



PODRŠKA IMPLEMENTACIJI
NACIONALNIH AKCIONIH PLANOVA
ZA UKLUČENJE ROMA

AŽUȚIPE E IMPLEMENTACIJAKE
E NACIONALNO AKCIAKE PLANENGE
PALI INKLUZIJA E ROMENGI

Guidelines
for
Monitoring the
Implementation
of the
National Action Plans
for Roma Inclusion

CARE International
North West Balkans



PODRŠKA IMPLEMENTACIJI
NACIONALNIH AKCIONIH PLANOVA
ZA UKLUČENJE ROMA

AŽUTIPE E IMPLEMENTACIJAKE
E NACIONALNO AKCIAKE PLANENGE
PALI INKLUZIJA E ROMENGI

Guidelines for Monitoring the Implementation of the National Action Plans for Roma Inclusion

CARE International
North West Balkans



Implementira CARE
Implementacija čerel CARE



U partnerstvu sa Euro Rom
Anđe amalipeste e Euro Rom-esa



Podrška Ministarstvo za
ljudska prava i izbjeglice
Ažutif Ministarstvo pala
manušikane čačipen thaj našavnen



Finansira Evropska Unija
Finansije čerel Evropska Unija



The document was prepared for CARE International in North West Balkans within the framework of the EU-funded project "Support to National Action for Roma Inclusion" (EC/BIH/CFT/09/005). Authors: Stephan Müller (team leader), Sanela Besic and Nataša Predojevic. This publication has been produced with the assistance of the European Union. The content of this publication is the sole responsibility of the authors and CARE International, and in any case do not reflect the views of Ministry for Human Right and Refugees or European union.

CARE International NWB

Hasana Kaimije 11, 71 000 Sarajevo

Tel.: +387 (33) 536 790

Fax: +387 (33) 536 791

care@carenw.org

Contents

GENERAL INTRODUCTION	9
1. WHAT IS MONITORING?	11
1.1. Results Based Monitoring	12
1.2. Models For Setting Up a Monitoring And Evaluation System	13
2. MONITORING AND POLICY MAKING.	16
2.1. General.	16
2.2. Monitoring and Roma Inclusion Policy	17
2.2.1. <i>European Framework for National Roma Integration Policies</i>	19
2.2.2. <i>Decade of Roma Inclusion.</i>	21
3. SUMMARY OF THE SOCIO-ECONOMIC SITUATION OF ROMA IN BOSNIA AND HERZEGOVINA	22
4. ROMA INCLUSION POLICY IN BOSNIA AND HERZEGOVINA	25
4.1. National Strategy and Action Plans for Roma	26
4.1.1. <i>National Strategy for Roma in Bosnia and Herzegovina (2005)</i>	26
4.1.2. <i>Action Plan on Education (2010)</i>	26
4.1.3. <i>Action Plans on Employment, Housing and Health (2008).</i>	27
4.2. Other Social Inclusion Policies	27

5.	MONITORING THE ROMA INCLUSION POLICY	28
5.1.	Institutions and Organisations	29
5.1.1.	<i>Ministry of Human Rights and Refugees (MHRR)</i>	<i>29</i>
5.1.2.	<i>Ministry of Civil Affairs</i>	<i>29</i>
5.1.3.	<i>Advisory Board on Roma at the Council of Ministers</i>	<i>30</i>
5.1.4.	<i>Council of National Minorities within the Parliamentary Assembly of Bosnia and Herzegovina (CONM)</i>	<i>30</i>
5.1.5.	<i>Other State Actors</i>	<i>31</i>
5.1.6.	<i>Non-State Actors</i>	<i>31</i>
5.2.	Existing Monitoring and Reporting Mechanisms	32
5.2.1.	<i>Monitoring the Implementation of the Revised Action Plan on Education</i>	<i>32</i>
5.2.2.	<i>Monitoring the Implementation of the Action Plan on Employment, Health and Housing</i>	<i>33</i>
5.2.3.	<i>Decade of Roma Inclusion</i>	<i>34</i>
6.	FURTHER RELEVANT REPORTING AND MONITORING MECHANISMS	35
6.1.	Mechanisms within Social Policies in Bosnia and Herzegovina	35
6.1.1.	<i>Social Inclusion Policies</i>	<i>36</i>
6.1.2.	<i>IPA 2011 Project "Strengthening social protection system at all levels of governance" (in preparation)</i>	<i>38</i>
6.2.	Mechanisms at International Level	39
6.2.1.	<i>Framework Convention for the Protection of National Minorities</i>	<i>39</i>
6.2.2.	<i>European Charter for Regional or Minority Languages</i>	<i>39</i>
6.2.3.	<i>European Commission against Racism and Intolerance (ECRI)</i>	<i>39</i>
6.2.4.	<i>CERD</i>	<i>40</i>
6.2.5.	<i>CEDAW</i>	<i>40</i>
6.2.6.	<i>Millennium Development Goals</i>	<i>40</i>
6.2.7.	<i>National Human Development Report (UNDP)</i>	<i>40</i>
6.2.8.	<i>EU National Strategies for Social Protection and Social Inclusion</i>	<i>41</i>
7.	RECOMMENDATIONS FOR SETTING UP A MONITORING SYSTEM	43

“Guidelines for monitoring the implementation of National Action Plans for Roma” is the document generated within the scope of the project: “Support to the Implementation of the National Action Plans for Roma”, which has been funded by the European Union and implemented by CARE International in cooperation with the Ministry of Human Rights and Refugees of Bosnia and Herzegovina and Romani non-governmental organisation Euro Rom from Tuzla.

Several reasons have led us to engage in the development of these Guidelines.

The monitoring of the implementation of the National Action Plans has been identified, by different reports and researches, as one of the biggest weaknesses in the implementation of National Action Plans for education, housing, health and employment of Roma in Bosnia and Herzegovina. There are different reasons for that including the lack of necessary capacities and skills as well as insufficient knowledge of different aspects of monitoring. Another issue is the institutional structure of BiH Government and a vague division of responsibilities of the many stakeholders involved in the implementation of National Action Plans. Lack of required monitoring system is the main cause for imperfect efficiency in the implementation of National Action Plans, although it has been noticed that in some areas significant results have been achieved.

Monitoring is of great importance to the process of implementation of the action plans, because it is the only tool that can provide quality inputs for development of policies that would, through their application in various projects, improve living conditions of Roma population. Working in the field, with Roma organisations and institutional stakeholders, has brought us to the conclusion that it is necessary to finally engage in serious discussion that will ultimately lead to the establishment of an adequate system for monitoring of the implementation of National Action Plans for Roma.

“Guidelines for monitoring the implementation of National Action Plans for Roma” provide answers to the following questions: what is monitoring, which stakeholders in BiH are already involved in various forms of monitoring and how. The Guidelines also offer several recommendations for all actors involved in the implementation of the National Action Plans. The information provided in the Guidelines as well as formed opinions are a result of a comprehensive process of information gathering through analysis of existing documents, strategies and through direct interviews and conversations with stakeholders.

These Guidelines only represent the basis for the establishment of an effective system of monitoring and we sincerely hope that they will find a purpose and be of great benefit in the process of implementation and monitoring of the National Action Plans for Roma.

Sumka Bučan
Director
Care International



Guidelines for Monitoring the Implementation of the National Action Plans for Roma Inclusion

GENERAL INTRODUCTION

These guidelines were developed within the framework of the EU-funded project “Support to National Action Plans for Roma Inclusion” (EC/BIH/CFT/09/005) that is being implemented by CARE Deutschland-Luxemburg in cooperation with CARE International in North West Balkans and the Tuzla-based NGO “EURO ROM”. The project has the following Specific Objective: “Establish an effective and inclusive mechanism for implementation and monitoring of the National Action Plans (NAP) in the fields of employment, housing and health through support, institutional strengthening and capacity-building of both governments and non-governmental actors”.

According to the Terms of Reference, the monitoring guidelines should (i) reflect a basic tool for development of a monitoring mechanism, (ii) show the present structure and tasks, (iii) define and explain monitoring, (iv) recommend who should participate in monitoring, (v) recommend how monitoring should be carried out (tools) and (vi) which standards exist?

The guidelines at-hand serve the purpose of assisting the relevant institutions in Bosnia and Herzegovina, in particular the Ministry of Human Rights and Refugees (MHRR), but also the Advisory Board on Roma at the Council of Ministers and the Romani civil society in establishing a monitoring mechanism of the National Action Plans for Roma Inclusion. In addition, the guidelines should assist participants in an envisaged training on monitoring that will be conducted in the framework of the project “Support to National Action Plans for Roma Inclusion” (EC/BIH/CFT/09/005).

The guidelines consist of three parts: (a) a general introduction to monitoring and its relevance in policy-making, in particular with regard to Roma inclusion policies, (b) an analysis of the current Roma inclusion policy in Bosnia and Herzegovina and of its monitoring mechanisms and (c) recommendations for setting up a monitoring system in Bosnia and Herzegovina.

In general, monitoring is an integral part of the management of a policy, programme or project and is consequently designed from the onset of the policy, programme or project. The definition of indicators and targets goes hand in hand with the definition of the goals, objectives, results or outcomes.

The quality of a monitoring mechanism depends on the quality of the policy or in our case on the quality of the action plans that should be monitored, e.g., unrealistic objectives, unrealistic expected results or inadequate indicators are obstacles for a successful monitoring mechanism. Therefore, it is of utmost importance to analyse the existing four Action Plans (or the latest version of the Action Plans that are currently revised) and scrutinise them when setting up a monitoring mechanism.

Bosnia and Herzegovina obtained experiences in setting up monitoring systems for social inclusion policies. MHRR is already involved in monitoring activities; the Directorate of Economic Planning (DEP) developed in cooperation with the Austrian Development Agency (ADA) a system for monitoring the implementation of the Social Inclusion Strategy. Several municipalities in Bosnia and Herzegovina make use of the DevInfo system of the UN¹, in particular for monitoring child rights and the child protection system reform. The municipalities sent the data to central level where a consolidated dataset is used for national level planning and fund allocation.

In the framework of the cooperation with the European Commission, IPA Annual Programme 2011 foresees a project “Strengthening social protection system at all levels of governance” that should inter alia achieve the strengthening of the “system for monitoring the access to rights of vulnerable groups in BiH” which explicitly refers to Roma. The project intends to assist in introducing “uniform monitoring procedures”, training programs for the relevant authorities at all levels and the preparation of relevant draft legislation and bylaws.²

MHRR and other institutions involved in the monitoring of the Roma Action Plans should establish close cooperation with other monitoring structures in the country and identify best practices. In order to avoid overlapping activities and creating double standards for monitoring, the methodology and the organisational set up of the monitoring system for the implementation of the National Action Plans for Roma Inclusion should be in line with both the existing relevant monitoring approaches and the relevant monitoring and reporting obligations of the authorities of Bosnia and Herzegovina at national and international level.

