a positive note, JP helped to establish a Department on Water Supply at MOFTER, something that was not envisioned in the project document. The JP also supported the Department with some basic capacity building. While the Department’s mandate is limited, this was an important first step on the road of promoting improvements in the regulatory framework for water supply in the country.

All the activities carried out under this Outcome were essential for the achievements of the results: training and support provided to the Commissions in using HRBA to social policy, developing vulnerability criteria and identifying the vulnerable households, starting of the municipal subvention mechanisms, as well as Water Supply studies were all complementary activities. All the stakeholders were played important roles:

- Commission members and municipalities: by embracing the HRBA approach and taking on the challenge of developing the list of vulnerable households
- WUs: displaying a keen interest and participation in developing the water supply studies

The support from the entity level Ministries of Health and Social Welfare was essential in facilitating the institutionalization of the Commissions’ model, and embracing the notion of multiple vulnerability criteria as part of HRBA to social policy. The support of the Ministries of Agriculture, Water Management and Forestry was also important throughout the project, ensuring its smooth implementation.

### 4.3. Efficiency

#### *Implementation schedule, flexibility and hand-on approach*

The activities were implemented as scheduled except that the project started with 6 months delay: this was a drawback linked to project design whereby no time was allocated for the selection of municipalities. Essentially the 6 months no cost extension in the end was needed to compensate for that delay.

The JP demonstrated flexibility responding to changing and emerging needs. For example, during the development of the UNDP regional initiatives in BiH the Ustikolina municipality was identified as a municipality with urgent need in improving its water supply, particularly in the settlements of Filipovici (70 families) that stayed without water during the summer. The intervention was prompt resulting in cost sharing agreement with municipality and procurement of the necessary equipment for the reconstruction of the water supply system. The municipality was then included in all the capacity development activities of the JP.

It was discussed earlier that a few of the areas where the JP was weaker than it could have been include: very limited public awareness campaign and not extensive enough experience sharing among all the municipalities and water utilities in the country. While there are objective reasons behind these (lack of adequate budget line in the project for public awareness campaign, weak Associations of Water Utilities and Municipalities) it could be argued that the JP could have been more proactive in seeking solutions to address these constraints. Overall however, the JP management has demonstrated a very hands-on approach in addressing implementation challenges.

#### *Cooperation/Coordination*

The interviews indicated that the cooperation and coordination among the UN agencies under the JP was good and, importantly, has significantly improved towards the end as compared with the start of the project. The M&E is the area where this was weak: the M&E work was meant to be coordinated through the Resident Coordinator’s Office, but such coordination was weak and the feedback of the M&E resource persons at RC level was not sought actively. The two UN agencies had a number of M&E activities which were carried out separately; these were mentioned in the report.

The joint program model has indeed facilitated achieving better efficiency in the execution since it builds on the strengths of the participating agencies and their established networks. The UN agencies used however parallel funding modality, but while theoretically it is better to use pooled modality, no concrete examples were identified where the parallel funding in the JP has caused inefficiencies<sup>28</sup>.

<sup>28</sup> perhaps a cost effectiveness analysis could have revealed such examples, but this evaluation did not cover cost effectiveness in great detail, as this was not required under the TOR and budget data was not available at the required level of detail.



No specific work methodologies and financial instruments were shared between UNDP and UNICEF so far. At the same time the cooperation with UNESCO provides an interesting example along this line: the GoAL WaSH activity was implemented in cooperation with UNESCO, with the UN agencies signing an agreement on joint implementation, utilizing UNESCO material and methodology developed during the campaign ‘Water for Life’.

JP worked well at all levels of institutions/government, including:

- **Municipalities:** establishment and strengthening of MMBs/Commissions, strengthening evidence-based decision making systems; introducing HRBA to social assistance and analysis of social vulnerabilities; training of municipality staff; support with the development of water sector studies, etc;
- **Canton level:** reaching agreements on co-financing and urban planning with regards to sources protection;
- **Entity level:** support to policy making with research and studies and models of social assistance suitable for scaling up; and
- **State level:** establishment of the Department on Water within MOFTER.

There is some evidence to suggest that the JP facilitated various levels of the government in BiH working together better. As an example, the experience from the municipalities on measures necessary to improve water supply reaches the entity level Ministries of Agriculture, Water Management and Forestry and further, the Department on Water Supply at MOFTER.

### *National ownership*

The JP implementation has demonstrated several signs of strong national ownership at all levels of governance, e.g.:

- **At the central level:**
  - The Government, with the JP support established the Water Department within MOFTER: this indicates a sense of ownership on behalf of the central government to address the bottlenecks in water sector governance;
  - The booklets from the campaign ‘Water for Life’, adjusted to the GoAL WaSH and MDGF DEG principles were officially recognized as part of the school curriculum.
- **At the entity level:**
  - several ministries were represented at PMC;
  - the Republic of Srpska passed a new Law on Social Protection which foresees that every municipality shall have a Municipal Commission for Social Protection; and
  - the study on the “General assessment of the water supply sector and its human development function in BiH” was used by the FBiH Ministry of Agriculture, Water Management and Forestry in its draft Water Management Strategy.
- **At the municipality level:**
  - **partner municipalities** (a) actively embraced the idea of the MMBs turning these into permanent municipal Commissions and the concept of HRBA to



social policy, adopting and funding activities from the Commissions’ Action Plans; (b) started reforming their water utilities, opening up their operations to community oversight; and (c) provided considerable co-funding for the infrastructure component of the JP;

- **partner water utilities** actively embraced the notion of the municipal Commissions, taking a keen interest in participating in their work: the changes which have started to emerge, which were discussed in the report are a testimony to that; and
- **partner schools** embraced the idea of PAR groups, taking a keen interest in supporting them and the implementation of their Action plans, participating in the trainings, and adopting the adapted-to-GoAL WaSH booklet “Water for Life” as part of official curricula,

The extent of mobilization of public/private national resources and/or counterparts contributing to the programme’s objectives and produced results and impacts is impressive (see Table 3).

**Table 3: Program Funding Figures (2-2012)**

	Agencies	Total
<b>Parallel</b>	KfW, GAP, EC, EIB	\$15,800,000.00
<b>Cost Share</b>	GoAL WASH, Coca Cola	\$252,000.00
<b>Counterpart</b>	Local Governments	\$486,000

*Source: Program report January – June 2011*

The extent that the target population and participants made the programme their own, taking an active role in it is overall impressive in most of the municipalities, but is somewhat weaker in some municipalities compared to the others (Neum, Stolac). Also, it would have been desirable to see entity level governments, and the Ministries of Agriculture, Water Management and Forestry in particular, not only embracing the project idea but already taking steps in replication.

### **Governance**

The JP promoted transparency in implementing the project, e.g. in the case of selection of municipalities, whereby explicit criteria were set and the selection was conducted in a transparent and participatory manner (see the *Section on Program Design*).

The project took into account the specific characteristics and interests of the population and institutions with jurisdiction in the areas of intervention. For example, the water sector Masterplans for the municipalities, and the Commissions’ Action Plans were developed in a fully inclusive manner, reflecting the priorities of the given communities and by the representatives of the communities.

The Program Management Committee (PMC) met regularly and provided the necessary oversight and guidance. This was greatly facilitated by its enlargement, whereby the

Ministries of Health and Social Welfare from both entities along with the Ministries of Agriculture, Forestry and Water Management became represented at the PMC. Also, on the JP initiative a larger (Reference Group) was created which met less often than PMC but included representatives from more stakeholders (municipalities and WUs). This is a good case of mutual accountability.

### *Initiative and Innovation*

The JP management demonstrated initiative in a number of instances. For example:

- it was on the JP management initiative that the Department on Water was established at MOFTER;
- ‘Clean Vrbas’ project was initiated in cooperation with Coca Cola, through Corporate Social Responsibility (CSR) activities of Coca Cola focusing on protection and sustainable use of Vrbas river. The JP provided technical support for the preparation of the Clean Vrbas project (second phase) which was approved during 2012 and was funded by the Government of Japan; and
- JP management initiated the peer-to-peer experience exchange among the WUs.

### *Progress in terms of financial terms*

The JP’s progress in terms of financial management was even and as planned with no large discrepancies between agencies (see Table 4).

**Table 4: Approved, committed and disbursed budget (end of 2012)**

	Agency	Amount
<b>Total Approved Budget</b>	UNDP	\$3,060,342.00
	UNICEF	\$1,388,803.00
	Total	\$4,449,145.00
<b>Total Budget Committed</b>	UNDP	\$3,038,879.58
	UNICEF	\$1,410,265,39
	Total	\$4,449,144.97
<b>Total Budget Disbursed</b>	UNDP	\$2,775,304.86
	UNICEF	\$1,181,801.22
	Total	\$3,957,106.08

### *Follow up on MTR*

Most of the recommendations from the MTR were followed, but not all. The list of the recommendations which were taken on board includes for example:

- changing the names of the municipal Commissions to reflect their multisectoral nature;

- exploring stronger synergies with the existing UNDP programs, which is now the case with ILDP-2 (see *the Section Sustainability*); and
- developing better structured training programs for water utilities based on identified capacity gaps.

The list of the recommendations which were not addressed, at a significant degree, includes:

- developing case studies on specific aspects of water sector management having potentially greater significance for the overall agenda of reforms; and
- placing more emphasis on working at policy advisory level;

These issues are discussed in relevant Sections/parts of this evaluation report.

### *M&E*

Some of the issues with the M&E design of the JP are discussed in the in *Section on the Quality of Program Design*. Here only the efficiency aspects are discussed:

- There is no baseline for the project. At the start of the project JP funded the "General Assessment of the Water Supply Sector and its Human Development Function in Bosnia and Herzegovina" in partnership with the Hydrotechnical Institute of the Faculty of Civil Engineering in Sarajevo and PRISM Research study covering a sample including 20 municipalities<sup>29</sup>, while it ended up working in a different set of municipalities, rendering the usefulness of the study as a baseline as ineffective;
- the in -depth self-evaluations of the results of the project by UNDP and UNICEF, being finalized at the time of this final evaluation, are carried out as separate activities, while in the same municipalities. The better alternative it seems would have been to contract this work and carry it out jointly for each location.

### *Influencing factors*

A couple of factors hindered the achievement of the set goals for the JP:

- First and foremost it is the complicated public administration structure in the country, whereby reforms at policy level are extremely hard to achieve;
- And second, which is closely linked to the first, is the underestimation of the importance of the improved regulatory framework for tariff setting (see the *Section on Quality of Program Design*). While it is hard to imagine that in a 3 year long project, in a challenging public administration environment the JP could have achieved significant results related to improving regulatory framework for water supply, it is plausible to assume that even small steps would have helped to move towards an improved framework.

<sup>29</sup> Kakanj, Travnik, Vitez, Busovača, Novi Travnik, Kostajnica, Derventa, Modriča, Srbac, Orašje, Domaljevac, Prijedor, V. Kladuša, Bihać, Bugojno, Trebinje, Srebrenica, Rogatica, Sokolac and Foča

#### 4.4. Impact

The JP had positive impact in the local communities in which it operated and there is a good potential for the enhancement of its impact further in the future.

The estimates of direct and indirect beneficiaries stand at around 50.000 according to project reports. All the planned target groups had access/used programme results, with positive differentiated effects for the poor and vulnerable, IDPs, ethnic minorities (e.g. Roma)

The program had positive impact on the water supply situation in the target municipalities. The residents cited such positive developments as higher water pressure, better water quality, and longer duration of supply. This resulted from small infrastructure projects as well as better management practices in the water utilities.

Through their participation in the Commissions, water utilities obtained a mechanism through which they get an exposure to the challenges related to water supply faced by the poor and vulnerable and hear suggestions on what could be done. The poor and vulnerable in some of the partner municipalities received assistance with coping with water bills as well as water connections; similar assistance is likely to be forthcoming in other partner municipalities. The Commissions also provided a forum where the WUs had the opportunity to make their case presenting the challenges that they face prompting the need for corrective actions. This is only one example on how good governance was mainstreamed in the JP. Other examples include for example the Commissions becoming truly multisectoral and participatory; and enhanced cooperation between various social service providers/sectors.

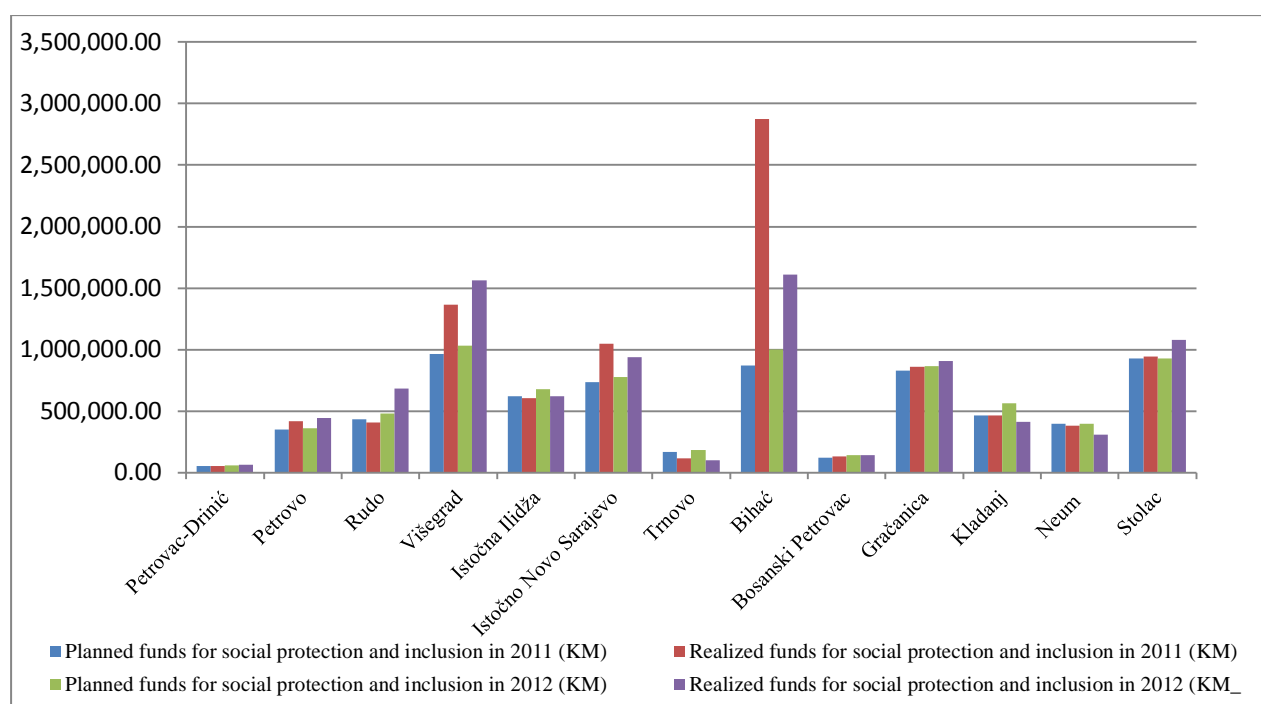
The partner municipalities have a better picture of who are the poor and vulnerable in their communities and have a mechanism to identify the ways in which these households could be assisted. The Commissions have learned how to identify the poor and vulnerable and target their social assistance to this group using HRBA. The poor received assistance with their priority needs affecting their social security.

