



UNICEF Bosnia and Herzegovina

Final Evaluation of Justice for Every Child Project, Phase III (2018–2020)

Final Evaluation Report

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Herzegovina

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Acronyms and Abbreviations

APRS	Association of Psychologists of Republika Srpska
BiH	Bosnia and Herzegovina
BD	Brcko District
CEDAW	Committee on the Elimination of Discrimination against Women
CMH	Centre for the Protection of Mental Health
CMS	Case Management System
COAR	Country Office Annual Report
CPD	Country Programme Document
CPRC	Criminal Policy Research Centre
CRC	Convention on the Rights of the Child
CSO	Civil Society Organizations
CSW	Centres for Social Welfare
DAC	Development Assistance Committee
DEQS	Decentralized Evaluations Quality Support
DHS	Demographic and Health Survey
EQ	Evaluation Question
EQUALS	Evaluation, Quality Assurance and Learning Service
ERB	Ethical Review Board
ESRC	Economic and Social Research Council
EU	European Union
FBiH	Federation of Bosnia and Herzegovina
FCDO	Foreign, Commonwealth & Development Office
FGD	Focus Group Discussion
FLA	Free Legal Aid
GEROS	Global Evaluation Reports Oversight System
GESI	Gender Equality and Social Inclusion
HJPC	High Judicial and Prosecutorial Council
HRBA	Human Rights-Based Approach
HRC	Human Rights Centre
HRO	Human Rights Office
IPA	Instrument for Pre-accession Assistance
JPTC	Judicial and Prosecutorial Training Centres
KII	Key Informant Interview

MIS	Management Information System
MOHRR	Ministry for Human Rights and Refugees
MOI	Ministry of Interior
MOJ	Ministry of Justice
M&E	Monitoring and Evaluation
NCE	No-cost Extension
NGO	Non-governmental Organizations
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
OSCE	Organization for Security and Co-operation in Europe
PPE	Personal Protective Equipment
RAM	Resource Allocation Matrix
RS	Republika Srpska
SAA	Stabilization and Association Agreement
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SIDA	Swedish International Development Cooperation Agency
SOP	Standard Operating Procedures
Tor	Terms of Reference
UNEG	United Nations Evaluation Group

Executive Summary

This report presents the findings of the evaluation of phase III of UNICEF's Justice for Every Child project (May 2018–November 2021). The evaluation covers the period May 2018 to December 2020. With regard to assessing ownership by relevant institutions and sustainability, as well as impact, a broader focus was taken into account as all key stakeholders, including governmental partners, donors, and UNICEF itself, have invested in support to justice for children throughout the three phases of the project, for nearly 10 years.

Overview of the project

Phase III of the Justice for Every Child project (2018–2021) is a continuation of UNICEF's engagement to improve justice for children in Bosnia and Herzegovina (BiH) and builds on the results and lessons learned gained through implementation of the first two phases of the project (phase I from 2010 to 2013, and phase II from 2014 to 2017). The overall goal of the project is that children in justice processes and children at risk are dealt with in compliance with international standards on justice for children, and that decisions are taken in their best interests. The specific focus of the interventions evolved with different phases of the project from the introduction of the relevant legislation and establishment of the juvenile justice system in the first phase of the project, to supporting implementation of the laws, promoting support to victims and witnesses, and exploring the secondary prevention models in the second phase, to focusing on continued support for full implementation of laws, further capacity-building, and supporting the development and implementation of secondary prevention programmes during the third phase of the project.

Purpose of the evaluation

The purpose of the evaluation, while taking into consideration social inclusion, gender, or/and human rights were to:

- Provide evidence of the extent to which interventions in the third phase of the project contributed to achievement of results, through the lens of relevance, effectiveness, efficiency, sustainability and impact, and identify if there were any unintended project results; and
- Identify gaps, lessons learned and provide feasible recommendations for exit strategies or areas where interventions may still be warranted, for example continuous capacity-building of justice for children (J4C) professionals, implementation and countrywide roll-out of diversion/alternative measures and the secondary prevention programmes.

Expected users and intended use

The primary intended users of this evaluation are UNICEF and the project staff, the Project Coordination Board, and donors. In addition, the results of the evaluation will be shared and used for policy dialogue and advocacy – in line with the Project Exit Strategy and Advocacy Plan. This means that secondary users will be the relevant entity, cantonal, municipal authorities and relevant institutions, as well as wider stakeholders in the area of child protection/justice for children including civil society organizations (CSOs).

Evaluation methodology

The evaluation Terms of Reference (ToR) proposed seven key evaluation questions (EQs), focusing on the OECD Development Assistance Committee (DAC) criteria of relevance, effectiveness, efficiency, sustainability, and synergies and coherence. Additional questions relating to the cross-cutting issues of gender and social inclusion and the impact of the COVID-19 pandemic were also included. The evaluation matrix was developed around the evaluation questions and criteria to map out the data sources, methods and analysis approach. The evaluation was criteria-based, as this was the final phase of project support. The primary evaluation methods included wide-ranging document review and analysis of administrative data, key informant interviews (KIIIs) with UNICEF and stakeholders, a series of focus group discussions (FGDs) with stakeholders, partners and beneficiaries, as well as a qualitative online survey. The data collection processes employed by the evaluation team reached a total of 136 stakeholders and beneficiaries, through 31 KIIIs, 6 thematic FGDs and 57 responses to the online survey.

Findings

Project Relevance

The project was relevant to the needs of children in accessing justice and was fully aligned with UNICEF's Country Programme 2015–2019 (extended to 2020), as well as the strategic priorities of the project's donors. Further, it is aligned with the overall Reform Agenda of BiH and its Justice Sector Strategy, as well as contributing to BiH's commitments to the 2030 Agenda and the Sustainable Development Goals (SDGs). The design of phase III of the Justice for Every Child project was evidence-based and informed by extensive research, analyses and data; however, there is less evidence that it fully captured the voice of children in BiH, although views of children obtained in previous phases of the project were taken into account. The project design contributed to its theory of change and no major programmatic adjustments were made during the lifespan of the project, beyond adaptations to the COVID-19 pandemic.

Project Efficiency

The project implemented a number of strategies to achieve efficiency gains that, when analysed against its results, provided a good value for money coefficient. The project was able to maximize partnerships with relevant entity and district levels, as well as cantonal and municipal stakeholders. This included relevant entity and cantonal ministries, Centres for Social Work (CSW), Centres for the Protection of Mental Health (CMH), courts, prosecutor's offices, academia and civil society. At the state level, the project engaged with the BiH Ministry of Justice, the High Judicial and Prosecutorial Council and the Institution of Human Rights Ombudsman.

Project Effectiveness

The project has achieved tangible and quantifiable results, which have strengthened the justice and social welfare systems and made them more adaptable and responsible to the rights and needs of children participating in justice processes. Results have contributed to the empowerment of children through prevention programmes, legal support and information to enable them to access justice. Continued efforts are required to fully embed some of the project results into the system and to ensure their financial sustainability.

The project generated important, relevant and effective results that contributed to the achievement of the project's overall objective, namely that children in justice processes are dealt with in compliance with international standards on justice for children and that decisions are taken in their best interests. However, these objectives have not yet been fully realized and there is a need for greater budgetary allocation for justice for children, leadership by relevant authorities and the potential introduction of stronger accountability mechanisms to respond to gaps in implementation of the relevant laws.

Project Impact

It is indisputable that the project has had a large impact in improving the position of children within the justice system and fundamentally changed the approach to children involved with the system. It has brought the issue of children at risk and children in contact with the law to the awareness of the relevant authorities; it has strengthened the legislative and policy framework for children; it has improved their access to justice; it has created strong multisectoral coordination; and it has embedded the "best interests of the child" principle into the system.

Project Sustainability

Sustainability

The project results achieved sustainability in terms of promoting greater local ownership and a change in attitudes towards children in contact with the law and children at risk. The results of the project that have been integrated into the legislative framework or official procedures are likely to continue in the long term and there is great scope for harmonizing the approaches by promoting learning and exchanges of good practices and scaling them up across BiH. Future sustainability will require additional efforts to integrate Justice for Children (J4C) into ongoing reform efforts and funding opportunities, including the European Union (EU) reform agenda.

Ownership

The project activities and results were focused on building the system and this has encouraged a strong sense of ownership, which was in part promoted by the Project Coordination Board. There is scope to further strengthen the ownership of local, cantonal, district and entity processes.

Scalability

There is good scope for scaling up the Secondary Prevention Programme based on lessons learned and best practices gathered during J4C Phase III. Similarly, there is good scope for scaling up the good practices from one region to another to promote the use of diversion and alternative measures,¹ as well as of expert associates.

¹ For the purposes of this report the diversion and alternative measures cover the continuum of measures aimed at diverting children in conflict with the law away from formal judicial proceedings towards an alternative way of resolving the offence, including by involving non-judicial bodies, up to promoting alternatives to detention in cases where the formal judicial proceeding has taken place. Diversion and alternative measures are defined and foreseen by the Laws on Protection and Treatment of Children and Juveniles in Criminal Proceedings.

Coherence

UNICEF has made positive steps in terms of leveraging contributions and catalyzing joint work with the EU, and the two organizations are key allies with regards to policy dialogue and advocacy efforts.

While there may have been a lack of opportunities to maximize resource potential and strengthen complementarities with other UN agencies, UNICEF should continue to seek out such opportunities where possible.

Cross-cutting Issues

The project successfully adopted a human rights-based approach (HRBA) in both its design and in its implementation, working on both the supply and demand sides of development programming. However, while the project does include some gender disaggregated data, gender and social inclusion were not its primary focus.

UNICEF was able to respond swiftly to the COVID-19 context through amending certain project activities and adjusting its implementation approach. All partners were satisfied with the speed and manner with which UNICEF reacted to adapt the programmes to the pandemic and address the newly emerging priority. However, while recognizing the challenges of moving to online delivery of training and other project activities during COVID-19, further opportunities could have been explored to promote the greater use of online delivery of training and other project activities, such as through social media and other modern technologies.

Conclusions

The evaluation findings show that UNICEF has successfully implemented three phases of the Justice for Children project in BiH over a ten-year period, achieving meaningful and quantifiable results. UNICEF has built and maintained close working relationships with its key stakeholders, which has the effect of building trust through continually demonstrating that UNICEF is a reliable and active partner. While it has positioned itself as an integrator, coordination without UNICEF remains a key challenge and the overall fragmentation of the operating environment represents a sizeable constraint.

Relevance

UNICEF positioned itself as the lead actor addressing issues pertaining to access to justice for children in BiH. The J4EC project was relevant not only to UNICEF's own strategic priorities but, more importantly, to those of BiH and its entities and districts, and those of its donors and development partners. The project design was evidence-based and informed by extensive stakeholder consultations, although additional capturing of the voices of children could have further strengthened the design and implementation.

Efficiency

The J4C project provided good value for money, with results being achieved beyond the sum of the component parts. Cost efficiencies were achieved through a lean staffing structure and utilizing to the greatest extent local or in-house expertise. Strong partnerships were created with relevant stakeholders and the use of non-governmental organizations (NGOs) and civil society organizations (CSOs) to support project implementation was not only cost-effective but also had the knock-on effect of strengthening the relationship between governmental institutions and civil society. Good examples are the referral mechanism

utilized in Republika Srpska as part of the school-based secondary prevention programme or the implementation of community-based diversionary measures. The project had a monitoring and evaluation (M&E) framework that was very much tied to the programmatic M&E structures and the indicators used were purely quantitative and therefore not sufficient to fully capture the project's progress and results. A greater use of qualitative indicators that measure perceptions and behaviour at the outcome level would better capture project progress and results, as well as contributions towards outcomes and impact.

Effectiveness

The project has achieved tangible and measurable results contributing towards ensuring that children in justice processes are dealt with in compliance with international standards on justice for children, and that decisions are taken in their best interests. However, the project was hampered to some extent by the complexities of the context within which it was operational and fragmentation of the system across state, entity, district and cantonal lines. This meant that UNICEF had to localize and tailor each of its interventions at the local level which, while leading to measurable results, has meant that children throughout BiH do not have access to the same level of support services. It is the evaluation team's assessment that without this level of localization and contextualized initiatives, progress and results would have been less satisfactory. The lack of a fully harmonized approach and overall fragmentation affects equal access to justice, as a result of which some of the interventions and results were uneven.

Impact

The project has had a broad ranging impact in improving the position of children within the justice system in BiH. Through integration of the best interests of the child principle, the project has contributed towards completely changing the approach towards children in the justice system. The principle is has been integrated into the normative framework through legislative and policy reforms, as well as into service provision from a wide range of stakeholders including courts and prosecutors' offices, Centres for Social Welfare, Centres for Mental Health, schools, free legal aid providers and NGOs/CSOs. While some activities and results would have been achieved without UNICEF's support, it is certain that results would not have been achieved to such an extent, nor as quickly.

Sustainability

The project has had key successes with regard to ensuring sustainability of results after the end of the project. In particular, those aspects which have been included in the legislative and policy framework, official procedures of schools' programmes, and will be budgeted for, are likely to continue.

The biggest constraints to sustainability are the availability of funding and the absence of sufficient political backstopping at the highest levels, to ensure that children's access to justice remains a key priority in the future. There are concerns among stakeholders that once the project comes to an end, there will be a lack of supervision and quality control over the process, as well as a lack of accountability, which may lead to previous results regressing.

UNICEF was recognized as the lead coordinator in terms of access to justice for children in BiH and among all the stakeholders had a niche role as integrator. While one of the biggest impacts the project has had is in terms of developing multi-stakeholder coordination among all relevant actors, this will remain a critical challenge going forward, particularly in the foreseeable vacuum at the project's end. This might be addressed by exploring opportunities for the continued functioning and transformation of the Project Implementation Board into a J4C, or broader, coordination body. This could provide an effective avenue for advocacy and coordination and provide the drive for greater sustainability of results.

There is a strong sense of ownership among stakeholders with regard to the project's interventions, but UNICEF also played an important role in the overall reform of justice for children in BiH and was often perceived as primary owner of the process. In this sense, there is still scope for strengthening ownership.

Coherence

The key stakeholder in BiH in terms of development remains the European Union. UNICEF established a strong working partnership with the EU, including a coordinated engagement strategy and synergies across specific interventions. However, UNICEF could have leveraged even more in terms of its partnership with the EU to move forward on certain interventions and to coordinate further on policy dialogue and advocacy issues, such as inclusion of J4C activities in the EU assistance available through the Instrument for Pre-accession (IPA). Justice for children and access to justice, for example, could be ensured as a rule of law priority by becoming an integral component of BiH's reform agenda for EU accession.

During the third phase of the project implementation, there was limited scope for strengthening collaboration with other UN Agencies, including UNDP. Opportunities for collaboration should continuously be explored in the future to promote joint objectives and coherence more efficiently.

Cross-cutting issues

Human rights-based approach (HRBA) and gender equality and social inclusion (GESI)

By adopting a human rights-based approach in the project's design and implementation, it was possible to address issues on both sides of the development equation. This provided an opportunity to strengthen the normative framework and capacities of relevant institutions to implement the Law and provide quality services, to better informed and aware children. A stronger gender and social inclusion analysis and overall focus would have allowed a stronger response to GESI issues, and additional efforts in capturing the voice of children could have improved results.

COVID-19 response

UNICEF's swift response and timely and appropriate adaptation of project activities provided for its successful transition at the outbreak of the COVID-19 pandemic. By keeping children in the centre of BiH's response to COVID-19, it was possible to adjust the project and continue with implementation of its activities. Despite this, COVID-19 has affected some project activities and caused certain delays. Additional technical support to project partners and recipients could potentially have allowed the transition of a greater number of capacity-building programmes and awareness-raising activities to an online format, including by

utilizing social media and modern technologies such as podcasts, online forums and chatrooms.

Lessons Learned

Lesson Learned 1: UNICEF's name carried weight and it is recognized countrywide for its technical expertise, its coordination role, and the major contribution it has made in the reform processes of the justice system for children. Lessons learned show that care should always be taken to ensure this does not impact on ownership by governmental institutions of the processes and achievements, particularly with regard to budgeting and coordination.

Lesson Learned 2: In an institutionally and legislatively fragmented context such as BiH, it is crucial to tailor each intervention to the specific local context to achieve results and promote the sense of ownership, even though consistent harmonization of law, policies and practices may not be achieved. However, peer-to-peer exchanges, multi-stakeholder education programmes and coordination meetings can further promote harmonization.

Lesson Learned 3: The success of a wide-ranging and encompassing reform process requires a strong Project Coordination Board with high-level membership and countrywide representation to promote coordination, including between different sectors, and harmonization of efforts towards justice for children across BiH. It is therefore important for the Board members to have a full understanding of their role and of the follow-up expected, including in planning and budgeting, to promote the results.

Lesson Learned 4: Without multisectoral coordination, the project would not have succeeded in several important areas: achieving a high level of support for children encountering the justice system in different ways, as victims, witnesses, alleged offenders; introducing a holistic approach to ensuring their rights and identifying and supporting children at risk; and promoting a better understanding of the roles of different sectors in supporting children.

Lesson Learned 5: The success of interventions that require involvement and coordination of different stakeholders, such as the implementation of diversion and alternative measures or secondary prevention programmes, depends on sufficient capacities and involvement of all relevant stakeholders. The project correctly recognized the need for strengthening the social protection system for effective results in justice for children.

Lesson Learned 6: Effective implementation of the project, particularly for some diversion measures, required bridging the gap between governmental representatives and civil society organizations and creating the space for their effective cooperation.

Lesson Learned 7: It takes time to change mindsets when new policies and practices are introduced, as seen from the differences in the adoption of diversion measures foreseen by the Law by police and prosecutor's offices. Changing mindsets requires multiple approaches including continuous education programmes, coordination and peer-to-peer exchanges, and accountability tools, as well as high-level ownership, instruction, promotion and lobbying by relevant stakeholders, and public campaigning.

Lesson Learned 8: Elementary schools were shown to be highly successful in running secondary prevention programmes, including through identifying and responding to children at risk. With the exception of some secondary schools, the programmes were enthusiastically accepted. Successful secondary prevention programmes can lead to

improved multisectoral cooperation, awareness-raising about the needs of children at risk and the development of referral mechanisms.

Lesson Learned 9: The introduction of mandatory training and certification for professionals working with children led to great progress in awareness-raising for child rights but this requires sustainable access to continuous training and education programmes to make sure that there is a sufficient number of certified professionals to cover the turnover of staff.

Recommendations

Recommendation 1: UNICEF's role in improving access to justice for children in BiH should shift from being responsible for project implementation to more of a monitoring, oversight, technical support and advocacy role.

Recommendation 2: Coordination with the EU and other UN agencies should be capitalized on going forward, especially after the end of the project, to ensure both reinforcement of the results achieved to date, and continued improvements in access to justice for children in BiH.

Recommendation 3: UNICEF should continue to advocate for adequate budgets to support key project results. J4C activities and the strengthening of social and child protection services should be included in the EU Instrument for Pre-accession Assistance to ensure that project results are not jeopardized and remain sustainable.

Recommendation 4: UNICEF should prioritize any available funds and fundraising to further embed project results in the system, contributing to greater ownership and sustainability.

Recommendation 5: UNICEF should consider addressing the challenges for children in civil and administrative proceedings.

Recommendation 6: Bearing in mind the objectives of the UNICEF Gender Action Plan, it is recommended to undertake a gender analysis at the beginning of the planning process for future projects and ensure monitoring of the implementation and results also from the gender perspective. This will help to identify the specific needs of girls and boys, women and men, as well as differences in access to information, resources and circumstances, and will assist in planning of activities based on findings.

Priority recommendation addressed to the relevant authorities in BiH: The models of service provision developed through the project, including specialized staff in police, courts and prosecutor's offices, the establishment and use of child-friendly rooms, models for implementation of diversion and alternative measures, availability of free legal aid for children, secondary prevention models, and ongoing capacity-building should be urgently addressed and supported by adequate budgets to ensure their sustainability. Relevant local authorities should take responsibility to organize peer-to-peer exchanges, multi-stakeholder education programmes and coordination meetings, to further promote harmonization of project results.

Priority recommendation addressed to donors: In order to further consolidate the results of the project and to strengthen their sustainability, donors should consider allocating any

available funds to the priority areas identified in this evaluation. In addition, the donors should support UNICEF in its advocacy and policy dialogue efforts with the EU and with the relevant institutions, to fully finance and embed project activities and results in the system.²

² Note that the Swiss Agency for Development and Cooperation communicated in 2017 that funds would not be available beyond the current phase.

1. Introduction

1. This evaluation report has been prepared by IOD PARC, a UK-based company specializing in results-based performance assessment in international development. The purpose of this independent evaluation is to assess the third phase of UNICEF Bosnia and Herzegovina's (BiH) Justice for Every Child (J4EC) project (2018–2021) as the project comes to a close in April 2021, with a requested extension until November 2021. The evaluation took place between December 2020 and May 2021.

1.1 Purpose, Objectives and Scope of the Evaluation

2. As set out in the Terms of Reference (ToR), the main purpose of the final evaluation is: "to review and assess the relevance, efficiency, effectiveness, sustainability and impact of the third phase of the Project [with] a particular focus placed on assessing ownership by the relevant institutions and sustainability of programmes/activities/interventions put in place during the implementation of phases I-III of the Project."
3. As defined by UNICEF in the ToR, the objectives of the evaluation, while taking into consideration social inclusion, gender, or/and human rights were to:
 - Provide evidence of the extent to which interventions in the third phase of the project, which are the object of this evaluation, contributed to achievement of results, through the lens of relevance, effectiveness, efficiency, sustainability and impact, and identify if there were any unintended project results.
 - Identify gaps, lessons learned and provide feasible recommendations aimed for exit strategies or areas where interventions may still be warranted, e.g. continuous capacity-building of justice for children professionals, implementation and countrywide roll-out of diversion/alternative measures and the secondary prevention programme.

1.1.1 Evaluation scope

4. The evaluation covers the period May 2018 to December 2020, meaning the third phase of the project. With regard to assessing ownership by relevant institutions and sustainability, as well as impact, a broader focus was taken into account as all key stakeholders, including partners of governmental institutions, donors and UNICEF itself, have invested in support to justice for children throughout the three phases of the project for nearly 10 years.
5. The scope focuses on the two project objectives and their 10 associated outputs. See Section 1.4 below which describes the project in more detail.
6. While the project has a countrywide focus due to its overall aim of strengthening justice for children and social welfare systems, certain components have been implemented in specific locations. For example, the school-based secondary prevention programme has been implemented in the entire Republika Srpska, Tuzla and Sarajevo Cantons in the Federation of BiH, with foreseen roll-out in Una-Sana and Canton 10; municipal justice for children action plans have been implemented in 17 project locations. Thus, the evaluation has assessed all project interventions and their outcomes at entity and district levels, including

local-level interventions that took place in 17 locations (covering 29 municipalities/cantons/districts).

1.1.2 Departures from the Terms of Reference

7. The main departures from the ToR are that the evaluation team have included an assessment of how well the project has adapted to the COVID-19 context; that the data collection was conducted remotely via online tools due to travel restrictions in response to the COVID-19 pandemic; and that the evaluation team conducted an online survey of project partners.

Evaluation Criteria and Questions

8. The evaluation was conducted in line with OECD DAC evaluation criteria: (a) relevance; (b) effectiveness; (c) efficiency; (d) sustainability; (e) impact; and (f) coherence. As per the ToR, the evaluation team was asked to consider a number of key questions shaped around these criteria. The key questions are provided below, while the questions and sub-questions are presented in the evaluation matrix in annex 2.
9. In keeping with UNICEF priorities, a human-rights based approach, gender and social inclusion were taken into consideration across all evaluation criteria.

TABLE 1: EVALUATION CRITERIA WITH KEY QUESTIONS

Relevance and Design

1.1 To what extent do the objectives address the real problems, and the needs of the project's target groups, country priorities, associated policies and donor priorities?

Project Efficiency

2.1 Were inputs utilized or transformed into outputs in the most optimal or cost-efficient way? Could the same results be produced by utilizing fewer resources?

Project Effectiveness

3.1 To what extent have the objectives of the development intervention been achieved or are expected to be achieved, bearing in mind their relative importance?

3.2 How well do the project's results contribute to achievement of the project's objectives?

Project Impact

4.1 What are the effects of the project on its environment – the positive and negative changes produced by the project (directly or indirectly, intended or unintended)?

Project Sustainability

5.1 What is the probability of the benefits of the project continuing in the long term?

Coherence

6.1 To what extent is UNICEF coordinating with development partners and other UN agencies to avoid overlaps, leverage contributions and catalyze joint work?

Cross-cutting Issues

7.1 To what extent does the project adopt a human rights-based approach and integrate gender and other social-inclusion considerations relevant to boys and girls?

7.2 To what extent was the project able to adapt to the COVID-19 context and adjust its activities accordingly?

10. In addition, the team developed a number of indicators to measure progress, which are also included in the evaluation matrix.

1.1.3 Expected users and intended use

11. The primary intended users of the evaluation are UNICEF and the project staff, the Project Coordination Board, and donors. In addition, the results of the evaluation will be shared and used for policy dialogue and advocacy – in line with the Project Exit Strategy and Advocacy Plan. This means that secondary users will be the relevant entity, cantonal, municipal authorities and relevant institutions, and wider stakeholders in the area of child protection/justice for children, including CSOs.

1.2 Country Context

1.2.1 External context

12. A full analysis of the BiH context was conducted during the evaluation inception phase and is provided in the inception report.

Governmental Institutions and International Commitments

13. BiH has a complex institutional structure with the Council of Ministers at the state level consisting of two entities – the Federation of Bosnia and Herzegovina (FBiH) and Republika Srpska (RS) and Brcko District (BD). FBiH is further divided into ten cantons, with different levels of decentralization. The state level authority, the two entities, including the ten FBiH cantons, and BD, all have legislative power. This fragmentation of power can represent a challenge for effective coordination, policy development and decision-making. The large public sector, with many levels of authority, impedes effective policy and budgeting harmonization. BiH has a multi-layered judicial system with the High Judicial and Prosecutorial Council acting as the central coordinating body. Responsibility for the judiciary primarily lies with the entity, cantonal and BD Ministries of Justice.
14. BiH adopted the Sustainable Development Goals (SDGs) which call for action and concrete results by 2030, including by ending violence against children, promoting rule of law and ensuring equal access to justice for all, developing effective, accountable and transparent institutions as required by the Peace, Justice and Strong Institutions Goal (Goal 16) and the Partnership for the Goals (Goal 17). In addition, 14 key priorities have been identified in 2019 by the European Commission for opening the accession negotiations, including in the area of rule of law and fundamental rights.

Human Rights and Policy Frameworks

15. The Institution of Human Rights Ombudsman of BiH is the independent human rights institution that responds to complaints or human rights violations (including violations of child rights) committed by any organ of BiH, its entities and BD, and recommends actions. In addition, Republika Srpska has a separate Ombudsman for Children.
16. BiH is a party to the main international human rights instruments, including the Convention on the Rights of the Child (CRC). The Council for Children was established as part of the BiH Ministry of Human Rights and Refugees as a coordination and advisory body, mandated to coordinate the implementation of the Action Plans for Children (the last action plan

covered the period from 2015 until 2018, and was extended to 2019). The Republika Srpska entity did not take part in this activity. The new action plan is under preparation. The UN Committee on the Rights of the Child (CRC Committee) advised BiH to ensure sufficient resources for implementation of the next plan.³

17. The content of the laws and policies governing child rights, including juvenile justice, have been favourably assessed⁴ but the laws and policies across administrative jurisdictions are still to be harmonized, and the implementation remains uneven. Child protection issues are covered by different laws, policies and strategies at entity, BD and cantonal levels.⁵ In its concluding observations from 2019, but also in 2012, the Committee on the Rights of the Child has called for the adoption of an overarching law on children's rights.
18. In its concluding observations from 2019, the Committee also expressed concern about the continued lack of consistently disaggregated data applicable to children in BiH and called for improved dissemination and use of data.⁶ The BiH Agency for Statistics maintains a database of children charged with criminal offences disaggregated by age, gender and type of offence, which relies on coordination with the entity Ministries of Justice. Based on the data published, the number of juveniles convicted in criminal procedure has slightly increased from 2017 to 2019 (96 in 2017, 96 in 2018, and 116 in 2019) while the percentage of minors receiving alternative educational-correctional measures (warning and guidance and increased supervision), instead of juvenile prison or institutionalization, decreased from 93.75 per cent in 2017 to 86.3 per cent in 2018 and to 79.3 per cent in 2019,⁷ indicating the need to increase the use of alternative measures and to ensure that the detention of children is used only as the last resort.⁸

Status of Children in Bosnia and Herzegovina

19. According to the BiH Agency for Statistics 2013 census, BiH has 3.5 million inhabitants, including more than 600,000 children, representing about 18 per cent of the population.⁹ Children are at a high risk of poverty (estimated at 30.6 per cent in 2011),¹⁰ however there is a need to ensure better monitoring and data on child poverty.¹¹ Access to education for children is assessed as satisfactory, with the exception of participation in preschool programmes (assessed at 25 per cent).¹² Children face challenges in accessing justice

³ UN Committee on the Rights of the Child, Concluding observations on the combined fifth and sixth periodic reports of Bosnia and Herzegovina, 2019, CRC/C/BIH/CO/5-6.

⁴ See for example CRC Concluding observations, or the EU Commission, Bosnia and Herzegovina 2020 Report.

⁵ UNICEF, Situation Analysis of Children in Bosnia and Herzegovina, March 2020.

⁶ UN Committee on the Rights of the Child, Concluding observations on the combined fifth and sixth periodic reports of Bosnia and Herzegovina, 2019, CRC/C/BIH/CO/5-6.

⁷ Agency for Statistics of Bosnia and Herzegovina, Juvenile Perpetrators of Criminal Offences in Bosnia and Herzegovina, 2019, 2018 and 2017.

⁸ EU Commission, Bosnia and Herzegovina 2020 Report, p. 32.

⁹ UNICEF, Situation Analysis of Children in Bosnia and Herzegovina, March 2020.

¹⁰ UNICEF, Situation Analysis of Children in Bosnia and Herzegovina, March 2020.

¹¹ EU Commission, Bosnia and Herzegovina 2020 Report.

¹² EU Commission, Bosnia and Herzegovina 2020 Report.

equitably, with children from poor families, Roma and minority children, children with disabilities and refugee and migrant children particularly affected and there is a need to strengthen alternatives to detention.¹³

Juvenile Justice and Social Protection

20. Major improvements have been made in the reform of the justice system for children. The Laws on the Protection and Treatment of Children and Juveniles in Criminal Proceedings were adopted in 2010 in RS, 2011 in BD and 2014 in FBiH, strengthening the protection of children in the justice system, including for child victims and witnesses. The laws mandate the use of diversion and alternative sentencing for juvenile offenders. With the support of UNICEF's Justice for Children (J4C) project, multi-agency coordination working groups were established in a number of municipalities, enabling secondary and tertiary prevention measures for children at risk and children in conflict with the law. Child-friendly rooms have been set up in several police stations, courts and prosecutors' offices and the laws mandated the greater involvement of social protection institutions, and the inclusion of professionals trained in child psychology when questioning child witnesses, developing treatment plans, identifying children's best interests, and applying diversion and alternative measures.¹⁴ However, the full and consistent implementation of these laws is yet to be achieved.¹⁵
21. The responsibility for social protection in BiH lies with the entities; in FBiH it is also within the competence of the cantons and BD, resulting in different standards of protection and varying coverage.¹⁶ UNICEF reported that in 2019 an assessment carried out by the steering committee for strengthening the social service workforce in child protection concluded that strengthening of the social protection system is required, including by ensuring better clarity on the roles and responsibilities of social service and child protection professionals.¹⁷ The assessment further emphasized that the social welfare system is overburdened and fragmented, and that there is weak coordination between different actors and service providers, to the detriment of most vulnerable groups. The need for the standardization of case management services for child protection has been assessed as critical.¹⁸ One of the important outcomes of UNICEF's Justice for Children project and the new juvenile justice laws has been the mandated increased involvement of the social welfare system in cases

¹³ UNICEF, Situation Analysis of Children in Bosnia and Herzegovina, March 2020.

¹⁴ UNICEF, Situation Analysis of Children in Bosnia and Herzegovina, March 2020.

¹⁵ UN Committee on the Rights of the Child, Concluding observations on the combined fifth and sixth periodic reports of Bosnia and Herzegovina, 2019, CRC/C/BIH/CO/5-6.

¹⁶ UNICEF, Situation Analysis of Children in Bosnia and Herzegovina, March 2020.

¹⁷ The establishment of the committee was initiated by UNICEF BiH in line with the Regional Call for Action "Strengthening the Social Work and Social Service workforce in Europe and Central Asia as an Investment in Our Children's Future". The Committee is coordinated by the Ministry of Civil Affairs (MoCA) and composed of key social protection ministries, academia and professional organizations of the social service workforce in BiH.

¹⁸ Maestral, Assessment of the Social Service Workforce in Child Protection in Bosnia and Herzegovina – 04 December 2020.

involving children.¹⁹ However, the social welfare sector needs better capacity, improved countrywide harmonization and the resources to fulfil its responsibilities, including for case management and the individual plans for prevention, direct services, recovery and reintegration of children identified as being at risk of offending, children in conflict with the law, victims and witnesses.

1.3 Justice for Every Child Project Phase III: Components and Goals

1.3.1 The goal of the project

22. Phase III of the Justice for Every Child project (2018–2021) is a continuation of UNICEF's engagement to improve justice for children in BiH and builds on the results and lessons learned gained through implementation of the first two phases of the project (phase I from 2010 to 2013, and phase II from 2014 to 2017). The overall goal of the project is that children in justice processes and children at risk are dealt with in compliance with international standards on justice for children, and that decisions are taken in their best interests. The third phase of Justice for Every Child is fully aligned with UNICEF's broader goals to strengthen the child protection systems in BiH and enhance children's access to justice, as outlined in UNICEF's Country Programme document 2015–2020 and agreed with relevant BiH partners.

1.3.2 The main components of the project

23. The project aims to contribute to achieving the following two outcomes:

Outcome A: To strengthen the justice and social welfare systems, including the conditions for financial sustainability, and make them better adapted and responsive to the rights and needs of children participating in justice processes.

Outcome B: To empower children at risk, child victims and witnesses, children in civil proceedings and children in conflict with the law with prevention programmes, legal support, and information to enable them to access justice.

24. Adopting a human rights-based approach (HRBA), outcome A is focused on the supply side and building the capacities of relevant institutions to improve their service provision, while outcome B is focused on the demand side, through empowering children with enhanced knowledge of their rights and the capacities to demand these.

25. The project has a total of 11 corresponding outputs, which are aimed at achieving the outcomes. There are seven outputs under outcome A and four outputs under outcome B. These are as follows:

- Output A1: Gaps in laws, by-laws and policies identified and recommendations for reforms are made.

¹⁹ Apland, K. and Hamilton, C. (2017). Final Evaluation of the Justice for Every Child Project: December 2013–November 2017, Coram International.

- Output A2: Budgeting of laws, by-laws and policies for justice for children and social welfare systems are established and advocacy for financing by governmental institutions has taken place.
- Output A3: Capacity-building programmes designed and implemented.
- Output A4: Correctional recommendations increasingly available.
- Output A5: Enhanced availability of data on child protection for administrative and statistical purposes.
- Output A6: Municipal and Basic Courts are better equipped to conduct child-friendly proceedings.
- Output A7: Child protection in emergency preparedness and response strengthened.
- Output B1: Increased availability of expert associates for children in conflict with the law and child victims/witnesses.
- Output B2: Children at risk benefit from secondary prevention programmes in selected locations.
- Output B3: Improved availability of and access to legal aid for children and their families.
- Output B4: Increased knowledge and awareness among children and youth of how to access the justice system.

26. This phase of the project aims to respond to a number of gender, equity and human rights challenges recognized during the implementation of the previous phases of the project, including the need for harmonization of the relevant laws, policies and practices across jurisdictions to ensure the protection of all children with sufficient resources allocated for implementation, and with a focus on the strengthened social protection capacity. It seeks to secure the continued training of relevant professionals on the Laws on Protection and Treatment of Children and Juveniles in Criminal Proceedings and child rights, and the improved availability of trained professionals and child-friendly spaces dedicated to children in contact with the law. It seeks to place a much greater focus on the availability of secondary and tertiary prevention and measures, reintegration programming, and multisectoral cooperation. It further seeks to identify ways for children to be consulted, and to ensure child-friendly information sharing. Finally, it aims to ensure full ownership of the process by the relevant authorities in BiH, monitoring and accountability through improved data collection practices, and longer-term sustainability.

1.3.3 Project budget allocation

27. The third phase of the Justice for Every Child project will be implemented over a three-year period (May 2018 to April 2021, and extended to November 2021) with a total budget of US\$5 million (of which a contribution of US\$2,500,000 is from the Swiss Government,

US\$591,129 from Sida) and US\$1,909,282 from UNICEF.²⁰ The table below reflects the overall budget for the Justice for Every Child Project Phase III, including the financial contributions from the Swiss Government, Sida and UNICEF.

TABLE 2: JUSTICE FOR EVERY CHILD PROJECT, PHASE III - BUDGET AND FINANCIAL CONTRIBUTIONS (IN US\$)

	US\$	Percentage
Overall project budget	5,000,411	100%
Contributions		
Financed by Swiss Government	2,500,000.00	50%
Financed by Sida	591,129	12%
Financed by UNICEF	1,909,282	38%

1.3.4 Adjustments to the project

28. In response to the COVID-19 pandemic, which reached BiH in early March 2020, UNICEF, in collaboration with the competent ministries and NGOs, identified the following priorities in terms of social and child protection, as detailed in the UNICEF BiH COVID-19 response plan:
- Support BD, entity, including relevant cantonal and municipal institutions to conduct rapid assessments of the situation of the social protection beneficiaries and based on that, propose immediate response measures and social protection programmes;
 - Ensure continuity of child protection services;
 - Mitigate risks of all forms of violence and abuse of children; and
 - Protect mental health and provide psychosocial support and stigma prevention.

29. As a result, activities under output A7 were amended and additional indicators were identified relating to: the number of children both directly and indirectly affected by COVID-19 benefiting from quality child protection support and standards; the number of children directly and/or indirectly affected by COVID-19 benefiting from mental health and psychosocial support; and the number of cantonal assessments completed and social protection programmes developed.

1.3.5 Project theory of change

30. The project has a clear logic chain, and the theory of change is closely aligned with UNICEF's regional Theory of Change for Children's Equitable Access to Justice. This was largely informed by evidence-based findings from a study on children's access to justice in several countries in Europe and Central Asia and a multi-country evaluation of the impact of juvenile justice reforms on children in conflict with the law. This found that where detention is

²⁰ UNICEF Bosnia and Herzegovina, Justice for Children Project Phase III Project Document, October 2017.

considered only as a last resort, there was space to intervene to expand the scope of justice work to provide broader access to justice for children. Improved availability and awareness contribute to the realization of the rights of all children seeking to access justice and/or participating in criminal, civil and administrative justice processes in any capacity. The regional theory of change is based on the understanding that the progressive realization of child rights and reduction of equity gaps is best achieved through changes in systems at state/regional/local levels and that sustained UNICEF engagement through its core roles contributes to these system changes. The project's theory of change expands on this to reflect the BiH context and the fact that the child protection system in BiH is still largely a statutory response system that primarily intervenes when children and their families are in crisis, instead of intervening before risks escalate.