1 See inter alia UNICEF, Country-led monitoring and evaluation systems at http://www.childinfo.org/files/Country_led_ME_systems.pdf; Vukovic A. and McWhinney D., Joint Country-led evaluation of the policies related to child-well being within the social protection sector in Bosnia and Herzegovina in: UNICEF, Bridging the gap. The role of monitoring and evaluation in evidence-based policy making (2008) at http://www.unicef.org/ceecis/evidence_based_policy_making.pdf

2 According to the 2012 Decade Progress Report the finances of the project will, however, be used in the following way: “90% of the fund will be used directly for Roma housing, and 10% for workshops, logistics and small activities for the four areas: employment, housing, health care and education”. See Government of Bosnia and Herzegovina, Decade of Roma Inclusion, 2011 Progress Report

1. WHAT IS MONITORING?

Monitoring can be defined as a continuing function that aims primarily to provide the management and main stakeholders of an ongoing intervention with early indications of progress, or lack thereof, in the achievement of results. An ongoing intervention might be a project, program or other kind of support to an outcome. Monitoring helps organizations track achievements by a regular collection of information to assist timely decision making, ensure accountability, and provide the basis for evaluation and learning. (World Bank)

Monitoring is a crucial management component in order to measure the progress a project, programme, strategy or policy (in our case the Action Plans on Roma Inclusion) has made at a given time. Since it is more important to measure the progress made with regard to results than with regard to the input or the activities, monitoring should focus on the results of a policy or the Action Plans. Monitoring is not a purpose in itself or a tool to address or to “fulfil” reporting requirements at national or international level; monitoring goes far beyond these purposes.

Monitoring with the respective objectives, results and indicators have to be built in policies, programmes or projects from the very beginning.

A monitoring mechanism has to include a reporting structure that compiles the relevant information according to a defined process (e.g., questionnaire, reporting template) and transfers regularly the results of the monitoring activities to the authorities in charge of planning, implementing and/or coordinating Roma inclusion policies.

Monitoring results have to be shared with all relevant stakeholders in order to allow for common understanding of the strengths and weaknesses of the policy and how to further improve it. This includes the Romani civil society that should have access to all information or data gathered during the monitoring process.

Monitoring exercises can make use of different tools such as creating base-line studies against which future monitoring results will be measured or they can refer to or conduct surveys (in case base-line data are not available yet). Monitoring can be based on (structured) questionnaires in order to receive (comparable) information or can include qualitative approaches such as focus group interviews or (non-structured) interviews with experts, stakeholders or beneficiaries. In addition, standardised questionnaires or reporting templates can be used for collecting and transferring information.

Monitoring in our case can either refer to the development of the socio-economic situation of Roma or to the implementation of the Roma inclusion policy. The latter dimension understands monitoring as “only” monitoring the implementation of the actual Action Plans, i.e., monitoring, if the objectives and expected results (or targets) of the Action Plans were achieved or if progress (or which progress) was made in achieving them.

Difference: Monitoring versus Evaluation

Monitoring focuses on progress made within a project, programme or policy at a given time

Evaluation focuses more on if and in which way outcomes and goals of a project, programme or policy might have been achieved and provides recommendations.

1.1. Results Based Monitoring

Results Based Monitoring (World Bank)

Results-based monitoring is a continuous process of collecting and analysing information to compare how well a project, program, or policy is being implemented against expected results

Results-based monitoring is one part of the overall results-based management (RBM) approach which implicitly demands that the management of a policy or programme or project focuses on achieving the defined and measurable results or outcomes, but also on the potential, non-intended negative outcomes and consequently on the impact of the intervention.³ RBM is deemed to achieve a policy of change, a change to the better!

Monitoring enhances results based management approaches since it supports governments in managing public policies and programmes and contributes to the management performance.

In the following three different approaches or steps to follow a results-based monitoring approach are presented. Despite some differences, they all clearly indicate the need for a systematic and gradual approach.

3 For an overview of results based management see inter alia: UNESCO, Results-Based Programming, Management and Monitoring (RBM) at UNESCO - Guiding Principles (BSP/RBM/2008/1), Paris, 2008: UNESCO, RBM Guiding Principles; European Commission, Directorate-General Regional Policy, Policy Development Evaluation, The Programming Period 2014-2020 Monitoring and Evaluation of European Cohesion Policy – European Regional Development Fund and Cohesion Fund – Concept and Recommendations, Guidance document available at < http://ec.europa.eu/regional_policy/sources/docoffic/2014/working/wd_2014_en.pdf

1.2. Models For Setting Up a Monitoring And Evaluation System

Model A (World Bank)⁴

Ten Steps to Set Up a Results Based Monitoring and Evaluation System

1. Conducting a Readiness Assessment (analytical framework assessing a country's capacity and political willingness to monitor and evaluate its development goals)
 2. Agreeing on Outcomes to Monitor and Evaluate
 3. Selecting Key Indicators to Monitor Outcomes
 4. Baseline Data on Indicators — Where Are We Today?
 5. Planning for Improvement – Selecting Realistic Targets
 6. Monitoring for Results
 7. The Role of Evaluations
 8. Reporting Findings
 9. Using Findings
 10. Sustaining the M&E System Within the Organization
-

Model B (UNESCO)⁵

1. Analyzing the problems to be addressed and determining their causes and effects;
2. Identifying key stakeholders and beneficiaries, involving them in identifying objectives and in designing interventions that meet their needs;
3. Formulating expected results, in clear, measurable terms;
4. Identifying performance indicators for each expected result, specifying exactly what is to be measured along a scale or dimension;
5. Setting targets and benchmarks for each indicator, specifying the expected or planned levels of result to be achieved by specific dates;
6. Developing a strategy by providing the conceptual framework for how expected results shall be realized, identifying main modalities of action reflective of constraints and opportunities and related implementation schedule;
7. Balancing expected results and the strategy foreseen with the resources available;
8. Managing and monitoring progress towards results with appropriate performance monitoring systems drawing on data of actual results achieved;

4 Jody Zall Kusek and Ray C. Rist, Ten steps to a results-based monitoring and evaluation system : a handbook for development practitioners (World Bank), Washington 2004

5 UNESCO, RBM Guiding Principles

9. Reporting and self-evaluating, comparing actual results vis-à-vis targets and reporting on results achieved, the resources involved and eventual discrepancies between “expected” and “achieved” results;
 10. Integrating lessons learned and findings of self-evaluations, interpreting the information coming from the monitoring systems and finding possible explanations to eventual discrepancies between the “expected” and the “achieved”.
 11. Disseminating and discussing results and lessons learned in a transparent and iterative way.
 12. Using performance information coming from performance monitoring and evaluation sources for internal management learning and decision-making as well as for external reporting to stakeholders on results achieved.
-

MODEL C (ICMPD) Steps to set up a Results-Based Monitoring and Evaluation System*		
Formulate outcomes and goals	What do we want to achieve?	(Re-)Formulate a NAP with clear goals and outcomes
Select outcome indicators to monitor	What are we specifically looking at to measure achievement?	Formulate respective outcome indicators
Define how to verify that indicators are met (set means of verification)	How do we measure it? What or who is the data source?	Set the means of verification for the indicators.
Gather baseline information on the current condition	Where are we today relative to our goals?	Gather baseline information on the indicators
Set specific targets to reach and dates for reaching them	When do we want to achieve what?	Set realistic targets (percentages, numbers etc.) and timelines for targets in the NAP (be specific).
Set responsibilities on the regular and constant collection of data	Who is responsible for data collection?	Designate those responsible for the data collection and submission.
Regularly collect data to assess whether the targets are being met	How are we doing relative to our targets?	The different responsible institutions regularly collect data to assess the attainment of the indicators and report regularly to the defined body (Working Group, etc.)
Analyze and report the results	What did we achieve and what needs to be done?	The responsible national body analyses data and develops an annual report on status of implementation of NAP which includes an assessment of general situation and impact of interventions. The results are discussed with all relevant stakeholders and if necessary, joint informed decisions are taken.
Define role, frequency and schedule of evaluation (external, internal, mid-term evaluation vs. final evaluation etc.)	When do we evaluate our actions?	Define with relevant stakeholders how evaluation is going to happen (external vs. internal evaluation) and discuss funding sources for it. Define a cycle of evaluation (mid-term vs. final evaluation) based on the life-span of the NAP.

* ICMPD, Monitoring and Evaluation Handbook for National Action Plans against Trafficking in Human Beings, Vienna 2010

2. MONITORING AND POLICY MAKING

2.1. General

Monitoring constitutes a crucial part of policy making. The monitoring of the current policy assists in recognising strengths and weaknesses of the current policy and contributes to its possible revision in the next programming and/or budget cycle or depending on the monitoring results could even lead to an ad hoc revision of the policy.

Monitoring and evaluation of policies is an obligation of governments towards their country and the people living in the country. Monitoring contributes to a permanent quality control of the policy as well as to the accountability and transparency of policy implementation and it has a positive effect on the actual implementation of the policy.

Monitoring is also an important tool in providing information on the cost effectiveness of government interventions.

Monitoring allows for the quality assessment of the policy, it improves its respective efficiency and effectiveness and facilitates the transformation of activities into results.

Monitoring reveals the strengths and weaknesses of the implementation of a policy and it allows for the identification of good practices or lessons learnt. Monitoring can provide for “warning signals”, if developments are not going in the envisaged directions.

Monitoring feeds back into the planning or programming and might lead to adjustments (improvements) to the current policy. This would mean that the policy has to be regularly revised on the basis of the results of the monitoring exercise.

International documents in international cooperation such as the Paris Declaration of the Accra Declaration refer to the importance of monitoring (and evaluation) in policy making, in particular in context of approaches such as Evidence Based Policy Making and Programme Based Approach.

What all the approaches have in common are the focuses on (measurable) results, the reliance on data (evidence) and the duty of the governments to assume responsibility for the development, implementation and monitoring and evaluation of the relevant policies and accept accountability.

Monitoring is therefore not an end in itself, but an important component of modern policy making which allows for a continuous revision and improvement of policy.

Evidence based policy making

Evidence Based Policy Making

UN Millennium Development Goals (MDG) guide: "Evidence-based policy-making refers to a policy process that helps planners make better-informed decisions by putting the best available evidence at the centre of the policy process"

Evidence based policy making puts facts (evidence) into the centre of its approach and not assumptions or opinions. Evidence is generated through the compilation (availability) and analysis of relevant data making use of research and evaluation evidence "which has been systematically searched, critically appraised, and rigorously analysed, according to explicit and transparent criteria".⁶ Regular monitoring exercises are another tool of producing "evidence" (data). The results of the monitoring exercise provide "new" evidence which fed into the subsequent policy making. Overall and for our purpose, this data have to be disaggregated according to ethnicity and gender which also requires ethnicity and gender perspectives in the monitoring exercises.⁷

In our context, Programme Based Approach means that irrespective of the donors and implementation organisations, the governments have to assume the responsibility for the planning, implementation and coordination, but also for the monitoring and evaluation of the Roma integration policies.

2.2. Monitoring and Roma Inclusion Policy

Monitoring is an important instrument contributing to the accountability and credibility of any policy, also with regard to Roma inclusion policies.

Roma inclusion policies are characterised by a few specific items:

- The society at-large often objects the needs of targeted measures and of Roma inclusion policy in general
- Donors, the society at-large as well as the Romani civil society often question that sufficient value is received in relation to the money invested (cost effectiveness).
- The policy addresses the situation of smaller segment of society (in Bosnia and Herzegovina probably around 2%)
- Despite the existence of a Roma inclusion policy and the investment of considerable amounts a visible change of their overall socio-economic situation can not be identified.

