

Evaluation of Integrated Area Programmes in Bosnia-Herzegovina – a Report from an Evaluation Workshop

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Foreword

In September 2003 the Department for Evaluation and Internal Audit (UTV) at Sida decided to conduct an evaluation of Sida's Integrated Area Programmes (IAPs) in Bosnia-Herzegovina. The evaluation will be carried out in 2004, while the reports will be finalised in May 2005. To initiate the evaluation process, a workshop with the implementers of the programmes and some other stakeholders was held in Sarajevo in October 2003. Altogether, 24 persons from nine organisations participated in the workshop, which was facilitated by staff from the Swedish Defence Research Agency (FOI).

Eight persons, beside myself, have contributed to this report from the workshop. Maria Elena Wulff (workshop co-ordinator, FOI) and E. Anders Eriksson (methodology expert and workshop facilitator, FOI) have written sections 2 and 3 and the appendices in the report, including all tables and figures. Jonas Bergström (program officer, Sida Europa) and Katica Hajrulahovic (national program officer, Swedish Embassy, Sarajevo) have jointly written section 4.1. Tale Kvalvaag (evaluation officer, UTV) has written section 4.2. I have written sections 1, 4.1, and 5 and the Executive Summary and revised and edited the final report. In addition to this, Birgitta Lewerentz and Petter Wulff at FOI have helped with the documentation from the workshop.

I would like to express my gratitude to the participants of the workshop, who have contributed with valuable time and all the thoughts that this report is built on. Many thanks also to FOI, for a well-organised workshop, and to my co-authors of the report.

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Abbreviations and Acronyms

BiH	Bosnia and Herzegovina (Bosnia i Hercegovina)
CHF	Cooperative Housing Foundation
CRI	Cross Roads International
ECON	Economic Cooperation Network
FOI	Swedish Defence Research Agency
IAP	Integrated area programme
LWF	Lutheran World Foundation
NGO	Non-governmental organisation
OPIC	Olof Palme International Center
PPP	Private public partnership
PTA	Parent Teacher Association
RS	Republika Srpska
SRSA	Swedish Rescue Services Agency

Executive Summary

This is the report from an evaluation workshop on Sida's Integrated Area Programmes (IAPs) which was held in Sarajevo on 20 October 2003. The purpose of the workshop was to bring together Sida employees in Stockholm and Sarajevo and Sida's implementing partners for a discussion about how to achieve long-term sustainable development by means of the IAPs. The workshop had a strategic as well as an evaluative role. As far as strategies go, the workshop was focused on bringing out ideas about how Sida and its partners could improve the IAPs in the future. However, considerations about the future say a great deal about people's perceptions of the present and the past. In this report we have, therefore, interpreted the discussions during the workshop as evaluation results about the stakeholders' perceptions on strengths and weaknesses of the current programme.

Hence, one might conclude the following: the participants of the workshop clearly regarded governance of Bosnia Herzegovina (BiH) as the major problem. In particular, they pointed out that:

- Governance structures are unsustainable.
- The cantons are too strong in relation to the state and the municipalities.
- Politicians are reluctant to make necessary economic, political, and educational reforms
- Corruption is widespread.
- The Dayton Peace Agreement must be updated.
- The silent majority of people in the country want reform but lack the means or the interest to become engaged politically.

Although the IAPs are not political in character, it was suggested that it is both possible and desirable for Sida and its implementers to co-ordinate their efforts better with each other and improve their dialogue with politicians and beneficiaries. Furthermore, it was argued that a precondition for sustainable rural development is that people take more responsibility for their own development. To create ownership locally is thus an important aspect of Sida's exit strategies in the areas where they have been involved.

One concrete suggestion that was discussed during a follow-up meeting the day after the workshop was that Sida, and its implementers should try to create meetings between local leaders, local politicians, and representatives from the private sector and civil society to promote the formation of local economic and political interest groups and associations. During the meeting, Cooperative Housing Foundation (CHF) presented their so-called Public Private Partnership model as one solution to this matter.

Based on these findings, the evaluation team would like to suggest that Sida should make an effort to explore alternative strategies for developing local ownership. Besides organisations and experts who are specialised in democracy building, resources for support in this regard are available at the Department for Democracy and Social Development at Sida HQ in Stockholm. Such strategic considerations should also, ideally, be co-ordinated with Sida projects within the area of democracy and human rights in BiH.

Furthermore, one evaluation recommendation is that such programme developments be subjected to a thorough conflict analysis. Such an analysis could, among other things, include strategies on how the programmes could enhance reconciliation processes. Although reconciliation is a worn-out concept in

BiH, studies show that war and human rights abuses often recur if anger and hatred in a post-conflict society are not efficiently addressed. It is thus important to consider how to address tensions, which may sometimes even be aggravated by the reconstruction of houses and return of minorities. In this respect, it is worth remembering that reconciliation does not require forgetting, forgiving, or loving one another. Instead, it is a societal process that involves mutual acknowledgement of past suffering and the changing of destructive attitudes and behaviour into constructive relationships for the purpose of achieving a sustainable peace.