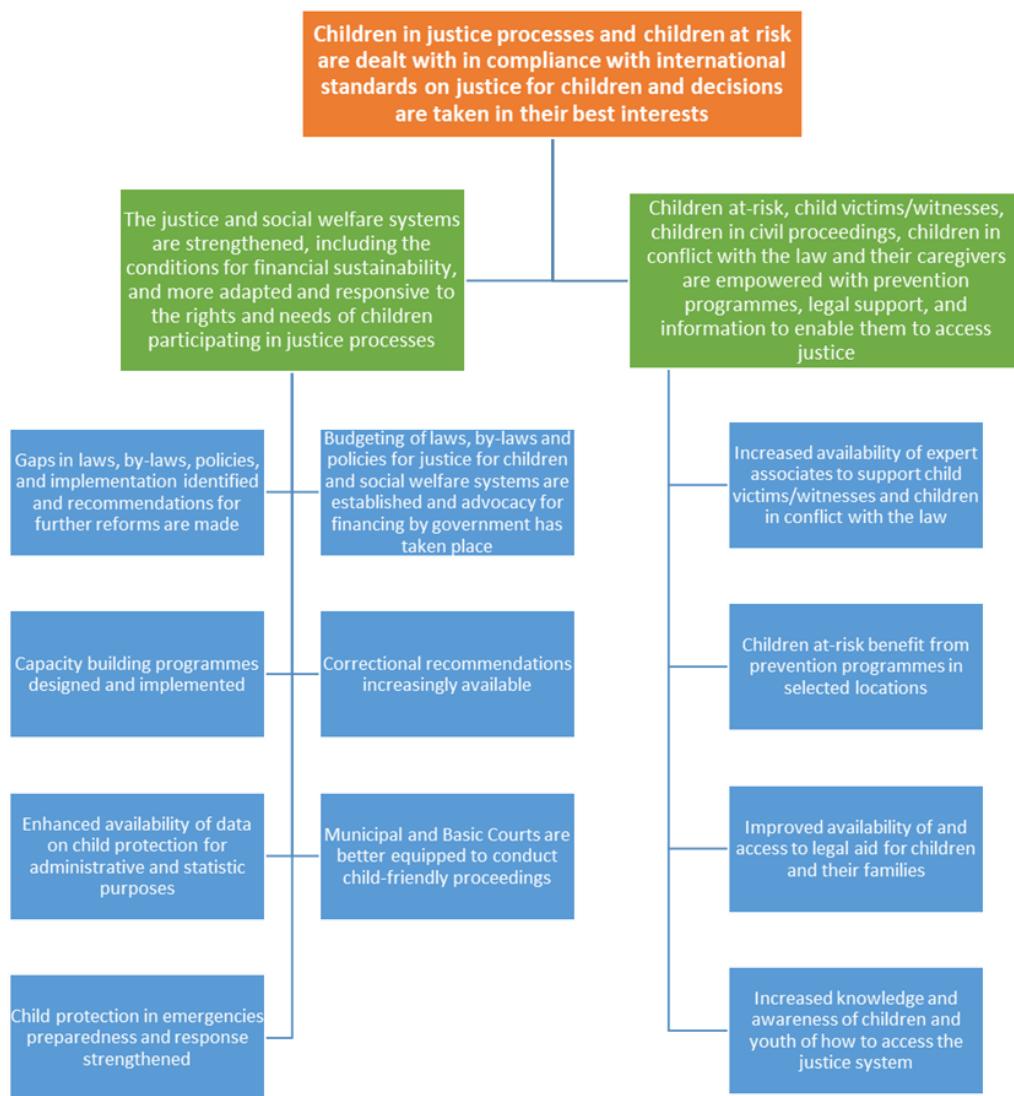
31. The theory of change for Justice for Every Child Phase III therefore articulates:

- The rights-based changes in the lives of children and reduction of the equity gap that it is trying to achieve;
- The changes in the system that are needed to achieve the intended result, by removing the bottlenecks identified in recent research;
- The UNICEF contribution, using its core roles that will enable/trigger the changes in relevant institutions; and
- The causal linkages between each of the three levels and the assumption behind the selection of the particular core roles to trigger specific changes in the system.

32. The project's theory of change is articulated in the project document 'Justice for Every Child' (May 2018–April 2021) initially published in October 2017 and revised as of March 2020 to reflect the COVID-19 response.

33. There is no visualization of the theory of change, but the project's logic chain is reproduced below.

Figure 3: Justice for Every Child Project Logic Chain (Source: UNICEF)



2. Methodology

2.1 Approach and Methodology

34. The principal guide for the evaluation was the project document for Justice for Every Child Phase III, and in particular the results framework containing its logic chain and M&E framework, which contain indicators, targets and “means of verification” (i.e. data and documents) for the project’s outputs. This allowed the evaluation team to conduct a critical analysis of the project’s logframe indicators and targets.
35. The evaluation was criteria-based and not a theory-based evaluation. Because this is a final evaluation of the third and final phase of a three-phase support process, the evaluation team has not developed a new theory of change, since it will have no utility going forward.
36. The evaluation was multi-faceted, and the methodological approach used mixed (qualitative and quantitative) methods, as the best vehicle for meeting the evaluation’s needs. The evaluation team ensured to the extent possible that the evaluation was conducted through a participatory and consultative process, which included all relevant state, entity and local stakeholders, and the project partners. The methodological approach was synthesized into an Evaluation Matrix (see annex 2), which guided the evaluation team and provided an analytical framework for conducting the evaluation. The evaluation matrix sets out the relevant evaluation criteria, key questions and sub-questions, assumptions, sources of evidence and methods for data analysis, and also includes success indicators.
37. The evaluation team identified a cross section of data sources in order to optimize data collection and ensure triangulation. A large focus of the evaluation was on obtaining qualitative data through interviews and focus group discussions (FGDs) with relevant stakeholders, as per the stakeholder mapping in annex 6.
38. The evaluation team conducted as many interviews as possible, in order to ensure the integrity and comprehensiveness of the evaluation, which included ensuring representation across different stakeholder types. Wherever possible, data gathered both qualitatively and quantitatively was triangulated through cross verification from two or more sources. For interviews, this was done through posing a similar set of questions to multiple interviewees. For the document review it was accomplished through cross-checking data and information from multiple sources to increase the credibility and validity of the material. Data collection tools in the form of interview protocols and protocols for FGDs, as well as the online survey questions, are provided in annex 4.
39. The evaluation of the Justice for Every Child Phase III project consisted of three main phases:

2.1.1 Phase 1: Desk research, document review and inception report – virtual

40. Phase 1 was focused on the desk research, document review and preparation of the Inception Report, including the evaluation matrix and the data collection tools and instruments. A bibliography of sources consulted is provided in annex 3.

2.1.2 Phase 2: Data collection and analysis – virtual

41. Phase 2 formed the largest part of the evaluation and consisted of the evaluation team conducting the data collection remotely. The evaluation team conducted key informant interviews (KIIs) and FGDs with relevant project stakeholders. A full breakdown is provided below in annex 6. In addition, the evaluation team shared an online survey with project stakeholders. All interviews were undertaken with full confidentiality and anonymity and the evaluation approach was as participatory as possible, given the complex realities on the ground. This allowed opportunity for stakeholders of the project to express themselves either through FGDs as highlighted above, or through other means, such as the online survey. The approach was also inclusive, in order to guarantee the effective participation of as wide a range of stakeholders as possible. In addition to being participatory and inclusive, the evaluation team's approach was also based on the principles of gender equality and ensuring fair gender representation. Due to the nature of the assistance, and the fact that more women are working with the service providers than men, overall, the evaluation team reached more women than men.

2.1.3 Phase 3: Drafting, revision and finalization

42. Phase 3 was focused on analysing and validating the data, findings and recommendations and drafting this evaluation report. The evaluation team prepared a first draft of the report, which has been submitted to UNICEF for comments. The evaluation team then revised the draft evaluation report, addressing all received comments and suggestions and prepared an updated version of the evaluation report. This was then presented to UNICEF and submitted to the external quality assurance mechanism, following on from which any comments and suggestions were addressed, and a revised evaluation report was prepared and submitted, and presented to the Project Board. The evaluation team then prepared and delivered an online presentation with key findings and recommendations to the UNICEF Country Office and other relevant stakeholders. On the basis of discussions arising from the presentation, as well as additional comments shared by the Project Board and UNICEF, the evaluation team finalized the report.

Utility

43. Given that the purpose of the evaluation is both to learn from the past implementations in order to adapt and scale up further programming, the utility of the evaluation process and final report is focused on actionable recommendations.

2.2 Data Collection and Analysis Methods

2.2.1 Data collection methods

44. Four data collection tools were used:

- Desk review to systematically interrogate materials to obtain quantitative data and to identify alignment and dissonance between the documented intentions and the documented activities;
- Online survey for project partners used to gather a broad range of different views from a number of stakeholders;

- Interviews to gather qualitative data from project stakeholders and relevant actors; and
- FGDs to gather qualitative data from project stakeholders and to capture people's voices.

Desk Review

45. The evaluation team used in-depth approaches that IOD PARC has developed to systematically interrogate materials generated by the client, and wider sources as appropriate. For this evaluation, documents included Justice for Every Child project documentation and monitoring data, and contextual research and analysis focused on justice for children in BiH. Further documents suggested by UNICEF included decisions on formation of Working Groups, Municipal Working Group Action Plans, NGO implementing partner reports, Project Coordination Board minutes, and Project Exit Strategy. When combined, these helped the evaluation team to identify alignment and dissonance between the documented intentions and the documented activities of the Justice for Every Child Phase III project in the context of its theory of change.

Online Survey

46. The online survey for project partners was conducted to reach a larger number of partners and stakeholders to allow for comparison of results. The timing of the survey was staggered until after the start of the KIIs and FGDs to allow for tailoring of the survey to specific issues and questions that may have arisen from the stakeholder consultations. The focus of the survey was on the overall impact of UNICEF's programming in this area over the three project phases and focused on key achievements, challenges and future direction. The online survey is provided in annex 5, and survey results in annex 6. The survey was shared with a total of 69 stakeholders and responses were received from 57 respondents, which was an incredibly high response rate, indicating the level of interest and commitment from the project's stakeholders. The usage of the online survey allowed the evaluation team to widen the participation of stakeholders across diverse geographies and provided an additional avenue for confidential and anonymous responses. This approach also overcame some of the challenges of conducting the evaluation remotely during the COVID-19 context.

Key Informant Interviews

47. 18 KIIs with UNICEF staff and stakeholders at the community, local, entity and other relevant levels of authority were an important method: semi-structured interviews allowed flexibility within the conversation for issues important to the interviewee to come to the fore. At the same time, they provided the parameters for gathering data on pre-selected topics for both aggregation and disaggregation.

Focus Group Discussions

48. Six FGDs with a total of 28 stakeholders brought together diverse views and facilitated greater understanding of where the convergent and divergent issues are for people. A list of FGDs conducted is provided in the stakeholder mapping in annex 6, while the structure and focus for the FGDs in the interview protocols is found in annex 4.

2.2.2 Analysis methods

49. The following analytical methods were applied:

- Political economy analysis;
- Scalability analysis;
- Quantitative and qualitative data analysis;
- Data synthesis;
- Triangulation; and
- Verification and validation.

Political Economy Analysis

50. A political economy analysis helped the evaluation team to understand who seeks to gain and lose from the project's interventions, as well as to identify who has vested interests and the social and cultural norms that need to be taken into account.

Scalability Analysis

51. An important analytical element that complements the criteria-based approach is the focus on scalability of the initiatives, particularly the school-based secondary prevention programme, as well as diversion and alternative measures. The evaluation aimed to identify what scaling up means for these interventions in their specific contexts, and according to UNICEF and stakeholders. There are different ways of conceptualizing and implementing scaling, and IOD PARC has developed its thinking in this area, creating a schema to map interventions and scalability priorities. Sub-questions in the evaluation matrix were identified where they are particularly relevant to how the project achieves results, and in what context. These are therefore the priority for understanding the opportunities and limitations for replicating or scaling the project. The basic schema used for analysing the evaluation matrix is included in annex 7.

Quantitative and Qualitative Data Analysis

52. Most of the primary data collection methods (interviews and FGDs) collected qualitative data. These were analysed using MAXQDA in which the code structure was aligned to the key evaluation questions, sub-questions and indicators. The qualitative data from the primary data collection methods was cross-referenced with other sources such as documents. The survey results provided a mix of qualitative and quantitative responses. The qualitative responses were analysed in MAXQDA as above. The quantitative data produced descriptive analysis (rather than more complex regressions).

Triangulation

53. Triangulation is the process of using multiple data sources, data collection methods, and/or theories to validate research findings. The evaluation team used more than one approach (data collection method) to address the evaluation questions in order to reduce the risk of bias and increase the chances of detecting errors or anomalies. The team applied three approaches to triangulation: methods triangulation (checking the consistency of findings generated by different data collection methods); interrogating data where diverging results

arise; and analyst triangulation (using multiple team members to review findings, allowing for a consistent approach to interpretive analysis).

Data Synthesis

54. The process of bringing all the evidence together to synthesize the data and formulate findings and conclusions took place in two ways. The first was the process of articulating the key findings and cross-checking the strength of the evidence for each. Based on this, the conclusions were then developed and cross-checked across the team members for their relevance to the findings.

Verification and Validation

55. The above steps incorporate verification and validation of evidence during the data collection and data analysis processes. In addition, there will be a further step to validate the findings based on the evidence through a participatory validation workshop with key stakeholders and the UNICEF Country Office. This is an opportunity to share key findings, offer mutual challenges, and discuss the feasibility of and receptiveness to draft recommendations. It also provides an important opportunity to foster buy-in to the evaluation process particularly for the stakeholders who will have responsibility for implementing recommendations.

2.3 Sampling Methods for Qualitative and Quantitative Data Collection

56. The geographical scope of the evaluation included FBiH, RS and BD. In addition, general progress in the 17 project locations covering 29 municipalities was incorporated into the evaluation, although a detailed assessment in each location is not included.
57. The evaluation team used a purposive sampling approach. The team consulted with UNICEF to develop and refine a list of potential key informants to participate in the FGDs. This included efforts to ensure a 50:50 ratio of female to male participants, as well as efforts to ensure that all geographical locations where the project is implemented were represented.
58. The sampling approach was purposive due to the small scale of the evaluation, but criteria considered the following contextual and operational factors as appropriate:
- Geographically proportional taking into account entities and Brcko District;
 - Sex of participants;
 - Sensitivity to the inclusion of diversity of participants;
 - A balance of different levels and types of engagement with the project; and
 - Socioeconomic diversity.

2.4 Methodological Limitations and Attribution of Results

2.4.1 Challenges and limitations

59. When conducting the evaluation, IOD PARC were faced with a number of challenges. These are briefly outlined below, with mitigating strategies that were used by the team.

60. First and foremost was the challenge of conducting the evaluation remotely using virtual tools. It proved challenging to build up a rapport and distil the essence of the project with stakeholders and beneficiaries when the meetings were conducted remotely. Logistical challenges included unstable internet connections. The team mitigated this by trying to put participants at their ease at the start of the KIIs or FGDs, as well as trying to use cameras where the internet connections allowed.
61. Availability of data was also a limitation, and the evaluation has relied on the most up-to-date data provided by UNICEF as well as anecdotal data provided during the KIIs and FGDs. In particular, due to the reporting schedule of UNICEF and its partners, some data for 2020 was not available, and not all data was disaggregated.
62. The evaluation team also faced the issue of recall bias, whereby key informants were participating in several projects and potentially blended their experiences into a composite response. The evaluation team mitigated this bias primarily through a semi-structured interview protocol that contained questions about specific activities. There was also the challenge of response bias where participants provided only positive remarks because they would like to stay involved with the intervention in the future and think that a negative evaluation could mean the end of project opportunities. To mitigate this, with each informant the team stressed that it would maintain confidentiality as well as its independence from both UNICEF and the project. There was also the potential challenge of selection bias, whereby beneficiaries provided by the implementing partners could mean that the evaluation team heard only from people who had positive experiences. As with the other forms of bias, multiple sources of data and questions eliciting specific examples helped to mitigate the risk of this bias. The conducting of the online survey also provided respondents with the opportunity to contribute in a confidential and anonymous manner.

2.4.2 Non-participation of children

63. The inclusion of children and young people as evaluation participants was considered during the inception phase for this evaluation. The ability to ensure appropriate ethical standards and safeguarding protocols was dependent on the evaluation conducting in-person data collection. With the decision made by UNICEF and the evaluation team to use virtual data collection methods (due to the ongoing travel restrictions and health and safety concerns related to COVID-19), children were not consulted during the evaluation. The decision not to include children in virtual data collection was based on the experience of both UNICEF BiH Country Office and the evaluation team, which have first-hand knowledge of the practical challenges, and is in line with UNICEF guidance on data collection during the COVID-19 pandemic.²¹

²¹ UNICEF, Ethical Considerations for Evidence Generation Involving Children on the COVID-19 Pandemic, April 2020.

2.5 Ethical Considerations

64. The evaluation observed the ethical principles and standards set by both UNICEF and IOD PARC. This starts with the principle of 'Do no harm'. The IOD PARC ethical code of conduct contains IOD PARC's ethical framework for all its work, including field visits, and has been used in UNICEF evaluations in several countries. A copy of the ethical code of conduct is available on request. It is based on international guidelines for all contexts:
- UN Evaluation Group Ethical Guidelines for Evaluation, 2008;
 - UN Evaluation Group Code of Conduct for Evaluation in the UN System, 2007;
 - UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis, 2015;
 - Department for International Development (FCDO), Ethics Principles for Research and Evaluation, 2011; and
 - Economic and Social Research Council (ESRC) Framework for Research Ethics Principles, 2012.
65. This means that the evaluation team upheld the appropriate obligations of evaluators, including maintaining the independence, impartiality, credibility and accountability of the individual team members and the evaluation process as a whole. The evaluation team was not subject to any conflicts of interest and were able to carry out the evaluation without any undue interference.
66. IOD PARC adheres to UNICEF's triggers for formal ethical review board (ERB) approval according to the 'UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis'. The requirement of ERB approval is automatically triggered when there are any human subjects included. This is particularly important for community members or disadvantaged or vulnerable populations, but equally the evaluation team had responsibilities to all persons who participated in data collection, including those who acted in an official capacity. The evaluation included a wide range of project stakeholders including representatives from sectors such as education, justice, human rights, child rights, health and social protection, civil society and UNICEF. Therefore, the evaluation methodology and protocols were submitted to UNICEF's Ethical Review Facility for ERB approval.
67. Informed consent protocols are included in the annex including guidance for interviewers regarding managing referrals if a respondent becomes upset or distressed (see annex 4).

2.5.1 Data management

68. We take a Responsible Data Lifecycle (Oxfam 2017²² and USAID 2019²³) approach to managing client and evaluation participant data which is in line with UNICEF's Procedure

²² Responsible Data Management Toolkit available at:

<https://policy-practice.oxfam.org/resources/responsible-data-management-training-pack-620235/>.

²³ Considerations for Using Data Responsibly at USAID available at: www.usaid.gov/responsibledata

(2015). This applies to both personally identifying information, as well as the content of interviews, FGDs and surveys. In line with our Data Protection Policy and Ethical Code of Conduct, we avoid collecting any data that is personally identifying, and if for any reason it is necessary to collect such information, we protect individuals by holding the data on encrypted hardware and anonymizing it at the earliest opportunity. We understand that personally identifiable information refers to data such as someone's name, address and contact details, but it also refers to combined data such as a job title within an organization or descriptive characteristics of individuals and their circumstances.

69. Within this evaluation, we have specifically ensured the following:

- Confidentiality: participants' anonymity was protected and all participants were assured of the confidentiality of any information they share with us.
- Preventing disclosure of identity: we have taken appropriate measures to prevent an individual's data from being published or otherwise released in a form that would allow any subject's identity to be disclosed or inferred.
- Informed consent: we sought informed consent from all participants and ensured that participants have the contact details of the evaluation team so that they can withdraw or change their consent at any time.
- Data security: our data is kept secure on our servers; once analysed, all data is anonymized. We destroy all personal data within six months of the completion of a project. Only team members will have access to password-protected folders containing participant data for the duration of the project. Raw data (for example, interview transcripts) are stored in a protected folder in IOD PARC's document sharing site on the secure server. This folder is accessible only by the evaluation team. The evaluation team and all users of the shared folders have signed confidentiality and data protection agreements.

Data Collection

70. Through all data collection processes, the evaluation team reached a total of 136 stakeholders and beneficiaries (94 female, 40 male, 2 undeclared), over 44 hours of interview/discussion time. The evaluation team implemented the data collection through a total of 31 KIIs (inclusive of March 31, 2021) with 51 (15 male, 36 female) stakeholders and beneficiaries, totaling over 32 hours of interview time. This included meetings with UNICEF management, programme and project staff, donors, project implementing partners, Project Coordination Board members, Ministries of Justice, Education, and Social Policy at the entities, cantonal and BD level, the High Judicial and Prosecutorial Council, Prosecutor's Offices, and the Ombudsman for Human Rights. In addition, 6 thematic FGDs, were organized reaching a total of 28 (19 female, 9 male) project implementation stakeholders and beneficiaries, over a discussion time of 12 hours, covering schools, Centres for Social Welfare, Centres for Mental Health, Centres for Free Legal Aid, Centres for Education of Judges and Prosecutors, expert associates in Prosecutor's Offices, and law universities. The evaluation conducted an online survey for 69 project partners and stakeholders and received 57 responses (39 female, 16 male, 2 undeclared) representing different sectors, including judiciary, police, education, local administrations, NGOs and donors, from both entities (52 per cent FBiH, 48 per cent RS). No responses were received from BD, although the survey was shared with BD representatives.

2.5.2 UNICEF management of the evaluation

71. UNICEF managed the evaluation through its Evaluation Manager, Child Rights and Monitoring/Monitoring and Evaluation Specialist, with overall supervision provided by the Resident Representative (or Deputy Resident Representative) in close collaboration with the Child Protection Section.
72. UNICEF convened the Project Coordination Board, consisting of key stakeholders, and facilitated the participation of members in the evaluation process, for example through sharing drafts of key deliverables for their review and feedback, as well as facilitating their participation in KIIs and FGDs.
73. UNICEF supported the evaluation through facilitating access to project stakeholders, providing key documentation, and actively engaging in the process and liaising closely with the external evaluation team leader. UNICEF's Evaluation Manager arranged for external quality assurance of key deliverables and, where required, facilitated the Ethical Review Board approval via UNICEF's long-term agreement with Health Media Lab. The UNICEF Research, Study and Evaluation Steering Committee reviewed key deliverables.

2.5.3 The evaluation team

74. The evaluation team was relatively self-sufficient in terms of managing the evaluation process, appreciating UNICEF's support to access key project stakeholders and key documentation. UNICEF facilitation was required, for example with formal introductions as part of protocols for meeting with stakeholders, but otherwise the evaluation team managed the majority of communications with stakeholders. UNICEF sent letters of announcement to the stakeholders to be consulted, informing them about the evaluation. IOD PARC then followed up to confirm the interviews and scheduling.
75. The team composition reflected the needs expressed in the ToR. In addition to the core team specified in the ToR, IOD PARC appointed a Project Director and Project Manager to support the delivery and quality assurance of key deliverables. IOD PARC has also drawn on the support of a Research Assistant.
76. Team roles and responsibilities were as follows:
 - **Jo Kaybryn** was the Project Director and had overall responsibility for quality assurance. Jo's role was to provide general oversight and leadership, as well as ensuring that quality and consistency are maintained throughout the reporting process.
 - **Joanna Brooks** was the Evaluation Team Leader. As team leader, Joanna's role was to lead and coordinate all aspects of the evaluation as outlined in the ToR.
 - **Jelena Besedic** was the Evaluation Regional Expert. She contributed to the desk review and data collection phases as well as to the data analysis and reporting process.
 - **Elisa Radaelli** provided overall project management as per key deliverables in the workplan.
 - **Joy McCarron** provided research support for the evaluation and additional support as required.

2.6 Quality Assurance

77. IOD PARC has well established approaches to evaluation quality assurance which provided the team with tools and processes to document and maintain a high standard throughout the evaluation cycle. We are well versed in United Nations Evaluation Group (UNEG) standards and guidelines and have built our approach to quality control systems on our foundation as a centre of excellence in the provision of both innovative and pragmatic M&E assistance. Clients include organizations such as UN agencies and bilateral donors (including UNICEF's Global Evaluation Reports Oversight System (GEROS), FCDO's EQUALS, World Food Programme's Decentralized Evaluations Quality Support (DEQS), and UN Women's Global Evaluation Reports Assessment and Analysis System (GERAAS). The team was introduced to IOD PARC's quality assurance approach from the planning stage. For this evaluation the inception and evaluation reports were also assessed against UNICEF quality assurance standards and frameworks.
78. Quality assurance mechanisms informed both key points in the consulting cycle (e.g. the development of outputs) and the ongoing processes (e.g. our overall project management).
79. UNICEF's quality standards were followed and adhered to according to the quality review checklists used for external quality assurance. For example, this evaluation report has been constructed in line with the expectations and requirements for the Quality Assurance Checklist for Evaluation Reports, and the full draft of the report was checked carefully against the checklist on its completion.

3. Findings of the Evaluation

3.1 Relevance and Design

EQ1: To what extent do the objectives address the real problems and the needs of the project's target groups, country priorities, associated policies and donor priorities? (Context should consider children's needs, BiH/RS/BD priorities, country and regional situation, and partner landscape)

Finding 1.1: The project was relevant to the needs of children in accessing justice and was fully aligned with UNICEF's Country Programme 2015–2019 (extended to 2020), as well as the strategic priorities of the project's donors. Further, it is aligned with the overall Reform Agenda of BiH and its Justice Sector Strategy, as well as contributing to BiH's commitments to the 2030 Agenda and the Sustainable Development Goals.

- 80. The Project is fully aligned with the overall goal of UNICEF's current country programme 2015–2019 (extended to 2020 and agreed with the relevant authorities in BiH), which is to support the efforts of BiH to accelerate the universal realization of children's rights by fostering greater social inclusion, especially of the most vulnerable and excluded children and families, children with disabilities, children of minorities, especially Roma, children without parental care, and children in impoverished communities. The project remains relevant by falling in alignment with UNICEF BiH's Programme Strategy Note 2021–2025, which prioritizes three key issues, including "enhancing equitable access of children to justice". Access to justice for children was also more predominantly reflected in UNICEF's Strategic Plan for the period 2018–2021,²⁴ thus the project is also aligned with this.
- 81. The project contributes to and is aligned with BiH's European integration process and supports the European Partnership's political criteria, which focus on consolidation of the rule of law, implementation of the Justice Sector Reform Strategy, and consolidation of a judiciary²⁵ which can guarantee the rule of law and equal access to justice. The Stabilization and Association Agreement (SAA)²⁶ between the EU and their Member States with BiH underlines the importance of strengthening the institutions and rule of law in the area of justice. It is also aligned with the EU acquis communautaire chapter 23 'Judiciary and fundamental rights', chapter 24 'Justice, freedom, and security', and chapter 19 'Social policy and employment'.
- 82. The project's results contribute to the achievement of the 2030 Agenda for Sustainable Development, by supporting the SDGs and their corresponding targets, in particular those that have a direct focus on access to justice (SDG Target 16.3 "Promote the rule of law at

²⁴ UNICEF Strategic Plan, 2018–2021, E/ICEF/2017/17/Rev.1.

²⁵ Council Decision 2008/211/EC of 18 February 2008 on the principles, priorities and conditions contained in the European Partnership with BiH and repealing Decision 2006/55/EC: Official Journal L 80/18 of 19.3.2008, see Political criteria/ Democracy and the rule of law/judicial system, Section 3, Subsection 3.2, Medium-term priorities.

²⁶ The SAA was signed in Luxembourg on 16 June 2008.

the national and international levels, and ensure equal access to justice for all”), and violence (SDG Target 5.2 “Eliminate all forms of violence against women and girls”; SDG Target 16.1 “Significantly reduce all forms of violence and related death rates everywhere”; and SDG Target 16.2 “End abuse, exploitation, trafficking and all forms of violence against children”), and to some that address risk factors, in particular harmful gender stereotypes (SDG Goal 5). However, an opportunity was missed to align the project’s indicators and targets with the corresponding SDG indicators and targets. In part this was due to BiH only adopting its SDG Monitoring Framework in 2020.

83. Further, the Justice for Every Child project contributed to the Swiss Cooperation Strategy by improving the treatment of children in the justice system and ensuring access to justice for all children. This was in alignment with the Swiss Cooperation Strategy 2017–2021, which aims to contribute to “progress of Bosnia and Herzegovina on its path towards regional and European integration, fostering a democratic political system, a peaceful and cohesive society, providing inclusive access to essential services, the rule of law and a social market economy.”²⁷

Finding 1.2: The design of Phase III of the Justice for Every Child project was evidence-based and informed by extensive research, analyses and data, however there is less evidence that it fully captured the voice of children in BiH, although views of children obtained in previous phases of the project were taken into account.

84. **Research and evidence:** Phase III of the Justice for Every Child project was based on evidence from a substantial range of studies, analyses and data, not least those conducted during the previous two phases of the project.²⁸ This includes the findings of evidence on children’s access to justice in several countries in Europe and Central Asia and a multi-country evaluation of the impact of juvenile justice reforms on children in conflict with the law, the UN Common Country Analysis, and data and results obtained during the previous project phases. The project development phase would have benefitted from undertaking a gender and social inclusion analysis to identify specific needs of girls and boys, women and men, differences in access to information and resources, and differences in circumstances.
85. **Stakeholder consultation:** The design of the project was informed by extensive consultation with project partners, stakeholders and the project’s donors, that took place over a period of six months prior to starting the project. The donors and partners were fully involved in the development of the project’s logframe and its corresponding indicators. Project partners consistently reported that they were consulted by UNICEF regularly and that the project was designed and adapted to meet their needs.
86. **Rights-holder consultation:** There is little evidence that UNICEF consulted children in the design of the project, either in the project document itself, or based on discussions held in KIIs and FGDs. However, UNICEF did inform the evaluation team that children’s voices captured during previous phases of the project were used to inform the project design. During the project implementation, UNICEF undertook an assessment of children’s

²⁷ Swiss Cooperation Strategy 2017–2020, Foreword.

²⁸ UNICEF ECARO (2015). Children’s Equitable Access to Justice: Multi-country evaluation of the impact of juvenile justice reforms on children in conflict with the law. Geneva.

knowledge on key child rights and how to access justice and other services, which was initially anticipated to be finalized in February 2021, but the implementation was delayed largely due to the COVID-19 pandemic and at the time of finalizing this evaluation, the results were not available.

Finding 1.3: The project design contributed to its theory of change and no major programmatic adjustments were made during the lifespan of the project, beyond adaptations to the COVID-19 pandemic.

87. The project's theory of change was articulated in the project document 'Justice for Every Child' (May 2018–April 2021) initially published in October 2017 and revised as of March 2020 to reflect the COVID-19 response. The project's response to the COVID-19 pandemic is discussed in full under EQ 7.2.
88. The project had a clear logic chain, and the theory of change was closely aligned with UNICEF's regional Theory of Change for Children's Equitable Access to Justice. This was largely informed by evidence-based findings from a study on children's access to justice in several countries in Europe and Central Asia and a multi-country evaluation of the impact of juvenile justice reforms on children in conflict with the law.²⁹
89. This report found that where detention is considered only as a last resort, there was space to intervene to expand the scope of justice work to provide broader access to justice for children. Improved availability and awareness contribute to the realization of the rights of all children seeking to access justice and/or participating in criminal, civil and administrative justice processes in any capacity. The regional theory of change is based on the understanding that the progressive realization of child rights and reduction of equity gaps is best achieved through changes in systems at state/regional/local levels and that sustained UNICEF engagement through its core roles contributes to these system changes. The project's theory of change expanded on this to reflect the BiH context and the fact that the child protection system in BiH is still largely a statutory response system that primarily intervenes when children and their families are in crisis, instead of intervening before risks escalate.
90. The theory of change for Justice for Every Child Phase III therefore articulated:
 - The rights-based changes in the lives of children and reduction of the equity gap that it is trying to achieve;
 - The changes in the system that are needed to achieve the intended result, by removing the bottlenecks identified in recent research;
 - The UNICEF contribution, using its core roles that will enable/trigger the changes in relevant institutions; and

²⁹ UNICEF ECARO (2015). Children's Equitable Access to Justice: Multi-country evaluation of the impact of juvenile justice reforms on children in conflict with the law. Geneva. UNICEF BiH (2015), Children's Equitable Access to Justice in BiH; Apland, K. and Hamilton, C. (2017). Final Evaluation of the Justice for Every Child Project: December 2013–November 2017, Coram International.

- The causal linkages between each of the three levels and the assumption behind the selection of the particular core roles to trigger specific changes in the system.

91. The project aimed to contribute to the theory of change, by achieving the following two outcomes:

Outcome A: To strengthen the justice and social welfare systems, including the conditions for financial sustainability, and make them more adapted and responsive to the rights and needs of children participating in justice processes.

Outcome B: To empower children at risk, child victims and witnesses, children in civil proceedings and children in conflict with the law with prevention programmes, legal support, and information to enable them to access justice.

92. Adopting a HRBA, (discussed more fully under EQ 7.1) outcome A focused on the supply side and building the capacities of relevant institutions to improve their service provision, while outcome B focused on the demand side, through empowering children with enhanced knowledge of their rights and the capacities to demand these.

93. The project had a total of 11 corresponding outputs, which were aimed at achieving the outcomes. There were seven outputs under outcome A and four outputs under outcome B, as presented above under section 1.4.1 (Project goals).

94. With regard to its indicator framework, the project included 3 indicators at impact level, 2 indicators per each outcome at outcome level, and 9 indicators at output level under outcome A, with 6 indicators at output level under outcome B. The project's success in meeting its indicators is analysed under section 3.2 on project efficiency, however, it should be pointed out that the indicators were exclusively quantitative with no qualitative indicators being included, meaning that they were not able to fully capture the results of the project. Qualitative indicators that measure changes in attitude and perceptions would have provided more in-depth information and if adequately measured would have better captured the project's progress and results. A greater use of qualitative indicators that measure perceptions and behaviours at the outcome level, as opposed to quantitative indicators that measure activities at the output level, would likely have better captured project progress and results, as well as contributions towards the outcomes and impact. These would also allow for capturing the voices of people, which cannot be captured through quantitative indicators.

3.2 Project Efficiency

EQ2.1: Were inputs utilized or transformed into outputs in the most optimal or cost-efficient way? Could the same results be produced by utilizing fewer resources?

Finding 2.1: The project implemented a number of strategies to achieve efficiency gains which, when analysed against its results, provided a good value for money coefficient.

95. During the first year of the project, the total funds received amounted to US\$1,250,000 and the overall spending amounted to US\$640,952, representing 51 per cent delivery. UNICEF

contributed US\$464,088 (including Sida country-thematic funds) and the Swedish Embassy contributed US\$391,357 from May to December 2018.³⁰ The overall spending in the second year (May 2019 to April 2020) amounted to US\$1,299,841 out of which US\$824,267 were Swiss Agency for Development and Cooperation (SDC) funds and US\$475,574 were UNICEF funds (including Sida country-thematic funds).³¹ In May 2020, the budget was revisited to reflect changes in allocation of funds in the light of the COVID-19 pandemic. The revised budgets for the third and fourth years of the project amount to US\$1,323,565 (compared to US\$1,423,565 in the original budget) and US\$237,911.

- 96. In early 2021, the project requested from its donors a no-cost extension (NCE), as a result of funds not having been delivered in accordance with the workplan, largely as a result of a delay in implementation due to the COVID-19 pandemic. The NCE has been granted until November 2021, when it is anticipated that the project will have achieved a 100 per cent delivery rate.
- 97. The evaluation team finds that the staffing structure for the project was fit for purpose, while also remaining quite lean. It consisted of one international staff member at 20 per cent, four national staff members, one driver, one programme assistant, and various support staff. In addition, the project utilized the UNICEF Regional Advisor and UNICEF BiH's Child Protection Specialist to provide quality control. The evaluation finds that the project made good use of in-house or national expertise, and was less reliant on international consultants, leading to sound efficiency gains, by not relying on external or more expensive international support. All the stakeholders consulted consistently praised the high level of technical expertise, substantive knowledge and commitment of the UNICEF project staff and management.
- 98. The project was implemented using a mixture of execution modalities, and tried to balance efficiency with the practical realities, for example, the majority of the ministries were unable to receive cash transfers. Thus, the project used either direct cash transfer or reimbursement modalities according to the realities of its partners. The project entered into a number of partnerships with NGOs and local institutions, who were heavily scrutinized as part of due diligence before and during implementation, with a sound risk analysis being undertaken upfront, and strong M&E mechanisms being put in place during the partnership. This proved to be an effective and cost-efficient approach. The civil society organizations as local project implementing partners had relevant and extensive experience in project implementation areas and during interviews have shown a great sense of ownership and enthusiasm for the project achievements and future work.
- 99. During KIIs with the donors, the evaluation team was informed that communication with UNICEF was always transparent and effective. The team were informed that the project presented,

“Good value for money and we are seeing things improving at the sector level.” KII, Donor

³⁰ UNICEF Bosnia and Herzegovina, Justice for Children Project Phase III Progress Report, June 2019.

³¹ UNICEF Bosnia and Herzegovina, Justice for Children Project Phase III Progress Report, June 2020.

Monitoring and Evaluation

100. The project developed a sound system of monitoring and evaluation, as set out in the project document and in particular its logframe. The project built on good practices and UNICEF standards, such as annually updating its Operations Management System (OMS) table. However, the M&E systems were more focused at the programmatic level and not at the project level. In addition, a lot of updated data was not available, due to the annual reporting approach that is used by UNICEF and its partners. The custodian of the majority of data related to justice for children is the High Judicial and Prosecutorial Council and the project supported them to strengthen their Case Management System (CMS) for the judiciary and (T/CMS) for the prosecutors, and successfully lobbied for the mandatory requirement of gender disaggregated data. In September 2020, a Working Group was established, with the support of the project, to further strengthen the T/CMS and to better align it with the Law/s including the development of templates that judges and prosecutors can complete, which will align with both the Law/s and the updated T/CMS for easy data entry.
101. With its partnerships with NGOs, the project had a strong focus on the development of M&E systems, including regular field visits, reporting and communication mechanisms, however these were not part of the project's formal M&E structure.

Project Coordination Board

102. The Project Coordination Board included key stakeholders/project actors including: entity and BiH Ministries of Justice, the BiH Ministry of Human Rights and Refugees, the High Judicial and Prosecutorial Council (HJPC), Brcko District (BD) Government, entity Ministries of Social Protection/Welfare, entity Ministries of the Interior, entity Ministries of Education, as well as UNICEF and representatives from the Swiss and Swedish Embassies in BiH. All of these stakeholders were considered vital as they played an important role in supporting the Project Management Team in overseeing activities and ensuring that the project achieved its goals. During KII's and FGDs, the evaluation team were informed that there was some initial confusion as to the roles and responsibilities of the project board. These were overcome by developing a specific ToR for the Board, which was discussed in two Board meetings and adopted unanimously.

Partnerships

Finding 2.2: The project was able to maximize partnerships with relevant BiH, entity and district levels, as well as cantonal and municipal stakeholders. This included ministries, Centres for Social Work, Centres for Mental Health, courts, prosecutor's offices, academia and civil society.

103. The state-level authority could have had a stronger role promoting legislative, policy and implementation harmonization, and consideration should be given as to whether a state-level Law on Protection and Treatment of Children and Juveniles in Criminal Proceedings would also be beneficial for the small number of children falling under the jurisdiction of the Court of BiH.
104. The project is implemented in partnership with the BiH Ministry for Human Rights and Refugees (MOHRR), the BiH Ministry of Justice (MOJ), the High Judicial and Prosecutorial Council (HJPC), the Federation of BiH (FBiH) Ministries of Justice, Interior (MOI), Education, Labour and Social Policy, Republika Srpska (RS) Ministries of Justice, Interior, Education

and Health and Social Welfare, the Brcko District (BD) Government, as well as various cantonal ministries, municipal authorities, academia, UN agencies, NGOs and CSOs. Despite this impressive list of stakeholders, the evaluation team was informed during the KIIs, FGDs and in the online survey that the state level could have been more involved.

105. Some stakeholders who were consulted also felt that a higher level of local community involvement, in particular with regard to the secondary prevention programme and the use of diversion and alternative measures, would further strengthen the project's results.

3.3 Project Effectiveness

EQ3.1: To what extent have the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance.

Finding 3.1: The project has achieved tangible and quantifiable results, which have strengthened the justice and social welfare systems and made them more adaptable and responsive to the rights and needs of children participating in justice processes. Results have contributed to the empowerment of children through prevention programmes, legal support and information to enable them to access justice. Continued efforts are required to fully embed some of the project's results into the system and to ensure their financial sustainability.