6 Marko Segone, Evidence-based policy making and the role of monitoring and evaluation within the new aid environment in: UNICEF, Bridging the gap. The role of monitoring and evaluation in evidence-based policy making at http://www.unicef.org/ceecis/evidence_based_policy_making.pdf. To the role of evidence-based policy making in Bosnia and Herzegovina see below the Social Protection and Inclusion Project (SPIS)

7 Marko Segone, Evidence-based policy making and the role of monitoring and evaluation within the new aid environment in: UNICEF, Bridging the gap. The role of monitoring and evaluation in evidence-based policy making at http://www.unicef.org/ceecis/evidence_based_policy_making.pdf

These phenomena make it even more important that the Government demonstrates its readiness to monitor the implementation of its Roma inclusion policy and to accept the results of the monitoring (and evaluation) exercise. The overall accountability and credibility of the institutions involved will be strengthened and donors, society at-large and Roma gain more trust that the government follows the right path.

When it comes to Roma inclusion policies, results-based monitoring has to overcome one crucial obstacle: Due to several reasons only few quality data on the inclusion of Roma are available. The vast majority of Roma still does not disclose their ethnicity in census-taking (or even in surveys) which requires the conduct of specific surveys which on the other hand could create problems with the comparability of data. Baseline data, however, are indispensable as a point of reference to measure, if the Roma inclusion policy brought any progress.

This lack of data can be addressed through collecting data using indicators for the sectors to be monitored, in particular education, employment, health and housing.⁸

- Ethnic data collection in the regularly collected data,
- Data on segregated neighbourhoods,
- Specific generic indicators in correlation with ethnicity (e.g., long-term unemployment, extreme poverty, lack of education, etc.).

Monitoring can contain an additional dimension when monitoring is understood as “only” monitoring the implementation of the actual Action Plans, i.e., monitoring, if the objectives and expected results (or targets) of the Action Plans were achieved or progress was made in achieving them.

Within a “Policy Brief” of the Open Society Institute four steps for applying a results-based monitoring and evaluation approach are proposed which could serve as an additional guide for setting up a system for monitoring Roma inclusion policy in Bosnia and Herzegovina.⁹

Four Steps for Building a Results-Based Monitoring Framework on Roma Inclusion

Step 1: Target the right communities.

Step 2: Identify gaps and develop priority areas.

Step 3: Understand the results chain and focus on impacts.

Step 4: Seek the best possible options by institutionalizing evaluations.

8 For a detailed analysis see Martin Kahanec, *The Decade of Roma Inclusion: A Unifying Framework of Progress Measurement and Options for Data Collection*, IZA Research Report No. 21, Bonn 2009

9 Sandor Karacsony, *Monitoring and Evaluation – A Roadmap to Results on Roma Inclusion* (Open Society Foundation 2012)

2.2.1. *European Framework for National Roma Integration Policies*

In 2011, the European Union adopted the European Framework for National Roma Integration Policies that is also relevant for the countries in the accession process. The EU Framework calls on Member States to include in their strategies strong monitoring methods to evaluate the impact of Roma inclusion actions and a review mechanism for adapting strategies.¹⁰

The Communication of the European Commission “National Roma Integration Strategies: a first step in the implementation of the EU Framework” (May 2012) reiterates the need to meet the expectations set out in the EU Framework which have been again highlighted in the Commission Enlargement Strategy and Main Challenges 2011-2012 and to ensure appropriate reporting on Roma socio-economic inclusion in the framework of the Europe 2020 process, where appropriate.¹¹

Further the Communication recommends to the EU Member States that they should as part of an integrated approach:

- develop or make use of existing robust monitoring systems by setting a baseline, appropriate indicators and measurable targets in collaboration, where possible, with the National Statistical Offices;
- ensure that each programme makes provision for the assessment of its relevance, effectiveness, efficiency and impacts.

The framework refers to the “Ten Common Basic Principles on Roma Inclusion” that include as principle 6) “transfer of evidence-based policies”.¹² National policies on integration of Roma should therefore, follow an evidence-based policy making approach that will be enhanced through monitoring.

In summer 2011, DG Enlargement conducted seminars in all accession countries in the Western Balkans, including Bosnia and Herzegovina to promote Roma inclusion policy. The Operational Conclusions for Bosnia and Herzegovina were published 4 July 2011 and stipulate *inter alia*:¹³

10 European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - An EU Framework for National Roma Integration Strategies up to 2020, COM (2011) 173 final, Brussels 5. April 2011 at http://ec.europa.eu/justice/policies/discrimination/docs/com_2011_173_en.pdf

11 European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - National Roma Integration Strategies: a first step in the implementation of the EU Framework, COM (2012) 226 final, Brussels 21. May 2012 at http://ec.europa.eu/justice/policies/discrimination/docs/com_2012_226_en.pdf

12 The 10 Common Basic Principles on Roma Inclusion were presented at the first Roma Platform meeting on 24 April 2009. They were annexed to the Council Conclusions of 8 June 2009

13 Roma Inclusion Seminar: Way Forward for Bosnia and Herzegovina, 4 July 2011, Operational Conclusions

- A systematic data collection should be ensured by Social Work Centres and other relevant institutions. The data need to be available to all institutions involved in planning programmes and projects aimed at addressing Roma inclusion related issues.
- In order to monitor progress in implementing the Roma Action Plan, a monitoring and reporting system needs to be established by the government, incorporating standardised instruments and uniform procedures on data collection. Expert monitoring bodies should be set up and include Roma as members

In May 2012, DG Justice of the European Commission published a first assessment of the National Roma Integration Strategies.¹⁴ The document reiterates that Member States should follow the integrated approach defined in the Communication from the Commission of May 2012 (see above).

The document further identified these National Strategies that include a strong monitoring to evaluate impact (Ireland, Latvia, Portugal and Slovakia) and a review mechanism for adapting the strategy (Bulgaria, Ireland, Greece, Spain, Latvia, Slovakia, Finland and Sweden).

The Fundamental Rights Agency of the European Union (FRA) of the European Union started to publish reports on the situation of Roma already before the European Union adopted its Roma Policy Framework. Currently, FRA implements a multiannual programme (2012-2020) aiming at supporting the European Union in its effort to make “a tangible difference to Roma people’s lives.” In the framework of this programme FRA cooperates with governments, EU institutions, the Council of Europe, UN and other international organisations.

Inter alia, FRA focuses on

- regularly monitoring progress on the ground improving Roma integration in employment, education, healthcare and housing;
- assisting Member States in improving their monitoring of policy outcomes.¹⁵

FRA is currently setting up a monitoring mechanism for Roma inclusion policies in some EU Member States in close cooperation with the respective National Statistical Offices and the government offices in charge for Roma inclusion policies.

14 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, National Roma Integration Strategies: a first step in the implementation of the EU Framework, COM (2012) 226, 21 May 2012; Commission Staff Working Document accompanying the document National Roma Integration Strategies: a first step in the implementation of the EU Framework Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, SWD (2012) 133, 21 May 2012

15 For more details see website of FRA at www.fra.europa.eu/en/theme/roma

2.2.2. *Decade of Roma Inclusion*

The countries participating in the Decade of Roma Inclusion are since 2011 obliged to submit annual reports to the Decade Secretariat.

In addition, civil society organisations in the countries participating in the Decade of Roma Inclusion organised themselves in Decade Watch and published monitoring reports. The first report was published in 2007 which was updated in 2008. The last Decade Watch report covering all Decade countries (with the exception of Croatia) was published in 2010.

In 2012, the Decade Secretariat issued a Call for civil organisations to participate in a pilot project making use of a new questionnaire a new approach. Bosnia and Herzegovina does not participate in the pilot project.¹⁶

Since the start of the Decade in 2005, the UNDP Regional Centre (Bratislava/Slovakia) provides assistance to governments in the compilation of relevant data and in monitoring the implementation of Roma inclusion policies.

Based on surveys (recently in cooperation with the World Bank and the EU Fundamental Rights Agency) UNDP provided data sets on the socio-economic situation of the Roma in the selected countries. The latest survey that was conducted from May through July 2011 included Bosnia and Herzegovina (see below for more information).¹⁷

Further, UNDP assisted countries in developing monitoring mechanism for the Roma Action Plans, e.g., in Croatia and currently in Macedonia.

16 See website of the Decade Secretariat for further information at www.romadecade.org

17 See website of UNDP at <http://europeandcis.undp.org/ourwork/roma/show/D69F01FE-F203-1EE9-B45121B12A557E1B>

3. SUMMARY OF THE SOCIO-ECONOMIC SITUATION OF ROMA IN BOSNIA AND HERZEGOVINA

The latest available data set on the socio-economic situation of Roma (and non-Roma living in areas with higher density of Roma) in Bosnia and Herzegovina was compiled in the framework of a survey conducted by UNDP, World Bank and the European Commission from May through July 2011.¹⁸ The data confirms the deplorable socio-economic situation of Roma in Bosnia and Herzegovina and points at the urgent need for interventions in all sectors (education, employment, health and housing).

The data also reveals that Romani women are in multiple-disadvantaged (multiple-discriminated) position which requires strong gender cross-cutting components in the policies targeting Roma inclusion, i.e. the identification of Romani women as explicit target groups in these policies and the introduction of gender-specific targets and gender-sensitive indicators (policies targeting gender equality would require a similar approach, introducing Romani women as target groups as well as targets and indicators referring to Romani women). Only this set up would allow for the monitoring of the progress made with regard to the inclusion of Romani women and the implementation of the relevant policies.

EDUCATION	Male		Female		Total	
	Roma	Non-Roma	Roma	Non-Roma	Roma	Non-Roma
Literacy rate (16+)	90%	99%	75%	95%	82%	97%
Literacy rate (16-24)	90%	100%	84%	99%	87%	99%
Pre-school enrolment rate (3-6)	8%	11%	5%	15%	6%	13%
Gross enrolment rate in compulsory education (7-15)	62%	92%	59%	99%	61%	96%
Gross enrolment rate (Upper-Secondary Education 16-19)	14%	74%	16%	71%	15%	72%
Average years of education (25-64)	5,5	11,1	3,9	9,9	4,7	10,5
Average Years of Education (16-24)	5,5	10,9	5,1	11,3	5,3	11,1

18 See website of UNDP at <http://europeandcis.undp.org/ourwork/roma/show/D69F01FE-F203-1EE9-B45121B12A557E1B>

EMPLOYMENT	Male		Female		Total	
	Roma	Non-Roma	Roma	Non-Roma	Roma	Non-Roma
Employment rate (15-64)	32%	46%	5%	25%	19%	35%
Employment rate (15-24)	20%	13%	3%	12%	11%	12%
Unemployment rate (15-64)	44%	27%	79%	34%	54%	30%
Unemployment rate (15-24)	59%	63%	88%	48%	69%	56%
Activity rate (15-64)	58%	63%	26%	37%	42%	50%
No employment experience rate (15-64)	79%	64%	90%	76%	84%	69%
No employment experience rate (15-24)	95%	94%	100%	100%	97%	96%
Self-employment rate (15-64)	1%	1%	0%	1%	1%	1%
Self-employment rate (15-24)	0%	0%	0%	0%	0%	0%

HEALTH	Male		Female		Total	
	Roma	Non-Roma	Roma	Non-Roma	Roma	Non-Roma
Health assessment						
1. Share of people with a bad health assessment	19%	16%	21%	16%	20%	16%
2. Share of people with a good health assessment	68%	71%	67%	68%	67%	69%
Access to medical insurance*	66%	97%	75%	95%	70%	96%
No access to essential drugs	67%	37%	69%	39%	68%	38%
Access to health services	72%	93%	72%	94%	72%	94%
Perceived vaccination rate (0-6)	83%	95%	81%	98%	82%	97%
Perceived vaccination rate (6)	84%	100%	79%	100%	81%	100%

HOUSING	Roma	Non-Roma
Rooms per HH member	0,62	1,10
Square meters per household member	12,92	27,38
Share of the population not having access to secure housing	35%	5%
Share of the population not having access to improved water source	11%	7%
Share of the population not having access to improved sanitation	22%	9%
Access to electricity	83%	98%
Access to various HH amenities		
Computer	11%	50%
Internet connection	9%	42%
Mobile phone or landline	79%	97%
Dwelling ownership		
Own household or family	85%	89%
Private ownership (not family)	9%	4%
Municipality	3%	2%
Unknown ownership/Other	3%	4%
Preference of living in mixed areas	72%	

4. ROMA INCLUSION POLICY IN BOSNIA AND HERZEGOVINA

Bosnia and Herzegovina has a unique political and administrative structure which affects both the development and implementation of a Roma inclusion policy and the monitoring of this policy.