1. Background

Bosnia and Herzegovina (BiH) has—since the war in former Yugoslavia ceased with the signing of the Dayton Peace Agreement at the end of 1995—been one of the major beneficiaries of Swedish development co-operation. At the end of 2003, Sweden had invested a total of approximately SEK 1.5 billion in the country. Around SEK 0.9 billion has been disbursed to so-called Integrated Area Programmes (IAPs), which in accordance with the strategies of the Dayton Agreement, have had the purpose of establishing sustainable minority return for displaced refugees. In this regard the programmes were intended to enable people to move back to their former homes to re-establish the multiethnic character of BiH.

To achieve this, Sida, in co-operation with four implementing partners (Caritas, Cross Roads International [CRI], Lutheran World Federation [LWF], and the Swedish Rescue Services Agency [SRSA]) has offered returnees construction materials to reconstruct over 11,000 private dwellings. In some cases, Sida has also supported the reconstruction of local infrastructure such as roads, local electrical systems, and schools. These efforts have been complemented by support from the LWF and four other partners (Cooperative Housing Foundation [CHF] International, the Cow how project, World Vision, and Economic Cooperation Network [ECON]) within agriculture including grants and micro-credits aimed at reviving local economies.

Given both the size of the IAPs and the fact that Sida and its implementing partners have considered them to be rather successful in establishing sustainable return, the Department for Evaluation and Internal Audit (UTV) at Sida has decided to evaluate the social and economic impact¹, sustainability², and relevance³ of the programmes. The evaluation shall serve the use of promoting learning by enhancing an exchange of knowledge and experience between the primary stakeholders of the programmes (Sida staff, implementing partners, and the local people subjected to the programmes) during the evaluation process. The evaluation is thus meant to contribute to the development of the programme. Furthermore, the evaluation is conducted for the purpose of improving general knowledge about development co-operation in post-conflict situations.

The evaluation will comprise four parts:

1. A workshop in Sarajevo with the implementing partners and Sida staff focusing on the question of sustainability of the IAPs.
2. A survey gathering some basic data from a statistical sample of returnees. The survey will be conducted during the spring and summer of 2004.
3. An in-depth qualitative case study focusing on how the local people perceive the impact, relevance and sustainability of the IAPs. The case study will be carried out during 2004 and finalised as a report in 2005.

¹ I.e. “Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.” (DAC, Glossary of Key Terms in Evaluation and Results Based Management, pg 24.)

² I.e. “The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.” (ibid., pg 36.)

³ I.e. “The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies.” (ibid., pg 24.)

4. A study based on the findings in a forthcoming doctoral thesis by the Norwegian researcher Hans Skotte. Skotte—who, among other things, argues that donors in BiH prioritise their own political agendas with little consideration for community sustainability or post-war realities—will write this study in 2004.

The evaluation will be finalised in June 2005.

1.1 Purpose of the Workshop

This is the report from the workshop in Sarajevo, which is mentioned in part 1 of the evaluation and serves as a starting point for the evaluation. The purpose of the workshop was to bring some important stakeholders (Sida's employees and implementing partners) of the IAPs together for a discussion about:

- What they consider to be the most pressing problems regarding sustainability of the IAPs.
- What strategies they think should be taken to promote sustainability in the IAPs.

The most important use of the workshop was perhaps to—by the meeting itself—create an opportunity for the stakeholders to exchange and gather more knowledge and experience. The workshop, however, also served as a form of qualitative evaluation aimed at collecting data about these stakeholders' perceptions of the IAPs.

As far as this type of methodology goes, it should be mentioned that the Swedish Embassy organised a half-day follow-up meeting, to which all the workshop participants were invited, the day after the workshop. Since many of the issues raised at the workshop were further elaborated during the discussions during that meeting, some major conclusions from these discussions have been included in the report. This somewhat unusual practice indicates that the workshop is to be regarded as part of an evaluation process, aimed at involving stakeholders in a strategic discussion about the IAPs.

The present synthesis of the workshop in written form, as well as any verbal or written comments on the report, serves as a continuation of that dialogue and reflection process.

2. Outline of the Workshop

The one-day workshop was held at Hotel Villa Orient in Sarajevo on 20 October 2003.⁴ In accordance with the objectives, representatives from the Sida headquarter in Stockholm, the Swedish Embassy in Sarajevo, and the implementing partners—CRI, SRSA, Caritas, LWF, World Vision, Economic Cooperation Network (ECON), the Cow How project, and Cooperative Housing Foundation International (CHF)—attended. The local Helsinki Committee and the Olof Palme Center (OPIC), which are implementing partners for other Sida projects beside the IAPs in Bosnia and Herzegovina, were also represented at the workshop.⁵ The idea was that these latter participants would be able to contribute some new perspectives on the IAPs. The workshop consisted of four activities that will be explained in more detail below. The first activity was a structured brainstorming exercise, the second a voting procedure, the third group discussions, and the fourth an exchange of information from the group discussions.

2.1 Structured Brainstorming

The workshop started with a structured brainstorming session where each participant was asked to give his or her thoughts and ideas about the focus question “How can IAPs be used to achieve long-term sustainable development? ” The participants were to classify each idea as a “Risk” (R), an “Enabler” (E), or a “Strategy” (S). That is, she or he was to decide whether an idea (1) entailed a risk or (2) could serve as an instrument for a desirable change or (3) was a strategy for sustainable development.

The participants contributed one idea at a time by turns. The facilitator (E. Anders Eriksson) tried to describe each idea on a large oval post-it note. The notes were then displayed on a wall. The procedure was repeated in several rounds, as long as the participants still had new ideas to contribute. At the end of the process, which took about 2 hours, 97 ideas had been described on notes.