106. Prior to the UNICEF J4C project, there were no specific projects in BiH targeting juvenile offenders, nor projects addressing protection and prevention measures. The J4C project holistically approached this gap through interventions supporting the whole system – from legislative and policy strengthening; capacity-building initiatives for institutions and individuals; strengthening data collection mechanisms; and raising awareness among institutions, key stakeholders, and children and their families, of the rights of children in accessing justice, and the best interests of the child principle. While the results over the last 10 years of project implementation have been plentiful, this section will analyse in particular the interventions that were supported during phase III of the project, while also considering the accumulated results over all three phases of implementation. This section does not attempt to provide an exhaustive list of all results but rather an analysis of the key results and their contribution towards the achievement of the project's specific and overall objectives (outcomes).
107. When assessed solely against its indicators, the project's results cannot be fully captured, due to some gaps in updated data, as well as the limitations of the project's M&E framework as mentioned above. Thus, the evaluation has gone beyond the assessment of results against indicators alone and the analysis below assesses both results against indicators as well as a broader assessment of results achieved to examine the project's effectiveness. The impact of these results is explored under EQ4.1.
108. When looking at the outcome level indicators, the evaluation team were unable to assess progress towards the indicator "By 2020, the number of children receiving psychosocial support from specialized staff employed in police, prosecutors' offices and courts is increased by 20 per cent" because the data for 2020 was unavailable. However, anecdotally, the number of children has increased, and results were achieved in increasing the number of specialized staff, including victim and witness support providers, within police, prosecutor's offices and courts that are financed by local budgets, from 19 to 21 in 2020 and to 24 in

2021. This is a highly sustainable result. In addition, with support from the Working Group, the HJPC developed and adopted minimum standards for child-friendly interviewing rooms, which prescribe standards for interviewing children including psychosocial support as mandatory for all child victims and witnesses, which marks a real breakthrough in the approach towards child victims and witnesses.

109. Anecdotally, the project has contributed to the reduction of recidivism among children in conflict with the law, however again, the evaluation was unable to assess this due to the RS and FBiH statistics no longer containing data on recidivism. While it may be the case that recidivism has fallen, it would be difficult to directly attribute this as being a result of the project, particularly in view of the COVID-19 context, which meant that children were under curfew for large parts of the last year, not attending school, and thus potentially had less opportunity for committing offences.
110. Results were achieved in the number of minor offence reports against children issued by police, with the project over-achieving its goal of a 15 per cent reduction and achieving a 35 per cent reduction (639 total: 584 boys; 55 girls) in 2020 alone. This could in part be due to the school-based secondary prevention programme (discussed in more detail below), which identifies both children at risk of offending and children at risk of harm and has been successfully rolled out with the support of the project in the entire RS and to four out of ten cantons in BiH. In 2020 alone, the programme reached more than 7,000 children at risk and provided early intervention and support services. It could also be in part due to the increased use of alternative measures and diversion. However, as mentioned above, the extent to which the project contributed to the reduction in minor offence reports against children and the extent to which the COVID-19 prevention measures contributed cannot be assessed.

EQ3.2: How well do the project's results contribute to achievement of the project's objectives?

Finding 3.2: The project generated important, relevant and effective results that contributed to the achievement of its overall objective, namely that children in justice processes are dealt with in compliance with international standards on justice for children and that decisions are taken in their best interests. However, these objectives have not yet been fully realized and there is a need for greater budgetary allocation for justice for children, leadership by relevant governmental authorities and the potential introduction of stronger accountability mechanisms to respond to the gaps in implementation of the relevant laws.

111. With regard to output A1 (gaps in laws, by-laws and policies identified and recommendations for reforms made) the target for the project was to undertake an analysis of the Family Laws in RS, FBiH and BD. According to the latest available data, an analysis has been initiated with the RS MoJ, but not with the FBiH or BD MoJs. However, throughout the lifespan of the project, results were achieved in terms of strengthening the normative framework and bringing legislation in line with international standards, particularly with regard to the Laws on Juvenile Justice. For example, the Laws on Protection and Treatment of Children and Juveniles in Criminal Proceedings, adopted in RS in 2010, Brcko District (BD) in 2011 and FBiH in 2014 (entering into force within one year after their adoption) established a solid legal framework in the area of justice for children. Subsequently, all rulebooks accompanying the Laws were developed and adopted. The Laws have introduced key international standards such as diversion from formal proceedings, criminal responsibility set above 14 years of age, restorative justice principles (mediation), special protection measures such as

specialized victim and witness support, limitation of the number of hearings (to a maximum of two), and audio video recording of child interviews. As part of the project, the implementation of the Law in RS was assessed and analysed, and gaps and challenges were identified in consultations with relevant stakeholders. The amendments to the Law came into force in 2020. Harmonization of the relevant legislation across BiH, including the Laws on Protection, legislation on free legal aid and the family laws, is still outstanding, affecting the equal treatment of children across BiH.

112. Under output 2 – (budgeting of laws, by-laws and policies for justice for children and social welfare systems are established and advocacy for financing by governmental institutions has taken place) the project aimed to have budgets for two laws/policies related to justice, one in each entity. According to UNICEF's M&E project framework to date, no laws or policies have been successfully integrated into the entity budgets, although this does not accurately reflect the reality. In general, the laws cannot be adopted by the parliaments without first being assessed and budgeted by the Ministries of Finance. To assess budgeting of policies and laws, UNICEF developed two budget briefs that showed the complexity of financing of child protection services. It is planned that the budgeting will go in line with the development of J4C strategies, although this has not happened yet despite extensive advocacy at the ministerial level. However, all the services that are introduced by the Law on Protection are financed from local budgets, with certain gaps that are already identified in this Evaluation Report (e.g. lack of funds for capacity-building, insufficient presence of expert associates etc.). UNICEF is also currently supporting the development of Social Service Workforce Action Plans and J4C strategies at entity and district level to address this. With Centres for Social Welfare recognized as the weak link in the support programmes due to over-stretched capacities, the project supported the development of budget briefs and action plans for strengthening the social service workforce in child protection for each of the entities and BD, however these have yet to be costed, or finalized and adopted. The draft action plans promote stronger multisectoral cooperation, referral pathways, licensing and capacity-building.
113. More specifically, a steering committee for strengthening the social service workforce in child protection was established in Bosnia and Herzegovina (BiH) in 2019, representing the two entities and BD and the BiH Ministry of Civil Affairs, with the objective of guiding implementation of the UNICEF regional priorities outlined in Call to Action: Strengthening the social work and social service workforce in Europe and Central Asia as an investment in our childrens future. As one of the first steps in this framework, an assessment of the social service workforce in child protection in BiH was finalized. The scope of the assessment was countrywide, with an assessment report presenting the findings for the Federation of BiH, Republika Srpska and the Brčko District. The assessment relied on both qualitative and quantitative data collection methods as well as primary and secondary data sources and included the online survey. This resulted in a comprehensive final report consisting of findings and recommendations.
114. Following the report, over 340 professionals from all of BiH participated in the action planning process, led by line ministries, resulting in a three-year action plan to strengthen the social service workforce in each of the entities. In cooperation with the international agency “Maestral”, training on “Costing of Social and Child Protection Services” was organized, for key stakeholders from line ministries, academia and associations of social workers and aligned workforces.

- 115. Line ministries from both entities and BD express strong commitment to continue strengthening the social service workforce in a systematic manner, to which the assessment and development of action plans have contributed. Currently key governmental stakeholders use action plans to align strategies and activities with budgeting opportunities for the social service workforce in child protection. Line ministries in both entities started the work of establishing a system of professional supervision, as a way to prevent professional burnout. Also, activities are underway to support a system for licensing or accreditation of social work that would further strengthen sustainability of professional development and support to the social service workforce in BiH.
- 116. In collaboration with the Una-Sana Canton (USC) Association of Social Workers, the project identified the need to further strengthen the capacities of centres for social welfare, aiming to enhance social work practitioners' professional skills and competence, improve the quality of practice, and ensure continued professional development. Development of the supervision programme in USC was defined as a priority in 2020 but, although the cantonal ministry recognized the need, there was a lack of funding for implementation.
- 117. During the initial implementation of the programme, 12 professionals working in centres for social welfare benefited from group supervision. In 2021, the development of the supervision programme in USC continues as does the education of professionals through trainings that will address key areas, such as foster care, guardianship and case management.
- 118. The project also supported the development of two cantonal assessments. The assessments of the impact of the COVID-19 pandemic on social and child protection aimed to understand how this affected current beneficiaries of social protection – the most vulnerable population in the country – and the needs of potential new beneficiaries. In close collaboration with Employment Bureaux the primary assessment related to the situation of people who have lost their jobs, as well as the impact on the social service workforce, social protection institutions and overall social protection budgets. The assessments were conducted in close cooperation with the Cantonal Ministries of Social Policy and Cantonal Associations of Social Workers in Tuzla and Central Bosnia Canton. In total 25 municipalities (13 in Tuzla and 12 in Central Bosnia Canton), 21 centres for social work and 4 municipal social services, as well as other social service providers, were assessed. A total of 4,085 social protection beneficiaries were interviewed, 368 professionals from social protection institutions, 47 managers of local social protection institutions, and 763 persons who lost their jobs during pandemics.
- 119. Findings of the assessments were presented to a wider group of stakeholders at cantonal levels (held in Tuzla and Jajce in September 2020), including Cantonal Assemblies, and they are being used for the purpose of social protection strategic planning at cantonal levels (including through the new Development Strategy planning). The findings were combined with those of similar assessments conducted in three other cantons (Sarajevo, Zenica-Doboj and Herzegovina-Neretva) and presented in a Policy Brief, which serves as a policy advocacy tool. The most important outcome of these assessments is the positioning of the shock-responsive social protection concept in Bosnia and Herzegovina, paving the way to further programming in this area.
- 120. The project exceeded the expectations foreseen in its design and implementation of capacity-building programmes (output A3) with 4,688 justice for children professionals trained by April 2020, against a target of 4,000. A total of 13 training programmes were developed by the same date, against a target of 11. The capacity-building programmes are

seen as one of the most successful initiatives of the J4C project, and in particular the joint, multi-stakeholder trainings were assessed by FGD participants as “excellent”. The training programmes were developed in cooperation with the respective ministries and implemented in coordination with them; however additional resources are required to continue the trainings. For example, in RS, beyond the regular trainings for judges and prosecutors, mandatory legally prescribed certification training has not been provided for the past three years. While this is in part due to the COVID-19 restrictions, the importance of the need for regular capacity-building must not be allowed to slip going forward. There was a general consensus among recipients of the training that the capacity-building was so successful because it involved all stakeholders and provided an important and unique opportunity for all stakeholders to listen to each other and understand the different roles. It also helped to embed the “best interests of the child” principle into the work of professionals.

121. Training programmes also covered a pilot rehabilitation programme in the Una-Sana Canton, involving training of professionals from the children’s detention home in Orasje, connecting them with the social sector and volunteers, and creating a support network for children. The pilot programme successfully supported two children, and was the first of its kind in BiH, but the pandemic affected its continuation, and the relevant ministries did not show much interest or engagement in its extension. While no formal assessment has been undertaken as to the impact of the capacity development programmes, the evaluation team was informed by recipients that it is visible in their everyday work.
122. From the survey conducted as part of this evaluation, almost all of the respondents thought that the capacity-building programmes should be available at all locations in BiH but even though 62 per cent of respondents thought it was likely that the capacity-building programmes would continue in the future, from the comments provided clearly the prevalent opinion was that only training programmes for judges and prosecutors were sustainable in the longer term. With the high turnover rate and the legal requirement for certification to be able to work with children, concerns were raised during interviews over the insufficient number of certified social workers and police. Similarly, the majority of the survey respondents thought that the number of specialized and trained professionals was the main challenge in achieving an effective response to children in contact with law and children at risk; while many professionals have been trained and certified, there is a constant turnover of staff meaning that there is a constant requirement to train new staff.
123. Under output 4, the project has been supporting the introduction and increasing availability of correctional recommendations. To this end, it aimed to increase, from 2 to 16, the number of project locations with availability and accessibility of 4 key community-based diversionary measures (regular school attendance, personal apology, damage compensation, volunteering in a humanitarian organization). As of April 2020, this had been achieved in 12 project locations. The results regarding the introduction of diversion and alternative measures have varied from court to court and among prosecutor’s offices, depending on capacities but also willingness to engage. Due to extensive capacity-building, including by providing training and certifying mediators from centres for social welfare, the important role of expert associates in courts and prosecutor’s offices, the preparation of guidelines for their implementation, and the work of Justice for Children Municipal Working Groups, by the end of 2019, 4 out of 6 diversion measures prescribed by Law were available in 62 per cent of BiH municipalities (FBiH 32 per cent; RS 100 per cent; BD 100 per cent).

124. The discrepancy between the entities could be explained in part by the fact that the Law came into force earlier in RS, and major efforts were invested in its implementation, including through the commitment and coordination of different ministries and sectors. The evaluation team were informed that diversion measures were now available in 68 per cent of municipalities and 65 per cent of prosecutors have used them at least once. Out of all measures involving children in conflict with the law, the application of diversion measures has significantly increased over the past 10 years, from 26 per cent in 2009 to 44 per cent in 2019. The total number of children in closed facilities on average has been less than 50 over the past five years.
125. There are still challenges with the implementation of diversion and alternative measures across BiH. As there is a lack of counselling institutions a process of identifying suitable humanitarian organizations is still taking place and some social welfare institutions have no trained mediators. In addition, some prosecutors are reluctant to use the alternative measures, as their implementation “involves more work”, according to some FGD participants, and cases cannot be closed until the measure is fully implemented. The survey conducted as part of this evaluation found that the majority of the respondents were familiar with personal apology (82 per cent), regular school attendance (84 per cent), attending counselling (72 per cent), volunteering (68 per cent), medical institution treatment (56 per cent), while only 49 per cent of respondents were aware of damage compensation. Only 34 per cent of the respondents thought the measures were sufficiently utilized. The most widely used diversion measure is the police warning, which has been successfully used to facilitate the work of the court and avoid the child going to court, but there are differences in its use between municipalities, often based on whether the police in question had the knowledge of how and when to use it.
126. There are also key knowledge and capacity gaps among judges and prosecutors on how and when to use alternative and diversion measures, although it has to be kept in mind that this was an entirely new approach in BiH and it takes time to change mindsets. Knowledge among the online survey respondents regarding correctional measures also varied, with 87 per cent being aware of intensified supervision, and 80 per cent of warnings and referrals, but only 42 per cent aware of special obligations. Only 37 per cent of respondents felt that correctional measures are sufficiently used.
127. With regard to enhanced availability of data on child protection for administrative and statistical purposes under output A5, the project aimed to publish four reports by the BiH Ombudsman assessing institutions where children are detained. As of April 2020, three reports had been published. The BiH Ombudsman expressed satisfaction with the implementation of recommendations from the first report but called for the greater use of alternatives to pre-trial detention. The second indicator under this output relates to recording gender disaggregated data on child witnesses in the electronic Case Management System (CMS) held by the HJPC. As detailed above, the project successfully advocated for the mandatory disaggregation of all data in the CMS. Further, the project is supporting the Working Group to enhance the CMS and to further align it with the requirements of the Law.
128. The project supported Municipal and Basic Courts to be better equipped to conduct child-friendly proceedings through the expansion of child-friend interview rooms. As part of the project, the standards for equipping and using child-friendly rooms were developed by a multisectoral working group, and adopted by the HJPC in late 2020. As of April 2020, 28 out of 50 child-friendly interview rooms had been equipped, which is an impressive achievement.

The evaluation team were also informed that UNICEF is currently preparing to equip the additional 22 rooms, which is necessary to ensure critical sustainability. In addition, a number of courts where child-friendly rooms should also be introduced have been identified pending allocation of resources. No actor has been assigned or taken on the responsibility for monitoring the impact of the introduction of the rooms.

129. The project has successfully strengthened child protection in emergency preparedness and response (output A7) through the development of Standard Operating Procedures (SOPs)/Guidelines with a clear delineation of roles and responsibilities. To this end, SOPs were developed for Centres for Social Work (CSW) in FBiH for the Protection of Refugee and Migrant Children and Guidelines for CSW in FBiH on Child Protection Referral Pathways for Children on the Move. With the number of crimes by refugee and migrant children reportedly increasing, there is a possibility that the aim of equal access to justice for all children is at risk of being undermined without a greater focus on J4C principles and priorities for refugee and migrant children.
130. Under outcome B, the project was focused on the demand side of programming, within the scope of four outputs. Output B1 aimed to increase the availability of expert associates for children in conflict with the law and child victims/witnesses. This was measured through an impact assessment of work on witness support providers as well as increasing the number of expert associates working in justice institutions – namely courts and prosecutors' offices. Having exceeded its initial target to increase the number from 16 to 20, in April 2020, the number had increased to 23. The evaluation team were informed that this has now been extended to a total of 24 expert associates who have become fully funded, permanent employees, rather than project-based staff. The evaluation team were informed that there is a need for at least one expert associate in each court and prosecutor's office, and in larger regions two associates may be needed. However, the financial means to achieve this are not available.
131. There was a perception among some stakeholders that there was a gap in the knowledge of expert associates regarding how to concretely approach the work in justice institutions because it was a completely new area. The expert associates felt that the lawyers who provided their capacity-building approached it more from the point of view of what the expert associates could not do, rather than what they could and should be doing. Even though the expert associates were de jure recognized and provided for by the Law, the judicial system, de facto did not recognize their role in it, so there was a need for the expert associates to position themselves and define their role, both in the courts and in the prosecutor's offices, which varies.

“Through the project, the role of expert associates has now been recognized in the judicial system.” Expert Associate FGD

132. The expert associates confirmed that judges and prosecutors are now approaching them for advice, in particular on how to approach the child. Their role has a major impact on promoting child-friendly procedures towards child offenders, victims and witnesses, and will support the sustainability of practices. However, they also pointed out that the level of capacity-building currently provided, including by the judicial and prosecutorial training centres, is not sufficient and that the trainings are not sufficiently specialist. Further, the trainings are too short and there is no continuous training to address this lack of knowledge. Some expert associates feel that the judges and prosecutors only attend the training to “tick the box” and to receive their certification. The expert associates commented on the

importance of the project in bringing them together to share experiences and commented that the connections forged through the project still continue to this day.

"I benefited personally but also the whole system benefited and mostly children benefited from the project." Expert Associate FGD

3.3.1 Secondary prevention programmes

- 133. One of the biggest results secured by the project have been in relation to children at risk benefiting from secondary prevention programmes in selected locations. The project aimed to introduce the secondary prevention programme into 120 schools, but by April 2020 had significantly exceeded this number by introducing it to 328 primary schools and 99 secondary schools. Since then, the programme has been fully institutionalized in all primary and secondary schools in RS. It has been implemented in Sarajevo and Tuzla Cantons in the FBiH and is currently being rolled out in two additional cantons – Una-Sana and Canton 10. While there is interest in the programme from other cantons, there are currently no financial capacities to support this. The programme was considered in BD but there was a lack of interest, and it was not introduced. According to the available data received from UNICEF, for the 2020/2021 school year, the programmes targeted more than 110,000 children in RS, and the Sarajevo and Tuzla Cantons, more than 4,700 children have been identified as at risk, and more than 1,500 individual plans were developed and are being implemented for children at risk.
- 134. For the 2020/2021 school year, the school-based secondary prevention programme in Sarajevo Canton targeted 37,536 children enrolled in 57 primary schools, with 815 children (291 girls, 524 boys) identified as being at risk³². For 270 children (100 girls, 170 boys) at risk individual plans were developed and are being implemented, while children with lower risk were involved in group workshops aimed at building their skills in behavioural and emotional control and social skills building.
- 135. In Tuzla Canton, a new assessment of children at risk at the beginning of the school year has not been conducted due to COVID-19 measures. The school-based secondary prevention programme continued to work with the focus on previously identified children at risk (2019/2020 school year) in 55 primary schools. A total of 5,300 schoolchildren in the 10 to 14 age group have been targeted by the programme in 55 primary schools. A total of 590 children benefitted from individual work, and some 777 children have been involved in educational workshops aimed at building their skills in behavioural, emotional control and social skills building.
- 136. The school-based secondary programme in RS developed in collaboration with the RS Pedagogical Institute and the RS Association of Psychologists, and the referral mechanism to support children at risk has been implemented in 286 schools (187 elementary and 99 secondary schools). The programme reached some 110,000 children and identified 3,125 (1,082 girls, 2,043 boys) children at risk, predominantly in urban areas. Direct support has

³² FBiH MoE official data, page 13, available at: http://fmon.gov.ba/Upload/Ostalo/e24212e5-846d-46bc-bdd4-106b8258b13a_Informacija%20o%20upisu%20ucenika%20skolska%202020.21.%20godina.pdf

been provided to 2,090 children identified at risk through development and implementation of 755 individual plans and with individual or group work focused on peer and other forms of violence, emotional literacy, and assertive communication.

137. While there is reasonable awareness of the secondary prevention programme among professionals – 75 per cent of respondents to the survey were familiar with the programme – 25 per cent of respondents were either unfamiliar or somewhat familiar, indicating that greater awareness efforts are still required. However, the school-based prevention programmes were recognized by survey respondents as one of the greatest achievements of the J4C programme, behind specialized capacity-building programmes, and the introduction of relevant laws and policies.
138. Linked to the secondary protection programme was the development of family group conferencing in RS and in Tuzla Canton. This efficient and easy-to-use tool brings together families and other key individuals in the community with service providers to develop a care package for the individual child identified at risk through the secondary prevention programme. The approach was first piloted in 2018–2019, and the results showed that it was a cost-effective, easy, efficient and applicable tool, which was well accepted by children, teachers and professionals. The tool was further rolled out in RS during 2019–2020 and it is suggested that it may be further rolled out in Una-Sana Canton, alongside the roll-out of the secondary prevention programme. According to data provided by UNICEF, this type of support has been made available to more than 44,000 children. Despite the COVID-19 restrictions introduced by ministries of education, 54 children and 74 parents were directly supported in 2020.
139. The Herzegovina-Neretva Canton, and West Herzegovina Canton implemented the secondary prevention programmes outside schools, relying on the development of municipal action plans, multisectoral cooperation models and cooperation with experienced NGOs that have already been working with children at risk through day centres such as Altruist from Mostar and La Vie in Livno. Running of the day centre in Livno has been taken over by the Centre for Social Welfare ensuring longer-term sustainability. From autumn 2020, the school-based secondary prevention programme has also been rolled out in Canton 10.
140. Phase II of the J4C project already initiated the introduction and development of the secondary prevention programmes, which were initially foreseen to be introduced through the Municipal Working Groups. During Phase III the programme developed as three distinct models covering wider geographical areas, RS, Sarajevo Canton and Tuzla Canton, in addition to the continued efforts at the municipal working group level in Herzegovina-Neretva and West Herzegovina Cantons. UNICEF provided support for the development of the models but they developed independently one from another, utilizing different tools for identification of at-risk children, including distinct sets of indicators, and different models of providing support services for the children identified. The authorities relied on rigorous processes for the development of indicators, involving relevant experts and academia.
141. While it was outside the scope of the ToR to assess all aspects of each of the models individually, they all emphasized multisectoral coordination, successfully utilized external referral services and contributed to the empowerment of children. All three models strengthened the links between school professionals and Centres for Social Welfare and Centres for Protection of Mental Health, but also with the police and the judiciary when required. During key informant interviews the professionals reported that there are still challenges with information sharing between different professionals and outstanding

questions on how the communication between different sectors can be improved while ensuring respect for data protection and child rights.

142. The challenges in implementation of prevention programmes recognized by the stakeholders interviewed, included the fact that the social services are often over-burdened and sometimes have no time or resources to react to cases of children identified as at risk in a timely way, reaffirming the need for strengthening the social protection system, as correctly recognized by the project. Although the number of expert associates in schools increased (more than doubled in RS in the last 10 years), the expert services in schools often have insufficient resources and many schools do not have psychologists. In addition, many professionals called for stronger links with parents of children at risk and greater awareness-raising with both children and parents. Some stakeholders who were consulted also felt that a higher level of local community involvement would further strengthen the prevention results.
143. The secondary prevention programme has brought the issue of children at risk to the awareness of the authorities and made school professionals, including expert services, teachers and school management, aware that the role of schools is more than just education. Professional staff have been supported to develop a more holistic approach to recognizing and assisting children at risk, including by successfully developing referral mechanisms and utilizing external services. Without multisectoral coordination, the programmes would not have succeeded in identifying and supporting children at risk or improving an understanding of the different roles of all those involved.
144. Although somewhat different in RS, Sarajevo Canton and Tuzla Canton, the development of evidence-based risk indicators, and plans for individual support for children at risk, developed in consultations with university professors and relevant experts, were praised as “revolutionary” and highly successful in all three geographic areas, by KIIs, participants in FGDs and in the online survey. The success of the secondary prevention programme is evidenced by the successful roll-out of the system in RS and in an initial four cantons in BiH, although further roll-out would benefit from peer-to-peer exchanges and adjustment of the models based on best practices in the different models. The impact of the programme was described by one KII as follows:

“The number of child offenders is much smaller but the number of at risk children is higher so we are highly successful in keeping children out of the justice sector and helping them earlier because of the project.” KII

145. The extent to which the secondary prevention programmes contributed to the reduction in minor offence reports involving children cannot be assessed in this evaluation but the reduction could in part be due to the successful identification of both children at risk of offending and children at risk of harm; the provision of early intervention; and support services in so many locations.
146. In terms of sustainability, the secondary prevention programme in schools has been fully integrated into the system in RS, through standardization and validation for all primary and secondary schools. The Standards for the Work of School Professionals Team (pedagogues, psychologists and social workers) have been developed and issued by the RS Pedagogical Institute, and include activities related to secondary prevention as part of school professionals’ job descriptions. In addition, these standards have been incorporated in the amendments made to legislation on primary and secondary education in RS in 2021. The

prevention programme in primary schools in the Sarajevo Canton has become a part of the law on education and the Ministry of Education has taken over responsibility for the supervision and mentorship of the programme. The Sarajevo Canton Action Plan for Prevention of Offending and Protection of Children in Contact with the Law (2020–2022) adopted by the cantonal authorities, prescribes the implementation of secondary prevention in all elementary schools and establishment of a monitoring team composed of relevant ministries and cantonal institutions. In Tuzla Canton, the programme has been approved by the Ministry of Education, the necessary tools have been prepared, and the roll-out of the programme is ongoing.

147. In January 2021, the FBiH governmental institutions recommended introducing the secondary prevention programme into all cantons in FBiH as part of the FBiH strategy on prevention of violence and violent extremism as the model includes indicators for identification which are very similar to the violent extremism indicators.
148. There were concerns among stakeholders that once the project comes to an end, there will be a lack of supervision and quality control over the process. Of those responding to the survey, 84 per cent considered the programme effective, however, only 53 per cent of respondents thought the programmes likely to continue in the future. Continued efforts are required to fully embed the existing programmes into the system, to ensure their financial sustainability and ensure the further roll-out of the most successful model(s).
149. However, there seem to be significant differences between the school-based prevention models used, as these relied on different referral mechanisms, municipal action plans, but also different methodologies, including family group conferencing, case conferences, individual case support plans and adopted different approaches to the roll-out of prevention programmes in secondary schools. During key informant interviews, the evaluators were told that the authorities and experts in each of the areas were not aware of the details of how the other models are being implemented. There is great scope for scaling up the Secondary Prevention Programme based on lessons learned and best practices gathered during J4C Phase III. As full implementation of some of the programmes is relatively recent, there is a need for lessons learned and peer-to-peer exchanges between professionals who are working on different programmes to be able to learn from each other and further improve the programmes. There is also scope for scaling up the successful models of secondary prevention programmes and the relevant authorities will need support to decide on the most appropriate model and plan its introduction into secondary schools. Children in secondary schools have reached the age at which they can be considered criminal minors, so it is crucial that they have access to the support and services they require to avoid coming into contact with the justice system. As many as 92 per cent of the survey respondents thought these programmes should be rolled out in all locations.
150. With regard to output B3 (improved availability of and access to legal aid for children and their families) the project's goal was to establish an online advice and referral system. While this goal has not been met, other results have been achieved, which are not measurable through the project's logframe. The project supported the strengthening of the Network of Free Legal Aid (FLA) providers, which currently includes all seven cantons in FBiH where FLA is available, BD Offices, RS Centre for FLA and another five NGOs. This represents all relevant organizations working on FLA in the entire territory of BiH. As with many other legislative areas, the Laws on FLA are yet to be harmonized. The project is supporting the establishment of a Working Group on Free Legal Aid, which will analyse the legal

framework, with a view to making recommendations for legislative strengthening at the level of BiH. Members of the FLA Network will be included in the working group, with the aim of ensuring that the entire plethora of rights for children can be harmonized and the quality of service provision ensured.

151. The FLA Network is engaged in continuous capacity-building for different sectors, as well as developing referral mechanisms, for example, among schools, police, NGOs, lawyers, courts, CSWs among others. They also plan to introduce awareness-raising on the right to free legal aid and how to access it, in schools. The Network has developed a coordinated action plan, which includes media campaigns, awareness-raising, capacity-building, harmonization of legislative and policy frameworks, and legal clinics for the future education of law students. The Network still needs to develop a strong analytical data collection tool, with which to monitor and analyse progress. They also need to finalize the development of a harmonized website, which already includes details of all the members in the Network, how to contact them and information about their services. Awareness of the right to free legal aid remains low at only 55 per cent of respondents to the online survey, with an expectation that this level would be even lower among the general public.
152. The focus of the J4C project and juvenile justice reform processes was on children in contact with the law in criminal proceedings with less focus on rights violations in civil proceedings. Many stakeholders interviewed emphasized the need for greater attention to the position of children in civil proceedings, in particular during divorce proceedings. The Office of the BiH Ombudsman reported that the biggest number of complaints they receive concerning violation of child rights refers to children in divorce proceedings.
153. The final output supported by the project related to increased knowledge and awareness of children and youth on how to access the justice system. Based on the desk research, document review and stakeholder consultations, the evaluation team found little evidence of progress in this area. The development of a comprehensive, interactive online Know Your Rights App for children and youth is yet to be completed so the project did not reach its targeted 40,000 children and youth having information on where and how to access the justice system. It is envisaged that this will be finalized by November 2021 and the end of the no-cost extension project implementation period.

3.4 Project Impact

EQ4.1: What are the effects of the project on its environment – the positive and negative changes produced by the project (directly or indirectly, intended or unintended)?

Finding 4.1: It is indisputable that the project has had a large impact in improving the position of children within the justice system and fundamentally changed the approach to children in the system. It has brought the issue of children at risk and children in contact with the law to the awareness of the authorities; it has strengthened the legislative and policy framework for children; it has improved their access to justice; it has created strong multisectoral coordination; and it has embedded the “best interests of the child” principle into the system.

“Children who were previously invisible in the system are now visible.” Participant KII

154. This is perhaps the biggest impact that the 10 years of project interventions have achieved. The project raised awareness among the authorities of the rights of children in contact with

the law and improved the position of children within the justice (and social protection) system(s). The project has fundamentally changed the approach towards children, which is now much more child-friendly and aligned with the best interests of the child principle. For example, children can now be identified earlier through the secondary prevention programme; bespoke care packages can be tailored to the individual child in line with their individual needs; they can receive diversion measures without proceeding immediately to the court; they can be interviewed in child-friendly rooms and by professionals trained in how to approach children; and if they do receive a custodial sentence, they now serve their time in a juvenile detention facility rather than in an adult prison.

155. One of the biggest impacts that the project has had indirectly, and which was unintended, regards the level of multisectoral coordination that has been achieved. Consistently, in all KIIs and FGDs, as well as among the respondents to the online survey, stakeholders raised this issue as one of the most important results of the project, and which has had a huge impact on the approach to children in the justice system.

"The biggest success is linking people together through multisectoral coordination mechanisms – everyone now knows each other personally." KII

156. The project successfully brought together wide-ranging institutions from courts and prosecutors' offices, to CSW, CMH, FLA providers, schools, police, and relevant NGOs and CSOs. For some of the institutions, for example the Centres for Protection of Mental Health, the training provided and subsequent coordination meetings served as a first exposure to the J4C area.

"Ten years ago, there were no institutions dealing with children and now there are many." KII

157. The establishment of such a high level of cooperation among wide-ranging stakeholders and the introduction of new stakeholders into the system – e.g. CSW, NGOs etc. who previously were not part of the juvenile justice issue – was critical in ensuring that children in justice processes are dealt with in compliance with international standards on justice for children and that decisions are taken in their best interests. The project greatly increased awareness of the importance of coordination in this respect.

"Cooperation between CSW, CMH, courts, police, prosecutors etc. would for sure only exist on paper without the support of the project." KII

158. Through its secondary prevention programme, the project had impact in making school professionals, including expert services, teachers and school management, aware that the role of schools is more than just education, and supported them to develop a more holistic approach to recognizing and assisting children at risk, including by successfully developing referral mechanisms and utilizing external services. The project successfully supported the implementation of a completely new system of diversion and alternative measures which, while still requiring further support to fully embed them into the system, have already started to have an impact.

"We can already see that there are fewer repeat offenders because of these measures ... In 2018 we had a meeting in Neum, where we discussed results and the conclusion was that recidivism had decreased." Participant FGD

159. With the support of the project, the capacity-building programmes created the pre-conditions for professionals to be active in juvenile justice. And while there are still some gaps in fully

harmonizing laws, the legislative and policy framework has been considerably strengthened through the assistance of the project to analyse the existing legislation and identify gaps.

160. Assessing the causal links between the project and the impact can perhaps best be summarized by one FGD participant:

"Some things would have developed without the project, but the changes would have been more modest and they would not have influenced the system, there would not be the level of multisectoral coordination, and it would not be as effective." Participant FGD

3.5 Project Sustainability

EQ5.1: What is the probability of the benefits of the project continuing in the long term?

Finding 5.1: The project results achieved sustainability in terms of promoting greater local ownership and a change in attitudes towards children in contact with the law and children at risk. The results of the project that have been integrated into the legislative framework or official procedures are likely to continue in the long term and there is great scope for harmonizing the approaches by promoting learning and exchanges of good practices and scaling them up across BiH. Future sustainability will require additional efforts to integrate J4C into ongoing reform efforts and funding opportunities, including the EU reform agenda.

161. The greatest benefit of this project over the last ten years was assessed to be the fundamental shift in the approach to children when in contact with law, and the changed perceptions among stakeholders. These include greater visibility of children and emphasis on child rights and the best interests of the child, all of which are likely to be sustainable.
162. The stakeholders interviewed have assessed that the J4C project activities that have been integrated into the legislative framework, official procedures or school programmes, are likely to continue. According to the survey, the laws, expert associates in courts and prosecutor's offices, specific training for judges, prosecutors and police on working with children, and capacity-building on implementation of the Law were assessed as most likely to continue in the future. Fewer respondents were confident that the secondary prevention programmes in schools and free legal aid would continue without additional support and investments, while the adoption of municipal action plans and rehabilitation programmes were mostly assessed as somewhat likely to continue in the future.
163. The major constraint to sustainability is the availability of resources, adequate budgeting, and the lack of high-level political backing, to ensure that children's access to justice remains a key priority in the future. Other issues that might affect sustainability of the benefits of the project included the potential absence of quality education programmes while facing high turnover of staff, the withdrawal of supervision and the quality control that is currently being provided by UNICEF once the project ends, and the lack of accountability mechanisms.
164. Sustainability of results is supported by the introduction of a greater number of expert associates in courts and prosecutor's offices, and the overall increase in the number of specialized staff, including as victim and witness support providers, within the police, prosecutor's offices and those courts that are financed by local budgets. Sustainability will be further reinforced if the number of expert associates is increased to cover even more courts and prosecutor's offices.

165. The project facilitated the development and dissemination of a large number of documents and standards, many of which have been adopted by the relevant institutions and integrated into the system, thus promoting sustainability. Some of the relevant documents include the Standards for Equipping Child-Friendly Rooms, adopted by HJPC; guidelines and rulebooks on secondary prevention for identification and response to children at risk (RS, Sarajevo Canton, Tuzla Canton); guidelines for the implementation of specific diversion measures, including mediation, regular school attendance and humanitarian work; HJPC recommendations on the work of expert associates in the judiciary among others. The overview of available mechanisms for implementation of diversion and alternative measures in FBiH is due to be finalized before the end of the project, as is the compendium of legal texts for the future education of law students on child rights in justice processes.
166. The establishment of municipal working groups, action plans, referral mechanisms and the focus of capacity-strengthening and education programmes on multisectoral coordination, including by involving different sectors as educators, led to greater awareness of different roles and promoted multisectoral coordination. Awareness of the need for multisectoral coordination and of the different roles of sectors will support sustainability of the coordination, but not all the municipalities or Cantons have been included in project work.
167. In terms of capacity-building programmes, the obligatory mandatory education for judges, prosecutors and police to be certified for working with children will likely continue through the Centres for Education of Judges and Prosecutors and Police Academies. Education for other sectors relied more on external funding and might be less sustainable, especially for the social sector.
168. The secondary prevention programme in schools has been fully integrated into the system in RS. It has become a part of the law on education in the Sarajevo Canton and the programme has been approved by the Ministry of Education in Tuzla Canton. However, continued efforts are required to fully embed the existing programmes into the system, and to ensure their financial sustainability.
169. While diversion and alternative measures are now fully incorporated into the Law, their implementation across BiH varies, with some measures only starting to be implemented. Their full implementation depends on whether the right conditions are in place (the institutions have adequate resources and the relevant professionals have adequate knowledge) but also on the commitment of individuals. Finding a way to recognize the effort of deciding on diversion and alternative measures would promote sustainability.
170. The Free Legal Aid Network is somewhat likely to continue its activities of promoting the harmonization of legal aid for children, but its activities will be more certain and of greater impact with continued support by donors. While some of the legal aid centres providing free aid to vulnerable children are funded by governmental authorities, there are still locations where it is provided only by the non-governmental sector, relying on donor funding.
171. The legal aid clinics through which law students can be trained in both theoretical and practical aspects of child protection and child rights under the supervision of lawyers from a legal aid institution promote ownership and sustainability by raising the awareness of future legal practitioners of child rights. Preparation of the compendium of relevant texts to be used by law faculties in the future supports continuation of the programme beyond the availability of the donor funding.

Ownership

Finding 5.2: The project activities and results were focused on building the system and the strong sense of ownership of the project was in part promoted by the Project Coordination Board. However, there is scope to further strengthen the ownership of local, cantonal, district and entity processes.

- 172. Most of the governmental stakeholders interviewed expressed a strong sense of ownership over the implementation of the Law, but the important role UNICEF played in the overall justice for children reform also meant that it was often perceived as the lead owner of the process and thus there is still scope for strengthening governmental institutions' ownership. When asked about the future priorities many respondents connected UNICEF with the governing institutions as the owners of the processes, and used the expressions such as "the next priority for UNICEF and the institution would be...".
- 173. The widespread understanding and awareness of the importance of J4C measures and the respect for child rights authorities is one of the major benefits of this project and, in many places, there is a critical mass of stakeholders willing and able to promote justice for children processes. However, all stakeholders are still counting on UNICEF to provide further support, including technical support, advocacy, but also financial support for parts of the programme.
- 174. The Project Coordination Board, which was recognized as unique for BiH in this field and as a good practice in promoting coordination and harmonization, had a major role in promoting ownership by governmental institutions. But the Board members still sometimes struggled with a full understanding of their role and the follow-up expected after Board meetings.
- 175. Many stakeholders felt that there would be rollbacks in project results if there is no UNICEF engagement from 2022 and that additional dialogue is needed with local authorities at all levels to further strengthen ownership.

Scalability

Finding 5.3: There is good scope for scaling up the Secondary Prevention Programme based on lessons learned and best practices gathered during Justice for Every Child Phase III. Similarly, there is great scope for scaling up the good practices from one region to another to promote the use of diversion and alternative measures, as well as the use of expert associates.

