

FINAL EVALUATION REPORT

STANDARDS AND ENGAGEMENT FOR  
ENDING VIOLENCE AGAINST WOMEN AND  
DOMESTIC VIOLENCE IN BOSNIA AND  
HERZEGOVINA



FINAL EVALUATION REPORT for the period  
1 March 2016 – 30 September 2019

STANDARDS AND ENGAGEMENT  
FOR ENDING VIOLENCE  
AGAINST WOMEN AND  
DOMESTIC VIOLENCE IN  
BOSNIA AND HERZEGOVINA



**UN WOMEN COUNTRY OFFICE**  
**BOSNIA AND HERZEGOVINA**  
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The report describes the findings, conclusions and recommendations of the final evaluation of UN Women's Project 'Standards and Engagement for Ending Violence against Women and Domestic Violence in Bosnia and Herzegovina'. The fieldwork for the evaluation was conducted during November 2018. The report focusses on the relevance, the effect and efficiency of the Project implementation, with recommendations for future programming. The views expressed in this report are those of the authors and are not necessarily shared by UN Women.

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# ACRONYMS AND GLOSSARY

B/C/S	Bosnian /Croatian /Serbian Languages (the three languages in official use in Bosnia and Herzegovina)
BHAS	Agency for Statistics of Bosnia and Herzegovina
BHJA	Association of Bosnia and Herzegovina Journalists
BiH	Bosnia and Herzegovina
CoE	Council of Europe (Bosnia and Herzegovina is a member of this regional intergovernmental organisation)
CSOs	Civil society organisations
DCAF	The Geneva Centre for the Democratic Control of Armed Forces (active in Bosnia and Herzegovina)
DPA	Dayton Peace Agreement (the peace treaty, including the current Constitution of Bosnia and Herzegovina)
ECA	Europe and Central Asia (the United Nations geographic region to which Bosnia and Herzegovina belongs)
FYROM	Former Yugoslav Republic of Macedonia
FBiH	Federation of Bosnia and Herzegovina (one of the two entities in Bosnia and Herzegovina)
GEA	Gender Equality Agency (a state-level gender institutional mechanism that is part of the Ministry of Human Rights and Refugees of Bosnia and Herzegovina)
MEQ	Main Evaluation Questions
OECD/DAC	Organisation for Economic Co-operation and Development /Development Assistance Committee (a body that steers the quality of evaluations in development programming)
OHR	Office of the High Representative (in Bosnia and Herzegovina)
RS	Republika Srpska (one of the two entities in Bosnia and Herzegovina)
SEE	Southeast Europe (a region to which Bosnia and Herzegovina is a part, a term used interchangeably with the Western Balkans)
SFRY	Socialist Federal Republic of Yugoslavia (a federal state of which Bosnia and Herzegovina was a part up until the 1990s)
Sida	Swedish International Development Cooperation Agency
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDAF	United Nations Development Assistance Framework (a strategic medium-term results framework for the United Nations)
UNEG	United Nations Evaluation Group
USAID	United States Agency for International Development
VAW	Violence against Women

# EXECUTIVE SUMMARY

The final evaluation of the Project ‘Standards and Engagement for Ending Violence against Women and Domestic Violence in Bosnia and Herzegovina’ (hereinafter, the Project) was commissioned by UN Women Bosnia and Herzegovina (hereinafter, UN Women). The Project, which is funded by the Swedish International Development Cooperation Agency (Sida), was launched in March 2016 and is scheduled to close in February 2019. The data collection mission took place in November 2018 and is therefore limited to short- and medium-term results from the start of the Project up until 30 September 2018. This summary presents the background and objectives of the Project, the purpose and methodological approach of the evaluation, and the key findings that led to the conclusions and related recommendations.

## I. Country Context

Bosnia and Herzegovina is a country in Southeast Europe. It consists of two entities (the Federation of Bosnia and Herzegovina and Republika Srpska) and a third smaller unit Brčko District. The Federation of Bosnia and Herzegovina is decentralised further into cantons and municipalities, while Republika Srpska only has municipalities. The entities have each established a gender centre, while the state level Gender Equality Agency has a coordinating role in line with state competence.

Violence against women is widespread in Bosnia and Herzegovina. It is estimated that almost half of all women older than fifteen have been subjected to one or more forms of violence at least once in their lifetime and the most common perpetrator of violence experienced by women and girls is a domestic and/or intimate partner.<sup>1</sup> Domestic and intimate partner violence is still considered largely as culturally acceptable behaviour or a private matter within the family. The Council of Europe’s Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) entered into force in Bosnia and Herzegovina in 2014 and set the pace for improving measures to prevent such violence, the protection and social integration of its victims and the prosecution and rehabilitation of its perpetrators.

## II. The Project

The main objective of the Project is *to strengthen institutional and social response mechanisms that contribute to a reduction in violence against women and girls and domestic violence in Bosnia and Herzegovina.*

In order to achieve this objective, the Project aimed to ensure *firstly that the victims of violence against women and domestic violence have access to better quality multi-sector services* (Outcome 1). Two outputs were designed to realise this outcome: *1) women and girls have increased access to institutional and non-institutional services in line with international and regional standards* and *2) the relevant service providers in the selected communities have strengthened capacities to respond to instances of violence against women and girls and domestic violence.* The operations of the UN Women office were

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<sup>1</sup> Babovic, M., Pavlovic, O., Ginic, K., Karadjinovic, N., (2013) Prevalence and Characteristics of Violence Against Women in BiH 2013. Sarajevo: BiH Gender Equality Agency, UN Women, UNFPA. Available at: [https://ba.unfpa.org/sites/default/files/pub-pdf/prevalency\\_study\\_0.pdf](https://ba.unfpa.org/sites/default/files/pub-pdf/prevalency_study_0.pdf)

expanded in 2018 and this resulted in the design of a third output: (Output 3) *The Gender Equality Agency and the Directorate for EU Integration have capacities for gender sensitive policymaking in line with the EU acquis and EU Gender Action Plan.*

The Project aimed to ensure that *men, women and youth demonstrate increased intolerance of violence against women and girls in their attitudes and behaviour* (Outcome 2). Two outputs were designed to realise this outcome: 1) *men, women and young people in the selected communities engaged to foster favourable social attitudes and behaviour towards ending violence against women and girls* and 2) *media actively involved in making the general public more aware of the negative consequences of violence against women and girls and the importance of the role of men as agents of change.*

The Project targeted the wider regions of Bijeljina and Istočno (East) Sarajevo in Republika Srpska, the Central Bosnia Canton and Canton 10 in the Federation of Bosnia and Herzegovina and Brčko District up to the end of 2017. As of 2018, activities expanded into West Herzegovina and Una Sana cantons in the Federation of Bosnia and Herzegovina. The majority of activities were realised through partnerships with the entity gender centres, women's and human rights NGOs and professional associations. Research and assessments were commissioned centrally from the UN Women office.

### III. Purpose, Methodology, and Scope of the Evaluation

The purpose of the evaluation was to assess in more detail the level of progress in the programme and performance of the intervention in relation to the following evaluation criteria: relevance, effectiveness, impact, organisational efficiency and sustainability. Although some Project activities will continue into 2019, this evaluation covers the implementation period from 1 March 2016 till 30 September 2018. Activities in relation to Output 1.3 only started in 2018 and therefore were not included in the evaluation.

UN Women and the evaluation team agreed on six main evaluation questions (based on the five OECD/DAC evaluation criteria), seven evaluation objectives and 25 evaluation questions, all of which were listed in the terms of reference. The six main evaluation questions were, as follows:

1. How harmonised was the intervention in relation to the international and national policies on ending violence against women and girls, cutting-edge approaches to ending violence against women and girls, and similar Projects in the country or the region?
2. How relevant and inclusive was the intervention, i.e. the different levels of the intervention, for the local stakeholders, primarily the government representatives, first-line responders and victims?
3. What evidence exists on the achievement of the Project outcomes and outputs (excluding 1.3) for the medium-term and if underachievement was observed then what factors can explain it? Which potential impact/longer-term achievements can be identified/measured?
4. Which unintended results, innovative or outdated practices/approaches, and success or failure stories can be highlighted?
5. Was the management effective and efficient in allocating resources, coordinating with partners and implementing the activities?
6. What is the likelihood that the results will last?

In order to answer the main evaluation questions, the evaluation team employed three main methods of data collection.

Firstly, during the inception phase, and throughout the data collection, analysis and writing phase, the evaluation team reviewed Project documents and other relevant written material.

Secondly, the evaluation team conducted 34 interviews with 56 persons from 17 locations. The persons interviewed included first-line responders, government representatives, civil society organisations (CSOs), media partners, Project staff and donors. The interviews conducted with first-line responders in ten of the Project's target locations were mostly group



interviews. The evaluation team randomly selected them from the initial list of target locations: Kreševo in the Central Bosnia Canton, Kupres in Canton 10, Zvornik in the Bijeljina region, Sokolac in the Istočno (East) Sarajevo region, and Brčko District. The list of target locations was later expanded to include Livno, Tomislavgrad, Novi Travnik, Travnik and Bijeljina. The evaluation team also interviewed relevant policy stakeholders and implementing partners from Sarajevo, Banja Luka, Zenica, Mostar, Modriča and Tuzla.

Two follow-up online surveys further substantiated the findings from the interviews and document reviews. The first applied to the main beneficiaries (i.e. first-line responders and local civil society in the target locations) and the second to the main and other (implementing) partners.

The evaluation strictly followed the guidance provided in the United Nations Evaluation Group 'Norms and Standards for Evaluation'. The Evaluation Management Group (consisting of UN Women staff) supervised the evaluation. UN Women also established an Evaluation Reference Group (ERG). The ERG was involved in the review of the inception and evaluation reports and in briefing and debriefing at the beginning and end of the field mission and its feedback helped improve the final report.

## Limitations and Challenges

In terms of challenges, the evaluation team was not able to make observations on the impact of the Project because the Project was still ongoing at the time of the evaluation and results of several end line surveys were not yet available. The Project did not use specific indicators of success to track the impact level and no data on the prevalence of violence and case processing was available for the municipal level from government bodies or civil society organisations at the time of the evaluation.

The main limitation of the evaluation methodology, beyond the challenges noted above, was that the information collected from first-line responders and local civil society organisations in the target locations was not representative per se for the target group as a whole. The selection of the locations for the field visits involved a combination of random and purposeful sampling in order to ensure that the types of Project initiatives and types of local communities not present in the random sample were represented. Because of the low response rate at the other target locations, the online survey of the main beneficiaries was mostly representative of the target group in the Federation of Bosnia and Herzegovina. The two sources of data (interviews and surveys) combined with the document review provided sufficient basis for triangulated and validated findings.

## IV. Key Findings

Six conclusions were drawn from the fourteen findings that resulted from the data analysis. This section summarises the findings, including the lessons learned through the six main evaluation questions. For the sake of clarity, the relevant references to the findings and lessons learned are presented throughout the text.

### Harmonization

The Project contributed directly to the implementation of the Istanbul Convention (finding 1) and was in harmony with the country's Framework Strategy for Implementation of the Istanbul Convention as well as with the laws and strategies for the prevention of and protection from domestic violence in the country (finding 2). Beyond the legal requirements, the Project also promoted novel approaches to protection and prevention.

The Project also contributed to the United Nations Development Assistance Framework in Bosnia and Herzegovina (UNDAF), although obstacles were encountered during its implementation (finding 3). One of the issues was the difficulty of ensuring that marginalised and/or minority groups were represented substantively in the new local policies that the Project supported (finding 3).

## Relevance

The priorities of stakeholders and the capacity building needs of professionals were taken into account during the Project design and implementation. This proved relevant when improving access to services for victims of violence against women and domestic violence (finding 4).

The Project design adopted a comprehensive approach to addressing some of the root causes of violence against women and girls. The Project supported various approaches, such as self-help groups, in order to empower the victims of violence and change the attitudes of the perpetrators of the violence. Among others, this was as a means to correct unequal power relationships. One manifestation of unequal power relations that the Project did not address strategically was the issue of the financial dependence of victims of violence on the perpetrators of violence (finding 5).

The Project included two different models of youth engagement in the prevention of gender-based violence and increased the engagement of religious communities in the prevention of this form of violence. The media component also contributed to changing gender stereotypes. However, the Project did not consistently cover all target areas with comprehensive prevention activities (finding 5).

The expertise, advocacy and fundraising capacities of UN Women provide a comparative advantage over other United Nations agencies when addressing violence against women and girls and domestic violence in Bosnia and Herzegovina (finding 6).

## Effectiveness

The capacities of professionals and their institutions was strengthened and coordination at the local level improved through multi-sector meetings and training sessions. This increased capacity and coordination contributed to improved access to quality services for victims (finding 7). Multi-sector training proved an effective approach to improving the implementation of protective measures and in building links within and between multi-sector teams; however, this needs to be continued and wider coverage is required (finding 8).

Awareness campaigns involving youth, the media and on occasion religious leaders resulted in increased overall engagement of society in the prevention of gender-based violence, although the extent of the positive changes in attitudes is unknown. Comprehensive extracurricular education for youth is considered more effective for changing attitudes than support for small school projects, while online and street actions are considered more effective for awareness raising than work with religious communities (finding 9).

## Unexpected results, innovation, and shortcomings

In some target locations, the Project used innovative approaches when working with perpetrators and on prevention, such as self-help groups for perpetrators and a comprehensive gender-transformative programme for youth engagement (finding 10, lessons 4 and 5). It will be possible to scale up these different approaches after more rigorous testing of the results. Similarly, in some target areas, the Project contributed through the signing of agreements on cooperation to increased local ownership and support for victims by the relevant institutions, especially when UN Women signed such agreements directly (lesson 7).

The Project depended largely on the capacities of the implementing partners for coordination with the judiciary, healthcare ministries and employment authorities as well as for models to address the short- and medium-term socioeconomic needs of victims. The lack of more direct or strategic engagement of UN Women in those areas is a shortcoming of the design (finding 11).

## Efficiency

The Project was managed efficiently and the activities of the implementing partners were supported and monitored adequately. Yet the financial resources allocated for the staff costs of the implementing partners were perceived by some of them as inadequate, the monitoring, testing and learning system in the Project was underdeveloped and project visibility was limited (finding 12). Although the Project was managed effectively, there were issues with coordination and communication between the implementing partners and UN Women. This led to overlap in the target areas between implementing

partners and other projects and this hampered implementation and resulted in increased coordination efforts and resource allocation (finding 13).

## Sustainability

The results achieved by the Project, such as enabling mechanisms for coordination and strengthening the professional capacity to provide services to victims, have the potential to be sustainable in the near future; however, there is still a need for continued support and a broadening of the protection activities. The guidelines, studies and training curricula produced through the Project and supported initiatives are useful for future activities but more intensive promotion is required (finding 14).

## V. Conclusions

Five of the six conclusions led to one or more recommendation, while conclusion number 5 about the efficiency of the Project led to five recommendations.

**Conclusion 1** (based on findings 1 to 3): The UN Women Project is **fully harmonised** with the main regional human rights instrument on domestic violence, namely the Istanbul Convention. It is also in harmony with the related in-country policies, in particular the Bosnia and Herzegovina Framework Strategy for Implementation of the Istanbul Convention and the entity strategies and laws on protection from domestic violence.

**Conclusion 2** (based on findings 4 to 6): The Project is **directly relevant to the priorities** and needs of the government institutions, implementing partners and first-line responders. It also indirectly and in some instances directly benefits the victims and supports the rehabilitation of perpetrators of violence against women. The selected prevention approaches are relevant for addressing the root causes of violence against women and domestic violence. Yet the coverage of Project sites with protection and prevention activities was inconsistent.

**Conclusion 3** (based on findings 7 to 9): The Project **increased the availability of new or improved the existing services** for victims of violence against women in the target locations, increased the engagement of youth and religious communities in the prevention of violence against women and domestic violence, and intensified media reporting and the quality of reporting on domestic violence.

**Conclusion 4** (based on findings 10 and 11): A number of **novel approaches** were applied in the target locations and beyond. This applies in particular to the work with the perpetrators of violence and on prevention activities involving youth and religious communities. The Project and its partners adapted well to the emerging obstacles.

**Conclusion 5** (based on findings 12 and 13): The Project was **managed in an efficient** and appropriate manner, although there were issues with communication and coordination.

**Conclusion 6** (based on finding 14): The likelihood that many of the Project results will be continued and **last beyond the end-date of the Project is high**.

## VI. Key Recommendations

The recommendations in Box 1 derive from the conclusions and are all aimed at UN Women and/or the Project management. The recommendations here are organised in two categories, programmatic support which is aimed at UN Women as agency, and operational improvement which is aimed at the Project. Additional longer-term recommendations are provided in the full report.

### BOX 1

#### RECOMMENDATIONS TO STRENGTHEN PROGRAMMATIC SUPPORT FOR ENDING VIOLENCE AGAINST WOMEN

##### Human Rights Based Approach

**1. Recommendation for immediate action** (based on finding 3 and conclusion 1): UN Women should step up its human rights-based approach to ending violence against women by recognising and addressing in the project design the intersectional discrimination that some victims face.

##### Legislative Progression and Resources

**2. Recommendation for immediate action** (based on findings 5 and 11, and conclusions 2 and 4): UN Women, in collaboration with key government and non-governmental partners, should advocate legislative amendments and increase in resources for key ERAW sectors.

##### Working with Youth on Prevention

**3. Recommendation for future action** (based on finding 9 and lesson 5): UN Women should design a Youth Prevention approach in which all schools in target areas have access to a less demanding program, while those which show interest and commitment in that first phase would be engaged in a more comprehensive, gender transformative program in the next phase.

##### Capacity Building for First-line Responders

**4. Recommendation for future action** (based on findings 8 and 10, and conclusion 3): capacity building for the multi-sector teams needs to be improved. This should be done through the application of sector-specific, continuous, sequential and sustainable professional development.

#### RECOMMENDATIONS TO IMPROVE OPERATIONAL ACTIVITIES

##### Measuring the Impact of Intervention Strategies

**5. Recommendation for future action** (based on finding 12 and conclusion 5): UN Women in collaboration with gender institutional mechanisms should design clear measures of success for each approach and/or mechanism supported in the project. Testing new approaches should be done in a more strategic manner to enable for impact evaluation.

##### Mediation Role of the Project Steering Committee

**6. Recommendation for immediate action** (based on finding 13 and conclusion 5): UN women should strengthen the decision-making role of the Project Steering Committee (PSC) in cases of disagreement on policies between the Project and Project Partners or other implementing parties.

##### Visibility

**7. Recommendation for immediate action** (based on finding 12 and conclusion 5): UN Women should consider investing a portion of the promotional budget into setting up a project or a multi-project website and making resources and different information available online in local language for different stakeholders, ranging from partners to victims.

# 1 CONTEXT AND OBJECT OF THE EVALUATION

This chapter describes the context in which the Project and its evaluation have been implemented. Bosnia and Herzegovina consists of two entities, the Federation of Bosnia and Herzegovina and Republika Srpska, with a third unit, Brčko District of BiH, as condominium. Domestic violence is a widespread problem. The Istanbul Convention entered into force in 2014 and provided an opportunity to build up momentum and start addressing that problem in the country. This is exactly the opportunity that UN Women seized, designing a Project which would strengthen institutional and social response mechanisms that contribute to reducing violence against women and girls and domestic violence in Bosnia and Herzegovina.

## 1.1 Country Profile

Bosnia and Herzegovina is a country in the region of Southeast Europe (SEE), bordering Croatia, Serbia, and Montenegro. In the second half of the 20th century Bosnia and Herzegovina and its immediate neighbours together with present day Kosovo (under UNSCR 1244), Republic of North Macedonia, and Slovenia used to form the Socialist Federal Republic of Yugoslavia. The largest and capital city of Bosnia and Herzegovina is Sarajevo.

The country had a population of 3.53 million in 2016 (Agency for Statistics of Bosnia and Herzegovina (BHAS 2016). The population made up of 50.1 per cent Bosniak, 15.4 per cent Croat and 30.8 per cent Serb, while 0.8 per cent did not declare on ethnicity/nationality and 2.7 per cent declared as 'other'<sup>2</sup>. Languages spoken in Bosnia and Herzegovina are Bosnian, Croatian and Serbian (B/C/S), which each are understandable to all ethnic groups in the country. About half of the population (50.7%) identifies the Islam as their faith, 15.2 per cent are Roman Catholics and 30.8 per cent Orthodox Christians. The remaining 3.4 per cent declared as either other faith, atheist, agnostic or did not declare (population census 2013, BHAS).

The dissolution of Yugoslavia led to violent conflict between and within the former Yugoslav republics in the 1990s. In Bosnia and Herzegovina, a three-year conflict resulted in the deaths of more than 100,000 persons and the displacement of around two million people either internally or abroad. The infrastructure was devastated and the economic resources almost entirely depleted. Hostilities in Bosnia and Herzegovina ended after the signing of the Dayton Peace Agreement (DPA) in 1995. The DPA defined a new constitution for Bosnia and Herzegovina and established the Office of the High Representative (OHR) as an international institution to supervise the implementation of the civilian aspects of the Dayton Peace Agreement. The DPA also established two separate entities within the country: the Federation of Bosnia and Herzegovina, and Republika Srpska. The Federation of Bosnia and Herzegovina was further decentralised into ten cantons each with its own government, as agreed in the Washington Peace Agreement of 1994. The current set-up in the country was completed through the establishment of Brčko District in 1999. Brčko District is a condominium that intersects the territory of both the Federation of Bosnia and Herzegovina and Republika Srpska but is administratively independent from the entities as a self-governing unit under the sovereignty of the state of Bosnia and Herzegovina. In October 2018, Bosnia and Herzegovina held general elections for the state presidency, the House of Representatives of Bosnia and Herzegovina, the two entity parliaments and the

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<sup>2</sup> Bosnia and Herzegovina Agency for Statistics, 2016, Census of Population, Households and Dwellings 2013

ten cantonal assemblies (four-year mandate).

The gender institutional mechanisms in the country include the state level Gender Equality Agency (GEA) and the two entity gender centres, while other institutional mechanisms were formed at different levels in the parliamentary and representative bodies. The Gender Centre (GC) of the Federation of Bosnia and Herzegovina (FBiH) supervises the implementation of the entity Law on Protection from Domestic Violence. In Republika Srpska, the Ministry of Family, Youth, and Sports is responsible for supervising the entity Law on Protection from Domestic Violence. The Gender Centre of Republika Srpska (RS) is authorised to supervise the extent to which the implementation of the Law is harmonised with national and international standards for the protection of women and the prevention of violence against women and domestic violence, and has the mandate to coordinate and monitor implementation of the Istanbul Convention. Violence against women is a multifaceted problem and is therefore addressed from a multi-stakeholder perspective in order to eliminate gaps in service provision and address the root causes of this violence.

## 1.2 About the Project

### Problem Statement

Domestic and other forms of violence against women constitute a widespread social problem in Bosnia and Herzegovina and a serious violation of fundamental human rights. Yet this type of violence continues to be perceived and tolerated by many as ‘socially acceptable behaviour’ and is justified through the prevailing socially accepted gender norms on the role and status of women within the family and in society. The results of the countrywide Survey on the Prevalence and Characteristics of Violence against Women,<sup>3</sup> which was the first and only such survey of its kind in this country, indicate that almost half of all women older than fifteen have been subjected to one or more forms of violence at least once in their lifetime. This research confirms that women in Bosnia and Herzegovina are at high risk of experiencing violence, primarily through their immediate intimate relationships with partners and family, and secondly within their broader community. Women who experience multiple forms of discrimination, such as women with disabilities, Roma women and rural women, are at greater risk of experiencing such violence.

The entry into force of the Council of Europe’s Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) in 2014 marked an important milestone in the effort to curb violence against women and domestic violence in Bosnia and Herzegovina. The Convention sets legally binding standards and calls upon state parties to take action to prevent and eliminate violence against women and domestic violence. By ratifying the Istanbul Convention, Bosnia and Herzegovina assumed the obligation to adopt the relevant standards and take decisive action to address violence against women comprehensively: to prevent such violence, protect and socially integrate victims of such violence and to prosecute and work to rehabilitate the perpetrators of such violence.

### Results Chain

The proposal was drafted in 2015 based on extensive consultations with the Federation of BiH (FBiH) and the Republika Srpska (RS) Gender Centres (GC), as well as with civil society organizations (CSO). The initial project description, specifically the situation analysis, in addition to the prevalence and root causes of such violence, included issues such as absence of understanding about women’s rights and vulnerabilities among judges, lawyers and prosecutors, and the legal definitions of and punishments for forms of VAW and DV in BiH which were not in line with international standards.

‘Standards and Engagement for Ending Violence against Women and Domestic Violence in Bosnia and Herzegovina’, is a

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<sup>3</sup> Babovic, M., Pavlovic, O., Ginic, K., Karadjinovic, N., (2013) Prevalence and Characteristics of Violence Against Women in BiH 2013. Sarajevo: BiH Gender Equality Agency, UN Women, UNFPA. Available at: [https://ba.unfpa.org/sites/default/files/pub-pdf/prevalency\\_study\\_0.pdf](https://ba.unfpa.org/sites/default/files/pub-pdf/prevalency_study_0.pdf)

three-year programme (March 2016 – February 2019) financially supported by the Swedish International Development Co-operation Agency (Sida). The programme aims to strengthen the institutional and social response mechanisms to VAW and DV in BiH by contributing to the implementation of the Istanbul Convention especially at the local level in BiH. The goal of the programme is: Strengthen institutional and social response mechanisms that contribute to reducing violence against women and girls and domestic violence in Bosnia and Herzegovina. The two expected outcomes are: 1. Victims of violence against women and domestic violence have access to better quality multi-sectoral services. 2. Men, women and youth demonstrate increased intolerance towards violence against women in their attitudes and behaviours.

Sida also commented extensively on the proposal and adjustments were made based on the donor's request. For example, all work directly with judicial institutions was removed from the project proposal, as Sida was supporting that work in a different context. However, the Project worked with the judiciary within multi-agency trainings and coordination in the current programme. The Project officially launched in March 2016, while the team was in place as of April 2016.

## Scope and Partners of the Project

The Project builds on the previous work of UN Women and other United Nations agencies in Bosnia and Herzegovina.

The Project design targeted 12 municipalities in the Central Bosnia Canton, 6 in Canton 10 and 4 municipalities in the West Herzegovina Canton in the Federation of Bosnia and Herzegovina. In Republika Srpska, 16 municipalities were targeted of which 6 were in Istočno (East) Sarajevo and 10 in the municipalities of Bijeljina, Bratunac, Foča, Lopare, Milići, Rogatica, Srebrenica, Višegrad, Vlasenica, and Zvornik. Brčko District was also targeted.

The initial locations were selected after consultation with the gender institutional mechanisms and the Safe Network, which gathered all women's organisations active in ending violence against women and domestic violence. The criteria that guided the selection included a basic level of political will and interest in and understanding of ending violence against women and domestic violence. Baseline studies further evidenced the appropriateness of the initially selected locations.

During the course of implementation, the Project activities spread beyond the original targeted areas. Namely, into the City of Banja Luka in Republika Srpska and new municipalities in the West Herzegovina and Una Sana cantons in the Federation of Bosnia and Herzegovina.