2.2 Setting Cluster Priorities

After the brainstorming session, the participants had a coffee break. During the break, the workshop staff (E Anders Eriksson, Maria Elena Wulff, Jonas Bergström, Tale Kvalvaag, and Joakim Molander) grouped the 97 ideas into 23 clusters. This procedure was based on the qualitative judgements of the staff.

After the break, the participants were asked to vote for which ideas or clusters they found most important in relation to sustainable return. To carry out the voting procedure in a transparent way, each participant was given ten each of red, green, and orange dots. Red dots symbolised votes for “Risks”, green dots symbolised votes for “Enablers”, and orange dots votes for “Uncertainties”. The participants were asked to distribute their 30 votes between either clusters or single ideas. There were no restrictions on how many dots one cluster or idea could be given. A participant could place all dots on a single cluster or idea or mark 30 different clusters or ideas.

⁴ Agenda, see Appendix 1.

⁵ The participants and members of the workshop staff are presented in Appendix 2.

The priority list below shows which clusters received the highest number of votes.⁶

Rank	Cluster	Total	Risks	Enablers	Uncertain
1	Governance BiH	52	27	24	1
2	Education	39	7	28	4
3	Ownership and mobilisation	35	8	23	4
3	Reconciliation	35	6	17	12
3	Mentality (incl. gender)	35	7	0	28
6	Corruption and crime	31	29	0	2
6	Agriculture	31	1	21	9
8	Economic reform	30	0	25	5
9	BiH in the world	26	1	0	25
10	Governance and municipality	25	0	10	15
11	Village development	20	12	1	7
12	Brain drain (youth)	19	11	0	8
12	Planning and physical structure	19	12	4	3
12	Environment and natural resources	19	7	5	7
15	BiH in Europe	18	4	11	3

The total number of votes cast was 555. With 21 voting participants, a total of 630 votes could have been cast. Thus close to 90% of the votes were used. The highest voting percentage was registered for the “Enablers” (95%), of which 200 of 210 votes were cast.

2.3 Group Work

After the voting procedure, the participants had lunch while the workshop staff grouped the clusters that had received most votes (i.e. the clusters in the priority list above) into three superclusters or themes. The purpose of that exercise was to present three themes for group discussions during the afternoon. Some of the clusters in the priority list were laid aside because the workshop staff considered them to be outside the scope of the IAPs in content and thus outside the direct influence of Sida policies. These were Governance BiH, Economic reform, BiH in the world, and BiH in Europe. The remaining clusters were grouped by the staff into the following three themes:

Theme 1: Local governance and democracy

- Ownership and mobilisation
- Governance and municipality
- Corruption and crime

Theme 2: Education and mentality

- Mentality, including gender
- Education
- Brain drain/youth
- Reconciliation

⁶ The complete voting results are presented in Appendix 3.

Theme 3: Rural development

- Village development
- Agriculture
- Environment and natural resources
- Mine fields

When the workshop participants returned after lunch, they were given the opportunity to freely choose which theme they would like to discuss. Six participants decided to join discussion group 1, 8 participants discussion group 2, and 11 participants discussion group 3. The groups discussed their themes for about one and a half hours. The Sida members of the staff documented the group work. Each discussion group then made a report to the assembled group.

At the end of the workshop, the participants were asked to answer a questionnaire. The objectives were to allow the participants a final chance to express their thoughts and reactions and to evaluate the process of the workshop. A presentation of questions and answers is given in Appendix 4.