As a result of interacting with the PAG groups and the operation of the Commissions Municipalities now have an example on how they should assist the correctly identified vulnerable households with targeted financial assistance towards their water bills. There is some evidence that they have increased also the allocations to social programs overall in absolute terms (see Figure 6). In terms of the share of the total municipal budgets such a conclusion is not as straightforward (see Figure 7).

With the JP, the policy makers, both at the state level and entity level, tested a number of approaches which (a) have now been enshrined in the legislation, as is the case with the RS Law on Social Assistance; (b) have a potential for being enshrined in the law (e.g. the mechanism of targeting for social assistance taking into account vulnerability criteria); and (c) demonstrated with examples on how the municipalities could be supported to enable them to attract loans and investment to improve the W&S services (e.g. with assistance to develop “Water Supply Studies”).

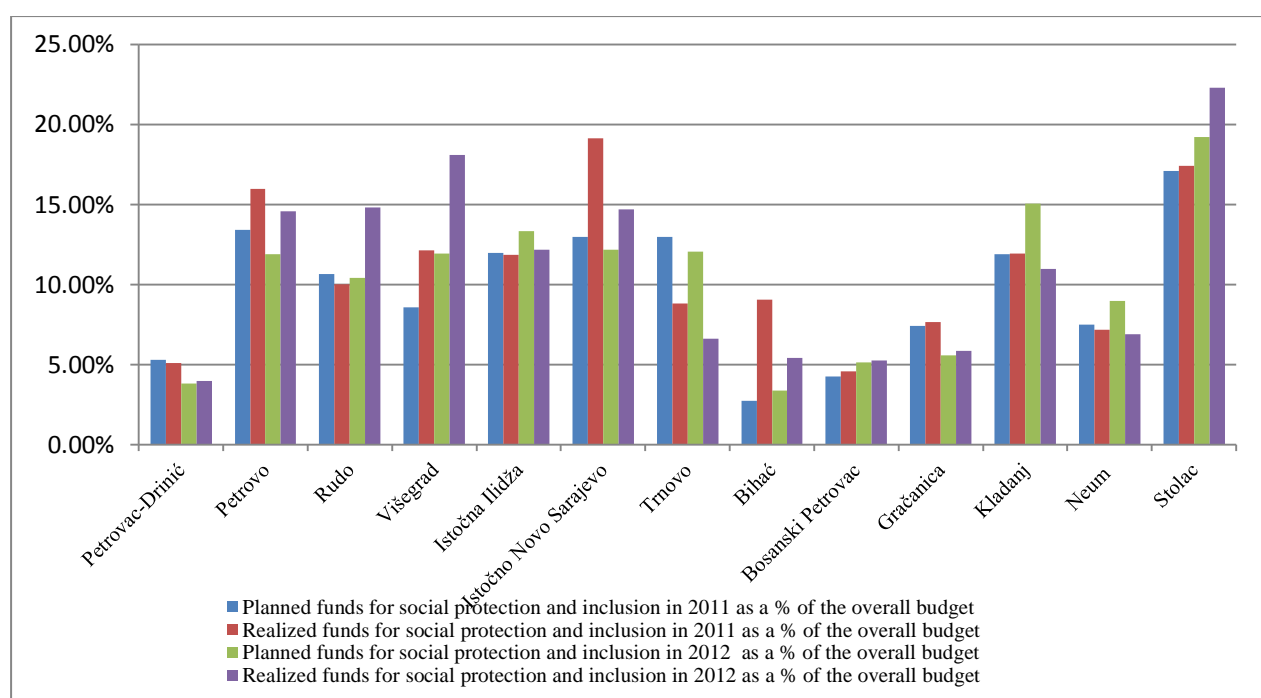
The JP contributed to the promotion of human rights through the application and promotion of HRBA to identification of vulnerabilities and social assistance. JP also promoted the role of women in local decision making, by mandating participation of women in Municipality Commissions and representation of women’s NGOs in their structures.

**Figure 7: Planned and realized funds for social protection and inclusion in partner municipalities in 2011 and 2012, KM**



Based on Data from IBHI (2013): “Impact of the MDG-F DEG Project on the Enhancement of Social Protection and Inclusion in Local Communities”.

**Figure 8: Planned and realized funds for social protection and inclusion in partner municipalities in 2011 and 2012, as share of the total budgets (%)**



Based on Data from IBHI (2013): “Impact of the MDG-F DEG Project on the Enhancement of Social Protection and Inclusion in Local Communities”.

Through the increased capacities of the national stakeholders and joint oversight of the project execution, the project contributed to the goals of the Paris Declaration in terms of improving national ownership of development projects.

The program management model, i.e. as a *Joint Program* between UNDP and UNICEF (vs. potentially a single-agency management model) has undoubtedly brought up synergistic effects. Clearly, the improved cooperation between the UN agencies, whereby each one of these agencies brought its own strengths to the table, was the key factor in achieving the results which were discussed so far. UNDP’s administrative capacity and the knowledge of local governments joined with UNICEF’s expertise of HRBA to combating social exclusion and experience of supporting municipalities with establishing and strengthening MMBs/municipal Commissions. In addition, UNESCO brought its expertise with “Water for Life” campaign to GoAL WaSH program. The JP model came with some costs however, including weakly harmonized procedures between the two agencies: as was discussed.

As the JP progressed, UNDP and UNICEF worked much closer with each other with much closer coordination. The regular PMC meetings with the involvement of national stakeholders and increasingly more information sharing was one of the mechanisms to contribute to the learning by UNCT in BIH providing useful lessons on how to accelerate achieving its goal of “UN delivering as one”.

By creating a model of linking the “water supply”, “social issues” and “improved citizen participation in local decision making” JP contributed to the objectives set by the MDG-F thematic window on Democratic Economic Governance. These could serve as a transferable example.

#### 4.5. Quality of Project Design

The design of the JP is overall clear and articulates well the problems that it aims to address with their respective causes. The country’s national and local authorities and social stakeholders were consulted at the design stage, and it takes into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention. JP ensured mandatory inclusion of women in the MMBs, which is a good example of gender mainstreaming of in local governance.

Lessons were learned from the previous interventions and incorporated into the programme to improve its efficacy. In particular, the program brings together the water sector development issues and the “accountability” aspects of the municipality operations - a gap that was identified in the whole spectrum of the existing projects in support of water sector development before the JP: post-war donor activities related to water supply initially focused mainly on desperately needed infrastructure reconstruction.

The joint programming model was indeed the best option to respond to development challenges stated in the project document due to the fact that the objectives which were set, required in-depth expertise in both local governance/local service provision issues and those of social vulnerabilities/social exclusion

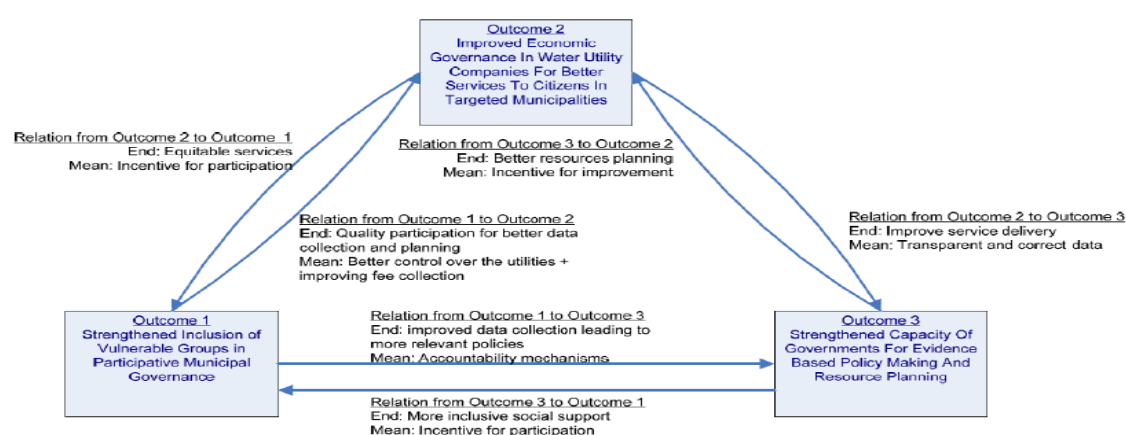


The discussion below touches upon a few issues in program design in more detail. Here it should be remembered that the project document was prepared three years ago and in the meantime, certain changes have taken place at the global level that influenced the project, e.g. global financial crisis, which affected social welfare of the population and the financial standing of municipalities. Not all the points discussed below are however time-sensitive.

### Regulatory field

Some of the findings point to certain concerns related to project design: these were discussed in Section 4.2.2. Figure 9 describes the vision of the linkages between the three program outcomes from the project document.

**Figure 9: The vision of linkages between the three program outcomes**



Source: Program Document

It was already discussed that the focus of the JP was on establishing consultative platforms as a key modality for improving water sector governance (as in Figure 9). It is evident that while this assumption was valid and the establishment of the municipal Commissions did bring up a better understanding between the utilities, social service providers and residents, and in that regards it is valid to claim that the governance of the companies has improved, it is also clear that bringing up sustainable changes in water sector governance in general and in relation to water tariffs in particular, requires improvements in the regulatory framework. In this regards, it seems that there was a room for a better analysis of the causes of the problems that the project strived to address, laying out assumptions and assessing risks in the project document. In particular, while the assumption and expectation that including citizens' representatives in the process is expected to offer an opportunity to educate the citizens about the importance of the proposed tariff restructuring, thereby increasing support for such measures at the grassroots level and improving the likelihood of acceptance hold, it is not sufficient enough to induce change. As mentioned in GoAL WaSH (2009) report the lack of funds for water utilities is largely attributable to their *lack of autonomy* and *dependence on municipalities*, which are typically not in favour of increasing tariff rates, and throughout history, the price of water has been utilized as an instrument for social peace and a political weapon, and the same holds true today.

It could be inferred from the project document (although not stated explicitly) that it was expected that all the partner municipalities will increase water tariffs rather quickly to reach cost –recovery levels. This did not, indeed took place, as was discussed in Section 4.2.2, due

to the argument presented above, i.e. political realities, but also for objective reasons, since this has to happen parallel to reducing losses, and other measures. This assumption, that tariffs would rise quickly, has impacted the design of the M&E framework in the project document, whereby 2 household surveys were envisioned before and after such increase: non-realization of such expectation led to the need to revise the M&E plans. Perhaps, this need for revision is partly responsible for the fact that the resulting M&E framework is hardly the best design for such a program (*see the discussion later in the text in this Section*).

### *Selection of municipalities*

At the Inception stage of the project, it was decided to select more than 10 (initially planned) locations for JP implementation. The choice to propose 13 municipalities and 11 respective water utility companies was supported by government partners.

With the PMC approval, it was decided to abandon the originally envisaged public call to municipalities to apply with expression of interest to participate in the project (to avoid self-selection) and to opt for a semi structured process whereby all stakeholders and PMC members would list existing priorities, verified during the previous few years, as a basis for further evaluation (50 municipalities were long-listed at this stage) followed by an evaluation at the PMC meeting, along the following lines:

- comparison of the project priorities with other similar existing programmes and initiatives from the past in the given municipalities; and
- comparison of priorities against the socio-economic aspects of the project, focusing on municipalities with documented record of socially excluded groups, returnees and IDPs, and with poverty data indicating general exclusion of the respective municipality.

As a result a shortlist of 22 municipalities was formed followed by field visits and detailed assessments<sup>30</sup> in spring 2010 by the JP team (guided by a questionnaire) in the attendance of municipality and water utility representatives. Evaluation consisted of on the spot verification of candidate municipalities’ fulfilment of the obligatory criteria, namely:

- Strong interest in the involvement in the project;
- Commitment to co-finance project activities;
- Existence of priority projects within water supply sector; and
- Socio-economic indicators.

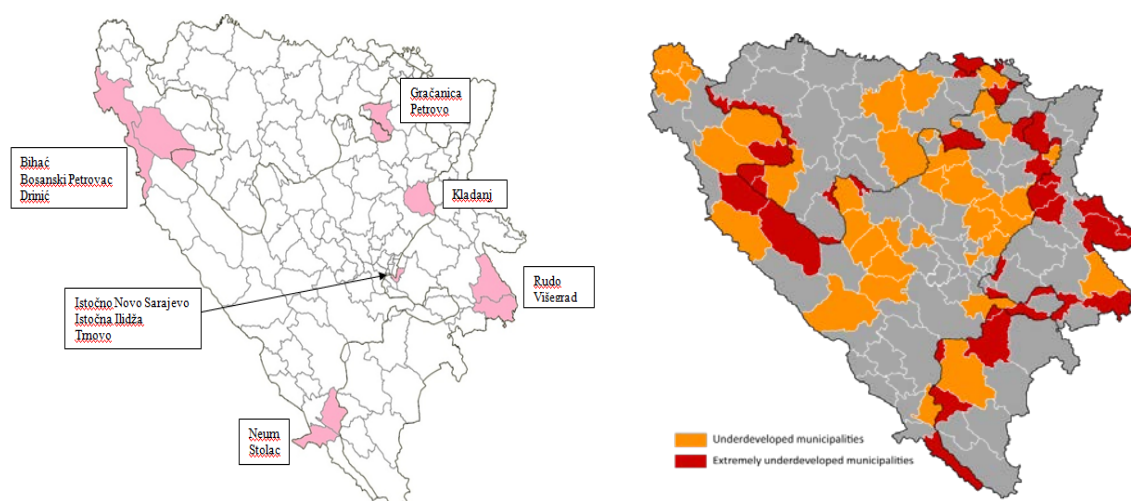
The final selection of municipalities represents a mix of well developed ones and weaker ones, as shown in Figure 9. The selection thus strived to ensure a balance among the municipalities by:

- Ensuring a mixture of municipalities of different size, type and capacities relevant for the delivery of project objectives, taking into account geographical and demographic characteristics;
- Creating geographic units (clusters) of municipalities in preparation of inter-municipal, inter-entity and international cooperation;

<sup>30</sup>Bihać, Bosanski Petrovac, Čajniče, Goražde, Gračanica, Grude, Grad Istočno Sarajevo, Kladanj, Livno, Neum, Petrovac/Drinić, Petrovo, Prnjavor, Ribnik, Rudo, Srbac, Srebrenik, Stolac, Široki Brijeg, Trebinje, Višegrad i Zenica..

- Possibility of building on the achievements of municipalities which participate in other three MDGF projects in BiH;
- Participation of municipalities from both entities; and
- Potential for a broader impact on improved social participation and inclusion of citizens.

**Figure 10 Partner municipalities and their development status**



Source: PD (left) and UNDP BiH (2010): “Regional Disparities in BiH: Main Findings”.