- 176. As per the schema on scalability included in the Inception Report and provided in annex 7, the evaluation team also assessed the potential of project activities for further expansion and scaling-up.
- 177. As mentioned elsewhere in this report, the project successfully adjusted its proposed activities to the contextual reality in different jurisdictions and geographic areas of BiH, which resulted in slightly different models being developed and implemented across the country. The secondary prevention programmes can provide the most visible example. Three different models for the secondary prevention programmes in schools were developed in RS, Sarajevo Canton and Tuzla Canton, and the models developed to react to identified cases of children at risk were even more numerous. As the full implementation of some of the programmes is relatively recent, there is a need for lessons learned and peer-to-peer exchanges between professionals who are working on different programmes to be able to

learn from each other and further improve the programmes. There is great scope to scale up the successful models of secondary prevention programmes and the relevant authorities will need support to decide on the most appropriate model. In RS all elementary and secondary schools use the secondary prevention model while the FBiH strategy on prevention of violence and violent extremism includes the recommendation to expand the secondary prevention to all the schools, but is as yet unclear which model would be used.

178. Although the diversion and alternative measures are almost identically foreseen by the Laws in the different jurisdictions in BiH, implementation on the ground varied greatly, with different diversion and alternative measures implemented to different extents in municipalities. It was also necessary to overcome resistance by some institutions. As an example, the correctional recommendation of volunteering was successfully implemented in Bihać almost immediately after the Law came into force in FBiH because there was a strong NGO "Zene sa Une" that helped facilitate the implementation while some municipalities consider that conditions are still not suitable to introduce the measure; the use of police warning is very much used in one municipality but almost non-existent in another; and the use of personal apology and compensation depends on the availability and skills of mediators. There is clearly great scope for scaling up the good practices from one region to another to promote the use of diversion and alternative measures.
179. The introduction and training of psychologists as expert associates, into the courts and prosecutor's offices was recognized as a major benefit for children in contact with the law. The evaluation team was told that there are currently 24 expert associates across the country but that this support would be more effective if the associates could cover all district and cantonal courts and prosecutor's offices. Although the associates who are newly hired, have no access to the detailed education programme organized for the first trainees, they can rely on their trained colleagues for support and peer-to-peer knowledge exchange. The evaluation team finds that there is also good scope for scaling up the usage of expert associates.

3.6 Coherence

EQ6.1: To what extent is UNICEF coordinating with development partners and other UN agencies to avoid overlaps, leverage contributions and catalyze joint work?

NB: The time allocated to data collection did not allow the evaluation team opportunity to conduct KIIs with either the European Union or any of the other UN Agencies. The findings below have been drawn based on the analysis of KIIs with UNICEF, the project's donors and other relevant organizations, as well as from responses to the online survey, and the desk research and document review processes.

Finding 6.1: UNICEF has made positive steps in terms of leveraging contributions and catalyzing joint work with the EU and the two organizations are key allies with regard to policy dialogue and advocacy efforts.

180. The evaluation sought to analyse the level of coherence UNICEF has achieved with development partners and other UN Agencies. In BiH, in terms of development partners, the EU remains the main stakeholder, in particular in its role with the judicial reform process, but also in terms of policy formulation and direct assistance and support to governmental institutions through the Instrument for Pre-accession Assistance (IPA), and to CSOs.

UNICEF and the EU developed an Engagement Plan, where agreement was made on joint key advocacy messages and the two organizations also cooperate in terms of policy dialogue. UNICEF is also engaged as an office for IPA funding. In practical terms, UNICEF sought out opportunities to collaborate with the EU, based on their respective comparative advantages. For example, UNICEF's standards were incorporated into the EU's infrastructure project to renovate the child detention facility in Orasje and UNICEF provided capacity-building support to the facility's staff. Cooperation was also successful in terms of building four new courts, which have child-friendly rooms in accordance with the standards developed.

"The synergies (between UNICEF and the EU) are good, and we speak with one voice." KII

181. However, the evaluation finds that going forward, UNICEF should work even more closely with the EU and its priorities, especially with regard to the National Justice Reform Strategy. For example, the huge training needs should be fully institutionalized. The ministries have limited capacity, and political backstopping, particularly at the higher levels, is missing. Through creating a closer partnership with the EU, UNICEF can lobby and advocate together with the EU to push these issues onto the political agenda.

Finding 6.2: There is potential for coordination with other UN agencies, in order to maximize resource potential and strengthen complementarities.

182. With respect to other UN Agencies, UNDP is the main potential partner, and the two agencies have a partnership as and when needed. Although UNDP is no longer actively involved in justice sector reform in BiH, there are other areas where the two agencies could explore collaboration. UNICEF's J4C project built on the successes of UNDP's Victim and Witness Support Programme, in particular with regard to multisectoral coordination mechanisms and the provision of free legal aid. However, since then, there has been little opportunity for coordination between the two agencies on J4C programmatic work, largely because UNDP phased out of supporting the justice sector. The J4C project's donors in particular pointed out the need for greater coordination between UNDP and UNICEF. One opportunity that is currently being explored relates to UNDP's local budgeting initiative, and the possibility of integrating some of UNICEF's strategic planning processes into the local budgeting processes (see also above under 3.5 - Sustainability). While this is a long-term and challenging task, the opportunity should be actively pursued by both agencies, not just to leverage synergies and enhance coordination, but also as a valuable contribution towards furthering the sustainability of the J4C project results.
183. The United Nations Development Assistance Framework previously provided opportunities for coordination and technical support among the agencies and has been replaced by the United Nations Sustainable Development Cooperation Framework (UNSDCF). The new UNSDCF and UNICEF's Country Programme Document, will include a joint outcome on Governance & Rule of Law, providing greater opportunity for coordination and synergies between agencies.

3.7 Cross-cutting Issues

EQ7.1: To what extent does the project adopt a human rights-based approach and integrate gender and other social-inclusion considerations relevant to boys and girls?

Finding 7.1: The project successfully adopted a human rights-based approach in its design and implementation, working on both the supply and demand sides of development programming. However, while the project does include some gender disaggregated data, gender and social inclusion are not the primary focus of the project.

184. The project was designed from the outset from a HRBA perspective, and addressed the institutional development and capacity-building of duty bearers through outcome A, combined with awareness-raising of rights holders under outcome B. The HRBA crucially works with both service providers, in terms of strengthening their capacities to deliver transparent, accountable, equitable and quality services, and with rights-holders to raise awareness of their rights and develop their capacities to demand them. The evaluation team finds that the project was successful in both its design and its implementation in adopting the HRBA.
185. There is less evidence as to how the project integrated gender and other social-inclusion considerations relevant to boys and girls either into the project design or into its implementation. While the project did include families' and children's perspectives to some extent in the project and empowered them through raising awareness of their rights, the evaluation team find that the project could have gone further in this regard. The project was successful in advocating for the inclusion of gender disaggregated data in the CMS implemented by the HJPC, and some gender disaggregated data was included in its indicators. As one of the project donors commented "*gender is not the strongest part of the project*".
186. The extensive capacity-building aspect of the project involved the relevant expertise on child rights, also including the Ombudsman for Children as an educator, and used the Guidelines on Best Interests of the Child, produced with the support of UNICEF. While child consultations were integrated in the development of some activities (development of indicators to identify children at risk in RS as an example), they were not necessarily included in all activities and child-friendly information materials, although some were planned as part of the project, but are not yet available. Options to use alternatives to detention for children are still to be fully explored.

EQ7.2: To what extent was the Project able to adapt to the COVID-19 context and adjust its activities accordingly?

Finding 7.2: UNICEF was able to respond swiftly to the COVID-19 context through amending certain project activities and adjusting its implementation approach. All partners were satisfied with the speed and manner with which UNICEF reacted to adapt the programmes to the pandemic and address the newly emerging priority children's needs. However, while recognizing the challenges, greater use of online delivery of training and other project activities could have been made.

187. In response to the COVID-19 pandemic, which reached BiH in early March 2020, UNICEF, in collaboration with the competent ministries and NGOs, identified the following priorities in terms of social and child protection, as detailed in the UNICEF BiH COVID-19 response plan:
 - Support BD, entity, including relevant cantonal and municipal institutions to conduct rapid assessments of the situation of the social protection beneficiaries and, based on that, propose immediate response measures and social protection programmes;

- Ensure continuity of child protection services;
- Mitigate risks of all forms of violence and abuse of children; and
- Address mental health and psychosocial support and stigma prevention.

188. As a result, activities under output A7 were amended and additional indicators were identified relating to: the number of children both directly indirectly affected by COVID-19 benefiting from quality child protection support and standards; the number of children directly and/or indirectly affected by COVID-19 benefiting from mental health and psychosocial support; and the number of cantonal assessments completed and social protection programmes developed.
189. Funds were immediately freed up from both of the project's donors in order to procure personal protective equipment (PPE) and IT equipment to continue implementing the project's activities. Una-Sana Canton was prioritized for PPE because of the number of refugees and migrants. A needs assessment was conducted, and the project was continuously working with its partners to provide the requisite support.

"UNICEF was able to keep children at the centre of the government's response to COVID-19." KII

190. A positive side-effect of the COVID-19 context was that multisectoral coordination improved even further, as different sectors realized their need to work with their colleagues. Another positive outcome was that there was a stronger will among governmental institution partners to cooperate with NGOs in their COVID-19 response efforts.
191. While UNICEF's response was timely and appropriately addressed the needs of stakeholders, the COVID-19 pandemic had a negative impact on the project, especially for the secondary prevention programme, and it was difficult to achieve the same level of outreach. The pandemic certainly had an impact in slowing down the implementation of activities and the secondary prevention programme had fewer opportunities once children switched to online school. Similarly, expert associates felt that there were fewer coordination meetings because of the COVID-19 situation and that the judiciary did not take into consideration child rights sufficiently. However, a knock-on effect of this was to indicate the need that support should also be extended to families, as to some extent COVID-19 opened the door to where the secondary prevention programme should focus next.

4. Conclusions

192. The evaluation findings show that UNICEF has successfully implemented three phases of the Justice for Every Child project in BiH over a ten-year period, achieving meaningful and quantifiable results. They have built and maintained close working relationships with its key stakeholders, which has the effect of building trust through continually demonstrating that UNICEF is a reliable and active partner. While it has positioned itself as an integrator, coordination without UNICEF remains a key challenge and the overall fragmentation of the operating environment represents a sizeable constraint.

Relevance

193. [Conclusion 1] UNICEF positioned itself as the lead actor addressing access to justice for children issues in BiH. The J4C project was relevant both to UNICEF's own strategic priorities, but more importantly, to those of BiH and its entities and district, and those of its donors and development partners. The project design was evidence-based and informed by extensive stakeholder consultations, although undertaking a gender and social inclusion analysis and the additional capturing of the voices of children could have further strengthened the design and implementation. The practice of stakeholder consultation seems well embedded and provides a solid foundation of good practice among actors. UNICEF's role in advocating for the voices of children to be incorporated, and where appropriate providing or facilitating access to capacity-building should be strengthened. [Findings 1.1 and 1.2]

Efficiency

194. [Conclusion 2] The J4C project provided good value for money, with results being achieved beyond the sum of the component parts. Cost efficiencies were achieved through a lean staffing structure and utilizing to the greatest extent local or in-house expertise. Strong partnerships were created with relevant stakeholders and the use of NGOs/CSOs to support project implementation was not only cost-effective but also had the knock-on effect of strengthening the relationship between governmental institutions and civil society. Good examples are the referral mechanism utilized in RS as part of the school-based secondary prevention programme or the implementation of the community-based diversionary measures. The project had an M&E framework that was very much tied to the programmatic M&E structures and the project's indicators were not sufficient to fully capture the project's results. The indicators were purely quantitative, failing to capture fully the project's progress and results. A greater use of qualitative indicators that measure perceptions and behaviour at the outcome level would probably better capture project progress and results, as well as contributions towards the outcomes and impact. [Findings 2.1 and 2.2]

Effectiveness

195. [Conclusion 3] The project has achieved tangible and measurable results contributing towards ensuring that children in justice processes are dealt with in compliance with international standards on justice for children and that decisions are taken in their best interests. However, the project was hampered to some extent by the complexities of the context within which it was operating and the fragmentation of the system across state,

entity, district and cantonal lines. This meant that UNICEF had to localize and tailor each of its interventions at the local level, in order to achieve measurable results. The fragmentation of the system has also meant that children throughout BiH do not have access to the same level of support services. It is the evaluation team's assessment that without this level of localization, with tailor-made, contextualized initiatives, the project would not have progressed as well as it did, and results would not have been as successful. UNICEF was able to achieve the results it did through tailoring each intervention to the specific context, be it BiH level, entity, district, cantonal or municipal. But the fragmentation of the system and the level of contextualization that was required means there is not yet a fully harmonized approach and that some of the interventions and results were also uneven. Given the realities of the context within which the project is being implemented, it seems expedient for UNICEF to continue to strongly advocate for a harmonized approach but, where this is not possible, to tailor interventions to the realities on the ground. [Findings 3.1 and 3.2]

Impact

196. [Conclusion 4] The project has had broad-ranging impact in improving the position of children within the justice system in BiH. Through integration of the best interests of the child principle, the project has contributed towards completely changing the approach towards children in the justice system. This has been integrated into the normative framework through legislative and policy reforms, as well as into service provision from a wide range of stakeholders including courts and prosecutors' offices, CSWs, CMHs, schools, free legal aid providers and NGOs/CSOs. While it is certain that some activities and results would have been achieved without UNICEF's support, it is equally certain that results would not have been achieved to the extent that they have, nor as quickly. [Finding 4.1]

Sustainability

197. [Conclusion 5] The project has had key successes with regard to ensuring sustainability of results after the end of the project. In particular, aspects which have been included in the legislative and policy frameworks, official procedures of school programmes, and are budgeted for, are likely to continue because these aspects are now embedded in practice and they are resourced. [Findings 5.1 and 5.3]
198. [Conclusion 6] The biggest constraints to sustainability are the availability of funding and the absence of sufficient political backstopping at the highest levels, to ensure that children's access to justice remains a key priority in the future. There are concerns among stakeholders that once the project comes to an end, there will be a lack of supervision and quality control over the process, as well as a lack of accountability, which may lead to previous results regressing. [Finding 5.1]
199. [Conclusion 7] UNICEF was recognized as the lead coordinator in terms of access to justice for children in BiH and among all the stakeholders had a niche role as integrator. While one of the biggest impacts the project has had is in terms of developing multi-stakeholder coordination among all relevant actors, this will remain a critical challenge going forward, particularly in the foreseeable vacuum at the project's end, which might be addressed by exploring the opportunities for the continued functioning and transformation of the Project Implementation Board into a J4C, or broader, coordination body. This could provide an effective avenue for advocacy and coordination and provide the drive for greater sustainability of results. [Finding 5.2]

200. [Conclusion 8] There is a strong sense of ownership among stakeholders with regard to the project's interventions, but UNICEF also played an important role in the overall reform of justice for children in BiH and was often perceived as primary owner of the process. In this sense, there is still scope for strengthening ownership. [Findings 5.1 and 5.2]

Coherence

201. [Conclusion 9] The key stakeholder in BiH in terms of development remains the European Union. UNICEF established a strong working partnership with the EU, including a coordinated engagement strategy and synergies across specific interventions. UNICEF should continue to promote its partnership with the EU to move forward on certain interventions and to coordinate further on policy dialogue and advocacy issues. [Finding 6.1]
202. [Conclusion 10] During the third phase of the project implementation, there was little scope for strengthening collaboration with other UN agencies, including UNDP. However, this collaboration should continuously be explored in future to promote joint objectives more efficiently and to maximize resource potential and strengthen complementarities with other UN agencies. [Finding 6.2]

Cross-cutting issues

Human rights-based approach and gender equality and social inclusion

203. [Conclusion 11] By adopting a human rights-based approach in the project's design and implementation, it was possible to address issues on both sides of the development equation, namely on both the supply (service provision) and demand (rights-holders) sides. This provided an opportunity to strengthen the normative framework and capacities of relevant institutions to implement the Law and provide quality services, to better informed and aware children. A stronger gender and social inclusion analysis and focus would have allowed for a stronger response to gender equality and social inclusion issues, and additional efforts in capturing the voice of children could have improved results. [Findings 1.2 and 7.1]

COVID-19 response

204. [Conclusion 12] UNICEF's swift response and timely and appropriate adaptation of project activities provided for its successful transition at the outbreak of the COVID-19 pandemic. By keeping children in the centre of BiH's response to COVID-19, it was possible to adjust the project and continue with implementation of its activities. Despite this, COVID-19 has impacted on project activities and caused certain delays. Additional technical support to project partners and beneficiaries potentially could have allowed the transition of a greater number of capacity-building programmes and awareness-raising activities to an online format, including by utilizing social media and modern technologies such as podcasts, online forums and chatrooms. [Finding 7.2]

5. Lessons Learned

205. **Lesson Learned 1:** UNICEF's name carried weight and it is recognized countrywide for its technical expertise, its coordination role, and the major contribution it has made in the reform

processes of the justice system for children. Lessons learned show that care should always be taken to ensure this does not impact on ownership of the processes and achievements by governmental institutions, particularly with regard to budgeting and coordination. [Findings 5.1 and 5.2]

206. **Lesson Learned 2:** In an institutionally and legislatively fragmented context such as BiH, it is crucial to tailor each intervention to the specific local context to achieve results and promote the sense of ownership even though consistent harmonization of law, policies and practices may not be achieved. However, peer-to-peer exchanges, multi-stakeholder education programmes and coordination meetings can further promote harmonization. [Findings 2.2, 4.1, 5.1 and 5.2]
207. **Lesson Learned 3:** The success of a wide-ranging and encompassing reform process requires a strong Project Coordination Board with high-level membership and country-wide representation to promote coordination, including between different sectors, and harmonization of efforts towards justice for children across BiH. It is therefore important for the Board members to have a full understanding of their role and of the follow-up expected, including in planning and budgeting, to promote the results. [Finding 5.2]
208. **Lesson Learned 4:** Without multisectoral coordination the project would not have succeeded in several important areas: achieving a high level of support for children encountering the justice system in different ways, as victims, witnesses, alleged offenders; introducing a holistic approach to ensuring their rights and identifying and supporting children at risk; and promoting a better understanding of the roles of different sectors in supporting children. [Finding 4.1]
209. **Lesson Learned 5:** The success of interventions that require involvement and coordination of different stakeholders, such as the implementation of diversion and alternative measures or secondary prevention programmes, depends on sufficient capacities and involvement of all relevant stakeholders. The project correctly recognized the need for social service strengthening for effective results in justice for children. [Findings 3.1, 4.1 and 5.3]
210. **Lesson Learned 6:** Effective implementation of the project, particularly for some diversion and alternative measures, required bridging the gap between governmental representatives and civil society organizations and creating the space for their effective cooperation. [Findings 2.2, 3.1 and 5.3]
211. **Lesson Learned 7:** It takes time to change mindsets when new policies and practices are introduced, as seen from the differences in the adoption of diversion measures foreseen by the Law by police and prosecutor's offices. Changing mindsets requires multiple approaches including continuous education programmes, coordination and peer-to-peer exchanges, and accountability tools, as well as high-level ownership, instruction, promotion and lobbying by relevant stakeholders, and public campaigning. [Findings 2.2, 3.1, 3.2 and 5.1]
212. **Lesson Learned 8:** Elementary schools were shown to be highly successful in running secondary prevention programmes, including through identifying and responding to children at risk. With the exception of some secondary schools, the programmes were enthusiastically accepted. Successful secondary prevention programmes can lead to improved multisectoral cooperation, awareness-raising about the needs of children at risk and the development of referral mechanisms. [Finding 5.3]

213. **Lesson Learned 9:** The introduction of mandatory training and certification for professionals working with children led to great progress in awareness-raising for child rights but this requires sustainable access to continuous training and education programmes to make sure that there is a sufficient number of certified professionals to cover the turnover of staff.
[Findings 3.2 and 5.1]

6. Recommendations

214. Recommendations for UNICEF have been developed on the basis of the key findings of the report. However, because the project is ending in November 2021, after 10 years of project implementation, the recommendations for action are more broad-based, looking at UNICEF's potential role going forward. Thus, the recommendations are forward-looking and strategic, and are not necessarily linked to specific interventions. The recommendations have been prioritized according to high, medium or low priority.

Recommendation 1: UNICEF's role in improving access to justice for children in BiH should be redefined to shift from being responsible for project implementation together with local partners to a monitoring, oversight, technical support and advocacy role.

Recommendation targeted at UNICEF, high priority, based on conclusions 1, 6 and 7.

215. UNICEF's new Country Programme Document 2021–2025, sets out its vision over the next five years, including a continuation of support to strengthen access to justice for children in BiH. In order not to lose the gains made during the 10 years of J4C project implementation, UNICEF should continue to have a role, but this should shift from being the main implementer to having more of a coordination role, bringing people together, sharing lessons learned, providing technical advice, and lobbying and advocating for key issues affecting children's access to justice. The Exit Strategy for the project already envisages UNICEF moving into more of a monitoring and oversight role, continuing to provide technical support with key advocacy and policy dialogue messages and priorities. UNICEF should negotiate and advocate with BiH, entity, district, cantonal and municipal representatives to improve awareness of the systems and models that are available, and which should be utilized. It is important that UNICEF's advocacy, monitoring, oversight and technical support efforts should strive to ensure that the models, mechanisms and tools developed through the project be rolled out and embedded into the system to avoid stagnation, or worse, regression in the project results. In particular, this applies to the secondary prevention programme, further roll-out of alternative and diversion measures, victim and witness protection measures, and accessibility of quality, free legal aid. Exploration of opportunities for the potential continuation of the Project Coordination Board, re-defined as the J4C coordination body, could provide an effective avenue for advocacy and coordination and help ensure greater sustainability of results.

Recommendation 2: Coordination with the EU and other UN agencies should be capitalized on going forward, especially after the end of the project, to ensure both reinforcement of the results achieved to date and continued improvements in access to justice for children in BiH.

Recommendation targeted at UNICEF, high priority, based on conclusions 7, 9 and 10.

216. Within its role as integrator and with its monitoring, oversight and technical support activities, UNICEF should leverage to the maximum its partnership with the EU to push forward on key legislative and policy changes as well as to advocate for including relevant activities in EU IPA funds. There are unique opportunities to engage in policy dialogue and advocacy with relevant stakeholders in BiH to leverage commitment and resources for continued reform of the child protection/justice for children systems, and to ensure better harmonization of the policies and approaches leading to more equitable access to justice. Policy dialogue and advocacy should also aim to enhance sustainability of programmes, services and

interventions put in place during the Justice for Every Child project phases I to III. UNICEF should continue to advocate to elevate justice for children/children's access to justice as a rule of law priority and ensure that it becomes an integral component of BiH's reform agenda for EU accession. In June 2021, after the project evaluation phase, the EU Parliament noted in its Commission Report on BiH "progress in the field of child protection, including the implementation of Laws on Protection and Treatment of Children and Juveniles in Criminal Proceedings and the establishment of a system of foster care; recalls the need for an action plan on child protection and further measures to ensure the implementation of children's right to health, education, protection, justice and equal opportunities through inclusive education and prevention of violence against children." This should be leveraged by UNICEF going forward.

With regards to other UN agencies, UNICEF should continue to explore opportunities with UNDP for including children's access to justice in the local planning and budgeting processes. Greater sustainability for J4C would be provided by its **incorporation** in regular planning and budgeting. This could include for example: J4C municipal action plans; strengthened social services to be able respond to the needs of children in conflict with the law, child victims and witnesses and children at risk, as identified through the secondary prevention programmes; grants to civil society organizations supporting the implementation of correctional recommendations or responding to children at risk; and organizations that provide free legal aid for children, when these are financed from local budgets.

Recommendation 3: UNICEF should continue to advocate for adequate budgets to support key project results. J4C activities and the strengthening of social and child protection services should be included in the EU Instrument for Pre-accession Assistance to ensure that project results are not jeopardized and remain sustainable.

Recommendation targeted at UNICEF, high priority, based on conclusions 3, 4, 5, and 6.

217. UNICEF should continue to advocate for the models of service provision developed through the project to be planned and budgeted for at all levels to ensure their sustainability. In particular, UNICEF should continue to advocate for full institutional ownership, and support adoption of the entity and district J4C strategies, and entity and district level action plans on social service strengthening, which provide key actions, responsible parties, timelines and financial support required. The focus should be maintained to ensure that the project's achievements of the project endure.

Recommendation 4: UNICEF should prioritize any available funds and fundraising to further embed project results in the system, contributing to greater ownership and sustainability.

Recommendation targeted at UNICEF, medium priority, based on conclusions 2, 5, 6, 7, 8, and 11.

218. If any funds become available, UNICEF should consider continuing to support certain project activities to ensure full institutional ownership and sustainability of initiatives. Areas to consider include, in no order of prioritization:

- Promote peer-to-peer exchanges and specialized capacity-building for project stakeholders;
- Include BiH court judges and prosecutors in capacity-building;
- Support further expansion and more effective implementation of diversion and alternative measures by continued awareness-raising, capacity strengthening and

oversight. Consider introducing a performance quota system for judges and prosecutors pronouncing diversion and alternative measures.

- Advocate for the establishment and equipping of child-friendly rooms in line with the developed standards and monitor their use.
- Learn from the lessons gained in trying to introduce the secondary prevention programme into secondary schools, and redefine the model, so it can be re-tested. Children in secondary schools have reached the age at which they can be considered criminal minors, so it is crucial that they have access to the support and services they require to avoid coming into contact with the justice system.
- Continue advocating for, and supporting the establishment of, viable alternatives to pre-trial detention of children.
- Use data and monitoring systems continually for accountability and transparency and to inform further directions of support.
- Advocate for the implementation of relevant juvenile justice legislation to be inclusive of refugee and migrant children.

Recommendation 5: UNICEF should consider addressing the challenges for children in civil and administrative proceedings.

Recommendation targeted at UNICEF, low priority, based on Finding 3.2.

219. The focus of the J4C project and juvenile justice reform processes was on children in contact with the law in criminal proceedings. UNICEF should consider broadening its focus and providing support to the relevant authorities to ensure that the children in civil and administrative proceedings can also benefit from child-sensitive procedures, utilizing, as appropriate, the lessons learned, models and tools developed as part of the J4C programme.

Recommendation 6: Bearing in mind the objectives of the UNICEF Gender Action Plan, it is recommended to undertake a gender analysis at the beginning of the planning process for future projects and ensure monitoring of the implementation and results also from the gender perspective. This will help to identify the specific needs of girls and boys, women and men, as well as differences in access to information, resources and circumstances, and will assist in planning of activities based on findings.

Recommendation targeted at UNICEF, medium priority, based on conclusions 1, 3, 4, 5 and 11.

Priority recommendation addressed to the relevant authorities in BiH.

220. The models of service provision developed through the project, including specialized staff in police and prosecutor's offices and courts, the establishment and use of child-friendly rooms, models of implementation of diversion and alternative measures, free legal aid availability for children, secondary prevention models, and ongoing capacity-building should be urgently addressed and provided with budgets to ensure their sustainability. Relevant local authorities should take responsibility to organize peer-to-peer exchanges, multi-stakeholder education programmes and coordination meetings, to further promote harmonization of project results.

Priority recommendation addressed to the donors

221. In order to further consolidate the results of the project and to strengthen their sustainability, the donors should consider allocating any available funds to the priority areas detailed

above. In addition, the donors should support UNICEF in its advocacy and policy dialogue efforts with the EU and with the relevant institutions, to fully finance and embed project activities and results in the system.³³

³³ Note that the Government of Switzerland communicated in 2017 that funds would not be available beyond the current phase.

Annex 1: Terms of Reference

TERMS OF REFERENCE FOR:

Final Evaluation of Justice for Every Child Project, Phase III

Type of contract: International Institutional Consultancy

Duration: 1 December 2020 – 15 June 2021 (68 Days in total)

Requested by: UNICEF BiH and the Embassies of Switzerland and Sweden

Consultancy Mode: International

1. Introduction and Background

UNICEF Bosnia and Herzegovina (BiH), with the support of the Swiss and Swedish Embassies has been implementing the Project Justice for Every Child phase III since May 2018. These Terms of Reference outline the objectives, purpose, and evaluation questions to answer in the evaluation of this Project, as the Project comes to a close in April 2021 (there might be a possible no-cost extension until December 2021). The purpose of the evaluation is to assess progress made against planned objectives, identify overall lessons learned, particularly relating to project phase III and make strategic recommendations for future decision-making in the area of justice for children, both for UNICEF and local stakeholders. The evaluation should be conducted by a team of three over a period of 68 days.

2. Evaluation Context

BiH is a middle-income country in transition. Over twenty years after the end of a devastating war, BiH has progressed from a post-war recovery state to a potential European Union (EU) accession candidate. The State, Entity/District Brcko, Cantonal and local government institutions have demonstrated their commitment to reforming the justice for children system in BiH, however the complex institutional structure of the country makes comprehensive reform slow going. The overhaul of the justice for children system was initiated in 2010 with the adoption of the Law on Protection and Treatment of Children and Juveniles in Criminal Proceedings (hereafter: Law on Protection) in the Republika Srpska (RS), and later in the Brcko District (BD) and the Federation of BiH (FBiH). These Laws aim to establish a specialised system characterised by trained personnel, the use of diversion away from formal proceedings towards community-based measures, the availability of a wide range of alternative measures as sanctions, and specialised facilities and provisions for child victims/witnesses. The process of fully establishing this specialised system is ongoing.

The poor economic situation and fragile political environment contribute to enhancing children's vulnerability in multiple ways. The legacy of the war and the transition to a market economy have taken their toll on family integrity and social cohesion. This has resulted in an increase in the number and intensity of risk factors especially in the area of social behaviour of children. According to the ground breaking Balkan Epidemiological Study on Child Abuse and Neglect, among a sample of 2,746 children of age 11, 13, and 16 from 111 primary and secondary schools and 2,209 of their parents, 72.5 percent responded that they have experienced some form of physical violence, and 62.7 percent experienced psychological violence.¹ Further, UNICEF's Multiple

¹ BECAN Epidemiological Survey on Child Abuse and Neglect in Bosnia & Herzegovina, January 2012, p. 45. Available here: <http://www.becan.eu/node/29>.

Indicator Cluster Survey 2011–2012 found that 55% of children interviewed age 2-14 had experienced violent discipline in the month preceding the interview.²

In 2010, UNICEF, with the support of the Swiss and Swedish Governments, began implementing a project to support the protection of children's rights in the justice system, particularly in proceedings involving children in conflict with the law. UNICEF has been recognized as the lead agency in this area and has been working closely with key Governmental partners to strengthen the systems of justice for children on all levels. The first phase of the project contributed to: the implementation of the Republika Srpska (RS) Law on Protection and Treatment of Children and Juveniles in Criminal Proceedings (hereafter: Law on Protection) and the adoption of the Federation (FBiH) and Brcko District (BD) Laws on Protection; the implementation of nine Municipal Action Plans on Justice for Children, with a focus on diversion, alternatives to detention measures and prevention of juvenile offending, and measures taken to implement these; nine police stations equipped with child-friendly rooms; increased capacity and knowledge of professionals working with juveniles in justice for children and approaches to prevent or respond to offending; inclusion of juvenile justice modules in the curricula for capacity development of judges and prosecutors in RS; awareness among policy and decision makers on the situation of institutions for children and juveniles in conflict with the law in BiH; and increased attention and accountability of policy makers in ensuring institutions for children deprived of their liberty are monitored and up to internationally agreed standards.

Although tangible advancements in creating a child friendly justice system were achieved in many areas during the course of the first project, including elevating justice for children as a rule of law priority, much still remained to be done. The legal framework and its implementation, practices and services were yet to comply with justice for children standards. Against this backdrop, it was agreed among UNICEF and the donors to extend the Project for a second phase, from December 2013–November 2017. During this Phase secondary and tertiary prevention measures for children have been improved for children at risk and children in conflict with the law and access to justice has been increased to efficient support and protection services to child victims/witnesses of crimes and children in civil proceedings. However, there was more work to be done to enhance justice for children and sustain efforts achieved so far, the reason why the third, current phase of the Project has been agreed.

3. Project Overview

This project, referred to as *Justice for Every Child*³, phase III, is a continuation of UNICEF's prior engagement to improve justice for children in BiH. The efforts underway in the current, third phase of Justice for Every Child are fully aligned with UNICEF's broader goals to strengthen the child protection systems in BiH and enhance children's access to justice, as outlined in UNICEF's Country Programme Document 2015-2020⁴, which was agreed with government partners. This phase of the project has been developed to consolidate initiatives underway, and most importantly, strengthen the sustainability of efforts from the earlier project phases. The findings and recommendations from the 2017 Final Evaluation have informed the development of this phase as well, including a stronger focus on strengthening the social work and social service workforce for justice for children/child protection and on enhancing public financing for justice for children/child protection.⁵

While the Project has a country-wide focus due to its focus on strengthening justice for children and social welfare systems, certain programmes have been implemented in specific locations. The school-based

² The Agency for Statistics of BiH, the Federal Ministry of Health, the Ministry of Health and Social Welfare of the RS and the Institute for Public Health of the FBiH. (2013). BiH Multiple Indicator Cluster Survey (MICS) 2011–2012, Final Report. Sarajevo: UNICEF, p. 92.

³ The full title in Swiss documentation is: *Protection of children at-risk and children in contact with the justice system in BiH*

⁴ The Country Programme has been extended until 2020, to align it with the extension of the UNDAF until end of 2020, as per UNCT decision.

⁵ See Coram International, *Final Evaluation of the Justice for Every Child Project*: December 2013 – November 2017, May 2017.

secondary prevention programme has been implemented in the entire Republika Srpska, and Tuzla and Sarajevo Cantons in the Federation of BiH, and municipal justice for children action plans have been implemented in 17 Project locations.

The Project's Theory of Change is based on the findings of recent regional and BiH specific research on children's access to justice and evaluations of UNICEF's support to juvenile justice reforms⁶, and the fact that the child protection system in BiH is still largely a statutory response system that primarily intervenes when children and their families are in crisis, instead of intervening before risks escalate.

Key child rights violations identified through studies and evaluations extend to the following:

- Children's rights to access to justice is rarely realised, i.e. the vast majority of children whose rights are violated never seek remedy.
- While 6 out of 10 children experience some sort of violent discipline in the home and violence and abuse in the family have been identified as a primary reason for accessing the justice system, most children interviewed expressed that they would not approach adults outside of their family for assistance in relation to a perceived violation of their rights.
- Court decisions made on children's behalf are made without children being adequately heard.
- Children at risk of harm and/or offending have only limited access to preventative and support services.

Lack of access to justice is often considered a defining attribute of poverty and exclusion. Children from poor family background and other disadvantaged groups are simultaneously more likely to have their rights violated and less likely to seek and obtain remedy. While in general the right to access justice still seems, in the minds of many, including children themselves, inconceivable or unacceptable when it comes to children, this is even exacerbated for the child with a disability, the Roma child, the child in detention or deprived of parental care – to name just a few of the most excluded children. These groups of children will get special attention throughout the implementation of the Project as children's access to justice is at the core of UNICEF's equity agenda.

In line with the Theory of Change, the overall goal of this Project's phase is that children in justice processes and children at risk are dealt with in compliance with international standards on justice for children and decisions are taken in their best interests. This impact statement is consistent with the overall goal from the previous phases. The hypothesis is that this impact will be achieved in the long-term through two outcomes, which have complementary dimensions, a supply dimension and a demand dimension:

The Project aims to contribute to achieving the following two outcomes:

- The justice and social welfare systems are strengthened, including the conditions for financial sustainability, and more adapted and responsive to the rights and needs of children participating in justice processes.
- Children at-risk, child victims/witnesses, children in civil proceedings, children in conflict with the law and their caregivers are empowered with prevention programmes, legal support, and information to enable them to access justice.

By strengthening the justice and social welfare systems in adapting to the rights and needs of children participating in justice processes, including capacity-building of key institutions and professionals to ensure children's access to justice and to deliver child-friendly justice services, UNICEF and partners are strengthening the supply side. By providing children and their families with key skills they need to seek remedies through

⁶ UNICEF ECARO (2015), *Children's equitable access to justice*, Geneva. UNICEF ECARO (2015), *Multi-country evaluation on the impact of juvenile justice reforms on children in conflict with the law*. Geneva. UNICEF BiH (2015), *Children's equitable access to justice in BiH*. Coram International, *Final Evaluation of the Justice for Every Child Project: December 2013 – November 2017*, May 2017.

formal and informal systems, such as prevention programmes, legal awareness, legal aid, and other empowerment activities, UNICEF and partners are strengthening the demand side.

The notion of justice for children requires that child-friendly proceedings and services should be provided to children regardless of the manner in which they interact with the justice system. Within the project's focus, four primary categories of children can be distinguished: children at-risk of harm and/or offending; child victims and witnesses; children involved in civil proceedings; and children in conflict with the law.

In order to reduce child rights violations and equity gaps, changes have to take place in systems at various levels (national, regional, local) to ensure that they are fully operational. UNICEF with partners will work towards achieving the following system level results:

- Social norms are conducive to children's equitable access to justice;
- The legal and policy framework regulating children's access to justice at entity/ district and cantonal levels is adequate and in line with international standards;
- Required resources supporting children's equitable access to justice are allocated & disbursed at entity, district, cantonal and municipality/city levels and efficiently used;
- Management and coordination mechanisms are in place to support children's equitable access to justice and provide clarity of roles and accountabilities;
- Essential commodities/inputs required to ensure children's equitable access to justice are in place;
- Access to adequately staffed services, facilities and information is available for all children;
- Individual beliefs and practices of both providers and population supports children's equitable access to justice;
- Decisions are enforced and the right to reparation realised in a timely manner;
- Procedures and practices in the justice system and related support services adhere to quality standards (i.e. domestic or international standards).

A flagship programme of the project has been the school-based secondary prevention programmes, which aims to enhance the protection and wellbeing of children and adolescents through the early identification of risk factors associated with harm and/or offending behaviour and by providing support services directly within the school environment wherever possible.

In May 2020, UNICEF agreed with the Swiss Embassy to amend the project to allow for the reallocation of some funds for the COVID-19 response, including for procurement of Personal Protective Equipment and IT equipment for the child protection workforce, support for supervision to the social work and social service workforce and as an assessment of the impact of COVID-19 on social protection, and some aspects of child protection, in BiH.

4. Background

Justice for children requires an inter-disciplinary, multi-sectoral approach and thus, a diverse range of actors are justice for children stakeholders. Annex 7 contains a stakeholder analysis of key, primary and secondary stakeholders and with respect to the project's outcomes, an overview of their commitments, their

- specific needs of girls and boys, women and men, differences in access to information and resources, differences in circumstances are determined, and activities are planned based on the findings.

contribution, and how UNICEF intends to build their capacities and leverage their resources for J4C. Below is a summary of the key stakeholders.⁷

The Project Coordination Board includes the key stakeholders/project actors: entity and BiH Ministries of Justice, , the BiH Ministry of Human Rights and Refugees, the High Judicial and Prosecutorial Council (HJPC); Brcko District (BD) Government, entity Ministries of Social Protection/Welfare, Entity Ministries of Interior, entity Ministries of education as well as UNICEF and representatives from the Swiss and Swedish Embassies in BiH. All of these stakeholders are considered vital as they will play an important role in supporting the Project Management Team in overseeing activities and ensuring that the Project achieves its goals.

The entity Ministries of Justice play the most strategic role in terms of ensuring uniform implementation of the Laws on Protection and Treatment throughout their jurisdiction.

The Entity and Cantonal Ministries of Social Protection/Welfare play an important role in development of social protection/welfare policies and oversight of Centres for Social Welfare (CSWs). In RS, the Ministry of Health and Social Welfare plays a strong role in securing adequate resources for CSWs, while in the FBiH this role is at the Cantonal level.

The Entity and Cantonal Ministries of Interior set policy for law enforcement in their jurisdiction. The police play an important role in implementing the Laws on Protection and Treatment and they are usually the first in contact with child victims of violence, abuse, and exploitation and children in conflict with the law. The police play an important role also in considering diversion at an early stage.

Entity and Cantonal Ministries of Education as well as Pedagogical Institutes have an important role in the implementation and roll-out of the school-based secondary prevention programme.

The HJPC together with entity/Cantonal Ministries of Justice, defines the structural needs of courts and prosecutors' offices. The HJPC oversees the work of the entity Judicial and Prosecutorial Training Centres (JPTCs).

Municipal/City authorities are important project stakeholder as they are involved in local Justice for Children Working Groups. They are responsible for issuing a decision on establishment of the Working Group, which also defines its mandate.