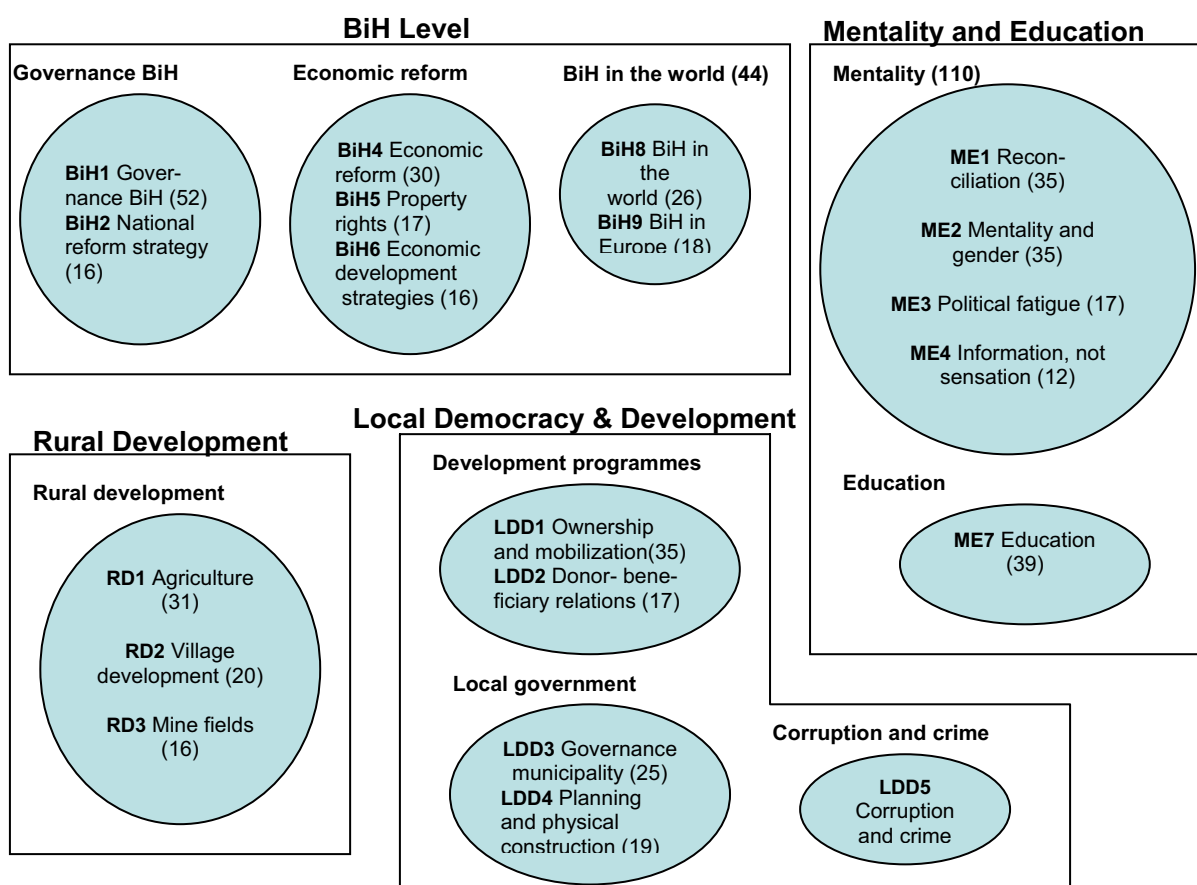
3. Voting Results

The votes from the workshop can be presented as four superclusters:

- BiH Level 186 votes
- Mentality and Education 168 votes
- Local Democracy and Development 127 votes
- Rural Development 86 votes

These four clusters can be divided into 9 primary clusters and 23 secondary clusters, as presented in Figure 1.

Figure 1. Overview of clusters.



It is worth repeating that the BiH level supercluster was considered beyond the influence of Sida policies. However, it is included in Figure 1 because of the many votes that the workshop participants allocated to this theme. Tables 1–4 below illustrate how the votes were distributed within the framework of the clusters:

Table 1. The supercluster “BiH Level”, its primary and secondary clusters, and the ideas that received at least 5 votes.

Category	Votes	Risks	Enablers	Uncertain
BiH Level (BiH)	186	47	86	53
<i>Governance BiH</i>	76	27	41	8
BiH 1. Governance BiH	52	27	24	1
Governance structures unsustainable (R)		20		
Lack of umbrella solutions (R)		5		
BiH 2. National reform strategies	16		13	3
The silent majority wants reforms (E)			7	
BiH 3. Tax reform	8	0	4	4
Tax reform strategy, municipal and BiH (S)			4	4
<i>Economic Reform</i>	66	15	34	17
BiH 4. Economic reform	30	0	25	5
BiH 5. Property rights	17	15	2	0
BiH 6. Economic development strategies	16	0	4	12
BiH 7. Banking system	3	0	3	0
<i>BiH in the World</i>	44	5	11	28
BiH 8. BiH in the world	26	1	0	25
Updating of Dayton (E, S)				24
BiH 9. BiH in Europe	18	4	11	3

The table shows that the workshop participants view reform, and in particular economic reform, as key enablers. The governance structure of BiH is considered a major problem, as are (uncertain) property rights. Even though this latter theme was not assigned to a group for further discussion, it is worth noting that group 1—Local Governance and Democracy—discussed many of these issues. Furthermore, the role of the international community at large was considered uncertain, while European integration was considered an enabler.

Table 2. The supercluster “Mentality and Education”, its primary and secondary clusters, and the ideas that received at least 5 votes.

Category	Votes	Risks	Enablers	Uncertain
Mentality and Education (ME)	168	44	47	77
<i>Mentality and Gender</i>	110	26	19	65
ME 1. Mentality	35	7	0	28
Lack of team work (R)		1		7
ME 2. Reconciliation	35	6	17	12
ME 3. Political fatigue	17	7	0	10
ME 4. Information not sensation	12	6	1	5
ME 5. Dialogue	11	0	1	10
ME 6. Build interdependence	0	0	0	0

Category	Votes	Risks	Enablers	Uncertain
<i>Education</i>	58	18	28	12
ME 7. Brain drain	19	11	0	8
Creating opportunities for young people (E)		1		6
ME 8. Education	39	7	28	4
Lack of development of human capital (R)		7		

Mentality and gender issues were considered an area of uncertainty—and also of considerable risk. Education was considered a main enabler, although not without risks. The interrelations between mentality and education were discussed in group 2—Education and Mentality.

Table 3. The supercluster “Local Governance and Democracy”, its primary and secondary clusters, and the ideas that received at least 5 votes.