The overall responsibilities for sector policies (education, employment, health and housing or gender equality) at the different level of government have to be taken into account as well as monitoring functions already assigned to governmental or non-governmental institutions and organisations.

In general, the Ministry of Human Rights and Refugees (MHRR) at state level is in charge of co-ordinating and monitoring Roma-related policies and activities at state level. MHRR is also the leading institution for the actual development of the Roma inclusion policy.

The Advisory Board on Roma at the Council of Ministers (comprising 22 members) obtains an important advisory function, but is also involved in operational activities and monitoring (see below).

In addition, according to the Strategy, the Ministry of Civil Affairs (MCA) at state level has a role in the coordination and monitoring of activities in the implementation of the Action Plans.

The implementation is primarily within the responsibility of the relevant line ministries at entity and canton level (or with respective departments of Brcko District) or even with municipal authorities.

The Roma participate in different ways in policy making and in implementing the Roma inclusion policy. In addition to the Advisory Board Roma at the Council of Ministers at central level which includes eleven Romani representatives, Roma are involved in further official structures that are relevant for the implementation and monitoring of the Roma inclusion policy.

At state level, Roma are represented in the Council of National Minorities within the Parliamentary Assembly of Bosnia and Herzegovina (CONM). CONM provides opinions, advice and suggestions to the BiH Parliamentary Assembly on all matters affecting the rights, status and interests of National Minorities and it has monitoring functions too.

In both entities further Councils of National Minorities exist that have also advisory and monitoring functions with regard to ethnic minorities.

Any reporting and monitoring structure, irrespective if state monitoring or civil society monitoring, has to take into account this assignment of responsibilities to different levels. The authorities of the different levels have to be involved in planning the monitoring system and in the monitoring itself; not at least in order to create ownership and responsibilities of the different institutions.

4.1. National Strategy and Action Plans for Roma¹⁹

At state level, the Council of Ministers adopted a National Strategy (2005), an Action Plan on Employment, Health and Housing (all 2008 and currently under revision) and an Action Plan on Education (revised in 2010).

4.1.1. *National Strategy for Roma in Bosnia and Herzegovina (2005)*

According to the 2011 Decade of Roma Inclusion Progress Report, the government asked UN organisations to develop a new “Strategy 2020”.²⁰ The current Strategy includes fourteen different chapters and refers to monitoring and evaluation at several occasions.²¹

4.1.2. *Action Plan on Education (2010)*

The Action Plan displays four goals with several sub-goals. The Action Plan provides for budget indications for the majority of the measures which amount to annual allocations from the budget of BAM 7.256.500.

A first analysis of the Action Plan reveals methodological weaknesses that also affect any monitoring of the Action Plan or of the Roma inclusion policies in the field of education. It is highly recommended to re-define or adjust the indicators as well as the objectives, expected results and activities (“measures to be taken”) and to introduce targets.²² It would be important to analyse the proposed activities of the Action Plan from a cost effectiveness perspective. Regarding results-based monitoring the analysis reveals that indicators are too often focusing on measuring the input and not the outcome or impact or the progress made and they are not gender-responsive.

According to the 2011 Decade of Roma Inclusion Progress Report, MHRR has appointed a team of experts, consisting of representatives of the relevant ministries, competent local authorities and Romani representatives for monitoring the implementation of the Action Plan.²³

19 For an overview see Stephan Müller, National Policies towards Romani Women in the Western Balkans - Country Paper on Bosnia and Herzegovina, Commissioned by CARE International, Sarajevo 2011 at <http://www.romadecade.org/files/downloads/CARE%20Roma%20Women%20Conference/BiH,%20National%20Policies%20Toward%20Romani%20Women.pdf>

20 Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2010, Sarajevo 2011

21 Government of Bosnia and Herzegovina, Council of Ministers, Roma Strategy in Bosnia and Herzegovina

22 The quality of the Action Plan creates also obstacles for an adequate monitoring.

23 Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2010, Sarajevo 2011

4.1.3. *Action Plans on Employment, Housing and Health (2008)*

In 2008, Bosnia and Herzegovina adopted three action plans (employment, housing, health) for the implementation of the Strategy which were still under revision at the time of writing. The proposed measures of the 2008 Action Plan on Housing would require a budget of BAM 439.500 million, the 2008 Action Plan on Employment BAM 170 million and the 2008 Action Plan on Health Care BAM 34.700 million. In total BAM 644.200 million (ca. € 322 million) would be necessary to implement the envisaged activities in these three sectors. In 2009 and 2010 € 1.5 million each were provided.²⁴

It is highly recommended that the three Action Plans currently under development are scrutinised from a methodological perspective and a cost effectiveness perspective prior to their adoption in order to avoid obstacles as with the Action Plan on Education.

4.2. Other Social Inclusion Policies

Other general social inclusion policies, e.g., in the sectors of education and employment or with regard to gender equality or child rights are also of importance for the inclusion of Roma and most of these policies refer to Roma and their specific situation.

Monitoring of these policies should therefore include Roma and their specific situation (see *inter alia* upcoming IPA project “Strengthening social protection system at all levels of governance”)²⁵.

24 Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2010, Sarajevo 2011

25 IPA National Programme 2011 – Bosnia and Herzegovina Fiche 10 “Social Inclusion”

5. MONITORING THE ROMA INCLUSION POLICY

The government decree of September 2012 assigned important competences for the monitoring of the implementation of the Roma Action Plans to the Advisory Board on Roma at the Council of Ministers (for more details see below).²⁶

The current Roma Strategy assigns responsibilities with regard to monitoring to several institutions. In general the strategy states that “(a)part from institutions, organs and other subjects already mentioned and nominated as monitors in the process of implementation of the Strategy, the Council of Ministers of BiH nominates the Ministry for Human Rights and Refugees of BiH, the Council of Ministers Advisory Board on Roma and the Council of National Minorities within the Parliamentary Assembly of BiH as the most important and responsible subjects for monitoring the process of the implementation of the Strategy and obligates them to do detailed monitoring of the implementation of strategy, individually, at least once a year and give written report”.

Some of the chapters of the Roma Strategy, e.g., “Education” or “Demographic and population policy, domestic matters, gender equality and children’s rights” provide further information on monitoring. The “Education” chapter determines that the Council of National Minorities within the Parliamentary Assembly of Bosnia and Herzegovina (CONM) monitors the implementation by the relevant authorities and the chapter on “Demographic and population policy, domestic matters, gender equality and children’s rights” determines the BiH Gender Equality Agency and the Gender Centres at entity level in cooperation with the Roma Board as responsible institutions for the monitoring of an Action Plan on Gender Sensibility which, however, haven’t been developed yet.

The revised Action Plan on Education also assigns monitoring responsibilities to a variety of institutions, *inter alia* to an Expert Team for Monitoring the Implementation of the Action Plan on Education, without distinguishing between collection or provision of data necessary for monitoring on the one hand and the actual monitoring process and analysis on the other hand. In addition, it would be worth re-considering the stated objectives, results, measures and indicators in order to allow for an adequate monitoring exercise.

Already with regard to monitoring the implementation of the Roma Strategy and Action Plans prevails a diversity of responsibilities; taking into account the general social inclusion policies that also refer to Roma, the diversity further increases.

In particular, the Directorate of Economic Planning (DEP) with the Council of Ministers has important functions with regard to analysing, monitoring and evaluating social inclusion policies. It could prove to be an important partner in monitoring the implementation of the National Action Plans for Roma Inclusion. The relevant authorities responsible for monitoring the implementation of the Roma Action Plans should seek cooperation with these already existing or planned monitoring structures in order to achieve synergies and to be cost efficient.

26 Decision of the Council of Ministers on the establishment of the Advisory Board on Roma of 18 September 2012 available at www.vijeceministara.gov.ba

The setting up of a results-based monitoring (and evaluation) system constitutes an integral part of developing any policy; an approach which is emphasised by the Roma Strategy and the European Framework for National Roma Integration Policies.

In our context that would mean that the four Action Plans on Education, Employment, Health and Housing have to take into account an appropriate results-based monitoring system, including appropriate objectives, results, indicators and targets, clearly delineated responsibilities and reasonable budget provisions.

5.1. Institutions and Organisations

5.1.1. *Ministry of Human Rights and Refugees (MHRR)*

The Roma Strategy assigns the responsibility to monitor the implementation of the Strategy to MHRR, but also to other institutions. Further obligations include specific reporting on the situation of the Roma, e.g., in the framework of the Decade of Roma Inclusion. In 2011 and 2012, MHRR produced its first Decade of Roma Inclusion Progress Reports.²⁷ Reporting on and monitoring of the obligations of Bosnia and Herzegovina towards international conventions (e.g., CERD, CEDAW, FCNM) referring to human rights constitutes a part of the mandate of MHRR.

In 2011, MHRR in close cooperation with the Centres for Social Work (CSW) conducted a survey in 67 municipalities which led to the establishment of a “Roma Data Base” that includes primarily these Roma who got in contact with CSW. MHRR signed Memoranda of Understanding (MoU) with 34 Centres for Social Work (24 Centres in the Federation, 9 Centres in the RS and 1 Centre in Brcko District). In 2011, MHRR trained representatives of the CSW on the use of the database.

The compiled data are made available to the relevant authorities for the purposes of planning Roma inclusion policies.²⁸ The Roma Data Base could serve as a starting point for a process of collecting regularly relevant data for the monitoring of the implementation of the National Action Plans for Roma Inclusion. Other existing data on the situation of Roma such as the UNDP survey or the MICS survey should, however, also be taken into consideration.

5.1.2. *Ministry of Civil Affairs*

The Roma Strategy assigns the Ministry of Civil Affairs (MCA) a role in monitoring the activities for the implementation of the Action Plans, however, without going into further details. The revised Action Plan on Education reaffirms this responsibility.

27 Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2011, Sarajevo 2012; Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2010, Sarajevo 2011

28 Third Report Submitted by Bosnia and Herzegovina Pursuant to Article 25, Paragraph 2 of the Framework Convention for the Protection of National Minorities, received on 22 May 2012 (ACFC/SR/III(2012)003) available at http://www.coe.int/t/dghl/monitoring/minorities/3_FCNMdocs/PDF_3rd_SR_BiH_en.pdf

5.1.3. *Advisory Board on Roma at the Council of Ministers*

The Advisory Board on Roma (Roma Board) is situated at the Council of Ministers. The Roma Board consists of 22 representatives: eight representatives from the state level and one representative each from the Federation, the RS and Brcko District and eleven representatives of the Romani civil society.