Civil society and NGOs are engaged as partners in implementation of some interventions. In particular, NGOs in partnership with UNICEF have supported Municipal/Cantonal/City Working Groups and secondary and tertiary prevention measures: Human Rights Bureau, Tuzla, Human Rights Centre, Mostar, and Criminal Policy Research Centre, Sarajevo, RS Association of Psychologists, IN Fondacija.

5. Purpose and objectives of the final evaluation

As per the Project document, UNICEF and the Swiss and Swedish Governments have agreed to conduct a final evaluation of the Project. The evaluation should encompass all aspects of the Project, including the additional activities as a response to the COVID-19 emergency as set forth in the revised project document, while having a more in-depth focus on assessing the school-based secondary prevention programmes.

The main purpose of the final evaluation is to review and assess the relevance, efficiency, effectiveness, sustainability and impact of the third Phase of the Project. Considering that UNICEF with the support of the

⁷ Defined as actors who can significantly exercise influence on a reform; without support from these actors, the targeted results could not be achieved (SDC, PED Network, Tool No. 1, Stakeholder Analysis, p.3).

Swiss and Swedish Governments has supported the justice for children reform in BiH for nearly a decade, and that the Project phase III is the last phase of support from the Swiss Government, a particular focus should be however placed on assessing Government ownership and sustainability of programmes/activities/interventions put in place during the implementation of phases I-III of the Project as well, highlighting key bottlenecks that could hamper the continuation, and thus sustainability, beyond the Project duration and making strategic recommendations for future decision-making in the area of child protection/ justice for children, both for UNICEF and local stakeholders. The evaluation will assess progress against the Project targets/expected results throughout BiH and in all Project locations and provide an insight into the remaining bottlenecks to ensure continuous capacity-building of justice for children professionals, provision of child-friendly justice services to child victims of abuse, neglect, violence and exploitation, children in conflict with the law and children involved in civil proceedings, provision of services to children at risk of harm, and referral to and provision of support services to child victims.

The evaluation will have a more in-depth focus on the school-based secondary prevention programme considering the significant investments made into the development and roll-out of this programme and the potential of this programme to become a key entry point for the protection of children in BiH. The evaluation will achieve this by assessing and documenting the effectiveness of the established programme to the protection of girls and boys from the risk factors associated with harm and/or offending. The intention is to assess and to document the effectiveness of the programme in identifying and supporting children at risk in the school environment. Furthermore, the assessment will look into its relationship with external referral support services. The evaluation will assess the secondary programme through the equity lenses, focusing on gender differences and the support provided to the most vulnerable children.

The intended use of the evaluation is to inform about progress and gaps for further investments in the area of justice for children. The intended users of the evaluation will be primarily UNICEF and the Project staff, the Project Coordination Board, and donors. As well, the results of the evaluation will be shared and used for policy dialogue and advocacy – in line with the Project Exit Strategy and Advocacy Plan - with relevant entity, cantonal, municipal authorities and State institutions, and other stakeholders in the area of child protection/ justice for children. The evaluation process will be informed by the United Nations' Norms and Standards for Evaluation.⁸

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

The objectives of the final evaluation, while taking into consideration equity, gender, or/and human rights are to:

- 1) assess the Project results against the planned activities, through the lens of relevance, effectiveness, efficiency, sustainability and impact, and identify if there were any unintended project results;
- 2) assess and document the achievements and remaining challenges of the school-based secondary prevention programme;
- 3) identify lessons learned; and
- 4) make strategic and forward-looking recommendations for exit strategies or areas where interventions may still be warranted, e.g. continuous capacity-building of justice for children

⁸ United Nations Evaluation Group, (2016). *Norms and Standards for Evaluation*. New York: UNEG.

professionals, implementation and country-wide roll-out of diversion/alternative measures and the secondary prevention programme.

6. Key evaluation questions

A fair knowledge and understanding of the Project's context and operating environment will be required. In keeping with UNICEF priorities, a human-rights based approach, gender and social inclusion should be taken into consideration across all evaluation criteria. The evaluation will assess a number of elements to determine the Project's achievements and constraints, performance, results, impact, relevance and sustainability. The core evaluation question are:

6.1 Relevance and design: The extent to which the objectives address the real problems and the needs of its target groups, country priorities, associated national policies and donor priorities. Questions to be explored include:

- To what extent are the Project's objectives still valid?
- To what extent have the BiH/entity/cantonal/municipal stakeholders been taken into consideration, participated, or been involved in the development and implementation?
- Does the Project respond to the needs of the identified target groups and beneficiaries? Were the unique needs of girls and boys taken into consideration / to what extent was gender equality respected and mainstreamed within the project implementation?
- Are the Project's objectives and outcomes consistent and supportive of governmental policies, sectoral policies, and EU accession agenda?
- Was the design of the Project appropriate for reaching its results and outcomes?
- Have any changes been made to the Project's design during the implementation? If yes, did they lead to significant design improvements?
- Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership?

6.2 Project Efficiency (processes): Were inputs utilised or transformed into outputs in the most optimal or cost-efficient way? Could the same results be produced by utilising fewer resources? Questions to be explored include:

- To what extent has support to governments and NGOs as implementing partners been an efficient implementation modality?
- To what extent have the target population and participants taken an active role in implementing the Project? What modes of participation have taken place?
- How efficient are NGOs in supporting the implementation?
- To what extent were activities implemented as scheduled and with the planned financial resources?
- Are there any duplication of efforts?

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

- To what extent have the Project outputs and outcomes been achieved? Are they on track to be achieved as planned during the Project?
- What factors contributed to progress or delay in the achievement of products and results?
- What good practices or successful experiences or transferable examples have been identified?
- What is the quality of interventions and results achieved on local/municipality/Cantonal/Entity/BiH level?
- Have any changes in the overall context in BiH (political situation, emergency/floods) affected Project implementation and overall results?
- How have equity and gender been addressed throughout the project?

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

- In which areas did the Project have a significant impact (if identifiable at this stage)?
- How is the Project contributing to the overall reform process within the justice for children system in BiH?
- Which target groups and institutions benefit from the Project?
- How have cross-cutting issues, such as gender, disability, and reaching the most vulnerable children, been effectively taken up?
- How have justice for children standards been advanced through the Project activities?
- What factors favourably or adversely affected the Project delivery and approach? Was the Project successful in overcoming any external negative factors?
- Were there positive spill-over effects?

6.5 Project Sustainability: Probability of the benefits of the Project continuing in the long term.

- Has the Project created conditions to ensure that benefits continue beyond the Project?
- How well is the Project embedded in the institutional structures (State, entity and local) that will survive beyond the life of the Project and what are the main bottlenecks /challenges to ensure sustainability?
- How has the Project institutionalised training and overall capacity development efforts so far?
- Has an approach/model been developed that can be further disseminated throughout BiH and what is needed to ensure country-wide coverage?
- Is the duration of the current Project sufficient to ensure sustainability of the interventions?
- How has the Project strengthened the capacity of municipal, cantonal, entity and BiH governmental stakeholders to recognise and respond to children's needs within the justice sector?
- Which recommendations can be made to inform future strategies and programming?

6.6 Coherence: Measure of the level and quality of UNICEF cooperation with partners and implementing partners (e.g. donors, NGOs, Governments, other UN agencies etc.)

- To what extent have partnerships been sought and established and synergies created in the delivery of assistance?
- Were efficient and mutually satisfactory cooperation arrangements established between UNICEF and NGO partners? Other UN agencies? Governmental institutions? Other partners?
- Were partners' inputs of quality and provided in a timely manner? Have partners fully and effectively discharged their responsibilities?
- Does the Project contribute to the overall UN Country Strategy? Could some joint programming be envisaged in the future?
- Have any new partners emerged that were not initially identified?

7. Scope of the evaluation and limitations

A final evaluation will be conducted in the last six to nine months of the project which will assess overall impact and lessons learned. This will assist UNICEF in identifying areas that may require further support following the project completion. UNICEF will hire the external consultant directly.

The evaluation covers more in-depth the period May 2018 to November 2020, meaning the third phase of the project (a brief review and update will be undertaken at the end of the programme, in April 2021). However, in terms of government ownership and sustainability a broader focus will be taken into account as donors have invested in justice for children support for nearly 10 years (as there was the evaluation of Phase II completed in 2017, there is no need to go in-depth).

The programmatic scope of the Evaluation will be the Project's two objectives and ten specific outputs:

- To strengthen the justice and social welfare systems, including the conditions for financial sustainability, and make them more adapted and responsive to the rights and needs of children participating in justice processes.
- To empower children at-risk, child victims and witnesses, children in civil proceedings and children in conflict with the law with prevention programmes, legal support, and information to enable them to access justice.

Outputs: A1. Gaps in laws, by-laws, policies, and implementation identified and recommendations for further reforms are made; A2. Budgeting of laws, by-laws and policies for justice for children and social welfare systems are established and advocacy for financing by government has taken place; A3. Capacity building programmes designed and implemented; A4. Correctional recommendations increasingly available; A5. Enhanced availability of data on child protection for administrative and statistic purposes; A6. Municipal and Basic Courts are better equipped to conduct child-friendly proceedings; A7. Child protection in emergencies preparedness and response strengthened; B1. Increased availability of expert associates to support child victims/witnesses and children in conflict with the law; B2. Children at-risk benefit from prevention programmes in selected locations; B3. Improved availability of and access to legal aid for children and their families; B4. Increased knowledge and awareness of children and youth of how to access the justice system

The geographical scope of the evaluation should encompass FBiH, RS and BD, as well as overall progress in the 16 Project locations (covering 29 municipalities). However, it is not expected to conduct a detailed assessment in each location.

Another limitation to this evaluation refers to the overall timing of the evaluation amidst the COVID-19 emergency, which may affect evaluation implementation methodologically. Travel is restricted and social distancing measures are in place. It is not known how this situation will be developing. At present a remote inception and data collection is foreseen.

8. Methodology

In this evaluation, a mix-method approach will be applied, including both qualitative and quantitative research methods will be applied. The analysis will build on information collected from a variety of stakeholders, available data, as well as a desk review. The methodology should incorporate the following elements:

- Desk research, including review of all relevant Project documents: annual work plans, indicator monitoring table, monitoring reports, training material developed, guidebooks developed, decisions on formation of Working Groups, Municipal Working Group Action Plans, NGO implementing partner reports, Project Coordination Board minutes, Project Exit Strategy, etc. *Project has a wealth of information and data from the regular UNICEF's and partner's project reports and previous evaluations. The results of a research/in-depth interviews on preferred models of learning and access to information and child rights and justice for children will be available for the evaluation. The evaluation approach, data collection and analysis methods are rights-based and gender-sensitive.*
- Individual meetings and semi-structured interviews with UNICEF staff, the Swiss and Swedish Embassies, beneficiaries, NGO implementing partners, governmental stakeholders, and others benefiting from project activities, especially beneficiaries of the school-based secondary prevention programme and their parents. If the situation allows, face-to-face interviews and FGDs are planned. If due to COVID-19 travel or large meetings are not going to be possible, interviews will be conducted, and online modality will be used instead of the physical field work. Given the risks associated with COVID-19, recording and reporting of suspected adverse events; data handling and record keeping; quality control and risk management should be included.
- Half-day workshop with members of the Steering Board and other selected important stakeholders on validating preliminary evaluation findings from the 2nd draft evaluation report and identifying strategic priorities of potential future interventions.
- Online survey for Project beneficiaries, similar to one undertaken for mid-term review, which will allow for comparison of results.

A methodology is expected to be developed by the evaluation team within the inception phase, and shared with UNICEF, the Swiss and Swedish Governments for approval.

The overall methodological approach and design for the evaluation include gender and human rights responsive perspectives applying directly related key evaluation questions.

9. Key deliverables and time frame

The evaluation team is expected to produce and submit the following deliverables:

Task	Deliverable and short description of deliverable	Deadline	Number of working days (total for all 3 evaluators)
Desk review by evaluators	Inception Report, including work plan, methodology, and data	20 December 2020	8

	collection and analysis tools and instruments		
Review by UNICEF, Universalia HML IRB Ethics Review Board and all the relevant partners	Approval to start field work	25 January 2021	0
Incorporating UNICEF's inputs – Draft 2	Reviewed, second draft inception report, including work plan, methodology, and data collection and analysis tools and instruments	31 January 2021	
Incorporating inputs from donors and Project Coordination Board – Final report	Approval of final report, and approval to start field work	12 February 2021	
Field work: meetings, interviews, focus discussion groups, data analysis and writing the report.	1 st draft evaluation report: draft executive summary, findings, conclusions and recommendations from all data sources used in the evaluation . Note: the report needs to include a proposal of the “score board” regarding the sustainability and potential further action lines, including detailing the role of UNICEFF. Number of pages of the draft report: 60-70.	15 April 2021	44
Review by UNICEF, Universalia and HML IRB Ethics Review Board	Consolidated feedback provided.	30 April 2021 15	0
Incorporating UNICEF's, Universalia's and HML IRB's feedback.	2nd draft evaluation report	10 May 2021	10
UNICEF organising translation; sharing with the Project Coordination Board	2 nd draft evaluation report translation in local language	25 May 2021	0
Project Board members provide feedback	2 nd draft evaluation report translation in	10 June M 2021	0

	local language feedback in local language		
Prepare and deliver an online presentation with key findings and recommendations.	PPT presentation for use in online modality.	To be determined 2021	1
UNICEF organises translation of Project Board's feedback and ensures all other necessary feedback is collected.	2nd draft evaluation report feedback consolidated in English language and submitted to evaluators.	25 June 2021	0
Addressing feedback	Final evaluation report 40-60 pages long.	30 June 2021	5

Please note that work plan and methodology, draft reports and final evaluation report shall be submitted in English while an evaluation summary document and a Power Point Presentation shall be submitted both, in English and in Bosnian/Croatian/Serbian.

The researchers need to share data collected with UNICEF if reasonable and feasible within the parameters of the research timeframe and budget. In the report, evaluators should not refer to any personal data obtained during the evaluation, nor share any findings concerning individual children, families or individual institutions.

Dissemination of the evaluation results, with particular focus on the key findings and key recommendations will be planned after the Project's closure. The findings will be disseminated widely with all the key stakeholders, donor representatives, the Programme Coordination Board members, relevant line ministries, NGO partners, and the EU. The findings and recommendations will also feed into an updated version of the Project Exit Strategy and Advocacy Plan and jointly used by UNICEF and the Swiss and Swedish Governments for policy dialogue and advocacy to further leverage Government commitment and resources for child protection/justice for children's reforms.

Should there be a paragraph on Management Response: Recommendations in the evaluation report must be limited in number and actionable. Based on them, Project Team will be preparing Evaluation Management Response, and plan for advocating and implementing for the issues outline in the evaluation report.

The Final report should contain the following chapters and be aligned with the UNICEF- - Adapted UNEG Evaluation Reports Standards⁹ and the Global Evaluation Reports Oversight System¹⁰:

- Title page and opening pages
- Executive summary
- Context of Project implementation and project description (including the logic of the project design and expected results chain)
- Object of Evaluation(?)
- Purpose of the evaluation
- Evaluation criteria
- Evaluation scope and objectives
- The evaluation design and description of methodology, including how gender and human rights were incorporated into methodology

⁹ Available here: http://www.unicef.org/evaluation/files/UNEG_UNICEF_Eval_Report_Standards.pdf

¹⁰ Available here: http://www.unicef.org/evaluation/files/GEROS_Methodology_v7.pdf

- Findings
- Lessons learned
- Recommendations
- Conclusions
- Gender and Human Rights, including child rights
- Annexes

10. Evaluation team

The evaluation will be conducted by an international institution which needs to engage a team of three evaluators, one international as the evaluation team leader, one international as the child protection/justice for children specialist and one national from Bosnia and Herzegovina or international with a knowledge of local language and experience in child protection/justice for children, as it would be important that one member of the team speaks and writes Bosnian/Croatian/Serbian fluently.

UNICEF shall approve all members of the team upon receipt of individual CVs, references, and work samples.

The international evaluation leader will lead the evaluation process at all stages and coordinate cooperation with UNICEF and other stakeholders involved. The team leader will plan, supervise and coordinate the work of the other two team members. The evaluation team leader will be responsible for all components of the evaluation and responsible for provision of deliverables listed previously on time and of acceptable quality. International child protection/justice for children specialist will make sure that all the actions in evaluations are in line with the international standards in child protection/justice for children. The national team member will be in charge of the focus group discussions and liaison with the stakeholders within BiH.

The evaluation team leader will work under the supervision of UNICEF's Evaluation Manager, Child Rights Monitoring/Monitoring and Evaluation Specialist, overall supervision of the (Deputy) Representative and in close cooperation with UNICEF BiH's Child Protection Section and will report to

The number of working days will be shared between the evaluation team members based on the detailed days required as specified in the 'Key deliverables and timelines Section' of this ToRs.

The international evaluation leader is required to possess following competencies:

- Advanced university degree in law or social science (certificates in evaluation studies is an asset);
- Extensive experience in designing and conducting evaluations and surveys, quantitative and qualitative analysis and data analysis (minimum of 10 years);
- Excellent knowledge of monitoring and evaluation methodologies; sound judgment and ability to objectively evaluate programmes in terms of processes, as well as results achieved (evidenced through previously conducted evaluations and references);
- Experience in conducting evaluations related to child friendly justice or child protection;
- Proven knowledge on child rights, human rights, gender equality and social inclusion;
- Excellent written and spoken English;
- Excellent communication and presentation skills;
- Excellent skills in working with people and organising teamwork;
- Excellent analytical report writing skills;
- Excellent conceptual skills;
- Ability to keep with strict deadlines;
- Knowledge of the country context related to justice system is an asset;
- Familiarity with UNICEF's mission and mandate is an asset.

The international child protection/justice for children specialist:

- Advanced university degree in law or social science (certificates in evaluation studies is an asset);
- Extensive experience in managing child protection/justice for children country or international programmes on child protection/justice for children (minimum of 10years); and
- Extensive experience in child protection/justice for children research and evaluation (minimum 5 years);
- Good knowledge of monitoring and evaluation methodologies; sound judgment and ability to objectively evaluate programmes in terms of processes, as well as results achieved (evidenced through previously conducted evaluations and references);
- Experience in conducting evaluations related to child friendly justice or child protection;
- Proven knowledge on child rights, human rights, gender equality and social inclusion;
- Excellent written and spoken English required;
- Excellent communication and presentation skills;
- Excellent skills in working with people and organising teamwork;
- Excellent analytical report writing skills;
- Excellent conceptual skills;
- Ability to keep with strict deadlines;
- Knowledge of the country context related to justice system is an asset;
- Familiarity with UNICEF's mission and mandate is an asset.

The national (or international with local language skills) member of the evaluation team is required to possess the following competencies:

- Advanced university degree in law or social science;
- Expertise in child protection/justice for children;
- Minimum 5 years of expertise in the area of evaluation and experience in programmes related to justice and child protection;
- Proven knowledge on child rights, human rights, gender equality and social inclusion;
- Proven knowledge of the justice system and child protection system in Bosnia and Herzegovina;
- Demonstrated ability to prepare interview/focus groups protocols and other evaluation instruments;
- Excellent communication and presentation skills in English for international team members; excellent communication and presentation skills in Bosnian/Croatian/Serbian and English for national team members;
- Excellent analytical and report writing skills;
- Familiarity with UNICEF's mission and mandate is an asset.

The consultants must not have any relation to the programme, or UNICEF, or would personally benefit from the result of the evaluation.

11. Duty station and official travel involved

All of the field work will take place in Bosnia and Herzegovina; depending on the UN travel policy relating to COVID-19 at the time of implementation. All official travel will be scheduled, agreed and approved by UNICEF during the inception phase. The budget for this proposal needs to be planned for the face to face workshops and meetings with all the COVID-19 protection measures in place. If, however at the time of evaluation implementation the COVID-19 situation in BiH and related government measures are such to prevent face-to-face implementation, then the travel and face to face activities will be cancelled and all evaluation activities will be conducted online.

12. Ethical considerations

UN/UNICEF's ethical guidelines will be followed in all phases of the Evaluation. Bidders should indicate as part of their technical proposal how they intend to incorporate ethical standards in the survey planning, implementation and reports writing. Bidders need to consider the following aspects of ethics in research: The evaluation will employ the principle of the 'best interests of the child', in which the welfare and best interests of the participants will be the primary consideration in methodology design and data collection. The valuation (where relevant) will be guided by the UN Convention on the Rights of the Child, in particular Article 3.1 which states: "In all actions concerning children, whether undertaken by public or private social welfare institutions, courts or legislative bodies, the best interests of the child shall be a primary consideration." All evaluators must have proof that they have undertaken a course in ethics in research with children and adults. Specific considerations for research related to children and/or sensitive issues (such as violence against women and girls) will be included. Additional sources of guidelines and standards are to be taken in consideration (e.g. UNICEF's guidance on children in research¹¹, WHO's guidance on violence research¹²).

Informed consent must be requested in writing from all participants of the evaluation. Participants must be informed before giving consent that in case a specific breach of human right is raised during the interviews (for example: violence against children or adults), that this will need to be shared with relevant authorities, in accordance with UNICEF's standards and existing legislation in BiH. After this notification, participants can decide if they will participate in the evaluation. All other information given during the FGDs and interviews will be kept confidential.

Bidders need to indicate that they can secure venues for FGDs/interviews, which are in line with the rules of privacy protection and respectful, comfortable setting, where participants cannot be overheard.

Particular care will be taken to ensure that questions are asked sensitively and in a child-friendly manner, where needed, that is appropriate to the age, gender, ethnicity and social background of the participants. Evaluators will speak with participants in their local language. Clear language will be used which avoids victimisation, blame and judgement. Where it is clear that the interview is having a negative effect on a participant, the interview will be stopped.

Culture of all participants will be respected. Bidders need to indicate how they will ensure cultural understanding of the context and how they will ensure to respect it while researching.

Physical safety and well-being of researchers and participants must be ensured at all times. COVID-19 situation needs to be considered, including ensuring social distancing measures, unless the COVID-19 situation changes. Bidders need to indicate how this will be ensured.

All data will be securely stored during the research. One month after the research all data will be erased from computers/laptops and hard copies destroyed. Proof of having IT skills to do this needs to be indicated by the Bidder (Company or Institution) when submitting the proposal.

¹¹ Available here: <https://www.unicef.org/media/54796/file>

¹² Available here: https://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf

The contractor is required to clearly identify and address any ethical issues and approaches.

UNICEF will provide oversight of the ethical components of the evaluation process and report through an ethical review by UNICEF's Internal Review Board for the: Inception Report, First Draft Evaluation Report and Final Evaluation Report. This will be done based on UNICEF's Criteria for Ethical Review Checklist.

13. Duration

Expected duration of the contract is from 1 December 2020 – 15 June 2021 (68 Days in total)

FOR RFP

14. Estimated cost

All financial costs need to be proposed by the applicant and itemized accordingly.

The evaluation team/Bidder/agency/institution will be paid upon successful completion of assignments and submission of the deliverables in accordance with the following suggested payment schedule:

UNICEF will not provide logistical support nor transport.

15. Percentage of payment

20% upon approval of the final inception report

20% upon approval of the first draft evaluation report

60% upon approval of the final evaluation report

16. Criteria for selection of the best proposal:

The best proposal will be selected based on a weighted ratio of scores : 70 % for technical part & 30 % for financial part of the offer.

The joint UN assessment team will select the proposal, which is of the highest quality, clear and meets the stated requirements and offers the best combination of technical and financial score in aforementioned ratio.

17. Proposal technical evaluation:

The minimum percentage of points for technical proposal to pass to further evaluation (financial evaluation) is 70%, i.e. 70 points.

Below is table with number of points assigned to each of the criteria for the technical part of the proposal only.

Technical Evaluation Criteria	Max. points
Quality of the technical proposal including a clear outline of the scope of work and a plan for implementation including logistical arrangements of all key deliverables	50
Qualifications of the Evaluation Team Leader/International consultant (as per the requirements) including sample reports/evaluations	20
Qualifications of expert(s) (as per the requirements) including sample reports/evaluations	20
High quality samples (reports) of previous evaluations conducted by the bidder.	10
TOTAL TECHNICAL SCORE	100

18. Proposal Financial evaluation:

All proposals that passed technical evaluation are subject to financial evaluation. Financial proposal with the lowest offer (price) will score the maximum points for financial part (30 % or 30 points).

19. Final review and calculation:

The best proposal is calculated based on above mentioned weighted ratio/combination of 70 % for technical & 30 % for financial part of the offer.

The joint UN assessment team will select the proposal, which is of the highest quality, clear and meets the stated requirements and offers the best combination of technical and financial score.

20. Support provided by UNICEF:

To achieve the abovementioned objectives, UNICEF will share available project documentation, project reports, available analytical documents and other available data it may have, contact lists of implementing partners and project board members. UNICEF will prepare an introductory letter to introduce evaluation and evaluation team to partner institutions. If evaluators face obstacles in the field, this will be discussed with UNICEF and solution agreed. Contact supervisor will act as the Focal Point.

In case of travel (depending on COVID-19 situation), bidder needs to organise and pay own transportation costs.

21. UNICEF recourse in case of unsatisfactory performance

UNICEF reserves the right to withhold all or a portion of payment if performance is unsatisfactory, if work/outputs is incomplete, not delivered or for failure to meet deadlines.

UNICEF reserves the right to cancel the contract and not accept the services of the Bidder for the Evaluation in case it does not meet the standards.

22. Eligibility for applications:

International companies, research institutes and universities (registered outside of Bosnia and Herzegovina).

23. Annexes

1. United Nations Development assistance framework (UNDAF), 2015-2020
2. Country Programme Document Bosnia and Herzegovina, 2015-2020
3. Project Document: Justice for Every Child, May 2018 – April 2021
4. J4C II Evaluation Report, December 2013 - November 2018
5. J4C III - Exit Strategy and Advocacy Plan, v. June 2020
6. Children's Equitable A2J Report
7. Children's Access to Justice Conference Report

Annex 2: Evaluation Matrix

Evaluation criterion: Relevance

Relevance and design address the extent to which the Justice for Every Child project and its underlying theory of change are relevant in addressing problems and needs of the target groups, country priorities, associated policies and donor priorities

EQ1.1: To what extent do the objectives address the real problems and the needs of the project's target groups, country priorities, associated policies and donor priorities? (Context should consider children's needs, BiH/RS/BD priorities, country and regional situation, and partner landscape)

Sub-questions

- To what extent are the project's objectives still valid?
- To what extent have the BiH/entity/cantonal/municipal stakeholders been taken into consideration, participated, or been involved in the development and implementation?
- Does the project respond to the needs of the identified target groups and beneficiaries? Were the unique needs of girls and boys taken into consideration? To what extent were gender equality and social inclusion respected and mainstreamed within the project implementation?
- To what extent was the project designed in line with the human rights-based approach?
- Are the project's objectives and outcomes consistent and supportive of governmental policies, sectoral policies, and EU accession agenda? **[relevant to scalability]**
- Was the design of the project appropriate for reaching its results and outcomes?
- Have any changes been made to the project's design during the implementation? If yes, did they lead to significant design improvements? **[relevant to scalability]**
- To what extent was the project able to respond and adapt to the COVID-19 pandemic?
- Were coordination, management and financing arrangements clearly defined and did they support institutional strengthening and local ownership? **[relevant to scalability]**

Evaluability Assumptions	Illustrative Indicators of Achievement	Source(s)	Collection Method	Data Analysis Approach
The real problems and needs of project target groups can be identified through UNICEF documentation including	1. Needs assessments conducted by UNICEF/ partners at project design stage.	• Internal (UNICEF) and external documents of research and governmental institutions	• Desk review • KIIs • FGDs	• Desk review comparative analysis of donor strategies, EU-related strategic documents for BiH, SDG

<p>research and assessments, context analysis and validated through KIIs and FGDs.</p> <p>The broader local, BiH and donor priorities can be identified through both UNICEF's processes and through documentation which can be validated through KIIs.</p> <p>The formulation of the project design can be traced, including the extent to which the project design and implementation were informed by consultations and evidence.</p>	<ol style="list-style-type: none"> 2. Context and stakeholder analysis conducted at project design stage and updated throughout the project cycle. 3. Participation of population-level stakeholders, including the most vulnerable, in needs assessments. 4. BiH, entity and BD priorities incorporated into project strategic planning. 5. Partner priorities incorporated into project strategic plans. 	<ul style="list-style-type: none"> • Current/recent socioeconomic analyses • Logic chain • Needs assessment/s • Theory of change rationale and documentation • Project staff within UNICEF, staff of the Swiss and Swedish Embassies, beneficiaries, CSO implementing partners, governmental stakeholders, and others benefiting from project activities 	<ul style="list-style-type: none"> • Partners survey 	<ul style="list-style-type: none"> • reports, etc. • Content analysis of interviews for evidence of alignment with plans, strategies and effectiveness of same • Quantitative and qualitative analysis of Partners Survey responses to identify majority opinions of relevant questions • Political economy analysis • Triangulation
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Evaluation criterion: Efficiency

Efficiency measures the project outputs in relation to the inputs and whether it used the least costly resources possible in order to achieve the desired results

EQ2.1: Were inputs utilized or transformed into outputs in the most optimal or cost-efficient way? Could the same results be produced by utilizing fewer resources?

Sub-questions:

- To what extent has support to governmental institutions and CSOs as implementing partners been an efficient implementation modality?
- To what extent have the target population and participants taken an active role in implementing the project (with gender equality and social inclusion considerations)? What modes of participation have taken place? [\[relevant to scalability\]](#)
- How efficient are CSOs in supporting the implementation? [\[relevant to scalability\]](#)
- To what extent were activities implemented as scheduled and with the planned financial resources?
- What impact has the COVID-19 context had on the project's efficiency and how has the project mitigated this?
- Is there any duplication of efforts?

Evaluability Assumptions	Illustrative Indicators of Achievement	Source(s)	Collection Method	Data Analysis Approach
<p>Secondary costing data can be reviewed to carry out a comparison of planned expenditure in budgets against actual expenditure in reports, comparison of budget against project inputs and outputs, analysis of the overall cost and proportion of the project within the wider UNICEF country programme.</p> <p>Key Informant Interviews (KII) with funding agencies, UNICEF staff and stakeholders from relevant authorities will contribute to analysis of efficiency of the project implementation modality compared with any other potential alternative strategies, and if any alternatives can or have been explored to achieve project results.</p>	<p>6. % of project total/annual funding requirements met 7. % of financial resources via different sources 8. % of project funds delivered on time 9. Satisfaction levels among project implementers with flexibility and utility of different sources of funding</p>	<ul style="list-style-type: none"> • BiH governmental counterparts, UNDAF planners, and other appropriately placed informants (donors, CSOs, etc.) • UNICEF and UNDAF policy, strategy, and planning documents 	<ul style="list-style-type: none"> • Desk review • KII • FGDs • Partners Survey 	<ul style="list-style-type: none"> • Comparative analysis of desk review documents on resource management • Content analysis of interviews, FGDs and Partners Survey to identify evidence of satisfaction with funding levels in UNICEF and partners • Triangulation
Evaluation criterion: Effectiveness				
Effectiveness addresses the extent to which the project attains its objectives				
<p>EQ3.1: To what extent have the objectives of the development intervention been achieved or are expected to be achieved, bearing in mind their relative importance?</p> <p>EQ3.2: How well do the project's results contribute to achievement of the project's objectives?</p>				

Sub-questions

- To what extent have the project outputs and outcomes been achieved? Are they on track to be achieved as planned during the project?
- What factors – including COVID-19 – contributed to progress or delay in the achievement of products and results?
- What good practices or successful experiences or transferable examples have been identified? [relevant to scalability]
- What is the quality of interventions and results achieved on local/municipality/cantonal/entity/BiH levels?
- Have any changes in the overall context in BiH (political situation, emergency/COVID-19) affected project implementation and overall results? [relevant to scalability]
- How have gender and social inclusion been addressed throughout the project?
- How effective has the project been in addressing needs on both the supply and demand side of development assistance? [relevant to scalability]

Evaluability Assumptions	Illustrative Indicators of Achievement	Source(s)	Collection Method	Data Analysis Approach
<p>UNICEF monitoring systems (project data and Resource Allocation Matrix/Country Office Annual Report) will provide data related to this EQ and the evaluation will seek to verify the information through independent sources where possible.</p> <p>The pathways to change are logical and realistic between the results and objectives, and also verifiable. Where the causal relationship is contributable rather than attributable, the evaluation will seek to identify a plausible chain of influence.</p>	<p>10. Appropriately (sex/age) disaggregated baselines established on child rights, including protection and justice</p> <p>11. Targets established and improvements noted in metrics related to child rights, protection and justice</p> <p>12. Reported changes corroborated by other data sources</p>	<ul style="list-style-type: none"> • UNICEF performance reports and evaluations (e.g. annual reports, previous evaluations), results frameworks and related monitoring plans • External performance, review and evaluation reports (e.g. sources from CSOs, governmental institutions) • MIS and Demographic and Health Survey (DHS) data • Interviews with UNICEF, governmental institutions, and CSO stakeholders 	<ul style="list-style-type: none"> • Desk review • KIIs • FGDs • Partners Survey 	<ul style="list-style-type: none"> • Comparative analysis of desk review documents covering progress achieved • Content analysis of interviews, FGDs and Partners Survey for evidence of contribution towards change • Triangulation

Evaluation criterion: Impact

Project **impact** demonstrates the effects of the project on its environment

EQ4.1 What are the effects of the project on its environment — the positive and negative changes produced by the project (directly or indirectly, intended or unintended)?

Sub-questions

- In which areas did the project have a significant impact (if identifiable at this stage)?
- Has any impact been equal across the supply and demand side? **[relevant to scalability]**
- How is the project contributing to the overall reform process within the justice for children system in BiH?
- Which target groups and institutions benefit from the project?
- How have cross-cutting issues, such as gender and social inclusion and reaching the most vulnerable children, been effectively taken up and what impact has the project had in this regard?
- How have justice for children standards been advanced through the project activities?
- What factors favourably or adversely affected the project delivery and approach? Was the project successful in overcoming any external negative factors? **[relevant to scalability]**
- Were there positive spillover effects?

Evaluability Assumptions	Illustrative Indicators of Achievement	Source(s)	Collection Method	Data Analysis Approach
Identifiable impact can be traced through analysing changes in practices and process pertaining to justice for children, including changes within institutions at different levels targeted by the project, standards of work, changes in attitudes, perceptions and practices in relation to cross-cutting issues which can be identified through document review, KIIs and FGDs with	13. One or more intended impacts have been achieved: and documented 14. Impacts are reported by respondents and can be partially or fully verified 15. Impacts are related to supply and demand side, standards of justice, practices, and girls and boys, including children who are most vulnerable	<ul style="list-style-type: none"> • UNICEF progress reports, relevant studies and previous evaluations • Action plans and documentation on progress of implementation of CRC Committee and CEDAW Committee recommendations • Interviews with UNICEF, governmental 	<ul style="list-style-type: none"> • Desk review • KIIs • FGDs • Partners Survey 	<ul style="list-style-type: none"> • Comparative analysis of desk review documents covering progress achieved • Content analysis of interviews, FGDs and Partners Survey for evidence of contribution towards change • Triangulation

beneficiaries.		institutions, CSO stakeholders and other relevant authorities (i.e. Ombudspersons Institution)		
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Evaluation criterion: Sustainability

Sustainability demonstrates the probability of the benefits of the project continuing in the long term

EQ5.1 What is the probability of the benefits of the project continuing in the long term?

Sub-questions

- Has the project created conditions to ensure that benefits continue beyond the project?
- How well is the project embedded in the institutional structures (state, entity and local) that will survive beyond the life of the project and what are the main bottlenecks/challenges to ensure sustainability? [\[relevant to scalability\]](#)
- How has the project institutionalized training and overall capacity development efforts so far?
- Has an approach/model been developed that can be further disseminated throughout BiH and what is needed to ensure countrywide coverage? [\[relevant to scalability\]](#)
- Is the duration of the current project sufficient to ensure sustainability of the interventions? [\[relevant to scalability\]](#)
- How has the project strengthened the capacity of municipal, cantonal, entity and BiH governmental stakeholders to recognize and respond to children's needs within the justice sector?
- How has the project strengthened awareness among children of their rights and how to access justice and other support services?
- Which recommendations can be made to inform future strategies and programming?

Evaluability Assumptions	Illustrative Indicators of Achievement	Source(s)	Collection Method	Data Analysis Approach
Analysis of available secondary and primary data can be carried out to determine progress towards longer-term benefits brought by the project and to investigate disparities influencing impact and	16. Alignment of project and implementation strategies with BiH entity and district development plans 17. Absorption into the state/entity/district budgets of key project activities 18. Level of ownership of	<ul style="list-style-type: none"> • UNICEF progress reports, relevant studies and previous evaluations • Interviews with UNICEF, governmental institutions, donors and CSO stakeholders, beneficiaries of the 	<ul style="list-style-type: none"> • Desk review • KIIs • FGDs • Partners Survey 	<ul style="list-style-type: none"> • Desk review comparative analysis of donor strategies, EU-related strategic documents for BiH, SDG reports etc. • Content analysis of interviews for evidence of alignment with plans,

Evaluability Assumptions	Illustrative Indicators of	Source(s)	Collection	Data Analysis Approach
<p>effectiveness.</p> <p>Time series analysis of available and relevant data in relation to budget inputs can be examined if available.</p> <p>Internal and external views on the long-term viability of the project and its effects will inform analysis of multiple sustainability factors.</p>	<p>project results</p> <p>19. Evidence UNICEF supports policies of governmental institutions and strategies for long-term development approaches</p>	project		<p>strategies and effectiveness of same</p> <ul style="list-style-type: none"> • Comparative analysis of desk review documents on BiH policy/strategy alignment and partner engagement (Country Programme Document, reports, results frameworks etc.) • Content analysis of interviews to identify evidence of alignment and engagement with partners by UNICEF • Triangulation
Evaluation criterion: Coherence				
<p>Coherence: Measure of the level and quality of UNICEF cooperation with partners and implementing partners (e.g. donors, CSOs, governmental institutions, other UN agencies, etc.)</p>				
<p>EQ6.1: To what extent is UNICEF coordinating with development partners and other UN agencies to avoid overlaps, leverage contributions and catalyze joint work?</p>				
<p>Sub-questions</p> <ul style="list-style-type: none"> • To what extent have partnerships been sought and established and synergies created in the delivery of assistance? [relevant to scalability] • Were efficient and mutually satisfactory cooperation arrangements established between UNICEF and CSO partners? Other UN agencies? governmental institutions? Other partners? [relevant to scalability] • Were partners' inputs of quality and provided in a timely manner? Have partners fully and effectively discharged their responsibilities? • Does the project contribute to the overall UN Country Strategy? Could some joint programming be envisaged in the future? • Have any new partners emerged that were not initially identified? • Are there partners that UNICEF should be engaging with but are not at present? 				