Given the “demonstrative” nature of the JP this approach seems to be justified. The evaluation revealed that several municipalities have emerged as “leaders” in various areas, e.g. in terms of their technical knowledge (which they share with others now, e.g. Gračanica), or in terms of starting the new approaches (e.g. opening a municipality subvention budget line for water bills for the vulnerable households, or embracing the notion of “municipal commissions” first). It is also important given that the logic of water sector reforms in BiH will undoubtedly lead to regionalization, as is happening now in the neighboring countries, with the larger cities emerging as regional centers for water supply. Table 5 describes the final selection of partner municipalities.

**Table 5: Final selection of partner municipalities, and their ranking according to their development status**

Municipality	Development Ranking (low scores denote higher level of development)	Entity
Bihać	9	FBiH
Bosanski Petrovac	72	FBiH
Gračanica	67	FBiH
Kladanj	83	FBiH
Neum	22	FBiH
Stolac	89	FBiH
Petrovac-Drinić	139	RS
Petrovo	134	RS
Rudo	118	RS

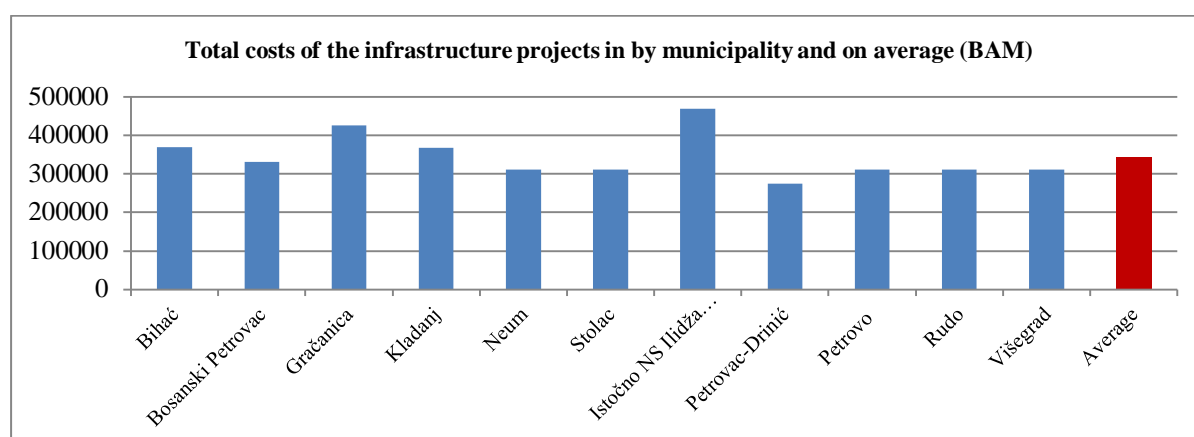
Municipality	Development Ranking (low scores denote higher level of development)	Entity
Višegrad	91	RS
Istočno Novo Sarajevo	9	RS
Trnovo	81	RS
Istočna Ilidža	10	RS

Source: PD and UNDP BiH (2010): “Regional Disparities in BiH: Main Findings”.

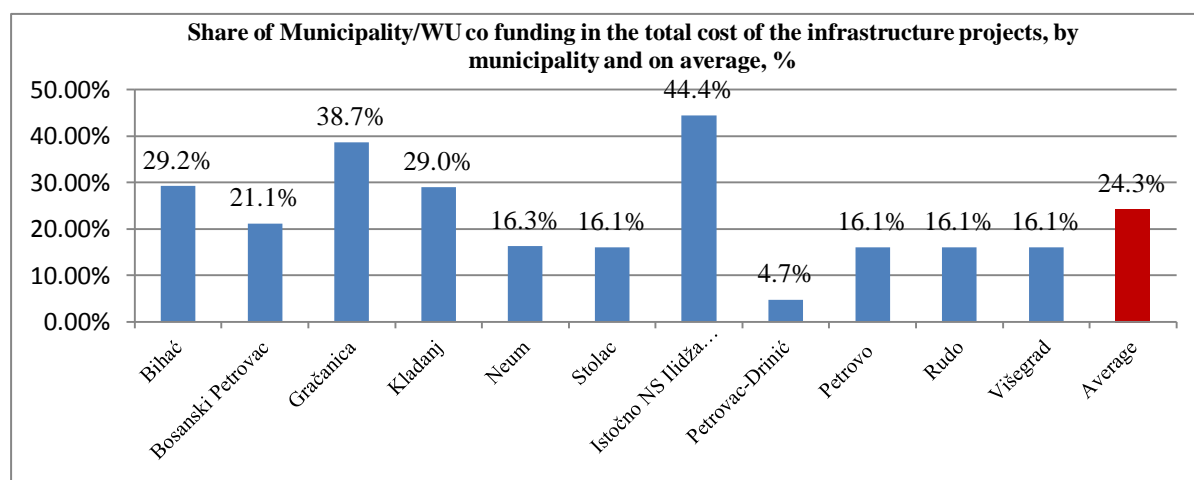
### Scale of Assistance with Infrastructure projects and extent of co-funding

Given that the list of municipalities was mixed including both large and small, and financially better and worse-off, and given that there was a grant component for the small infrastructure projects, it might have been rational to expect various levels of cost sharing. To see whether this was the case data from Program reports was analyzed. Figure 11 describes the total costs of infrastructure projects in absolute amounts and the contribution of municipalities and water utilities as a share of the total amount.

**Figure 11: Total costs of infrastructure projects and the share of municipality/WU contribution in it, by municipality and on average**



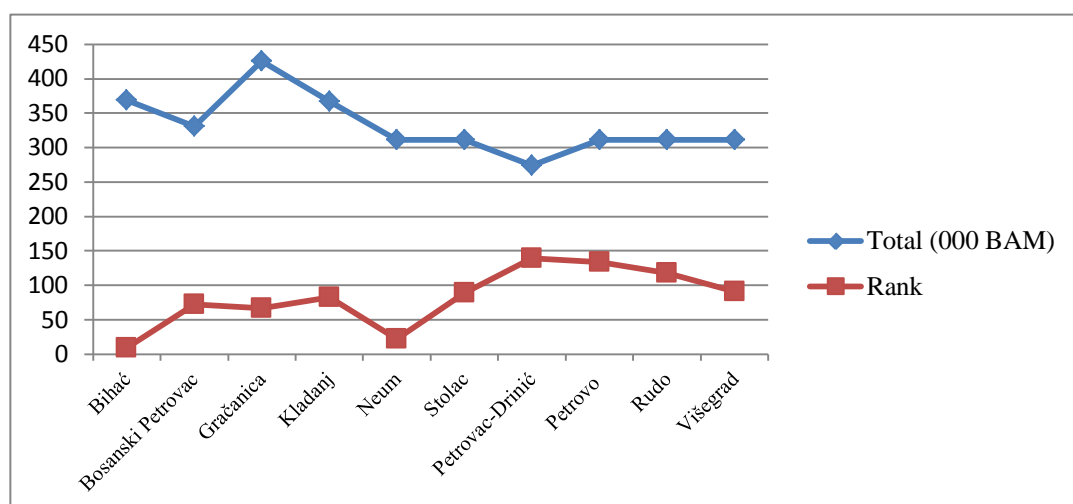
Source: Project documents



Source: Project documents

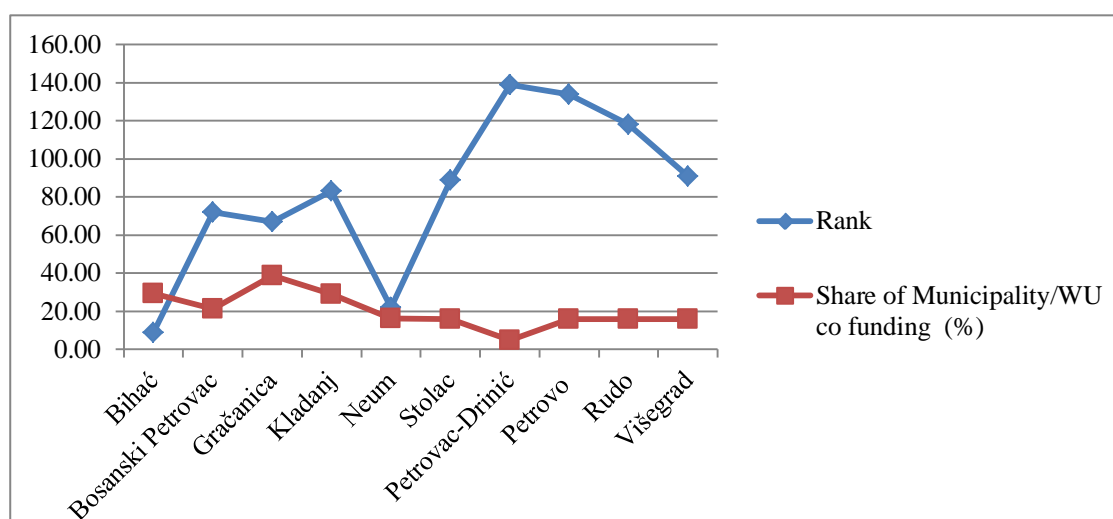
It can be observed that the total costs were more or less in the similar range with the exception of the regional supplier serving 3 municipalities (Istočno Novo Sarajevo; Istočna Ilidža; Trnovo), which is rational. However the share of municipality/WU contribution varies greatly from municipality to municipality: this necessitates comparing this against the development status of the municipalities, which is done in Figure 12 and Figure 13. **Figure 12** indicates that there is no correlation between the development ranking and the total amounts of the project, but as in **Figure 13**, the poorer municipalities contributed less. Hence the project design in this regards was overall, sound. At the same time, it would have been desirable to set up explicit criteria for cost-sharing.

**Figure 12: Total projects costs of infrastructure projects and the development rankings of the partner municipalities**



Data sources: project documents and UNDP BiH (2010): “Regional Disparities in BiH: Main Findings”.

**Figure 13: Share of municipality/water utility co-funding total costs of infrastructure projects and the development rankings of the partner municipalities**



Data sources: project documents and UNDP BiH (2010): “Regional Disparities in BiH: Main Findings”.

### *Sanitation/Sewerage*

The majority of the interviewed stakeholders mentioned during the interviews, that ideally the JP should have covered sanitation/sewerage as well, as this is a rather important challenge in the BiH also, as is water. The recent research globally indicates the importance of improved sanitation/sewerage (even more than water supply) for the health outcomes<sup>31</sup>.

### *Monitoring, Evaluation and Learning*

The original M&E framework of the project was too extensive and, with the help of the M&E adviser it was somewhat simplified. It is still extensive however, with a long list of output indicators, perhaps at the expense of indicators that would capture sustainability, replication, and longer term outcomes.

The household survey component (by UNICEF), was planned to, *inter alia*, capture the effects of the tariff increases on households<sup>32</sup>. As a result, when it was realized that the original expectations are not going to be met, and tariffs are not going to be increased rapidly, the concept of the household survey had to change as well (and it took time), and eventually took the form of the study *IBHI (2013): “Impact of the MDG-F DEG Project on the Enhancement of Social Protection and Inclusion in Local Communities”*. This study however looks at the institutional changes and does not include a component on assessing the impact of the project on households.

Given the “demonstration/testing” nature of the JP, it would have benefitted from a more elaborate agenda for learning. Several learning questions could have been identified and a learning program built around these emerging “water supply management models” and other issues. The areas of emerging learning/important approaches (some were identified/confirmed during the interviews with the program management) potentially include:

- *Inter municipal cooperation (IMC)*. While Istočno Sarajevo is not a true IMC, a case study here (where one WU serves 3 municipalities) could be useful to understand the factors which hinder the opportunities for a wider promotion of IMC concept with regards to water supply in BiH. This could be conducted with UNDP’s Integrated Local Development Project 2 (ILD-2), especially given that IMC is among the areas of ILDP work: the lessons learnt and transferable practices/case studies particularly related to water governance could be disseminated to partner local governments;
- *Best examples of Municipal Commissions and Action Plans;*
- *Typology of assistance programs related to water sector for the vulnerable, and the best modalities for implementation;* and
- *Best practices from water utilities* (technical operations, financial management, customer care and public relations, etc)

<sup>31</sup> See for example 3IE (2009): “Water, Sanitation and Hygiene Interventions to Combat Childhood diarrhoea in developing countries”. by Hugh Waddington, Birte Snilstveit, Howard White, and Lorna Fewtrell

<sup>32</sup> Implementation of two rounds of the Child Rights/Social Impact assessment including 1,000 households per assessment was planned jointly by UNDP/UNICEF



Also, it should be noted, that no sustainable system was envisioned to be put place for monitoring changes at partner water utilities resulting from project assistance, as was discussed.

#### 4.6. Sustainability and Scaling up

The achievements of the JP contributing to greater sustainability of the JP results include:

- All 11 MMBs becoming permanent municipal commissions continuing to foster multisectoral cooperation and social protection and mandating the notions of such Commission in the new RS Law on Social Protection (2012). While this is not case for the draft “Framework Law on Targeting of Cash benefits to Individuals in the FBiH” (expected to pass soon) it seems to be possible to introduce the notion of the Commissions through secondary legislation. This will strongly contribute to sustainability of this model and its scaling up;
- Commissions have been implementing Action Plans (2012-2013) and embarking on the new ones (2013-2014). While there is no mandatory requirement for the municipalities to implement the priority measures from these Actions Plans, and while the latter might be desirable, the accumulated experience provides a good example already with good chances for replication;
- Establishment of the referral mechanisms for the protection of the rights of marginalized girls and boys in the partner municipalities, whereby the education, health and social protection sectors signed Protocols on Cooperation and Procedure which clearly define their roles within this model. Eleven Operation Teams have been formed and appointed by the Mayor in order to continue functioning after the project ends;
- Water subventions for the vulnerable have been allocated in four Municipalities and the number of municipalities opting to use similar mechanism is growing;
- Water Supply Studies are being adopted by Municipal Councils and used as strategic document. Interviews with the IFIs indicate that these studies serve as very useful background documents about the water supply situation in the municipalities; and
- While the role of the Department on Water at MOFTER is limited to mostly coordination with international agencies, its presence was the very first and necessary measure to potentially drive the agenda of designing and implementing regulatory reforms in water sector.

The threats to sustainability lie more in the constitutional crisis that the country faces, which are reflected in the fragmented governance, unclear and overlapping institutional responsibilities, weak central governance, as well as weak sectoral governance at the entity level ministries, as described in the beginning of this report. These challenges hamper both the effectiveness of the project and the opportunities for replication of the models developed under the JP. This overarching challenge finds its reflection in the difficulties that any attempt at improving regulatory field of water sector will face. Improvements in the regulatory field/tariff setting are important not only for the promotion of the reforms, but also in terms of sufficient funding for O&M of the infrastructure. The available data from the survey of WUs indicates that the amounts allocated for O&M have either been reducing or remaining unchanged over the years: given below cost recovery level tariffs in almost all the

partner water utilities, this indicates that the utilities simply under invest in O&M, which is a threat to sustainability of the infrastructure networks, including those provided by the JP.