With regard to monitoring the implementation of the National Action Plans for Roma Inclusion, the Roma Board has the following mandate:²⁹

- (i) perform systemic monitoring of implementation of the Action Plans;
- (ii) develop operating plans and propose measures for improvement of implementation of Action Plans;
- (iii) monitor expenditures at state and entity level (and Brcko District) institutions in charge of implementation of Action Plans;
- (iv) by its decision it will establish the system of monitoring and keep track of funding (domestic and international) allocated for the implementation of the Action Plans.

The Advisory Board reports through MHRR to the Council of Ministers; MHRR provides in general expertise and technical assistance to the Board.

5.1.4. *Council of National Minorities within the Parliamentary Assembly of Bosnia and Herzegovina (CONM)*

The Roma Strategy assigns to CONM in the chapter “Education” the responsibility to “continuously monitor and evaluate the implementation of the Action Plan by the competent and responsible authorities”, i.e., MHRR and the Ministry of Civil Affairs at state level, the entity and canton ministries and respective institutions of Brcko District.³⁰

Actually, CONM monitored the implementation of the Action Plan on the Educational Needs of Roma and other national minorities in BiH. The monitoring made use of a ranking system from 1 to 10, looking into the degree of implementation of the Action Plan, but also in the degree of involvement of the institutions in charge of implementing the Action Plan.³¹

29 Decision of the Council of Ministers on the establishment of the Advisory Board on Roma of 18 September 2012 available at www.vijeceministara.gov.ba

30 Government of Bosnia and Herzegovina, Council of Ministers, Roma Strategy in Bosnia and Herzegovina

31 Third Report Submitted by Bosnia and Herzegovina Pursuant to Article 25, Paragraph 2 of the Framework Convention for the Protection of National Minorities, received on 22 May 2012 (ACFC/SR/III(2012)003) available at http://www.coe.int/t/dghl/monitoring/minorities/3_FCNMdocs/PDF_3rd_SR_BiH_en.pdf

5.1.5. *Other State Actors*

Directorate of Economic Planning (DEP)

DEP is situated at the Council of Ministers at state level and within DEP, a “Sector for Preparation of BiH Development Documents, Analysis of Social Inclusion and Monitoring and Evaluation” has been established.³² The Roma-related policy documents do not refer to DEP and its possible involvement in monitoring the implementation of the National Action Plans for Roma Inclusion.

DEP was in charge of coordinating the preparation of the National Development Strategy for 2009-2013 and the Social Inclusion Strategy and is responsible for the monitoring of the implementation of these strategies.³³

Agency for Statistics Bosnia and Herzegovina

In cooperation with the Federal Office of Statistics of the Federation of BiH, the Institute of Statistics of Republika Srpska, the Statistical Bureau of Brcko District and other institutions, the Agency produces regularly comparable annual surveys. It is also involved in the DevInfo project (see below).

Gender Equality Agency and Gender Centres

According to the Roma Strategy, the Gender Equality Agency at state level and the Gender Centres at entity level are in cooperation with the Roma Board the responsible institutions for monitoring the implementation of an “action plan on gender sensibility of both Roma and those who address their issues”. However, this Action Plan has not been developed yet.

5.1.6. *Non-State Actors*

Civil Society

In 2009/2010, Romani civil society organisations from Bosnia and Herzegovina participated in an international monitoring exercise “Decade Watch” to monitor the implementation of Roma inclusion policies in the framework of the Decade of Roma Inclusion.

In the current monitoring exercise of the Secretariat of the Decade of Roma Inclusion is Bosnia and Herzegovina, however, not included (for more details see below).

International Organisations

International organisations such as [UNICEF](#), [UNDP](#) or the [OSCE Mission](#) to Bosnia and Herzegovina play an important role in the monitoring process.

³² See homepage of DEP at <http://www.dep.gov.ba>

³³ Vukovic A. and McWhinney D., Joint Country-led evaluation of the policies related to child-well being within the social protection sector in Bosnia and Herzegovina in: UNICEF, Bridging the gap. The role of monitoring and evaluation in evidence-based policy making (2008) at http://www.unicef.org/ceecis/evidence_based_policy_making.pdf

UNICEF has already been involved in setting up DevInfo in Bosnia and Herzegovina while UNDP is involved in assisting Decade participating countries in data collection and monitoring and evaluation of the Decade Action Plans.

The [OSCE Mission](#) monitors as part of its mandate the implementation of GFAP Annex 7, but also the Action Plan on Roma inclusion as well as the right to due process, the implementation of the Anti-Discrimination Law and the implementation of the Framework Law on Education.

5.2. Existing Monitoring and Reporting Mechanisms

The relevant authorities of Bosnia and Herzegovina already created mechanisms for the monitoring of the implementation of the Strategy and Action Plans. At time of writing the guidelines, only the revised Action Plan on Education (and the Strategy) has been available while the Action Plans on Employment, Health and Housing were still under revision. However, a cursory analysis of the Action Plan on Education revealed that it neither follows fully a results-based approach nor does it always include appropriate objectives, results, indicators and targets nor does it always provide for clearly delineated responsibilities or for appropriate budget provisions.

Further, Bosnia and Herzegovina is required to report regularly to relevant international human rights protection mechanism and – specifically on Roma – in framework of the Decade of Roma Inclusion. The results of the monitoring of the Roma inclusion policy could also be used for these international reporting requirements.

5.2.1. *Monitoring the Implementation of the Revised Action Plan on Education*

The revised Action Plan on Education foresees the establishment of the Expert Team for Monitoring the Implementation of the Action Plan on Education with the time-frame 2010 (directly after the adoption of the Action Plan) (Measure 4.6.). In detail it says:

“This measure provides monitoring of the implementation of the Action Plan with all indicators, but also monitoring of the basic indicators:

- The level of achievements of Roma children compared to other children;
- The number of official Roma children withdrawn compared to other children;
- Indicators of discrimination in the education system.”

The Action Plan envisaged as a further measure (Measure 4.7.) the establishment of a “compulsory system for the submission of information to the Expert Team”. It further says that “all relevant institutions for the application of the Action Plan, in order to collect and submit information, should appoint a person whose role is the submission of relevant information to the Team”.

Actually, MHRR has had established an expert team for the monitoring of the implementation of the Action Plan on Education, consisting of representatives of different ministries, competent local authorities and Romani representatives.³⁴ The expert team developed a methodology and established a network and even published one monitoring report based on a questionnaire. However, this expert team met only twice and discontinued to exist due to financial reasons.

34 Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2010, Sarajevo 2011

The Action Plan mentions with regard to the individual “measures to be taken” the institutions in charge for monitoring. These institutions include primarily: (i) the Roma Board, (ii) the Council of Roma in the Federation, (iii) the Council of Roma of Republika Srpska, authorities such as (iv) MHRR, (v) the Ministry of Civil Affairs, (vi) the relevant line ministries at entity and canton level and the relevant department in Brcko District. In addition, the Action Plan refers to other institutions such as the Agency for Preschool, Primary and Secondary Education, National Minority Council³⁵ and even “potential donors” as further “subjects of monitoring”.

The Council of Ministers of Bosnia and Herzegovina is in charge of monitoring the implementation of Measure 4.6.), the establishment of the expert team. However, the Expert Team that should have been created for the monitoring of the implementation of the Action Plan on Education is not mentioned as one of the “subjects of monitoring”.

5.2.2. *Monitoring the Implementation of the Action Plan on Employment, Health and Housing*

At time of writing these guidelines, the Action Plan was still under revision and it was not possible analysing the existing draft versions.

Employment

According to the Third Report on the Implementation of the Framework Convention for the Protection of National Minorities exists a “professional and thematic group monitoring the implementation of Action Plan for Roma employment” that “regularly reviews the status of Roma in employment, indicates certain weaknesses and proposes concrete measures to the competent institutions to improve existing programs with a view of better employing of Roma in Bosnia and Herzegovina”.³⁶ It was however, not possible to get more information on this group and its activities.

The old Action Plan on Employment assigns the responsibilities for the monitoring primarily to the Council of National Minorities within the BiH Parliamentary Assembly, the Council of Roma, the Roma Board, MHRR, Ministry of Civil Affairs (MCA) and to line ministries. Individual measures should be monitored by “international organisations and other competent institutions”.

Health

The old Action Plan on Health Employment assigns the responsibilities for the monitoring to a variety of institutions and organisations, primarily to the Council of National Minorities within the BiH Parliamentary Assembly, the Roma Board, MHRR, MCA, the Council of Roma and in addition, to the Ombudsman Office, Audit Offices at all levels, DEP, the Public Health Institutes of the entities and to NGOs.

35 This should be the Council of National Minorities within the Parliamentary Assembly of Bosnia and Herzegovina

36 Third Report Submitted by Bosnia and Herzegovina Pursuant to Article 25, Paragraph 2 of the Framework Convention for the Protection of National Minorities, received on 22 May 2012 (ACFC/SR/III(2012)003) available at < http://www.coe.int/t/dghl/monitoring/minorities/3_FCNMdocs/PDF_3rd_SR_BiH_en.pdf>

Housing

The Decade Progress Report states that Roma representatives participated in “independent monitoring” of housing projects without further specifying the monitoring mechanism.³⁷

The old Action Plan on Housing assigns the responsibilities for monitoring in most cases to MHRR “through working group comprising representatives of state, entities, BiH Brčko District, cantons, municipalities, BiH Council of Roma and Roma Board to BiH Council of Ministers, RS Roma Association and Roma resource centres”. With regard to individual results (or measures to be taken) further institutions such as the Ombudsman, Council of National Minorities within the BiH Parliamentary Assembly, line ministries or municipal institutions are included among the monitoring agencies.

5.2.3. *Decade of Roma Inclusion*

Government

In June 2011, the Government of Bosnia and Herzegovina submitted its first Progress Report on the progress made in the four Decade priority areas. However, the report refers primarily to the (financial) input and deals less with the results (number of houses constructed and families provided with access to infrastructure are mentioned) and impact of the Roma inclusion policy.

In 2012, the Government submitted its second report for the year 2011 which again primarily refers to the input given and less to the results.³⁸ The report provides a few data on enrolment numbers at different levels of the education system, with regard to employment it states that in 2011 no budget means were allocated. Also regarding the Action Plan on Health no funds were provided, but remaining funds of 2010 were used. With regard to housing the reports states that in 2011, 70 housing units for Roma were constructed or reconstructed.

Civil Society

Civil society organisations in the countries participating in the Decade of Roma Inclusion monitor and report in addition to the governments on the progress made within the Decade of Roma Inclusion. The latest report has been published in 2010.³⁹

Recently, the Decade Secretariat initiated a pilot project for monitoring the implementation of the Action Plans which should make use of a newly developed questionnaire. Bosnia and Herzegovina, however, is not among the target countries of this pilot project.

37 Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2010, Sarajevo 2011

38 Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2011, Sarajevo 2012

39 Decade Watch, Results of the 2009 Survey, Budapest 2010

6. FURTHER RELEVANT REPORTING AND MONITORING MECHANISMS

6.1. Mechanisms within Social Policies in Bosnia and Herzegovina

Not all policies in the field of social inclusion have a comprehensive, built-in reporting, monitoring and evaluation mechanism. With regard to some inclusion policies or projects in the field of social inclusion, several authorities in Bosnia and Herzegovina make use of the DevInfo BiH system for monitoring developments at local level.

DevInfo⁴⁰

DevInfo is a database system which harnesses the power of advanced information technology to compile and disseminate data on human development. In particular, the system has been endorsed by the UN Development Group to assist countries in monitoring achievement of the Millennium Development Goals (MDGs).

