

**Project Fiche – IPA Annual Action Programme 2007 for Bosnia and Herzegovina**  
**Enhancing the Social Protection and Inclusion System for Children in Bosnia and Herzegovina**

**1. Basic information**

**1.1 CRIS Number:**

**1.2 Title:** Enhancing the Social Protection and Inclusion System for Children in Bosnia and Herzegovina

**1.3 ELARG Statistical Code:** 01.19 – Aid to refugees and IDPs or disadvantage groups

**1.4 Location:** Sarajevo, Bosnia and Herzegovina

**Implementing arrangements:**

**1.5 Contracting Authority (EC):** European Community, represented by the European Commission for and on behalf of beneficiary country

**1.6 Implementing Agency:** EC Delegation in Bosnia and Herzegovina

**1.7 Beneficiary (including details of project manager):**

Beneficiaries are duty bearers at different levels of government, direct service providers and their managers. The indirect beneficiaries/rights holders are 30,000 excluded and vulnerable children and their families.

Project Manager:

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**Financing:**

**1.8 Overall cost:** Euro 1,300,000. In addition approval is under way for parallel co-financing from Norwegian and UK government funds.

UK contribution (3 years starting May 1, 2007) =

Norwegian contribution (Year 1) = \$408,000 USD

**1.9 EU contribution:** Euro 1,300,000 (Year 1)

**1.10 Final date for contracting:** N+2

**1.11 Final date for execution of contracts:** N +4

**1.12 Final date for disbursements:** N + 5

**2. Overall Objective and Project Purpose**

**2.1 Overall Objective:**

The development of a fiscally sustainable and effective social safety net and to the establishment of a harmonized, well-targeted, efficient and sustainable social protection system.

**2.2 Project purpose:**

To further support the minority and vulnerable groups concerns in particular public services, legislative matters and socio-economic development that is in line with Bosnia and Herzegovina's own sectoral reform and development strategies taking into account Mid-Term Development Strategy and EU Integration Strategy for BiH.

**2.3 Link with AP/NPAA / EP/ SAA**

Compatible with European Partnership – see Annex III

**2.4 Link with MIPD**

**2.5 Compatible with MIPD . See Annex III**

**2.6 Link with National Development Plan (where applicable)**

**2.7 Compatible with Medium Term Development Strategy – See Annex III.**

Link with national/ sectoral investment plans(where applicable)

N/A

**3. Description of project**

**3.1 Background and justification:**

Post-war aid and reconstruction primarily addressed the humanitarian and developmental needs of children and women, but did not effectively tackle discrimination and social exclusion. This is also reflected in the general lack of relevant statistical information disaggregated by gender, ethnicity, age and social status, or information on living standards and the quality of life. The UN Common Country Assessment (CCA) in 2003 identified social exclusion as a key factor preventing citizens from contributing to and fully participating in BiH society. As underlying causes, the CCA highlighted the importance of both institutional and direct individual discrimination with its origins linked to the political and administrative fragmentation along ethnic lines, the lack of an enabling environment for the participation of civil society and attitudes within families and communities. There is evidence indicating the existence of specific vulnerabilities of children and consequent social exclusion based in poverty and as a result of disability, displacement, ethnicity (especially Roma), gender, religion and the rural/urban divide. Due to socio-economic exclusion and discrimination, children in BiH are increasingly exposed to multiple vulnerabilities emerging from increasing exploitation and abuse combined with basic forms of socio-economic exclusion of their families.

An integrated SPIS is needed to enable the government to meet its international requirements and to contribute to the eradication of social exclusion, child poverty, discrimination and inequality in accessing basic social protection services. The complex structure of the BiH government has been taken into consideration and the action will support institutions from the state, entities and cantons, in the sectors of health, social welfare, education, judiciary, finance, the interior, labour and employment. The project has explicit support from the Directorate of Economic Planning (responsible for anti-poverty measures) and the State-level Ministry of Human Rights and Refugees.