Category	Votes	Risks	Enablers	Uncertain
Local Governance and Democracy (LD)	127	58	40	29
<i>Development Programmes</i>	52	17	26	9
LD 1. Ownership and mobilisation	35	8	23	4
Mobilise people for self help (E)			6	
People get used to assistance (R)		8		2
LD 2. Donor-beneficiary relations	17	9	3	5
No clear exit strategy for projects (R)		5		
<i>Local Government</i>	44	12	14	18
LD 3. Governance municipality	25	0	10	15
LD 4. Planning and physical structure	19	12	4	3
Insufficient co-ordination between levels (R)		8		
<i>Corruption and Crime</i>	31	29	0	2
LD 5. Corruption and crime	31	29	0	2

Not unexpectedly, Corruption and crime were regarded as great risks. Development programmes were considered key enablers, but they also carry risks. One of these risks is that people may become used to assistance and another that the donors may lack exit strategies. The development of local government carries great uncertainty, not least in the fiscal area as discussed in group 1.

Table 4. The supercluster “Rural Development”, its clusters, and the ideas that received at least 5 votes.

Category	Votes	Risks	Enablers	Uncertain
Rural Development (RD)	86	33	27	26
RD 1. Agriculture	31	1	21	9
Stimulation of local markets (S)			3	3
RD 2. Village development	20	12	1	7
Young people leave (R)		1		7
RD 3. Mine fields	16	13	0	3

Category	Votes	Risks	Enablers	Uncertain
RD 4. Environment and natural resources	19	7	5	7
Lack of protection of natural resources (R)		6		3

Of the four superclusters, Rural Development received the smallest number of votes. It is particularly noteworthy that village development was considered risky and that the willingness of young people to stay in their villages, or even in BiH as a whole, was regarded as uncertain. This theme was discussed further in group 3, Rural Development.

4. Notes From the Group Discussions

After voting, the workshop participants choose to participate in a group discussion on “Local Governance and Democracy”, “Education and Mentality”, or “Rural Development”. These discussions are summarised in chapters 4.1.–4.3.

4.1. Local Governance and Democracy

Clusters discussed:

- Ownership and mobilisation
- Governance municipality
- Corruption and crime

Group participants:

Chair: Vincent Gamberale, CHF (housing, micro-credits, and municipal economic development initiative)

Group secretary: Jonas Bergström, Sida HQ (Department for Europe)

Jan Haasiosalo, CRI (IAP implementer [housing construction])

Kaj Gennerbäck, SRSA

Gabriela Fuchs, Caritas (IAP implementer [housing construction])

Katica Hajrulahovic, Sida national programme officer

Abstract: The group concluded that there is an urgent democratic deficit in BiH at the moment. People are not politically organised and seem to lack either interest in or the means to influence politics. There are many reasons for this. One is that both the state of BiH and the communities are weak. The present politicians are furthermore not—according to the group—willing to make the necessary reforms, and corruption is widespread. A possible solution to these problems is to create community-based associations where local people, politicians, and representatives for the private sector and civil society meet to develop and implement ideas. Support could be channelled through such local associations.

The topics of the discussions centred mainly on the issues of institution building in municipalities and how to empower returnees and the local population. The latter could be at least partly accomplished by getting people more involved in the democratic processes. Thus they could find ways to influence decision-making and help create solutions to their problems.

CHF presented their model of local capacity building that is being used within the regional development programme REZ. Much of the discussion centred on this model and how it could be used within the IAPs.

Some issues that were brought up during the discussion were the following:

- Present government structures in BiH are killing processes of change and do not favour reform initiatives. It is thus important to work with people who are not part of such structures.
- The cantons consume most of the resources and have most power in the Federation. The municipalities are weak and would need to take back some of the power. Municipalities in the Republika Srpska (RS) are generally more advanced than those in the Federation since there is no canton level in the RS. The municipalities are held accountable for activities and services but do not have a share in public revenues to finance these activities.
- The state level in BiH is too weak. Pressure through EU-integration activities is one of the only

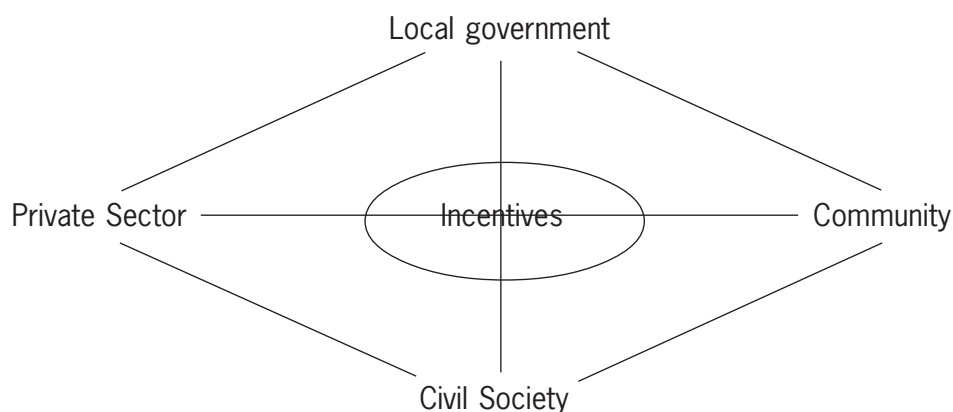
opportunities to change this. The introduction of value-added tax (VAT) is one important step towards strengthening the state level.