DevInfo provides methods to organize, store and display data in a uniform way, to facilitate data sharing at the country level across government departments, UN agencies and development partners. DevInfo has simple and user-friendly features which produce tables, graphs and maps for inclusion in reports, presentations and advocacy materials. The software supports both standard indicators (the MDG indicators) and user-defined indicators.

DevInfo is being used as a tool to restructure programming processes based on human rights. The system helps planners address disparities and target the most vulnerable sections of society. An important aspect of the DevInfo database structure is that it provides for monitoring multiple levels of sub-national data.

In Bosnia and Herzegovina, the BiH Agency for Statistics in cooperation with UNICEF developed the DevInfo BiH with the „objective of creating a tool to better help plan and monitor the social and economic situation in BiH“.⁴¹

In the framework of several projects or policies, municipalities are making use of DevInfo to strengthen child rights monitoring, to monitor the reform of the child protection system or the implementation of youth employment project.

Data from municipalities is being sent to the Directorate of Economic Planning at central level where a consolidated dataset is used for national level planning and fund allocation.

40 http://devinfo.org/libraries.aspx/news.aspx?T=N&PN=diorg/news_content/news_001_142.html

41 See <http://dissemination.bhas.ba/di/>

6.1.1. *Social Inclusion Policies*

Social Inclusion Strategy

The Social Inclusion Strategy envisaged that with its official adoption a detailed monitoring plan will be established and adopted, however the Strategy hasn't been adopted yet.

The Strategy already contains proposals for indicators (including reference to the EU Laeken indicators for social inclusion) and monitoring approaches and DEP would be in charge for monitoring the Social Inclusion Strategy.⁴²

Employment Strategy

A monitoring, oversight and evaluation system constitutes an integral part of the BiH Strategy for Employment 2010-2014. The Institutions in charge of implementing the strategy are the relevant authorities at entity level and of the Brcko District, together with social partners.

A Coordination Board should meet at least once a year to review and discuss the implementation of the Strategy. Its members are representatives of the relevant authorities at state and entity level as well representatives of the Trade Union and of the Association of Employers. The entity ministries for Labour and Employment are in charge of monitoring the implementation of the Strategy and report to MCA. The evaluation of the Strategy and its action/operating plans should be done by relevant ministries and employment offices; the reports should be adopted by entity and Brcko District governments and forwarded to BiH Council of Ministers via MCA. These reports should also be delivered to social partners. Ex-post evaluation of the entire strategy will be done in 2015.⁴³

Child Rights and Child Protection

UNICEF in close cooperation with authorities (MCA, MHRR and the Directorate for Economic Planning at state level and entity and cantonal ministries responsible for social protection, health, education and human/child rights) implements the "Social Protection and Inclusion Project (SPIS)" which is primarily financed by the DFID, Government of Norway and the European Commission. SPIS aims at building national capacities to strengthen multi-sectoral approaches to the protection and inclusion of children. It includes an integrated and inter-sectoral approach to evidence-based policy making. Monitoring and evaluation will serve to define and strengthen functions, roles and strategic goals in education, health, social welfare and other related sectors as they address specific forms of exclusion of children and families.⁴⁴

42 DEP is also in charge of monitoring the National Development Strategy 2008-2013. Vukovic A. and McWhinney D., Joint Country-led evaluation of the policies related to child-well being within the social protection sector in Bosnia and Herzegovina in: UNICEF, Bridging the gap. The role of monitoring and evaluation in evidence-based policy making (2008) at http://www.unicef.org/ceecis/evidence_based_policy_making.pdf

43 See website of Ministry of Civil Affairs at: http://www.mcp.gov.ba/zakoni_akti/strategije/Archive.aspx?template_id=19&pageIndex=1

44 See website of UNICEF at: http://www.unicef.org/bih/ba/protection_inclusion_18346.html

SPIS makes use of DevInfo BiH and is currently implemented in 21 municipalities in Bosnia and Herzegovina.

SPIS Model

Phase 1: concentrates on setting up model in a community; gathering baseline information on socio-economic conditions in the community; specific vulnerabilities; legal and institutional framework for social protection and inclusion; and design of Municipal Action Plan (MAP). Three milestones within implementation: 1) establishment of the Municipal Management Board (MMB); 2) establishment of the evidence base for design of the MAP on social protection and inclusion of children; 3) adoption of the MAP.

Phase 2: involves simultaneous investment in a number of sectors, i.e.: (a) social mapping and monitoring of child rights; (b) Early Childhood Development, (c) Inclusive Education and (d) Child Protection.

The evidence base on children's state and needs is strengthened through ongoing social mapping under leadership by the MMB. Monitoring of child rights is conducted by local civil society organizations. Improvement of social services is organised in such a manner that each SPIS Model component (ECD, Inclusive Education, Child Protection) is addressed separately through direct interventions.

Education Policies

In the field of education a few strategies have been adopted at BiH level: Strategic Directions for Development of Pre-School Education, Strategy for Development of Vocational Education 2007-2013, Strategic Directions for Development of Education 2007-2013, Road Map and Plan of Activities for Inclusion of BiH into EU Programmes of Lifelong-Learning, etc.

In order to monitor the implementation of these strategies, the following bodies were formed: Agency for Development of Higher Education and Quality Assurance, Agency for Preschool, Primary and Secondary Education, Conference of Ministers of Education and Conference of Chancellors.

Youth Employability and Retention Programme (YERP)

YERP shall enhance the ownership of Bosnia and Herzegovina of the UN Millennium Development Goals. The programme is supported through the Millennium Development Goals Achievement Fund, financed by the Spanish Government. The Program is jointly implemented by UN organisations in partnership with the MCA, MHRR, entity ministries responsible for labour and education, the Agency for Statistics and further institutions and organizations. The Program duration is three years, with an estimated budget of US\$ 6,700,000. Twelve municipalities within this project make use DevInfo BiH.

Law on Gender Equality/Gender Action Plan

The Gender Action Plan was adopted in 2010 while in 2011, following a decision of the Council of Ministers, a Coordination Body was formed to monitor the implementation of the Gender Action Plan. In addition to the Agency for Gender Equality at state level and the Gender Centres of the Federation of BiH and the Republika Srpska several authorities and institutions (BiH Ministry of Defence and Security, BiH Ministry of Treasury and Finance, BiH Ministry of Foreign Affairs, BiH State Police, State Agency for Investigation and Protection, entity ministries of Interior, Mine Action Centre) as well as civil society organisations are members of the Coordination Body. The Coordination Body reports annually to MHRR; yet two reports have been published (2011; 2012).

6.1.2. *IPA 2011 Project “Strengthening social protection system at all levels of governance” (in preparation)*⁴⁵

The foreseen project aims *inter alia* at strengthening the capacities of MHRR as well as other institutions responsible for collecting data on human rights protection in BiH.⁴⁶ According to the project fiche, the current capacities of MHRR are not sufficiently developed as to ensure effective coordination, monitoring and reporting on the human rights protection according to international requirements. The project contains a strong focus on Roma and/or monitoring, *inter alia* with the following expected results:

- (i) establishing an “integrated coordination system between authorities in charge for implementation of BiH Action Plan for Roma issues”: It envisages as an activity “to establish and support the monitoring teams of the implementation of the Action Plans” and includes as indicators “relevant quality documents drafted such as revised methodology on implementation of the Action Plans” or Decade of Roma Inclusion Progress Reports;
- (ii) strengthening the system “for monitoring the access to rights of vulnerable groups” which explicitly refers to Roma (indicators include: uniform monitoring procedures; 20 training cycles in 2 years for employees of ministries, regional centres and other institutions involved at all levels; preparation of relevant draft legislation and bylaws);
- (iii) strengthening “capacity of MHRR and other institutions involved in improving the protection of vulnerable groups and promotion of human rights in BiH” (indicators include: methodology for data collection, which includes a previously prepared evaluation of capacity available);
- (iv) strengthening capacities of MHRR and social service providers (indicators include: software for shared database in MHRR for supporting monitoring and reporting of human rights developed and installed).

45 IPA National Programme 2011 – Bosnia and Herzegovina Fiche 10 “Social Inclusion”

46 According to the project fiche, the project includes three components (i) To ensure implementation of Roma Action Plan and to provide social housing for Roma, (ii) to enhance monitoring, reporting and promotion of human rights and to improve social protection of the vulnerable and socially disadvantaged groups and (iii) To enable access to social services for vulnerable and socially disadvantaged groups. However, Assistant Minister, Ms. Djuderija stated the project is more focused on housing than visible in the project fiche. Interview with Ms. Djuderija, 15 January 2013

6.2. Mechanisms at International Level

Bosnia and Herzegovina is obliged to report regularly (or to reply to monitoring reports of independent commissions) in the framework of international human rights conventions. Roma are either defined as a target group or (changes of) their situation is identified as an indicator in the monitoring exercises.

In general, the government makes use of existing reports and data (secondary sources), but does not conduct specific monitoring activities for these reporting obligations. A functioning monitoring mechanism for the Roma Action Plans would also contribute to the quality of these reporting obligations.

The chapter also refers to the monitoring and reporting mechanism on social inclusion within the EU though Bosnia and Herzegovina is not a Member State of the EU. However, the promotion of the integration of Roma is considered one of the main challenges with regard to poverty and social inclusion. In the following a brief summary of the most important obligations is provided.

6.2.1. *Framework Convention for the Protection of National Minorities*

In May 2012, Bosnia and Herzegovina submitted its Third Report “on Legislative and Other Measures for the Implementation of Principles Set forth in the Framework Convention for the Protection of National Minorities”. The report that was prepared by MHRR covers the reporting period July 2007 through end of 2011.⁴⁷

6.2.2. *European Charter for Regional or Minority Languages*

The government of Bosnia and Herzegovina submitted its first (initial) report to the Council of Europe in 2012. The report refers to the situation of Roma in general and to the Action Plans on the inclusion of Roma in particular.⁴⁸

6.2.3. *European Commission against Racism and Intolerance (ECRI)*

European Commission against Racism and Intolerance is an independent human rights monitoring body which regularly publishes country reports. The respective governments are consulted in the report development process and have the right that their viewpoints are appended to the final report. The last report on Bosnia and Herzegovina covers the period until 25 June 2010 and was published 8 February 2011.⁴⁹

47 Third Report Submitted by Bosnia and Herzegovina Pursuant to Article 25, Paragraph 2 of the Framework Convention for the Protection of National Minorities, received on 22 May 2012 (ACFC/SR/III(2012)003) available at http://www.coe.int/t/dghl/monitoring/minorities/3_FCNMdocs/PDF_3rd_SR_BiH_en.pdf

48 Council of Europe, European Charter for Regional and Minority Languages, Initial periodical report presented to the Secretary General of the Council of Europe in accordance with Article 15 of the Charter Bosnia and Herzegovina (MIN-LANG/PR (2012) 5) available at http://www.coe.int/t/dg4/education/minlang/Report/default_en.asp#Bosnia%20and%20Herzegovina

49 European Commission against Racism and Intolerance, ECRI Report on Bosnia and Herzegovina (fourth monitoring cycle, adopted 7 December 2010, published 8 February 2011)

6.2.4. CERD

The government of Bosnia and Herzegovina submitted the last report in 2008 and a coalition of NGOs and individuals submitted an Alternative Report in 2010 while the UN Committee on the Elimination of Racial Discrimination adopted its Concluding Observations on Bosnia and Herzegovina in 2010. All documents contain reference to the situation of Roma and to the implementation of the Action Plans on the inclusion of Roma.⁵⁰