Currently, the SPIS in BiH is characterised by different functional and participation gaps, namely in legislation, policy, capacity, planning, implementation, monitoring and evaluation and a lack of collaboration between different governmental levels. The system does not provide equality of access to social protection services; is dependent on unequal economic powers of administrative units and is unable to act via mixed and inter-sectoral approaches to protection and inclusion of children. As a result, the system lacks the capacity to assess the

needs of vulnerable groups and adequately target social protection responses based on human rights principles. There is a need to review functions and competencies required for a mixed model of social protection and inclusion. Such a system must be able to make the most efficient use of resources from the public, private and civil society sectors and to ensure protection of the most vulnerable and excluded, as well as, those in need of special protection.

Within and among key sectors, legislation is currently not harmonised in such a way as to provide a coherent framework enabling the targeting of social protection responses to the most vulnerable. There is a proliferation of laws, policies and strategies in BIH that are meant to address the special vulnerabilities of the population and ensure safeguards for adequate implementation of the development and protection policies but no mechanism for coordination and harmonisation of such policies exists. Whereas the understanding of the need to establish stronger inter-sectoral linkages, as evidenced in the revised BIH Medium Term Development Strategy (MTDS), these linkages remain largely superficial. For these reasons, there is a need for harmonisation of legislation and the development of adequate national definitions of social inclusion, poverty and social protection and or the use of these definitions to inform the development and social inclusion agenda.

The non-harmonised implementation of legislative, policy and strategic measures also results in an inconsistent planning of pre and in-service training of service providers in the social protection sector. Functional reviews and similar reform processes have identified the need for capacity building in the areas of policy development, planning and implementation in the key government sectors, but the social protection system is not able to develop policies or legislation that focus on feasibility by integrating budgeting and financing, develop national capacity development plans, standards and implementation guidelines for service providers or develop adequate social indicators to monitor service delivery within the framework of social and economic development priorities. Policy, legislation and implementation plans must be phased and based on feasibility studies, costing and standards.

Participation mechanisms are also underdeveloped in all areas of programme development - from assessment to monitoring and evaluation (M&E) phases. Children and families have no direct access to decision-making, which creates a climate of social apathy and dependence on a service delivery system that is neither client-focused nor based on the awareness of the rights or legal entitlements of its beneficiaries/ rights holders. Awareness raising and dissemination of information must be carried out amongst Municipal decision-makers and families, parents and child care providers.

Finally, regarding monitoring and evaluation, there is a need to build capacities at the national level to monitor trends and evaluate the efficiency of development and poverty reduction policies, as well as the impact of macroeconomic policies on excluded and vulnerable populations. Assessments of the level of vulnerability and exclusion must be based on the human rights principles of accessibility, adjustability and acceptability.

### **3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)**

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protection and inclusion of children. As a result, the system lacks the capacity to assess the needs of vulnerable groups and adequately target social protection responses based on human rights principles. There is a need to review functions and competencies required for a mixed model of social protection and inclusion. Such a system must be able to make the most efficient use of resources from the public, private and civil society sectors and to ensure protection of the most vulnerable and excluded, as well as, those in need of special protection.

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The Ministry of Human Rights and Refugees will assume the administrative leadership for this project, with close cooperation from the Ministry of Civil Affairs and DEP at the state level. Representatives from the Council for Children (housed in the MoHRR), District Brcko, Entity and Cantonal Ministries of Health, Education and Social Welfare, Institutes of Public Health, Pedagogical Institutes, the Gender Mechanisms and NGOs will participate in the Management Board for the project, as well as in the related project Working Groups. Close

cooperation will also be ensured with the new Social Policy Council, which is being established by a DFID-funded project managed by the DEP.

### **3.3 Results and measurable indicators:**

- SP 1 BiH government has established a governance structure for the Programme to ensure development of the SPIS by the end of the Programme. *(DFID funding expected for this SP)*
- SP 2 General public and key decision-makers increase their awareness of the issues of social protection and inclusion of children in BiH. *(DFID funding expected for this SP)*
- SP 3 Social protection and inclusion system defined within wider context of socio-economic reform and development processes in BiH.
- SP 4 Policy makers able to make clear recommendations to address gaps in functions and accountabilities for SPIS reform horizontally across various sectors.
- SP 5 Policy makers and service providers better able to plan, manage and coordinate targeted social protection services to excluded and vulnerable children and their families.
- SP 6 Policy makers recommend changes in BiH legislation to address gaps within the SPIS leading to non-fulfilment of claims by excluded children and their families.
- SP 7 Enhanced capacity of social sector decision-makers to plan and budget for improved social protection services for excluded children. *(DFID funding expected for this SP)*
- SP 8 Enhanced capacity of key social sector professionals to monitor the status of children's rights and evaluate their progressive realisation. *(DFID funding expected for this SP)*