- Change processes in BiH should be managed from a combination of bottom-up (grass-root level) and top-down approaches with emphasis on the former.
- It is important to form associations on different levels to have political influence.
- Economic crime, including corruption, is increasing in BiH and is a more pressing problem than physical crime and violence. Petty corruption, however, should not be confused with systematic corruption. Petty corruption can be fought rather easily through improved transparency.
- It is important to create private public partnerships (PPPs) to establish co-operation between the private sector, civil society, and local governments.
- People in the villages often feel isolated and don't know how to make their voices heard. A situation should be created where people begin to believe in the need to be mobilised and the need to know their own rights.
- Civil society and the government see each other at present not as partners but more as enemies.
- For communities to mobilise, there needs to be not only an incentive but also a demand for change.
- Lack of continuity after elections is a major problem. Most of the staff at the local governments is replaced when there is a change in power, which means that the results of capacity building activities are generally lost.

4.1.1. Conclusions

The conclusions of the discussions, which were presented to the entire group, was a modified version of the CHF model, which is described below.

1. Use the IAPs, combined with a demand for local contributions as incentives, to create community-based associations that can partner with civil society.



2. Empower the “Silent Majority” through mobilisation.
3. Advocate regionalisation and clustering (jurisdiction of returns to municipality) through PPPs.
4. Create transparent programmes for local government (Municipal Council Accountability, Customer Services Approach, Depoliticization, PPP). The EU should assume the major role for initiating change at the state level.

5. Identify community leaders who have a stake in stability (social and private sector, local government).

4.2. Education and Mentality

Clusters discussed:

- Mentality
- Education
- Brain Drain
- Reconciliation

Group participants:

Chair: Srdjan Dizdarevic, Helsinki Committee (Human Rights Watch)

Group secretary: Tale Kvalvaag, UTV

Dzenana Krehic, OPIC (democracy development and human rights development)

Sian Platt, World Vision (micro-credits agriculture and housing credit scheme)

Emir Idrizovic, World Vision (micro-credits for agriculture)

Observers: Bo Elding, Swedish Embassy/Sida and Anna Ahlgren, Sida HQ

Abstract: By addressing various challenges that BiH is currently facing—such as the pessimistic attitudes among people and the problem of both internal and external brain drain—the group discussed different measures that could be taken to improve the situation. There was a strong consensus for the need to broaden the approach at the local level by establishing community forums where people can exchange needs and find common solutions. More concrete measures would be to research available job opportunities for young people and to encourage them to apply for scholarships and internships. The need for improving co-ordination and co-operation among the various partners was also stressed, for instance by sharing good practices.

An initial observation was made that the issues above are in one sense cross-cutting for the work in BiH as they are all about how you do things. Education could then be seen as the starting point and the question would be what Sida and the implementers actually can influence. How do we perceive what should be done? And can we get involved? How do we design our projects? Who should be the recipients? How do we ensure that there are conditions for the young people to get an education and thereby a job?

4.2.1. Mentality

According to the group members, the mentality of the people in BiH is characterised by fatalism and a lack of confidence, and the challenge is therefore to discover how to change these attitudes. As an illustration, people do not see the advantages of democracy. There is no tradition for this. One should probably therefore start at the local level, so that people can see what kind of influence is possible. On the other hand, the group felt that power at the level of the municipality is often limited.

Programmes to empower the people were considered a means of influencing mentality. In Macedonia, for instance, these programmes have enabled people to gather and discuss problems and to devise solutions themselves. In BiH, the donors need to invest in the confidence of the people; this is a traditional approach often used by Sida. By winning their support, there is a greater chance of success and thereby sustainability. Today, however, the agendas are largely donor-driven and not related to the needs of the people. The non-governmental organisations (NGOs), on the other hand, have mostly been interested in obtaining funds from the donors.

When discussing what the IAPs should include, the group believed that the donors should create the necessary pre-conditions and then allow the people to work out the rest themselves. Otherwise, people

would begin to expect the donors to manage everything. The group believed that the question of mentality concerns both the donors and the partners. The need to fund administration was stressed. This, however, is costly since administration is time consuming. Changing mentality also consumes many resources—both time and money.

One way of changing people's mentality could be through the media, by writing articles that focus not on the failures but on what works.

4.2.2. Education and Job Opportunities

According to the group, the questions regarding education, brain drain, and job opportunities should be seen in relation to each other. It is important to be creative in discovering job opportunities. Many people today work in agriculture just to survive. People who return to the villages, however, could also work through the Internet, for instance doing translations. Such possibilities need to be taken into consideration. It is further-more important to acknowledge that the skills people receive from training can in many cases be applied to other areas. For instance, attending a course on agriculture credits, the participants will also have learnt something in general about credits, which is useful in other areas.

Education is also a question of educating people to be able to run the projects themselves. When reconstructing houses, people need to be educated as teachers, builders, and so on. They must be able to support themselves. This is related to creating opportunities for the young. More internships, for instance, could be useful so that young people can gain practical experience. Many students do not seem motivated to seek opportunities like internships and scholarships. It is therefore necessary to start with awareness raising among young people before initiating education programmes. That way, the applicants will be more motivated. Furthermore, the applicants need to propose what to do with the internship to make them relevant for future job opportunities. Young people would have to compete for the internships. This is again related to the mentality issue.

Concerning vocational training for young people, it is important to research what the job opportunities are after the training. This kind of research needs to be included in the funding of the training activities.

One problem identified by the group was the lack of a strategy by the state about what education is needed. There must be a balance between the needs of the country and the number of students being educated.

Education should be made more attractive to youth. Today they see no advantageous prospects to be had from acquiring knowledge. The curriculum should also be changed to make it more relevant to the current situation.