The Project has two main components that focus on protecting victims and preventing violence against women and domestic violence. Under the first component, the programme works to improve the availability of and access to as well as the quality of services for victims of violence against women and domestic violence in Bosnia and Herzegovina. Here, the main partners are the two entity gender centres and a number of women's organisations. The latter mostly run safe houses in the country. Under the second component, the programme works to prevent violence by engaging youth and the media. It does so through partnerships with one human rights organisation, one women's NGO and strategic partnerships with media associations.

# 2 EVALUATION METHODS

This chapter describes the methodology designed for this final evaluation. The evaluation team used a qualitative methodology for interviewing Project stakeholders and first-line responders combined with an analysis of the survey results and an in-depth document review. A lack of data disaggregated at the municipal level meant that the evaluation team did not succeed in gathering reliable statistical data on the prevalence of incidence of violence during the Project lifetime covered through this evaluation. The findings are based on a descriptive and qualitative comparative analysis method. Extensive use was made of the monitoring data included in the annual and semi-annual monitoring reports of the implementing partners and the Project. Other sources of data include specific studies commissioned by the Project. Wherever possible, the evidence was triangulated.

## 2.1 Evaluation Purpose

The purpose of this evaluation is to assess in more detail the programmatic progress and performance of the intervention considering the following evaluation criteria: relevance, effectiveness, impact, organisational efficiency and sustainability. The evaluation will not be able to assess the programme's performance fully as some activities will still be ongoing when the evaluation takes place.

More specifically, the objectives of this evaluation were as follows:

1. Analyse the relevance of the programme objectives, strategy and approach at the local, cantonal, entity and state level for ending violence against women and girls and domestic violence in Bosnia and Herzegovina.
2. Assess the effectiveness and the potentially measurable impact that the programme intervention has had on the target groups.
3. Assess the organisational efficiency and coordination mechanisms for progressing toward the achievement of the programme results, as defined in the intervention.
4. Assess the sustainability of the results and the intervention in advancing gender equality in the target group.
5. Identify and document the lessons learned, good practice and innovations, success stories and challenges within the programme in order to inform future UN Women work on ending violence against women and girls in Bosnia and Herzegovina.
6. Identify strategies for the replication and upscaling of the programme's best practice.
7. Provide actionable recommendations with respect to the work of UN Women on addressing violence against women and girls in Bosnia and Herzegovina.

The audience for this report is Project staff and UN Women in Bosnia and Herzegovina, the implementing partners and government counterparts at the local, cantonal, entity and state level, CSOs, other United Nations agencies, the donor community and development partners present in Bosnia and Herzegovina and the programme beneficiaries. The evaluation also provides specific recommendations on the priority areas that should be considered in order to inform future program-



ming in this area in Bosnia and Herzegovina. This includes interventions that require continued support, successful interventions for expansion and recommendations on which interventions to prioritise to maximise the impact. The report also includes recommendations to improve Project management and maximise the involvement of partners in the country.

## 2.2 Evaluation Scope and Questions

The final evaluation was scheduled to take place between October 2018 and January 2019, including a fieldwork mission of 12 days between 12 and 23 November 2018 in the country and a follow-up stage to collect missing data and conduct a small online survey. The evaluation took place near the end of the Project and covered the period of implementation from 1 March 2016 until 30 September 2018. The analysis and report drafting took place between 10 December 2018 and 17 January 2019, with several rounds of review by a UN Women regional office evaluation specialist, Project staff and a final review by the Evaluation Reference Group.

### BOX 2

#### Main Evaluation Questions

**Question 1.** How harmonised was the intervention in relation to the international and in-country policies on ending violence against women, concurrent approaches to ending violence against women and girls, and similar Projects in the country or the region?

This topic includes synergy with policies and other programmes.

**Question 2.** How relevant and inclusive was the intervention, namely the different levels of the intervention, for the local stakeholders, primarily the government representatives, first-line responders and victims?

This topic includes the appropriateness of strategies and activities intended to address the identified needs and priorities as well as the involvement of implementing partners in designing the programme and operational policies.

**Question 3.** What evidence exists on the achievement of the Project outcomes and outputs (excluding 1.3) in medium-term and if underachievement was observed then which factors can explain it?

This topic covers all aspects of results in terms of advocacy, capacity building, behavioural change (including gender-transformative changes), etc.

**Question 4.** Which unintended results, innovative or outdated practices/approaches, and success or failure stories can be highlighted?

This topic is about achievements beyond the design, potentially negative consequences, successes and good practice in overcoming obstacles, and innovations introduced into the system.

**Question 5.** Was management effective and efficient in allocating resources, coordinating with partners and implementing activities?

This topic is about the efficiency of the operational procedures and the effectiveness of resource allocation.

**Question 6.** What is the likelihood that the results will last?

This topic covers the issues of the sustainability of the results, the handover to national agencies, replication and follow-up.

The Evaluation Design Matrix describes the indicators, data sources, analysis methods and risks or assumptions per the Main Evaluation Questions (see Annex B). The main evaluation questions are given in Box 2.

The Evaluation Design Matrix and the six topic lists were the main instruments the evaluation team used for this evaluation. The Evaluation Design Matrix was revised after the evaluation's inception phase because certain criteria were either moved from one Main Evaluation Question to another or rephrased for the sake of clarity. The data gathered through the interviews with stakeholders was entered into an analysis matrix that enabled the evaluation team to assess the responses to the questions/indicators for each of the six Main Evaluation Questions.

## 2.3 Evaluation Approach

UN Women, as the commissioning agency, defined that the, "evaluation will be a transparent and participatory process involving relevant UN Women stakeholders and partners in Bosnia and Herzegovina. The evaluation will be based on gender and human rights principles and adhere to the United Nations Evaluation Group (UNEG) norms and standards and the Ethical Code of Conduct and UN Women's Evaluation Policy and Guidelines." (See Annex A for the Terms of Reference).

The external evaluators were fully independent. The evaluation team selected the site visits and respondents independently based on objective arguments and/or randomised sampling. The evaluation team visited 11 of the Project's target locations altogether and the number of sites visited exceeded the number required under the Terms of Reference. Respondent selection at the sites visited depended on the time available and local conditions.

The evaluation followed a summative approach focusing on capturing the lessons learned during the implementation and assessing the achievement of the results at the output and outcome level.

### Methods and Sources of Data

The evaluation relied on mixed methods of data collection and analysis, but placed more weight on qualitative information. It was not possible to observe any Project activities as no activities were planned during the evaluation mission period.

The following methods were used during the evaluation:

1. A desk review of relevant documents, such as Project and programme documents, progress reports, financial records, minutes of meeting and monitoring reports, and secondary data or studies relating to the country context and situation in terms of violence against women and domestic violence was conducted.
2. Semi-structured individual and group interviews with stakeholders, professionals and selected key informants, donor representatives and others were conducted. Additional data was collected from respondents via telephone or internet after the site visit mission for those who were not available or whose answers prompted further questions after analysis.
3. Two online surveys were conducted, firstly with first-line responders and local CSOs, and secondly with implementing partners.

#### Desk Review

One type of data source was Project and study documents made available by the UN Women Evaluation Manager (see Annex E for a list of reviewed documents).

The main policy documents reviewed by the evaluation team include the following:

- Council of Europe, Istanbul Convention on Preventing and Combatting Violence against Women and Domestic Violence;
- the Bosnia and Herzegovina Framework Strategy for the Implementation of the Istanbul Convention;

- the entity laws and strategies for the prevention of and protection from domestic violence;
- United Nations Development Assistance Framework for Bosnia and Herzegovina (UNDAF).

This documentation primarily served to assess the coherence between international and country policies and the Project, with the caveat that in some cases national policies do not correspond entirely to the requirements of international policies.

### Interviews with key informants

Key informants were the main source of information for most evaluation questions. The evaluation team conducted 34 interviews with 56 persons (40 female and 16 male) from 17 locations.

The selection of informants was based on the locations visited and depended on their availability on the proposed date. Although the UN Women Evaluation Manager provided an extended list of contacts, the evaluation team often interviewed persons who were not included on that list but whom, based on their institution and position, had benefited from the Project.

Table 1. Interview summary

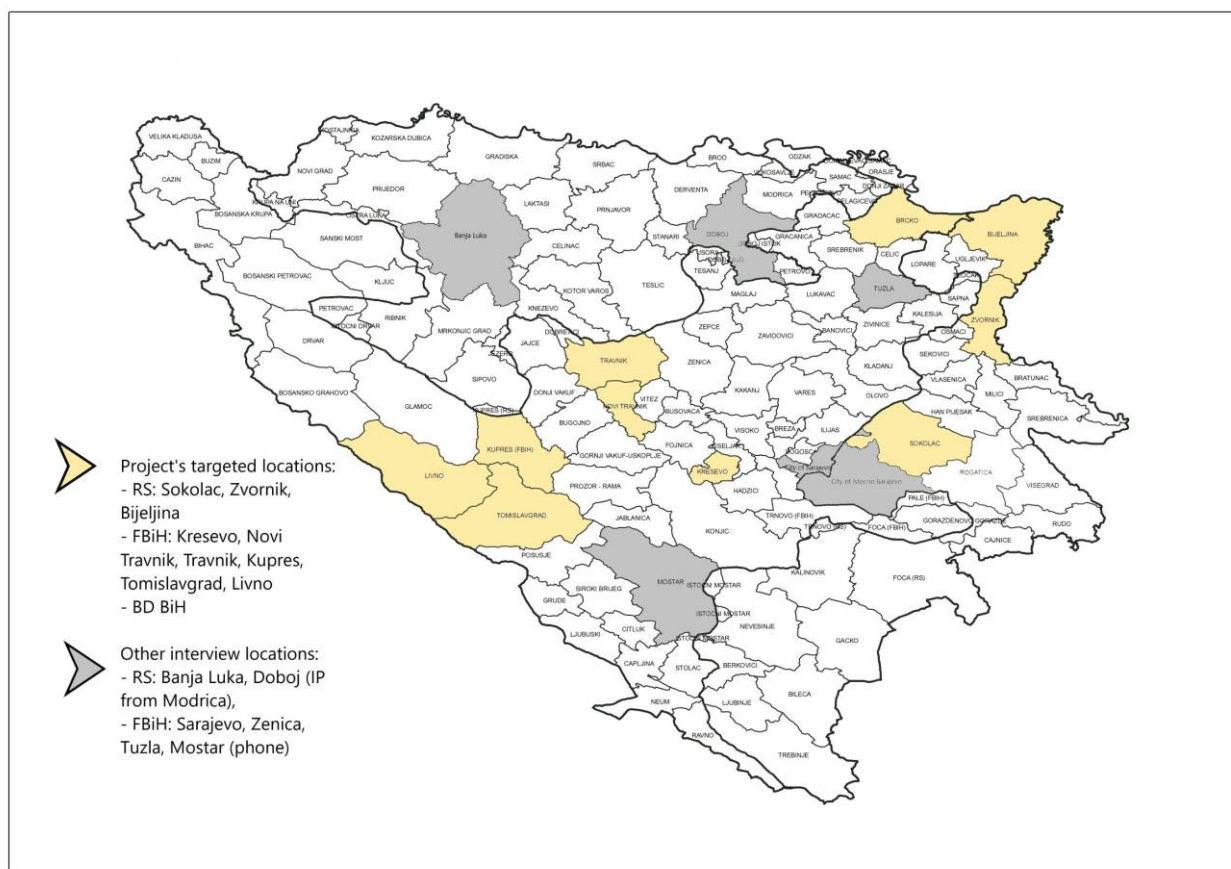
<b>Interviewed persons:</b>	<b>56</b>	<b>Interviewed persons</b>	<b>56</b>	<b>Total interviews</b>	<b>34</b>
First-Line Responder	22	Female	40	Group interviews	7
Government	13	Male	16	Individual interviews	25
Implementing Partner	7			Phone interviews	2
Government Implementing Partner	3	<b>First-Line Responders</b>	<b>22</b>		
Local Implementing Partner	3	Social	9		
Media	3	Police	7		
Project	3	Health	3		
Donor	1	Court	2		
Other	1	Education	1		

The Evaluation Manager introduced the evaluation team and the purpose and scope of the evaluation to respondents through an initial email or fax, while the evaluation team followed up with the appointment details. In up to 10 per cent of cases, the desired key informants did not respond to emails, fax or phone prompts or simply refused to be interviewed. As Table 1 above indicates, the most represented among the first responders were the social and police sectors and the least represented was the education sector. This should be taken into account when considering the evaluation findings on prevention activities.

The Project's target locations are spread over a large area, including dense and sparsely populated areas. Three different sources of information specifying the Project's original target locations were identified, including the terms of reference, the implementing partners' final proposals and the Project indicator tracking sheet. The evaluation team chose the sites for visits using a combination of purposeful selection and random sampling from the list of original target locations. Figure 1 below shows the target locations visited as well as the locations of other interviews that were conducted outside the Project's target regions.

The evaluation team conducted interviews with key informants from 17 locations of which 10 belonged to the original Project target areas, namely Sokolac, Zvornik, Bijeljina, Brčko District, Kreševo, Novi Travnik, Travnik, Kupres, Tomislavgrad and Livno. Interviews with first-line responders, i.e. members of multi-sector teams, were held in nine out of the ten target locations.

Figure 1. Locations of interviews



### Online surveys of beneficiaries and implementing partners

Two online surveys were used as a data source to validate or explore further findings collected through individual and group interviews.

Two survey questionnaires developed in Google Forms were distributed to implementing partners: one for them to complete and the other for them to distribute to their direct beneficiaries, i.e. first responders and civil society benefiting from their initiatives supported through the Project. In the survey of beneficiaries, i.e. first-line responders and local civil society organisations, the evaluation team received 36 completed questionnaires. Table 2 provides a summary of the categories to which the 36 survey respondents responded.

Table 2. Survey with beneficiaries

<b>Total respondents</b>	<b>36</b>	<b>Total respondents</b>	<b>36</b>
Civil society	10	RS	4
Centre for social work	10	BD BiH	1
School	8	FBiH	31
Mental health provider	3	- Canton 10	13
Police	3	- Central Bosnia	15
Local administration	1	- West Herzegovina	1
Prosecutor	1	- Herzegovina Neretva	2

In terms of the geographical distribution of the survey respondents, as demonstrated above in Table 2, beneficiaries in the Federation of Bosnia and Herzegovina are over-represented in the data. This suggests that the results of the survey of beneficiaries should be understood as illustrative only.

For the other online survey, as can be seen in Table 3, the evaluation team received responses from 15 representatives of the main implementing partners, other small parties in supported initiatives and a subcontractor.

Table 3. Survey of implementing partners

<b>Total respondents</b>	<b>15</b>
Main implementing partner of UN Women	10
Small partners in the implementation	4
Subcontractor of UN Women or of one of the main partners	1

## Limitations and Challenges

During the field visits, but also in general, the team faced certain limitations and challenges in relation to the evaluation context.

Since UN Women expected an early assessment of the (potential) impact of the Project, the evaluation team made efforts to include such an assessment in the data collection and analysis. The assessment approach used for this purpose is described in ‘Impact Evaluation in United Nations Agency Evaluation Systems’<sup>4</sup>; the four guidance questions are as follows:

- To what extent can a specific impact be attributed to the intervention?
- Has the intervention made a difference? If yes, how? And can this be expected to work elsewhere?

Despite these efforts, the fact that this has not resulted in clearly defined or visible findings on impact should be recognised. This is no surprise because, as stated in the inception report, the Project is not yet completed and therefore the full-scale impact is still not observable. Furthermore, no specific indicators of success were tracked at the impact level during Project implementation.

The Project aimed to analyse the two following pieces of information from secondary sources in order to assess the accessibility of services for victims of domestic violence:

- the number of cases reported and prosecuted per target location over the period 2014 – 2018, which would be an indicator of under or over reporting in the target locations;
- the number of victims who benefited from each specific service available in each target location.

Yet such data was not available from government bodies or civil society organisations at the time of the evaluation. The Project used other secondary information for the context and explanations.

The duration of the interviews was not always sufficient to obtain in-depth information and not all invited informants joined the meetings. This was especially the case in interviews with entity level officials and group interviews with first-line responders. Despite this limitation, the information obtained during the field visits was sufficient for the analysis process.

The survey of beneficiaries is not sufficiently representative of the beneficiary population. For example, beneficiaries in the Federation of Bosnia and Herzegovina are overrepresented in the data. It is for this reason that the information is presented

<sup>4</sup> UNEG (2013) Impact Evaluation in UN Agency Evaluation Systems: Guidance on Selection, Planning and Management. New York: UN Evaluation Group. Available at: <http://www.uneval.org/document/detail/1433>

with diagrams and only in order to complement the interview data as the main interview source throughout the report.

### **Ethical Guidelines and Data Protection**

The guidelines of the United Nations Evaluation Group and the UN Women Evaluation Policy have been adhered to in full. No interviews with victims or victims of violence or with minors were planned or conducted and therefore no measures were needed in order to protect and prevent harm to the respondents. The evaluation team ensured that any information that had not been made public through reports, online or otherwise pertaining to the programme activities of UN Women and its partners remained confidential. The interviews were recorded with permission and summary notes written down for analysis purposes; however, when the final report was accepted both the recordings and the notes were destroyed.

### **Stakeholder Consultations**

The Evaluation Reference Group reviewed the draft inception report and provided input that improved it. The field mission began with a meeting with the Evaluation Reference Group in order to inform them face-to-face about the work plan of the mission and for the provision of feedback. The Project team was also briefed through online correspondence prior to the start of and during the mission. A debriefing session was held on the last day of the field mission where the preliminary findings were presented to a joint gathering of the Evaluation Reference Group and UN Women staff. A final draft version of the report translated into the local language was submitted to all members of the Evaluation Reference Group and their feedback was taken into consideration by the evaluation team when preparing the final report.

# 3 EVALUATION FINDINGS

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This section describes the findings of the evaluation from the document review, field visits, the additional data collected through surveys and the evaluation team's reflection meetings. These specific findings or combinations thereof led to conclusions for each main evaluation question. The latter are presented in the fourth chapter of this report. The order of this section follows the Main Evaluation Questions matrix that guided the evaluation process.

## 3.1 Harmonization

The main evaluation question was as follows: How harmonised was the intervention in relation to the international and in-country policies on ending violence against women, current approaches to ending violence against women, and similar Projects in the country or the region?

### Harmonization with regional and in-country policies on ending violence against women

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**Finding 1:** The Project is harmonised with and contributes directly to the implementation of the Council of Europe's Istanbul Convention. This is despite the rejection of the Convention in some parts of the society, which could not have been anticipated in the Project design in 2015.<sup>5</sup>

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The UN Women Project was designed to support the country's implementation of the Istanbul Convention, namely the Council of Europe's Convention on Preventing and Combating Violence against Women and Domestic Violence. This is reflected in the awarded Project Document.

All interviewed implementing partners confirmed that they adhered to and promoted the standards defined in the Istanbul Convention. One implementing partner, for example, promoted the adoption of local action plans on the prevention of and protection from domestic violence and thereby a direct contribution to the implementation of Chapter II of the Istanbul Convention and its reference to integrated policies and data collection. Furthermore, the same implementing partner supported the formation and capacity building of multi-sector teams. The latter thereby contributed to Chapter IV of the Istanbul Convention, which refers to the protection of and support for victims of gender-based and domestic violence. The implementing partners often included Istanbul Convention standards in their training agendas.

It should be noted that in some parts of the country the influence of cross country conservative religious movements mean that the Istanbul Convention itself is challenged and this has slowed down the implementation of prevention activities in those areas. According to Project reports, interviews with some implementing partners and the evaluation team's subsequent analysis of the information received through social media, this was most evident in Canton 10. However, it should be strongly emphasised that none of the first-line responders whom the evaluation team interviewed in Canton 10 expressed any such rejection of the Istanbul Convention or principles of gender equality.

One implementing partner respondent provided the following insight.

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<sup>5</sup> Sub-question from the ToR: (1) To what extent is the intervention aligned with international agreements and conventions on gender equality and women's empowerment in the context of ending violence against women and domestic violence?

*We realised that the NGO that we initially selected as the partner in Livno was in fact against the Istanbul Convention. We realised this when we were vetting this organisation online and we found messages against gender equality and 'gender ideology', as they call it. Some persons directly involved in implementation of protection measures for victims are actually members of the movement 'In the Name of the Family' from Croatia. ... In all other areas we obtained the permission from the competent education ministries to work in schools without major problems, except in Canton 10, although we did also get it there eventually. [Implementing partner 6, paraphrased]*

It was the opinion of the implementing partner that this initial refusal of permission to work in the schools was influenced by certain individuals within those institutions who in fact themselves reject the Istanbul Convention.

Other implementing partners working in that area also encountered similar obstacles; however, they managed to circumvent the problem simply by not promoting the Convention in name but in principle and activity design.

The Project design could not have anticipated such a rejection of the Convention by conservative circles and yet despite this obstacle it managed to keep the designed initiatives on track.

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**Finding 2:** The Project directly contributed to the implementation of the Bosnia and Herzegovina Framework Strategy for the Implementation of the Istanbul Convention and the entity strategies and laws on protection from domestic violence.<sup>6</sup>

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The Project directly contributes to two out of the four strategic goals defined in the Bosnia and Herzegovina Framework Strategy for Implementation of the Istanbul Convention. Outcome 1 of the Project, *'The victims of violence against women and domestic violence have access to better quality multi-sector services'*, corresponds to the Strategy's second strategic goal of *establishing a multidisciplinary and coordinated system of protection for the victims of violence against women and domestic violence*<sup>7</sup>. Similarly, Outcome 2 of the Project, *'Men, women and youth demonstrate increased intolerance of violence against women in their attitudes and behaviour'*, corresponds to a part of the prevention activities outlined in the Strategy's first goal of *ensuring comprehensive, effective and inclusive prevention of violence against women and domestic violence*.

However, as per a Government of Republika Srpska Decision<sup>8</sup>, the Bosnia and Herzegovina Framework Strategy is not institutionally recognised in Republika Srpska. An interviewee explained that the state level Agency for Gender Equality developed a state strategy despite the fact that preventing and countering domestic violence is not a state competence but rather an entity competence. The interviewee stated that this is the reason why Republika Srpska rejected the Strategy. Nevertheless, the Istanbul Convention applies directly in Republika Srpska and the Government of Republika Srpska Decision did not prove to be an obstacle to the implementation of the UN Women Project. This was because the international standards stipulated in the Istanbul Convention and the Bosnia and Herzegovina Framework Strategy are the same. Furthermore, some implementing partners from Republika Srpska continue to follow the country priorities as defined in the Strategy.

The implementing partners followed and promoted the entity legislation and strategies for protection from domestic violence, which prescribe or promote approaches aimed at meeting the standards of protection defined in the Istanbul Convention. Some of the different approaches applied across the target locations are listed below, although not all elements were present in all of the implementing partner initiatives.

The Project supported a number of approaches defined in the entity laws on protection from domestic violence:

- cantonal (Federation of Bosnia and Herzegovina) or district (Brčko District) programmes of measures for prevention and protection from domestic violence;

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<sup>6</sup> Sub-question from the ToR: To what extent is the intervention consistent with the national development strategies in the area of gender equality and women's empowerment, ending violence against women and ending domestic violence? Does it reflect national/subnational priorities and commitments on gender equality and ending violence against women?

<sup>7</sup> Bosnia and Herzegovina Framework Strategy for Implementation of the Istanbul Convention, 2015–2018, p.32

<sup>8</sup> RS Official Gazette, No. 90/15



- appointment of cantonal (Federation of Bosnia and Herzegovina) or district (Brčko District) coordination bodies tasked with the development, coordination and monitoring of the implementation of the laws and policies on domestic violence;
- adoption of municipal or cross/municipal protocols of procedure in cases of domestic violence (legally required in the Federation of Bosnia and Herzegovina);
- implementation of different protective measures for the victims and treatment measures for the perpetrators of domestic violence, as defined in the entity laws on protection (Federation of Bosnia and Herzegovina, Republika Srpska and Brčko District).

Furthermore, other approaches promoted by the Project and its implementing partners are enshrined in strategic documents:

- A multi-sector approach to individual cases of domestic violence is promoted in the Istanbul Convention and in all in-country strategies and laws. A formal municipal decision to establish a multi-sector team is a legal requirement; however, in Republika Srpska it is specifically required under the Republika Srpska Strategy for Prevention and Protection from Domestic Violence.
- Self-help groups for victims and perpetrators are specifically promoted under the Republika Srpska Strategy for Prevention and Protection from Domestic Violence, while psychosocial support for victims and treatment for perpetrators are in general called for through other policies.
- The Bosnia and Herzegovina Framework Strategy defines the involvement of religious representatives in prevention activities.

The Project also promotes current approaches:

- involving men and boys in prevention activities,
- the promotion of cooperation between institutions and non-governmental organisations and government support for non-governmental organisations working on domestic violence,
- supporting first-line responders in developing their own stress-management skills.

## Harmonization with UNDAF and the principles of development assistance

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**Finding 3:** The Project directly contributes to implementation of the United Nations Development Assistance Framework in Bosnia and Herzegovina. The Project is committed to coordination, partnership and a human rights-based approach in its design, although it has faced obstacles in implementing these principles.<sup>9</sup>

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The Project directly contributes to implementation of the United Nations Development Assistance Framework in Bosnia and Herzegovina; more specifically, to its focus area 4 (empowerment of women) and outcome 13, *“By 2019, coordinated multi-sector platforms prevent and timely respond to gender-based violence and provide comprehensive care and support to victims.”*<sup>10</sup>

The main purpose of UNDAF is better coordination of development assistance, *“UNDAF is a critical tool for more efficient and effective coordination and delivery of United Nations assistance.”*<sup>11</sup>

According to Project staff, the Project coordinated with other United Nations agencies through the United Nations Thematic

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<sup>9</sup> Sub-questions from the ToR: (3) To what extent is the intervention consistent with the new aid modalities and UNDAF? (4) To what extent have gender and human rights principles and strategies been integrated into the programme design and implementation?

<sup>10</sup> UNDAF, p.8

<sup>11</sup> UNDAF, p.3

Group on Violence against Women and Children. UN Women, UNFPA and UNICEF promote an integrated and multi-sector approach to ending violence against women and girls. Yet some government interviewees have called for better coordination between UN Women and the relevant line ministries and between different United Nations agencies.

UNDAF also specifies that, *“in adherence with the Paris Declaration and Accra Agenda for Action, the United Nations will work and coordinate with international development partners, such as the Bretton Woods Institutions and donor countries, to ensure that the UNCT’s development cooperation is aligned, harmonised and managed for greater efficiency and effectiveness.”*<sup>12</sup>

The Project cooperated with a number of organisations in order to avoid overlap and enhance the effectiveness of the Project activities and impact.

Overall, the Project was in coherence with its sister Project ‘Implementing Norms, Changing Minds’, which was also implemented by UN Women.

The Project coordinated and consulted with the International Association for Maternal and Neonatal Health (IAMANEH), which is a Swiss organisation that provides support for ending violence against women in Bosnia and Herzegovina. For example, the call UN Women issued for partners to work with the perpetrators of violence complemented IAMANEH supported interventions.

In accordance with donor expectations, the Project promoted the results and publications produced through the Sida supported ‘Atlantic Initiative Project’.

The Project was also harmonised with an USAID supported Project on gender-based violence.

The Gender Centre of the Federation of Bosnia and Herzegovina coordinated with the IN Foundation in the target locations where overlapping occurred, although the presence of a number of different UN Women initiatives and IN Foundation activities in some of the locations did create obstacles to implementation.