### **3.4 Activities:**

This Programme will take into account and, to the extent possible, will incorporate recommendations and complement action of other donors present in BiH, such as the UK Department for International Development (DFID), the EC Delegation to BiH and the World Bank (WB). This programme has been designed with consideration to the January 2006 Social Policy Conference held in Sarajevo (BiH), ongoing Programmes with similar aims in BiH and the region, country priorities and goals as defined in the MTDS, and, the developments in social inclusion and eradication of child poverty at the wider international level and the European agendas and strategies, such as the Open Method of Co-ordination objectives, the Joint Report on Social Protection and Social Inclusion and the Social Protection and Inclusion Process/National Plans of Action for Social Inclusion guidelines (SPIP/NPA).

#### Sub-Programme 1. Institutionalisation of the Programme (to be carried out with DFID funding)

1.1. Endorsement of the Programme by the Council of Ministers

1.2. Establishment of the Programme Governance Structure and the modus operandi of all bodies

1.3. Capacity development for key national stakeholders involved in management structure

Sub-Programme 2. Mobilisation and promotion of an integrated Social Protection and Inclusion System (to be carried out with DFID funding)

2.1. Preparation and development of the Public Information Plan on Social Inclusion

Sub-Programme 3. Analysis of the Social Protection and Inclusion System within the international and national socio-economic reform context

Activity 3.1. Framing the Social Protection and Inclusion System and its key target groups

3.1.1 Definition of the Social Protection and Inclusion System and of assumptions of its operation

3.1.2. Vulnerable and excluded groups

Activity 3.2. Review and analysis of the strategic policy context

3.2.1 Review of internal compatibilities

3.2.1. Review of compatibility with international requirements

Activity 3.3 Enhance national capacities to analyse structural and administrative changes in BiH governance system

Activity 3.4 Enhance national capacities to assess and analyse donor inputs

Sub-Programme 4. Horizontal review of the Social Protection and Inclusion System in BiH

Activity 4.1. Horizontal review of the Social Protection and Inclusion System

Sub-Programme 5. Capacity development of policy makers and service providers (Norwegian government to contribute to the establishment of certain pilot sites)

Activity 5.1. Capacity development for government officials

Activity 5.2. Capacity development for service providers

Activity 5.3. Establishment of pilot demonstration projects for Social Protection and Inclusion System at the community level

Sub-Programme 6. Legal review of the Social Protection and Inclusion System in BiH

Activity 6.1. Review of Existing Legislation

Activity 6.2. Comparative analysis of national and international legislation

Activity 6.3. Preparation of the final report

Activity 6.4. Development of the Plan of Action

Activity 6.5. Capacity development for implementation of recommendations from the legal review

Sub-Programme 7 – ‘Financial and budgetary review of the Social Protection and Inclusion System’ and Sub-Programme 8 – ‘Monitoring of the socio-economic status of children and evaluation of the impact of the Social Protection and Inclusion System’ will be carried out with DFID funding.

### **3.6 Conditionality and sequencing:**

The necessary pre-conditions for project launch are already in place.

### **3.7 Linked activities**

This is the first such initiative financed from bi-lateral assistance projects. A number of smaller scale initiatives have been carried out through both macro and micro projects financed by the European Initiative for Democracy and Human Rights and aimed at social integration of particularly vulnerable groups of children, in particular Roma. Many of these projects have been successful on a local level.

### **3.8 Lessons learned**

As a result of the above there is a consciousness both within the Commission and the governments of BiH that such support has to be moved to a more strategic level in order to maximise impact and to ensure both institutional and financial sustainability. The present project will therefore closely engage all responsible government institutions in this sector.