There are also doubts, as was discussed in Section 4.2.2 about the PAGs as sustainable mechanism. At least in the RS, the Ministry was not too enthusiastic about PAGs being

**Box 4: UNDP's ILDP-2 (2011-2015)**

UNDP started the 2<sup>nd</sup> stage of the Integrated Local Development Program (ILDP) in 2011. It helps local governments and their communities to create integrated local development strategies by bringing together the resources and knowledge of local stakeholders. While taking into account the driving role of local governments and recognizing the indigenous social, economic, cultural and environmental aspects of each locality, ILDP places a central focus on ensuring that strategic planning and financial frameworks of higher government levels are responsive to local development needs. Importantly, ILDP supports effective implementation of local development strategies via strengthening local governments' policy delivery capacities, transforming local priorities into concrete development initiatives and encouraging community-led development. The project aims to support the further consolidation of the local strategic planning system in BiH by:

- Enhancing its vertical integration within the higher government strategic and financial planning frameworks; and
- Supporting a critical mass of local governments to apply a harmonized approach to strategic planning and effectively manage local development processes in partnership with their communities.

ILDP-2 works with 40 municipalities, from which 3 were included in the JP, namely: Bihać, Bosanski Petrovac and Trnovo.

Source: <http://www.undp.ba/index.aspx?PID=21&RID=57>

supported by the state: instead they would like to see more NGOs represented in the Commissions.

Sustainability design of the program could have been better too. This is the case for example, with the need to institutionalize the training models developed under the JP with capacity building of selected national structures (universities, research centers) to provide similar trainings on a commercial basis after the project is over. The interviews with water utility managements demonstrated that there is a considerable demand for such training courses even if these are run on a commercial basis.

Thus, the JP does not have a really well designed exit strategy. Having said that within UNDP's ILDP-2 (see Box 4), there is a plan to

replicate the some of the best practices from the JP in 40 municipalities covered by ILPD as follows:

- transfer the training programme on the management of water supply to ILDP 2 partner local governments (and even further, to a broader range of BiH local governments via the UNDP's Training System for Local Governments/MTS Project); and
- for the 3 local governments (which were part of JP, namely Bihać, Bosanski Petrovac and Trnovo), offer support in the process of implementation of identified priorities in the water sector (which are also part of the adopted integrated local strategies and their environmental plans and thus provide direct linkage to municipal budgets).

Within the ILDP-2 partner local governments, Local Development Management Units will be established, which will have lead role in cross-sectoral coordination in the process of implementation of the integrated local strategies and their social, economic and environmental priorities (including identified water sector priorities) by ensuring linkage with municipal budgets. Embedding action plans related to water management within the

integrated local strategy will ensure increased local development effect, as well as positioning water governance within the integrated development agenda of municipalities and cities in BiH. The integrated local strategies will serve as a single development platform aligned with the budgets and priorities of higher government levels.

Promoting integrated local development planning in the 3 “joint” JP/ILDP-2 municipalities could then serve as a model for the other municipalities from the JP. These developments are in line with the recommendations from MTR. They will significantly contribute to scaling up of the model of the Commissions/Action Plans (including for activities related to social assistance related to water in the country)

National institutions demonstrated strong national ownership as was discussed, in terms of embracing the JP. What seems to be lacking however are proactive steps to scale up the best practices developed under the JP to other municipalities. As an example, development of water sector studies (possibly with an enlarged scope, covering sanitation/sewerage) could be supported for other municipalities, especially since, as the evaluation team was informed, EU IPA funding is available to the entity level governments for similar purposes.

## 5. CONCLUSIONS

The relevance of the JP as a response to a genuine need of improving the water supply in BiH with a focus on citizen participation and accountability is in no doubt. The country had emerged from the war with the far from adequate state of water infrastructure, weak governance at all levels of the government and considerable poverty levels, with the vulnerable population affected disproportionately by inadequate water supply services, inadequate social assistance system and a lack of trust by and participation in local governance by the citizens.

The JP helped to develop the format for multisectoral consultative platforms (multisectoral municipal boards) at the municipality level which bring together the utility and social service providers. These platforms/boards, later turned into municipal Commissions (as formal municipal structures) provided a forum for a better understanding by the different participating segments of each other's needs, constraints and helped to develop and implement actions which help to improve the lot of vulnerable households, including those related to their access to and affordability of water services. One aspect that seems to be in need of some refinement is the way to ensure that the voice of civil society and the vulnerable households is brought to the Commission meetings in a more sustainable manner. Perhaps, some refinement of the PAG and the “vulnerable households - Commission interaction models” is needed. The JP helped train the Commissions in HRBA based analysis of social protection issues, supported the development of their Actions plans and funded selected measures from those. These were all important steps in terms for institutionalization of the model as a whole. A better link of the Action Plans to municipal budget funding seems to be the area where there is a need for further work. This gap is now being addressed by UNDP's ILDP-2: embedding action plans related to water management within the integrated local strategy will ensure increased local development effect, as well as positioning water governance within the integrated development agenda of municipalities; the integrated local strategies will serve as a single development platform aligned with the budgets and priorities of higher government levels.

The assistance related to capacity building of water service providers (water utilities, but also the staff from the communal service departments of partner municipalities) through the JP helped to extend access of water supply services to the locations not covered by centralized water supply, normally poor areas, often populated with IDPs: this was facilitated by capacity building of water utilities, water supply studies and small infrastructure projects. Building the capacity of the water service providers laid the foundation for further performance improvements in the future which will benefit not only the general population in the localities, but will have a differentiated positive impact on the vulnerable households. Equipping the water service providers with water supply studies helped not only to improve their daily operations and work planning, but also to approach IFIs for funding: these too has a potential of a long-term beneficial impact. However, the inadequate revenues of the water utilities resulting partly from below cost recovery tariffs continue to be the main obstacle hindering further improvement in water supply. The JP (and other similar programs) helped to reduce the need in very drastic tariff increases as a result of the reduction in losses; there is also a room for more commercial loss reduction through improved collections, and here the JP could have done more to raise public awareness to support better payment discipline by the residents. Still, the need for setting tariffs at cost recovery levels is still pressing. While in several partner municipalities water tariffs were increased during the JP duration, the general trend is that the tariffs are still kept below cost recovery levels for populist reasons by

the municipality mayors. That is not to say that the social concerns are not valid: the poverty is significant, but affordability related problem is best to be addressed through direct assistance to the vulnerable households. The JP has demonstrated this mechanism in the context of BiH in 4 partner municipalities, which instituted subvention mechanisms to cover (part of) water bills of the poor households. Moreover, the JP has set up a system of a better identification of the poor and vulnerable households, through the introduction of the HRBA to social policy based on localized multiple vulnerability criteria. Hence there is a model of both setting economic price for water while at the same time protecting the poor households, but the former is not as yet taking place across the board. This point is related to the main weakness of the JP, which goes back to project design, whereby the importance of addressing regulatory problems in the sector was underestimated, assuming, in particular, that tariffs will be raised to cost recovery level through the establishment of consultative platforms (Commissions).

The notion of multiple vulnerability criteria based social assistance has helped to improve the performance of the local governance structures for social protection and served as an important testing ground on the eve of reforming the social assistance in the country currently, with the potential of becoming part of the future targeting mechanism. The performance of the local governance structures for social protection was improved also through the establishment of referral mechanisms for the protection of the rights of vulnerable households.

The improved capacity for evidence based decision- and policy making by municipalities was strengthened through the:

- establishment of the Commissions, as structural elements of the partner municipalities, equipped with better knowledge and skills in the application of Human Rights Based Approach (HRBA) to social protection/social assistance. The improved capacity for policy making through this channel was demonstrated when the subvention mechanisms in the 4 municipalities were instituted, with more of them likely to follow suit; and
- development of the Water Supply studies, which are now being adopted as policy documents by the municipalities. These studies are useful tools for the entity level governments also, along with the study on the “General assessment of the water supply sector and its human development function in BiH”, in developing their plans for sectoral development.

As for the DevInfo databases (which the partner municipalities now have with JP support), for these to become a strong instrument supporting evidence-based policy making, a better link with local/central planning/reporting system is needed

Some of the areas where the JP was weaker than it could have been include: very limited public awareness campaign and not extensive enough experience sharing among all the municipalities and water utilities in the country. While there are objective reasons behind these (lack of funding for a truly innovative public awareness campaign and weak Associations of Water Utilities and Municipalities), the JP could have been more proactive in seeking solutions to address these constraints. The effectiveness of the activities in terms of improving capacities of the higher levels of the Government could have been stronger too if the JP worked more on the policy aspects, e.g. by supporting entity level governments to develop publicly available performance benchmarks for water utilities. On a positive note, the

JP helped to establish the Department on Water Supply at MOFTER, something that was not envisioned in the program document. While the Department’s mandate is limited, this was an important first step in promoting improvements in the regulatory framework for water supply in the country.

The efficiency of the JP was facilitated by its “joint implementation” mode, whereby it built on the strengths of each agency and its established networks. The coordination among the participating UN agencies, as well as cooperation with the key government agencies improved as the JP progressed, facilitated by the establishment and enlargement of the PMC and the establishment of a larger Reference Group, providing useful lessons to UNCT in BiH on the way to moving to One UN. This is also an evidence of adhering to high standards accountability and transparency and principles of Paris Declaration.

Overall it could be stated that the national authorities have made the project their own in that they embraced a number of the concepts promoted by the JP (e.g. the notion of the multisectoral Commissions, HRBA to social policy), with the local governments additionally displaying a keen interest in participating in the JP by co-funding of infrastructure projects and providing funding for the items from the Actions Plans of the Commissions, including starting municipal subventions to cover (parts of) the bills of vulnerable households. At the same time, one would have wished to see more concrete steps on behalf of the water sector agencies/ministries in terms of scaling up the best practices the JP, e.g. providing funding for the Water Supply Studies or supporting training programs using the modules developed under the JP. Currently it is under the UNDP’s ILDP-2 that the transfer of the training programme on water management to 40 partner local governments will take place.

While the design of the project could have been stronger in terms of sustainability and exit strategy, many of the project results provide a sound basis to be hopeful in terms of their sustainability. This is true in particular, with regards to the notion of the Commissions (now mandatory by law in RS), proliferation of the municipal subvention mechanism, and the widening of the use across the country of the multiple vulnerability criteria and HRBA in social policy. At the local level, the water supply studies, being adopted by the respective municipalities are likely to serve as policy documents on a sustainable basis. The fact that a number of partner municipalities have allocated funding for measures from the Action Plans of the Commissions is also encouraging. There is already a decision to introduce prioritization in Action Plans; as for the links to municipal budgets: UNDP’s ILDP-2’s model of developing Integrated local development plans seems like the best way to take this process to the next stage.

The JP benefited directly and indirectly around 50.000 BiH residents according to project reports; all the planned target groups had access/used programme results, with positive differentiated effects for the poor and vulnerable, IDPs, ethnic minorities (e.g. Roma). In particular, the poor and vulnerable population in the partner municipalities saw improvements in the access to and affordability of water supply, and received other assistance. Thus the evidence suggests that the JP helped to improve the country’s standing according to MDG criteria.

The key threats to sustainability to the project stem from lack of regulatory framework for tariff setting and overcomplicated public administration system in the country.



## 6. LESSONS LEARNT

The JP on “Securing Access to Water through Institutional Development and Infrastructure” demonstrated that the “joint program” model:

- has a potential to contribute towards UN reform and future joint programme planning and implementation by providing useful lessons on what worked and what did not work as well in working in a joint fashion;
- has a potential to result in important synergies building on the strengths of the participating UN agencies, provided that close coordination and information sharing in program implementation is assured. In the case of this particular JP, it allowed to combine UNDP’s strong track record of capacity building of community service providers and UNICEF’s strong expertise in HRBA to social protection, as well as UNESCO expertise in “Water for Life” campaign. The cooperation (a) improved the citizen oversight over the performance of water utilities; (b) strengthened the emphasis on gender, leading to increased representation and involvement of women in municipality decision making and (c) resulted in youth being actively involved in forming PAR groups, ensuring their engagement in the solving of the community problems from an early age: a good investment to promote their future engagement as well. This JP also demonstrated that in designing JPs sufficient attention needs to be paid at designing *joint* and *effective* M&E systems and mechanisms to capture emergent learning;
- has a potential to contribute to better coordination among various stakeholders (governments at different levels, donors, utility and social service providers) and thus improving governance in public service provision (governance of water supply sector in this case) and the service provision *per se*; and
- has a potential to contribute to improving the governance of the UN programs as well by stimulating the application of the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility): the caveat here is that perhaps there is a need to (a) have a stronger indication that the country is ready to move towards implementing difficult reforms and/or (b) commitment for scaling up.

Several elements of the JP are proving to be best practices transferable to other programmes or countries, e.g.:

- establishment of consultative platforms at the municipalities, which, among other issues tackle the identification of and support to vulnerable in their communities (including with water supply related issues) and improve the accountability in the operation of municipal utilities and other service providers. This has a potential to improve cooperation among various stakeholders in various areas and ultimately help to improve the lives of the vulnerable population in the communities. The concept of such platforms should ideally be enshrined in law;
- supporting municipalities with water sector masterplans helps to unlock funding sources for those municipalities which would not have such opportunity without external assistance, as well as informs and improves local and sectoral policy making at higher government levels; and

- combining assistance to municipalities with the support and advocacy at the higher levels of the government helps to put the requirement for improved service delivery on a more sustainable footing.

A few other lessons learnt from the JP include:

- the concept of the PAG groups as structures which will involve representatives from the vulnerable population in concrete localities is not always easy to achieve. Similarly it could not be assured with certainty the municipal Commissions involve active and relevant NGOs in the community. Hence the further elaboration is needed of the model which would ensure that the voice of the poor is brought into municipal Commission meetings in a sustainable manner;
- policy level work needs to be tackled more forcefully, with sufficient time and resources allocated to achieve greater effectiveness and improve chances of sustainability in improving water supply in an equitable manner. The duration of this JP was hardly sufficient if policy level work was to be attempted more forcefully. A longer horizon (e.g. 4-5 years) in that case seems more justified. A longer time frame would also have allowed for capacity building of certain legacy institutions which could carry on the activities performed by the project, e.g. training service providers, associations of water utilities and municipalities, CSOs, etc.; and
- sufficient resources should be allocated for the purposes of carrying out large scale outreach, communication peer-to-peer exchange activities.

## 7. RECOMMENDATIONS

The recommendations listed in this Section were developed based on the key issues identified in the Section on Findings. The tentative list was discussed with the JP management and broad agreement reached.

The list in the following 2 subsections is organized in the order of priority. All these recommendations are addressed to the UN agencies participating in the JP.

### *Current Programme*

In the remaining weeks of the JP it is recommended that the JP:

1. Organizes a concluding event/conference where the lessons learned will be shared with the wider audience, including water utilities and municipalities and their associations, donor agencies, and various government agencies. It is recommended that this event is carried out when the Assessment of the Capacity Building results of the water utilities (by UNDP) and the IBHI (2013): “Impact of the MDG-F DEG Project on the Enhancement of Social Protection and Inclusion in Local Communities” (for UNICEF) are finalized. This event could also be used to disseminate the training materials developed under the JP to training institutions;
2. Prepare Case Studies and develop an effective knowledge sharing program (which could then be promoted under ILDP), based on the experience of the JP, e.g. along the following lines: Inter municipal cooperation for better water supply; best examples of Municipal Commissions and Action Plans; typology of assistance programs related to water sector for the vulnerabilities, and the best modalities for implementation; and best practices from water utilities (technical operations, financial management, customer care and public relations, etc)

### *Potential follow up*

In the framework of this evaluation interviews were conducted with several key donor agencies active in the water sector in BiH to identify their plans in the coming years and hence, the gap and niche for UN agencies. **Table 6** summarizes the responses from these interviews.