Achievement	Method
<p>Meetings can be held with relevant partners and sufficient data can be obtained from partners and analysed to draw necessary conclusions on the level and quality of cooperation between UNICEF and its partners.</p>	<p>20. Evidence of strategic planning processes actively seeking coherence and synergies</p> <p>21. Evidence that duplication of programming has been reduced through coordination</p> <p>22. UNICEF/partner satisfaction levels with partnerships (in UNICEF programming and external partners/processes)</p> <p>23. Results through partnerships that UNICEF could not have achieved/expect to achieve on its own</p> <p>24. Evidence of timely and appropriate addition of new partners as needed</p> <ul style="list-style-type: none"> • UNICEF progress reports, relevant studies and previous evaluations • Interviews with UNICEF, governmental institutions, donors and CSO stakeholders, beneficiaries of the project, implementing partners

Annex 3: Bibliography

Documents Consulted

#	Description	Source
1	Situation Analysis of Children in Bosnia and Herzegovina March 2020	UNICEF
2	Final Evaluation of the Justice for Every Child Project: December 2013–November 2017	Coram International
3	Assessment of the Social Service Workforce in Child Protection in Bosnia and Herzegovina – 4 December 2020	Maestral
4	UNICEF Evaluation Management Response to the 2017 Final Evaluation of the Justice for Every Child Project	UNICEF
5	UNICEF BiH Programme Strategy Note 2021–2025. Programme Area: Child Protection. 1 May 2020	UNICEF
6	Justice for Every Child Project Phase III – Exit Strategy and Advocacy Plan, June 2020	UNICEF
7	Justice for Every Child May 2018–April 2021, Project Document – October 2017	UNICEF
8	OMS Table – Justice for Children Phase III, September 2019	UNICEF
9	OMS Table – Justice for Children Phase III, June 2020	UNICEF
10	UNICEF Bosnia and Herzegovina Country Office Justice for Every Child Progress Report May 2019–April 2020	UNICEF
11	UNICEF Bosnia and Herzegovina Country Office Justice for Every Child Progress Report May 2018–April 2019	UNICEF
12	UNICEF Bosnia and Herzegovina Country Office Justice for Every Child Project Phase III Results Framework	UNICEF
13	Human Rights Council, Working Group on the Universal Periodic Review Thirty-fourth session, 4–15 November 2019. National report submitted in accordance with paragraph 5 of the annex to Human Rights Council resolution 16/21* Bosnia and Herzegovina	OHCHR
14	Republika Srpska Ministarstvo Pravde, Analiza provođenja Zakona o zaštiti i postupanju sa djecom i maloljetnicima u krivičnom postupku, Banja Luka, april 2017. godine	UNICEF
15	IV Koordinacioni Sastanak Tuzilaca za Maloljetnike u Federaciji Bosne I Hercegovine, Analiza učinka alternativnih mjera, Alma Kovačić, stručna savjetnica – dipl. Psihologinja Kantonalno tužilaštvo USK-a	IV Koordinacioni Sastanak Tuzilaca za Maloljetnike u Federaciji Bosne I Hercegovine
16	Regional Conference on Children's Access to Justice, Conference Report, 25–27 February 2020, Sarajevo	UNICEF
17	Children's Equitable Access to Justice in Bosnia and	UNICEF

	Herzegovina, November 2015	
18	Međunarodna studija o samoprijavljenom prijestupništvu djece u Bosni i Hercegovini Izvestaj Za Strucne Radnike, U Oblasti Zastite Djece	CPRC – Criminal Policy Research Centre
19	Izvještaj o realizaciji preporuka iz dokumenta pod nazivom „Analiza stanja u ustanovama u kojima su smješteni maloljetnici u sukobu sa zakonom u Bosni i Hercegovini“ i ocjena trenutnog stanja, Banja Luka, Oktobar 2018. godine	Institucija ombudsmena/ombudsmana za ljudska prava Bosne i Hercegovine
NGO Reports and documentation		
20	Strengthening cross-sectoral cooperation and referral mechanism for supporting children and their families in Republika Srpska, Programme Document June 2020 Update	DPRS
21	Strengthening the comprehensive systemic approach to protecting the best interests of the child in contact with the law, Quarterly Progress Report, April 2020	DPRS
22	Evaluacija sprovedenog drugog dijela edukativnog programa za članove stručnih službi škola u okviru projekta „Uspostavljanje referalnog mehanizma podrške djeci u riziku u školama Republike Srpske, Banja Luka, April & Novembar 2019	Association of Psychologists of Republika Srpska (APRS)
23	Tehnički izvještaj o reviziji Liste za sistematizovanje nastavničkih opservacija	dr. Siniša Subotić
24	Sažetak izvještaja istraživanja „Najbolji interesi djece u kontaktu sa zakonom iz ugla profesionalaca u BiH“ Jun 2020. godine	DPRS
25	Crisis Response and Policy Centre (CPRC) Progress Report, November 2020	UNICEF
26	CPRC Progress Report, May 2020	UNICEF
27	CPRC Progress Report, February 2020	UNICEF
28	CPRC Progress Report, December 2017	UNICEF
29	Human Rights Ombudsman (HRO) Progress Report, July 2019	UNICEF
30	HRO Progress Report, November 2019	UNICEF
31	HRO Progress Report, February 2020	UNICEF
32	HRO Progress Report, May 2020	UNICEF
33	HRO Progress Report, August 2020	UNICEF
34	Analiza primjene odgojnih preporuka od strane kantonalnih tužilaštava u fbih	Jasna pećanac, federalna tužiteljica
35	Istraživanje o resursima, potrebama i očekivanjima za pilotiranje i unaprijeđenje sistema postinstitucionalne podrške djece i mladih u Federaciji Bosne i Hercegovine	UNICEF
36	Modelling of Family Group Conference in the Child Protection and Education System in Republika Srpska, Programme Document Progress Report, IN Foundation, foundation for social	UNICEF

	inclusion of children and youth in BiH / INF, February 2018	
37	Modelling of Family Group Conference in the Child Protection and Education System in Republika Srpska, Programme Document Progress Report, IN Foundation, foundation for social inclusion of children and youth in BiH / INF, November 2018	UNICEF
38	Modelling of Family Group Conference in the Child Protection and Education System in Republika Srpska, Programme Document Progress Report, IN Foundation, foundation for social inclusion of children and youth in BiH / INF, May 2019	UNICEF
39	Modelling of Family Group Conference in the Child Protection and Education System in Republika Srpska, Programme Document Final Report, IN Foundation, foundation for social inclusion of children and youth in BiH / INF, August 2019	UNICEF
40	Establishing Family Group Conferencing in the Child Protection System in Republika Srpska and Tuzla Canton, Standard Quarterly Report, IN Foundation, foundation for social inclusion of children and youth in BiH / INF, March 2020	UNICEF
41	Establishing Family Group Conferencing in the Child Protection System in Republika Srpska and Tuzla Canton, Standard Quarterly Report, IN Foundation, foundation for social inclusion of children and youth in BiH / INF, June 2020	UNICEF
42	Establishing Family Group Conferencing in the Child Protection System in Republika Srpska and Tuzla Canton, Standard Quarterly Report, IN Foundation, foundation for social inclusion of children and youth in BiH / INF, September 2020	UNICEF
Additional materials consulted		
43	World Bank Country Profile, available at https://databank.worldbank.org/views/reports	World Bank
44	UNDP Human Development Report 2019, available at http://hdr.undp.org	UNDP
45	UN Committee on the Rights of the Child, Concluding observations on the combined fifth and sixth periodic reports of Bosnia and Herzegovina, 2019, CRC/C/BIH/CO/5-6	UN Committee on the Rights of the Child
46	EU Commission, Bosnia and Herzegovina 2020 Report, SWD	EU
47	Agency for Statistics of Bosnia and Herzegovina, Juvenile Perpetrators of Criminal Offences in Bosnia and Herzegovina, 2017, 2018 and 2019, available at http://bhas.gov.ba/Calendar/Category/16?lang=en	Agency for Statistics of Bosnia and Herzegovina

Annex 4: Data Collection Tools

Interview Protocols

The interview protocols provide an indication of the types of questions that the evaluation team will discuss with stakeholders. They are not exclusive or exhaustive and will be further refined prior to conducting the data collection.

Interview Questions for Governmental Counterparts

Introductions, explanation of how data will be used, consent protocols

1. What are the main challenges that children face in accessing justice, including in accessing child-focused preventative and remedial justice programmes in BiH?
2. What is being done to address these challenges?
3. What impact has the COVID-19 pandemic had on children's access to justice in BiH?
4. Are you familiar with UNICEF's Justice for Children project? Is the project relevant for enhancing justice for children in BiH? Among the activities conducted under the project, which of them were most relevant and why? Were there any less relevant activities?
5. To what extent were the objectives of the project consistent with the priorities of Bosnia and Herzegovina with the needs and interests of citizens, and in particular children?
6. In your view what is the long-term impact made by the project activities? Which future impact of the project are you anticipating in the long term?
7. Have you noticed any unintended consequences, whether negative or positive of the project? Please provide examples.
8. Has the project strengthened local/entity capacity for enhancing justice for children in BiH? If yes, in what areas?
9. How has this project contributed to bringing changes in cultural barriers, mindsets and traditional practices forming obstacles for children to participate in justice proceedings in BiH and to receive the support and assistance they require to facilitate this?
10. Will the relevant authorities continue with any of the project activities beyond the lifespan of the project? If so, how will these be financed?
11. The project is due to end in 2021, after a decade of implementation. What continuing support will be required from UNICEF in the short (1–2 years) and long (3–5 years) term?

Interview Questions for the High Judicial and Prosecutorial Council (HJPC)

Introductions, explanation of how data will be used, consent protocols

1. What are the main challenges that children face in accessing justice, including in accessing child-focused preventative and remedial justice programmes in BiH?
2. How is the HJPC contributing to addressing these challenges?
3. What mechanisms are in place for collecting data on juvenile justice and children involved in justice proceedings? What gaps exist and how could these be improved?
4. How many courts have child-friendly rooms? Are there plans to create more?

5. Do the courts have child-friendly interviewing standards? How does the HJPC ensure that these are adhered to?
6. What training has been provided to judges and prosecutors on child-friendly interviewing standards?
7. What training has been provided overall to judges and prosecutors regarding children's access to justice? Is this training mandatory? How frequently is it conducted? Are any post-training assessments conducted?
8. How do the courts coordinate with other victim and witness support services? What referral mechanisms exist and how do these function? (Free legal aid/FLA, Centres for Social Work etc.)
9. What are the next steps in terms of enhancing justice for children in BiH?

Interview Questions for Project Coordination Board Members

Introductions, explanation of how data will be used, consent protocols

1. What is your professional position? (institution/organization/title)
2. For how long have you been a Project Board member for UNICEF's Justice for Every Child project in BiH?
3. How would you assess the functioning of the Project Board?
4. Are all relevant stakeholders represented in the Project Board?
5. Are the meetings held on an adequate basis?
6. How frequently has the Project Board been asked by the project management to conduct a project review or to consider project plans and revisions?
7. How would you assess cooperation and communication between the project management and the Project Board?
8. To what extent were the objectives of the project consistent with the priorities of Bosnia and Herzegovina, with the needs and interests of citizens, and in particular children?
9. Are the Project Board meetings well prepared? Is relevant information shared with you in a timely manner?
10. Do you have any other comments/suggestions for improving the functioning of the Project Board? Please explain.

Interview Questions for Project Donors

Introductions, explanation of how data will be used, consent protocols

1. To what extent were the objectives of the project consistent with the priorities of Bosnia and Herzegovina, with the needs and interests of citizens, and in particular children?
2. What is the degree to which the project activities were overlapping with and/or complementing other interventions in the domain?
3. To what extent was the project appropriately responsive to political, legal, economic, institutional, etc. changes in BiH, including COVID-19 challenges, throughout the project period?
4. To what extent did the project contribute to the attainment of outputs and outcomes initially expected in the project document?
5. To what extent were the project's outputs and outcomes synergistic and coherent to produce development results? What kinds of results were reached?

6. What were the constraining and facilitating factors and the influence of the context on the achievement of results?
7. Were the implementation modalities appropriate and cost-effective?
8. Did the staffing structure and management arrangements ensure cost-efficiency, value-for-money, and effectiveness of implementation strategies and overall delivery of results?
9. Was there good coordination and communication between partners in the project?
10. In your view, was the project supported by relevant local institutions?
11. Do the partners have sufficient financial capacity to keep up the benefits produced by the project?
12. Did project design take into account strategies to ensure sustainability from the beginning of project implementation?
13. Was there an adequate strategy for capacity-building of the institutions and other relevant stakeholders?
14. To what extent did the project mainstream a human rights-based approach?
15. How well were gender aspects taken into account in project design and concretely and effectively implemented?
16. How did the project address the need to 'leave no one behind' and advance the 2030 Agenda?
17. How did the project contribute to social inclusion of marginalized groups?

Interview Questions for UNICEF Project and Programme Teams

Introductions, explanation of how data will be used, consent protocols

1. To what extent has the implementation matched the vision for the project? Why/why not?
2. How has the project contributed to its theory of change? Did the assumptions remain valid throughout the implementation period?
3. Has the project been able to reach all target groups that it had intended to reach?
4. How has the changing context impacted the programme implementation, in particular COVID-19?
5. Which aspects of the project, and which of the approaches used were most successful in bringing about change and why? Which were the least successful and why?
6. How was the partnership and coordination among UNICEF, implementing partners, entity and local partners?
7. How were implementing partners/service providers held to account for equitable and sensitive delivery of services/benefits?
8. What was the composition (gender, ethnicity, etc.) of project staff and does it reflect the diversity of project stakeholders?
9. What avenues did children, women and other vulnerable groups have to provide feedback on the project, or otherwise influence how and what the project was delivering?
10. Is there evidence that the project advanced any key human rights, gender or inclusion policies?
11. Have you observed any unintended impact (could be negative as well as positive) of the project?
12. Overall, which were the most important or relevant changes you have noticed as a result of the project?
13. How would you assess the sustainability of the project's interventions?

14. What are the remaining challenges and needs going forward?

Interview Questions for Implementing Partners

Introductions, explanation of how data will be used, consent protocols

1. Please elaborate your cooperation with the project.
2. In which output area has your organization partnered with the project?
3. Have you received any capacity development support from UNICEF and if so, how has this strengthened your organization?
4. In your view, did the project design address the context, needs and priorities of intended target groups?
5. Have any planned activities not been implemented and if so, what have been the biggest challenges? How has COVID-19 impacted planned activities?
6. What have been some key learning points you have gathered as you carried out your activities? Have you had any feedback from participants involved in the activities? And adapted?
7. Has the project been able to reach all target groups that it had intended to reach?
8. Were there any unintended negative consequences of the project implementation?
Prompt: Did the project create any divisions in the community?
9. Could the same results have been achieved in another way?
10. What avenues did children, women and other vulnerable groups have to provide feedback on the project, or otherwise influence how and what the project was delivering?
11. Is there evidence that the project advanced any key human rights, gender or inclusion policies?
12. Given that the project will end in 2021 after a decade of implementation, where should UNICEF focus their efforts during the next two years? Any specific visions or recommendations for beyond?
13. How do you think the local population perceive your work?
14. Overall, which were the most important or relevant changes you have noticed as a result of the project?

Focus Group Discussion Interview Guides

The themes, composition of groups, geographical coverage, questions are indicative and will be adjusted depending on the availability of participants, to take into account the information and themes emerging from the field work, and to ensure the optimal focus group size for productive discussion. Final selection will be made in coordination with UNICEF and the project team.

Each FGD will have a minimum of five but no more than seven participants (excluding the facilitators) and will last approximately an hour and a half.

1. Focus Group on the Secondary Prevention Programme and Referrals in the Sarajevo and Tuzla Cantons (school representatives including teachers, pedagogues and psychologists, Centre for Social Work/CSW, cantonal Ministry of Education, Day Centre representative, Criminal Policy Research Centre CPRC)

Introductions, explanation of how data will be used, consent protocols

Introduce yourself and tell us briefly what your role and responsibilities were in the development and implementation of the secondary prevention programme in the schools. How long has the programme been running in your area? For those who have not worked directly on the programme: are you familiar with the programme?

Guiding questions to select from:

- What are currently the main challenges for boys and girls at risk of coming into contact with the law?
- Is the programme successful in identifying children at risk?
- Is the programme relevant for prevention? Among the activities conducted under the programme, which of them were most relevant and why? Were there any less relevant activities?
- Were any changes made to the design of the programme?
- What are the key documents and guidelines for the prevention programme? Is there anything missing?
- Are you familiar with the best interests of the child principle, calling for the best interests of the child to be the primary consideration in all actions concerning children; do you believe the programme takes this into account?
- Have you consulted children about the programme? Have you consulted parents?
- Have you noticed any unintended consequences, whether negative or positive, of the programme? Please provide examples.
- Has the programme strengthened inter-agency cooperation on individual cases? How?
- Are there some children who are not being identified? Is there a difference for specific categories of children (girls, children with disabilities, children living and working on the streets)?
- What are the challenges in running a prevention programme? Is there a difference for specific categories of children (girls, children with disabilities, children living and working on the streets)?
- In your view what will be the long-term impact made by the programme activities?
- Will the programme continue?
- What are the main lessons learned from running the programme?
- What are the gaps that should be addressed in the future?

2. Focus Group on the Secondary Prevention Programme in RS: Family Group Conference model and referrals (school representatives including teachers, pedagogues and psychologists, CSW, a municipal day centre representative, RS Pedagogical Centre, RS Association of Psychologists, In Foundation)

Introductions, explanation of how data will be used, consent protocols

Introduce yourself and tell us briefly what were your role and responsibilities in the development and implementation of the secondary prevention programme in the schools. How long has the programme been running in your area? For those who have not worked directly on the programme: are you familiar with the programme?

Guiding questions to select from:

- What are currently the main challenges for boys and girls at risk of coming into contact with the law?
- Is the programme successful in identifying children at risk?
- Is the programme relevant for prevention? Among the activities conducted under the programme, which of them were most relevant and why? Were there any less relevant activities?
- Were any changes made to the design of the programme?
- What are the key documents and guidelines for the prevention programme? Is there anything missing?
- Are you familiar with the best interests of the child principle, calling for the best interests of the child to be the primary consideration in all actions concerning children; do you believe the programme takes this into account?
- Have you consulted children about the programme? Have you consulted parents?
- Have you noticed any unintended consequences, whether negative or positive, of the programme? Please provide examples.
- Has the programme strengthened inter-agency cooperation on individual cases? How?
- Are there some children who are not being identified? Is there a difference for specific categories of children (girls, children with disabilities, street-involved children)?
- What are the challenges in running a prevention programme? Is there a difference for specific categories of children (girls, children with disabilities, children living and working on the streets)?
- In your view what will be the long-term impact made by the programme activities?
- Will the programme continue?
- What are the main lessons learned from running the programme?
- What are the gaps that should be addressed in the future?

3. Focus Group on Expert Associates/Psychologists in police, public prosecutor's offices and courts (witnesses and victims support providers, relevant prosecutors, judges, CSW, police, (Una-Sana or Zenica-Doboj Canton)

Introductions, explanation of how data will be used, consent protocols

Introduce yourself and give us a brief overview of your role and responsibility and how it relates to justice for children.

Guiding questions to select from:

- Are you familiar with UNICEF's Justice for Every Child project?
- What are currently the main challenges for boys and girls at risk of coming into contact with the law?
- Have you attended training relevant for working with children in conflict with the law, victims and witnesses? Which training? How would you assess the training? Is there anything missing?
- How would you assess the introduction of expert associates and professionals trained to handle juvenile cases? Are they available for every case? How long have they been in place? What are the challenges? Do you believe the best interests of the child principle is respected?
- Is trained support available to all children, including for child victims and witnesses? Which specialized professionals are available in your municipality? When are they available: during police interview, investigation stage, trial stage, post-trial?
- Is there a separate child-friendly interview room? Where? Is it used?
- Do you believe the use of diversion has increased? Why? Which diversion method is mostly used?
- Are prevention programmes available? Where and which programmes? Are they effective?
- Are rehabilitation/reintegration programmes available? Where and which programmes? Are they effective?
- In your consultations with children, did they have any suggestions, complaints? How about parents?
- Have you noticed any unintended consequences of having expert associates/designated prosecutors and judges? Please provide examples.
- How do you assess the inter-agency cooperation on individual cases? Do referral mechanisms function? Are all professionals aware of the referral mechanisms?
- Are there some children who are not being supported by expert associates? Is there a difference for specific categories of children (girls, children with disabilities, children living and working on the streets, children on the move)?
- In your view what will be the long-term impact made by the expert associates/designated prosecutors and judges? Will they continue to be operational?
- What are the main lessons learned from the juvenile justice processes?
- What are the gaps that should be addressed in the future?

4. Focus Group on Community-based Diversion Measures, (relevant professionals from Zenica-Doboj and Central Bosnia Cantons, Human Rights Office Tuzla)

Introductions, explanation of how data will be used, consent protocols

Introduce yourself and give us a brief overview of your role and responsibility and how it relates to justice for children.

Guiding questions to select from:

- Are you familiar with UNICEF's Justice for Every Child project?
- What are currently the main challenges for boys and girls at risk of coming into contact with the law?
- Have you attended training relevant for working with children in conflict with the law, victims and witnesses? Which training? How would you assess the training? Is there anything missing?
- Which diversion methods are being used in your municipality/canton? Is police warning used? Which correctional recommendations: personal apology, compensation or damage, regular attendance at schools and work, volunteering, treatment in medical institution, attending counselling? Do they function? Why and why not?
- Do you believe the use of diversion has increased? Why? Which diversion method is mostly used?
- Are prevention programmes available? Where and which programmes? Are they effective?
- Are rehabilitation/reintegration programmes available? Where and which programmes? Are they effective?
- If you had consultations with children, did they have any suggestions, complaints? How about parents?
- Have you noticed any unintended consequences of using diversion? Give examples.
- How do you assess the inter-agency cooperation on individual cases? Do referral mechanisms function? Are all professionals aware of the referral mechanisms?
- Are there some children who do not have access to diversion? Is there a difference for specific categories of children (girls, children with disabilities, children living and working on the streets, children on the move)?
- In your view what will be the long-term impact made by the use of diversion? Will it continue to be used?
- What are the main lessons learned?
- What are the gaps that should be addressed in the future?

5. Focus Group on Municipal Working Groups and the implementation of correctional recommendations (Municipal Working Group members, Prosecutor's Office, CSW, Police, day-centre representative, Centre for Mental Health representative, school representative)

Introductions, explanation of how data will be used, consent protocols

Introduce yourself and give us a brief overview of your role and responsibility and how it relates to justice for children.

Guiding questions to select from:

- Are you familiar with UNICEF's Justice for Every Child project?
- What are currently the main challenges for boys and girls at risk of coming into contact with the law?
- How long has the Municipal Working Group been established in your municipality? Who are the members? How often does it meet?

- How successful has the Municipal Working Group been in promoting prevention and the implementation of diversion?
- Have you attended training relevant to juvenile justice? Which training? How would you assess the training? Is there anything missing?
- How would you assess the introduction of expert associates and professionals trained to handle juvenile cases? Are they available for every case? How long have they been in place? What are the challenges? Do you believe the best interests of the child principle is respected?
- Is trained support available to all children, including for child victims and witnesses? Which specialized professionals are available in your municipality? When are they available: during police interview, investigation stage, trial stage, post-trial?
- Is there a separate child-friendly interview room? Where? Is it used?
- Which diversion methods are being used in your municipality/canton? Is police warning used? Which correctional recommendations: personal apology, compensation or damage, regular attendance at school and work, volunteering, treatment in medical institution, attending counselling? Do they function, why and why not?
- Do you believe the use of diversion has increased? Why? Which diversion method is mostly used?
- Are prevention programmes available? Where and which programmes? Are they effective?
- Are rehabilitation/reintegration programmes available? Where and which programmes? Are they effective?
- If you had consultations with children, did they have any suggestions, complaints? How about parents?
- Have you noticed any unintended consequences of having the Municipal Working Group? Please provide examples.
- How do you assess the inter-agency cooperation on individual cases? Do referral mechanisms function? Are all professionals aware of the referral mechanisms?
- Are there some children who are not covered by the programmes? Is there a difference for specific categories of children (girls, children with disabilities, children living and working on the street, children on the move)?
- In your view what will be the long-term impact made by the work of the Municipal Working Groups? Will they continue to function?
- What are the main lessons learned?
- What are the gaps that should be addressed in the future?

6. Focus Group on Legal Aid (Legal Aid Clinics representatives in Sarajevo, Mostar, East Sarajevo, Banja Luka, Zenica, Tuzla and Bihać, Sarajevo Law University representative and student representative)

Introductions, explanation of how data will be used, consent protocols

Introduce yourself and give us a brief overview of your role and responsibility and how it relates to justice for children.

Guiding questions to select from:

- Are you familiar with UNICEF's Justice for Every Child project?
- What are currently the main challenges for boys and girls at risk of coming into contact with the law?
- How long has free legal aid (FLA) been available for children in your municipality? Who provides the FLA? How is the service funded?
- How successful has the FLA been in promoting the implementation of diversion?
- Have you attended training relevant for FLA in the context of juvenile justice? Which training? How would you assess the training? Is there anything missing?
- Is trained support available to all children, including for child victims and witnesses? Which specialized professionals are available in your municipality? When are they available: during police interview, investigation stage, trial stage, post-trial? When and how are the children/families referred to the FLA?
- Is there a separate child-friendly interview room? Where? Is it used?
- Which diversion methods are being used in your municipality/canton? Is police warning used? Which correctional recommendations: personal apology, compensation or damage, regular attendance at schools and work, volunteering, treatment in medical institution, attending counselling? Do they function, why and why not?
- Do you believe the use of diversion has increased? Why? Which diversion method is mostly used?
- Are rehabilitation/reintegration programmes available? Where and which programmes? Are they effective?
- If you had consultations with children, did they have any suggestions, complaints? How about parents?
- What is the advantage of legal clinics with students and how do they support juvenile justice processes?
- How do you assess inter-agency cooperation on individual cases? Do referral mechanisms function? Are all professionals aware of the referral mechanisms and the availability of FLA?
- What are main improvements in the functioning and availability of FLA?
- Are there some children who are not covered by the programmes? Is there a difference for specific categories of children (girls, children with disabilities, street-involved children, children on the move)?
- In your view what will be the long-term impact made by the FLA?
- Will it continue to function?
- What are the main lessons learned?
- What are the gaps that should be addressed in the future?

7. Focus Group on Reintegration Model (experts in the development of the guidelines for professionals in aftercare support in FBiH, Human Rights Ombudsman Tuzla, FBiH Ministry of Justice, CSW, Bihać Municipality, school representatives)

Introductions, explanation of how data will be used, consent protocols

Introduce yourself and tell us briefly what were your role and responsibilities in the development and implementation of the aftercare support programme. How long has the programme been running in your area? For those who have not worked directly on the programme: are you familiar with the programme?

Guiding questions to select from:

- What are currently the main challenges for boys and girls at risk of coming into contact with the law?
- Is the programme successful in preventing re-offending? What is the role of different actors?
- Among the activities conducted under the programme, which of them were most relevant and why? Were there any less relevant activities?
- Were any changes made to the design of the programme?
- What are the key documents and guidelines for the programme? Is there anything missing?
- Are you familiar with the best interests of the child principle, calling for the best interests of the child to be the primary consideration in all actions concerning children; do you believe the programme takes this into account?
- Have you consulted children about the programme? Have you consulted parents?
- Have you noticed any unintended consequences, whether negative or positive, of the programme? Please provide examples.
- Has the programme strengthened inter-agency cooperation on individual cases? How?
- Are there some children who are not being supported by the programme? Is there a difference for specific categories of children (girls, children with disabilities, children living and working on the streets, children on the move)?
- What are the challenges in running the programme?
- In your view what will be the long-term impact made by the programme activities?
- Will the programme continue?
- What are the main lessons learned from running the programme?
- What are the gaps that should be addressed in the future?

Online Survey

Introduction

This survey has been prepared by IOD PARC, a UK-based company conducting an independent evaluation to assess the third phase of UNICEF's Justice for Every Child project (2018–2021).

Your participation in this survey is voluntary and all the information you provide will remain anonymous and confidential. The information provided will be used only in our evaluation report for UNICEF and its partners.

If you do not wish to answer any of the questions, click 'Next' to move on to the next question.

Contact details of Evaluation Team

Contact details of UNICEF Evaluation Manager

Section 1: Background Information

1. Which sector do you represent?

- Interior/Police
- Judiciary
- Prosecutor
- Social Welfare
- Education
- Local administrative authority
- Ombudsperson's Institution
- Donor
- NGO
- Other

Please specify: _____

2. What is your gender/sex? (This could also be framed: "Are you...")

- Female
- Male
- Prefer not to say

3. Where do you work?

- Federation of BiH
- Republika Srpska
- Brcko District

Section 2: Justice for Children

The Justice for Every Child project (2018–2021) is a continuation of UNICEF's engagement to improve justice for children in BiH and builds on the results and lessons learned gained through implementation of the first two phases of the project (phase I from 2010 to 2013, and phase II from 2014 to 2017). The overall goal of the project is that children in justice processes and children at risk are dealt with in compliance with international standards on justice for children and decisions are taken in their best interests.

Select all areas you are familiar with, select how likely you think it is that the programme will continue in the future and provide comments about their functioning.

4. How familiar are you with the following (please select all that apply)?

	Familiar	Somewhat familiar	Not familiar
Judges and prosecutors specifically trained to work with juvenile cases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Police officers specifically trained to work with juvenile cases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The use of expert associates for support to children in conflict with the law and child victims/witnesses support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Laws on Protection and Treatment of Children and Juveniles in Criminal Proceedings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Capacity-building programmes on the implementation of the Laws on Protection and Treatment of Children	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Municipal justice for children action plans, adopted and implemented in certain municipalities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Free legal aid available to children in contact with the law and their families	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any comments you might have: _____

5. Are you familiar with the use of school-based secondary prevention programmes to identify and support children at risk, implemented in certain municipalities?

- Yes
- No
- Somewhat

6. Do you think these programmes are effective?

- Yes
- No
- Somewhat

Comment: _____

7. Are you familiar with the rehabilitation programmes providing support to children and their families to address underlying causes of offending?

- Yes
- No
- Somewhat

8. Do you think these programmes are effective?

- Yes
- No
- Somewhat

9. How likely do you think it is that the following will continue in the future (even after the end of UNICEF's programme?)

	Very likely	Somewhat likely (Please specify below)	Not likely
Judges and prosecutors specifically trained to work with juvenile cases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Police officers specifically trained to work with juvenile cases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The use of expert associates for support to children in conflict with the law and child victims/witnesses support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Laws on Protection and Treatment of Children and Juveniles in Criminal Proceedings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Capacity-building programmes on the implementation of the Laws on Protection and Treatment of Children	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Municipal justice for children action plans, adopted and implemented in certain municipalities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Free legal aid available to children in contact with the law and their families	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Rehabilitation programmes providing support to children and their families to address underlying causes of offending	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any comments you might have: _____

10. Do you believe the following should be available in other locations?

	Yes	No	It depends (please specify below)

Judges and prosecutors specifically trained to work with juvenile cases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Police officers specifically trained to work with juvenile cases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The use of expert associates for support to children in conflict with the law and child victims/witnesses support	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Laws on Protection and Treatment of Children and Juveniles in Criminal Proceedings	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Capacity-building programmes on the implementation of the Laws on Protection and Treatment of Children and Juveniles in Criminal Proceedings and on working with children	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
School-based secondary prevention programmes to identify and support children at risk, implemented in certain municipalities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Municipal justice for children action plans, adopted and implemented in certain municipalities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Free legal aid available to children in contact with the law and their families	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Rehabilitation programmes providing support to children and their families to address underlying causes of offending	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Please provide any comments you might have: _____

11. Are you familiar with the use of correctional measures other than detention in juvenile cases (select all that apply)?

- Court reprimand
- Intensified supervision
- Warning and referrals
- Special obligations
- Not familiar

12. Do you believe these are sufficiently utilized?

- Yes
- No
- Depends on _____

Comment: _____

13. Are you familiar with the use of correctional recommendations (select all that apply)?

- Personal apology
- Compensation or damage
- Regular attendance at school and work
- Volunteering
- Treatment in medical institution
- Attending counselling

- Not familiar

14. Do you believe these are sufficiently utilized?

- Yes
- No
- Depends on _____

Comment: _____

15. Could you select the areas with the biggest achievements in enhancing justice for children (please rank from the biggest achievement to the lowest, with 1 being the area with the biggest achievements):

- Laws and policies
- Capacity-building programmes
- Police warning in juvenile justice cases
- The use of correctional measures other than detention in juvenile cases
- The use of correctional recommendations
- Child-friendly rooms in Municipal and Basic Courts
- Judges and prosecutors specifically trained to work with juvenile cases
- Police officers specifically trained to work with juvenile cases
- The use of expert associates for support to children in conflict with the law and child victims/witnesses support
- School-based secondary prevention programmes to identify and support children at risk
- Municipal justice for children action plans
- Free legal aid to children in contact with the law and their families
- Rehabilitation programmes providing support to children and their families to address underlying causes of offending
- Activities and materials developed to ensure children have access to child-friendly information about their rights in justice processes

16. In your view, what are the main challenges to achieving an effective response to children in contact with justice and children at risk (please rank in the order of importance with 1 being the area with the biggest challenges):

- Gaps in laws, policies
- Lack of sufficient budgets
- Not enough specialized and trained professionals
- Lack of awareness of the existing justice response and prevention programmes
- Insufficient coordination
- COVID-19
- Other

If you selected "other" please specify: _____

17. In your view, are all relevant BiH/entity/cantonal/municipal and other stakeholders involved in the justice for children programme implementation?

- Yes
- No

If no, please identify who should be involved: _____

18. What are the three main priorities in justice for children that should be addressed in the future?

- 1. _____
- 2. _____
- 3. _____

Section 3: Training and capacity-building

19. Are you professionally involved with cases involving children or juveniles in criminal proceedings?

- Yes
- No

20. How many days of training have you received in relation to justice for children in the past three years?

- 0
- 1-5
- 6-10
- 11-15
- 16+

• Please specify the topics and training provider: _____

21. On a scale of 1 to 5, how helpful has the training been – with 1 being the most helpful?

22. If the training was not helpful, could you explain why not: _____

23. Do you expect to receive more training in the next year? Yes / No

24. What areas would you like to receive additional training on in the future?

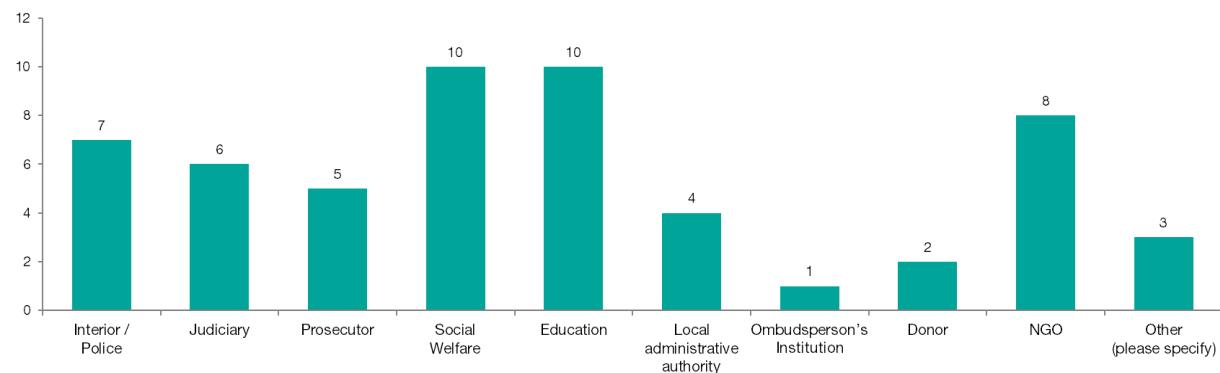
Optional

If you would like to be notified of the publication of the report for this evaluation, please enter your email address. This will be separated from your survey responses to maintain your anonymity and confidentiality.

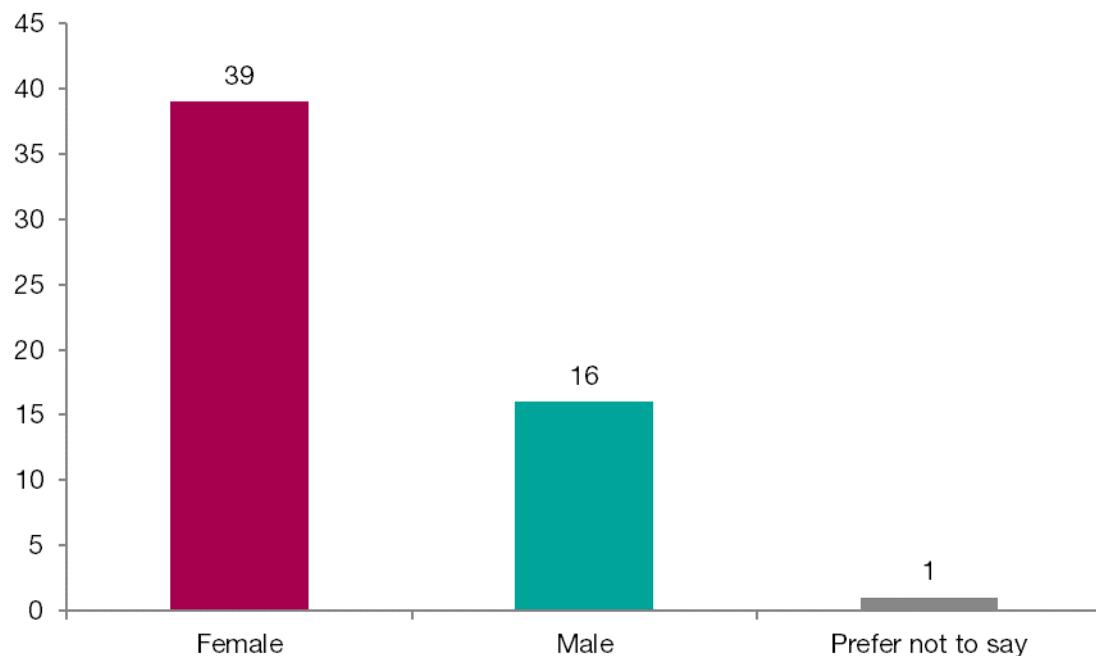
Annex 5: Survey Results

Total completed responses
57

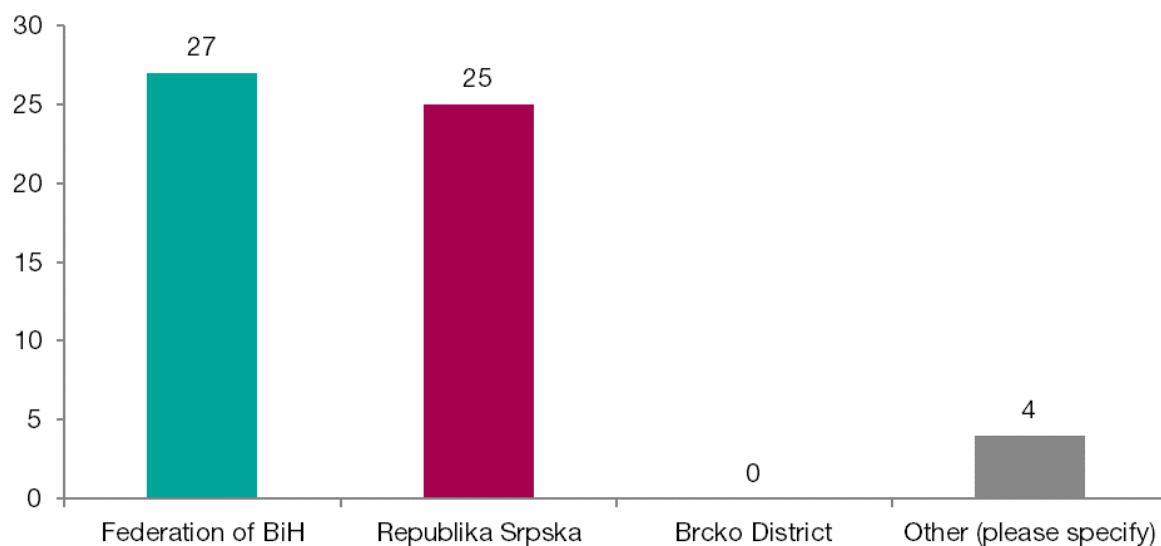
Q1: Which sector do you represent?