4.2.3. Brain Drain

The group suggested two main reasons for the brain drain: first, the lack of proper education at the local level, and second the lack of job opportunities at the local level. Not only do educated people not return from abroad, but students who attend universities in BiH tend to stay in the area where they went to university, creating an internal brain drain.

Another structural problem is the brain drain from the municipalities to the cantons. What incentives could be created to entice the civil servants to stay? Strengthening the municipalities is one possibility. Such a measure would make people more aware and politicians more accountable.

4.2.4. Co-ordination and Co-operation

Regarding regional economic development, donors tend not to see the larger context, and a lack of co-ordination ensues. One approach could be to combine different projects so that their relations with each other would be clearer. We should strive harder to inform our partners, for instance. To work with the mentality of the people also requires more long-term projects. The group discussed which generations to focus on: some claimed that it is necessary to start working with the new generation while others stressed the importance of also working with the older generation.

The connections between the different government levels are also limited, hindering the necessary forms of exchange. There is, for instance, no national Parent-Teacher Association (PTA).

The group believed we need to co-operate to a larger extent than before. Deeper co-operation with civil society is necessary to encourage the population to work with the local government and political parties. In this manner, women can be involved to a greater extent. In other words, rebuilding houses not only presents a technical problem but also provides an opportunity to start changing people's mind-sets and ways of working.

4.2.5. Housing

After a certain number of houses have been rebuilt, a school will be needed. The government, though, could decide that this school is not needed. If Sida would co-operate more closely with the government, this kind of problem could perhaps be avoided.

In Dobož, there is a return project where families are encouraged to return. However, there is often a need to enlarge houses to accommodate an entire family. The question, then, is how flexible Sida and the implementers are prepared to be. This is an important question in relation to sustainability.

Another question that was raised was whether it is actually useful to pay someone to come back. In many cases, people have no options, because if they do not return, they must surrender their property. If Sida is serious about people returning, it must also create other opportunities for these people. It was commented that various areas of work—housing, schooling, and job opportunities—are connected and that there is a range of interventions to choose from.

4.2.6. Summary

IAPs should have a broader approach than they have today. This does not mean that they should cover everything, but their objectives need to be clear. Although it is time consuming, we need to begin including stakeholders such as social workers and the mayor.

The various possibilities for future actions that the group identified included the use of good examples by sharing practices that work. Another approach is to work at the local level so that citizens and politicians are visible to each other, for instance by establishing forums where the various stakeholders can exchange information. The group suggested these community forums as a way of working with—perhaps even a way of starting—the process of reconciliation. These forums could help establish networks where people seek assistance.

One could, furthermore, begin merging the needs of businessmen and local people, creating opportunities to meet and learn about each other and to discuss possibilities for jobs. This kind of exchange of needs could be made at other levels, too, for instance in the area of education, by identifying what the country needs in certain professional categories in relation to what education to choose. This would be a better approach than to continue telling people that they need to do more and work harder. The people of BiH are currently in a transitional phase where they are learning how to voice their rights, and such approaches could again motivate them to search for solutions. The importance of

establishing reachable goals was also stressed, so people do not become disillusioned. It is better to see exactly what one is accomplishing in order to be more motivated, and complete a positive circle.

The need to involve all actors at the local level was emphasised. It was also mentioned that local NGOs must not usurp the role of society, for instance by assuming responsibility for schools. The owner of the problem should also be the owner of the solution.

4.3. Rural Development

Clusters discussed:

- Village Development
- Agriculture
- Environment and Natural Resources
- Mine Fields

Group participants:

Chair: Enes Kurtovic, LWF (IAP implementer [agricultural support])

Group secretary: Joakim Molander, UTV

Edin Cizmic, CRI

Aziz Karavdic, SRSA

Peter Amhof, Caritas (IAP implementer [housing construction])

Semina Selimovic, LWF (Agricultural support)

Azamina Bulic, LWF (IAP implementer [housing construction])

Rigmor Sylvén, Cow How project

Eldina Muftic, ECON

Marija Brdarski, Sida HQ (Department for Natural Resources)

Dave McEntee, LWF

Abstract: The IAPs have so far been successful in housing and in assisting returnees in generating income through small-scale farming. However, it is now necessary to move from providing shelter and income towards promoting sustainable rural development. The group concluded that this requires efforts within two major areas: co-operation and promotion of local ownership. Co-operation is necessary at both a macro (national) level and a micro (programme) level. On the macro level, the group demanded better co-ordination between donors, implementers, and politicians. There was also a request for a comprehensive analysis of the national economy and national economic strategies. On the micro level, it was argued that the different implementers of the programmes should co-ordinate their information campaigns and activities better. It was furthermore agreed that a precondition for sustainable rural development is that people take responsibility for their own development. To do so, they need to develop both economic and political associations locally. It was thought that Sida and its implementers could and should contribute to such a process.

When the return programmes started in 1996, the most immediate concern was to provide returnees with shelter. Thus it was rather natural to focus on the construction of houses and local infrastructure. However, Sida and its implementers took an integrated approach at an early stage and also provided people with some means to survive economically. So far, small-scale farming has been the means to that end. However, it is now agreed that it is time to look further and try to develop strategies to create not only income but also sustainable jobs.