**Table 6: Plans of main donor agencies in water sector**

Agencies	Directions of support
EIB	EIB plans to join forces with SIDA to train 23 of their partner municipal water utilities (with 6 of these selected for further in-depth support)
Sida  (not interviewed, based on the information from the web)	Sida will be co-funding the training program for 23 water utilities (municipalities) with EIB. It has a tentative agreement with MOFTER to support the steps aimed at improving regulatory environment in water sector. “Strategy for development cooperation with Bosnia and Herzegovina (January 2011 – December 2014) envisions contribution to improved municipal environmental infrastructure focused on the management of waste, water and sewage. It can comprise both capacity building and investment at municipal level. Swedish loan and guarantee system for environmental, climate and energy investments could be utilised. Support of the strategic planning of environmental issues at various levels of the Bosnia and Herzegovina administration could also be considered

Agencies	Directions of support
WB (not interviewed, based on the information from the web)	According to the Country Program Strategy (CPS) 2012-2015 as far as water infrastructure is concerned, the focus of the WB falls on climate change/flood mitigation, wastewater treatment and irrigation projects.
EBRD	Currently EBRD has a few large loan programs in W&S sector, in Bijeljina and Sarajevo. The Bank structures and implement projects in the municipal and environmental infrastructure sector under a sovereign guarantee, focusing both on sector reforms within each Entity and on institutional strengthening at the level of operating companies. Further, the Bank will prepare environmental projects (water and waste water) in order to attract IPA grant co-financing. EBRD sees the willingness of companies and local authorities to work together on a multi-municipal basis/ regionalisation as a key factor for success. One of the Bank's projects addresses this problem by involving several municipalities to address, on a regional level, a shared water supply problem, but it has run into significant challenges. In terms of the regulatory framework EBRD is ready to be involved with its TA once a political decision is taken with regards to the level of the government where a regulatory agency will be institutionalized (state vs. entity)
EU	"Support to BiH Water Policy" project ended in 2011 (funded under IPA 2007-2010). Results: preparation of 1st water policy document tracing the main directions, which are harmonised and agreed among the main stakeholders, regarding water resources planning and development in BiH for the next 25 years; preparation of working material for 6 by-laws related to the Entity Water Laws; preparation of strategies for implementing EU "Drinking Water Directive", "Urban Wastewater Directive" and "Flood Risk management Directive". The work under IPA 2011-2013 supports further approximation, preparation of a pipeline for potential investment projects, and a small component on projects with selected municipalities.
SECO/SDC	SDC has supported "Project of Good Governance in Water and Environment Protection (GOV-WADE)" since 1997. The project is designed for municipalities in the basin of the river Una. In the last, final phase, which began in January 2010, the emphasis has been on 6 municipalities, which were elected to become potential role models in the water and environmental protection sector. Infrastructure projects were supported on 50-50% co-funding basis from municipalities. The program might extend to more municipalities.

NB: this is based on interview and/or information on the web and is no way a final and exhaustive list.

Recently Sida facilitated formation of a donor coordination group on water supply issues, and this will be a good forum to clarify the above information in more detail. With the information available at this stage, it seems the following are potential avenues for a follow up to the JP for UN agencies:

- In close coordination with Sida, EU and the WB,
  - support increased accountability measures in terms of both vertical and horizontal mechanisms of municipalities and water utilities in cooperation with entity level sector ministries through, *inter alia*:
    - a framework for service delivery standards to ensure compliance across constituent jurisdictions, and
    - implementing a performance-based system that includes publicly available performance benchmarks and indicators, and offers incentives to providers to improve their service delivery.

- policy level support to MOFTER (coupled with its capacity building) and the entity level governments to develop tariff setting guidance, ensuring coordination with plans related to implementation of the new draft law on Communal Service Management, once it is passed. Possibly support the entity (cantonal) and local governments in implementing this new draft Law (on Communal Service Management) once it is passed in cooperation with the Association of Municipalities (coupled with the capacity building of the Association Municipalities).
- Support the entity (and cantonal) level governments to develop W&S studies for municipalities, with utilization of IPA funds and municipality co-funding;
- Mediate negotiations between various levels of the government to arrive at a decision on which level of the government should regulatory agency/agencies be established, and steps leading do it and its scope. In such complicated environments as BiH, UN has the unrivalled capacity to broker agreements among various stakeholders; and
- Potentially extend the JP model to other municipalities, but this should now concentrate on the poorest of the municipalities and promote IMC. This has to be coordinated closely with SIDA/SECO assistance package.



## **ANNEXES**



## Annex 1: Terms of Reference

<b>Title:</b>	External Evaluation Consultant (International/National) – Final evaluation of the MDG-F Programme Democratic Economic Governance of Water Access in Bosnia and Herzegovina (MDG-F DEG)
<b>Cluster:</b>	Office of the Resident Coordinator
<b>Reporting to:</b>	<b>Office of the Resident Coordinator / Development, Research and M&amp;E</b>
<b>Specialist</b>	
<b>Duty Station:</b>	Sarajevo
<b>Contract Type:</b>	Individual Contract
<b>Duration:</b>	30 expert days (in the period 15 January 2013 – 29 March 2013)

### Background

#### Global Context: The MDG Achievement Fund (MDG-F) and Democratic Economic Governance Window

The MDG Achievement Fund is an international cooperation mechanism whose aim is to accelerate progress on the Millennium Development Goals (MDGs) worldwide. Established in December 2006 with a generous contribution of €528 million Euros (\$US710M) from the Spanish Government to the United Nations system, the MDG-F supports national governments, local authorities and citizen organizations in their efforts to tackle poverty and inequality.

An additional €90M were contributed by Spain in 2008 mainly towards child nutrition and food security, conflict prevention and private sector and development. Overall, 85% of resources goes to financing 128 joint programmes in eight programmatic areas/windows linked to the MDGs. Programmes are implemented in 49 countries from five regions around the world.

Programmes are formulated at the country level to address national MDG and related development priorities, that form part of the United Nations Development Assistance Framework (UNDAF), the common strategic framework that guides operational activities of the United Nations system at the country level. Over 20 UN Agencies are involved in the formulation and implementation of the MDG-F's joint programmes, with an average of 6 Agencies participating in each programme. This methodology stimulates a more effective and comprehensive approach that builds on the value added of each specialized Agency. All Agencies are responsible for ensuring that programmes are developed in consultation with country Governments and civil societies, since one of key aims is national ownership and the adoption of positive policy frameworks that stem from evidence created throughout implementation.

The Democratic Economic Governance Window comprises 11 joint programmes with a value of almost US\$60 million. These programmes focus mainly on strengthening the government's capacity to manage water provision and water quality, including citizens, especially the poorest, in plans and policies regarding water, and increasing financial investments in the water provision sector. These efforts contribute directly to meeting the MDG target of halving the proportion of people without sustainable access to safe drinking water by 2015, one of the targets of MDG 7.

#### Country Context: MDG-F Programme Democratic Economic Governance of Water Access in Bosnia and Herzegovina (MDG-F DEG)

MDG-F DEG Programme is jointly implemented by UNDP and UNICEF in partnership with the BiH Ministry of Foreign Trade and Economic Relations, BiH Ministry of Civil Affairs, the FBiH and RS Ministries of Agriculture, Forestry, and Water Management, the participating municipalities and their associated water utility companies, and civil society organizations. The Programme duration is 3.5 years, with a budget of US\$ 4.95 million. The specific Joint Programme objectives are to contribute to the:

- Strengthening inclusion of citizens in the participative municipal governance of water access;
- Improvement of economic governance in water utility companies for better services to citizens in targeted municipalities;
- Strengthening capacity of government for evidence-based policy making and resource

planning for equitable water related service provision.

The programme is aiming to address insufficient economic governance and poor infrastructure in Bosnia and Herzegovina's Water Sector. These issues are precluding duty-bearers and service providers from delivering water services to rights holders in a satisfactory manner. Also lack of quality participation of citizens in the decision-making processes for water sector is deeply affecting local communities and local development.

The modalities in implementation address the following issues:

- provision of a forum to citizens through which they can directly influence decisions that affect their communities and their lives,
- provision of valuable information to duty-bearers and service providers regarding the needs and priorities of the rights-holders, and thereby enables increased efficiency and efficacy of Water Sector interventions, and
- provision of a forum through which duty-bearers and service providers can deliver important information to citizens.

Programme will end in May 2013.

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

Under the direct guidance and supervision of the UN RCO Development, Research and M&E Specialist and MDG-F DEG management team consisted of representatives of UNDP and UNICEF, the Evaluation Consultant is going to provide evaluation services ensuring high quality, accuracy and consistency of work. The Evaluation Consultant will demonstrate a client-oriented approach and should meet the standards outlined in the Standards for Evaluation in the United Nations System. The evaluation will also be based on a stakeholder approach, where all groups and individuals, who affect and/or are affected by the achievement of the programme results and outcomes, are involved in the analysis. Moreover, the evaluation will take into consideration the institutional, political and economic context, which affected the programme during its implementation. Evaluation Consultant will work in close collaboration with the MDG-F DEG Programme Manager, participating agencies, programme staff and key programme stakeholders, partners and beneficiaries.

The unit of analysis or object of study for this final evaluation is the MDG-F DEG Joint Programme, understood to be the set of components, outcomes, outputs, activities that were detailed in the JP documents and in associated modifications made during implementation. The approach of the evaluation shall be participatory, that is, be flexible in design and implementation, ensuring stakeholder participation and ownership, and facilitating learning and feedback.

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

The main purpose of the evaluation is to provide an independent in-depth assessment of the achievements of programme results and outcomes against the planned results and the implementation modality of the MDG-F DEG Joint Programme. The final evaluation will be a systematic exercise, thorough analysis of the OECD/DAC evaluation criteria: programme design and relevance, effectiveness, efficiency, impact and sustainability, based on the scope and criteria as defined in this ToR. The entire evaluation process including reporting and preparation of conclusions and recommendations for the Joint Programme is to be completed within a period of maximum 2.5 months / 30 expert days.

Objectives of the final evaluation are:

- Assessment of the programme's quality and internal coherence (needs and problems it aimed to solve) and its external coherence with the UNDAF, national development strategies and priorities, the Millennium Development Goals at the local and country level, the level of contribution to the objectives of the MDG-F Democratic Economic Governance Thematic Window and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action;

- Assessment on how the joint programme operated and what is the efficiency of its management model in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and operational and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks, collaboration and synergies and will evaluate the effectiveness and efficiency of the JP modality and make recommendations to guide future joint programming among UN agencies in BiH;
- Assessment of design and relevance, effectiveness, efficiency, impact and sustainability of the programme and the level of achievement of envisaged programme results and outcomes (thorough assessment of all four programme components is required);
- Assessment of quality, results and impact of local programme interventions (municipal and NGO)/grant projects financed through the programme, including the assessment of co-financing modality and implementation capacities on a local level;
- Assessment of programme’s different internal and external M&E systems and tools developed including data collection, statistics, research and analytical outputs, databases, guidelines, etc. and assessment of programme’s communication and outreach activities and impact
- Identification of key recommendations and lessons learned through the evaluation process of the Joint Programme
- Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows as well as the overall MDG fund objectives at local and national level (MDGs, Paris Declaration and Accra Principles and UN Reform) by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, **conclusions and recommendations generated by these evaluations will be part of the thematic window Meta evaluation**, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

## Evaluation questions

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them.

**Programme Relevance and Design:** The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the Millennium Development Goals, associated national policies and donor priorities.

### *Guiding questions:*

**Relevance:** a) Are the Joint Programme objectives and outcomes consistent and supportive of Partner Government policies, sectoral priorities, EU accession agenda, Paris Declaration, MDGs, MDG-F Development Window, Accra Agenda for Action? b) Does the programme respond to the needs of identified target groups? c) To what extent are the objectives of the programme still valid? d) To what extent have the country’s national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention? e) Was the programme timely and well identified given the developmental and sectoral context of the country? f) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint Programme? g) How much and in what ways did the joint programme contribute to solve the (socioeconomic) needs and problems identified in the design phase?

**Design:** a) Was the design of the Joint Programme appropriate for reaching its results and outcomes? b) What is the quality of the programme’s implementation framework, are results and outcomes defined in the programme clear and logical? c) What is the quality of programmes’ results and M&E matrices, are indicators well defined and SMART? d) Were risks and assumptions well identified? e) Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements? f) Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? g) Does the Joint Programme take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention?

h) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programme? i) To what extent was this programme designed, implemented, monitored and evaluated jointly? (see MDG-F joint programme guidelines.) j) To what extent was joint programming the best option to respond to development challenges stated in the programme document? k) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results? l) To what extent did the joint programme have a useful and reliable C&A strategy?

**Programme Efficiency (processes):** Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality.

**Guiding questions:** a) To what extent does the joint programme’s management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results? b) To what extent participating UN agencies have coordinated with each other and with the government and with civil society? To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place? c) Were programmes’ financial and personnel resources managed in a transparent and accountable manner and were they cost-effective? What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one? d) To what extent were activities implemented as scheduled and with the planned financial resources? e) What monitoring tools and mechanisms were used by the programme management? f) If applicable, how flexible and responsive was the programme in adapting to changing needs? g) How do the different components of the joint programme interrelate? h) Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes? i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme’s outcomes and produce results and impacts? j) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan? k) What was the progress of the JP in financial terms, indicating amounts committed and disbursed (total amounts and as percentage of total) by agency? Where there are large discrepancies between agencies, these should be analyzed.

**Programme Effectiveness (results):** Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance. How well programme’s results contribute to the achievement of programme’s objectives?

**Guiding questions:** a) What was the quality of the programme’s key outputs and/or products (per component)? b) To what extent were the key programme results achieved (detailed analysis per component of 1) planned activities and outputs, 2) achievement of results)? c) To what extent and in what ways the joint programme contributed to the Millennium Development Goals on a local level and the country level, as well as the goals of the Paris Declaration (in particular national ownership), and the goals of delivering as one at country level? d) To what extent and in what ways the joint programme contributed to the objectives set by the MDG-F thematic window on Democratic Economic Governance? e) What factors contributed to progress or delay in the achievement of products and results? f) In what way has the programme come up with innovative measures for problem-solving? g) What good practices or successful experiences or transferable examples have been identified? h) Did all planned target groups have access/used programme results? i) What is the quality of local interventions and results achieved on a local level? j) What type of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

**Programme Impact:** The effect of the programme on its environment - the positive and negative changes produced by the Joint Programme (directly or indirectly, intended or unintended).