6.2.5. CEDAW

In April 2005, Bosnia and Herzegovina submitted the last report to the UN Committee on the Elimination of Discrimination against Women.⁵¹

6.2.6. Millennium Development Goals

In 2010, the government of Bosnia and Herzegovina (Ministry of Finance and Treasury) in cooperation with the UN Country Team for Bosnia and Herzegovina published its latest report on the implementation of the Millennium Development Goals. The report refers also to the situation of the Roma and to the Action Plans.⁵²

The United Nations developed DevInfo to assist countries in monitoring achievement of the Millennium Development Goals (MDGs). DevInfo is a database system that compiles and disseminates data on human development and it allows for adaptations according to national specifics and allows for the introduction of user-defined indicators.⁵³

6.2.7. National Human Development Report (UNDP)

UNDP publishes regularly National Human Development Reports (NHDR). The latest NHDR was published in 2009 and refers to “social capital” while the 2007 NHDR was dedicated to the issues of social inclusion and introduced the

50 See Committee on the Elimination of Racial Discrimination, Seventy-seventh session, 2 –27 August 2010, Concluding Observations of the Committee on the Elimination of Racial Discrimination, Bosnia and Herzegovina (CERD/C/BIH/CO/7-8); Committee on the Elimination of Racial Discrimination Seventy-seventh session, Summary record of the 2037th meeting, 19 August 2010 (CERD/C/SR.2027), Committee on the Elimination of Racial Discrimination, Reports Submitted By States Parties Under Article 9 of the Convention, Eighth periodic reports of States parties due in 2008* Bosnia and Herzegovina (CERD/C/BIH/7-8); NGO Report on the implementation of the International Convention on the Elimination of All Forms of Racial Discrimination To the United Nations Committee on the Elimination of All Forms of Racial Discrimination, Sarajevo 2010. All available at < <http://www2.ohchr.org/english/bodies/cerd/cerds77.htm>

51 Consideration of reports submitted by States parties under Article 18 of the Convention on the Elimination of All Forms of Discrimination against Women Combined initial, second and third periodic reports of States parties Bosnia and Herzegovina, CEDAW/C/BIH/1-3 available at <http://www.un.org/womenwatch/daw/cedaw/reports.htm>

52 Ministry of Finance and Treasury Bosnia and Herzegovina/United Nations Country Team in Bosnia and Herzegovina, Progress Towards the Realization of the Millennium Development Goals in Bosnia and Herzegovina 2010

53 See more details at <http://devinfo.org>

"*Laeken Indicators*" for social inclusion in Bosnia and Herzegovina. UNDP developed further mechanisms related to monitoring such as the Human Social Exclusion Index (HSEI), Extreme Social Exclusion Index (HSEI-1) and Long-term Social Exclusion Index (HSEI-2) which were also used for the 2007 NHDR.

6.2.8. *EU National Strategies for Social Protection and Social Inclusion*

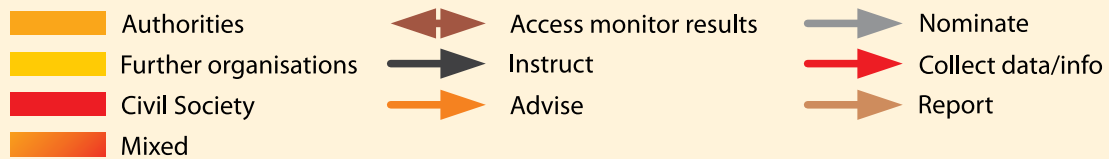
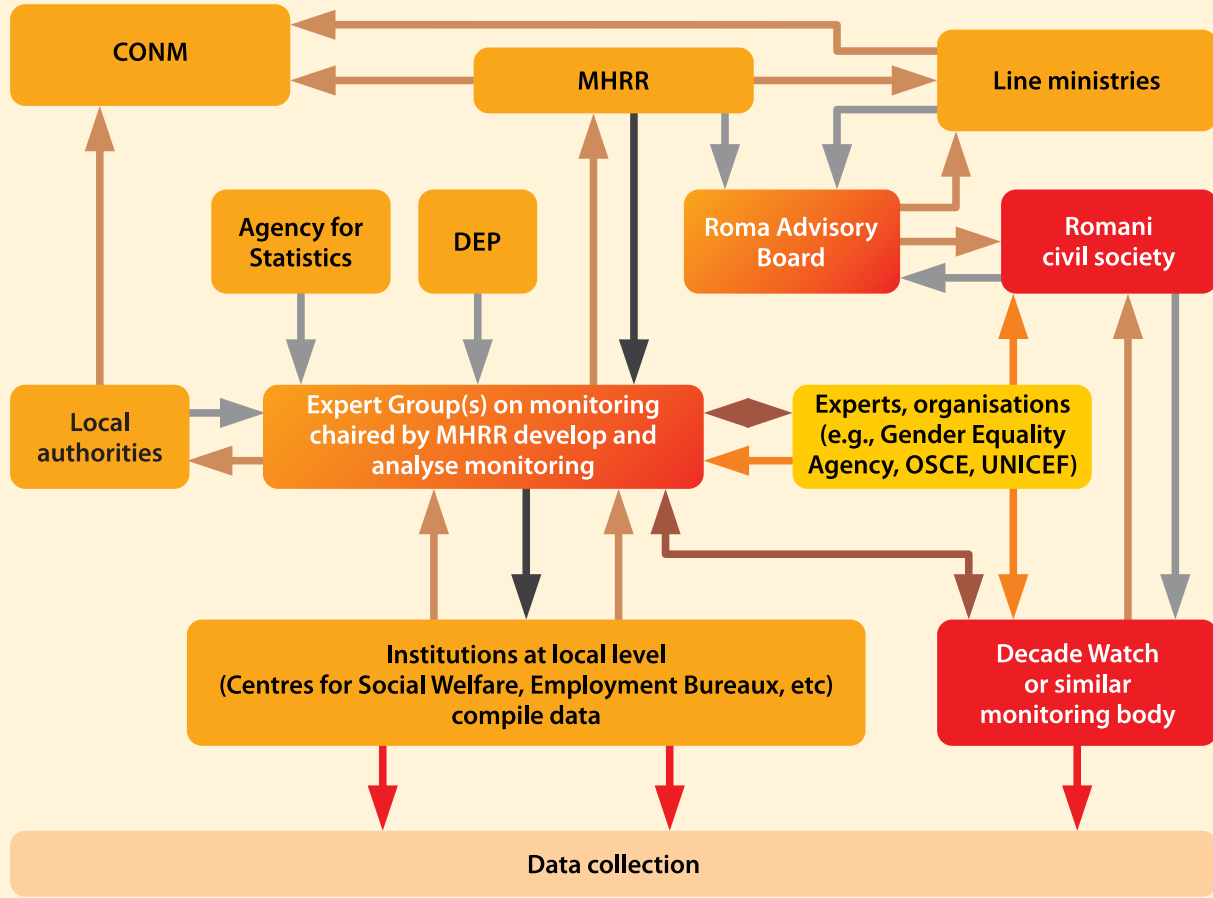
The European Union and its Member States agreed in 2001 on common indicators (*Laeken indicators*) for measuring progress made in meeting the objectives with regard to social inclusion. These common indicators were regularly further developed.

Currently the common indicators consists of 14 "overarching indicators" complemented by indicators referring to "poverty and social inclusion", "pension" and "health and long-term care".

These indicators are used for the overall National Reports on Strategies for Social Protection and Social Inclusion as well as for the Joint Report presented by the European Commission and the Council.⁵⁴

54 See website of DG Employment, Social affairs and Inclusion at <http://ec.europa.eu/social/main.jsp?catId=756&langId=en>

Proposed Structure for Monitoring Implementation of National Action Plans on Roma Inclusion



7. RECOMMENDATIONS FOR SETTING UP A MONITORING SYSTEM

Monitoring the progress made with the inclusion of Roma constitutes a *conditio sine qua non* for a serious commitment to improve the living conditions of the Roma in Bosnia and Herzegovina.

The Roma inclusion policy of the Government of Bosnia and Herzegovina, i.e., the Strategy and the Action Plans, is the major tool for improving the living conditions of the Roma. Monitoring can relate to “two dimensions”: (i) monitoring the situation of the Roma in Bosnia and Herzegovina and its development and (ii) monitoring the implementation of the Strategy and the Action Plans. On the one hand the monitoring requires data – baseline data and regular collected data which should demonstrate the development against the baseline data. On the other hand the monitoring requires adequate policy documents which allow for the monitoring of its implementation.

The basic policy documents for the Roma inclusion policy in Bosnia and Herzegovina are the Strategy and the four Action Plans on Education, Employment, Health and Housing. At time of writing these guidelines the Action Plans on Employment, Health and Housing were still under revision. These policy documents should include proposals for an adequate monitoring and reporting mechanism and should contain adequate objectives, results and indicators as well as targets that would allow for setting up an appropriate monitoring mechanism. In addition to these policy documents, government decrees influence the creation of a monitoring mechanism. Yet, all relevant documents assign responsibilities with regard to monitoring to a variety of institutions and organisations without exactly determining both the division of responsibilities and the relations between the different institutions and organisations.

Monitoring is not an exercise in itself; it serves the purpose to contribute to improving policies in order to improve the living conditions of the people concerned. Monitoring contributes to reviewing and if necessary changing policies. In this context, Bosnia and Herzegovina could consider working with short-term (one or two year) Operational Plans in addition to the long-term Action Plans. Croatia introduced successful this approach with regard to its Roma inclusion policy.

These guidelines should develop recommendations for a monitoring mechanism, but should not include a developed monitoring mechanism. The recommendations below do not only refer to establishing the monitoring system, but also to the Action Plans whose implementation should be monitored.

General

Government

- The government should introduce a results-based monitoring and evaluation system.
- The monitoring should be gender-responsive
- The monitoring exercise should be conducted at least on an annual basis and Bosnia and Herzegovina should develop and implement a “country-led” monitoring and evaluation system in which the role of international organisations is restricted to assisting the relevant authorities in executing their responsibilities.
- The monitoring results should be used as a basis for a review and possible changes of the policies. Bosnia and Herzegovina could consider introducing short-term Operational Plans in addition to the long-term Action Plan.
- Bosnia and Herzegovina should make use of existing approaches, but should introduce a tailor-made approach with its specific tools (e.g., overall annual monitoring and in addition each year specific issue-based monitoring exercise such as monitoring gender inclusion or desegregation, etc)
- The monitoring system should clearly assign responsibilities for the collection of data (or the provision of data) and the data processing and analysis.
- In order to create synergies, ownership and to be cost effective, the monitoring exercise should involve all relevant institutions such as the Directorate of Economic Planning (DEP) and the Agency for Statistics Bosnia and Herzegovina, making use of their expertise and experience in monitoring social inclusion, but also all relevant authorities at the different government level.
- In the context of involving authorities at all levels, the possibility and feasibility of a decentralised approach to policy development, implementation and monitoring could be considered
- The monitoring process should be transparent and the results should be made available to all relevant stakeholders, including Romani civil society.
- The monitoring exercise should look into the possibility of learning lessons from the DevInfo system (UN) or the monitoring approaches of the European Union.
- It would be important to conduct a capacity assessment of the institutions and organisations that should be involved in the monitoring exercise. This would include MHRR, MCA, Roma Board, Council of National Minorities within the Parliamentary Assembly of Bosnia and Herzegovina, DEP and the Statistical Office.⁵⁵ The capacity assessment should also include the Romani representative structures.