#### 4. Indicative Budget (amounts in €)

Activities	TOTAL COST	SOURCES OF FUNDING										
		EU CONTRIBUTION				NATIONAL PUBLIC CONTRIBUTION					PRIVATE	
		Total	% *	IB	INV	Total	% *	Central	Regional	IFIs	Total	% *
Grant		1.3	100	x							To be confirmed	
<b>TOTAL</b>		<b>1.3</b>	<b>100</b>									

\* expressed in % of the Total Cost

#### Parallel Co-financing

DFID has committed a total of 1,620,000 EURO for 3 years (May 1, 2007 – April 30, 2010). The Norwegian government has committed \$408,000 USD for Year 1 of a 3-year project. There is still no official start date for the Norwegian contribution, but funds are expected by June 2007 for the first year's activities.

The activities to be supported by these two bilateral donors will only serve to compliment the activities to be supported by the ECD. The EC-funded activities can, however, be implemented irrespective of the other funding.

#### 5. Indicative Implementation Schedule (periods broken down per quarter)

It is proposed to award the contract to UNICEF by direct agreement. UNICEF is the only organisation present in BiH which has the ability to implement a project on this scale drawing on its own knowledge of legal basis of children's rights and legal representation vis a vis the authorities of the country. It is anticipated that the contract will be signed in the 1<sup>st</sup> quarter following the signature of the Financing Agreement. It is intended that this project represent the first part of a 3 year commitment to this sector.

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1.1	1 quarter 2008	1 <sup>st</sup> quarter 2008	1 <sup>st</sup> quarter 2009

#### 6. Cross cutting issues (where applicable)

##### 6.1 Equal Opportunity

Many of the children whose rights will be improved by the project are from mono-parental families, with the parent being in the most case the mother. Special emphasis will be placed by the project on such groups, which have been identified by successive studies in BiH to be particularly likely to be poor.



## **6.2 Environment**

N/A

## **6.3 Minorities**

Minority groups, and in particular, Roma, will receive special attention from the project as constituting An important section of vulnerable children in the country. The rights of Roma children to helath care, education and physical protection are violated to a high extent.

**Annex 1: Logical framework matrix in standard format**

LOGFRAME PLANNING MATRIX FOR Project Fiche		Programme name and number: 'Enhancing the Social Protection and Inclusion System for Children in BiH'	
		Contracting period ) expires	Disbursement period expires
		Total budget : 1,300,000 EURO	IPA budget: 1,300,000 EURO
<b>Overall objective</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	
The development of a fiscally sustainable and effective social safety net and to the establishment of a harmonized, well-targeted, efficient and sustainable social protection system.	Management Board (MB) endorses the Programme results and transforms them into an Integrated Social Protection and Inclusion Policy for children in BIH at the end of the Programme - yes/no	SPIS strategy endorsed by the MB. Integrated Social Protection and Inclusion Policy for children in BIH developed by MB	
<b>Project purpose</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
Support key government partners in establishing a country-led process for the development and implementation of a sustainable strategy for integrated social protection and inclusion of children and families in BIH.	National framework for development and implementation of an integrated SPIS in BiH exists at the end of the Programme - yes/no	Internal Programme evaluation reports. SPIS strategy endorsed by the MB.	Government partners are willing to participate in the development and implementation of a sustainable strategy for social protection and inclusion of children and families in BIH
<b>Results</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>

<p>SP3 The Social Protection and Inclusion System is defined within the wider context of socio-economic reform and development processes in BiH</p> <p>SP4 - Policy makers are able to make clear recommendations to address gaps in functions and accountabilities for SPIS reform at different levels of government.</p> <p>SP 5 - Policy makers and service providers are better able to plan, manage and coordinate targeted social protection services to excluded and vulnerable children and their families</p> <p>SP 6 - Policy makers recommend changes in BiH legislation to address gaps within the SPIS leading to non-fulfilment of claims by excluded children and their families</p>	<p>Number of concrete references made to the SPIS in socio-economic reform and development processes in BiH by month 36</p> <p>Percentage of recommendations accepted by policy makers to address gaps in functions and accountabilities for SPIS reform at different levels of government by month 18</p> <p>Efficient systems to plan, manage and coordinate targeted social protection services for excluded and vulnerable children and their families, used by policy makers and service providers - yes/no</p> <p># of recommendations for change in BiH legislation, in line with the legal review</p> <p>SPIS provisions included in broader legislative framework - yes/no</p>	<p>Official documents adopted by BiH government.</p> <p>Official system documents (action plan, management plan, coordination plan), produced by policy makers and service providers (submitted annually to the MB/UNICEF).</p> <p>Official documents produced by policy makers</p>	<p>BiH government and donors are willing to incorporate the SPIS framework into wider context of socio-economic reform and development processes in BiH</p> <p>Government is willing to adopt recommendations to address gaps in functions and accountabilities for SPIS reform at different levels of government.</p> <p>Policy makers and service providers use and apply the knowledge gained from the training through development of new efficient systems</p> <p>Policy makers are willing to adopt recommendations from the legal review</p>
<b>Activities</b>	<b>Means</b>	<b>Costs</b>	<b>Assumptions</b>
<p>3.1. Framing the Social Protection and Inclusion System and its key target groups</p> <p>3.2. Review and analysis of the strategic policy context</p> <p>3.3. Enhance national capacities</p>	<p>Grant Contract</p>	<p>1,300,000 EURO</p>	