**Guiding questions:** a) What difference the programme intervention made to programme stakeholders? b) Which target groups and how many direct and indirect beneficiaries were affected by the programme? c) What impact has been made in the targeted sectors in terms of institutional development, legislative development, and capacity development? d) What impact has been made through the programme on partner institutions, municipal administrations, and local communities? e) Were cross-cutting issues taken into account? f) Was good governance mainstreamed in the programme? g) How did the programme contributed to the promotion of Human Rights? h) To what extent joint programme helped to influence the country’s public policy framework? i) What factors favorably or adversely affected the spirit of Joint Programme delivery and approach?

**Programme Sustainability:** Probability of the benefits of the programme continuing in the long term.

**Guiding questions:** a) To what extent will the benefits of a programme continue after activities have ceased? b) How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme? c) Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices? d) Is there an exit strategy or a follow up action/intervention planned after the programme ends? e) Do the partners have sufficient financial capacity to keep up the benefits produced by the programme? f) Was the duration of the programme sufficient to ensure sustainability of the interventions? g) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis? h) To what extent and in what ways are the joint programmes contributed to progress towards United Nations reform and future joint programme planning and implementation? i) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes? j) What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the Joint Programme?

### **Support of the Joint Programme to the evaluation process**

The MDG-F DEG Programme Manager and Coordinator will support the Evaluation Consultant with the following:

- Local evaluation assistant to support the evaluator with translation and meetings organization services
- Appointment of a focal person in the programme that will support the consultant for the duration of the evaluation process
- Securing relevant background documentation required for a comprehensive desk review
- Provision of list of contacts in advance and additional upon request
- Provision of vehicle and driver for field visits
- Organization of group consultative meetings, briefing and debriefing sessions
- Provision of office/working space during the assignment. The consultant will however have to use his/her own computer/laptop

### **Evaluation Process**

The Evaluation consultant will be responsible for conducting the evaluation. This entails among other responsibilities designing the evaluation according to this terms of reference; gathering data from different sources of information; analyzing, organizing and triangulating the information; identifying patterns and causal linkages that explain programme performance and impact; drafting evaluation reports at different stages (inception, draft, final); responding to comments and factual corrections from stakeholders and incorporating them, as appropriate, in subsequent versions; and making briefs and presentations ensuring the evaluation findings, conclusions and recommendations are communicated in a coherent, clear and understandable manner once the report is completed.

The evaluation process is expected to contain three phases: inception, data collection and field visit; and analysis and reporting.

- **Inception Phase (7 days)** - the Evaluation Consultant will review documentation, agree on the meetings and field visit locations with the Programme Coordinator, and produce Evaluation Inception Report (which includes a clear evaluation work plan and tools).
- **Data Collection and Field Visit (10 days)** – the Evaluation Consultant will gather data through group and individual interviews and field visit to at least three municipal locations outside Sarajevo; at the end of the mission, presentation with preliminary findings and recommendations will be presented to the programme team/Evaluation Reference Group



- **Analysis and Reporting (10 days for draft report and additional 3 days for final report/incorporation of comments)** – the Evaluation Consultant will prepare the draft evaluation report based on the analysis of findings, and will submit the report to the Evaluation Reference Group for factual review and comments. Opportunity to comment on the draft report will be open to Reference group for a maximum of 10 working days. After this process ends, the Evaluation Consultant will proceed with production of the final evaluation report.

### **Evaluation Deliverables**

The Evaluation Consultant will be accountable for producing the following products/deliverables:

- Inception Report
- Presentation of initial findings and provisional recommendations
- Draft Evaluation Report
- Final Report

The inception report should detail the evaluator’s understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables.

Presentation of initial findings and provisional recommendations- at the end of the field work, the Evaluation Consultant will present his/her draft findings and provisional recommendations through a PowerPoint presentation summarizing the main findings recommendations and lessons learned and conclusions.

Draft report for comments by stakeholders should incorporate (as a minimum):

- Cover Page (including JP title, thematic window, report data, name of the evaluator)
- Table of Contents
- List of acronyms and abbreviations
- An Executive Summary (no more than 2 pages. Summarize substantive elements of the report, including a brief description of the JP, purpose and objectives of the evaluation, methodological approach, key findings and conclusions and recommendations)
- Introduction (Background, Purpose, Scope, Goals and Methodology of the Evaluation, Description of the development intervention)
- Programme Analysis (per component)
- Conclusions
- Lessons Learned
- Recommendations
- Additional background data-Annexes (including interview list, data collection instruments, key documents consulted, ToR)

A draft report should be at least 40-50 pages of length containing unique narrative analysis.

A final evaluation report, will encompass all key sections required in the draft report and will include additional stakeholder feedback. The final report needs to be clear, understandable to the intended audience and logically organized based on the comments received from stakeholders. The final evaluation report should be presented in a solid, concise and readable form and be structured around the issues in the Terms of Reference (ToR). The consultant should refer to annex 7 of the UNDP Planning, Monitoring and Evaluation handbook for details on reporting template.

The Evaluation Consultant is responsible for editing and quality control and the final report that should be presented in a way that directly enables publication.

### **Evaluation Ethics:**

The evaluation will be conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’. Critical issues that evaluator must safeguard include the rights and confidentiality of information providers in the design and implementation of the evaluation. At every stage of the evaluation process, the following principles should be observed:



- Independence - the evaluation team should be independent from the operational management and decision-making functions of the JP
- Impartiality – the evaluation information should be free of political or other bias and deliberate distortions
- Timeliness - evaluations must be designed and completed in a timely fashion
- Purpose - the scope, design and plan of the evaluation should generate relevant products that meet the needs of intended users
- Transparency - meaningful consultation with stakeholders should be undertaken to ensure the credibility and utility of the evaluation
- Competencies - evaluations should be conducted by well-qualified experts/teams. The teams should, wherever feasible, be gender balanced, geographically diverse and include professionals from the countries or regions concerned
- Ethics - evaluators must have professional integrity and respect the rights of institutions and individuals to provide information in confidence and to verify statements attributed to them. Evaluations must be sensitive to the beliefs and customs of local social and cultural environments and must be conducted legally and with due regard to the welfare of those involved in the evaluation, as well as those affected by its findings.
- Quality - All evaluations should meet the standards outlined in the Standards for Evaluation in the United Nations System. The key questions and areas for review should be clear, coherent and realistic. The evaluation plan should be practical and cost effective. To ensure that the information generated is accurate and reliable, evaluation design, data collection and analysis should reflect professional standards, with due regard for any special circumstances or limitations reflecting the context of the evaluation. Evaluation findings and recommendations should be presented in a manner that will be readily understood by target audiences and have regard for cost-effectiveness in implementing the recommendations proposed.

In addition to this ToR, for further detail please consult generic MDG-F final evaluation guideline documents: <http://www.mdgfund.org/content/monitoringandevaluation>

## Annex 2: Semi Structured Interview Guide

The questions were modified depending on who is the interviewee

General	IFIs, National stakeholders, etc	Municipalities	Water companies
What is the relation of your Organization to this project: contribution and budget? What was your role in the design and implementation of the project?	✓	✓	✓
Who would you recommend that we speak to gain an understanding of the impact of the programme and how it was received by the project beneficiaries?	✓	✓	✓
Is there anyone else we should speak to about this project?	✓	✓	✓
<b>Relevance</b>			
Where did the original request for the project come from? Whose idea was it and why were they interested?	✓	✓	
Was the project changed during the course? If yes, who initiated the change? Was your organization part of the conceptualizing the change?	✓	✓	✓
Was the programme timely and well identified given the developmental and sectoral context of the country?	✓	✓	✓
Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint Programme?	✓	✓	✓
What was the project environment before the project? What were the issues the project was called for to address? Do you think these are important questions for the country? Do you think UN agencies are best positioned to implement such a project?	✓	✓	✓
What were/are your expectations from the project?	✓	✓	✓
How did these feed into the project design? Do you think the project design is adequate to address the key problems? Is the identification of the problems, with their respective causes, clear in the joint programme?	✓	✓	✓
Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements?	✓	✓	✓
Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership?			
Does the Joint Programme take into account the specific characteristics and interests of the population and institutions with jurisdiction in the areas of intervention?	✓	✓	✓
Does the Joint Programme take into account the particularities and specific interests of women and men in the areas of intervention?	✓	✓	✓
What actions does the programme envisage, to respond to obstacles that may arise from the political and socio-cultural background?	✓	✓	✓
To what extent are the objectives of the programme still valid?	✓	✓	✓
<b>Effectiveness: outputs</b>			
Do you think the project is on course to achieve what it was set to achieve?	✓	✓	✓
What were the biggest successes and challenges of the project in your view and why so far?	✓	✓	✓
What was the quality of the programme's key outputs and/or products (per component)?	✓	✓	✓
To what extent were the key programme results achieved?	✓	✓	✓

Which elements of the project provided the best value for money? Why do you think so?	✓	✓	✓
What good practices or successful experiences or transferable examples have been identified?	✓	✓	✓
Did all planned target groups have access/used programme results?	✓	✓	✓
If you had limited funds which project components would you have preferred to implement over the others? Why?	✓	✓	✓
If you had more funding what else would you have done?	✓	✓	✓
In the hindsight, what, if anything should have been done differently during this time?	✓	✓	✓
<b>Effectiveness in terms of outcomes</b>			
To what extent has the JP contributed to improving the ability of Water and Sanitation management entities/institutions to participate in strategic planning for these sectors?	✓	✓	✓
To what extent is the JP contributing to the improvement of the policy environment, including increased awareness of decision makers and relevant institutions, for future policy-making on social inclusion and local service delivery to citizens?	✓	✓	✓
How has the JP contributed to improve communication and collaboration between the various institutions involved in the sector?	✓	✓	✓
How much and in what ways did the JP contribute to solve the (socioeconomic) needs and problems identified in the design phase?			
What types of differentiated effects are resulting from the JP in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?	✓	✓	✓
<b>Efficiency</b>			
Does your organization have a program which is complementary to the JP? If yes, how good is the coordination?	✓	✓	✓
Do you think the JP seeks to coordinate and complement other initiatives involving infrastructure investment? And if yes, is this happening productively?	✓	✓	✓
Have the lessons learned from previous interventions been taken into account and incorporated into the programme to improve its efficacy?	✓	✓	✓
To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's outcomes and produce results and impacts?	✓	✓	✓
Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes?	✓	✓	✓
Is the stipulated timeline of outputs being met? What factors are contributing to progress or delay in the achievement of the outputs and outcomes?	✓		
Is the programme providing coverage to beneficiaries as planned?	✓		
In what way has the programme come up with innovative measures for problem-solving?	✓		
Have any good practices, success stories, or transferable examples been identified?	✓		
To what extent participating UN agencies have coordinated with each other and with the government and with civil society?	✓		
If applicable, how flexible and responsive was the programme in adapting to changing needs?	✓		
Were programmes' financial and personnel resources managed in a transparent and accountable manner and were they cost-effective?	✓		
What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in	✓		

delivering as one?			
To what extent were activities implemented as scheduled and with the planned financial resources?	✓		
To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?	✓		
<b>Ownership</b>			
To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place?	✓	✓	✓
To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's objective and produce results and impacts?	✓	✓	✓
<b>Potential Impact</b>			
Which target groups and how many direct and indirect beneficiaries were affected by the programme?	✓	✓	✓
What in your view was the potential impact of the project on households?	✓	✓	✓
Is the project in your view set to achieve ultimately improved water access and use of the citizens?	✓	✓	✓
What in your view was the potential impact of the project on businesses?	✓	✓	✓
What in your view was the potential impact of the project on environment?	✓	✓	✓
What in your view was the potential impact of the municipalities?	✓	✓	✓
What in your view was the potential impact of the water utilities?	✓	✓	✓
What impact has been made in the targeted sectors in terms of institutional development, legislative development, and capacity development?	✓	✓	✓
To what extent joint programme helped to influence the country's public policy framework?	✓	✓	✓
Was good governance mainstreamed in the programme?	✓	✓	✓
Were cross-cutting issues taken into account? How did the programme contributed to the promotion of Human Rights? In what ways has the joint programme contributed to „gender equality „and „social inclusion“?	✓	✓	✓
What factors favorably or adversely affected the spirit of Joint Programme delivery and approach?	✓	✓	✓
<b>Sustainability</b>			
Do you believe that the results of the project will stand the test of the time? To what extent will the benefits of a programme continue after activities have ceased?	✓	✓	✓
What measures were put in place to ensure sustainability? Are they still place and relevant? What are the risks that they will no longer be relevant?	✓	✓	✓
Is the programme supported by national and/or local institutions?	✓	✓	✓
Are these institutions showing technical capacity and leadership commitment to keep working with the programme and to repeat it?	✓	✓	✓
How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme? Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices?	✓	✓	✓
Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?	✓	✓	✓
To what extent are the visions and actions of the partners consistent or divergent with regard to the joint programme?	✓	✓	✓

Is the duration of the programme sufficient to ensure a cycle that will project the sustainability of the interventions?	✓	✓	✓
Have operating capacities been created and/or reinforced in national partners?	✓	✓	✓
How has the JP improved the opportunities for Water and Sanitation management entities/institutions to obtain funds for building and maintaining infrastructure?	✓	✓	✓
Are management models being created in the country that can be applied in other regions at a later point in time?	✓	✓	✓
Is there an exit strategy or a follow up action? Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?	✓	✓	✓
What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis?	✓	✓	✓
What additional measures (if any) could have improved the sustainability of the Joint Programme?	✓	✓	✓
<b>M&amp;E</b>			
Were (and what) systems in place from the onset to measure the progress of the project against objectives?	✓		
What is the quality of the programme’s implementation framework, are results and outcomes defined in the programme clear and logical?	✓		
What monitoring tools and mechanisms were used by the programme management?	✓		
<b>Design</b>			
Does the JP take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention?	✓		
Were risks and assumptions well identified?	✓		
To what extent did the joint programme have a useful and reliable C&A strategy?	✓		
How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes?	✓		
Was the design of the Joint Programme appropriate for reaching its results and outcomes?	✓		
What is the added value of the UN coordination and UN joint communication assistance to the programme? To what extent does the joint programme’s management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results?	✓		
To what extent was this programme designed, implemented, monitored and evaluated jointly? How do the different components of the joint programme interrelate?	✓		
To what extent was joint programming the best option to respond to development challenges stated in the programme document? Do you think that the present (joint) management model is more efficient compared to other single UN agency management models (Agency specific delivery mechanism)?	✓		
To what extent and in what ways are the joint programmes contributed to progress towards United Nations reform and future joint programme planning and implementation?	✓		
In what ways can the governance of the joint programme be improved so that it has greater likelihood of achieving future sustainability?	✓		

## Annex 3: WU Questionnaire

### Questionnaire to UN DEG JP partner water utilities

#### 1. Founder(s):

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#### 2. Services covered: *please tick*

☐ water ☐ sewerage ☐ sanitation management ☐ solid waste management

#### 3. Investment and technical assistance (capacity building, training) programs in which the WU has participated from 2009- 2012 except from UN DEG JP. *Please provide details (amount and purpose)*

Programs	2009	2010	2011	2012
<b>3.1. Investment in infrastructure and equipment</b>				
a) amount (please mention grant or loan)				
b) purpose				
<b>3.2. technical assistance</b>				
a) amount				
b) purpose				