One of the principles of development assistance is the human rights-based approach to design and implementation. Therefore, the Project Description and its Results Framework were based on an understanding of the gendered differences in domestic violence and acknowledgement of the fact that the majority of victims are women who require gender-sensitive protection and support. The Project also recognised that the majority of perpetrators are men and that the perpetrators require rehabilitation and treatment. Furthermore, the fact it is not possible to address the root causes of domestic violence without men as allies and without a gender-transformative approach to prevention was integral to the design of the prevention activities.

The 2015 Project Description acknowledges, on page 10, that, *“previous programming has failed to fully address both the engagement and needs of marginalised groups.”* Furthermore, the design included a commitment to support organisations of marginalised groups by enabling their participation and contribution to policies and prevention. The Project successfully established partnerships with two associations that represent marginalised groups: the NGO Otaharin, which leads a ‘Be a Man Club’ in a Roma community in Bijeljina, and the NGO Snop, which empowers women from rural areas in the Municipality of Rogatica. Snop actively participated in the development of the local action plan in Rogatica. In Brčko District and Bijeljina, first-line responders implemented specific actions to reach out to women in rural communities.

Yet the human rights of marginalised groups were not addressed strategically through coordination bodies, multi-sector teams or policies, as documented in interviews and the online survey. As evidenced in most interviews, organisations of Roma women, women with disabilities and other marginalised groups did not participate in protocol development, the design of guidelines, programmes of measures or promotional activities. Most first-line responders stated that they had cases of marginalised women benefiting from services but that there were no organisations in the municipality to represent the interests and/or needs of marginalised groups. This made it difficult to engage such groups in a more strategic manner.

In the survey of beneficiaries (see Table 4) first-line responders and local civil society organisations often stated that they included marginalised groups indirectly (15 out of 26), while very few respondents stated that they included them directly

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<sup>12</sup> UNDAF, p.5, UNCT stands for the ‘United Nations Country Team’

(3 out of 26).

In the survey of implementing partners (see Table 5), in response to a similar question, most respondents again stated that organisations advocating for the rights of marginalised groups were included indirectly (6 out of 10) yet only two were included directly.

Therefore, the Project aimed to develop affirmative action in order to ensure that marginalized groups equally experience the benefits of development assistance, but in implementation, this commitment was more difficult to observe than the Project anticipated.

Table 4. Inclusion of marginalized groups (Survey of beneficiaries)

Have you, in your area of responsibility, included organizations representing interests of marginalized groups of women?	No	Yes, directly	Yes, indirectly	Do not know
	8	3	15	7

Table 5. Inclusion of marginalized groups (Survey of implementing partners)

Have the projects done enough to include persons or organizations advocating the rights of women with disabilities, minority women, elderly, and other sub-groups?	No	Yes, directly	Yes, indirectly	Do not know
	2	2	6	5

## 3.2 Relevance and Inclusiveness

The main evaluation question was How relevant and inclusive was the intervention, i.e. the different levels of the intervention, for the local stakeholders, primarily the government representatives, first-line responders and victims?

### Relevance to the needs and priorities of government, the implementing partners and the beneficiaries

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**Finding 4:** The Project is relevant to the priorities of stakeholders at the policy level and to capacity building needs at the practical level, both of which are indirectly relevant to the end beneficiaries in terms of their ability to access quality services. The intervention is inclusive for government officials, first-line responders and civil society organisations. Although the Project design did not include more direct benefits for victims the implementation was adjusted to address at least some of the needs of the end beneficiaries.

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Implementation of the Istanbul Convention was already on the agenda for the entity and cantonal governments, because the country has to meet its corresponding gender and human rights commitments. Yet at the same time, certain improvements were long overdue in the system of protection. A participant in one group interview, for example, stated: *the Canton 10 protocol on procedures in domestic violence cases existed from before the Project, but it was outdated and not in accordance with the Istanbul Convention... Through the Project, we decided that we wanted to develop a new improved protocol.* [FR, Tomislavgrad, paraphrased]

For local level first-line responders, the Project also enabled violence against women and domestic violence to be placed higher on the agenda of cantonal government. A first-line responder in the Central Bosnia Canton noted: *Although the Law on domestic violence did oblige our canton to adopt some changes even before, those changes did not occur until this Project started.* [FR12, Novi Travnik, paraphrased]

According to an interview in Brčko District, the Project came just at the right moment when the Government was starting to develop the new Law on Protection from Domestic Violence. Udružene Žene (United Women), the implementing partner for additional capacity building, enabled closer harmonisation with the Istanbul Convention and more comprehensive activities aimed at promoting the ending of violence against women and domestic violence. This resulted in more interest in this issue among the media, politicians and the general public.

The Project enabled the entity gender centres to approach gaps in service provision systematically and to implement the priorities defined in the entity strategies and laws. Yet the Gender Centre of Republika Srpska found the implementation of the modalities of the Project to be problematic and the Gender Centre of the Federation of Bosnia and Herzegovina experienced difficulties during implementation due to financial arrangements. The concerns of the gender centres is discussed in more detail in section 3.5.

The support provided by UN Women was crucial for the implementing partners operating safe houses, because it allowed them to roll out their existing approaches to prevention and protection from domestic violence in new geographic areas that otherwise would not have been covered. It was also important for them to test some new approaches and establish new partnerships. *“UN Women gave support to us [as an implementing partner] to combine resources and invest in partners in Brčko District, because we could not implement the Project independently without local partners.”* [Implementing Partner 1]

The Project was also relevant for building the capacities of the implementing partners, *“Capacity building of our staff in this Project was very important for us, for example, to help educate self-help group management. They also organised training in Project management.”* [Implementing Partner 3]

The majority of first-line responders, who were the Project’s primary beneficiaries, were satisfied with the training opportunities provided. The multi-sector training was used as a strategy to build the capacities of first-line responders and to improve cooperation between key sectors at the local level. Of the 22 interviewed first-line responders, 20 found the training to have been ‘very useful’ or ‘useful’; the benefit was not so much a source of novel information and skills but rather, in all those 20 cases, as a means to improve coordination at the local level. The respondents in the two remaining cases were entirely dissatisfied with the quality of the trainers who delivered those trainings.

Nearly all of the 22 interviewed first-line responders as well as all non-governmental implementing partners wanted a continuation of the Project activities but in a more consistent and systematic manner. One first-line responder noted: *This support from UN Women and Lara means a lot to us, really. But it is important that there is continuous work in this area. Everything we learned in trainings [on facilitating a self-help group for victims] I shared with my colleagues and some things were really novel to us.* [FR20, Bijeljina, paraphrased]

As Table 6 shows (under point a), the majority of respondents in the survey of beneficiaries stated that the training opportunities in the Project were directly applicable to their jobs: 21 out of 30.

Table 6. Relevance of the Project (Survey of beneficiaries)

	No	Yes, directly	Yes, indirectly	Do not know
a. Have the training opportunities been sufficiently applicable to your job?	1	21	8	3
b. Has the project invested enough effort to find systematic solutions?	13	4	11	5
c. Was the project relevant to victims of VAW?	1	12	8	12

Nearly half of the surveyed beneficiaries (see Table 6, point b, above) stated that the Project had not invested enough effort in finding systematic solutions (13 out of 28). The Project’s relevance to first-line responders depends on a systematic approach. A government respondent stated: *In the focus groups the healthcare providers told us that they are overburdened from these invitations coming from different organisations. They don’t feel that there is a ‘system’ behind such initiatives,*

*there is no continuity. NGOs come and go, while the healthcare providers don't have the time to react.* [Government Partner 1, paraphrased]

In terms of its relevance to victims and perpetrators, the Project aimed to extend the availability of services for victims and perpetrators into municipalities that had not previously provided such options and in order to decrease municipal disparity in service provision. This was to be done indirectly by building the capacities of protection professionals, which will lead to an increase in the type and quality of victim assistance provided in the target locations. Therefore, in its design, the Project did not aim to reach victims or perpetrators directly. This was in accordance with the UNDAF strategy for addressing vulnerability and municipal disparity by promoting “*awareness and assumption of responsibility by authorities and civil society partners for assessing, prioritising and responding to the needs of those who are most vulnerable and disadvantaged.*”<sup>13</sup>

Nevertheless, the Project in some instances during its implementation adjusted and directly supported work with victims and perpetrators when professionals were testing the new approaches. This was the case, for example, when supporting the psychosocial treatment of perpetrators of domestic violence through initiatives of the entity gender centre, in the case of Medica’s outreach to female victims in rural areas and in Lara’s empowerment of women in rural areas.

As Table 6 (point c) above shows, nearly half of the surveyed first-line responders and local civil society representatives stated that the Project was either directly or indirectly beneficial to victims.

## Coverage of Project sites with activities addressing the root causes of violence

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**Finding 5:** The Project designed and implemented comprehensive prevention approaches with youth and the media in order to address gender stereotypes and promote different approaches, such as self-help groups, as a means to empower victims and change the attitudes of perpetrators. Yet the coverage of Project sites with such interventions was not always consistent. On the strategic level, the Project did not address the issue of the financial dependence of victims on perpetrators although some supported initiatives included the provision of material resources.<sup>14</sup>

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The Project Description (page 4) defined gender inequality and discrimination, unequal power relations between men and women and gender stereotypes as some of the root causes of violence against women.

In its design the Project aimed to address gender stereotypes primarily through preventive and promotional activities with youth and the media. Yet a comprehensive approach to prevention through the education system was only implemented in four Project sites: Livno, Travnik, Bijeljina and Istočno (East) Sarajevo. The reason for this was the intensity of work required by this comprehensive approach. Less comprehensive yet relevant work on prevention with youth was implemented in all of the targeted municipalities in Canton 10 and the Central Bosnia Canton. There were no preventive activities with youth in the smaller municipalities in Republika Srpska.

In terms of media activities, the Association of Bosnia and Herzegovina Journalists organised workshops for editors, journalists and students of journalism in four targeted locations and six more locations outside the target regions. Furthermore, they organised street actions in two targeted locations and eight more outside the target regions. The Project and all of its implementing partners participated in marking the annual 16 Days of Activism Campaign against Gender-Based Violence. They also organised a hackathon to engage younger audiences in finding technological solutions to the problem of gender-based violence.

The Project addressed inequality and unequal power relations between victims and perpetrators by 1) building the capacities of the multi-sector teams and local civil society organisations to implement the minimum standards for services to victims and perpetrators and 2) through some novel approaches, such as self-help groups for perpetrators and victims. First-line responders from all of the target locations in the Federation of Bosnia and Herzegovina had the chance to participate

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<sup>13</sup> UNDAF, p.10

<sup>14</sup> Sub-question from the ToR: (7) To what extent has the programme been catalytic in addressing some of the root causes of inequality related to violence against women and domestic violence?

in capacity building sessions for work with perpetrators in the same way as first-line responders from six municipalities in Republika Srpska. A portion of the municipalities in Republika Srpska and Brčko District were not covered by first-responder capacity building for work with perpetrators. The survey for beneficiaries (see Table 7) shows that about two-thirds of the respondents thought that the Project had not invested enough in work with perpetrators in their area (17 out of 26).

Table 7. Work with perpetrators (Survey of beneficiaries)

Has the project invested enough effort to work with perpetrators in your area?	No	Yes, directly	Yes, indirectly	Do not know
	17	4	5	7

Unequal power relations were most evident through the financial dependence of victims on perpetrators. The Project design lacked a strategy to contribute to the greater financial independence of victims, although some of the initiatives of the implementing partners included an economic empowerment component.

In 3 out of the 10 visited locations, first-line responders were frustrated because their resources at the local level were insufficient to support victims economically and because this and other projects do not reach victims directly. Interviewees gave good reasons why it is important to tackle the financial dependence of victims on perpetrators. These included the fact that victims are less likely to report violence, more likely to withdraw charges or to refuse to testify against the perpetrator and more likely to have no private access to alternative accommodation.

Social protection budgets are extremely scarce and the centres for social work often encounter difficulty in supporting the most basic needs of victims:

*“I have heard so many nice things in that training and yet here I am with a domestic violence case and I have no capacity to support the victim financially, to provide shelter for the victim and no financial support from the municipality. So all those good things we heard about are simply left behind. So is there really a need for 20 training sessions or seminars for us and no help for the victim.” [FR15b]*

Even when positive outcomes counterbalance such criticism from actual practice, the discontent among these first-line responders is a strong indication that more resources need to be invested, especially by the governments, into the protection system.

## Comparative advantages of UN Women

**Finding 6:** UN Women is a lead agency for ending violence against women and domestic violence in Bosnia and Herzegovina, its expertise in gender-based violence regarded as an advantage over other UN agencies, and its capacity to generate funds, lobby and advocate changes an advantage over key local partners. However, government partners are insistent that monitoring of CSO activities remains their mandate.<sup>15</sup>

Most of the implementing partners and some of the first-line responders stated that the importance of UN Women, including the agency’s lobbying and advocacy capacity, is that: *UN Women has greater authority, respect and has stronger lobbying and advocacy capacity than we have. This Project could not have been realised by non-governmental organisations and the small local organisations we worked with. We needed UN Women to sign the agreement with the Mayor of Brčko District, which was the basis of our cooperation.* [Implementing Partner1, paraphrased].

An implementing partner noted that unlike other United Nations agencies, UN Women possesses expertise on violence against women and domestic violence, staff dedicated to that particular issue, and a strong reputation in this area. According to all government representatives, there is evidently space for international organisations to support such priorities as

<sup>15</sup> Sub-question from the ToR: (8) In comparison with other United Nations entities and key partners in Bosnia and Herzegovina, to what extent does UN Women possess a comparative advantage in the programme’s area of work?

ending violence against women; although at least 3 of the 13 government representatives interviewed believed that it made little difference which United Nations agency or organisation implements such support: *The important thing is that they coordinate with the Ministry of Health if they are planning to involve healthcare providers.* [Government Partner 1, paraphrased]

The UNDAF strategy for addressing disparity in the country is to support governments and civil society organisations in assuming responsibilities and roles in decreasing disparity<sup>16</sup>. This approach was adopted in the Project design and implementation. The Project allocated nearly a half of the budget to local implementing partners and subcontractors, including the two entity gender centres. UN Women managed to raise funds for the implementation of the country priorities of the state Agency for Gender Equality and the entity gender centres, as defined in the policy documents. UN Women achieved a high level of consensus between the key institutional gender mechanisms early on in the design of the Project and successfully allocated the raised funds for the achievement of the defined priorities, but without taking over government responsibility or the role of civil society. Yet some government representatives expressed the need to give more power to government institutions when defining on which approaches and initiatives are to be supported and in which target locations as well as in how those approaches are standardised.

### 3.3 Effectiveness

This section provides a summary of the findings on the Project’s two main outcomes and four outputs, which were defined in the original results framework (not including Output 1.3). Interviews, field visits, online surveys and document analysis substantiate the findings.

**The UN Women Project cooperated with 22 organisations and institutions in order to support implementation of the Istanbul Convention’s standards on protection and prevention. Furthermore, it supported the development of local policies on ending violence against women and domestic violence in 50 municipalities in Bosnia and Herzegovina and reached 6,442 direct beneficiaries up until 30 September 2018. Achievement of Project outcome 1**

Figure 2 summarises the results framework in relation to increased access to quality services for victims of violence against women and domestic violence (Outcome 1). Output 1.1 and Outcome 1 are very similar in scope and formulation and therefore the indicators between these two results are difficult to differentiate. All Project indicators, outcomes and outputs are listed in Annex G, including baselines, targets and activities as reported by the Project.

Figure 2. Project Outcome 1 and contributing outputs



<sup>16</sup> UNDAF, p.10

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**Finding 7:** The results for outcome 1 exceed the set targets. Service providers have strengthened capacities to respond to incidents of violence against women. Access to services is increased, services improved in terms of quality and type (e.g. providing free medical care to victims), multi-sectoral teams are set-up and capacitated in their working areas.<sup>17</sup>

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Entity and Brčko District laws prescribe two types of measures for cases of domestic violence: those directed at the perpetrators and those directed at the victims. The protective measures directed at the perpetrator include securing the victim, removing the perpetrator from the house, placing a restraining order on the perpetrator, prohibition of harassment and stalking, temporary detention, psychosocial treatment for the perpetrator, addiction treatment for the perpetrator (if required), and assigning the perpetrator community or humanitarian work.

Protective measures directed at the victim include free medical care and legal aid, temporary social assistance, providing alternative accommodation, etc.

The Project built the capacities of first-line responders for implementing these as well as other measures of support.

### *Increased access to services*

The Project contributed to a number of specific changes at the local level, which all indirectly increased the type and quality of services provided for victims and perpetrators in the targeted municipalities. According to interviewees in ten of the visited locations, specific improvements that have occurred since the start of the Project include, among others, greater urgency in court proceedings, better exchange of information between institutions, the provision of free healthcare for victims and an increase in the frequency of issuing the measure to remove the perpetrator from the home. These measures are defined in the entity legislation, while the Project contributed to increased awareness about the rights of victims and their legal options among first-line responders.

Among the gaps that persist in service provision, according to interviewed first-line responders, the availability of alternative accommodation for victims who cannot remain at home is most scarce in the target locations. A number of target locations do not have a safe house nearby and there are no alternative options for the accommodation of victims, while the municipal budgets for placing victims in distant safe houses are very limited. The lack of access to a safe house limits the effectiveness of other protective measures and court procedures. This is often the case in small and remote municipalities. First-line responders often lack the option to secure victims of violence and the victim in such cases must remain at home with the perpetrator, if the perpetrator has not been removed from the house, or once the perpetrator returns. In the survey of beneficiaries, 10 out of 28 respondents underlined that alternative accommodation options are lacking (see Annex F, question 19). The Project did not contribute to improving the provision of alternative accommodation for victims in the visited locations. However, this is an issue of resource allocation from municipal and higher-level budgets.

According to the Project's consolidated list of results, the implementing partners set up and improved the capacity of 26 local multi-sector teams of which 18 were in the Federation of Bosnia and Herzegovina, 7 in Republika Srpska and 1 in Brčko District. The multi-sector teams were, in most cases, supported through initiatives by the entity gender centres. The purpose of the multi-sector teams is to coordinate case management in specific cases involving violence against women and/or domestic violence. In some of the ten locations visited during the evaluation where multi-sector teams were present it was found that these teams were not formally appointed by the municipal authorities, but that the role of each sector was clear from the entity legislation on domestic violence. The Project was therefore open to different implementation modalities in line with what best suited the municipalities. The evaluation team could not verify the existence of multi-sector teams in the municipalities it did not visit, but the Project reports show that there were multi-sector teams functioning in 26 target areas. In the survey of first-line responders, multi-sector teams were confirmed in 2 of the 3 municipalities in Republika Srpska included in the survey, 9 of 11 municipalities included in the survey in the Federation of Bosnia and Herzegovina and

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<sup>17</sup> Sub-questions in the ToR: (8) To what extent have the expected results been achieved on both outcome and output levels? (9) What are the reasons for the achievement or non-achievement of the programme results?



in Brčko District (see Annex F, question 16).

Regarding policies, the supported initiatives have thus far resulted in the development of 32 local policies for combating domestic violence. According to the Project reports, this includes 18 municipal/cantonal protocols and 2 cantonal plans of action in the Federation of Bosnia and Herzegovina, 2 local protocols, 2 rules of procedure, 1 memorandum of understanding and 5 action plans in Republika Srpska and 1 protocol in Brčko District. In the survey of first-line responders, the existence of relevant local protocols was confirmed in 2 municipalities in Republika Srpska, 11 municipalities in the Federation of Bosnia and Herzegovina and in Brčko District. Interviewees in at least two out of the six locations visited in the Federation of Bosnia and Herzegovina stated that they do not have a municipal protocol, but rather follow the cantonal protocol on procedures in cases of domestic violence. This is in accordance with the Federation of Bosnia and Herzegovina Law on Protection from Domestic Violence that requires that such protocols be adopted at least at a cross-municipal level, meaning that municipalities do not necessarily need to have their own protocol.

In terms of new direct services made accessible to victims, the supported initiatives piloted self-help groups with 40 victims of violence in 5 rural areas all of which, according to Project reports, were in Republika Srpska. In a survey of first-line responders, the existence of self-help groups for victims was also confirmed in Jajce, Novi Travnik and Vitez in the Federation of Bosnia and Herzegovina.<sup>18</sup> Either these were established after 30 September 2018 (the cut-off date for this evaluation) or such victim support services were organised independently from the Project. According to survey respondents, in Bugojno, Široki Brijeg, Tomislavgrad and Travnik there is an intention to establish self-help groups for victims.

The Project supported initiatives developed four pilot programmes for the treatment of perpetrators and trained 38 experts in the Federation of Bosnia and Herzegovina and Republika Srpska to facilitate these programmes. Three of the four developed models were tested and 62 perpetrators covered by the treatment: 32 in Republika Srpska and 30 in the Federation of Bosnia and Herzegovina. The perpetrator treatment trainings and the service itself were not available in Brčko District. Most of the trained persons were awarded certificates for the delivery of such services. As of 30 September 2018, seven treatment institutions/organisations had endorsed the implementation of the perpetrator treatment programmes. They included three centres for mental health (Srebrenica, Višegrad and Livno), the centre for social work, the police administration and the Municipal Court in Livno and the Alcoholics in Treatment Club in Banja Luka. The survey confirmed the existence of self-help groups for perpetrators in Jajce and Vitez, while an intention to establish also existed in Bugojno, Novi Travnik, Travnik, Široki Brijeg and Tomislavgrad.

### **Increased capacities for multi-sectoral teams**

The Project reported that 44 training sessions and workshops were conducted for 605 professionals. In addition, 98 activities on capacity building were conducted for 898 participants. The Project increased the number of professionals trained to deliver mandatory psychosocial treatment for perpetrators in less than half of the target locations (in Canton 10 and 6 municipalities in Republika Srpska). The capacities of the centres for mental health in Canton 10 to implement this measure remained limited as did their response to multi-sector cooperation. The capacities of the centres for mental health in Višegrad and Srebrenica were assessed to be at a higher level, according to interviewees. Capacity building aimed at implementing measures of psychosocial treatment for perpetrators was not provided in the Central Bosnia Canton nor in most of the target municipalities in Republika Srpska and not in Brčko District.

Although it was not in the original plan of the Project to provide means and provisions that are primarily the responsibility of the government administrations concerned, the Project did make some exceptions. Several specific means that were provided through the Project improved operations and practices in three target locations. In Brčko District, for example, a victim interview room with video equipment facilitated the confidentiality of information provided by victims of violence. There was a high demand for this type of support in all of the visited target locations. Respondents in the visited locations that were supplied with such means and resources were very satisfied, *“UN Women actually asked if the two healthcare centres with which we signed memorandums on treatment of perpetrators would need anything. UN Women provided additional funding for that equipment, which was not originally in our Project.”* [Implementing Partner 4]

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<sup>18</sup> Only responses from the centres for social work and the mental health centres are considered in this paragraph.

**Finding 8:** The establishment of coordination bodies at the local and cantonal level has improved coordination between key sectors and increased the sustainability of the multi-sector approach. The Project increased the delivery of mandatory psychosocial treatment in some of the target areas. Multi-sector training proved to be an effective approach to improving implementation of protective measures and helped build links within and between multi-sector teams; however, continuation and wider coverage is required.<sup>19</sup>

The evaluation team was able to substantiate the findings on three distinct activities of the Project: 1) multi-sector cooperation, 2) working with perpetrators and 3) capacity building for multi-sector teams. This process is described in the following three paragraphs, starting with local cooperation approaches.

#### **Multi-sectoral coordinating processes, policies and bodies**

The process of developing and signing protocols on procedure in cases of domestic violence, municipal action plans on domestic violence and other local policies contributed to several positive results. Firstly, it is a learning process for those professionals, civil society and government representatives directly engaged, and possibly for their colleagues and immediate supervisors. Secondly, it improves communication and cooperation between stakeholders directly involved in the process. This coordination is crucial for a multi-sector response to cases of domestic violence. Lastly, the process of developing such policies raises public awareness if the local media takes an interest in the process and reports on it.

The surveyed implementing partners considered municipal protocols more effective for ending violence against women and domestic violence than action plans, although both types of activities were regarded as highly effective compared to most other approaches (see Table 8).

Table 8. Protocols and action plans (Survey of implementing partners, question 6)

On a scale from 1 to 5, please mark the purposefulness of the following approaches for EAW and DV	Score (lowest to highest)
Municipal programmes of measures or action plans	4.4
Municipal protocols	4.5

First-line responders indicated that while their practice remains largely as before the signing of a protocol on procedure in cases of domestic violence makes the multi-sector approach more sustainable and facilitates integration into other systems within their institutions. *“I think that even if we did not realise the intended result we did make progress on this topic. We signed a new protocol, the subject is more talked about and professionals are cooperating and participating in trainings. Still, real results will be seen over a greater period of time.”* [Government Partner 4]

Interviewees in three out of the ten locations visited stated that their practices had not changed, although a local protocol had been signed, but that cooperation across sectors had improved, especially with those sectors usually found to have been less responsive to multi-sector cooperation.

Coordination bodies at the cantonal level also sometimes enabled improved policy coordination, even if not formally appointed. *“With support from the Gender Centre of the Federation of Bosnia and Herzegovina and the Project Canton 10 established a coordination body for prevention of and protection from domestic violence, although this body is not yet officially appointed by the Canton 10 Government. All relevant ministries, all municipal centres/departments for social work delegated their representatives to the coordination body. Furthermore, women’s organisations from Grahovo and Livno as well as journalists have participated already in the meetings of this coordination body.”* [FR15b]

<sup>19</sup> Sub-question in the ToR: (10) How effective have the selected strategies and approaches been in achieving programme results?

### Self-help groups and psychosocial treatment

The Project built the capacities of multi-sector teams, especially the centres for mental health and social work, in two distinct approaches to psychosocial support - one for victims and one for perpetrators, the latter voluntary or mandatory. The mandatory measure of psychosocial treatment for perpetrators is based on a court decision.

Self-help groups for victims of domestic or other forms of violence are established to facilitate peer support among group members. Although the intention is for these groups to be self-governing and to decide independently about their activities, professionals from the organising institutions or organisations mentor these groups. The implementing partners that introduce this method through the Project are convinced about its effectiveness. Self-help groups for victims were easier to establish in larger locations, such as Bijeljina, Foča and Bratunac, where more victims of violence were found than in smaller localities, which also often are remote.

Unlike psychosocial treatment of perpetrators, participation in self-help groups for this group is voluntary and the perpetrators of violence are guided through a learning process aimed at changing their knowledge, attitudes and behaviour toward women and children.

Establishing self-help groups for victims and perpetrators in smaller municipalities proved difficult, also because the targeted individuals were concerned about the level of confidentiality of the information shared in such groups. Another factor was that the social budgets of small municipalities were limited even in terms of providing the most basic services to victims.

Table 9. Self-help groups (Survey of implementing partners, question 6)

On a scale from 1 to 5, please mark the purposefulness of the following approaches to ending violence against women and domestic violence	Score
Self-help groups for perpetrators	4.2
Self-help groups for victims	4.4

According to the implementing partners (see Table 9), self-help groups for perpetrators are a less effective strategy for ending violence against women and domestic violence than self-help groups for victims. This survey result is more relevant for the Federation of Bosnia and Herzegovina, considering the low number of responses in Republika Srpska.

The issuance of measures for the psychosocial treatment of perpetrators was still very limited in most of the target areas. Sokolac was a positive exception. Two interviewees explained that this could be attributed to the particular competence of the court in Višegrad in respect to gender-based violence.