55 According to the IPA 2011 project fiche, the “current capacities of the MHRR are not sufficiently developed as to ensure effective coordination, monitoring and reporting on the human rights protection”

- In addition, a readiness assessment should be conducted in order to identify the readiness and preparedness of the authorities and institutions involved
- Bosnia and Herzegovina should analyse Roma inclusion strategies from other countries that include a monitoring to evaluate impact (Ireland, Latvia, Portugal and Slovakia) and a review mechanism for adapting the strategy (Bulgaria, Ireland, Greece, Spain, Latvia, Slovakia, Finland and Sweden) in order to identify good practices applicable in Bosnia and Herzegovina

Civil Society

- In addition to the monitoring system of the authorities, the Romani civil society of Roma in Bosnia and Herzegovina should set up their own monitoring structure. In this context, their full access to data on the situation of Roma compiled by state structures should be guaranteed.
- Civil society should consider to making use of the template for Civil Society Monitoring of the Implementation of National Roma Integration Strategies and Decade Action Plans that, however, it should be modified according to the specific situation in Bosnia and Herzegovina.
- In light of the weak capacities of the Romani civil society in Bosnia and Herzegovina it is recommended to create a coalition with civil society organisations, international organisations and/or individual experts that could assist the Romani representatives in their monitoring activities.

Analysis of the Action Plans on Education, Employment, Health and Housing

The quality of potential monitoring results depends on the quality of the Action Plans

It is indispensable to analyse the Action Plan on Education and the three action plans that are still under revision (housing, health and employment) in order to identify, how far they can serve as a basis for a results-based monitoring approach.

- A methodological check-up of the Action Plans should look into the objectives/goals and their respective outcomes/results, outputs, activities, targets and indicators, the availability of baseline information, the availability of resources, the time-line, the organisational set up (i.e., responsibilities for collecting and analysing data, the processes of the planning, monitoring and analysing as well as the reporting structure).
- The Action Plans should be analysed from the perspective, if the proposed objectives, results, measures and indicators are gender-responsive.
- The proposed activities of all four Action Plans should be analysed from a cost effectiveness perspective.
- It should be identified, if the IPA 2011 Project “Strengthening social protection system at all levels of governance” could be used for these revisions, since it envisaged inter alia the drafting of “revised methodology on implementation of the Action Plans”.

Analysis of the Available Data on the Situation of Roma

- MHRR should compile all relevant available data on the socio-economic situation of Roma in Bosnia and Herzegovina, including the “Roma Data Base” and make this data available to all further stakeholders, including the Romani civil society (if in line with the national data protection regulations).
- The data analysis should also be used to assess the relevance of the Roma inclusion policy (action plans and strategy) for the actual situation of the Roma in Bosnia and Herzegovina. The analysis should include the following specific components:
 - Overall analysis of the relevance of the strategy and Action Plans (Roma inclusion policy) to the current socio-economic situation
 - Analysis of the gender-responsiveness of the policy
 - Analysis of the relevance of the policy for Romani youth
 - Analysis of the need introducing regional policy focuses.
 - Stock-taking of Roma-related activities in Bosnia and Herzegovina, irrespective of the donors and implementing organisations

Sources

Government of Bosnia and Herzegovina

- Government of Bosnia and Herzegovina, Council of Ministers, Roma Strategy in Bosnia and Herzegovina
- Government of Bosnia and Herzegovina, Council of Ministers, Revised Action Plan on Education
- Government of Bosnia and Herzegovina, Council of Ministers, Action Plan on Employment, Health and Housing
- Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2010, Sarajevo 2011
- Government of Bosnia and Herzegovina, Decade of Roma Inclusion Progress Report 2011, Sarajevo 2012
- Government of Bosnia and Herzegovina, Ministry of Finance and Treasury/United Nations Country Team in Bosnia and Herzegovina, Progress Towards the Realization of the Millennium Development Goals in Bosnia and Herzegovina 2010

European Union

- Commission Staff Working Document accompanying the document National Roma Integration Strategies: a first step in the implementation of the EU Framework Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, SWD (2012) 133, 21 May 2012

- European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, National Roma Integration Strategies: a first step in the implementation of the EU Framework, COM (2012) 226, 21 May 2012;
- European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - An EU Framework for National Roma Integration Strategies up to 2020, COM (2011) 173 final, Brussels 5. April 2011 at http://ec.europa.eu/justice/policies/discrimination/docs/com_2011_173_en.pdf
- European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - National Roma Integration Strategies: a first step in the implementation of the EU Framework, COM (2012) 226 final, Brussels 21. May 2012 at http://ec.europa.eu/justice/policies/discrimination/docs/com_2012_226_en.pdf
- European Commission, Directorate-General Regional Policy, Policy Development Evaluation, The Programming Period 2014-2020 Monitoring and Evaluation of European Cohesion Policy – European Regional Development Fund and Cohesion Fund – Concept and Recommendations, Guidance document available at http://ec.europa.eu/regional_policy/sources/docoffic/2014/working/wd_2014_en.pdf
- Roma Inclusion Seminar: Way Forward for Bosnia and Herzegovina, 4 July 2011, Operational Conclusions
- Vademecum - 10 Common Basic Principles on Roma Inclusion, Brussels 2009
- IPA National Programme 2011 – Bosnia and Herzegovina Fiche 10 “Social Inclusion”

United Nations (including reports to monitoring structures)

- UNDP, Monitoring Framework for the Decade of Roma Inclusion -Croatia
- UNESCO, Results-Based Programming, Management and Monitoring (RBM) at UNESCO - Guiding Principles (BSP/RBM/2008/1), Paris, 2008: UNESCO, RBM Guiding Principles;
- UNICEF, Country-led monitoring and evaluation systems at http://www.childinfo.org/files/Country_led_ME_systems.pdf;
- UNICEF, Bridging the gap. The role of monitoring and evaluation in evidence-based policy making at http://www.unicef.org/ceecis/evidence_based_policy_making.pdf
- Segone, Marko, Evidence-based policy making and the role of monitoring and evaluation within the new aid environment in: UNICEF, Bridging the gap. The role of monitoring and evaluation in evidence-based policy making
- Vukovic A. and McWhinney D., Joint Country-led evaluation of the policies related to child-well being within the social protection sector in Bosnia and Herzegovina in: UNICEF, Bridging the gap. The role of monitoring and evaluation in evidence-based policy making (2008)

- Committee on the Elimination of Racial Discrimination Seventy-seventh session, Summary record of the 2037th meeting, 19 August 2010 (CERD/C/SR.2027), Committee on the Elimination of Racial Discrimination, Reports Submitted By States Parties Under Article 9 of the Convention, Eighth periodic reports of States parties due in 2008* Bosnia and Herzegovina (CERD/C/BIH/7-8);
- Committee on the Elimination of Racial Discrimination, Seventy-seventh session, 2 –27 August 2010, Concluding Observations of the Committee on the Elimination of Racial Discrimination, Bosnia and Herzegovina (CERD/C/BIH/CO/7-8);
- Consideration of reports submitted by States parties under Article 18 of the Convention on the Elimination of All Forms of Discrimination against Women Combined initial, second and third periodic reports of States parties Bosnia and Herzegovina, CEDAW/C/BIH/1-3 available at <http://www.un.org/womenwatch/daw/cedaw/reports.htm>
- NGO Report on the implementation of the International Convention on the Elimination of All Forms of Racial Discrimination To the United Nations Committee on the Elimination of All Forms of Racial Discrimination, Sarajevo 2010. All available at <http://www2.ohchr.org/english/bodies/cerd/cerds77.htm>

Council of Europe (including reports to monitoring structures)

- Council of Europe, European Charter for Regional and Minority Languages, Initial periodical report presented to the Secretary General of the Council of Europe in accordance with Article 15 of the Charter Bosnia and Herzegovina (MIN-LANG/PR (2012) 5) available at http://www.coe.int/t/dg4/education/minlang/Report/default_en.asp#Bosnia%20and%20Herzegovina
- European Commission against Racism and Intolerance, ECRI Report on Bosnia and Herzegovina (fourth monitoring cycle, adopted 7 December 2010, published 8 February 2011)
- Third Report Submitted by Bosnia and Herzegovina Pursuant to Article 25, Paragraph 2 of the Framework Convention for the Protection of National Minorities, received on 22 May 2012 (ACFC/SR/III(2012)003) available at < http://www.coe.int/t/dghl/monitoring/minorities/3_FCNMdocs/PDF_3rd_SR_BiH_en.pdf

Miscellaneous

- Decade Watch, Results of the 2009 Survey, Budapest 2010
- ICMPD, Monitoring and Evaluation Handbook for National Action Plans against Trafficking in Human Beings, Vienna 2010
- Jody Zall Kusek and Ray C. Rist, Ten steps to a results-based monitoring and evaluation system : a handbook for development practitioners (World Bank), Washington 2004
- Martin Kahanec, The Decade of Roma Inclusion: A Unifying Framework of Progress Measurement and Options for Data Collection, IZA Research Report No. 21, Bonn 2009

- Sandor Karacsony, Monitoring and Evaluation – A Roadmap to Results on Roma Inclusion (Open Society Foundation 2012)
- Stephan Müller, National Policies towards Romani Women in the Western Balkans - Country Paper on Bosnia and Herzegovina, Commissioned by CARE International, Sarajevo 2011 at <http://www.romadecade.org/files/downloads/CARE%20Roma%20Women%20Conference/BiH,%20National%20Policies%20Toward%20Romani%20Women.pdf>
- Stephan Müller/Zeljko Jovanovic, Pathways to Progress, Budapest 2010
- Ralitz Sechkova/Laura Marin, Monitoring and Evaluation System for Interventions Focused on Roma in Romania, Bucharest 2008

Websites

- Website of DEP at <http://www.dep.gov.ba>
- Website of DevInfo at <http://devinfo.org>
- Website of DG Employment, Social Affairs and Inclusion at <http://ec.europa.eu/social/main.jsp?catId=756&langId=en>
- Website of DG Justice (EU and Roma) at:
- http://ec.europa.eu/justice/discrimination/roma/index_en.htm
- Website of Fundamental Rights Agency of the European Union at www.fra.europa.eu/en/theme/roma
- Website of the Decade Secretariat at www.romadecade.org
- Website of UNDP at <http://europeandcis.undp.org/ourwork/roma>





PODRŠKA IMPLEMENTACIJI
NACIONALNIH AKCIONIH PLANOVA
ZA UKLUČENJE ROMA

AŽUTIPE E IMPLEMENTACIJAKE
E NACIONALNO AKCIAKE PLANENGE
PALI INKLUZIJA E ROMENGI



Implementacija CARE
Implementacija fond CARE



Udruga Roma "EURO-ROM" Tuzla
U partnerstvu sa Euro Rom
iako samostalno u Euro Rom-ova



Podrška Ministarstva za
Ljudska prava i izbjeglice
i Azilne Migracione pale
i humanitarne organizacije
i humanitarne organizacije



Financirana Evropskim Unijom
Financirana od strane Evropske Unije

Project: "Support to the Implementation of the National Action Plans for Roma", funded by the European Union, IPA 2008 funds, and implemented by CARE International in cooperation with the Ministry of Human Rights and Refugees of Bosnia and Herzegovina and Romani non-governmental organisation Euro Rom from Tuzla.