#### 4. Population served

	2009	2010	2011	2012
<b>4.1. No of population served</b>				
<b>4.2. Comment:</b> <i>If there was any change what factors contributed to it in your view</i>				

#### 5. Extent of metering

	2009	2010	2011	2012
<b>5.1. Proportion of customers metered (%)</b>				
<b>5.2. Comment:</b> <i>If there was any change what factors contributed to it in your view</i>				

#### 3. Water tariffs for population (KM/m<sup>3</sup>, or the appropriate unit)

<b>3.1. Current tariff</b> <i>(please mention the unit of measurement)</i>	
<b>3.2. Previous tariff</b> <i>(please mention the unit of measurement)</i>	
<b>3.3. Year of last change</b>	
<b>3.4. Current level of cost recovery (%)</b>	
<b>3.5. Reasons for changing/not changing of tariffs</b>	

#### 4. Water losses (%)

	2009	2010	2011	2012
<b>4.1. Total losses (%), including</b>				
(a) Technical losses (due to leakages)				
(b) Commercial losses (due to illegal connections, meter tampering, non-payment)				



<b>4.2. Comment</b> <i>If there was any change what factors contributed to it in your view</i>	
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**5. Duration of supply (hours)**

	2009	2010	2011	2012
<b>5.1. Duration of supply</b> <i>(hours per day, on average)</i>				
<b>5.2. Comment:</b> <i>If there was any change what factors contributed to it in your view</i>				

**6. Investment/expenditures (thousand KM)**

	2009	2010	2011	2012
<b>6.1. Capital expenditure, e.g. investment in new/extension of networks, new equipment</b>  <i>Please mention the source of funding (e.g. from tariff, loans, municipal subsidies)</i>				
<b>6.2. Expenditure on Operation and Maintenance.</b>  <i>Please mention the source of funding (e.g. from tariff, loans, municipal subsidies)</i>				
<b>6.3. Comment</b> <i>If there was any change what factors contributed to it in your view</i>				

**7. Subsidies from the municipality**

<b>7.1. Do you receive subsidies from municipality</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>			
a) If yes, how much and for what for what?	2009	2010	2011	2012
<b>7.2. Comment</b> <i>If there was any change what factors contributed to it in your view</i>				

**8. WU pending on social programs**

	2009	2010	2011	2012
<b>8.1. WU own social programs</b>  <i>Please mention the amount in thousand KM and the purpose</i>				
<b>8.2. Comment</b> <i>If there was any change what factors contributed to it in your view</i>				

**9. Water Studies (UN DEG JP)**

<b>9.1. Have you used the water study?</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
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a) If used, for what purpose and what was the outcome?	
<b>9.2. Do you have plans to you it?</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
a) if yes then what plans?	
<b>9.3. What was the value added of this study for you, i.e. could your WU have developed it with own means? If not then why?</b>	

**10. Peer- to peer- exchange (UN DEG JP)**

<b>10.1. Did you learn something useful from your peers, which you implemented at your WU?</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
a) If, yes, then what? Examples of learning from others and implementation	
b) if not then why?	
<b>10.2. Do you know of examples when other WUs learned something from yours and implemented</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
a) if yes, then what? Examples of others sharing your best practice with others	
b) if not, then why?	
<b>10.3. Does the cooperation with the peers from the JP continue?</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
a) If yes, then how?	
b) If not then why?	

**11. Workshop training: Please rate and explain (1- very dissatisfied, 5 – very satisfied)**

<b>11.1. Rating</b>	1	2	3	4	5
<b>11.2. Please explain your rating</b>					
<b>11.3. Did the training address your most acute training needs?</b>	Please circle below as appropriate		Please explain		
	yes	no			
<b>11.4. What could have been done differently in relation to training?</b>					
<b>11.5. What are the main areas of your remaining training needs?</b>					
<b>11.6. How do you plane to meet these needs?</b>					

**12. Other significant changes if any at WU performance in the last 4 years ?**

<b>Did the performance of the WU changed in any other way not mentioned above (e.g. water pressure, taste, safety, etc)?</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
a) If yes, then what?	
b) What do you contribute it to?	

**13. Capacity building**

<b>13.1 What were the main areas of your capacity building needs (apart from training) before UN DEG JP started?</b>	
<b>13.2. Did UN DEG JP help in addressing any of these? If yes then how?</b>	
<b>13.3. What are the current main capacity building needs?</b>	

**14. Cooperation with other water utilities**

<b>Do you cooperate with your other water utilities?</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
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a) If yes, then how?	
b) If not then why?	

**15. Information available publicly online**

<b>Is there information about the WU activity available online?</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
a) If, yes, where could it be found?	

**16. Main problems**

<b>16.1. What do you see as main problems hindering improved performance for the utility?</b>	
<b>16.2. Do you think UN DEG JP helped to address any of these?</b>	
a) If yes, which ones, how and to what extent	
<b>16.3. What are the remaining main problems and how do you plan to resolve these?</b>	

**17. Relations to higher level of the government**

<b>17.1. Did you/do you receive any assistance from the Ministry in the last 4 years?</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
a) If yes then what type?	
<b>17.2. What type of assistance do you think the Ministry should provide (financial and non financial)</b>	
<b>17.3. Did you/do you receive any assistance from the cantonal level government in the last 4 years?</b>	Yes <input type="checkbox"/> No <input type="checkbox"/>
a) If yes then what type?	
<b>17.4. What type of assistance do you think the cantonal level government should provide (financial and non financial)</b>	
<b>17.5. Please attach your last report (if it could be shared)</b>	

**18. In a hindsight:**

<b>What do you think the project should have done differently to see more improvements in water supply to:</b>	
a) General population	
b) Vulnerable population	

## Annex 4: Questionnaire for residents

- What is your view on the operations of your water company?
- Have you seen any changes in that regard? Please describe
- What is your view on the role of your municipality related to improved water supply and assistance to the poor in relation to that?
- Have you seen any changes in that regard? Please describe
- Are you aware about the activities/planned by your water company related to water supply?
- Have you seen any changes in the engagement of the water company with the residents?
- Are you aware about the activities planned by the municipality to improve water supply and to improve the lot of the poor and vulnerable in that regards?
- Have you seen any changes in the way municipality engages with local residents in this regard?

## Annex 5. Framework for Sustainability analysis

Aspect	Factor	Data
<b>Governance</b>		
Government	Capacity, stability of existence	If the project is under a special unit, how stable is its future?
	Ability to finance	Historical analysis of revenue variation and factors behind it
		Strength of tax base, and collections from the utilities
	Willingness to finance	Shortfall between budgeted and actual expenditures; Likely Government priorities. If the Government changes, what are the plans of opposition parties?
Legislature	Viability, independence	Is the legislature independent? Is its legislation well enforced? How frequent are changes in legislation? Are changes introduced in accountable and democratic manner?
Regulator	Capacity, organizational viability, independence	Is the regulator independent? Is it capable to provide regulatory oversight professionally? Is the regulation predictable?
Civil society	Capacity	Are there command based organizations responsible for civil society oversight? Can these responsibilities be enforced?
	Organization	Do civil society actors have the required skills or are there opportunities for them to acquire those?
<b>Utility management</b>		
Government	Capacity, stability of existence	If the project is under a special unit, how stable is its future?
	Willingness to finance	If the project is co-financed by the Government, how willing is it to continue the co/funding after the project funding is over?
		Historical analysis of shortfall between budgeted and actual expenditures;
		Likely Government priorities. If the Government changes, what are the plans of opposition parties?
	Ability to finance	Historical analysis of revenue variation and factors behind it Strength of tax base, and collections from the utilities
Regulator	Capacity, organizational viability, independence	Is the regulator independent? Is it capable to provide regulatory oversight professionally? Is the regulation predictable?
Utility	Capacity, organizational viability	Are the skills required for project implementation present and will be there in the future?
	Ability and willingness to finance	Is the utility able to finance the costs of O&M?
Environmental	Ability	Is the utility/technology depleting exhaustible

Aspect	Factor	Data
		source? Are there adverse effects of the technology potentially capable of undermining its benefits?
	Legislation and enforcement	Is the legislation in place to ensure that the potential negative environmental effects are mitigated? Is the legislation enforceable?
Communities	Capacity	Are there command based organizations responsible for community oversight? Can these responsibilities be enforced?
	Organization	Do community members have the required skills or are there opportunities for them to acquire those?
Customers	Ability to pay	Forecasts of charge as percent of household income
	Willingness to pay	Will the project continue to provide benefits of sufficient value to customers to want to pay? Possible changes in consumer preferences, e.g. in case of competing suppliers
<b>Infrastructure</b>		
Design	Soundness	Is infrastructure provided modern and suitable for its lifetime?
O&M	Ability	Do those responsible possess necessary skills to manage and operate?
	Ability and willingness to finance	Is the utility able to finance the costs of the project on a sustainable basis?
Environmental	Ability	Is the utility/technology depleting exhaustible source? Are there adverse effects of the technology potentially capable of undermining its benefits?
	Legislation and enforcement	Is the legislation in place to ensure that the potential negative environmental effects are mitigated? Is the legislation enforceable?
Communities	Capacity	Are there command based organizations responsible for community oversight? Can these responsibilities be enforced?
	Organization	Do community members have the required skills or are there opportunities for them to acquire those?
Customers	Ability to pay	Forecasts of charge as percent of household income
	Willingness to pay	Will the project continue to provide benefits of sufficient value to customers to want to pay? Possible changes in consumer preferences, e.g. in case of competing suppliers

Adapted from: H. White, “Challenges in evaluating development effectiveness”, IDS Working Paper 242, Institute of Development Studies, Brighton, UK, March 2005



## Annex 6. Documents received

The following documents were received and reviewed as part of the preparation of this Inception Report:

- PAG Meeting minutes (4)
- WSS Studies (10)
- Brief Descriptions of Municipality portfolios (11)
- Infrastructure Implementation Overviews (11)
- INHI Progress Reports (6)
- Minutes of the 11<sup>th</sup> Session of the Commission for Enhancing Social Protection and Inclusion “DEG- Securing Access to Water through Institutional Development and Infrastructure of Bihac Municipality”, Bihać, 11 May 2012
- Minutes of the Meeting of the Expert/Operational Team for Implementation of the Protocol on Activities and Cooperation of the Relevant Institutions and Organizations to promote a Multi-Sectoral Approach to the Social/Child Protection and Inclusion in the Area of Water Supply by Introducing A Referral Mechanism in Bihac Municipality, Bihać, 18 September 2012
- Final Report: GoAL WaSH Bosnia and Herzegovina (Governance, Advocacy and Leadership for Water, Sanitation and Hygiene), *Prepared by Igor Palandzic* MDG-F DEG National Programme Manager and Coordinator, Implementation: January 2010 – December 2011
- 2 publications by GoAL WASH: Fundamentals of IWRM, and Handbook for BiH Primary Schools
- Social Policy Criteria and Measures in the Bihać Municipality Water Sector
- Agenda and Summary for the Conference „Results of the Partnership with the Local Communities“, Hotel Sarajevo, Sarajevo, 5 April 2012.
- Overview of CD activities
- Report on the “Analysis of Sources Protection and Water Quality Within MDG-F/ DEG Partner Municipalities”

## Annex 7. Mapping of evaluation criteria and questions and information sources

Evaluation Criteria	Guiding questions from TOR	Data Sources
<b>Relevance</b>  The extent to which the objectives of a development intervention address the real problems and the needs and interest of its target groups, country priorities, the Millennium Development Goals, associated national policies and donor priorities.	a) Are the Joint Programme objectives and outcomes consistent and supportive of Partner Government policies, sectoral priorities, EU accession agenda, Paris Declaration, MDGs, MDG-F Development Window, Accra Agenda for Action? b) Does the programme respond to the needs of identified target groups? c) To what extent are the objectives of the programme still valid? d) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention? e) Was the programme timely and well identified given the developmental and sectoral context of the country? f) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the Joint Programme? g) How much and in what ways did the joint programme contribute to solve the (socioeconomic) needs and problems identified in the design phase?	Desk study of both project background documents, papers from UN agencies (UNDAF, NHDR, CCA) as well as third part reports.  Interviews with the national stakeholders and IFIs
<b>Design</b>  The extent to which the design of the program is suitable for addressing its objectives	a) Was the design of the Joint Programme appropriate for reaching its results and outcomes? b) What is the quality of the programme's implementation framework, are results and outcomes defined in the programme clear and logical? c) What is the quality of programmes' results and M&E matrices? Are indicators well defined and SMART? d) Were risks and assumptions well identified? e) Were changes made to the programme design during the inception phase? If yes, did they lead to significant design improvements? f) Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? g) Does the Joint Programme take into account cross-cutting issues and specific interests of women, minorities, people with disabilities and ethnic groups in the areas of intervention? h) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programme? i) To what extent was this programme designed, implemented, monitored and evaluated jointly? j) To what extent was joint programming the best option to respond to development challenges stated in the programme document? k) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results? l) To what extent did the joint programme have a useful and reliable C&A strategy?	Desk study of both project background documents, papers from UN agencies (UNDAF, NHDR, CCA) as well as third part reports.  Interviews with the national stakeholders and IFIs (potentially – also, with survey money)