<p>to analyse structural and administrative changes in BIH3.4. Enhance national capacity to assess and analyse donor inputs governance system</p> <p>4.1. Horizontal review of the Social Protection and Inclusion System</p> <p>5.1. Capacity development for government officials</p> <p>5.2. Capacity development for service provider</p> <p>5.3. Establishment of demonstration projects for Social Protection and Inclusion System at community levels</p> <p>6.1. Review of existing legislation</p> <p>6.2. Comparative analysis of national and international legislation</p> <p>6.3. Preparation of the final report</p> <p>6.4. Development of the Plan of Action</p> <p>6.5. Capacity development for implementation of recommendations from the legal review</p>			
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**Pre conditions**

**ANNEX II: amounts (in €) Contracted and disbursed by quarter for the project**

<b>Contracted</b>	1st Quarter 2008	2 <sup>nd</sup> Quarter 2008	3 <sup>rd</sup> Quarter 2008	4 <sup>th</sup> Quarter 2008	1 <sup>st</sup> Quarter 2009	2 <sup>nd</sup> Quarter 2009	3 <sup>rd</sup> Quarter 2009	4 <sup>th</sup> Quarter 2009
Contract 1.1	1.3 million							
<b>Total</b>	<b>1.3 million</b>							
<b>Cumulated</b>	<b>1.3 million</b>							
<b>Disbursed</b>	1st Quarter 2008	2 <sup>nd</sup> Quarter 2008	3 <sup>rd</sup> Quarter 2008	4 <sup>th</sup> Quarter 2008	1 <sup>st</sup> Quarter 2009	2 <sup>nd</sup> Quarter 2009	3 <sup>rd</sup> Quarter 2009	4 <sup>th</sup> Quarter 2009
Contract 1.1		1.04 million			0.26 million			
<b>Total</b>		1.04 million			0.26 million			
<b>Cumulated</b>		<b>1. 04 million</b>			<b>1.3 million</b>			

### **ANNEX III Reference to laws, regulations and strategic documents:**

#### Link with the European Partnership

BIH is a signatory to the United Nations Convention on the Rights of the Child (UN CRC) and the Millennium Declaration. Despite considerable progress in various domains over the past decade, BIH still faces a number of constraints to development, such as a fragmented political and administrative structure and a social agenda hampered by decentralisation, political interests and a lack of strategic and consistent approach to policy-making.

The European Partnership obliges BiH to take measures to 'Ensure full compatibility of national legislation with the European Convention on Human Rights' and to Implement the international conventions ratified by Bosnia and Herzegovina, including reporting requirements."

#### Link with MIPD

The MIPD states that " Community assistance will support Bosnia and Herzegovina to fulfil its obligations towards returnees, minorities and vulnerable groups, including children."Section 2.2.1.1 Main areas of intervention, priorities and objectives" refers to "Support to the Minorities (particularly Roma) and vulnerable Groups, in particular children, to facilitate their economic and social inclusion." Section 2.2.1.3 Programmes to be implemented in pursuit of these objectives"

#### Link with MTDS

Project takes into account BiH's Medium Term Development Strategy's strategic priorities and objectives (Points 1.2, 2.1, 2.2.1.1 and 2.2.1.2 of MIPD).