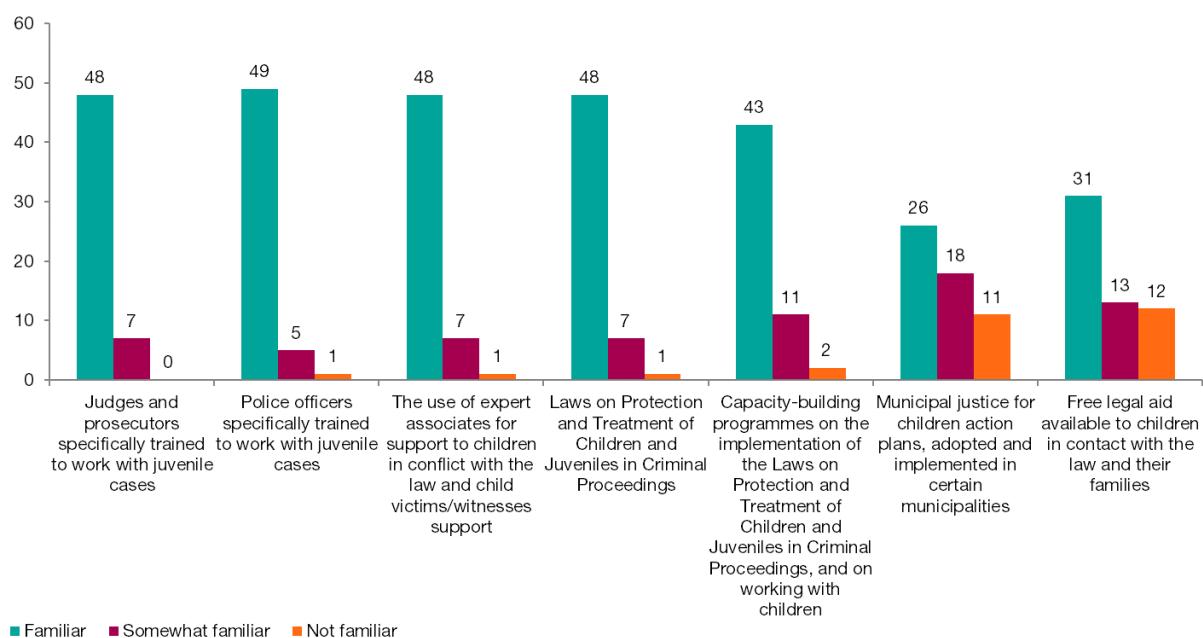
Q2: What is your sex?



Q3: Where do you work?



Q4: How familiar are you with the following (please select all that apply)



Please provide any comments you might have

This institution was involved in the third phase of the capacity-building process. We have participated in the training and we concretely provide free legal aid because the law that regulates our work provides that children/minors have the right to free legal aid solely by their status as a child in civil, criminal and minor offence proceedings.

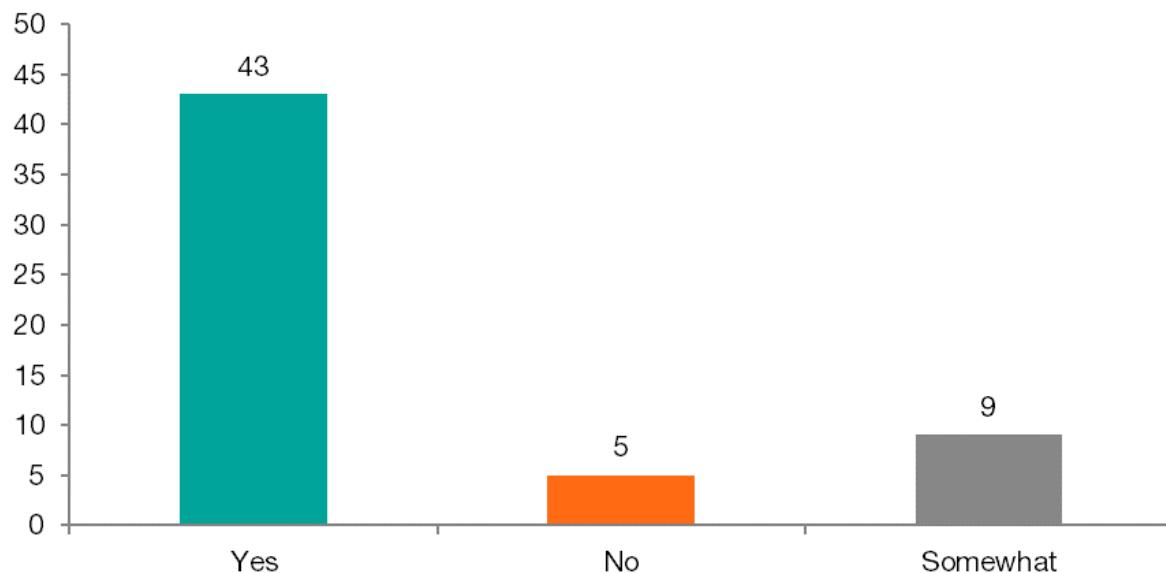
The term "expert associate" here is not in line with the Law on Protection and Treatment of Children and Juveniles in Criminal Proceedings.

I believe the Prosecutor's Office and the judicial system are the weakest links. Čapljina [city in Herzegovina-Neretva Canton] is in the project from the start and the Prosecutor's Office never

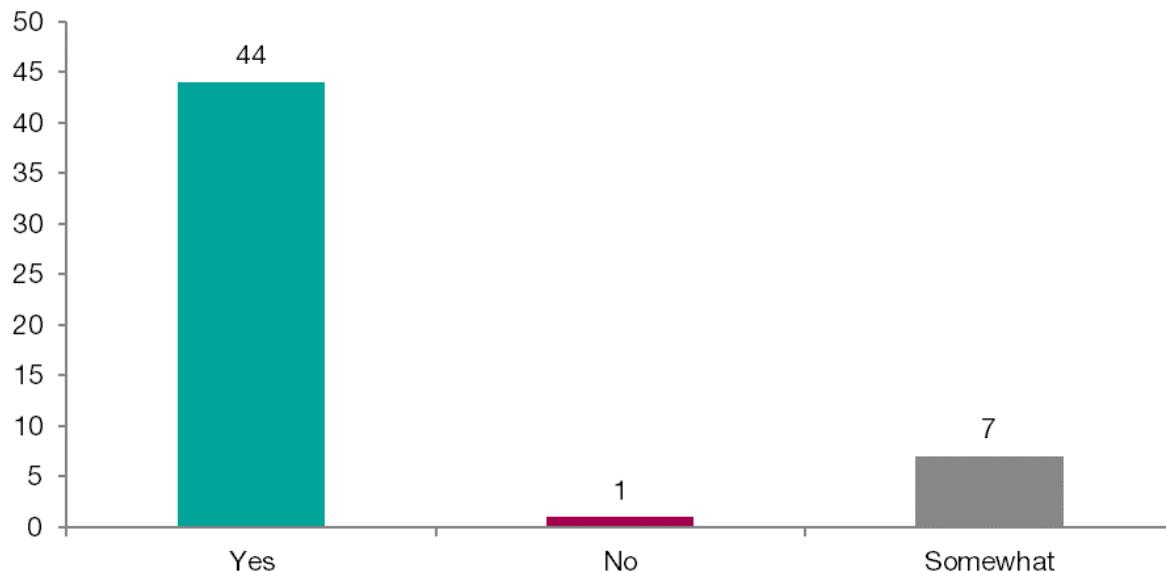
came to a meeting despite a number of requests to come to at least one meeting.

Continuous education on international standards in child protection and the best interests of the child are definitely topics to further develop.

Q5: Are you familiar with the use of school-based secondary prevention programmes to identify and support children at risk, implemented in certain municipalities?



Q6: Do you think these programmes are effective?



Please provide any comments you might have

The implementation of the secondary prevention programme I have been working on during past two years ensured professional assistance and a plan of support for children at risk. Also, the linkages between the different parts of the system were very evident in the secondary prevention programme. Multisectoral cooperation between schools, Centres for Social Welfare, Centres for Mental Health, police, family counselling.

Preventative activities and educational lectures in schools by representatives of the Ministry of

Interior of Republika Srpska and supported by UNICEF BiH.

The secondary prevention programme is excellent but for the programme to be effective there should be conditions for its implementation and application. Many municipalities lack social services, many centres for social welfare, schools have no psychologists or pedagogues, or fully staffed expert support services. This makes prevention work difficult and exhausting for the existing staff and significantly reduces the quality of work with children at risk.

I think everything is at a standstill, especially since the start of the pandemic during which nothing objective can be achieved.

I believe these programmes slowly show some results, especially if we take into consideration that the education during COVID-19 is mostly online and recognizing children at risk in these circumstances is a great achievement.

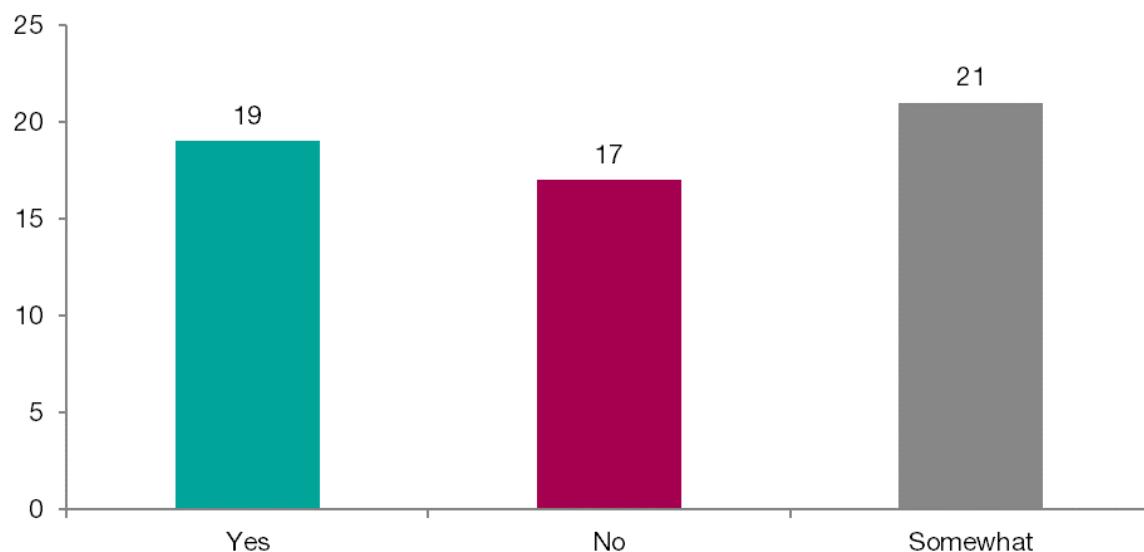
I believe that the training of teachers is really short, insufficiently clear and not detailed enough. I also believe that the Ministries do not supervise the education programmes.

I believe these are effective but from my personal and professional experience in the school environment I think it is necessary to strengthen the expert support services in school by engaging professionals who could provide a holistic and continuous support to children identified through the programme.

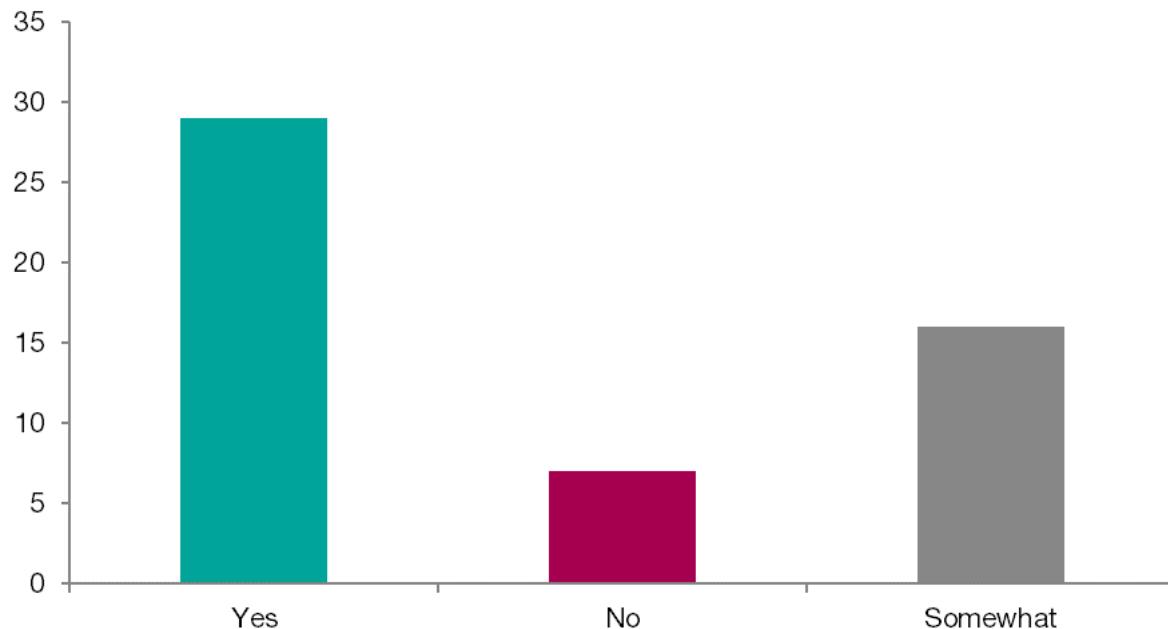
In the current epidemiological situation, it is difficult to realize these programmes.

They are absolutely effective. It is important for the programmes to be consistently applied and to have training for teachers of high quality because the functioning of the referral mechanism depends on them.

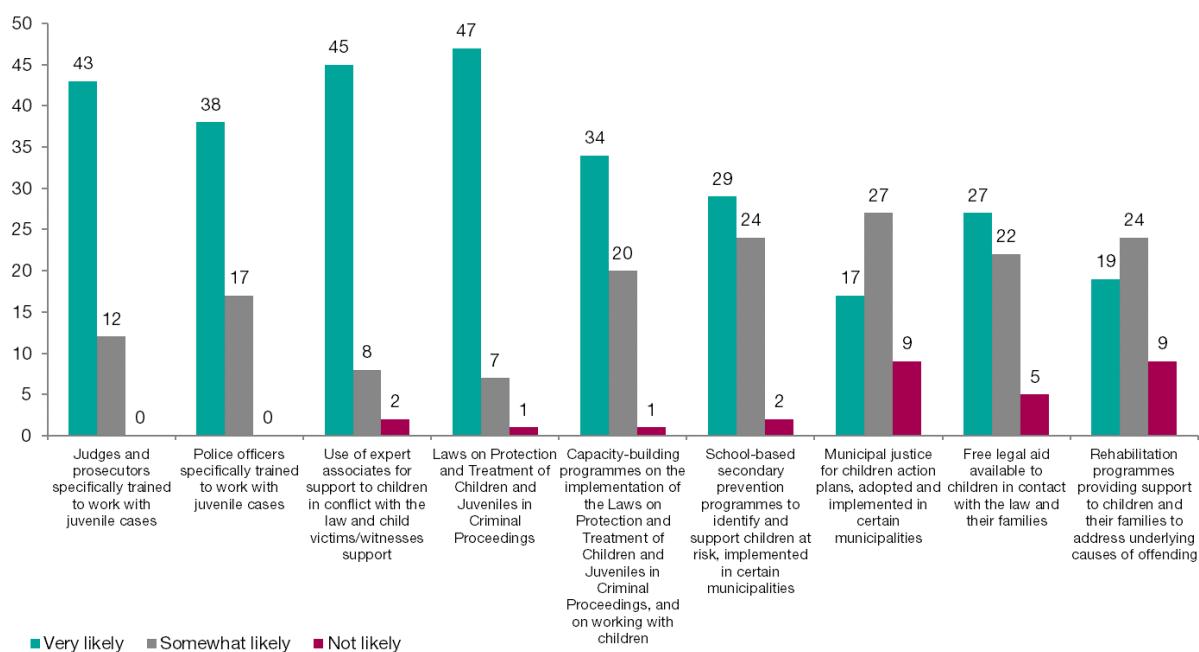
Q7: Are you familiar with the rehabilitation programmes providing support to children and their families to address underlying causes of offending?



Q8: Do you think these programmes are effective?



Q9: How likely do you think it is that the following will continue in the future (even after the end of UNICEF's programme)?



Please provide any comments you might have

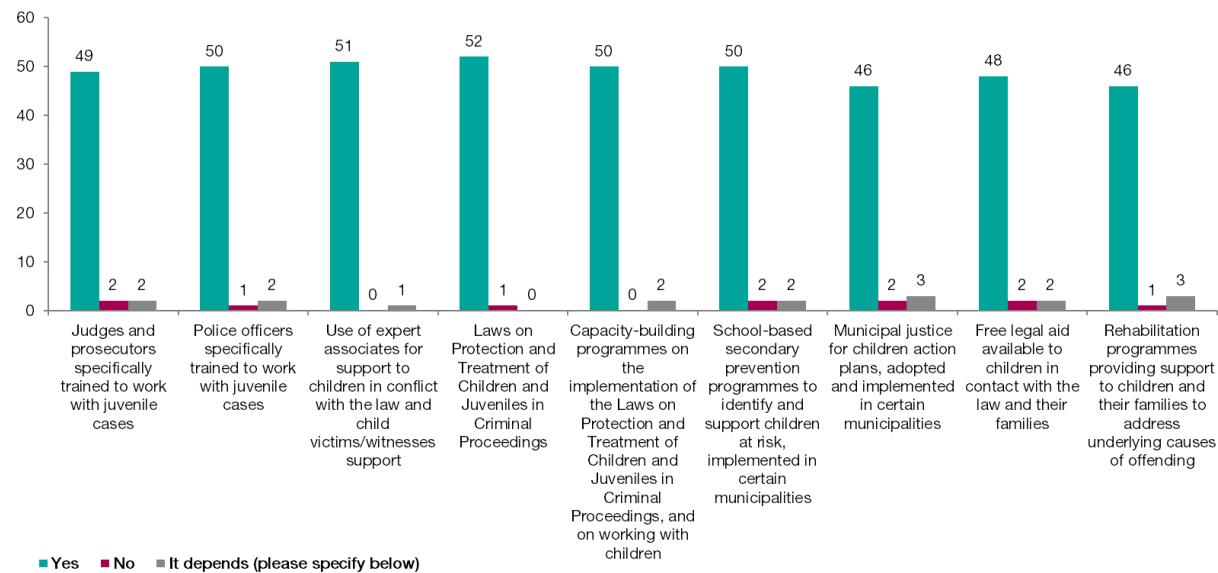
Some of the mentioned activities have been incorporated into laws, bylaws, curricula and school programs.

It is somewhat likely that this will be implemented in practice because, unfortunately, there will be no hiring or engagement of experts to work with minors, while the obligations from the law will remain. The additional reason is that no one, for example UNICEF, will require reports about what has been done.

I am of the opinion that without support by UNICEF none of the segments of this programme will be sustainable.
An important condition is the possibility of obtaining continued financial support.
All activities that became legally prescribed (mandatory education/certification of all those working with minors) will certainly continue but there is a need for continued support in innovation processes of these programmes, continued support for capacity-building, printing of supporting materials, publications and other. Everything that is on the so-called voluntary basis (protocols, municipal decisions and similar) will most likely be implemented to a lesser degree which will vary from municipality to municipality.
Domestic institutions should work more on strengthening capacities, aiming to achieve longer-term and continuous implementation of the mentioned programmes, including capacity-building, rehabilitation, and free legal aid. Primarily by ensuring the availability of expert staff and securing the financial means for effective implementation and continued activities.
The activities I marked as "somewhat likely" I believe that it is crucial for those responsible for the implementation to be able to ensure continuity. For example, the police officers have a great turnover rate in positions and it is a question of how many of those trained would be able to do these activities in the future. The implementation of the programmes will be very much in question unless adequate means are secured in the budgets (it would be desirable to have budgetary lines named as the activities that are implemented).
It depends on the stability of systematization through which the staff will be able to maintain the positions they have been educated to perform, and will be able to advance their career in these positions. Some programmes (legal aid, rehabilitation) that fully depend on donor support are either not part of the budgets or the level of their financing from the entity/cantonal/local budgets remains questionable.
For the future activities, I believe it is likely that those activities that have been prescribed by laws and bylaws will be implemented, especially by judges and prosecutors, because there is a need and the situation is likely to get more complicated in the future so it will be without doubt necessary to have additional training programmes, specialized education etc. Expert associates like psychologists in courts and prosecutor's offices are required by law now so it is likely to expect that they will continue to do their jobs and support judges and prosecutors. I am not sure local communities will continue the activities supported by UNICEF without UNICEF's direct support and implementation of projects, judging by earlier experiences and the information available.
The secondary prevention programme relies on building capacities of expert support services in schools in order to run in a quality manner. In my practice I have recognized children at risk and I provide support but I am not sure this support is sufficient, there is not enough continuity because of being over-burdened by other tasks required by my job.
In our local community it is not likely that the local plan will continue to be developed and implemented because most of those who participated in the work of the working group are no longer in the same positions.
International organizations and NGOs have made a very important contribution to the work with children and minors, including initiatives, material support, premises etc. For this reason, I think the project needs to continue to animate the governmental institutions.
The referral mechanism showed many advantages and I believe its application should extend and it should be used by other systems.
It depends on the readiness and capacities of competent bodies for such programmes.
I believe all stakeholders are aware of the need to have a continuous and all-encompassing

approach and that the activities need to continue to ensure the best interests of the child and because the knowledge and cooperation led to easier work and achievement of goals.

Q10: Do you think these should be rolled out/available in all locations?



Please provide any comments you might have

All cases related to family law.

The question should not refer to all mentioned areas at the same time because some are prescribed by the law and some are not.

I think all the activities should be implemented in the entire country.

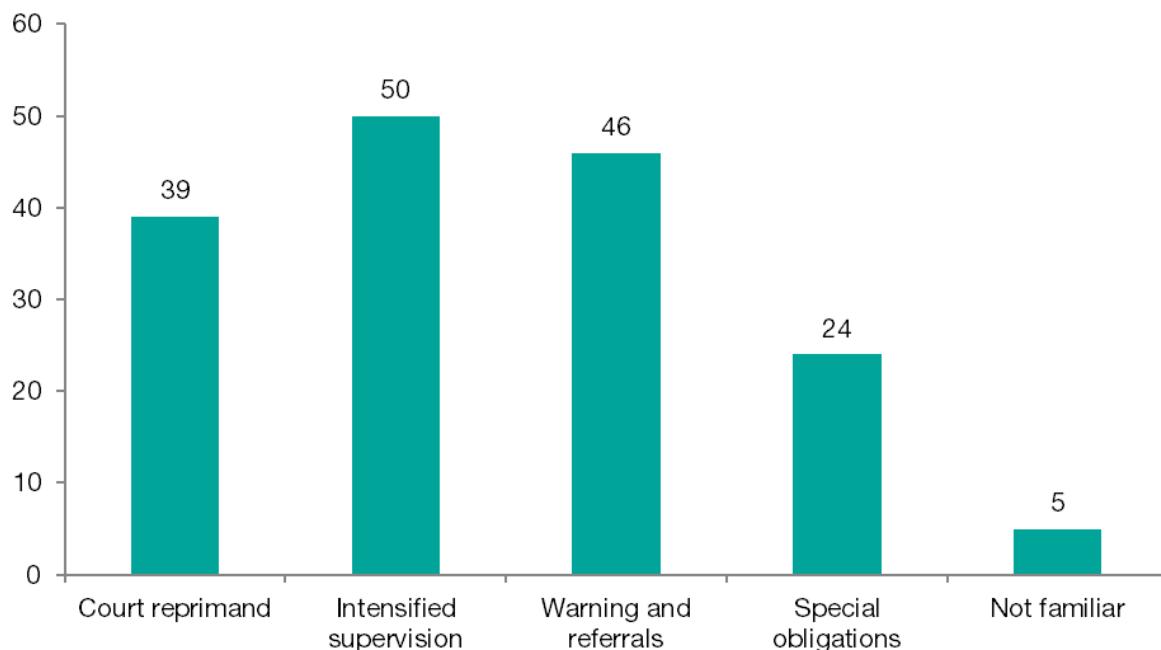
The best functioning are municipal action plans, school action plans and free legal aid.

Continuous education is required in this field. The intervention should focus on understanding this field, including minors as perpetrators of offences, but especially in the area of protecting child victims of crimes and other offences.

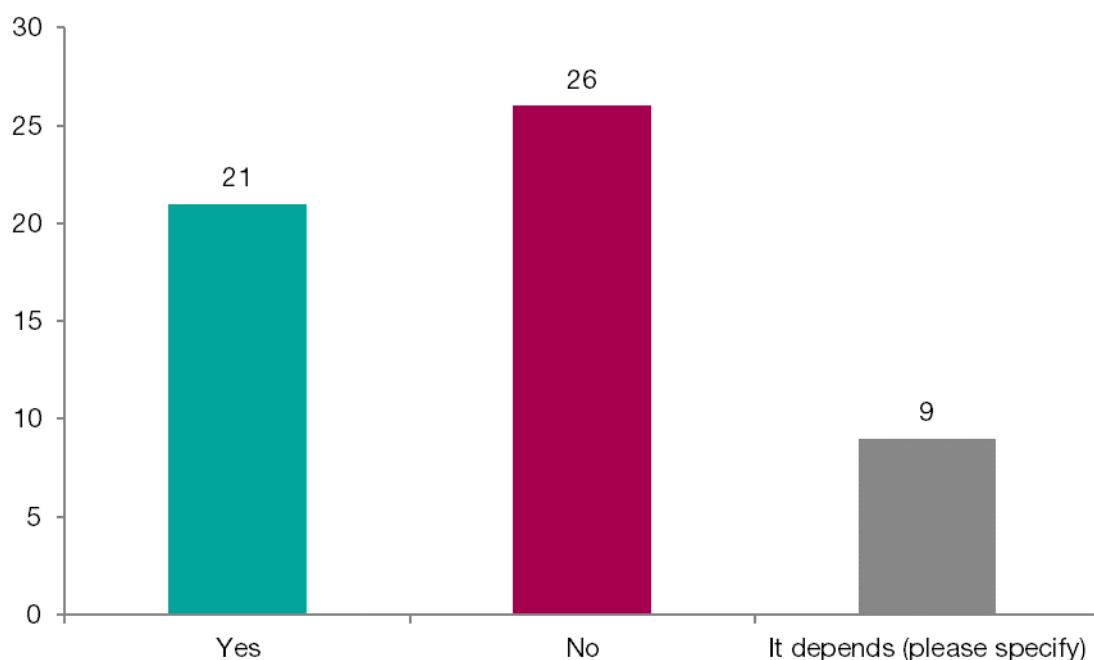
Under the condition that the authorities accept the higher share of responsibility/financing of these programmes.

There is a continuous need for people to receive additional education and specialization in all parts of the country, not just in bigger centres because child rights are getting violated everywhere.

Q11: Are you familiar with the use of correctional measures other than detention in juvenile cases (select all that apply)?



Q12: Do you believe these are sufficiently utilized?



It depends (please specify)

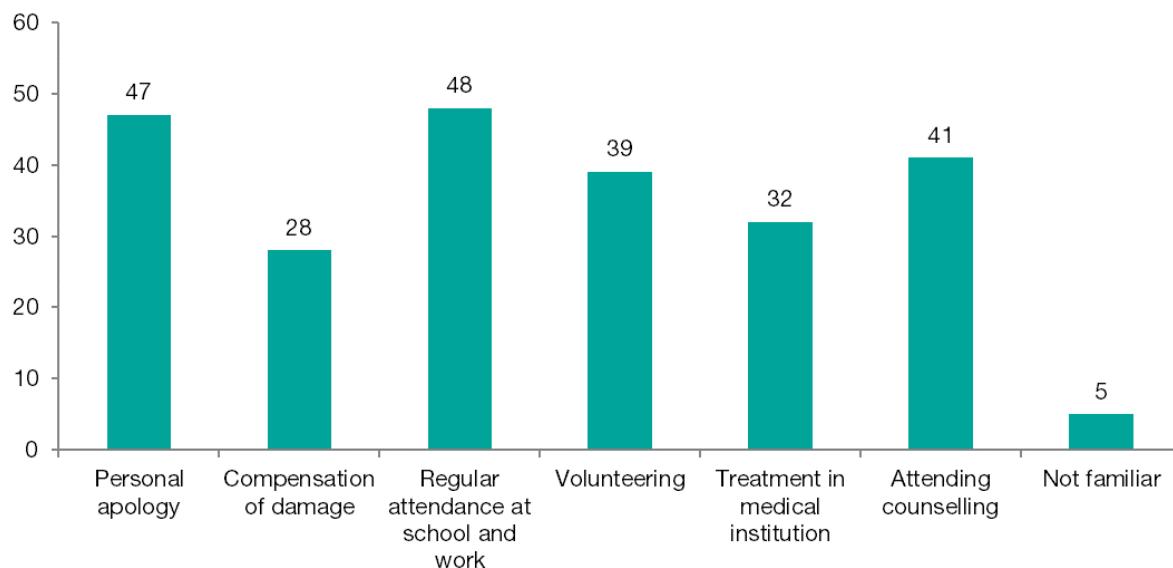
First should be correctional measures; and only if there are no results with these, the last option should be jail.

In certain situations, these are useful but it depends on the minor in conflict with the law, they depend on support from the family, and support for fast adaptation of the child, and change in the way the child lives and change of socially unacceptable behaviours.

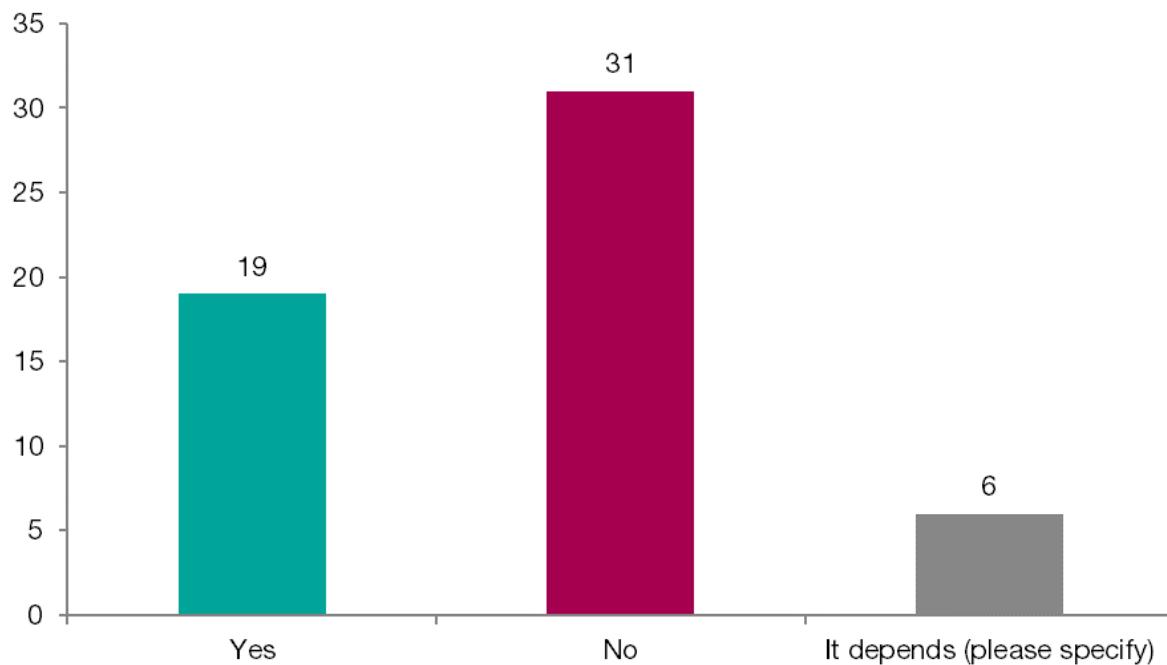
The prosecutors most often decide on court reprimand as the measure because it is the easiest to implement. Additionally, local communities have insufficient resources, so for example most of the communities have no counselling service for youth or courses for further education prescribed by

special obligations.
This is the weak link in the system.
Depends on family circumstances and understanding by the parents.
These are being issued but their implementation is questionable. It cannot be a rule to have the NGO sector directly responsible through the implementation of some of these measures. The implementation of measures and the creation of conditions for their implementation must be the responsibility of the institutions, that is of the official governmental sector. Counselling centres and other obligations in terms of working obligations and other measures must be provided by the state sector to be adequately implemented. The non-governmental sector can only have a supporting role and not be the lead sector in the realization of special obligations.
Depends on the efficiency of the system of supervision over the implementation of the measures, but as a rule, I believe that correctional measures are effective.
Individualized approach that takes into account the entire context is important.

Q13: Are you familiar with the use of correctional recommendations (select all that apply)?



Q14: Do you believe these are sufficiently utilized?



It depends (please specify)

I believe that only if there is a multisectoral connection, these measures can be successful.

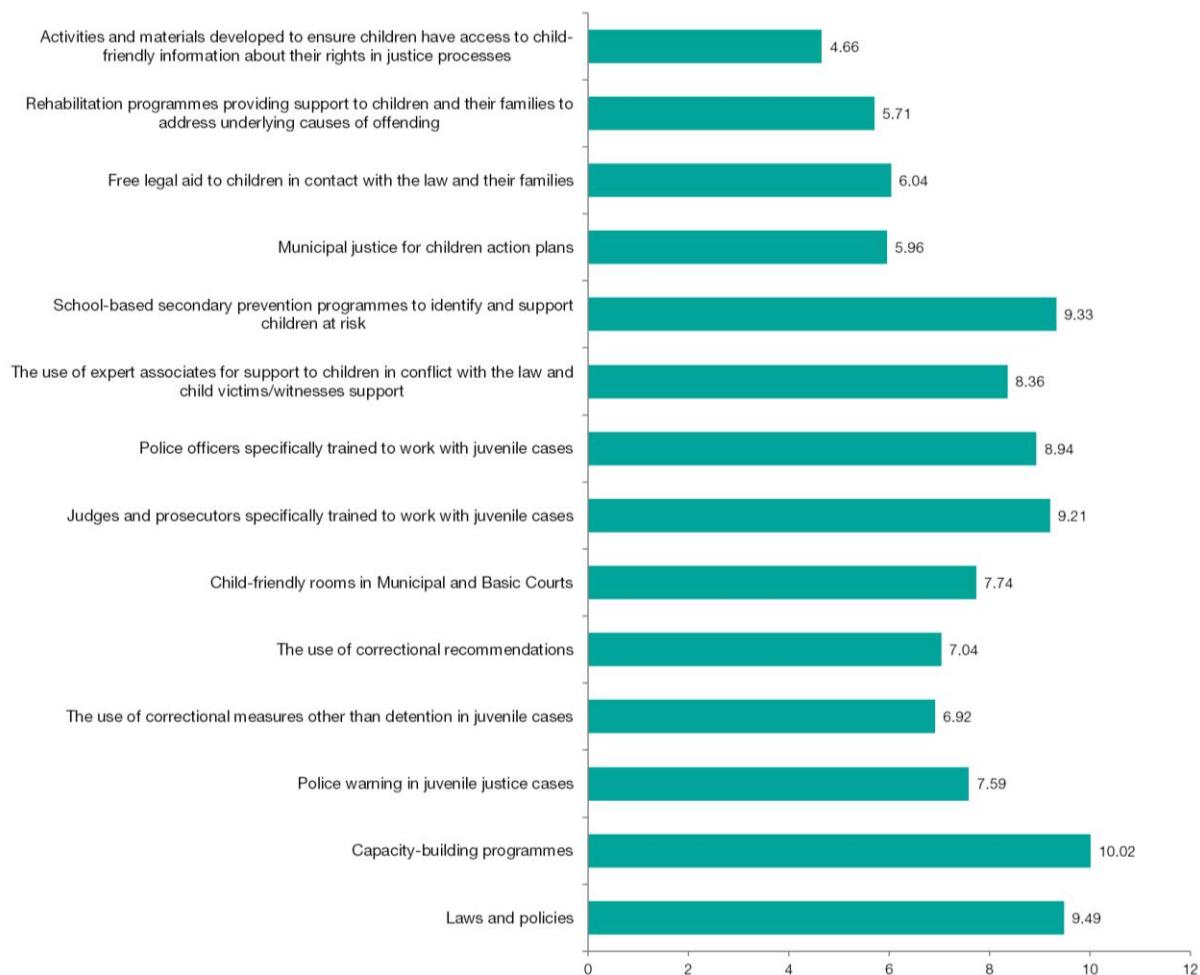
Prosecutors avoid deciding on recommendation because it involves more work, and the case can be considered closed only once the Centre for Social Welfare confirms that the recommendation has been implemented. The other problem is the lack of resources, for example for counselling, in local communities.

I believe the scope for their implementation in practice is much higher.

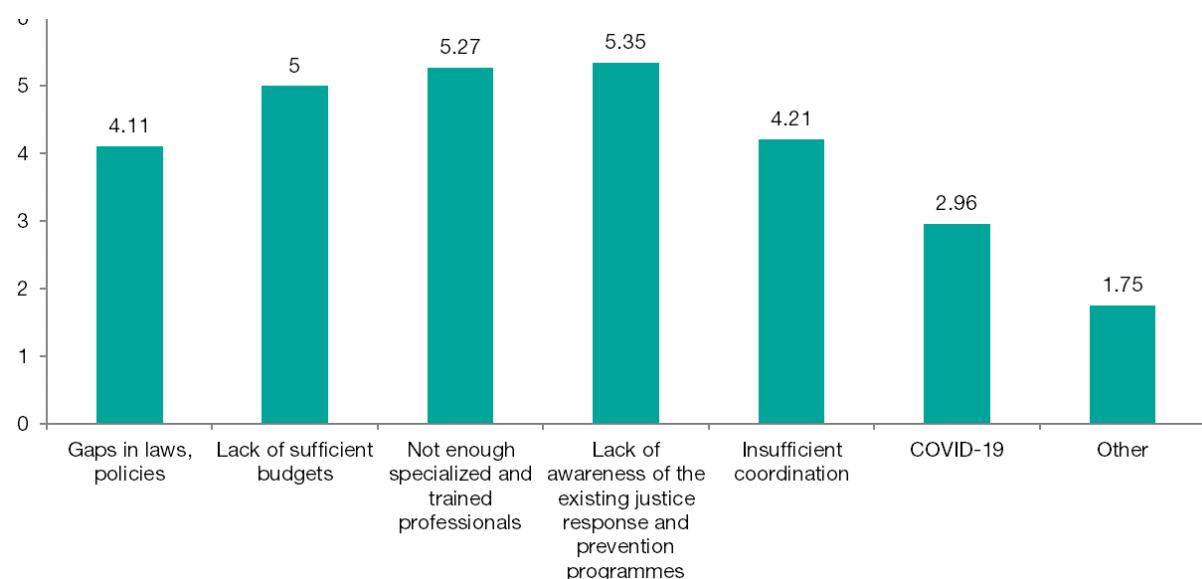
I am familiar with all the recommendations, but these are insufficiently used. It is necessary to focus on this segment because this can change the perception of juvenile perpetrators, and the situation for minors themselves.

Some of them are not considered effective.

Q15: Could you select the areas with the biggest achievements in enhancing justice for children (please rank from the biggest achievement to the lowest, with 1 being the area with the biggest achievements):



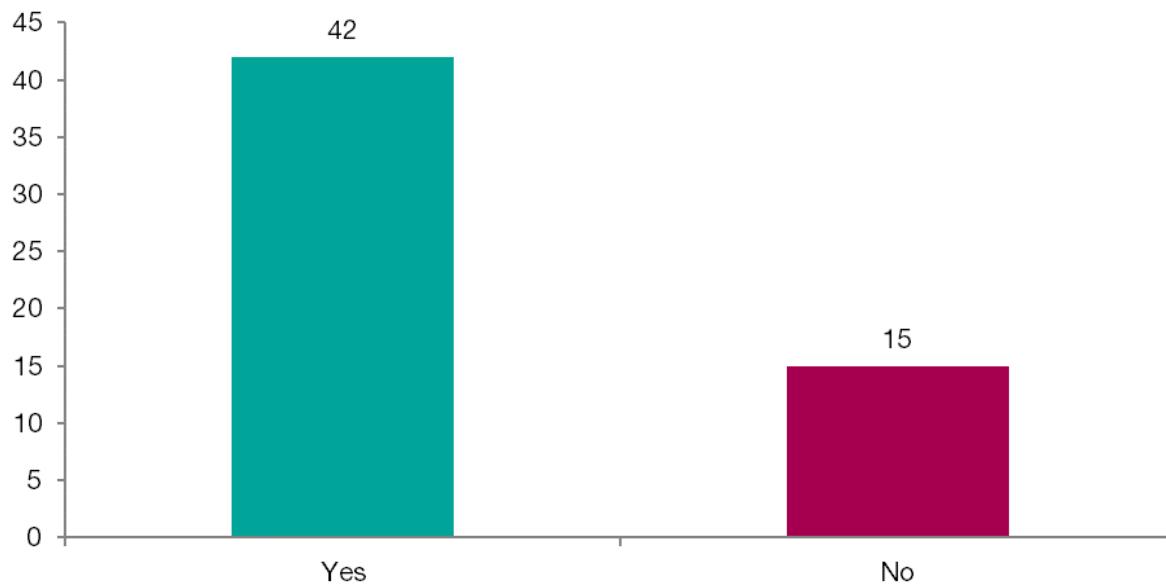
Q16: In your view, what are the main challenges to achieving an effective response to children in contact with justice and children at risk (please rank in the order of importance with 1 being the area with the biggest challenges):



Q17: If you selected "other" in Q16, please specify below

There are no institutions for minors, like correctional homes for young offenders and there are no specialized institutions for treatment of minors.
Insufficient awareness of parents about the prevention programmes and about preventing contact of minors with potential risks that can cause minors to behave outside the norms.
Insufficient services and accommodation capacities for children.
Lack of will and motivation by professionals in judicial institutions.
Lack of will.
The absence of sensitivity to working with children, ignorance by individuals, being influenced by interests other than the best interests of the child and insufficient knowledge of international standards.
Late interventions from the system, case processing in courts and at prosecutor's offices lasts years.