The Project selected a dispersed model of implementation of different approaches, which depended largely on the capacities of the implementing partners and the responsiveness of the municipalities. Consequently, some target areas were not included in capacity building for the provision of mandatory psychosocial treatment for perpetrators.

Table 10. Work with perpetrators (Survey of beneficiaries, question 9, and for implementing partners, question 7)

Has the project invested enough effort to work with perpetrators?	No	Yes, directly	Yes, indirectly	Do not know
First-line responders and local CSOs	17	4	5	7
Implementing partners	6	3	0	6

As Table 10 above indicates, most of the first-line responders and key implementing or associated partners were of the opinion that the Project had not invested enough effort either directly or indirectly into working with perpetrators. The

survey results are more relevant in this respect for the Federation of Bosnia and Herzegovina due to higher response rate.

Furthermore, the Project relied on civil society organisations as implementing partners for psychosocial treatment with perpetrators. This decision was based on the previous experience of CSOs in working with perpetrators. In the interviews, two government institutions challenged this decision because, in their opinion, appropriate capacities for the psychosocial treatment of perpetrators need to be built systematically and standardised through the competent ministries.

When asked if anything had changed in their municipality since 2016 in terms of the way of working with perpetrators an almost equal share of the surveyed first-line responders and local CSOs (see Table 11) stated that things had improved for the better (13) or that nothing had changed (14). These findings are more relevant for the Federation of Bosnia and Herzegovina, since the number of respondents from Republika Srpska was low.

Table 11. Improved work with perpetrators (Survey of beneficiaries, question 11)

Has anything changed since 2016 in the way of working with the perpetrators of domestic violence in your area of responsibility and if so, in what way?	Not informed:	No:	Yes:
	8	14	13

### Trainings across and within sectors

Some interviewees indicated during the field visits that they had gained knowledge from such training sessions but also that a systematic approach to training would be more effective. First-line responders appreciated the multi-sector training and some stated that it had yielded positive results in terms of changes in attitudes and practices among other first-line responders. Others were less supportive of the training methodology and stressed the need for sector specific training, although such opinions were rare: *“The education that was organised did not hurt, but I did not gain much from it. It is impossible for us [mental healthcare providers] to gain knowledge and skills in these kinds of education because they are multi-disciplinary.”* [FR6]

In the survey conducted after the field visits, first-line respondents scored the quality of the training they received with a high mark of 4 on a scale of 5 (see Table 12). Police respondents qualified the training quality lower than other professionals with a score of 3.0.

Table 12. Quality of Project support (Survey of beneficiaries, question 8)

On a scale from 1 to 5, please mark the quality of the different activities and publications within the Project (N=36):	Centre for social work	Civil society	Local administration	Mental health provider	Police	Prosecutor	School	Average
Training for multi-sector teams	4.3	4.0	4.0	5.0	3.0	4.0	4.3	4.2

Responses received during interviews in some of the visited target locations pointed to a need for wider coverage and for capacity building of professionals within sectors, as complementary to the multi-sector training they received. In the survey with first-line responders, when asked in an open-ended question about what is missing in the support for institutions involved in ending violence against women and domestic violence, 13 out of 28 respondents underlined education and training for staff (question 18).

In terms of the effect of the different training approaches within the sector or multi-sector trainings, the implementing partners in the survey considered the two approaches almost equally effective for ending violence against women and

domestic violence (see Table 13). Furthermore, the implementing partners in the survey believed that these initiatives enabled sufficient education and training within individual subjects for protection purposes (see Annex F, survey of implementing partners, question 7b).

Respondents from several target locations wanted more psychological support and increased supervision for professionals. They appreciated the training sessions that the implementing partners organised to help professionals cope with professional burnout and felt that such training is effective in overcoming constraints in their work.

A number of professionals from the multi-sector teams in the target locations pointed to their institutions' practice of transferring officials to other fields of work without taking into account the fact that their replacements lack the benefit of the training received through the Project. This practice negatively affects the rate of capacity enhancement among these first-line responders. The institutions do not yet have a system for systematic handover and skills-transfer.

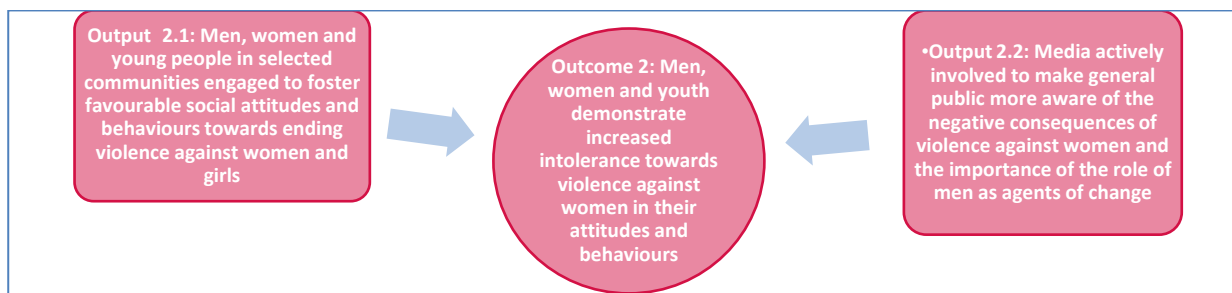
Table 13. Trainings across or within sectors (Survey with IPs, question 6)

On a scale from 1 to 5, please mark the purposefulness of the following approaches to ending violence against women and domestic violence	Score
Sector training by experts from within the sector	4.5
Multi-sector training	4.6

## Achievement of Project outcome 2

Figure 3 summarises the results framework in relation to increased intolerance of men, women and youth towards violence against women in their attitudes and behaviour (Outcome 2). Two outputs contribute to this outcome: increased direct engagement of the population (Output 2.1) and of media (Output 2.2) in prevention. Full Project results framework is in Annex G.

Figure 3. Project's Outcome 2 and contributing outputs



**Finding 9:** The Project realised output 2.1 and exceeded the targets; in particular, it increased the engagement of youth in prevention activities. Religious communities were engaged in prevention and the approach has promising potential for extension to other areas. The media community increased its involvement and interest in gender-based violence. However, the evidence was inconclusive in terms of how these results have contributed to a decrease in tolerance of violence against women and domestic violence.<sup>20</sup> The Project supported a gender-transformative approach to prevention that affected the prevailing attitudes on violence against women among youth and religious communities.<sup>21</sup> Extracurricular education for

<sup>20</sup> Sub-questions in the ToR: (8) To what extent have the expected results been achieved on both outcome and output levels? (9) What are the reasons for the achievement or non-achievement of the programme results?

<sup>21</sup> Sub-question in ToR: (15) To what extent is the programme bringing about gender transformative changes that address the root causes of gender inequalities – including prevailing social norms, attitudes and behaviours, discrimination and social systems?

youth was found to be more effective in changing attitudes than support for small school Projects, while online and street actions were seen as more effective in terms of awareness raising than work with religious communities.<sup>22</sup>

### Youth and religious representatives engaged in prevention

According to the Project reports, the Project supported 23 initiatives lead by men and young people to address gender stereotypes and violence against women in 2017 and two more in 2018. The Project reached 41 secondary schools in the targeted regions and engaged 4,618 pupils in prevention programmes.<sup>23</sup> The Project supported two different programmes of prevention in secondary schools with the same aim of prevention through education targeting youth.

The survey of beneficiaries suggests that there has been an increase in the engagement of youth in ending violence against women and domestic violence since 2016 (see Table 14), at least in the Federation of Bosnia and Herzegovina where more respondents than in Republika Srpska completed the questionnaire.

Table 14. Engagement of youth (Survey of beneficiaries, question 12)

Has there been an increase in the engagement of youth in preventing violence against women and girls and domestic violence compared to 2016 in your area of responsibility? Please explain.	Not informed:	No:	Yes:
	7	9	19

Association XY together with local partners promoted the implementation of its Programme Y in Livno, Travnik, Bijeljina and Istočno (East) Sarajevo. They formed youth clubs called 'Be a Man Club' in these locations that also engaged in street actions to change attitudes on violence against women. Global Innovation Network Europe awarded Programme Y a Global Education Innovation Award in 2017 as one of the best European and global practices on work with young men and women using gender-transformative approaches.

Medica Zenica implemented another commendable approach to the engagement of young people. After educating two pupils and two teachers in each secondary school in selected municipalities in the Central Bosnia Canton and in Canton 10 Medica issued a public call for funding small school Projects aimed at prevention. Eight small initiatives were selected and supported through these funds.

According to a school representative from Novi Travnik, *"there has been more education on this topic, they are certainly more sensitised. How much they are engaged in prevention that is difficult to assess."* [FR, Novi Travnik]

In the survey with beneficiaries, five respondents, including one social worker and four local CSO representatives, mentioned the 'Be a Man Club' initiative as the main contribution to the increased engagement of youth in the prevention of gender-based violence. One local implementing partner from Bijeljina said that youth is now more engaged in prevention than before and underlined that, *"it is necessary to continue programmes like 'Be a Man Club' as this opens the way for young people to actively participate in prevention and be the carriers of change and awareness of the problem of violence in general, especially violence against women and girls."* [Local Implementing Partner, Bijeljina]

According to a local implementing partner in Istocno (East) Sarajevo, *"after workshops in schools youth are now more active in different actions that focus on prevention, which shows their readiness to engage."* [Local Implementing Partner, Istocno (East) Sarajevo]

Three of the eight school representatives who participated in the survey with beneficiaries stated that there had been no increase in youth engagement in the prevention of gender-based violence, two of them were from Livno. Udružene Žene together with local partners organised a public discussion with youth and representatives of education institutions in Brčko.

<sup>22</sup> Sub-question in the ToR: (10) How effective have the selected strategies and approaches been in achieving programme results?

<sup>23</sup> The indicator target is a 25 per cent increase; however, end-line results are not yet available. The high number of reached and engaged youth indicates a significant increase.

The youth confronted the authorities with their own assessment of the level to which gender equality and violence prevention are integrated into the school curricula.

Based on the online surveys (see Table 15), the majority of surveyed first-line respondents (15 out of 21) found that the Project had invested sufficient effort, directly or indirectly, into work with youth. Among implementing and other partners, this share was half (5 out of 10).

Table 15. Youth work (Survey of beneficiaries, question 9, and survey of implementing partners, question 7)

Was there enough investment in working with youth through education?	No	Yes, directly	Yes, indirectly	Do not know	Sum
Beneficiaries	6	9	6	12	33
IPs	5	2	3	5	15

When asked what is missing in prevention work nearly all key implementing and associate partners who responded underlined the need for more comprehensive and continuous prevention activities with youth, beginning with adapted programmes for early age. One school representative, for example, said there should be, “a general strategy that would design preventive action throughout the education system, from preschool education onwards.” [FR, Novi Travnik]

A local implementing partner noted that, “more preventive programmes should be targeted at and tailored to marginalised groups.” [Local Implementing Partner, Bijeljina]

Although not initially planned, the Project’s implementing partners engaged religious representatives in the prevention of violence as a pilot action through two initiatives. Association XY worked with religious representatives in a region not originally targeted in the Project’s design, namely the Una Sana Canton. These local religious representatives produced recommendations for different levels of involvement of religious communities in violence prevention and the promotion of healthy lifestyles in their regular work, such as through religious classes or religious gatherings. Medica recorded and promoted an eight and a half minute video that included notable men, such as religious representatives, who advocate against violence against women. However, the video was not widely distributed or promoted.

Engaging religious leaders is not a common practice in the target areas. Only three out of the 36 survey respondents said that the engagement of religious communities had increased in their municipalities since 2016.

Table 16. Quality of preventive actions (Survey of beneficiaries, question 8)

On a scale from 1-5, please mark the quality of different activities and publications within the wider UN Women Project (N=36)	Civil society	Centre for social work	Mental health provider	Police	School	Average
Support to school projects	4.1	4.6	4.5	4.7	4.8	4.5
Extracurricular education activities	3.9	4.0	3.0	4.3	4.4	4.0
Street actions for awareness raising	4.1	3.5	4.0	4.0	4.0	4.0
Promotion of results through media pieces and promotional materials	4.3	3.0	4.5	3.7	4.0	3.7

In the survey (see Table 16), first-line responders marked the quality of support for school projects higher than extracurricular education activities for youth and this assessment was consistent across different sectors at the local level, especially schools. The above assessments indicate the achieved level of quality of the approaches applied through the Project.

Table 17. Survey of implementing partners, question 6, prevention approaches

On a scale from 1 to 5, please mark the effectiveness of the following approaches to ending violence against women.	Score
Supporting school projects against violence	4.4
Extracurricular education activities for youth	4.7
Street and online actions for raising awareness	4.6
Engaging religious communities in awareness-raising	3.9

The implementing partners were asked to assess the general effect of the different prevention approaches for ending violence against women and domestic violence. Table 17 suggests that the implementing partners found extracurricular educational activities for youth more effective than support for small school projects.

#### **Involvement of media and quality of reporting**

According to the Project reports, 252 people attended capacity building activities organised for media professionals and a total of 267 articles were published in 2017. There was a 42 per cent increase in media coverage of the 16 Days of Activism against Violence against Women Campaign in 2017 compared to 110 media reports about the same campaign the previous year.

Respondents stated during interviews that the media considered the context when reporting on cases of domestic violence and consequently their reports were more accurate, although the improvement was less evident in Republika Srpska. Furthermore, 22 respondents in the survey of beneficiaries (see Table 18) noted an increase in the engagement and quality of media reporting in their area; 10 (out of 32) respondents reported no increase.

Through cooperation with the Association of Bosnia and Herzegovina Journalists and at a later stage with the Media Centre Sarajevo, the Project worked on increasing the capacities of journalists, editors and students of journalism in terms of the quality of reporting on gender-based violence. Furthermore, these media organisations were also involved in promotional activities across the country.

Table 18. Media involvement (Survey with beneficiaries)

Has there been an increase in media engagement and quality of their reporting about domestic violence compared to 2016 in your area of responsibility?	Not informed:	No:	Yes:
	4	10	22

The Association of Bosnia and Herzegovina Journalists ran training sessions aimed at increasing the understanding of what violence is, increased recognition of the importance of identifying the problem of domestic and gender-based violence and the need for experts and activists, trained media editors, journalists and students of journalism to publish different perspectives on this issue. One of the trainers noted: *It was honestly a thrill for me to see that my students have written better stories than I did. I also participated in the call, just to see how I would rank compared to the stories they developed, and I was happy that some of their stories were better than mine* [Media Partner 2, paraphrased].



The Association of Bosnia and Herzegovina Journalists now has a list of organisations and experts on violence against women and domestic violence who journalists can contact in order to gain a more diverse perspective and relevant information when reporting on domestic violence.

In addition to capacity building and developing standards and resources for journalists, the Project invested significant effort into raising public awareness. A respondent in Novi Travnik who was a direct beneficiary stated: *We distributed flyers on the SOS phone number for victims of domestic violence to the general public. We informed the general public about the Project through our local radio.* [FR12, paraphrased]

Respondents in all of the visited target locations cited similar examples of engagement with the media and other promotional activities, especially in those areas where media representatives were part of the coordination bodies or otherwise involved at the local level. According to the respondents, all such preventive and promotional actions had a positive effect on public awareness. In one respondent’s opinion, *“The Project brought awareness to the general public on what violence is; not just physical violence, but other kinds of violence as well. The increase in the number of charges, I believe, reflects just that.”* [FR2, Sokolac]

Street actions by Association XY, the Association of Bosnia and Herzegovina Journalists as well as all other promotional activities usually intensified during the regular annual global campaign 16 Days of Activism against Gender-Based Violence and contributed to an increase in public awareness.

The answers to the question about the Project’s efforts to promote the results (see Table 19) indicates that the majority (22 out of 30) of first-line responders and local civil society organisations thought that the Project had promoted the Project results in their municipalities successfully. Furthermore, as shown above in Table 16, the surveyed first-line responders awarded lower marks for the quality of the promotion of results through the media and promotional material than for street actions on awareness raising. Implementing partners also found that street and online actions were more effective for awareness raising than engaging religious communities (see Table 17).

Table 19. Promotion of results (Survey of beneficiaries, N=33)

Has the project invested enough effort to promote results in your area?	No	Yes, directly	Yes, indirectly	Do not know
	8	15	7	3

The evidence on increased awareness among the public, affected groups, professionals and politicians is anecdotal because no systematic or comprehensive measurement was yet undertaken by the Project.

### 3.4 Unintended Results, Obstacles and Innovation

The main evaluation question was *‘Which unintended results, innovative or outdated practices/approaches and success or failure stories can be highlighted?’*. This section provides a summary of findings in relation to that evaluation question. The Project contributed to a number of unintended and/or innovative outcomes that are worthy to mention here as potential future initiatives. Some of the innovations stemmed from successfully overcoming obstacles during the implementation. There were a number of shortcomings in the Project design and selected modalities of work that required the attention of the Project management.

## Results and innovative approaches that went beyond the Project design

The Project achieved some results that went beyond what was originally designed, while other results were based on innovative approaches that emerged as strategies to overcome obstacles or to apply lessons learned in new areas.<sup>24</sup>

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**Finding 10:** The Project introduced novel institutional and non-institutional models for work with victims and perpetrators. The Project contributed to systematic professional education for social workers at the University of Banja Luka and promoted on-the-job mentoring for mental healthcare providers in one target region. Supported initiatives were successful in adapting to emerging obstacles.

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### *Innovative work with perpetrators*

One clear area of innovation is work with perpetrators. The Project expanded its target locations and partner network in this area in order to address the gap recognised in the provision of psychosocial treatment through institutional and non-institutional channels.

The provision of psychosocial treatment for perpetrators was a practice in several women's NGOs but not an established service available within the mental health centres in the targeted areas, even though it is required under the entity legislation. The Project helped build the capacities of mental health providers for psychosocial treatment by leveraging the existing capacities within the civil society organisations Žena Bosnia and Herzegovina from Mostar, Budućnost from Modriča and Vive Žene from Tuzla.

These CSOs implemented two initiatives. One initiative in Canton 10 trained first-line responders in accordance with a model developed by the Zenica Institute for Addiction Treatment, while participants passed a test and received certificates from the Ministry of Health of the Federation of Bosnia and Herzegovina. The other initiative, in six municipalities in Republika Srpska, applied a model developed by experts in the region. It remains unclear whether the participants received certificates from the Ministry of Health of Republika Srpska. In the survey, implementing partners assessed the quality of these two initiatives with high marks (see Table 20).

Table 20. The quality of the initiatives to support work with perpetrators (Survey of implementing partners)

On a scale from 1 to 5, please mark the quality of individual initiatives, whether you were directly or indirectly involved in those initiatives, or merely informed	Žena BiH, Mostar	Budućnost, Modriča	Alcoholics in Treatment Club, Banja Luka
	4.3	4.4	5.0

The Gender Centre of Republika Srpska originally focused on strengthening the multi-sector approach in five target locations. Yet the Gender Centre realised voluntary psychosocial treatment for perpetrators in only a very limited number of areas in Republika Srpska. Consequently, the Gender Centre expanded the initiative to a new target location, namely Banja Luka. Here they decided to support a local Alcoholics in Treatment Club in developing and testing a new model of psychosocial work with perpetrators. Engaging such non-institutional providers for mandatory addiction treatment or psychosocial treatment is a novel approach in Republika Srpska. The psychosocial treatment in the Alcoholics in Treatment Club remained voluntary but it targeted primarily those perpetrators who received a mandatory court decision on psychosocial treatment.

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<sup>24</sup> Sub-questions in the ToR: (16) Have any unintended results been delivered? Has programme achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome? (17) To what extent are the programme approaches and strategies innovative for responding to and preventing violence against women and girls? What -if any- types of innovative good practices have been introduced in the programme for the achievement of the results?

The expert team at the Alcoholics in Treatment Club explained the process in an interview,

*“The treatment lasted a month and the workshops were about impulse control, learning about addiction, creativity and participating in cultural events. Families also participated, but perpetrators only in groups. If minors were involved, we worked with them individually. Altogether, fifteen users had passed through this treatment over the course of six months.” [Local Implementing Partner 2]*

The Alcoholics in Treatment Club also established contact and formalised cooperation with institutions involved in work with perpetrators. The work of the Alcoholics in Treatment Club with perpetrators in Banja Luka was the only initiative (formally a sub-grantee of the Gender Centre of Republika Srpska) to receive the maximum score of 5 from other implementing partners (see Table 20). This approach therefore has the potential for replication by other Alcoholics in Treatment Clubs and other similar non-institutional service providers and can act as an alternative to psychosocial treatment in clinics and centres for mental health. It also has the potential to contribute to a more sustainable system of rehabilitation and psychosocial treatment for perpetrators.

The Project also promoted self-help groups as an additional model of support for victims and voluntary treatment for perpetrators. In the context of Bosnia and Herzegovina, this is a novel practice for protection institutions or organisations. Even though civil society organisations are aware of the model of self-help groups, some implementing partners nevertheless found it an innovative practice. *“Self-help groups are an innovative practice of the UN Women Project. It is absolutely different for the victim when he or she gets support from someone who has been through a similar problem.”* [Implementing Partner 3].

#### **Innovative prevention activities**

Association XY introduced another area of innovation through the prevention activities. Together with its regional and global partners, the association has been successively developing and improving its Programme Y since 2006. This model for working with youth received a Global Education Innovation Award in 2017. Programme Y works with boys and girls in mixed groups and empowers them to transform themselves from witnesses of violence into advocates against violence in their own communities, with the support of their peer network.

#### **Sustainable and innovative capacity-building activities**

Several first-line responders commented negatively on the theoretical training in which they participated when such training had little relevance to the specific challenges they face within their profession. Some supported initiatives implemented approaches which were more sustainable than others.

The RS Gender Centre developed a training module for multi-sectoral capacity building in accordance with the Istanbul Convention<sup>25</sup> and this training module was introduced as part of the curriculum for social work studies at the University of Banja Luka in 2018. This approach guarantees that future generations of social workers will better understand issues and standards of protection from violence against women and domestic violence. Furthermore, the training methodology of the RS Gender Centre was presented in Dublin, at a Joint World Conference on Social Work, Education and Social Development in July 2018.<sup>26</sup>

One of the initiatives building capacities for mandatory psychosocial treatment, also applied a more sustainable approach to capacity building for first-line responders.

*“We provided a mentoring session for psychologists from these mental healthcare centres. Four experts ... certified for that work by Dejan and Marina Ajduković from Zagreb in our earlier Project, conducted psychosocial treatment with perpetrators in the presence of mental health workers from the target locations. Participants were*

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<sup>25</sup> Module for Multi-Sectorial Training for Service Providers at the Local Level in Accordance with the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence

<sup>26</sup> <https://www.swsd2018.org/>

*very pleased because it was a rare opportunity for them to see experts in mental health directly at work with perpetrators.” [Implementing Partner 4]*

This capacity building strategy is rarely applied in capacity building activities aimed at ending violence against women in Bosnia and Herzegovina.

### **Successfully overcoming obstacles**

The Project and most of its initiatives found ways to overcome short-term obstacles during implementation. In its Project proposal, for example, Association XY planned cooperation with religious representatives on violence prevention in the original target regions; yet in practice this was not feasible because of the influence of extreme political religious movements in Canton 10 such as ‘In The Name of Family’ that is directly opposed to the Istanbul Convention. Association XY adapted to the situation and shifted to a different location outside of the target regions. As a result, Sanski Most is becoming a hub for the broader engagement of religious representatives from the three main faiths in the Una Sana Canton and has the potential to spread its influence to other parts of Bosnia and Herzegovina and beyond.

The association Lara, from Bijeljina, had to adjust its plan to build the capacities of local protection institutions or organisations for establishing and leading self-help groups for victims of violence against women in Bijeljina, Lopare, Vlasenica, Rogatica and Foča because the approach proved difficult to implement in Vlasenica. This is a small community with a small number of known female victims of violence and therefore the victimised women were concerned that other people in their community would know about their situation. To adapt, the association decided instead to establish a self-help group for victims in the neighbouring town of Bratunac.

Similarly, the Gender Centre of the Federation of Bosnia and Herzegovina applied the lessons it learned in its initiative in Canton 10 and the Central Bosnia Canton in relation to the need to secure support from the cantonal governments at an early stage of implementation. When launching its work in the West Herzegovina Canton, the Gender Centre first held meetings with key cantonal officials in order to secure the necessary support to reach the objective of improved and formalised coordination in the canton.

### **Shortcomings**

The field visits and the survey identified evidence of shortcomings in the Project design. Although UN Women made efforts to address these shortcomings there is room for improvement in future similar interventions.

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**Finding 11:** There was a need for more direct interaction with the judicial authorities and ministries of health at the entity level. This could have been resolved through cooperation with complementary projects that work in those sectors. Limited or non-existent budgets to cover basic costs for victims were among the most frequently noted gaps in the local systems.

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### **Engagement with judicial institutions and healthcare ministries**

First-line responders in four out of the ten locations visited cited problems in cooperation with the centres for mental health, the courts and the prosecutor offices in cases of domestic violence.

One participant in a group interview, for example, said,

*It is very important that each sector does its best, otherwise we are not going to resolve cases. Here we have a problem with the prosecutor and the court. They process domestic violence far too often as a misdemeanour. I have an example of a man who was chaining his wife and children, starving them, not letting them out of the house and not giving the wife any money. This was prosecuted as a misdemeanour! If this is a misdemeanour then I don't know what crime is. [FR20, paraphrased]*

Critical observations about the lack of understanding of gender-based violence among judicial and prosecutorial staff were found in other visited locations. Furthermore, first-line responders in Canton 10 made similar statements relating to healthcare institutions.

The Gender Centre of Republika Srpska highlighted in one of its narrative reports the, “low interest of judicial institutions for Project activities and generally for participation in multi-sector teams for providing services to victims of violence.” In the same report, the Gender Centre noted that judicial officials rarely participate in activities or training that involves other sectors.

Another implementing partner noted, *In Brčko District, the General Court did not sign the protocol and the Brčko District Law on Protection from Domestic Violence was not adopted. At the time, the judiciary thought that the Criminal Procedure Code was sufficient for them to act.* [Implementing Partner 1, paraphrased]

The training that judges and prosecutors receive in different areas of their work through their professional associations and the entity centres for professional development of judges and prosecutors includes the processing of cases of domestic violence. However, no data was available on the number or proportion of judges and prosecutors that have undergone training specifically related to gender-based violence.

The Project design did not include extensive engagement with the judiciary, because the donor Sida supported other projects working with the judiciary at that same time. Although the Project made efforts to coordinate with other projects synergies were not achieved, among other reasons because of the differences in timing and phases of implementation.

Healthcare and mental health providers in Canton 10 were unresponsive to invitations and recommendations from the Project, despite the fact that the cantonal ministries of labour, health, social care and refugees are involved in the cantonal coordination of the response to violence against women. An entity agency official cited shortcomings in the resources and capacities of mental healthcare providers, *The weakest link are the centres for mental health. They lack resources and professional staff. Other sectors also have problems. For example, the Centre for Free Legal Aid, which is supposed to assist the victim but has limited resources, or the police, who are not trained and have no officers designated for domestic violence cases.* [Government Partner 2, paraphrased]

Furthermore, representatives of the ministries of health at the entity level recommended improved and direct communication and coordination between UN Women and the ministries of healthcare. The Project relied much on the entity gender centres for coordination with other ministries. However, using more UN Women’s lobbying and advocacy capacity would have ensured a better information exchange and would have facilitated better participation of the judiciary and the ministries of healthcare.