<p><b>Programme Efficiency (processes):</b> Extent to which resources/inputs (funds, time, etc.) have been turned into results and what is their quality</p>	<p>a) To what extent does the joint programme’s management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contributed to obtaining the envisaged outputs and results? b) To what extent participating UN agencies have coordinated with each other and with the government and with civil society? To what extent have the target population and participants made the programme their own, taking an active role in it? What modes of participation have taken place? c) Were programmes’ financial and personnel resources managed in a transparent and accountable manner and were they cost-effective? What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one? d) To what extent were activities implemented as scheduled and with the planned financial resources? e) What monitoring tools and mechanisms were used by the programme management? f) If applicable, how flexible and responsive was the programme in adapting to changing needs? g) How do the different components of the joint programme interrelate? h) Were work methodologies, financial instruments, etc. shared among agencies, institutions, other Joint Programmes? i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme’s outcomes and produce results and impacts? j) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan? k) What was the progress of the JP in financial terms, indicating amounts committed and disbursed (total amounts and as percentage of total) by agency? Where there are large discrepancies between agencies, these should be analyzed.</p>	<p>Comparative review of the results from the project reports and interviews against the planned activities/timeframes and budgets from the desk study of the project background documents</p> <p>Assessment of the quality of the deliverables (e.g. reports, training, etc) using KIIs (potentially also survey money)</p> <p>Interviews with national stakeholders, implementers, UN agencies and IFIs</p>
<p><b>Programme Effectiveness (results):</b> Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance. How well programme’s results contribute to the achievement of programme’s objectives?</p>	<p>a) What was the quality of the programme’s key outputs and/or products (per component)? b) To what extent were the key programme results achieved (detailed analysis per component of 1) planned activities and outputs, 2) achievement of results)? c) To what extent and in what ways the joint programme contributed to the Millennium Development Goals on a local level and the country level, as well as the goals of the Paris Declaration (in particular national ownership), and the goals of delivering as one at country level? d) To what extent and in what ways the joint programme contributed to the objectives set by the MDG-F thematic window on Democratic Economic Governance? e) What factors contributed to progress or delay in the achievement of products and results? f) In what way has the programme come up with innovative measures for problem-solving? g) What good</p>	<p>Comparative review of the outcome indicators from the PD and assessment of the extent of their achievement based on program records, interviews and focus groups with project beneficiaries, as well as national and international stakeholders (potentially – also, with survey money)</p> <p>Other data sources (e.g. utility and municipality records)</p>

	practices or successful experiences or transferable examples have been identified? h) Did all planned target groups have access/used programme results? i) What is the quality of local interventions and results achieved on a local level? j) What type of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?	
<b>Programme Impact:</b> The effect of the programme on its environment - the positive and negative changes produced by the Joint Programme (directly or indirectly, intended or unintended).	a) What difference the programme intervention made to programme stakeholders? b) Which target groups and how many direct and indirect beneficiaries were affected by the programme? c) What impact has been made in the targeted sectors in terms of institutional development, legislative development, and capacity development? d) What impact has been made through the programme on partner institutions, municipal administrations, and local communities? e) Were cross-cutting issues taken into account? f) Was good governance mainstreamed in the programme? g) How did the programme contributed to the promotion of Human Rights? h) To what extent joint programme helped to influence the country's public policy framework? i) What factors favorably or adversely affected the spirit of Joint Programme delivery and approach?	Comparative review of the impact indicators from the PD and assessment of the extent of their achievement based on program records, interviews and focus groups with project beneficiaries, as well as national and international stakeholders  Other data sources (e.g. utility and municipality records)
<b>Programme Sustainability:</b> Probability of the benefits of the programme continuing in the long term.	a) To what extent will the benefits of a programme continue after activities have ceased? b) How well is the programme embedded in institutional structures (national and local) that will survive beyond the life of the programme? c) Are these institutions showing technical capacity and leadership commitment to continue working in the development direction set by programme and to continue using results and applying good practices? d) Is there an exit strategy or a follow up action/intervention planned after the programme ends? e) Do the partners have sufficient financial capacity to keep up the benefits produced by the programme? f) Was the duration of the programme sufficient to ensure sustainability of the interventions? g) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis? h) To what extent and in what ways are the joint programmes contributed to progress towards United Nations reform and future joint programme planning and implementation? i) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes? j) What additional measures (if any) could have improved the relevance, effectiveness, efficiency, impact or sustainability of the Joint Programme?	Desk study of both project background documents, papers from UN agencies (UNDAF, NHDR, CCA) as well as third part reports.  Interviews with the national stakeholders and IFIs (potentially – also, with survey money)

## Annex 8. Schedule of Meetings

WEEK 1 – March 4 <sup>th</sup> – 8 <sup>th</sup> , 2013				
Monday	Tuesday	Wednesday	Thursday	Friday/Saturday
Briefing with MDG-F DEG Team (Igor and Selma)	09:00 – 10:00 MOFTER – Bosko Kenjic Head of water department	Field trip Bihac, Bosanski Petrovac Meeting with Municipal Management Board, Water Utility,	Field trip Banjaluka Meeting with PMC members, • Mr Nenad Dukic , RS Ministry for Agriculture, Forestry and Water management; • Mr Ljubo Lepir, RS Ministry of Health and Social Protection	Field trip Gracanica and Petrovo Meeting with Municipal Management Board, Water Utility,
12:00 – 14:00 Lunch time	10:00 – 12:00 Azra Dzical, PMC member Spanish Embassy			
14:00 – 15:00 Meeting with UN RC office representatives (Envesa, Aris and Yuri)	12:00 – 13:00 Lunch time			
WEEK 2 –March 11 <sup>th</sup> –13/14 <sup>th</sup> , 2013				
Monday	Tuesday	Wednesday	Thursday	Friday
10:30 Trip to Istocno Sarajevo,	IBHI Director – Zarko Papic	UNDP House presentation of mission findings Lilit (PMC members, referent group members JP Team)		
11:00 Meeting Utility and municipal representatives (3 municipalities)				
12:00 working lunch in Istocno Sarajevo		Debriefing Yuri (RC), Zahira (UNDP DRR), Florance (UNICEF Head)		
14:00 Lilit mtg.				

## Annex 9: Infrastructure projects

		UNDP	Municipality	
Bihać	Construction and reconstruction of the water supply network Kulen Vakuf – Martin Brod (Phase I – Route Kulen Vakuf – Palučci)	175,000.00	57,787.32	returnee area of Martin Brod (Palučci) and Kulen Vakuf. Project addressed construction of new pipeline and secondary network in the settlement of Palučci and Kulen Vakuf resulting in connection of 69 returnee households
	Construction of the water supply network in Lohovo	50,000.00	50,000.00	water supply system to the returnee area of Lohovo. Project addressed construction of new pipeline in the Lohovo settlement resulting in connection of 85 returnee households
	Procurement of equipment	36,000.00		
	<b>Total</b>			
Bosanski Petrovac	Improvement of the water supply network in Bosanski Petrovac	75,000.00	20,000.00	Project improved control of concentration and dosing of chlorine and improved general water quality distributed from 2 reservoirs in Bosanski Petrovac. The project enabled telemetric monitoring of these 2 reservoirs as well. In addition to that, installation of water meters in 59 residential buildings increased fee collection and improved control of water consumption and uncounted amounts (water losses were decreased by 10%).
	Decrease of uncounted water amounts via network zoning and separating rings using reduction of pressure in the pipes, installing intelligent valves and introducing sector consumption water meters	30,000.00	50,000.00	improved monitoring of water flow/ consumption metering via regulation of pressure in water supply system resulting in improved water supply services. The project enabled set up of database relevant for decrease of uncounted water amounts as well.
	Procurement of equipment	41,000.00		
	<b>Total</b>			
<b>Gračanica</b>	Reconstruction of the water supply network in Lipa	59,000.00	71,555.48	improved water supply system in urban area Lipa. Project addressed replacement of asbestos-cement distributive pipeline with plastic pipes (Ø 110 and Ø 90) in total length of 720 meters as well as replacement of 740 meters of secondary and connecting water network resulting in improved water supply for 87 households. Water losses are decreased by 35,000 m <sup>3</sup> /year (water price of 0.95 BAM/m <sup>3</sup> = 33,000 BAM/ year



	Reconstruction of the water supply network in urban areas Čiriš and Donja Mahala	93,000.00	93,000.00	Project improved water supply systems for 95 households in urban areas Čiriš and Donja Mahala. Water pressure was regulated while water losses were decreased by 36,000 m <sup>3</sup> / year (water price of 0.95 BAM/ m <sup>3</sup> = 34,200 BAM/ year). Also, implementation of this project resulted in removal of last meters of asbestos-cement pipes in urban part of municipality.
	Procurement of equipment	95,000.00		
	<b>Total</b>			
<b>Kladanj</b>	Reconstruction of water supply network in urban area of Kladanj municipality	124,000.00	56,391.77	<p>Reconstruction of the water supply network in Kladanj ensured conditions for water supply of 140 households and 50 enterprises with drinking water and in addition to that enabled better control of pressure and water consumption, made it easier to detect and repair wracks as well as to determine real water consumption charges. Outdated water supply pipeline has been replaced in length of approx. 1,000 meters, which will be directly reflected in the reduction of water losses for up to 30% as well as in improvement of the water supply of the local population and improvement of the overall quality of water. The project included construction of 5 manholes within the distribution network including equipment for pressure and consumption control, in order to create necessary sections in the main network ring, which will result in better control of pressure and water consumption, and will enable easier malfunction detection and repair. Procurement of necessary equipment ensured proper implementation of the project, and improved long term capacities in water utility company in Kladanj. Also, the project included installation of water meters which will control water consumption, reduce malfunctions and provide exact data on water consumption. Upon the implementation of this project, losses on distributive network will be significantly reduced (up to 30%).</p> <p>The project will also increase the fee collection of the consumed drinking water and improve the control of water consumption. This project will reduce the number of problems with vulnerable groups for whom water utility company has established the subsidized water tariff. It will also improve water quality from the sanitary-hygienic aspect and therefore set a greater protection of the population from infectious and other diseases caused by poor quality of outdated pipes for water distribution and consequently poor quality of drinking water. In addition to solving the</p>

				issue of water supply for the population, implementation of this program will also improve the stability of the soil in some specific areas where water leaks created a foundation for instability which was resulting in pipes burst within water supply network. Connection of the newly built city sports hall to the water supply network, which was also performed within this project, will also positively affect the cultural and social life of children and youth throughout the community of Kladanj. It will greatly affect the development of sports awareness among children and adolescents and will create the opportunity to develop indoor sports. During the project implementation, necessary equipment was purchased (concrete cutting machine, gasoline water pump, pump for polluted water, gasoline hammer, electrical cable for sewer pipes cleaning, power drill, electric grinder and tool set) in order to improve capacities of water utility company in Kladanj.
	Reconstruction of the water supply network in Stara čaršija, Vitalj, Drum, Borak and Habibi	50,000.00	50,000.00	Project improved water supply systems in one urban and four rural areas. Project addressed replacement of old metal pipeline with plastic pipes in the Stara čaršija, Vitalj, Drum, Borak and Habibi settlements resulting in improved water supply for 193 households as well as 35 enterprises. The project also helped to increase fee collection of the consumed drinking water and improved control of water consumption resulting in decreased uncounted water amounts between 30 and 50% and increased fee collection by 2%. Estimated decrease in water losses are 51,000 m3/ year. Having in mind water price of 0.40 BAM/ m3, it is 21,000 BAM/ year. Additional savings arrived from lowered cost of the maintenance in amount of 30,000 BAM/ year.
	Procurement of equipment	35,000.00		
	<b>Total</b>			
<b>Neum</b>	Reconstruction of the water supply network in Zagrebačka Street	40,000.00	50,861.78	Project improved water supply system in urban area of Neum. Project addressed replacement of outdated distributive pipeline with plastic pipes (Ø 400) in total length of 300 meters resulting in improved water supply for 4 residential buildings with 88 apartments, 40 households and local health clinic. During implementation WUC detected 25 places of leakages and decreased water losses by 25,000 m3/ year which is equivalent of

				40,000 BAM/ year. In addition to that, electricity bills are decreased by 25,000 BAM/ year while maintenance costs are lowered in amount of 6,000 BAM/ year.
	Procurement of equipment	78,000.00		
	<b>Total</b>			
<b>Stolac</b>	Reconstruction of the water supply network in Crnići, reconstruction of chlorine plant and repair of pump stations in Stolac	75,000.00	25,000.00	Project improved water supply system in urban area of Stolac as well as rural settlement Crnići. Project addressed construction of distributive pipeline in Crnići with plastic pipes (Ø 160, Ø 90 and Ø 40) in total length of 1,200 meters resulting in improved water supply for 200 households. In addition to that, project included reconstruction of chlorine plant for the source of the Bregava which supplies whole urban area of Stolac resulting in improved water supply system for 1,573 households and 162 businesses and decreased cost of disinfection by 4,000 BAM/ year. Finally, the project tackled repair of 4 pump stations in Stolac (3 of these pumps supply areas with returnee population) which led to better energy efficiency within the system (electricity bills were decreased by 4,500 BAM/ year).
	Construction of secondary pipeline in Klokun-Crnići	45,000.00	25,000.00	Project improved water supply system in rural area Klokun by construction of new secondary pipeline for 150 households supplied with water from wells and tanks prior to implementation of this project. Also, it is expected that implementation of this project will create better conditions for development of agriculture in this area.
	Procurement of equipment	40,000.00		
	<b>Total</b>			
Istočno Novo Sarajevo; Istočna Ilidža; Trnovo		200,000.00		
	Reconstruction of the filtering plant in Tilava		100,000.00	Project improved water supply systems in municipalities Istočna Ilidža and Istočno Novo Sarajevo. Project addressed repair of filtering field and vertical mixer as well as procurement and installation of filtering sand, hydraulic valves, regulatory equipment and chemical equipment resulting in improved water supply for 5,758 connections for private houses and residential buildings as well as 1,470 businesses. Calculated savings are

				64,000 BAM/ year based on lower electricity bills, decreased water losses and lower maintenance costs.
	Construction of the chlorine and pump station in Trnovo		20,000.00	Project improved water supply system for 578 households and businesses located in the area of both Trnovo municipalities (Federation Bosnia and Herzegovina and Republic Srpska) since it addressed construction of the chlorine and pump station. It improved water quality from the sanitary-hygienic aspect and therefore set a greater protection of the local population from infectious and other diseases caused by poor quality of drinking water.
	Reconstruction of the water network in rural settlement Petrovići	88,500.00	88,500.00	Project improved water supply system for 224 households in rural settlement Petrovići. Project created conditions for WUC to fully take over monitoring and management of this rural water network. Also, it is expected that implementation of this project will create better conditions for development of agriculture in this area.
	Procurement of equipment	80,000.00		
	<b>Total</b>			
<b>Petrovac-Drinić</b>	Procurement of equipment	117,000.00	13,000.00	The capacity assessment conducted by MDG-F DEG in September of 2010 identified that machinery and equipment did not cover company needs for successful everyday performance. In addition to that, access to Internet and accounting software partially covered current company needs for successful everyday performance while general IT knowledge fully covered current company needs. All positions were not properly equipped with personal computers
	<b>Total</b>			
<b>Petrovo</b>	Reconstruction of the distributive water network Kakmuž-Petrovo	85,637.00	50,000.00	Project improved water supply system in rural area Kakmuž. Project included replacement of outdated distributive pipeline with plastic pipes (Ø 225, Ø 110 and Ø 90) in total length of 2,694 meters resulting in improved water supply for 2,400 residents of Kakmuž.
	<b>Total</b>			
<b>Rudo</b>	Reconstruction of the water supply network including pump station and collecting chambers	90,000.00	50,000.00	Project improved water supply systems in urban areas – Prebidolska Street and Industrijska Street and decreased amounts of uncounted water (estimate of 6% = 500 m3/ year). Project addressed replacement of outdated distributive pipeline with plastic pipes (Ø 63) in total length of

				approx. 1,100 meters as well as replacement of 1,900 meters of secondary and connecting water network resulting in improved water supply for 830 households and businesses. Project activities included installation of water meters for 61 households too.
	Procurement of equipment	25,000.00		
	<b>Total</b>			
<b>Višegrad</b>	Reconstruction of the water supply network in Bikavac and Gornje Šeganje including pump station Bikavac	55,000.00	50,000.00	Project improved water supply system in urban areas – Bikavac and Gornje Šeganje and decreased water losses in amount of 565 m3/ year or 1,000 BAM/year. Project addressed replacement of outdated distributive pipeline with plastic pipes (Ø 110) in total length of 350 meters as well as replacement of 700 meters of secondary and connecting water network resulting in improved water supply for 43 households. Also, WUC reconstructed building of pump station which resulted in additional savings of 2,500 BAM/ year thru lower electricity cost.
	Procurement of equipment	50,000.00		
	<b>Total</b>			