Q18: In your view, are all relevant BiH/entity/cantonal/municipal and other stakeholders involved in the justice for children programme implementation?



If no, please specify

The programme at the level of the state, greater support of competent ministries of education, labour, social policy, health, municipalities.
Representatives of media, NGOs with useful campaigns and suggestions.
I think that those from the higher level of the authority do not get involved sufficiently into the solutions of the problems, and it is within their mandate.
State level is not involved at all.
All the institutions at the state level, ministries of education, labour, social policy, health, municipality.
Competent Centres for Social Welfare should be included more.

I think the local community, that is, municipality, should be included more and the Ministry of Education. Also, based on my experience I believe Centres for Social Welfare are the weakest link so I believe they should be more involved in the work with these categories.

Perhaps to consider greater involvement of local communities.

BiH institutional bodies.

Q19: What are the three main priorities in justice for children that should be addressed in the future?

1. Priority	2. Priority	3. Priority
Develop and implement the secondary prevention programme in the entire state	Strengthen expert support services/pedagogue, psychologist, social worker/for every school to have	Strengthening of the coordination
Education of professionals and coordination between institutions that deal with the problem of protecting rights and interests of children	Prevention and work with children	Ensuring sufficient funding to secure the protection of rights and interests of children, like for example alimony fund
Continuous education of police officers, expert associates and prosecutors	Continuous education in schools by experts	Specialization of certain professionals for specific fields
Secondary prevention in schools	Developing a network of institutions to provide support for children at risk	Coordination of activities of all stakeholders working with children
Establishing specialized institutions	Education of all those who are in contact with children	Development of prevention programmes
Teaching children about their rights	Teaching children about challenges and risks	Supporting professionals
Hire expert staff	Work on prevention programmes – adapt and enrich them, educate professionals about them	Strengthen multisectoral cooperation
Professional development	Harmonizing the legislation in FBiH - Law on minor offenses by juveniles	Rehabilitation programmes
Strengthening of the coordinated response of all relevant sectors (education, health, social) to help children in accessing justice	Strengthening initiatives for legal empowerment of children and involvement of families to support access to justice for children	Implementation of legal provisions in practice
Education, training		
Prevention programmes in schools	Education of judicial professionals	Education of police officers
Strengthening the secondary	Hiring expert associates in	Harmonizing good judicial

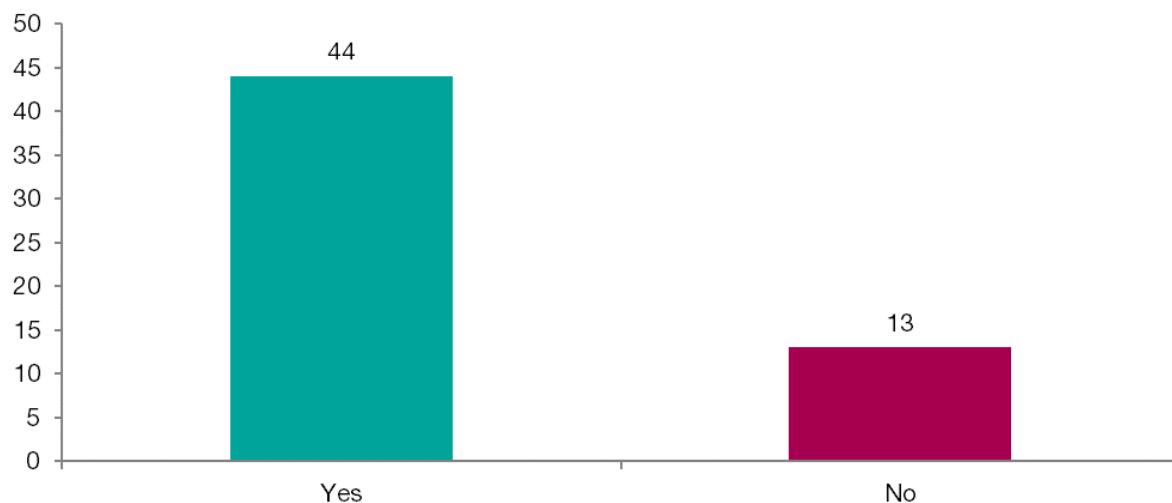
prevention programme in schools	judiciary	practices across the entire BiH
Inter-sectoral cooperation	Professional development	Prevention of juvenile delinquency
Amend legal provisions to be in line with current situation, to have legal basis follow and modify the situation	Parents are most often the weak link as well, so work on their education	Animate all sectors of the society – continuously
Education of teachers	Education of expert support staff	Education of public and wider society
Education of expert support staff	Adoption and application of procedures protocol	Awareness-raising in public institutions
Funding	Specialized staff	Capacity-building and network building of activists from all sectors of society. From the politics and the governmental sector to the independent and non-governmental.
Secondary prevention	Adoption of entity strategies	Municipal action plans
Access to justice for children – free legal aid	Improving and harmonizing legal framework and practices	Prevention of juvenile delinquency, application of alternative measures, awareness raising, capacity-building, cooperation, coordination
Capacity-building	Better implementation of measures imposed	Better coordination between actors involved in cases
Adopt also the state law because when there is a juvenile case before the Court of BiH it is run on the basis of criminal law and criminal procedure law of BiH, and entity laws on protection and procedures with children and minors in criminal proceedings are not applicable	Train judges and prosecutors at the state level	Train State Investigation and Protection Agency and police officers at the state level
Education	Coordination	Promotion
Expediency in procedures and actions	The use of recommendations	Continuous implementation of capacity-building, education, and supervision
Ensuring equal approach to justice for every child	Adequate intervention of competent bodies regarding the protection of child rights	Ensuring access to information regarding child rights (stronger role of media)
The equal laws at the state	Strengthening expert support	Continued implementation of secondary prevention

level	services	programmes
Strengthen the work on prevention of juvenile delinquency	More effective work with parents	Additional education for lawyers/defenders
Informing and educating relevant actors from child protection field	Obligatory accountability of relevant actors	Media campaign and political lobbying
Early prevention	Capacity-building of professionals	Legal framework and funding
Capacity-building of professionals	Better services for children	Application of correctional measures and recommendations
Education of all professions in contact with children	Centres for children and youth	Stronger cooperation between family, school and judicial system
Continuous activities to develop the programme and raise awareness of children	Greater engagement of children including in extra-curricular sports and cultural and creative activities	Professional development in monitoring and prevention work with children at risk
Secondary prevention programme to be adjusted for children in preschool and secondary schools	Additional education of professionals	In addition to education programmes, motivate colleagues from competent centres of social welfare to support school professionals in protection of children and in acting in their best interests
Continued promoting of alternative measures and support for their implementation	Continued education of professionals	Sensitising the wider public and implementation of rehabilitation and social integration programme
More attention to municipal and basic courts	Specifically work with children in civil proceedings	Education programmes for judges who work in divorce proceedings and who decide who children will live with after the divorce
Equalization of law at all levels	Implementation of continuous education of all actors	Timely support and problem detection
Budgeting (local authorities take responsibility) for a successful exit of UNICEF from the programme	Better coordination over the legislative framework (formalizing the coordination board as a permanent body)	Better solutions for job categorization (ensuring adequate working conditions and career advancement prospects for staff who have been through education programmes) and solving the problem of longer-term sustainability of the programme

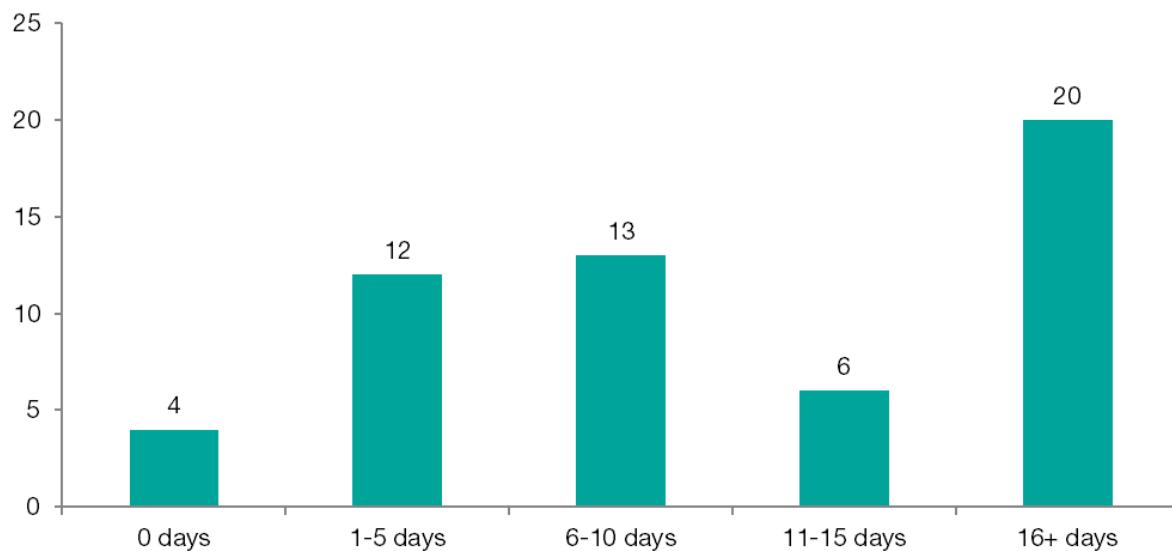
Providing support to children and their families in rehabilitation programmes in order to address underlying causes of juvenile delinquency and make post-penal juvenile protection programmes more prevalent	In the entire BiH territory ensure adequate premises for work of judges and prosecutors, while continuing to improve the situation in institutions that need to implement criminal sanctions, specifically for competent bodies to establish a specialized institution for treatment and education of minors in line with the laws on protection and procedures with minors and children in criminal proceedings, in order to enable the correctional measure of obligatory psychiatric treatment to be implemented and to ensure adequate safety. In addition, support is needed in development of support programmes for the observation of juveniles in conflict with law, and to improve their diagnostics, before sanctions are decided (temporary accommodation option)	Work on programmes to strengthen and provide support to families to prevent juvenile delinquency cases
Ensure means from the budgets	Hire missing experts for the institutions	Greater involvement of all relevant institutions, and especially non-governmental sector
Education of judges and prosecutors	Education of police officers	Introduction of specialized professionals/experts in all courts and prosecutor's offices
Continuous identification of children at risk and support planning	Coordination of referrals mechanism and specialist support	Strengthening the capacity of expert support services in schools to better implement secondary prevention programmes
Prevention	Education	Application
Education programmes for police officers and prosecutors	Changes to the law	Simplify procedure for working with children
Strengthening capacity of multisectoral teams for working with children at risk	Additional education for teachers and professors in schools	Working on cooperation between pupil/family and school-multisectoral team
Early detection of children at risk	Multisectoral approach	Providing support to children at the local level
Adequate implementation and respect of legal rules	Improving the position of victims of crimes	Strengthening expert and human resources

Access to justice for children – free legal aid	Special care about socially vulnerable and marginalized categories of children	Continued activities on prevention of juvenile delinquency, domestic violence and application of alternative measures in working with children
Prevention in justice for children area	Specialization and education programmes for experts	Better technical equipment for rooms for children and youth
Strengthening capacities of experts and coordination	Timely early intervention	Prevention
Implementation of preventive activities in schools	Evaluation of effects of measures decided in cases	Development of a rehabilitation programme
Education programmes for parents/guardians of children in conflict with the law	Education of children by professional practitioners	Education programmes for teachers

Q20: Are you professionally involved with cases involving children or juveniles in criminal proceedings?



Q21: How many days of training have you received in relation to justice for children in the past three years?



Please specify the topics and training provider

Human Rights Centre, Mostar

Human Rights Office, Tuzla: Secondary prevention in schools

OSCE: Guidelines to recognize discrimination in the field of education in BiH; UNICEF and HRC Mostar: Procedures by competent officials in accordance with the law on protection and procedures with children and youth in criminal proceedings; UNICEF and HRC Mostar - peer-to-peer exchange in the work of day centres in Bijeljina and Mostar; HRC Mostar: Correctional recommendations; UNICEF and HO Genesis Project from Banja Luke: Secondary prevention programme focused on identification and protection of children from risk factors in primary schools of Herzeg Bosnian Canton.

International Criminal Investigative Training Assistance Program/ICITAP – child rights, ICITAP – protection of women and children, UNICEF – interrogating and interviewing children and minors, protection in cyber space.

Implementation of the Law on protection and procedures for children and youth in criminal proceedings - practical knowledge.

"Treatment of problematic behaviour and emotions in children and youth in the health and social institutions in RS", Professional academy "Children hugged by media – strengthening the preventative influence of media in juvenile delinquency prevention".

Secondary prevention programme

Specialist education programme on juvenile justice – Centre for Education of Judges and Prosecutors in RS supported by UNICEF.

I participated in education on the Law implementation, correctional measures, correctional recommendations, special obligations.

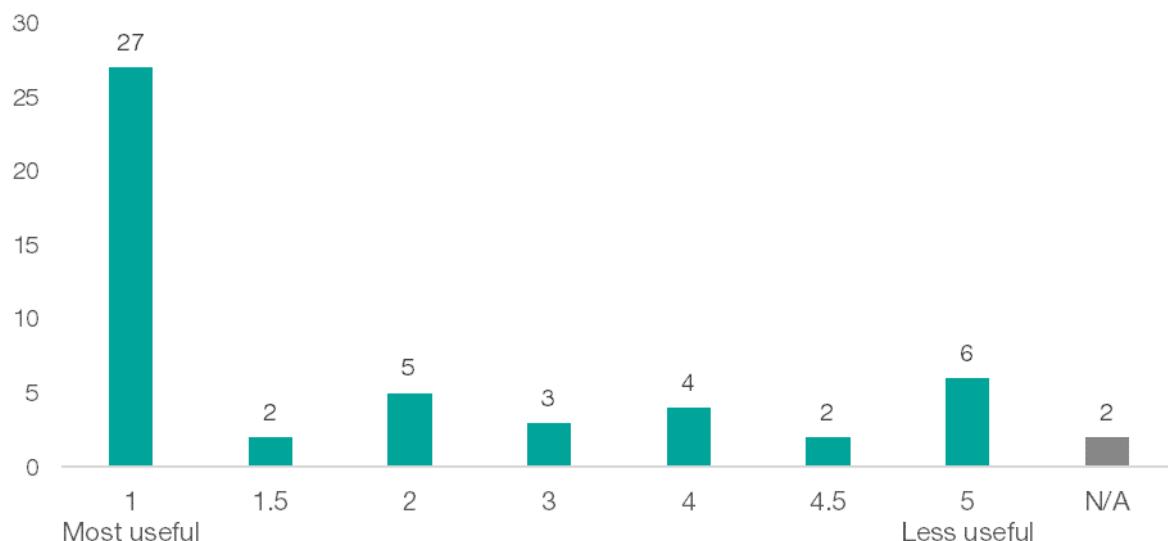
Specialized education programme for psychologists in justice for working with children in criminal proceedings / UNICEF / RS Association of Psychologists

Mediation in implementing correctional recommendations

All topics were connected with the existing action plan and were presented by HRC Mostar
Issuing and applying correctional recommendations/alternative measures – implementation in practice
Secondary prevention programme
As part of "Justice for Every Child" project: access to justice, legal aid, alternative measures, prevention of juvenile delinquency, protection of rights and interests of children and youth in different legal fields and procedures...
I conduct training for police officers of the RS Ministry of Interior.
I was a trainer after the law was adopted.
Education programmes were realized by the Justice for Every Child team from Mostar. Topics covered police and judiciary in the implementation of the Law on Protection and Procedures with Children and Juveniles in Criminal Proceedings; restorative justice and correctional recommendations; criminological-victimological discourse; referral mechanisms in identifying and reacting to cases of "children at risk"; family group conference as an innovative model of working with families in crisis and other.
Justice for every child
Topics related to risk factors, peer violence, online violence, correctional recommendations for minors. Education programmes were held by Criminal Policy Research Centre, representatives of judiciary, police, centres for social welfare, centres for mental health, FBiH Ministry of Health...
As I participated in many training and education programmes it is difficult to mention all the topics. I am fully educated for working with children in conflict with law and for working with children with the aim of secondary prevention.
Activities of police with minors by the RS Ministry of Interior; sensitizing police officers to react to safety incidents involving children on social networks by UNICEF.
I participated in all meetings of the Justice for Every Child Project Coordination Committee, the Regional Conference on Children's Access to Justice, as well as the Regional Justice for Every Child Conference.
Implementation of correctional recommendations, mediation, UNICEF.
Professional education programme for judges and prosecutors and expert associates on juvenile justice, best interests of the child, international standards in protection of minors, child psychology, abuse of children in digital environment. Capacity-building held by UNICEF, Centre for education of judges and prosecutors FBiH and RS, Save the Children, EMMAUS.
Working with children in criminal proceedings organized by the RS Association of Psychologists and UNICEF and strengthening of the system-wide approach to protecting best interests of the child in contact with the law. I also participated as an educator in the project of education of police officers implemented by the FBiH Ministry of Justice and UNICEF, and I was a trainer during basic education programmes for judges and prosecutors for working with minors, which are being implemented in cooperation with UNICEF. I participated at the retreat for prosecutors also organized in partnership with UNICEF.
Save the Children was implementing education programmes for professionals on implementation of alternative measures, I participated in several trainings.
Regular education programmes through conferences, coordination meetings of prosecutors working with children on children and youth in conflict with the law.

I participated in a workshop where the research study on "Equal access to justice for children in Bosnia and Herzegovina" was presented.
Mostly education programmes which were part of this project.
I was an educator on the topic of recognizing children's holistic needs to promote better linkages and establishment of cooperation.
Juvenile delinquency, policy warning and others.
Application of the referral mechanism in support of children, cooperation between school and family, advisory work in schools, legal framework for referral mechanism, procedures in cases of violence – organized by the RS Pedagogical Institute and RS Association of Psychologists.
Best interests of a child, Psychological world of a neglected and abused child, Models of protection of the rights of the child and your role as educational institutions.
Ministry of Justice, Ministry of Social Protection RS, UNICEF, Save the Children and all kinds of trainings.
Topics ranging from access to justice, correctional recommendations, secondary prevention, juvenile delinquency... Education programmes were run by experts from these fields.
UNICEF; HRO Tuzla; Save the Children; and others, all in cooperation with the Centre for Education of Judges and Prosecutors, CESTOM FBiH; sexual abuse of children in digital environment; and other topics related to the implementation of the Law on Protection and Procedure for Children and Youth in Criminal Proceedings.
Family group conferences, working with children at risk, approaching trauma, children in a high-conflict divorce proceeding.

Q22: On a scale of 1 to 5, how helpful has the training been – with 1 being the most helpful?³⁴



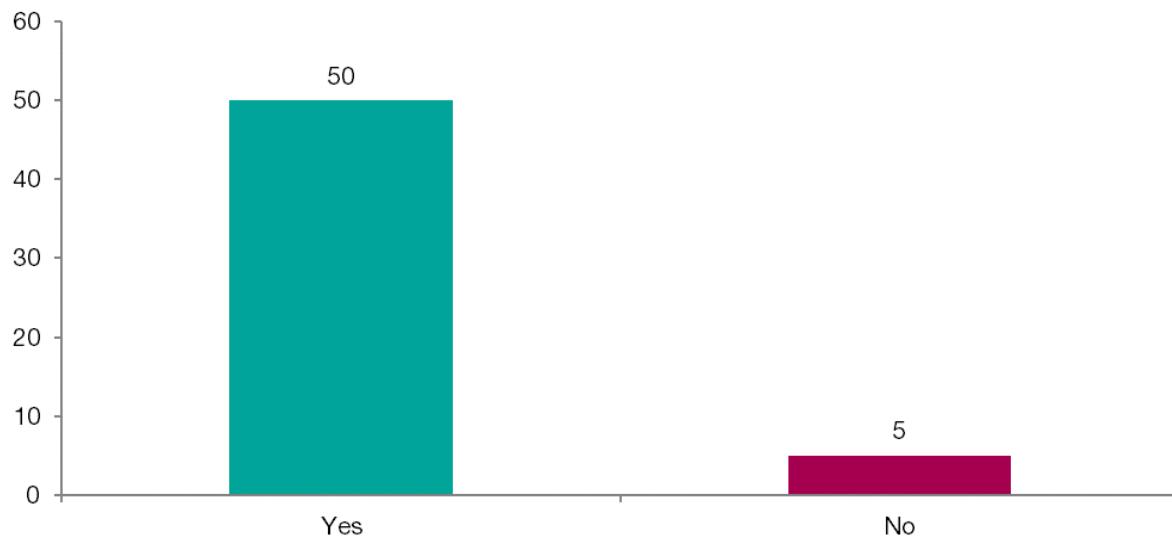
Qualitative responses
2 (2 only because during the last year we could not meet in person and that is the best for understanding and exchanging constructive proposals).
All programmes were good, and all deserve the best grade 1.
5 – conference was the most useful because of insight into work of colleagues from other countries.
1 Child psychology; 2 Forensic interview and questioning minors; 3 International standards in child protection and best interests of the child; 4 sexual abuse of children in digital environment etc. In my view, all the education programmes are relevant and very helpful to professionals and especially to parents in raising minor children.
The education programme for working with children and minors in criminal proceedings was very useful, grade 5. The training "Strengthening overall systemic approach to protection of the best interests of the child in contact with the law" I would assess with the grade 3.
Education programmes were very good and useful. 1
3 – limited number of training with practitioners directly involved in the implementation of the law on protection and procedure with children and minors in criminal proceedings. Exchange of good practices and experience.

³⁴ Due to the school grading system in Bosnia and Herzegovina, where 5 is the best grade, the evaluation team believe that some responses to this question might not be accurate.

Q23: If the training was not helpful, could you explain why not:

Qualitative responses
Education programme "Strengthening overall systemic approach to protecting best interests of the child in contact with law" did not fulfil my expectation because there was a lot of repetition in topics and the selection of trainers was not the best.
Mostly the same educators and the same topics

Q24: Do you expect to receive more training in the next year?



Q25: What areas would you like to receive additional training on in the future?

Qualitative responses
Working on prevention and strengthening the awareness of children and working with cases of juvenile delinquency and violence prevention through practical examples and experiences from practice.
Working with primary school age children at risk.
Education of teachers, expert associates and all professionals about prevention of risk factors.
Sub-specialized programmes of working with specific groups of children.
Prevention of violence against children, raising awareness of youth with safety risks, continuous education of professionals.
Techniques for working with children at risk and their parents. Strengthening the role of media in deconstructing wrong beliefs in social environment about children in conflict with the law.
Psychosocial support programmes dedicated to teaching staff and expert associates.
Workshops to present case studies, positive and negative experiences.
Supervision, exchanges of experiences and practices.

Inter-sectoral cooperation (centres for social work, schools, police, courts, support to families; prevention work).
The use of alternative measures, recommendations for future decision-making in justice for children field.
Identification, procedures and working with children at risk.
Prevention and the programme of reintegration of minors into society.
The role of teachers in secondary prevention programmes.
Access to justice for children, protection of rights and interests of children and youth in different legal fields and proceedings.
The use of police warning, adequate interviews with minors (victim, offender, witness), application of relevant legal framework for juvenile criminal law.
Education programmes at the state level, and the adoption of laws at the state level because in criminal cases from the competence of the Court of BiH the minors are processes in line with the provisions of the "old"/valid laws which makes the treatment of minors much less favorable, depending on the crime committed.
All topics covered were very useful. I expect these to continue and in time to add similar topics.
Consistent application of the law and actions in accordance with the law, raising awareness on prevention, practical application of recommendations and correctional measures.
Protection of psychological and physical health of children, with the special focus on representing children before competent institutions, especially courts.
Online environment, mental health, topics related to parenting, violence in social networks...
Timely identification of children with behavioural problems and work to prevent juvenile delinquency.
Reacting on social networks. Identification and evidence collection.
Assessment of minors, treatment – work with minors
Best interests of the child standard; Observation and diagnostics of minors in criminal proceedings; Children in digital environment.
Multisectoral cooperation between relevant ministries/institutions in supporting children at risk.
Working with children in civil proceedings, children in hostile divorces.
Coordination meetings of prosecutors for children, implementation of the Law on Protection and Procedures for Children and Youth in Criminal Proceedings.
I believe it would be ideal if expert support staff receive education programmes and additional specialized training in order to have the necessary knowledge for the establishment of the National Preventative Mechanism so that the institution, as an independent institution, can monitor and control the work of all institutions accommodating minors in conflict with law.
Development characteristics by age to adjust the measures implemented.
Emotional stability, safety of children in online environment, younger adolescents growing under the COVID-19 conditions...
Early detection.
Continued education on implementation of the Law, perpetrators of offences, victims of crimes,

police warning etc.
Cooperation in multisectoral teams, exchange of information, roles; working with gifted children; professional orientation of children.
Treatment and work with children at risk by guardianship institution.
Working with child victims of crimes.
Access to justice for children, multisectoral cooperation in protection of rights and interest of children and youth and similar topics.
Implementation of the Law on Protection and Procedures for Children and Youth in Criminal Proceedings; Human trafficking with a special focus on child victims of crime, sexual crimes against children, Interviewing child victims of crimes – challenges and practices.
Protection of children from abuse in digital environment, exchanges of practices and practical examples of procedures under the criminal Law.

Annex 6: Stakeholder Mapping

Institution	Mandate	Role in the Project	Potential Contribution to the Evaluation	Contribution to the Evaluation
Project Coordination Board				
BiH Ministry of Justice	Justice at the state level, international cooperation, providing guidance and monitoring legal education in order to ensure inter-entity harmonization in that area and acting in accordance with the best standards.	Project Coordination Board (programme planning and evaluation), host of the regional conference.	Assessing UNICEF's contribution, overall outcomes, sustainability, conference results, challenges and next steps.	Survey
BiH Ministry of Human Rights and Refugees	Monitoring and reporting on international human rights conventions, coordinating human rights issues including child protection, oversees the Council for Children.	Project Coordination Board (programme planning and evaluation).	Assessing UNICEF's contribution, data collection on juvenile justice, new Action Plan for Children, challenges and next steps.	Survey
FBIH Ministry of Justice	Justice at the FBIH level (competences devolved to the cantonal Ministries of Justice).	Project Coordination Board (programme planning and evaluation), legislative policy, and capacity-building services including the certification of J4C professionals, Guidelines for Aftercare Support, training on aftercare, selection of locations and equipping child-friendly rooms, victims and witness support providers.	Assessing UNICEF's contribution, the impact of the Law, capacity-building, diversion measures, aftercare process, availability and use of child-friendly rooms, challenges and next steps. Chairing the Council for monitoring and improvement of criminal proceedings involving children (foreseen by legislation).	Key informant interviews
Republika Srpska (RS) Ministry of Justice	Justice at RS level.	Project Coordination Board (programme planning and evaluation), legislative policy and	Assessing UNICEF's contribution, the impact of the law, capacity-building, diversion measures, aftercare	Key informant interviews

		<p>the capacity-building services including the certification of J4C professionals, diversion measures availability, selection of locations and equipping child-friendly rooms, victims and witness support providers.</p>	<p>process, availability and use of child-friendly rooms, challenges and next steps. Chairing the Council for monitoring and improvement of criminal proceedings involving children (foreseen by legislation).</p>	
FBiH Ministry of Labour and Social Policy	<p>Social policy, including social welfare, labour and employment in FBiH (competences devolved to the cantons, including an oversight of Centres for Social Work/CSWs).</p>	<p>Project Coordination Board (programme planning and evaluation), developing capacity-building standards and materials for social workers on justice for children, Guidelines for Aftercare Support, aftercare programme, mapping of diversion measures, children on the move policy, assessment of the Family Law.</p>	<p>Assessing UNICEF's contribution, the impact of the law, capacity-building, diversion measures, aftercare process, mediation, children on the move, challenges and next steps.</p>	<p>Survey</p>
RS Ministry of Health and Social Welfare	<p>Health, social and child protection in RS, expert oversight for social protection institutions.</p>	<p>Project Coordination Board (programme planning and evaluation), developing capacity-building standards and materials for social workers on justice for children, mediation training for social workers, diversion measures, guidebooks for mental health professionals, review of the Family Law.</p>	<p>Assessing UNICEF's contribution, the impact of the law, capacity-building, diversion measures, aftercare process, mediation, children on the move, challenges and next steps.</p>	<p>Key informant interviews</p> <p>Survey</p>
FBiH Ministry of Interior	<p>International co-operation, capacity-building.</p>	<p>Project Coordination Board (programme planning and evaluation), capacity-building, database of child victims and child offenders.</p>	<p>Programme impact, database, challenges and next steps.</p>	<p>Did not contribute, as the responsibility is at cantonal level in</p>

		Diversion measure police warning.		FBiH
RS Ministry of Interior	Internal affairs in RS, international cooperation, capacity-building.	Project Coordination Board (programme planning and evaluation), capacity-building, online safety. Diversion measure police warning.	Programme impact, challenges and next steps.	Survey
Brcko District (BD)	Administration of BD.	Project Coordination Board (programme planning and evaluation), implementation of the Law, assessment of the Family Law.	Programme impact, availability and use of child-friendly rooms, diversion measures, aftercare programmes, challenges and next steps.	Key informant interviews Survey
High Judicial and Prosecutorial Council	Appointments, training, and disciplinary processes for judges and prosecutors, budgets, standards development, case management system (CMS, TCMS), data collection, oversees the work of entity training centres.	Project Coordination Board (programme planning and evaluation), collection of data on children in justice proceedings, setting up child-friendly rooms, victims and witnesses support providers, child-friendly interviewing standards.	Assessing UNICEF's contribution, improving data collection on juvenile justice (gender, vulnerable groups), accessing data on project implementation, victims and witness support, child-friendly interviewing, challenges and next steps.	Key informant interviews
UNICEF	UNICEF is a UN agency working with partners around the world to promote policies and expand access to services that protect all children.	Overall programme management and programme development.	Programme implementation, programme impact, challenges and next steps.	Key informant interviews
Embassy of Switzerland	Development assistance	Donor and Project Coordination Board (programme planning and evaluation).	Assessing UNICEF's contribution, programme implementation, programme impact, sustainability, challenges and next steps.	Key informant interviews
Embassy of Sweden	Development assistance	Donor and Project Coordination Board (programme planning and evaluation).	Assessing UNICEF's contribution, programme implementation, programme impact, sustainability,	Key informant interviews

			challenges and next steps.	
Partners in implementation of the project				
Centres for Judicial and Prosecutorial Training in RS and FBiH	Judicial and prosecutorial training.	Organize and implement trainings for judges and prosecutors on justice for children, including on coordination of juvenile prosecutors, guidelines on the best interests of the child training.	Programme impact, data on training, sustainability, challenges and next steps.	Survey Focus Group Discussions
Ombudspers on Institution of BiH Ombudsman for Children, Republika Srpska	Independent human rights institution, monitors the work of the governmental institutions, responds to complaints, and recommends actions.	Assessment of detention facilities (BiH), reporting on children and juvenile justice.	Programme impact, data on detention facilities, cases involving children in judicial proceedings, institutions monitoring, challenges and next steps.	Key informant interviews Survey
Network of Free Legal Aid Providers	Network of 14 organizations providing legal aid.	Capacity-building of legal aid providers, coordination, data collection, exchange of good practices, providing legal advice, online advice and referrals.	Programme impact, data on training, legal aid provided, coverage, legislative amendments, action plan, online advice and referrals, challenges and next steps.	Key informant interviews Survey Focus Group Discussions
Human Rights Office, Tuzla	NGO dedicated to human rights protection.	Technical support to J4C professionals, training in mediation for CSW, secondary prevention programme, family group conferencing, training for correctional officers, aftercare programme guidelines for aftercare support), support to municipal working groups.	Programme impact, data on training, policy development, secondary prevention programme coverage and impact, family group conferencing coverage and impact, aftercare programme coverage and impact, municipal working group and action plans, sustainability, challenges and next steps.	Key informant interviews
Human Rights Centre,	NGO dedicated to improving knowledge and	Training for J4C professionals, support to day	Programme impact, data on training, municipal working group and	Key informant interviews

Mostar	standards for law students and lawyers, providing free legal aid, and promoting human rights.	centres, referral protocols, support to municipal working groups, chair of FLA network, legal aid clinics for law students.	action plans, legal aid clinics impact, sustainability, FLA, challenges and next steps.	Survey Focus Group Discussions
Criminal Policy Research Centre, Sarajevo	NGO conducting scientific and policy analyses dedicated to crime prevention.	Secondary prevention school programme, training for schools, police, social workers, J4C professionals, data collection, support to municipal working groups.	Programme impact, data on training, policy development, secondary prevention programme coverage and impact, data on children identified through secondary programme in schools, municipal working group and action plans, sustainability, challenges and next steps.	Key informant interviews
IN Foundation	NGO aiming to improve the quality of life of children and young people in the country, through the promotion of social inclusion in all spheres of life that are relevant for their growth and development.	Information materials for children and parents, family group conferences, training for schools.	Programme impact, data on training, family group conferences coverage and impact, data on children participating in family group conferences, sustainability, challenges and next steps.	Key informant interviews
RS Association of Psychologists	Professional association of psychologists dedicated to improving the standards and professional position of psychologists in RS.	Needs assessment for professionals (judges, prosecutors, expert associates), research study, best interests of the child principle, child consultations, interviewing children, promoting multidisciplinary process, training of judges, prosecutors, expert associates, secondary prevention programme in schools, training and	Programme impact, data on training, policy development, secondary prevention programme coverage and impact, data on children identified through secondary programme in schools, results of assessments and studies, referral mechanism and interdisciplinary process, sustainability, challenges and next steps.	Key informant interviews

		evaluation of training in schools, referral mechanism.		
Other relevant stakeholders				
RS Ministry of Education and Culture, RS Pedagogical Institute	Education and culture in RS. The RS Pedagogical Institute is part of the Ministry.	School-based secondary prevention programmes, Family Group Conference model.	Programme impact, secondary prevention programme, data on coverage, sustainability, challenges and next steps.	Key informant interviews Focus Group Discussions
FBiH Ministry of Education and Science	Education and science in FBiH (devolved competences to the cantons).	School-based secondary prevention programmes.	Programme impact, secondary prevention programme, data on coverage, sustainability, challenges and next steps.	Survey
FBiH Ministry of Health Centres for Mental Health	Health in FBiH (devolved competences to the cantons).	Capacity-building on diversion measures and psychological support to children. Strengthening capacities of Centres for Mental Health.	Assessment of training, functioning of the referral mechanism.	Focus Group Discussions Survey
Prosecutor's Offices (entity and cantonal)	Prosecution process	Recipients of training, Federal Prosecutor's Office Plan and Programme for Coordination of Juvenile Prosecutors.	Assessment of training, availability and use of child-friendly rooms, expert associates, data collection and TCMS, sustainability, challenges and next steps.	Key informant interviews Focus Group Discussions Survey
Tuzla Canton Ministry of Education and Science, Sarajevo Canton Ministry of Education, Science and Youth	Education policy	Secondary prevention programme.	Programme impact, secondary prevention programme, data on coverage, sustainability, challenges and next steps.	Key informant interviews Focus Group Discussions
Centres for Social Welfare (FBiH, RS, BD)	Social protection and child protection.	Participate in local working groups, serve as trainers and experts, conduct first instance proceedings, functioning of the referral mechanism,	Assessment of training, local working groups, referral mechanisms, family group conferences, diversion measures availability, children on the move.	Key informant interviews Focus Group Discussions

		Family Group Conferences.		Survey
Municipal administrations	Local administration	Local working groups, action plans.	Assessment of training, local working groups, referral mechanisms, diversion measures availability.	Survey
EU Delegation (Rule of Law Section)	Represents EU, supports BiH EU accession process, development cooperation, involved in Justice Sector Reform.	Strategic partner	Assessing UNICEF's contribution, programme implementation, programme impact, sustainability, challenges and next steps.	Did not participate, as no direct collaboration during phase III.
Council of Europe	Providing support to BiH in promoting human rights, democracy and the rule of law, involved in justice sector reform.	Strategic partner	Assessing UNICEF's contribution, programme implementation, programme impact, sustainability, challenges and next steps.	Did not participate, as no direct collaboration during phase III.
UNDP	Providing support to BiH to attract and use development assistance, Involved in justice sector reform.	Strategic partner, link to victims and witnesses service providers.	Assessing UNICEF's contribution, programme implementation, programme impact, including support for victims and witnesses, sustainability, challenges and next steps.	Did not participate, as no direct collaboration during phase III.
Save the Children	Development and humanitarian programmes supporting the most vulnerable children.	Strategic partner	Assessing UNICEF's contribution, programme implementation, programme impact, day centre and school prevention programmes, children on the move, sustainability, challenges and next steps.	Survey
World Vision	Development and humanitarian programmes focusing on children.	Strategic partner	Assessing UNICEF's contribution, programme implementation, programme impact, day centre and school prevention programmes, children on the move, sustainability, challenges and next steps.	Survey

Annex 7: Schema for Scaling Up

A schema was used to analyse the Evaluation Matrix from a perspective of scaling. It is summarized here. At its simplest, scaling up means that you can do X again, either in a different place or with different people. A survey of literature found multiple nuances to this however.³⁵

To increase	we want to scale up investments in conserving forests and wetlands
To replicate	we want to scale up best practice by replicating at least one best practice example
To catalyze change in practices/approaches	to establish sector-specific 'game changers'
To move from partial to total coverage	to make the transition from the current state of 'islands of success' in sanitation programming towards sustained and universal open defecation-free status in India
To reach more people	expanding, adapting and sustaining successful policies, programmes or projects in different places and over time to reach a greater number of people
To spread benefits and ensure equity, quality, speed and sustainability	scaling up brings more quality benefits to more people over a wider geographical area, more quickly, more equitably, and more lastingly
To increase impact coverage	to efficiently increase the socioeconomic impact from a small to a large scale of coverage
To increase spread of effective models	how the impact of successfully applied policies, programmes and projects can be increased in order to reach a larger number of beneficiaries
To spread ideas	often innovations – through diffusion so that they become widely accepted

Questions to consider are:

What is being scaled up?	To whom (area(s)/population(s)/institutions)?
What is meant by scale-up in this circumstance?	What are the criteria for sustainability and equity?
What is the intended impact of scale-up?	Is the project proven to be successful?
How and by whom?	Is the project aligned with country policies, goals and systems?
What is the envisaged timescale?	

In particular the evaluation will seek to identify information relevant to several components for successful scale-up (as articulated by USAID³⁶).

Proven efficacy: is the model proven at small scale? And is there evidence that it can be effectively scaled up?	Equity: does scale-up include the concept of reaching the poorest/most vulnerable?
Sustainability: how sustainable will the scale-up be, and how sustainable does it need to be? What would sustainability look like?	Quality: can the quality of the model be assured? What are the risks to quality from extending coverage without e.g. adequate training, fidelity to the model design, resources?

The evaluation sought to understand the opportunities and implications for scaling the project within the context of the broader set of questions. This was not a complete substitute

³⁵ IOD PARC, (2016). Scaling up?

³⁶ D'Agostino, A., Wun, J., Narayan, A., Tharaney, M., Williams, T. (2014). Defining Scale-Up of Nutrition Projects, USAID and SPRING.

for an in-depth study on scalability and replication but provides the basis of further and more detailed inquiry and/or strategizing next steps as part of forward-looking recommendations.