#### **More resources for ending violence against women and domestic violence and the economic empowerment of victims**

A challenge for the work of first-line responders, especially those in small locations without a sufficient budget to support their work, is that the victims of domestic violence are most often financially dependent on the perpetrators, while assistance from local social security budgets for victims is extremely scarce in most of the target locations.

In most of the visited locations, the first-line responders reported having limited options at their disposal to assist victims financially in meeting their immediate needs after violence occurs. In at least two of the visited locations, they mentioned examples where they used their own money either to secure food and shelter for the night for victims or where they had to make excessive efforts to get the victim to a free safe house. In one of the visited locations, a representative of the municipal administration stated that the municipality does not wish to provide shelter for women in distant safe houses because this is not a sustainable solution. However, the absence of options for alternative accommodation and budget resources place a psychological burden on professionals and individuals in institutions and or service providers.

Many respondents in the interviews and surveys underlined that, beyond their immediate needs, victims lack adequate mid-term exit strategies after reporting violence. In cases of partner violence, they often have no source of income besides the violent partner and they need support in finding employment to earn an income. Although some initiatives did include the engagement of employment institutes in multi-sector coordination and response, victims in some of the visited locations could not obtain support for seeking employment because either communication between the different institutions was

inadequate or they were not informed about such possibilities.

The Project design did not include a coherent strategy for ensuring more adequate distribution of municipal and higher level budgets for immediate assistance to victims. The Project did issue a public call for proposals focused, among other things, on the sustainable financing of services for victims through public budgets and/or by addressing the problem of securing an exit strategy for victims in safe houses. Unfortunately, the Project did not receive any proposals. Furthermore, the Project did not include a strategy that involved resources to support government institutions and civil society organisations in the economic empowerment of victims.

### 3.5 Efficiency and Effectiveness of the Management Approach

The findings reported in this sub-chapter relate to the main evaluation question that addresses efficiency and management: Was management effective in allocating resources and implementing activities? The findings are based on Project reports, information shared by Project staff during the interviews and correspondence and the experiences of Project stakeholders expressed during the fieldwork.

The specific evaluation questions included in the terms of reference indicate which aspects were of particular interest to UN Women, such as the allocation of resources, effective leadership and management, timely delivery of outputs and the effectiveness of the Project's monitoring mechanism. The topics discussed during the interviews included these aspects but respondents also added their own views on the Project's management and efficiency, such as the communication dynamic and cooperation with UN Women and its Project team.

#### Efficiency of Project management

The Project operated through three thematic fields: 1) the protection of victims and work with perpetrators, 2) prevention activities in secondary schools and 3) the media. The Project's main implementing partners are the gender centres in the Federation of Bosnia and Herzegovina and Republika Srpska. The Project also collaborated directly with six civil society organisations as main implementing partners (see the list in Table 21) and their associated partners, and with subcontractors.

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**Finding 12:** Overall, management and follow-up on the implemented activities by partners was efficient and satisfactory; however, there were some exceptions. The monitoring mechanism facilitated the collection of data to measure the Project outputs but the monitoring and testing system is relatively underdeveloped for a Project of this size and importance. The Project had limited visibility online and Project supported initiatives were not easily recognisable to beneficiaries in the target locations.

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#### Project funds

In the original agreement with the donor, the Project funds were USD 1,509,373. This amount increased to USD 1,969,840 in 2018.

Major budget items, as per the last Results and Resources Framework, include:

- Outcome 1:	USD 757,000	38%
- Outcome 2:	USD 537,000	27%
- Project management:	USD 529,926	27%
- UN Women support costs:	<u>USD 145,914</u>	<u>7%</u>
- TOTAL BUDGET:	USD 1,969,840	100%

two-thirds of the budget will have been spent on activities under outcomes 1 and 2 by the end of the Project, including grants and sub-contracts. A total of USD 875,548 has been granted to implementing partners, which represents about 44 per cent of the total Project budget. Within these grants, the gender centres will have absorbed USD 321,540; this amounts to 37 per cent of all grants to implementing partners or 15.3 per cent of the entire Project budget.

### Quality of investment per initiatives

The survey with implementing partners included a question on the quality of initiatives implemented by these eight main partners as well as one subcontractor (see Table 21). On a scale from 1 to 5, based on the subjective opinion of the implementing partners, the quality of the initiatives implemented by the women’s organisations was rated higher when compared to those implemented by the Association of Bosnia and Herzegovina Journalists and Association XY. Beneficiaries on the other hand, perceived the initiative by Association XY as being of the highest quality: all of the respondents among beneficiaries marking the Association XY initiative were local civil society organisations. No schools assessed the quality of that initiative in the survey.

Table 21. Implementing partners, approved budgets, and quality assessment

Implementing partner	Territory covered	Planned budget	Survey respondents' assessment of quality, on a scale from 1 to 5		
			USD ▼	IPs	Beneficiaries
Association XY, CSO	RS: Bijeljina and Istočno Sarajevo, FBiH: Travnik and Livno	170,878	3.8	5.0	4.4
Gender Centre of Republika Srpska, government body	RS: Banja Luka, Bratunac, Milići, Zvornik, Višegrad, City of Istočno Sarajevo (6 municipalities)	168,055	4.6	3.7	4.2
Medica, Zenica, CSO	FBiH: Central Bosnia Canton and Canton 10	161,590	4.7	4.5	4.6
Gender Centre of the Federation of BiH, government body	FBiH: Canton 10, Central Bosnia Canton, West Herzegovina Canton	153,485	4.2	4.2	4.2
Lara, Bijeljina, CSO	RS: Bijeljina, Lopare, Vlasenica, Rogatica, Sokolac, Foča	68,495	4.7		4.7
Budućnost, Modrica, CSO	RS: Bratunac, Srebrenica, Milići, Višegrad, Rogatica, Sokolac	61,790	4.4		4.4
Association of BiH Journalists, CSO	Country-wide	56,560	4.1	4.0	4.1
Udružene Žene, Banja Luka, CSO	Brcko District	53,769	4.7	5.0	4.9
Žena BiH, Mostar, CSO	FBiH: Canton 10	37,486	4.3	4.0	4.2

When this information is combined with the data on the planned expenditure for each initiative it seems that Udružene Žene from Banja Luka and Lara from Bijeljina provided the best quality for the investment: they delivered high quality work for relatively small budgets. Medica Zenica delivered a high quality intervention but for a fairly sizeable budget. The entity gender centres delivered lower quality initiatives at a higher cost compared to other implementing partners. Yet it should be noted that the two gender centres implemented the highest number of individual activities compared to the other implementing partners.

The perceptions of beneficiaries and implementing partners does not provide an objective reflection of the quality of individual initiatives. The above evaluation is more illustrative of the high quality achieved across the initiatives overall, in terms of both the implementing partners and beneficiaries’ opinions and the sizeable budgets allocated for certain initiatives that included more intensive fieldwork and/or larger territorial coverage.

**Financial and other provisions for the implementing partners**

UN Women included a grading scale for technical support, the timely disbursement of funds and feedback for reporting in the narrative report forms for the implementing partners. All eight implementing partners graded these UN Women activities as ‘good’, which was the highest possible score.

During the interviews, several respondents representing stakeholder institutions graded the Project’s support with a high score.

In the survey of implementing partners (see Table 22), most respondents thought that the Project had increased the capacities of the implementing partners. In terms of finance, eight respondents thought that the Project did not adequately remunerate the work they did (all eight belonged to the main implementing partners).

Implementing partner respondents also complained in the interviews that the budget for staff costs in the grants was too limited. According to Project staff, some implementing partner proposals exceeded the available budget and these implementing partners were asked to reduce the overall budget. However, the implementing partners were left to decide on the required reductions. No other financial issues were found to affect the management or efficiency of the Project.

Table 22. Satisfaction with the Project (Survey with implementing partners, N=15)

	Yes, directly	Yes, indirectly	No	Do not know
Have the implementing partners increased their own capacities through this project?	9	2	3	1
Have the individual initiatives within the Project been sufficiently coordinated?	3	3	3	6
Has the work of the implementing partners been adequately remunerated?	4	0	8	3

**Monitoring, testing and learning**

The Project reports semi-annually and annually to the donor Sida on activities, progress and finances and a monitoring plan was designed and put in place to monitor the activities and finances of its implementing partners and sub-grantees. In 2017, the Project put additional monitoring mechanisms in place and a final monitoring tool was introduced in 2018.

The evaluation team received information on how monitoring took place during the interviews with Project staff. The field coordinator discusses the conduct of activities with implementing partner staff during the monthly Disbursement Plan discussion. Expenses are checked simultaneously and implementing partners report quarterly on activities and progress using



a financial template and a narrative report format. Although the forms do not include the systematic measurement of Project indicators, Project staff use the quarterly reports to measure the Project indicators and draft the donor reports.

The Project has 11 output indicators and 5 outcome indicators; however, 4 outcome indicators are identical to the output indicators (see Annex G). The Project tracked its indicators up to 30 September 2018 and reported on this in the consolidated results framework.

In some instances the indicators were not formulated adequately. The Outcome 1 indicator (the number of improved multi-sector services provided to address gaps in service provision), for example, would need to define the exact multi-sector services that are to be counted, the exact number of services that have gaps in service provision and the specifications for the target territories in order to be measurable and comparable across its baseline, target and activities. Each indicator should have a separate identification card that specifies exactly what is to be tracked from the beginning to the end of the Project. The Project reported the status of the above-mentioned indicator on 30 September 2018, which is not comparable to the baseline and target. Furthermore, the baseline and target seem to suggest that the Project in fact tracked the 'number of target municipalities in which services for victims and perpetrators were improved'.

Similar examples of inadequate formulation of indicators were found in relation to other outcomes and outputs. One particular problem in monitoring and evaluating the Project is that there is no systematic testing of the different approaches and measuring of the results. If, for example, two different approaches were promoted for working with perpetrators then the Project would ideally measure their success using the same assessment tool, e.g. recidivism after treatment. The piloting locations should also be selected more strategically.

Current comprehensive data on incidents of gender-based violence is not publicly available at the entity or local level. This affected the quality of the Project indicators. During the field visits, several respondents from different locations informed the evaluation team that each year slightly more victims report incidents of domestic violence (e.g. Zvornik and Sokolac). All of these victims gained access to public services through the efforts of the multi-sector teams concerned. *"In 2017, there were 4 charges of domestic violence, while in 2018 there were 8 charges. I attribute the increase to trainings of police officers and raising public awareness on the subject. I guarantee that at least 80 per cent of the cases are not reported."* [FR2, Sokolac]

The evaluation team tried to obtain statistics on reported incidents of domestic violence or violence against women at the local and cantonal or entity level but no such statistics were made available. Therefore, it was not possible to verify the statements of the respondents through alternative sources. However, several respondents in various target locations – who were not in contact with one another – mentioned a similar trend of slight increase in reporting on domestic violence over recent years.

Yet the rate of reported incidents of violence against women in one municipality had reduced each year. This, as one informant assumed (Livno), could be linked to the high level of local migration abroad in that municipality.

### Visibility of the Project

Visibility on the Project, UN Women and Sida was limited in the visited target locations, where non-implementing stakeholders, such as members of the coordinating bodies or first-line responders, had difficulty in recognising which organisation or agency had granted or financed which activities. This finding is not surprising because the implementing partners organise the activities whereas the UN Women Project team focuses on coordination and monitoring and therefore has little opportunity to meet stakeholders during the activities. Furthermore, direct beneficiaries were at times unsure which implementing partner had organised the training or meetings in which they participated.

Those initiatives that had strong visibility and public awareness components were implemented in locations such as Brčko District (implementing partner Udružene Žene from Banja Luka) where there were two public discussions in communities and one public debate with students and teachers as well as videos that were aired on local television stations, a billboard and the strong involvement of journalists during the signing of the protocol and in following all of the events. However, the respondents in the visited locations often could not recall whether the initiatives in which they participated were part of the UN Women Project and/or funded by Sida.

The implementing partners often mentioned various projects as well as regular programmes they were implementing at the same time, sometimes with the same topic and at times in the same locations. One implementing partner, for example, was, according to its website, implementing two different projects on gender-based violence in Brčko District: one with youth funded by the EU and the other funded by UN Women on policies and protection.

Centrally and through supported initiatives, the Project produced a number of useful assessments, guidelines and training tools most of which are currently distributed across various websites including the campaign website [www.16dana.ba](http://www.16dana.ba). Despite this scattering of information online only one media representative cited a lack of information about the Project online.

## Effectiveness of the management

A substantial and objective indicator is the percentage of implementing partners that realised their expected results and attribute this to support provided through the Project. The evaluation team found that all of the implementing partners had realised their planned outputs in conformity with the logical framework.<sup>27</sup>

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**Finding 13:** The effectiveness of the Project management is demonstrated by the realisation of all planned Project activities and the achievement to a large extent of the two outcomes. Overall, the implementing partners were pleased with the level of communication with and the coordination by the Project team. However, the Project team and the Project Steering Committee failed to resolve certain contentious issues with two government partners and a sub-grantee. Coordination between the different initiatives proved problematic in some target locations.

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Indeed, the respondents of all implementing partners and subcontracted CSOs consulted during the fieldwork stated that they had completed the planned activities under the UN Women Project and that the planned outputs had been realised. This was confirmed by the progress reports submitted by the implementing partners to UN Women and the Consolidated Results Matrix prepared by the Project Manager on 30 September 2018.

### Cooperation and communication between initiatives

The essential elements of efficient and effective management are good cooperation and strong communication with partners and stakeholders. Respondents assessed these elements as excellent during the field visits. Appreciation of the UN Women Project team was also noted in the progress reports from the implementing partners. Yet it was possible to detect a level of tension between the lines, *“The Gender Centre of Republika Srpska has good support from the UN Women team. It is important though to keep in mind the need to be flexible ... we use this opportunity to point out once again the necessity of our mutual understanding and listening to each other, given that we are partners...”*<sup>28</sup>

This tension was also apparent in interviews with various stakeholders. However, subject to their position, these stakeholders expressed different views on the reasons. It is not up to the evaluation team to make a judgement on the merit of the issue but only on the consequences. Yet in this case, the failure to find common ground led to a deterioration in the relationship between the Gender Centre of Republika Srpska and UN Women.

In terms of the partnership between UN Women and the Gender Centre of the Federation of Bosnia and Herzegovina, due to financing requirements of the Government of the Federation of Bosnia and Herzegovina, the Gender Centre did not view the short-term disbursement of funds that the Project used as appropriate. Unless this financing modality is adjusted in order to allow for disbursement over longer periods, this will have an adverse effect on the Gender Centre’s motivation for cooperation in the future.

Another issue related to the handling of a complaint made by the Association of Bosnia and Herzegovina Journalists. The

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<sup>27</sup> reported through the table ‘Consolidated results targeted/baseline vs. achieved by September 2018’ which was received from the Project team

<sup>28</sup> Narrative Report 7 of the Gender Centre of Republika Srpska

subcontractor claimed that the Project made promises that the follow-up media Project would be contracted to the Association directly. The Association also claimed that elements of its project proposal were used by the Project to formulate the public call for the media Project. The Project rejects these claims.

Different stakeholders expressed different views on this and the evaluation team will not judge the merits of the issue but only comment on the matter of communication. The correspondence related to this complaint is formal and does not accord with the otherwise cordial nature that characterises the previous relationship between UN Women and the Association of Bosnia and Herzegovina Journalists. It is clear that the formal nature of the response to the complaint was received negatively. As previously mentioned, the Project Steering Committee should have acted to resolve this disagreement.

With regard to coordination in the field, the survey with beneficiaries (see Table 22) suggests that the opinions of the implementing partners are divided in relation to the quality of the coordination between the different initiatives. Looking exclusively at the coverage of the target locations with activities, evidently there is a need to improve targeting and coordination. In Livno alone, for example, the UN Women Project has implemented four different initiatives with two on prevention (Association XY and Medica) and two on protection (Zena Bosnia and Herzegovina and the Gender Centre of the Federation of Bosnia and Herzegovina); this is on top of a protection initiative that was not part of the UN Women Project (local NGO LiWoman with support from the IN Foundation).

In comparison, only one initiative was implemented in Brčko District. This difference possibly contributed to the more positive and informed opinions among first-line responders in Brčko District compared to Livno. One first-line responder in Livno stated that she and other members of the multi-sector team and cantonal coordination bodies were confused by the way in which two separate protection initiatives were established in the initial contact. There was a congruence of opinion on this matter in other locations in that canton. The inability among first-line responders to distinguish between different initiatives was also noted in two of the municipalities visited in Republika Srpska.

### **Project Steering Committee**

The first steering committee was a joint Project committee for this and the USAID funded Project 'Strengthening the Capacities of the Institution for Gender Equality in the area of Gender Based Violence', implemented by the Agency for Gender Equality. The joint committee was discontinued after February 2017 because the Gender Centre of Republika Srpska pulled out of the USAID supported Project.

The UN Women Project then formed the Project Steering Committee, which held its first meeting on 26 January 2018. However, the minutes of the three Project Steering Committee meetings held during 2018 show that the Committee failed to deal systematically with certain contentious issues. One of these issues was mentioned repeatedly during the field visits, namely the role of the gender centres in the Project and their opinion that CSO activities in their jurisdictions should be coordinated by them, that standards for psychosocial treatment should be produced by the responsible ministry and not CSOs, and finally that the CSOs should follow procedures when developing standards on their own.

It falls under the mandate of the Project Steering Committee to resolve such contentious issues or to instruct the Project team in how to avoid complications in cooperation. Another issue relates to the complaint by the Association of Bosnia and Herzegovina Journalists concerning the failure to grant the media follow-up Project to the Association despite its highly satisfactory work on the first media Project. According to the available minutes, no discussion has taken place during any Project Steering Committee meeting on this issue of discontent in a sub-grantee.

## **3.6 Sustainability of the Project Results**

This section describes the likelihood that the Project results will last beyond the end of the Project (the sixth main evaluation question). The evaluation team made extensive use of the opinions of the stakeholders interviewed during the field visits, the Project team members and to some extent written material such as the reports from implementing partners and the

government agencies charged with assessing the potential for lasting results.

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**Finding 14:** Although the potential that results will last beyond the end of the Project exists in the built capacity of professionals and first-line responders, their organisations, and in some universities, sustainability depends on continued support and/or scaling-up of successful approaches to prevention and protection of violence against women.

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### **Capacity to continue the initiatives**

The most sustainable results are the capacities built into the staff of the implementing partners and through them the supported local organisations. The implementing partners increased their own capacities, established new contacts and increased their influence both in and beyond their home regions. The UN Women commissioned studies and information sharing contributed to the capacity building of implementing partner staff.

In some cases, implementing partners aim to continue the initiatives begun under the UN Women Project even if they will not be part of any follow-up Project. Local organisations that are not implementing partners in the targeted locations improved their knowledge and gained more recognition within their communities, such as the Gender Association in Brčko District, Most in Visegrad, the Women's Forum in Bratunac and the women's association Snop in Rogatica. Government agencies recognise the increased capacity of certain NGOs and depend on their services to protect victims.

In terms of continued professional development of first-line responders, the RS Gender Centre ensured that their training module on multi-sectoral training in accordance with the Istanbul Convention was integrated into the curriculum of the social work studies at the University of Banja Luka.

### **Guidelines, research, training curricula**

Table 23 below provides a list of publications that the Project and supported initiatives produced. Most of the studies commissioned directly by UN Women have not yet been published, while the publications produced within supported initiatives have been published on the Ending Violence against Women and Domestic Violence website administered by UN Women: [www.16dana.org](http://www.16dana.org).

Some of the guidelines and research produced benefitted from the United Nations resource The Essential Services Package for Women and Girls Subject to Violence: Core elements and quality guidelines.<sup>29</sup> This document elaborates on recommendations for relevant service providers aimed at a coordinated response.

### **The positive influence that sustainability has on building professional networks**

Achievements in terms of the prevention of violence and the protection of victims of violence depends largely on leader support, personal relations at different levels and interest among CSOs and international organisations. Therefore, moving committed stakeholders to another and possibly unrelated position can have a negative effect on the continuation and quality of the achieved results. The evaluation team found that leading individuals in the units of local government, such as mayors or persons assigned to coordinate on behalf of the local administration, provided strong support and that their continued involvement in addressing the problem is important for achieving lasting results.

*“All of the participants are aware that the Project will end. That is why the Operational Group was brought together and signed the memorandum. They are responsible for overseeing the implementation of the Protocol.”*  
[Implementing Partner 2]

The training and cooperation on protocols and plans were useful in establishing contact between professionals, especially in the larger municipalities or cantons.

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<sup>29</sup> Available at [www.unwomen.org/en/digital-library/publications/2015/12/essential-services-package-for-women-and-girls-subject-to-violence](http://www.unwomen.org/en/digital-library/publications/2015/12/essential-services-package-for-women-and-girls-subject-to-violence)

Table 23. Publications produced through the Project (published and unpublished)

Organiza-tion	Author, Year and Title	Published at/ Language
<b>UN Women</b>	<p>Miftari, Edita., UN Women Analysis of the Capacities for the Implementation of the Council of Europe Convention on Preventing and Combating Domestic Violence and Violence against Women in the Police and Free Legal Aid Sector in Bosnia and Hercegovina (2018).</p> <p>Mann, Lori., Good Practices in Responding to Domestic Violence: A comparative study (2018).</p> <p>Hadzimesic, Lejla., Pregled multisektorskog odgovora na nasilje u porodici na lokalnom nivou u Bosni i Hercegovini – Završni izvještaj (2018).</p> <p>_ Procjena multisektorskog pristupa sprečavanju nasilja u porodici s aspekta analize troška nasilja: Analiza trenutnih troškova na lokalnom nivou u Bosni i Hercegovini (2018). [Assessment of the Multi-Sectorial Approach to Combating Domestic Violence from the Perspective of Cost Analysis: Analysis of current costs at the local level in Bosnia and Herzegovina]</p> <p>Dekic, Slobodanka., Priručnik za izvještavanje o rodno zasnovanom nasilju (2017). [Manual for Reporting on Gender-Based Violence]</p> <p>_ Priprema treninga za novinare_ke i studente_ice novinarstva (2017) [Preparing a Training for Journalists and Students of Journalism]</p> <p>Mujkic, Jukic, Elvira., Istraživanje o medijskom izvještavanju o rodno zasnovanom nasilju u BiH (2017) [Research on Media Reporting on Gender-Based Violence in BiH]</p>	<p>Not published</p> <p>Produced in English and B/C/S</p> <p>Not published/ Produced in English &amp; B/C/S</p> <p>Not published/ Draft produced in B/C/S</p> <p>Not published/ draft produced in B/C/S</p> <p>www.16dana.ba, B/C/S</p> <p>www.16dana.ba, B/C/S</p> <p>www.16dana.ba, B/C/S</p>
<b>Gender Centre of the Federation of Bosnia and Hercegovina</b>	<p>Gender Centre of the Federation of Bosnia and Hercegovina, Postupanje u slučajevima nasilja u porodici (2017). [Procedure in Cases of Domestic Violence], with</p> <ul style="list-style-type: none"> <li>- Hodogram postupanja službi/ustanova/institucija u slučajevima nasilja u porodici [Workflow of Procedure for Service Providers] and</li> <li>- Plan i program obuke profesionalaca: Okvir djelovanja u slučajevima nasilja u porodici – Multisektorski pristup [Professional Training Curriculum: Action Framework in Domestic Violence Cases – Multi-sectoral Approach]</li> </ul>	<p>www.16dana.ba, B/C/S</p>
<b>Gender Centre of Republika Srpska</b>	<p>Babovic, Marija., Izvještaj o procjeni kapaciteta za sprovođenje konvencije Savjeta Evrope o sprečavanju i suzbijanju nasilja nad ženama i porodici, u sektorima policije, obrazovanja i besplatne pravne pomoći u Republici Srpskoj (2017). [Report on Assessment of Capacities for Implementation of the Convention on Preventing and Combating Violence Against Women and Domestic Violence for the Sectors of Police, Education, and Free Legal Aid]</p> <p>Sucur Janjetovic, Vesna., Modul za multisektorsku obuku za pružaoce usluga na lokalnom nivou vlasti u skladu sa Konvencijom Savjeta Evrope o sprečavanju i suzbijanju nasilja nad ženama i u porodici (2017). [Module for Multi-Sectorial Training for Service Providers at the Local Level in Accordance with the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence]</p>	<p>www.16dana.ba, B/C/S</p> <p>www.16dana.ba, B/C/S</p>

	<p>Vukovic, Olivera., Smernice za primenu Konvencije Saveta Evrope o sprečavanju i suzbijanju svih oblika nasilja nad ženama i u porodici na lokalnom nivou vlasti (2017). [Guidelines for Implementation of the Council of Europe Convention on Preventing and Combating All Forms of Violence against Women and Domestic Violence at the Local level]</p> <p>Vukovic, Olivera., Lokalni protokol o saradnji i postupanju u slučajevima nasilja nad ženama i u porodici (2017). [Local Protocol on Cooperation and Procedure in Cases of Violence against Women and Domestic Violence]</p>	<p>www.16dana.ba, B/C/S</p> <p>www.16dana.ba, B/C/S</p>
<b>Buducnost Modrica</b>	<p>Vidovic, Gordana., Analiza procjene kapaciteta za prevenciju i suzbijanje nasilja nad ženama i djevojčicama i nasilja u porodici sa naglaskom na sprovođenje tretmana za počinitelje nasilja u porodici za područje opština Višegrad, Sokolac, Rogatica, Bratunac, Milići i Srebrenica (2017). [Analysis of the Capacities for Prevention and Countering Violence against Women and Girls and Domestic Violence, with emphasis on the Psychosocial Treatment of Perpetrators of Violence against Women and Domestic Violence in the Municipalities of Visegrad, Sokolac, Rogatica, Bratunac, Milici, and Srebrenica]</p>	<p>www.16dana.ba, B/C/S</p>
<b>Zena BiH, Mostar</b>	<p>Begic, Anita., Početna analiza stanja o programu psihosocijalnog tretmana za počinitelje nasilja u FBiH (2017). [Baseline Analysis of the Programme of Psychosocial Treatment of Perpetrators of Violence in the Federation of Bosnia and Herzegovina]</p>	<p>www.16dana.ba, B/C/S</p>

# 4 CONCLUSIONS, LESSONS LEARNED AND RECOMMENDATIONS

This chapter includes the main conclusions and lessons drawn by the evaluation team on the basis of the fieldwork, document review and surveys of main beneficiaries and implementing partners. Furthermore, the chapter includes recommendations which the Project team and the Evaluation Reference Group reviewed.

## 4.1 Conclusions

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**Conclusion 1** (based on findings 1-3): The UN Women Project is **fully harmonised** with the main regional human rights instrument on domestic violence, the Istanbul Convention, as well as the related in-country policies and in particular the Bosnia and Herzegovina Framework Strategy for Implementation of the Istanbul Convention, and the entity strategies and laws on protection from domestic violence.

However, the complex context in Bosnia and Herzegovina makes the promotion of this coherent system of standards somewhat difficult for international agencies. The Bosnia and Herzegovina Framework Strategy for Implementation of the Istanbul Convention is not recognised by Republika Srpska, even though the Istanbul Convention itself is fully endorsed. The Istanbul Convention is not widely accepted or promoted in the areas bordering with Croatia because of the spillover of influence of certain conservative right wing movements in Croatia. Nevertheless, the Project and its supported initiatives successfully adapted to such issues as they emerged. The Project synchronised with new Projects with the same objectives, promoted the results and the publications of complimentary Projects and its design was harmonised with other United Nations Projects with similar aims. The Project included the basic tenets of the human rights based approach in its design. Yet it only partially succeeded in ensuring substantive representation of the interests of marginalised groups, despite the fact that the Project Description defines this as one of the key elements.

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**Conclusion 2** (based on findings 4-6): The Project is **directly relevant to the priorities** and needs of government institutions, the implementing partners and first-line responders. It also indirectly benefits the victims and perpetrators of violence against women, with some supported initiatives benefitting the end beneficiaries directly. The selected prevention approaches were relevant in addressing the root causes of violence against women and domestic violence. However, the coverage of the Project sites with protection and prevention activities was inconsistent.

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UN Women is renowned as a leader in the struggle to end violence against women, especially in terms of its expertise and lobbying capacities. The Project provided direct support to victims and perpetrators through a small number of activities, such as self-help groups, and treatments. However, a proportion of the interviewed first-line responders did underline the need for Projects of this kind to include more activities that directly benefit victims and victims, such as economic empow-

erment and lobbying for short-term social assistance. There was also the opinion among first-line responders and government representatives that the Project's approach to capacity building should have been more systematic and consistent. Furthermore, the Project did not systematically support the availability and accessibility of services for marginalised groups of women.

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**Conclusion 3** (based on findings 7-9): The Project **increased the availability** of new or improved existing services for victims of violence against women in the targeted locations, increased the engagement of youth and religious communities in the prevention of violence against women and girls and domestic violence and intensified media reporting and the quality of reporting on domestic violence.

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The Project activities contributed to the formulation of protocols describing the roles and responsibilities of coordination bodies and the multi-sector teams. This has facilitated the work of first-line responders to protect the victims of violence against women and girls and domestic violence. Yet protection measures for victims and victims, such as safe houses or self-help groups, are not always available, especially in small localities. The Project activities encouraged courts in some areas to more often issue measures that protect victims against perpetrators. Capacity building activities offered through the Project for local level policymakers, first-line responders and service providers increased knowledge and built skills and facilitated the improvement of practices to protect and assist victims. First-line responders requested more sector specific and more systematic training programmes. Although limited to certain locations and still at a small scale, the Project initiatives did increase the number of men, women and youth who advocate for positive changes in attitudes and the condemnation of gender-based violence. The Project was successful in achieving more media reporting on cases involving violence against women and domestic violence. Yet the Project indicators and available data were insufficient to assess whether the applied approaches have been successful in their purpose (e.g. recidivism after psychosocial treatment), whether increased prevention activities have led to a decrease in the share of underreported violence, whether men, women and youth now demonstrate lower tolerance of violence, or to assess the quality of media reporting.

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**Conclusion 4** (based on findings 10 and 11): The Project applied a number of **novel approaches** in the target locations and beyond, in particular its work with perpetrators and prevention activities with youth and religious communities. The Project and its partners adapted well to the emerging obstacles.

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However, the Project design lacked strong focus and cooperation at the policy and practical level with the judiciary, healthcare ministries and economic support providers. Yet some of the approaches to work with victims and perpetrators have been extended and are now part of the institutional services. Programme Y received recognition as one of the most innovative approaches to working with youth. The Project was less successful in addressing the identified shortcomings in design: policy engagement with the judiciary, healthcare institutions and employment institutes.

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**Conclusion 5** (based on findings 12 and 13): The Project is **managed in an efficient and appropriate manner**, although there were issues with communication and coordination.

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All implementing partners and sub-grantees realised their planned outputs. In general, cooperation and communication efforts by the Project team were appreciated, although a few partners were not satisfied with the coordinating role of UN Women in their territories. Discontent or disagreement over communication between the Project and partners were not resolved in two instances; however, no other such issues were identified. Project finances were managed in an efficient and effective manner and the monitoring of activities was done through a designed monitoring and reporting plan. However, new elements of monitoring were introduced midway through the Project and this at first placed an extra burden on the implementing partners. Overall, the monitoring, testing and learning system remains underdeveloped. This can be attributed in part to the low capacity to collect and publicise data on gender-based violence in the country. Furthermore, the visibility strategy is not conducive to one of the Project's intended outcomes and coordination was not always effective between different initiatives implemented in the same target location.



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**Conclusion 6** (based on finding 14): The likelihood that many of the Project results will continue and **last beyond** the end-date of the Project is high.

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The majority of respondents expressed confidence that they would continue their activities to provide services to victims of domestic and gender-based violence. Professionals have increased their knowledge and skills and are now better equipped to provide adequate services. Partners in the civil society sector intend to continue their work financed through the Project if new funding becomes available. Partners in the government (the gender centres) consider the Project's main activities as their responsibility and will continue these activities through similar Projects and their regular activities.

## 4.2 Lessons Learnt

### *Substantive representation of marginalised groups*

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**1. Organisations that were engaged in the Project and advocated for the rights of marginalised groups, as well as other similar organisations and networks, have the capacity to contribute to more gender-transformative policies through the formulation of affirmative measures.**

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The organisations Otaharin (Roma community) and Snop (women from rural areas) as well as other potential partners, such as the Roma women's network 'Uspjeh' (Success) and the network of women's associations in rural areas 'Progress', would have been able to contribute more if they had been engaged at the Project design stage and if they had worked on developing the guidelines for multi-sector teams and cantonal and entity coordination bodies for providing an adequate level of services for marginalised groups.

### *Strategic advantages of UN Women*

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**2. The most commonly mentioned strategic advantages of UN Women, namely its expertise and potential for lobbying and advocacy, could have been better leveraged in order to achieve a significant breakthrough in ending violence against women in Bosnia and Herzegovina.**

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Civil society organisations and first-line responders are not in a position to resolve the current obstacles to the more efficient prevention of violence against women or those pertaining to measures of protection and prosecution and policy. UN Women and civil society organisations cannot take over the role of government institutions. However, a strategic coalition between first-line responders, civil society and the gender institutional mechanisms would have helped draw attention to the lack of political support for the social protection system in Bosnia and Herzegovina. As documented through the interviews, the centres for social work faced numerous constraints in providing protection and support for victims of violence. This is because they are understaffed and lack the resources to provide alternative accommodation, social assistance or a more permanent solution for victims of violence as well as material means. According to some of the interviewed first-line responders, safe houses face problems in financing and municipalities are reluctant to fund alternative accommodation for victims. Healthcare professionals were in some instances unaware of the medical code for cases involving domestic violence and required clearer guidelines on the conduct of operations when victims refuse to bring charges against the perpetrator. Certain provisions of the laws on protection from domestic violence require amendment. Respondents believed that for these as well as other issues mentioned, UN Women has the necessary expertise and can support lobbying and advocacy.

### *Evidence-based testing of approaches*

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**3. Evidence-based testing is necessary for the adaptation of the approaches to building a quality, comprehensive and equitably accessible system of protection and prevention in the country.**

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The lack of information other than the opinions and experiences of first-line responders and implementing partners made it difficult for the evaluation team to assess the success of the different approaches. The promoted approaches did not define clear measures of success in relation to the end beneficiaries of the applied approaches. Prevention Programme Y seems to be the only promoted approach in the Project that had a clear system for testing and improvement in place, developed before the implementation of the Project. The selection of the locations in which the approaches were applied was based more on the applications of the implementing partners and less so on a clear plan to learn from testing the approaches.

### *Self-help groups for victims and perpetrators*

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**4. Self-help groups and other non-formal services would have been a good source for the system to learn about its own gaps and deficiencies.**

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Through self-help groups, where their establishment is possible, the leaders of such groups have the chance to learn first-hand about how the system of support functions in a given location, which obstacles the victims and perpetrators face, what seems to work best for them in achieving the goal of such self-support, etc. When, because of the small number of cases or for any other reason, it is not possible to establish such groups through the centres for social work or mental health centres the Project could have relied on local already existing mechanisms of support such as women's community groups and initiatives of organisations or religious groups.

### *Gender-transformative prevention*

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**5. The gender-transformative approach to prevention adopted through Programme Y brought better results than the standard gender-sensitive approach to working with youth and schools, although this could prove too demanding for some schools.**

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The two approaches differed in that Programme Y is a comprehensive long-term approach with infrastructure to continue supporting local 'Be a Man Club' initiatives, while the Medica approach, at least on the surface, is less systematic. Either approach could be appropriate, depending on the municipality. The fact that Programme Y faced rejection in some structures in Canton 10 suggests that it is useful to have more options available for institutions of education.

### *Municipality as a Project*

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**6. Implementation is more efficient and effective when one partner leads the initiative in a target location, instead of having overlaps between implementing partners.**

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Overlaps between implementing partners that occurred in the Project in relation to coverage required additional time and material resources from the implementing partners and UN Women.

### *Memorandums of cooperation*

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**7. The signing of more memorandums of cooperation or other types of agreement between UN Women and the municipalities would have helped build local ownership and support in the target locations.**

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UN Women signed a memorandum of cooperation with the Mayor of Brčko District at the onset of the initiative of the CSO Udružene Žene from Banja Luka and this helped focus the attention of key sectors on domestic violence. Buducnost, from

Modrica, also signed memorandums of cooperation with mental healthcare centres where it built capacities for the psychosocial treatment of perpetrators. Medica also signed memorandums of cooperation with secondary schools and cantonal ministries of education and this helped overcome the problems with secondary schools. Alcoholics in Treatment Club in Banja Luka also signed a memorandum of cooperation with the Centre for Social Work and mental healthcare providers in that city, which enabled their engagement in provision of psychosocial treatment for perpetrators. Such cooperation agreements or memorandums do ensure greater ownership and commitment among local governments, especially if signed by UN Women and not just by the implementing partners alone.

## 4.3 Recommendations

The evaluation team identified a number of recommendations on the adaptation of the current practices of the Project and for future reference. While the recommendations emerged directly from the findings and conclusions, feedback from the Project Team has resulted in a set of recommendations which are realistic and feasible.

### Recommendations to strengthen programmatic support for ending violence against women

#### *Human Rights Based Approach to Ending Violence Against Women*

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**1. Recommendation for immediate action** (based on finding 3 and conclusion 1): UN Women should step up its human rights based approach to ending violence against women by recognising and addressing in the project design the intersectional discrimination that some victims face.

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Partnerships and consultations with organisations and networks representing marginalised groups would help achieve this. Such organisations could become members of a project steering committee or an advisory board as well as participate as implementing partners.

#### *Legislative Progression and Resources*

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**2. Recommendation for immediate action** (based on findings 5 and 11, and conclusions 2 and 4): UN Women, in collaboration with key government and non-governmental partners, should advocate legislative amendments and increase in resources for key EAW sectors.

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First-line responders identified the need for amendments to existing laws on protection from domestic violence, e.g. stronger sanctions when a perpetrator does not comply with mandatory psychosocial treatment and requiring the court to engage a court expert to diagnose addiction in a perpetrator. The ministries of health in cooperation with professional associations should standardise the content, length and outcomes of psychosocial and addiction treatments in both entities. In terms of material needs, the police, centres for social work and the centres for mental health require shared case management software or a database, separate offices for talking to victims, increased municipal and higher level government support for alternative accommodation options for victims in areas where safe houses are not available, and increased material support for victims who are financially dependent on the perpetrators.

## *Working with Youth on Prevention*

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**3. Recommendation for future action** (based on finding 9 and lesson 5): UN Women should design a Youth Prevention approach in which all schools in target areas have access to a less demanding program, while those which show interest and commitment in that first phase should be engaged in a more comprehensive, gender transformative program in the next phase.

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It would have been possible, as part of the Project, that after completing the two pilot approaches all the schools in the target locations would have started with the Medica program including the competition, as a form of buy-in; subsequently, those schools that won the competition would have then adopted the more focused and comprehensive Programme Y approach.

## *Capacity Building for First-line Responders*

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**4. Recommendation for future action** (based on findings 8 and 10, and conclusion 3): Capacity building for the multi-sector teams needs to be improved. This should be done through the application of sector-specific, continuous, sequential and sustainable professional development.

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Multi-sector training is still required but should be accompanied by in-sector capacity building. Experts with hands-on experience and a good understanding of the different local contexts across the country should deliver knowledge and skills rather than lecturers with mainly theoretical expertise. Integrate learning outcomes and learning opportunities systematically into education and professional development for social workers, police, mental health professionals, judges and prosecutors, and teachers whenever possible. The training programme should also progress from the basic levels to more advanced and specialised levels. Learning models beyond group training could be considered, e.g. on-the-job training or observation of experts in practice, self-paced online learning courses and similar.

## **Recommendations to improve operational activities**

### *Measuring the Impact of Intervention Strategies*

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**5. Recommendation for future action** (based on finding 12 and conclusion 5): UN Women in collaboration with gender institutional mechanisms should design clear measures of success for each approach and/or mechanism supported in the Project. Testing new approaches should be done in a more strategic manner to enable for impact evaluation.

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An impact evaluation of the different approaches would require the following key elements in order to be integrated into the project design at the outset:

- A clear definition of what success means exactly for each approach, e.g. success for the Alcoholics in Treatment Clubs would be the absence of recidivism among the individuals treated.
- Quantifiable measures of success, e.g. the recidivism rate after addiction treatment.
- Experimental or quasi-experimental conditions, e.g. comparing recidivism rates between all or a random or matching sample of perpetrators who were only treated in psychiatric clinics to the recidivism rate among perpetrators who after being released from clinics were voluntarily treated at an Alcoholics in Treatment Club.
- Quality control to ensure that poor implementation does not influence the results.

Clear measures of success and impact evaluation would help UN Women to concentrate resources only on successful approaches and mechanism.

## Mediation Role of the Project Steering Committee

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**6. Recommendation for immediate action** (based on finding 13 and conclusion 5): UN Women should strengthen the decision-making role of the Project Steering Committee (PSC) in cases of disagreement on policies between the Project and Project Partners or other implementing parties.

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This would require that the members selected for appointment to the Project Steering Committee have no stake in the implementation of the project and no direct benefit from the project. The Project Steering Committee should address issues related to coordination between initiatives and cooperation issues with other projects, if it is composed of members without direct roles in implementation.

## Visibility

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**7. Recommendation for immediate action** (based on finding 12 and conclusion 5): UN Women should consider investing a portion of the promotional budget into setting up a project or a multi-project website and making resources and different information available online in local language for various stakeholders, ranging from partners to victims.

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The project information is currently scattered across various websites, none of which are tailored to the strategic needs of the two project outcomes. A future website should cater to the need for information and resources in six blocks: 1) first-line responders, 2) the media, 3) victims, 4) perpetrators, 5) implementing partners and 6) statistics. The fifth block of information should include information that is only accessible to implementing partners, in order to enable coordination, timely updates and planning.

## Recommendations for the long-term

Any project will have shortcomings due to circumstances, context or lack of means. This was also the case for this Project which addressed violence against women using innovative and/or new strategies (e.g. work with perpetrators, involving religious leaders). What on the surface could be seen as a weakness of the intervention is often part of the context that needs improvement. So also here, when no strong partner organization was identified in all target areas, or when government agencies have the mandate for data collection but fail to deliver. However, some shortcomings are also due to inadequate design and strategies applied in implementation. The following suggestions for improvements of the same or similar kinds of interventions as the Project are relevant for the near future, especially if the Project is extended or a new project is planned. Because these suggestions are valid only for future interventions, any exploration of the issues mentioned below should take into account the mandate, action-ability and approach (objectives, focus, resources, time etc.) of the intended intervention so that these will not be an obstacle for realization.

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**UN Women should explore and assess action-ability of the following issues for future interventions** (based on findings 5, 7, 11, 12 and conclusions 2,4,5):

a) a comprehensive intervention approach should include all relevant sectors and activities; whenever a sector or activity cannot be included directly, this should be resolved through partnering with other UN agencies and other projects (preferably at the design phase).

b) coordination constraints should be avoided by the selection of one lead partner in each target location; this lead partner will coordinate the delivery by other involved parties of all relevant elements of the designed intervention. However, this requires the existence of potential partners with the required mandate, capacity and experience. Alternatively, if no such partner exist, UN Women should make efforts to bring less capable partners to an appropriate level to coordinate the local intervention during the intervention period.

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c) the monitoring, testing, evaluation, and learning system for similar interventions should be improved. Appropriate monitoring of progress relies, at least in part, on the violence prevalence data and consolidated case records from institutions, safe houses, and SOS phone lines for target locations; local institutions do not have the capacity to collect and process such data properly. UN Women should enhance the capacity at local levels for data collection on prevalence and incidents of violence against women.

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# 5 ANNEXES

## A. Terms of Reference

### Background

UN Women, grounded in the vision of equality enshrined in the Charter of the United Nations, works for the elimination of discrimination and violence against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. UN Women supports UN Member States as they set global standards for achieving gender equality and works with governments and civil society to design laws, policies, programs and services needed to implement these standards.

Violence against women and girls and domestic violence are widespread social problems in Bosnia and Herzegovina (BiH), constituting serious violations of fundamental human rights. This type of violence is still seen and tolerated as “socially acceptable behaviour” and is justified by the prevailing socially accepted gender norms on the role and status of women in the family and in society. Results of the first and only countrywide Survey on Prevalence and Characteristics of Violence against Women (2013) indicated that almost half of women older than fifteen have been subjected to one or more forms of violence at least once in their lifetime. This research confirmed that women in BiH are exposed to a high risk of experiencing violence, primarily through their immediate, intimate relationships with partners and family, and secondarily in their broader community. Women who suffer multiple forms of discrimination such as women with disabilities, Roma women and rural women are at greater risk of experiencing such violence.

The most common violence experienced by women and girls is domestic violence / intimate partner violence. It is estimated that 47.2% of women in BiH aged 15 and over have experienced some form of violence: physical, psychological, sexual or economic. 11.9% of women experienced some form of gender-based violence in the year preceding the Fist study on the Prevalence and Characteristics of Violence against women in BiH (2013). The risk of such violence is worse for younger women: women, aged 18-24, experience such violence at a rate of 56.36%, compared to 44.2% of women over the age of 65. Women in disadvantaged households are at a greater risk of becoming targets of such violence. Violence against women is largely considered culturally acceptable behaviour, and crimes often go unpunished or unreported due to lack of understanding among women of their legal rights, social stigmatization of victims, insufficiency of witness protection measures, and lack of police support for victims. There is also an absence of understanding about women’s rights and vulnerabilities among judges, lawyers and prosecutors, and the legal definitions of and punishments for forms of violence against women and domestic violence in BiH are not in line with international standards.

The entry into force of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) in 2014 has marked an important milestone in the efforts to curb violence against women and domestic violence in BiH. The Convention sets legally binding standards and calls upon state parties to take action to prevent and eliminate violence against women and domestic violence. By ratifying the Istanbul Convention, Bosnia and Herzegovina assumed an obligation to adopt the relevant standards and take decisive action to comprehensively address gender-based violence against women – to prevent it, to protect and socially integrate its victims, and to prosecute and work to rehabilitate its perpetrators.

Despite the fact that new legislation on protection from family violence was adopted in 2012 in both of Bosnia and Herzegovina’s entities, relevant institutions have failed to harmonize these laws at all levels and implement their necessary provisions, and thus do not provide the legal security, equal treatment and protection of rights of the women and children who are? recognized as the most frequent victims of family violence. There is also a notable lack of availability of specialized services for other types of violence against women such as rape, sexual abuse and sexual harassment. Certain striking characteristics in the cycle of violence include: women, as the majority of victims, have high levels of tolerance of violence and

are unable to find ways to leave the vicious cycle of violence because they lack clear perceptions of themselves as victims and fail to realize that they have rights and opportunities to receive protection; men, as the majority of perpetrators, are not appropriately prosecuted nor do they receive adequate counselling and rehabilitation services; and institutions and CSOs do not have sufficient capacities and do not coordinate their efforts enough to provide comprehensive and standardized responses to violence and its consequences.

“Standards and Engagement for Ending Violence against Women and Domestic Violence in Bosnia and Herzegovina”, is a three-year programme (2016-2019) developed by the UN Women Country Office in Bosnia and Herzegovina (BiH) and financially supported by the Swedish International Development Cooperation Agency (Sida). The programme aims to strengthen the institutional and social response mechanisms to violence against women (VAW) and domestic violence (DV) in BiH by contributing to the implementation of the Istanbul Convention. Furthermore, the proposed activities of the programme build upon the initiatives identified in the entity strategies on combating violence against women and domestic violence. The programme presents a comprehensive, transformative approach towards gender equality and women’s empowerment. Programme was extended in two instances, in October 2016 to support a knowledge exchange international conference “Involvement of Men and Boys in Ending Gender-Based Violence” and in November 2017 to upscale the current work, support the consolidation of results on the work on ERAW as well as to pilot a Gender Equality Facility concept in BiH.

The programme builds on the previous work of UN Women and other UN agencies in BiH since 2008. The programme has two main components that are focusing on protection of victims and prevention of gender-based violence (GBV).

### *Duties and Responsibilities*

Outcome 1: Victims of VAWG and domestic violence have access to better quality multi-sectoral services.

Output 1.1: Women and girls have increased access to institutional and non-institutional services for VAWG in line with international and regional standards.

Under this output, UN Women provides technical assistance to working groups at the state and entity levels, as well as in the Brcko District, to prevent and combat VAWG and domestic violence.

- Cantonal bodies to respond and prevent domestic violence are fully operational in two cantons (Canton 10 and Central Bosnia Canton).
- Eighteen multi-sectoral teams at the local level were set up and are being strengthened (Canton 10 and Central Bosnia Canton).
- Capacities of targeted service providers at the local level was strengthened to respond to domestic violence
- Local protocols on multi-sectoral cooperation have been signed in three target municipalities in Republika Srpska: Zvornik, Sokolac and Bratunac.
- Local Action Plans for preventing and combating VAW are adopted by the local councils in Lopare and Foca.
- The Law on Protection against Domestic Violence in Brcko District is adopted.
- The Local Action Plan for Preventing, Protecting and Combating VAW and domestic violence and the Protocol on Cooperation and Action in VAW cases is developed and signed by all responsible service providers.

Output 1.2: Relevant service providers in selected communities have strengthened capacities to respond to VAWG and domestic violence.

The Programme supports capacity building of professionals from institutions mandated to respond to VAWG and domestic violence, as well as works with perpetrators of VAWG and domestic violence.

- In the Republika Srpska, Federation of BiH and District Brcko, service providers from target locations have raised their capacities on how to work with victims of VAWG and domestic violence through tailor-made trainings.
- Module for multisectoral response to domestic violence developed by the Gender Centre Republika Srpska within



this Programme was endorsed as a part of official curriculum in the Department for Social Work of University of Banja Luka

- Knowledge products for enhancing the service providers' response to domestic violence in line with Istanbul Convention were finalized and widely disseminated in Republika Srpska.

Output 1.3: Gender Equality Agency and Directorate for EU Integration have capacities for gender sensitive policy making in line with the EU acquis and EU Gender Action Plan

- Process of analysis of links between various reform and EU integration targets is initiated, including early draft of recommendations within Gender Equality Brief.
- Secretariat of the "Regional Network" of the Balkan Region has been set up in Belgrade and is fully functional.

Outcome 2: Men, women and youth demonstrate increased intolerance towards VAWG in their attitudes and behaviours.

Output 2.1: Men, women and young people in selected communities engaged to foster favourable social attitudes and behaviours towards ending VAWG.

Under this output, UN Women aims to work with young people, especially men and boys in the education system, focusing on programmes that promote human rights, gender equality and respectful relationships.

- All required MoUs were signed (with Entity and Cantonal Ministries of Education and high schools in the target locations).
- Eight "Be a Man" clubs with 154 members were established in four target locations. Knowledge of members on gender stereotypes and violence against women and girls was increased.
- Selected teachers and students from all high schools in Canton 10 and Central Bosnia Canton increased their capacities to become trainers on the topic of gender-based violence (GBV).
- Video messages of prominent Bosnian men raising their voice against violence were produced and disseminated.

Output 2.2: Media actively involved to make general public more aware of the negative consequences of VAWG and the importance of the role of men as agents of change.

UN Women focuses on providing technical support and funding to implement innovative media advocacy approaches that engage men and boys in promoting gender equality.

- A Media Coverage Handbook for responsible reporting on gender-based violence and a corresponding training package for various types of media professionals was finalized.
- Local media professionals have received training to become more equipped to report on VAW. Additionally, professionals from VAW related institutions and CSOs had the opportunity to connect and discuss the issue with local media.
- A network of journalists dedicated to raising public awareness on VAW and GBV was established.
- New tech solutions to combat violence against women and girls were generated at a 48-hour hackathon in Sarajevo, which brought youth from all around the country together with gender and IT experts.

### **Project beneficiaries and key stakeholders**

The programme targets women and girls victims of gender-based violence in target locations in Bosnia and Herzegovina. It aims to strengthen the institutional and social response mechanisms to violence against women (VAW) and domestic violence (DV) in BiH by contributing to the implementation of the Istanbul Convention.

The programme has established the following formal partnerships with governmental institutions: Gender Centre of the Federation of BiH and Gender Centre of Republika Srpska, and non-governmental organizations: Foundation Lara Bijeljina, Foundation Udružene Žene (United Women= Banja Luka, Association Žena (Woman) BiH from Mostar, Association

Budućnost (Future) Modriča and its partner organization Association Vive Žene from Tuzla, Association Medica Zenica and its partner organizations: Association of Women Bosansko Grahovo and Association New Vision from Travnik, and Association XY and its partner organizations: Care International, Association Youth Power from Mostar, Association Perpetuum Mobile from Banja Luka. Additionally, the programme closely collaborates with the Agency for Gender Equality of Bosnia and Herzegovina.

### **Budget, geographical scope and timeframe**

The programme activities are being implemented in several locations: municipalities of Central Bosnia Canton and Canton 10, Brcko District, Bijeljina, East Sarajevo, Bratunac, Foca, Lopare, Milici, Rogatica, Srebrenica, Visegrad, Vlasenica and Zvornik. The programme has two main areas of work that are focusing on protection of victims and prevention of violence against women and domestic violence.

Total programme budget is USD 1,969,563 contributed by the Swedish International Development Cooperation Agency (Sida) from March 2016 to February 2019.

### **Project management**

Operational Management of the programme

Overall management responsibility rests with UN Women Representative to BiH. A Project Manager is responsible for day-to-day management and implementation of the programme. The Project Manager is supported by a Field Coordinator, who is responsible for implementing and monitoring the activities in the selected communities, as well as a Project Assistant, who is responsible for financial and administrative issues related to the programme implementation. Other experts are hired on a short-term basis, as needed, according to contracting modalities that UN Women is applying. With receiving an additional funds in 2018, two additional team members were hired to support the implementation of the programme - Project Associate and Project Assistant. Finally, project coordinator was hired to support the implementation of the Gender Equality Facility component of the programme.

Steering Committee

A Programme Steering Committee is set up and chaired by UN Women Representative in BiH. The members of the Steering Committee include:

- Representative of UN Women to BiH,
- Representative of the Agency for Gender Equality of BiH,
- Representative of the Gender Center of Republika Srpska,
- Representative of the Gender Center of Federation of BiH,
- Representative of the Government of Brcko District of BiH,
- Representative of the Ministry of Labor and Social Policies of the Federation BiH,
- Representative of the Government of Republika Srpska – Ministry for Economic Relation and Regional Cooperation.

Members of the Steering Committee are responsible to:

- Provide supervision to ensure that the programme and the projects implemented by the partners maintain their relevance and priorities outlined in the documents, and that they respond to developments in the country;
- Provide advice on any developments and external environment (political, social, economic) factors that can affect implementation of the programme and the sustainability of the results;
- Provide forum for discussion and guide the possible adjustments in the programme strategies resulting from any

such developments, in order to ensure achievement of planned results;

- Review and endorse work plans and budgets of the programme.

## Evaluation purpose, objectives and use

A final evaluation of the programme “Standards and Engagement for Ending Violence against Women and Domestic Violence in BiH” is conducted with a special focus on lessons learnt. The main purpose of this final evaluation is to assess in more detail the programmatic progress and performance of the above described intervention considering the following evaluation criteria: relevance, effectiveness, impact, organizational efficiency and sustainability. The evaluation will not be able to fully assess the programme’s performance, as some activities will still be ongoing when the evaluation takes place.

Specifically, the objectives of this evaluation are to:

- Analyse the relevance of the programme objectives, strategy and approach at the local, cantonal, entity and state level for ending violence against women and domestic violence in BiH
- Assess effectiveness and a potential measurable impact of the programme intervention on the target groups
- Assess organizational efficiency and coordination mechanisms in progressing towards the achievement of the programme results as defined in the intervention
- Assess the sustainability of the results and the intervention in advancing gender equality in the target group
- Identify and document lessons learned, good practices and innovations, success stories and challenges within the programme, to inform future work of UN Women on ending violence against women in BiH
- Identify strategies for replication and up-scaling of the programme’s best practices
- Provide actionable recommendations with respect to UN Women’s work on addressing Violence against Women in BiH.

The findings of the evaluation are expected to contribute to effective programming, organizational learning and accountability. It will also be a key input to knowledge management on ending violence against women and domestic violence programmes in BiH. The findings of the evaluation will moreover be used to engage policy makers and other stakeholders at local, national and regional levels in evidence-based dialogues and to advocate for developing a sustainable response to and prevention of gender-based violence and domestic violence in BiH.

Targeted users of the evaluation are the personnel of UN Women in BiH, the responsible parties, and the government counterparts at local and national levels, CSOs, and other UN agencies, donor community and development partners present in BiH, and the programme beneficiaries. The evaluation should also provide specific recommendations as to the priority areas that should be considered to inform future programming in this area in Bosnia and Herzegovina. This would include interventions that require continued support, successful interventions for expansion, and recommendations on prioritizing interventions to maximize impact. It should also define recommendations to improve project management and maximize ownership by partners in the country.

## Evaluation scope, methodology and questions

### *Scope of the evaluation*

The final evaluation of the Programme Standards and Engagement for Ending Violence against Women and Domestic Violence in BiH will be conducted in the final stage of its implementation and will cover the period from March 1st 2016 to October 1st 2018. The evaluation is scheduled between October 2018 and January 2019. The evaluation includes a data collection mission to Sarajevo and up to six additional selected programme locations in BiH (in total duration of 12 days). Evaluation team will be responsible for the organization of the travel. The evaluation shall cover all aspects of the programme, and broadly allocate resources (time) in relation to the relative expenditure between the various components of the programme.

### *Evaluation methodology*

The evaluation will be a transparent and participatory process involving relevant UN Women stakeholders and partners in BiH. The evaluation will be based on gender and human rights principles and adhere to the United Nations Evaluation Group (UNEG) Norms and Standards and Ethical Code of Conduct and UN Women Evaluation Policy and guidelines.

The evaluation is a final programme evaluation and both a summative approach focusing on capturing the lessons learned during the implementation and assessing the achievement of the results at output and outcome levels, as well as a formative, forward-looking approach assessing the applicability of the results will be employed. The evaluation methodology will furthermore follow a ToC approach and employ mixed methods including quantitative and qualitative data collection methods and analytical approaches to account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate.

Methods may include but are not limited to:

- Desk review of relevant documents such as project and programme documents, progress reports, financial records, meeting minutes and monitoring reports, and secondary data or studies relating to the country context and situation
- Semi-structured interviews, focus group discussions, surveys with direct and indirect beneficiaries, implementing partners, donor and other stakeholders
- Field visits and observation at selected programme sites

Data from different research sources will be triangulated to increase its validity. The proposed approach and methodology has to be considered as flexible guidelines rather than final requirements, and the evaluators will have an opportunity to make their inputs and propose changes in the evaluation design. The methodology and approach should, however, incorporate human rights and gender equality perspectives. It is expected that the Evaluation Team will further refine the approach and methodology and submit a detailed description in the inception report.

Comments provided by the Evaluation Reference Group (ERG) and Evaluation Management Group (EMG) are aimed at methodological rigor, factual errors, errors of interpretation, or omission of information and must be considered by the evaluators to ensure a high-quality product. The final evaluation report should reflect the evaluator's consideration of the comments and acknowledge any substantive disagreements.

### *Evaluation questions*

Considering the mandates to incorporate human rights and gender equality in all its work and the UN Women Evaluation Policy, which promotes the integration of women's rights and gender equality principles, these dimensions will have a special attention in this evaluation and will be considered under each evaluation criterion.

It is expected that the evaluation team will develop an evaluation matrix, which will relate to the questions below (and refine them as needed), the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation. Final evaluation matrix will be validated by EMG and approved in the evaluation inception report.

Relevance

1. To what extent was the design of the intervention and its results relevant to the needs and priorities of the beneficiaries? Was the choice of interventions relevant to the situation of the target group?
2. To what extent is the intervention consistent with the national development strategies in the area of gender equality and women's empowerment, ending violence against women and domestic violence, and reflect national/sub-national priorities and commitments on GE/VAW, new aid modalities and the UNDAF?
3. To what extent key national partners were involved in the programme's conceptualization and design process?
4. To what extent has gender and human rights principles and strategies been integrated into the programme design and implementation?
5. To what extent has the programme been catalytic in addressing some of the root causes of inequalities related to violence against women and domestic violence?
6. To what extent is the intervention aligned with international agreements and conventions on gender equality and women's empowerment in the context of ending violence against women and domestic violence?
7. To what extent does the UN Women possess the comparative advantage in the programme's area of work in comparison with other UN entities and key partners in the BiH?

#### Effectiveness

1. To what extent have the expected results of the programme been achieved on both outcome and output levels?
2. What are the reasons for the achievement or non-achievement of the programme results? Has programme achieved any unforeseen results, either positive or negative? For whom? What are the good practices and the obstacles or shortcomings encountered? How were they overcome?
3. How effective have the selected strategies and approaches been in achieving programme results?
4. How well did the intervention succeed in involving and building the capacities of rights-holders, duty-bearers, as well as the programme partners?
5. To what extent are the programme approaches and strategies innovative for responding to and preventing violence against women and girls? What -if any- types of innovative good practices have been introduced in the programme for the achievement of the results?

#### Impact

1. What evidence exist that the programme has delivered longer term results from processes through to benefits? Have any unintended results been delivered?
2. Is there a potential measurable impact of the programme intervention on the target group across all dimensions of empowerment?
3. To what extent is the programme changing the dynamics of power in relationships between different groups?
4. To what extent is the programme bringing about gender transformative changes that address the root causes of gender inequalities – including prevailing social norms, attitudes and behaviours, discrimination and social systems?

#### Efficiency

1. Have resources (financial, human, technical support, etc.) been allocated between the implementing partners strategically to achieve the programme outcomes?
2. Has there been effective leadership and management of the programme including the structuring of management and administration roles to maximize results? Where does accountability lie?
3. Have the outputs been delivered in a timely manner?

4. To what extent are the programme's monitoring mechanisms effective for measuring and informing management of programme performance and progress towards targets? To what extent was the monitoring data objectively used for management action and decision making?

#### Sustainability

1. What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time after the programme phase out?
2. To what extent the intervention succeeded in building individual and institutional capacities of rights-holders and duty-bearers to ensure sustainability of benefits and more inclusive practices to local development and water governance?
3. How effectively has the programme generated national ownership of the results achieved, the establishment of partnerships with relevant stakeholders and the development of in-country capacities to ensure sustainability of efforts and benefits?
4. What voice and influence do key national partners including women's movement etc. have within the programme's decision-making structure and hierarchy?
5. What steps were taken to develop and/or reinforce the operating capacities of in-country partners during the implementation of the programme?
6. What local accountability and oversight systems have been established?
7. To what extent has the programme been able to promote replication and/or up-scaling of successful practices?
8. To what extent has the exit strategy been well planned and successfully implemented?

## Evaluation governance structure and process

### *Evaluation governance structure*

A twofold evaluation governance structure for the evaluation will be established. An Evaluation Management Group (EMG) comprising of senior management of UN Women, Evaluation Task Manager and Programme manager will be established to oversee the evaluation process, make key decisions and quality assure the different deliverables. In addition, the evaluation will be quality assured by the UN Women Regional Evaluation Specialist for the ECA region, who is a member of the UN Women Independent Evaluation Office. Designated UN Women focal point who has not been involved in direct management of the programme, will serve as the evaluation task manager responsible for the day-to-day management of the evaluation and in ensuring that the evaluation is conducted in accordance with the UN Women Evaluation Policy, United Nations Evaluation Group Ethical Guidelines and Code of Conduct for Evaluation in the United Nations system and other key guidance documents.

The establishment of an Evaluation Reference Group (ERG) will facilitate the participation of the key stakeholders in the evaluation process and will help to ensure that the evaluation approach is robust and relevant to staff and stakeholders. Furthermore, it will make certain that factual errors or errors of omission or interpretation are identified in evaluation products. The reference group will provide input and relevant information at key stages of the evaluation: inception report, draft and final reports and will support UN Women with the dissemination of the results.

### *Phases of the evaluation process*

The evaluation process has five phases:

1. Preparation: gathering and analysing programme data, conceptualizing the evaluation approach, internal consultations on the approach, preparing the TOR, establishment of the Evaluation Management Group (EMG) and the Evaluation Reference Group (ERG), stakeholders mapping and selection of evaluation team.

2. Inception: consultations between the evaluation team and the EMG, programme portfolio review, finalization of stakeholder mapping, inception meetings with the ERG, review of the result logics, analysis of information relevant to the initiative, finalization of evaluation methodology and preparation and validation of inception report.
3. Data collection and analysis: in-depth desk research, in-depth review of the programme documents and monitoring frameworks, in-depth online interviews as necessary, staff and partner survey/s, and field visits.
4. Analysis, validation and synthesis stage: analysis of data and interpretation of findings and drafting and validation of an evaluation report and other communication products.
5. Dissemination and follow-up: once the evaluation is completed UN Women is responsible for the development of a Management Response to evaluation recommendations within 6 weeks after the final approval of the evaluation report, publishing the evaluation report, uploading the final evaluation report on the UN Women GATE website and the dissemination of evaluation findings amongst key stakeholders.

The evaluation team will be responsible for phases 2, 3 and 4 with the support of UN Women while UN Women is entirely responsible for phases 1 and 5.

## Expected deliverables and evaluation timeframe

### *Evaluation deliverables*

The evaluation team is responsible for the following deliverables:

- An inception report: The evaluation team will present a refined scope, a detailed outline of the evaluation design and methodology, evaluation questions, and criteria for the approach for in-depth desk review and field work to be conducted in the data collection phase. The report will include an evaluation matrix and detailed work plan. A first draft report will be shared with the evaluation management group and, based upon the comments received the evaluation team will revise the draft. The revised draft will be shared with the evaluation reference group for feedback. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the final inception report.
- Presentation of preliminary findings: A PowerPoint presentation detailing the emerging findings of the evaluation will be shared with the evaluation management group for feedback. The revised presentation will be delivered to the reference group for comment and validation. The evaluation team will incorporate the feedback received into the draft report.
- A draft evaluation report: A first draft report will be shared with the evaluation management group for initial feedback. The second draft report will incorporate evaluation management group feedback and will be shared with the evaluation reference group for identification of factual errors, errors of omission and/or misinterpretation of information. The third draft report will incorporate this feedback and then be shared with the reference group for final validation. The evaluation team will maintain an audit trail of the comments received and provide a response on how the comments were addressed in the revised drafts.
- The final evaluation report: The final report will include a concise Executive Summary and annexes detailing the methodological approach and any analytical products developed during the course of the evaluation. The structure of the report will be defined in the inception report.
- Evaluation communication products: A PowerPoint/Prezi presentation of the final key evaluation findings and recommendations, and a 2-pager/infographics on the final key findings, lessons learned and recommendations. Consultants might be requested to do an online presentation of the preliminary findings at the closing event of the programme in February 2019 (date and event TBC).

### Evaluation timeframe

The international consultant will be expected to complete the tasks within the indicative timeframe:

Tasks/deliverables Days to be allocated by team leader Expected delivery date

#### Inception phase

- Desk review of background documentation, 2, October 10th
- Inception meeting with EMG ,1, October 15th
- Inception report (including two rounds of revision), 3, October 25th

#### Data collection phase

- Additional documents review, (online) interviews, 2, November 10th
- Visit to programme sites, debriefing with EMG and ERG and presentation of preliminary findings, 12, November 30th

#### Analysis and reporting phase

- Draft report (including two rounds of revision), 8, December 20th
- Final report and Evaluation communication products (brief PPT, two-pager), 2, January 10th 2019

Total 30

### Evaluation team composition and requirements

An evaluation team consisting of an international consultant as a Team Leader who will be the main responsible person for the satisfactory delivery of all the deliverables listed above and a national consultant as a Team Member who will support all substantive aspects of the evaluation. Both need to relevant experience of each of the following: conducting evaluations, gender equality, prevention of and responding to ending violence against women and domestic violence. The international consultant as team leader is responsible for overall coordination of the production of deliverables during all phases of the evaluation process, ensuring the quality of outputs and application of methodology as well as timely delivery of all evaluation products in close collaboration with the evaluation task manager and the evaluation management group. The national consultant will provide support to the international consultant.



## B. Evaluation Design Matrix

### *Detailed Evaluation Design Matrix (revised in the evaluation process)*

New Main Evaluation Questions	Sub-questions	Indicators (existing or new)	Data Sources
<b>1. How harmonized was the intervention in relation to the international and in-country policies on EAW, current approaches to EAW, and similar projects in the country or the region?</b>	Harmonization with national & regional strategies, policies & priorities or commitments? (GE/VAW; other projects)	Level of harmonization in design with: - the IC - state, entity and BD BiH policies on EAW and DV - other projects aiming at EAW & DV.	Interviews w/gender institutional mechanisms, IPs, and first responders  Project design documents, assessments and analyses;  Survey.
	How are gender and HR integrated in the design?	Level of participation of different marginalized groups in the project	Interview with NIKA, IPs, first responders; Project documents and reports; Survey
<b>2. How relevant and inclusive was the intervention, i.e. the different levels of the intervention, for the local stakeholders, primarily the government representatives, first-line responders and victims?</b>	Extent of relevance to needs and priorities of beneficiaries?	Level of importance of the UNW intervention for entity/ district/ cantonal institutions, first-line responders in municipalities, marginalized groups, schools, peer educators, men involved, and journalists	Entity/district/cantonal institutions, first-line responders in municipalities, marginalized groups, schools, peer educators, men involved, and journalists
	Was project catalytic in addressing root causes for violence against women?	Coverage of project sites with interventions addressing attitudes, culture, media, or work with perpetrators	IP reports, donor reports;  First responders in sampled sites
	Extent of UNW's comparative advantage in the programme's area of work vs others in BiH?	Respondents' opinion of UN Women's comparative advantages	IPs, gender institutional mechanisms

<p><b>3. What evidence exists of the achievement of project outcomes in medium-term and what explanations of underachievement, if exists:</b></p> <p><b>1.1 Improved policies at entity/ district/ cantonal levels</b></p> <p><b>1.2 Improved practices at municipal level</b></p> <p><b>2.1 Engagement of men, women, and youth in attitude change</b></p> <p><b>2.2 Engagement of media in attitude change</b></p> <p><b>Which potential impact/longer-term achievements can be identified/measured?</b></p>	<p>Extent of realisation of (not) expected results? If less, why?</p> <p>Extent of change in power dynamics between different groups? Or of gender transformative changes that address the root causes of gender inequalities?</p> <p>What evidence of longer-term achievements exist?</p> <p>Did the program contribute to measurable increase in capacities of duty-bearers and implementing partners?</p>	<p>Quality of policies at the level of RS, BD BiH, Canton 10 and Central Bosnia Canton</p> <p>Quality of services in visited project sites;</p> <p>Assessment by IPs and first-responders on attitude change among men, women, youth</p> <p>Project indicators:</p> <ul style="list-style-type: none"> <li># improved services</li> <li># aligned standards w/IC</li> <li># engaged working groups</li> <li># CSOs on standardisation</li> <li>% SP providing quality services</li> <li># communities using CM</li> <li># training on CM</li> <li># men 'DV is not private'</li> </ul>	<p>Entity /district/ cantonal institutions, first-line responders, partners engaged in prevention, media</p> <p>Monitoring reports</p>
<p><b>4. Which unintended results, innovative or outdated practices/ approaches, and success- or failure-stories can be highlighted?</b></p>	<p>Which unexpected results has the problem achieved?</p> <p>Which innovative or outdated approaches were promoted in the project?</p>	<p>Locations beyond targeted, beneficiaries beyond targeted, policies beyond targeted.</p> <p>Outdated or innovative approaches in the country context, or the context of EAW.</p>	<p>IPs, first-line responders, local government representatives, gender institutional mechanisms</p> <p>Project's own assessments and analyses</p>
<p><b>5. Was management effective and efficient in allocating resources and implementing activities?</b></p>	<p>Was management effective in allocating resources and implementing activities?</p>	<p>Funds disbursed by category;</p> <p>Share of IPs who agree that management was overall efficient</p>	<p>Monitoring reports;</p> <p>Entity/cantonal /district institutions, first-line responders, IPs</p>

	Have partners received sufficient resources to realise their expected results?	Share of IPs who are satisfied with funds disbursed for achievement of results.	Financial reports; IPs
	Effect of monitoring system on management and partners? How was monitoring data used?	Share of IPs with a positive opinion on the monitoring system.	
	Was leadership and management of programme conducive to maximise results?	Share of respondents satisfied with the Project's coordination efforts, internally and externally.	
	What local accountability and oversight systems have been established?	Share of IPs and other partners satisfied with the Project Steering Committee, IP meetings, and other coordinating efforts.	
<b>6. What is the likelihood that results will last?</b>	Was exit strategy well planned and successfully implemented?	Key staff, donors, and partners voice plans for project continuation or local take-over	PM, donors, gender institutional mechanisms
	Was the capacity built and ownership created conducive for sustainable results?	Entity/ district/ cantonal representatives voice confidence about own capacities to implement the IC	Entity/ district/ cantonal representatives
	Were operating capacities of in-country partners sufficiently improved to sustain results?		
	Extent of replication and/or up-scaling of successful practices?		

## C. Interviewed Persons and Locations Visited

Type	Location of the organization	Organization	Interviewees by sex	Method
First-line responder	Bijeljina	Centre for Social Work Bijeljina	1 female	Phone interview
First-line responder	Sokolac	Basic Court	1 male	Group interview
First-line responder	Sokolac	Police Inspector	1 female	
First-line responder	Sokolac	Centre for Mental Health	1 female	
First-line responder	Zvornik	Police	2 male	Group interview
First-line responder	Zvornik	Centre for Mental Health	1 female	
Government	Zvornik	City Administration	2 female	
Government	Zvornik	Centre for Social Work	1 female	
First-line responder	Brčko District	Department for Health, Sub-Department for Social Protection	1 female	Group interview
First-line responder	Brčko District	Basic Court	1 female	
First-line responder	Brčko District	Police	2 male	
First-line responder	Brčko District	Centre for Mental Health	1 female	
Media	Brčko District	Journalist	1 male	
First-line responder	Kreševo	Municipal Dept for Economy, Reconstruction, Social Services and Refugees	1 female	Interview
First-line responder	Novi Travnik	Centre for Social Work	1 female	Group interview
First-line responder	Novi Travnik	Police Station	1 male	
First-line responder	Kupres	Centre for Social Work	1 male	Group interview
First-line responder	Kupres	Police	1 male	
First-line responder	Kupres	High School	1 female	
First-line responder	Livno	Centre for Social Work	1 female	Interview
First-line responder	Livno	Police	1 male	Group interview
Government	Livno	Ministry of Labour, Health, Social Policy, and Refugees	1 male	
First-line responder / Local IP	Tomislavgrad	Association of Social Workers	1 female 1 male	Interview

<b>Government</b>	Istočno Sarajevo	City of Istočno Sarajevo	1 female		Interview
<b>Local IP</b>	Brčko District	NGO Gender	1 female		
<b>Local IP</b>	Banja Luka	Alcoholics in Treatment Club	2 female		Interview
<b>Media</b>	Banja Luka	Trainer	1 female		Interview
<b>Media</b>	Sarajevo	BH Journalists Association	1 female		Interview
<b>Other</b>	Banja Luka	Association of Women with Disabilities NIKA	1 female		Interview
<b>Government</b>	Banja Luka	RS Ministry of Health and Social Protection	1 female		Interview
<b>Government</b>	Banja Luka	Ministry of Interior	1 female		Interview
<b>Government</b>	Banja Luka	Ministry of Economic Relations	1 female		Interview
<b>Government</b>	Sarajevo	FBiH Ministry of Health	1 female	1 male	Interview
<b>Government</b>	Travnik	Cantonal Ministry of Interior	2 female		Interview
<b>Government</b>	Sarajevo	Gender Equality Agency		1 male	Interview
<b>Government IP</b>	Banja Luka	RS Gender Centre	2 female		Interview
<b>Government IP</b>	Sarajevo	FBiH Gender Centre	1 female		Interview
<b>IP</b>	Banja Luka	Udružene Žene	1 female		Interview
<b>IP</b>	Bijeljina	Lara	1 female		Interview
<b>IP</b>	Modriča	Budućnost	1 female		Interview
<b>IP</b>	Mostar	Zena BiH	1 female		Phone interview
<b>IP</b>	Sarajevo	Association XY		1 male	Interview
<b>IP</b>	Tuzla	Vive Žene	1 female		Interview
<b>IP</b>	Zenica	Medica	1 female		Interview
<b>UN Women</b>	Sarajevo	UN Women Project Manager	1 female		Interview
<b>UN Women</b>	Sarajevo	UN Women Project Field Coordinator	1 female		Interview
<b>UN Women</b>	Sarajevo	UN Women Programme Specialist	1 female		Interview
<b>Donor</b>	Sarajevo	SIDA		1 male	Interview
<b>50 institutions/ organizations</b>	<b>17 locations</b>		56 persons: 40 female, 16 male		34 interviews: 26 individual; 6 group; 2 phone.

## D. Results Framework

### Results Framework of the Project (as of 1 October 2018)

<b>IMPACT:</b> Strengthen institutional and social response mechanisms that contribute to reducing violence against women and girls and domestic violence in Bosnia and Herzegovina.	<i>Related UN-Women SP Impact Area 3: Women and girls live a life free from violence and UN Women Global Flagship Program: Prevention and Access to Essential Services to End Violence against Women and Girls</i>							
	<i>Related Bosnia and Herzegovina UNDAF Focus Area 4: Outcome 1. Increased equity of access to quality public services and social justice</i>							
	<i>Related national development priorities: Framework Strategy for the Implementation of the Convention on Preventing and Combating Violence against Women and Domestic Violence in BiH- Istanbul Convention 2015-2019</i>							
<b>OUTCOME 1</b>	<i>Victims of violence against women and domestic violence have access to better quality multisectoral services.</i>							
<b>Indicator, Target, Baseline, Source</b>	Indicator: Number of improved multisectoral services provided to address gaps in service provision; Target: at least 6 communities with efficient multi-sectoral coordination. Baseline: currently 12 communities throughout the BiH have referral mechanisms for Domestic Violence but none utilises case management approach in addressing the needs of the victims. Source: Study on services for VAWG in BiH (2015)							
	Indicator: Number of common standards for service providers enhanced and aligned with Istanbul Convention (IC) introduced to enable multisectoral approach to VAW, Target: 3 common standards (on work with perpetrators, safe houses and psycho-social work); Baseline: Standards on safe houses exist but not for other services, all standards need to be brought in line with the IC. Source: Study on services for VAWG in BiH (2015)							
<b>OUTPUT</b>	IP	Responsible Party	Indicator, Target, Baseline, Source	Activities	Resources in USD			
					Mar16-Feb17	Mar17-Feb18	Mar18-Feb19	Total
<b>Output 1.1: Women and girls have increased access to institutional</b>	UN Women	Gender Mechanisms at the entity levels, relevant service	Indicator: Number of working groups at the local and entity levels actively engaged in design, implementation and monitoring of	1.1.1. Inception mission to define selected municipalities, create the working groups, identify gaps in legal frameworks, capacity needs and standards	18,000	0	0	18,000

<b>and non-institutional services for violence against women in line with international and regional standards.</b>		providers, relevant line ministries, Safe Network	multisectoral approach to ERAW at all levels; Target: at least 6, Baseline: none. Source: Study on services for VAWG in BiH (2015)	1.1.2. Technical support to Working Groups to harmonise policies, strategies and bylaws on multisectoral approach in line with the Istanbul Convention at the entity level	8,000	8,000	23,000	39,000
				1.1.3. Technical support to Working Groups on implementation and monitoring of a multisectoral approach at the community level	18,000	18,000	10,000	46,000
			Indicator: Number of CSOs working with marginalised groups of women that are involved in standardisation and coordination of policies that address ERAW; Target: at least 5 new CSOs; Baseline: none Source: Study on services for VAWG in BiH (2015 ).	1.1.4. Support to development and implementation of harmonised standards for ERAW and domestic violence service provision	18,000	18,000	10,000	46,000
				1.1.5. Support to CSOs representing marginalised groups to engage in Ending VAW and domestic violence policy making	30,000	30,000	20,000	80,000
			<b>Output 1.2. Relevant service providers in selected communities have strengthened capacities to respond to violence against women and girls and domestic violence</b>	UN Women	Relevant service providers at the local level in the selected communities, Safe Network, Gender Centres and relevant ministries.	Indicator: % of the supported service providers who provide increased quality of services for victims of VAWG in line with the standards of Istanbul Convention. Target: 60% of supported service providers deliver services in line with the standards of the Istanbul Convention. Baseline: 0%. Source: Study on services for VAWG in BiH	1.2.1. Standardisation and expansion of availability of services addressing work with perpetrators at the local level	40,000
			1.2.2. Training of service providers to address the requirements of the Istanbul Convention as it applies to service standards	60,000	60,000	36,000	156,000	

			(2015)					
			Indicator: Number of selected communities regularly and broadly utilising a multisectoral and case management approach; Target: a minimum of 6. Baseline: none of the targeted ones. Source: Study on services for VAWG in BiH (2015)	1.2.3. Mentoring of service providers to address the requirements of the Istanbul Convention as it applies to service standards	0	20,000	40,000	60,000
			Indicator: number of practical and integrated trainings and mentoring on multisectoral and case management approach jointly conducted with relevant CSOs and institutions at all levels of service provision; Target: a minimum of 20; Baseline: no training held on case management approach. Source: Study on services for VAWG in BiH (2015)	1.2.4. Assessment of the allocation of services for victims of different types of violence against women as per requirements of the Istanbul Convention	7,000	3,000	45000	55,000



<b>Output 1.3. Gender Equality Agency and Directorate for EU Integration have capacities for gender sensitive policy making in line with the EU acquis and EU Gender Action Plan</b>	UN Women	Gender Equality Agency, Directorate for European Integration, selected line ministries	Indicator: availability of analysis on the correspondence of various reform and EU integration targets Target: study available and disseminated Baseline: no study available informing coordination between the reform processes and targets. Source: GEA	1.3.1. Analysis of the correspondence between the reform processes (EU candidacy, Reform Agenda, IPA Programming, mapping of gender priorities, and dissemination among the relevant institutions involved in these processes			39,000	39,000	
			Indicator: Number of support activities linking GEA and DEI Target: 10. Baseline: limited coordination existing Source: GEA	1.3.2. Support to Gender Equality Agency and Directorate of EU Integrations to lead and resource processes related to adoption of the Gender EU Acquis			30,000	30,000	
			Indicator: number of exchanges between the gender mechanisms in the Western Balkans region; Target: 2; Baseline: limited resources for regional exchange and learning Source: UN Women, GEA	1.3.3. Support to exchange and learning among the gender mechanisms in the Western Balkans on the implementation of Istanbul Convention, EU acquis and EU Gender Action Plan			40000	40,000	
<b>TOTAL OUTCOME 1</b>						199,000	193,000	343,000	735,000

<b>OUTCOME 2</b>	<b><i>Men, women and youth demonstrate increased intolerance towards violence against women in their attitudes and behaviours</i></b>	
<b>Indicator, Target, Baseline, Source</b>	Indicator: % of men and boys in selected communities who don't perceive domestic violence as a private matter; Target: at least 25%; Baseline: findings of the CARE IMAGES study for BiH	
	Indicator: % in increase on gender sensitive reporting in cases of domestic violence and violence against women; Target:at least 10%, Baseline: the research in the first year of the implementation will be used as a baseline for the target increase	

OUTPUT	Implementing Partner	Responsible Party	Indicator, Target, Baseline, Source	Activities	Mar16-Feb17	Mar17-Feb18	Mar18-Feb19	Total
<b>Output 2.1. Men, women and young people in selected communities engaged to foster favourable social attitudes and behaviours towards ending VAWG</b>	UN Women	Relevant Youth and Women Organisations, Youth Councils, Gender Mechanisms, BiH Media Outlets	Indicator: % increase in men and young people actively engaged in advocacy, lobbying and campaigning on key issues in targeted communities; Target: 25% increase; Baseline: will be developed at the beginning of the project in each community. Source: findings from the IMAGES survey for BiH	2.1.1. Support to the development and implementation of an advocacy strategy to include an ending violence training module in high schools in selected pilot communities	10,000	5,000	5,000	20,000
				2.1.2. Identification of men and young people to act as peer educators and promote inclusion of gender perspectives in existing training modules	25,000	25,000	20,000	70,000
			Indicator: Number of women's organisations working jointly with men and young people on EAW advocacy and educational initiatives in selected communities; Target: 6; increase; Baseline: 0. Source: Baseline Study on the Prevention and Elimination of VAW in BiH (2014)	2.1.3. Support to men and youth groups in selected communities in engaging and promoting favourable social attitudes and behaviours towards EAW	24,000	38,000	30,000	92,000
				2.1.4. Provide small grant support to men and boys' most innovative initiatives in promoting positive role models to challenge gender stereotypes in selected communities	15,000	30,000	22,000	67,000

			Indicator: Number of initiatives lead by men and young people addressing gender stereotypes and VAW supported; Target: 6 initiatives, Baseline: none in the selected communities. Source: Care International.	2.1.5. Support to organisations working with marginalised groups in their involvement in preventing and addressing GBV	30,000	30,000	15,000	75,000
<b>Output 2.2. Media actively involved to make general public more aware of the negative consequences of violence against women and the importance of the role of men as agents of change</b>	UN Women	Relevant Youth and Women Organisations, Youth Councils, Gender Mechanisms, BiH Media Outlets	Indicator: Number of innovative public campaigns, particularly focusing on men and utilising new media advocacy; Target: 15; Baseline: 3. Source: UN Women.	2.2.1. Support in development and funding for innovative media advocacy approaches with a particular focus on men's participation in addressing gender stereotypes and violence	30,000	35,000	20,000	85,000
			Indicator: Number of reporters, editors, bloggers, social media activists and academics trained in VAW issues that apply the knowledge gained in their daily work; Target: 35, Baseline: no specific training on VAW existing. Source: UN women	2.2.2. Trainings for journalists and editors as well as bloggers on gender-sensitive reporting on cases of violence against women and domestic violence	10,000	5,000	65,000	80,000

			Indicator: % and quality of media coverage and releases that address the issue of GBV and gender stereotypes Target: at least an increase of 20% Baseline:110 media releases during 16 Days of activism. Information not available for the rest of the year. Source: UN Women	2.2.3. Analyses of public discourse on violence against women, domestic violence and gender equality in BIH	10,000	5,000	7,000	22,000
				2.2.4. Support engagement with new media and information exchange with traditional media and key stakeholders to enable stronger advocacy work	5,000	10,000	32,500	47,500
<b>TOTAL OUTCOME 2</b>					159,000	183,000	216,500	558,500

## E. Documents Reviewed

Original and revised project documents

Donor reports:

- Inception report March-June 2016,
- Six-months progress report July-December 2016,
- Annual Report March 2016- February 2017,
- Six- months progress report January-June 2017,
- Six months progress report July- December 2017,
- Annual Report January -December 2017,
- Six months progress report January- June 2018)

Implementing partners' project documents (project proposals, narrative and financial reports)

- Gender Centre FBiH
- Gender Centre RS
- Association XY
- Medica Zenica
- Lara Bijeljina
- Budućnost Modriča
- Udružene Žene Banja Luka
- Žena BiH

Basic Assessments and Local Action Plans for 8 locations in BiH (Brcko District, Istocno Sarajevo, Jajce, Visegrad, Zvornik, Drvar, Canton 10, Livno, Central Bosnia Canton, Vitez)

Documents on work with media professionals and youth on prevention of GVB

- Research on media reporting on gender-based violence against women in Bosnia and Herzegovina
- Association BH Journalist final report
- The report for the campaign revolving around harnessing IT solutions within the UN Women 16 Days of Activism against Gender-based Violence campaign

Researches and analyses produced by UN Women:

- Analysis of the Capacities for the Implementation of the Istanbul Convention in police and free legal aid sector
- Comparative Analysis of the Best Practices from Austria, Albania, Serbia and Spain
- Review of the multi-sectoral approach to DV at the local level in BiH
- Strategic overview of the UN Women's work on EVAW
- Study on costing of the multi-sectoral approach to domestic violence at the local level in Bosnia and Herzegovina
- Mid-term review of the project

- Initial consolidation of the project's results (table of indicators, summary table - consolidated results targeted/baseline vs. archives as per IPs' reported by the end of summer 2018, summary of the project results as reported by IPs by the end of summer 2018)

Other relevant documents:

- National report: Mapping Violence against Women and Girls Support Services in Bosnia and Herzegovina (2015)
- Final evaluation of UNFPA and UNDP UNTF project
- Babovic, M., Pavlovic, O., Ginic, K., Karadjinovic, N., (2013) Prevalence and Characteristics of Violence Against Women in BiH 2013. Sarajevo: BiH Gender Equality Agency, UN Women, UNFPA. Available at: [https://ba.unfpa.org/sites/default/files/pub-pdf/prevalency\\_study\\_0.pdf](https://ba.unfpa.org/sites/default/files/pub-pdf/prevalency_study_0.pdf)
- BHAS (2016) Census of Population, Households and Dwellings in Bosnia and Herzegovina - Final Results. Sarajevo: BiH Agency for Statistics – BHAS. Available at: [http://www.popis.gov.ba/popis2013/doc/RezultatiPopisa\\_HR.pdf](http://www.popis.gov.ba/popis2013/doc/RezultatiPopisa_HR.pdf).
- UNEG (2016) Norms and Standards for Evaluation. New York: UN Evaluation Group. Available at: <http://www.unevaluation.org/document/detail/1914>
- UNEG (2013) Impact Evaluation in UN Agency Evaluation Systems: Guidance on Selection, Planning and Management. New York: UN Evaluation Group. Available at: <http://www.uneval.org/document/detail/1433>

Project relevant national and international legislation and policies:

- Council of Europe. 2014. Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence (CETS No.210).
- Council of Europe (2011) Explanatory Report to the Council of Europe Convention on preventing and combating violence against women and domestic violence.
- Zakon o zaštiti od nasilja u porodici Republike Srpske [Law on Protection from Domestic Violence in Republika Srpska], *Official Gazette of RS* no. 102/12, 108/13 and 82/15)
- Zakon o zaštiti od nasilja u porodici Federacije Bosne i Hercegovine [Law on Protection from Domestic Violence in the Federation of BiH], *Službene novine Federacije BiH*, broj 20/13, Official Gazette of FBiH no. 20/13
- Zakon o ravnopravnosti spolova u Bosni i Hercegovini – prečišćeni tekst [Law on Gender Equality – Consolidated Text], *Official Gazette of BiH* no. 32/10.
- Gender akcijski plan Bosne i Hercegovine za razdoblje 2013.-2017. [Gender Action Plan Bosnia and Herzegovina for period of 2013-2017], Official Gazette of BiH no. 98/13.
- Gender Equality Agency of BiH. 2015. Okvirna strategija za provedbu Istanbulske konvencije u BiH za period 2015-2018 [Framework Strategy for Implementation of Istanbul Convention in BiH for period 2015-2018]
- Government of RS. 2014. Strategija za sprječavanje nasilja u porodici Republike Srpske (2014-2019) [Strategy for Combating Domestic Violence of Republic of Srpska (2014-2019)]
- Government of FBiH. 2013. Strategija za prevenciju i borbu protiv nasilja u porodici (2013-2017) [Strategy for Preventing and Combating Domestic Violence (2013 - 2017)]

## F. Survey Results

### Survey with Beneficiaries

1. If you would like to, you may state your name here. This is not mandatory.

2. Please state which municipality you are coming from:

Entity	Respondents per entity	Canton	Respondents per canton	Municipality	Respondents per municipality
RS	4			Banja Luka	1
				Bijeljina	1
				Bratunac	1
				Istocna Ilidza	1
BD BiH	1			Brcko District of BiH	1
FBiH	31	Canton 10	13	Bosansko Grahovo	3
				Livno	8
				Tomislavgrad	2
		Central Bosnia	15	Bugojno	2
				Donji Vakuf	1
				Fojnica	1
				Jajce	3
				Novi Travnik	3
				Travnik	2
				Vitez	3
		West Herzegovina	1	Široki Brijeg	1
		Herzegovina Neretva	2	Mostar	1
				Undefined in HNC	1
Total					36

3. Please state which area of responsibility you are covering according to your professional role:

4. Please mark which category of respondents you belong to: Mark only one oval.

Civil society	Centre for social work	School	Mental health provider	Police	Local administration	Prosecutor
10	10	8	3	3	1	1

5. Please mark all the bodies you are a member of, either formally or informally (e.g. the body has not been officially appointed yet, but it is already decided who will be in that body): Check all that apply.

Please mark all the bodies you are a member of, either formally or informally	Responses	
	No	Yes
Cantonal team	20	16
Municipal coordination body	29	7
Municipal multisectoral team	14	22

6. Please mark all the projects which you were involved in within this wider UN Women project:

	Centre for Social Work	Centre for Mental Health	Police	Prosecutor	School	Local administration	Civil society
Association XY							4
FBiH GC	10	3	3	1	5	1	2
Medica					3		1
RS GC							2
Udružene Žene							1

7. On a scale from 1-5, please mark the quality of individual projects you were involved in: Mark only one.

On a scale from 1-5, please mark the quality of individual projects you were involved in (N=29)	Civil society	Centre for social work	Local administration	Mental health provider	Police	Prosecutor	School	Average
FBiH GC	3.5	4.2	4.0	4.7	2.5	4.0	4.8	4.2
Žena BiH		4.5			2.0			4.0
RS GC	4.0		4.0	5.0	2.0			3.7
Udružene Žene, Banja Luka	5.0			5.0				5.0
Association XY	5.0							5.0
Medica, Zenica	5.0	5.0					4.3	4.5
BH Journalists	4.0							4.0
Not sure which project				5.0				5.0

8. On a scale from 1-5, please mark the quality of different activities and publications within the wider UN Women Project:

Mark only one oval per row.

On a scale from 1-5, please mark the quality of different activities and publications within the wider UN Women Project (N=36)	Civil society	Centre for social work	Local administration	Mental health provider	Police	Prosecutor	School	Average
Advisory services on programs, protocols, action plans	4.0	4.4		4.3	3.7	4.0	4.5	<b>4.3</b>
Exchange of experience w/other municipalities	3.6	4.4		4.7	3.0	4.0	4.3	<b>4.1</b>
Extracurricular education activities	3.9	4.0		3.0	4.3	4.0	4.4	<b>4.0</b>
Guidelines, manuals, materials	4.9	4.5		4.7	3.7	4.0	4.3	<b>4.5</b>
Online and street actions for awareness raising	4.1	3.5		4.0	4.0	4.0	4.0	<b>4.0</b>
Promotion of results through media pieces and promotional materials	4.3	3.0		4.5	3.7	4.0	4.0	<b>3.7</b>



Support to school projects	4.1	4.6		4.5	4.7	4.0	4.8	<b>4.5</b>
Training for multisector teams	4.0	4.3	4.0	5.0	3.0	4.0	4.3	<b>4.2</b>
Training within my profession	4.0	3.9		4.0	3.3	4.0	4.1	<b>3.9</b>

9. Please answer in brief to the following questions (percent within rows):

(N=33)	No	Yes, directly	Yes, indirectly	Do not know
Has the project invested enough effort to find systematic solutions?	13	4	11	5
Has the project invested enough effort to promote results in your area?	8	15	7	3
Has the project invested enough effort to work with perpetrators in your area?	17	4	5	7
Have you, in your area of responsibility, included organizations representing interests of marginalized groups of women?	8	3	15	7
Have the training opportunities been sufficiently applicable to your job?	1	21	8	3
Was the project relevant to victims of VAW?	1	12	8	12
Was the project too demanding on your time?	16	5	4	8
Was there enough investment in working with youth through education?	6	9	6	12

10. Has anything changed since 2016 in working with victims/victims of domestic violence in your area of responsibility and in what way?

Not informed:	No:	Yes:
4	7	25

11. Has anything changed since 2016 in the way of working with perpetrators of domestic violence in your area of responsibility and in what way?

Not informed:	No:	Yes:
8	14	13

12. Has there been an increase in the engagement of youth in preventing domestic violence and violence against women compared to 2016 in your area of responsibility? Please explain.

Not informed:	No:	Yes:
7	9	19

13. Has there been an increase in media engagement and quality of their reporting about domestic violence compared to 2016 in your area of responsibility? Please explain.

Not informed:	No:	Yes:
4	10	22

14. Has there been an increase in community awareness about domestic violence compared to 2016 in your area of responsibility? Please explain.

Not informed:	No:	Yes:

4	6	26
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15. Has there been an increase in engagement of religious communities in ending domestic violence compared to 2016 in your area of responsibility? Please explain.

Not informed:	No:	Yes:
11	20	5

16. Which of the following institutional mechanisms of protection of victims and work with perpetrators exist in your municipality? Mark only one oval per row.

Number of persons who responded "Yes, formally" and "Yes, informally"		Multisectoral Team	Municipal action plan	Municipal Coordination Body	Municipal protocol on procedure in DV cases	Self-help group for perpetrators	Victims/victims self-help group
RS	Banja Luka	1		1	1		1
	Bijeljina	1		1	1		
BD BiH	BD BiH	1	1	1	1		
Central Bosnia Canton	Bugojno	1		1	1		
	Donji Vakuf	1	1		1		
	Fojnica	1			1		
	Jajce	3	1	3	3	1	1
	Novi Travnik	3	1	1	3		2
	Travnik	1		2	2		
	Vitez	3	3	2	3	3	3
Canton 10	Livno	4	2	4	5	1	1
	Tomislavgrad	1	1	2	1		
Herzegovina Neretva Canton	Mostar				1		
West Herzegovina Canton	Široki Brijeg				1		

17. Are there people in your municipality who are trained and authorised for the following activities: (Mark only one oval per row)

		Do not know	No	Yes
<b>BD BiH</b>	Leading a self-help group for perpetrators		1	
	Organizing community and humanitarian work for perpetrators		1	
	Leading a self-help group for victims		1	
	Perpetrator addiction treatment			1
	Protection of victims			1
	Psychosocial treatment of perpetrators			1
	Removing the perpetrators from the house, restraining order, prohibition of harassment and stalking, temporary detention			1

<b>FBiH</b>	Leading a self-help group for perpetrators	7	13	11
	Organizing community and humanitarian work for perpetrators	16	10	5
	Leading a self-help group for victims	8	15	8
	Perpetrator addiction treatment	7	13	11
	Protection of victims	14	8	9
	Psychosocial treatment of perpetrators	6	13	12
	Removing the perpetrators from the house, restraining order, prohibition of harassment and stalking, temporary detention	5	7	19
<b>RS</b>	Leading a self-help group for perpetrators	2	2	
	Organizing community and humanitarian work for perpetrators	3	1	
	Leading a self-help group for victims	1	2	1
	Perpetrator addiction treatment	1	2	1
	Protection of victims	1		3
	Psychosocial treatment of perpetrators	1	2	1
	Removing the perpetrators from the house, restraining order, prohibition of harassment and stalking, temporary detention			4

18. What is missing in the support for institutions involved in EAW and DV?

19. What is missing in the protection of victims/victims of VAW and DV?

20. What is missing in working with perpetrators of VAW and DV?

21. What is missing in prevention of VAW and DV?

22. Anything else you would like to add?

### Survey with Implementing Partners

1. If you would like to, please state your name here. This is not mandatory.

2. If you would like to, you may state the name of your organization here. This is not mandatory.

3. Please mark the category you belong to

Category	Number of respondents per category
Main implementing partner of UN Women	10
Smaller partners in the implementation	4
Subcontractor of UN Women or main partners	1
Total number of respondents	15

4. Please mark all the projects which your organization was directly involved in any way within the wider UN Women Project

FBiH Gender Centre	RS Gender Centre	Lara, Bijeljina	Udružene žene, Banja Luka	Žena BiH, Mostar	Budućnost, Modriča	Alcoholics in Treatment Club, B.Luka	Medica, Zenica	Association XY, Sarajevo	BHJA, Sarajevo
5	3	3	2	2	2	1	4	3	3

5. On a scale from 1 to 5, please mark the quality of individual initiatives, whether you were directly or indirectly involved in those initiatives, or merely informed:

FBIH Gender Centre	RS Gender Centre	Lara, Bijeljina	Udružene Žene, Banja Luka	Žena BiH, Mostar	Budućnost, Modriča	Alcoholics in Treatment Club, B.Luka	Medica, Zenica	Association XY, Sarajevo	BHJA, Sarajevo
4.2	4.6	4.7	4.7	4.3	4.4	5.0	4.7	3.8	4.1

6. On a scale from 1 to 5, please mark the purposefulness of the following approaches for EAW and DV:

Approaches	Score (lowest to highest)
Engaging religious communities in awareness-raising	3.9
Self-help groups for perpetrators	4.2
Guidelines for multisectoral teams	4.3
Self-help groups for victims	4.4
Supporting school projects against violence	4.4
Municipal programmes of measures or action plans	4.4
Within sector training by experts from the sector	4.5
Exchange of experience between municipalities	4.5
Municipal protocols	4.5
Multisectoral training	4.6
Street and online actions for raising awareness	4.6
Extracurricular education activities for youth	4.7

7. Please answer briefly

	Yes, directly	Yes, indirectly	No	Do not know
a. Have the projects done enough to include persons or organizations advocating the rights of women with disabilities, minority women, elderly, and other sub-groups?	2	6	2	5
b. Have the projects enabled sufficient education and training within individual subjects of protection?	9	2	0	4
c. Have the projects had sufficient effect for victims?	4	6	1	4
d. Has there been enough invested in working with perpetrators?	3	0	6	6
e. Has there been enough investment into projects with youth on prevention?	2	3	5	5
f. Has there been enough promotion of project results beyond areas where they were implemented?	2	4	4	5
g. Has there been enough investment in finding systematic solutions?	7	1	5	2
h. Has the project been coordinated sufficiently with all the relevant government bodies?	7	2	2	4
i. Have the implementing partners increased their own capacities through this project?	9	2	3	1

j. Have the individual initiatives within the Project been sufficiently coordinated?	3	3	3	6
k. Has the Project been too time-consuming for the targeted subjects of protection?	2	3	7	3
l. Has the work of the implementing partners been adequately remunerated?	4	0	8	3

8. Lastly

8.1. What is missing in the support for institutions involved in EAW and DV?

8.2. What is missing in the protection of victims/victims of VAW and DV?

8.3. What is missing in working with perpetrators of VAW and DV?

8.4. What is missing in prevention of VAW and DV?"

9. Anything else that you would like to add?

## G. Project Monitoring Tables

Result level	Result name	Indicators	Baseline 2015	End of Project targets	30.9.2018 status
<b>Outcome</b>	<b>1:</b> Victims of violence against women and domestic violence have access to better quality multi-sectoral services	Number of improved multi-sectoral services provided to address gaps in service provision	0 with complete quality MS response	at least 6 communities with efficient multisectoral coordination	<p>26 local multi-sectoral teams (MST) with 289 representatives of the first responders' institutions established and functional (comprised of MST/CCB, MS working groups: GCFBIH + Zena BiH 18, GCRS 2 +3, Buducnost 2, UW 1)</p> <p>32 local policies for combating DV developed, sent for adoption/adopted (comprised of GCFBIH + Zena BiH: 18 municipal/cantonal Protocols; GCRS 5: 1 Local Protocol RS, 2 East Sarajevo &amp; Visegrad, and 2 Rules of procedures; Buducnost: 1; 8 – Lara 5 LAP, GCFBIH 2 cantonal plans of action, UW 1)</p> <p>Established MST addressed 39 cases of violence 5 self-help groups with 40 victims of violence piloted and functional in 5 rural areas</p>
		Number of common standards for service providers aligned with Istanbul Convention	1 (standards on safe houses exist)	3 common standards (perpetrators' work, safe houses & psycho-social work);	<p>32 local policies for combating DV developed, sent for adoption/adopted</p> <p>4 pilot programs for perpetrators treatment developed; 38 experts trained to facilitate programs,</p> <p>7 Governmental institutions endorsed implementation of perpetrators' treatments programs (Buducnost: Centre for Mental Health Srebrenica and Visegrad; Zena BiH: Livno Centre for Social Work, Police Administration, Municipal Court and Centre for Mental Health; GCRS: KLA Banja Luka)</p> <p>3 pilot models of self-help groups for 30 perpetrators tested (62 perpetrators covered by the treatment: KLA 16, Buducnost 16, GCFBIH 30)</p>
<b>Output</b>	<b>1.1:</b> Women and girls have increased access to	Number of working groups at the local			2 coordination bodies in 2 cantons established and fully functional. 18 working groups to coordinate multi-sectorial

	institutional and non-institutional services for violence against women in line with international and regional standards.	and entity levels actively engaged in design, implementation and monitoring of multi-sectoral approach to EAW at all levels			teams at the local level initiated in RS. 2 regional and 1 cantonal multi-sectoral groups for referral of perpetrators of domestic violence were formed.
		Number of CSOs working with marginalised groups of women that are involved in standardisation and coordination of policies that address EAW			2 CSOs are partially focusing on rural women and their needs.
<b>Output</b>	<b>1.2:</b> Relevant service providers in selected communities have strengthened capacities to respond to violence against women and girls and domestic violence.	Percentage of the supported service providers who provide increased quality of services for victims of VAWG in line with the standards of Istanbul Convention	0%	60% of supported service providers	
		Number of selected communities regularly and broadly utilising a multi-sectoral and case management approach.	0 targeted ones	6 targeted ones	18 multi-sectorial teams in FBiH and 5 in RS 5 municipal LAPs for combating DV (RS) forwarded to local administrators for endorsing

		Number of practical and integrated trainings and mentoring on multi-sectoral and case management approach jointly conducted with relevant CSOs and institutions at all levels of service provision.	0	20	Total of 39 (by the end June 2018): 2016: 2 in FBiH (GC FBiH) 2017: 5 in FBiH (GC FBiH), 5 in RS (GC RS), 1 in RS (Budućnost), 6 in BD (Udružene Žene) 2018: 1 in FBiH (Zena BiH), 15 in FBiH (GC FBiH), 1 in RS (GC RS), 2 in RS (Budućnost), 1 in BD 2018 (Udružene Žene)
<b>Output</b>	<b>1.3:</b> Gender Equality Agency and Directorate for EU Integration have capacities for gender sensitive policy making in line with the EU acquis and EU Gender Action Plan	Availability of analysis on the correspondence of various reform and EU integration targets	not available	available	
		Number of support activities linking AGE and DEI Target: 10. Baseline: limited coordination existing Source: AGE	Limited	10	
		Number of exchanges between the gender mechanisms in the Western Balkans region	Limited	2	



Result level	Result name	Indicators	Baseline 2015	End of Project targets	30.9.2018 status
<b>Outcome</b>	2: Men, women and youth demonstrate increased intolerance towards VAW in their attitudes and behaviours.	Percentage of men and boys in selected communities who don't perceive domestic violence as a private matter;		25%	25% reported (preliminary data, to be finally evaluated by end-line studies that are to be finalized)
		Percentage increase on gender sensitive reporting in cases of DV and VAW		10%	% not yet available 717 of different media products have been developed & published (including articles and stories published in traditional media and on line, media announcements, blogs, etc.) with more than 313k views (included IPs' reported on line & traditional media articles, BIH Journalists, & UN Women direct reported)
<b>Output</b>	2.1: Men, women and young people in selected communities engaged to foster favourable social attitudes and behaviours towards ending VAWG.	Percent increase in men and young people actively engaged in advocacy, lobbying and campaigning on key issues in targeted communities	No single baseline established	25 % increase	No data available
		Number of women's organisations working jointly with men and young people on EAW advocacy and educational initiatives in selected communities	0	6	2 in 2016 5 in 2017 3 in 2018

		Number of initiatives lead by men and young people addressing gender stereotypes and VAW supported	0 in target communities	6	2017- 23 by Association XY 2018 - 2
<b>Output</b>	<b>2.2:</b> Media actively involved to make general public more aware of the negative consequences of VAW and the importance of the role of men as agents of change.	Number of innovative public campaigns, particularly focusing on men and utilising new media advocacy	3	15	2017- 4 by Association XY 2017- 1 by BH Journalists 2017- 2 by Medica Zenica 2017- 1 by Udružene Žene 2017- 1 by Lara 2018 - 0
		Number of reporters, editors, bloggers, social media activists and academics trained in VAW issues that apply the knowledge gained in their daily work	0	35	In 2017, 252 people attended capacity building activities organised for media professionals. The trainings finalized in December 2017 and in 2018 follow-up work with media will assess how many people applied the gained knowledge.
		Percent increase and quality of media coverage and releases that address the issue of GBV and gender stereotypes	110 during 16 DoA	20% increase	In 2017 a total of 267 articles were published, according to UN Women sources. There was a media coverage increase of 142%. No new media activities were implemented in 2018.

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UN Women supports UN Member States as they set global standards for achieving gender equality, and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.



Planet 50-50 by 2030  
Step It Up for Gender Equality

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