The discussion group concluded that small-scale farming is not a long-term solution. Timber, tourism, and organic agricultural production were suggested as possible future sources of income. It was, for example, argued that the soil in BiH is perfect for organic production since it has not been used for 10 years. Thus there is a good opportunity to start such production now—before chemicals are used and ruin any chance of organic agriculture for years.

It was also argued that good ideas of that kind are not enough. Ideas must be supplemented by comprehensive economic analysis. A thorough market analysis is important in that context. A national survey of natural and human resources for future economic planning was also demanded. It was argued that BiH needs an economic strategy on the national level that could clarify which sectors should be developed.

The discussion in the group was characterised by this mixture of micro and macro questions. However, the participants mainly focused on how Sida and its implementers could stimulate sustainable rural development within the framework of the IAPs. Within these discussions, it became evident that there are two areas where there is room for improvement: co-operation between the stakeholders involved in the programmes and the promotion of local ownership of development.

4.3.1. Co-operation

According to the group, there is a lack of co-operation on both the macro and micro levels. On the macro level, the pieces in the puzzle are many. For example, services such as schools, health care, and so on must be provided within the areas. This presupposes co-ordination between donors, implementers, and municipalities. The government has so far been too weak to engineer such co-ordination. This puts pressure on the donors. It was argued that they must initiate and implement better co-ordination. Some of the participants in the group suggested that Sida had been rather successful on this account and thus could take an initiative in co-ordinating development efforts in BiH.

Even if many of the group participants thought that Sida's approach could serve as an example to other donors, it became evident that the IAPs could be more integrated on the micro level. It was argued that the beneficiaries do not regard the programme as one programme but rather as disparate means of support. One problem concerning co-ordination between Sida's implementers has been that the implementers of housing do not co-operate with the implementers of agriculture in the process for selecting beneficiaries. Thus those beneficiaries with the best chances of permanent return might not be selected. With better co-operation and better selection criteria regarding the beneficiaries' opportunities to generate income, it was thought that sustainable return could be improved.

Another problem in this regard has been that the beneficiaries are not properly introduced to the entire integrated area concept. They know that they will be provided agricultural support, but not exactly when or how. Furthermore, they know very little about their possibilities to survive in the long run. It was argued that the implementing partners together should inform the beneficiaries of their options, in both the short and the long term. Such information could include examples of returnees who have succeeded. Such examples could provide people with goals and visions for the future. It was thought that information and incentives could encourage the people who were best suited to return. This would, in effect, promote sustainable return.

4.3.2. Ownership

It was noted that rural development needs to involve all people within a given community to be sustainable. Thus it is necessary to co-operate with returnees as well as with all the other people in an area. It was argued that in the dialogue of this co-operation, it is necessary to encourage people to take responsibility for their own development. This requires Sida and its implementers to become better at listening to their beneficiaries. Furthermore, information about opportunities, illustrations of good examples and visions, and founding local farming associations can serve to promote ownership.

A topic that was much discussed was farmers' associations. Such associations could strengthen the bargaining power of small farmers both economically and politically. The associations could negotiate better prices, link farmers to food processors and markets, and pressure local politicians to improve the many complicated rules and regulations and other obstacles to farming and business activities.

Regarding the latter, it was argued that Sida and implementers also need to improve their dialogue with local politicians and local administration.

It was noted that people are generally sceptical about forming co-operatives. The concept itself has a communistic flavour and is thus emotionally charged. Furthermore, few understand how they could benefit from such co-operation. Thus people do not take initiatives to form associations—they expect someone else to do so and manage things for them.

It was argued that there is a paradox to creating ownership by forming associations for the farmers. The initiative must come from the people themselves. Such initiatives could, however, be stimulated. Another way to proceed is to actively support the formation of groups that can serve as good examples. For example, LWF Tuzla has supported so-called economic interest groups that have been able to negotiate better prices on diesel. It was argued that people need to see such examples—that they can profit economically from co-operation—if they are to change attitudes.

Using good examples as illustrations was seen as the best way overall on how to give people ideas for improving efficiency in agriculture and how to provide people with some hope for the future. Such examples show people that it is possible to develop. They may spur people to educate themselves and take initiatives on their own.

5. Conclusions

Considerations about the future say a great deal about people's perceptions of the present and the past. Thus it is quite possible to interpret many of the results from the workshop as evaluation results, that is, as perceptions about what works and what doesn't work in BiH at large and in the IAPs in particular. In this light, "enablers"—as well as "strategies"—says something about what needs to be improved in the programmes and in BiH to achieve sustainable development in the IAPs. "Risks" says something about which problems the stakeholders have identified in implementing the programmes, and it is evident that some of these risks need to be challenged if sustainable development is to be achieved.

Hence, one might conclude the following: the participants of the workshop clearly regarded governance of BiH as the major problem. In particular they pointed out that:

- Governance structures are not sustainable.
- The cantons are too strong in relation to the state and the municipalities.
- Politicians are reluctant to make necessary economic, political, and educational reforms.
- Corruption is widespread.
- The Dayton peace agreement must be updated.
- The silent majority of the people in the country wants reforms but lacks the means or the interest to become politically involved.

Such problems create defeatism and resignation which, among other things, lead to emigration among, especially, young and educated people who cannot see a future in BiH.

Although the IAPs are not political in character, it was suggested during the workshop that it is both possible and desirable for Sida and its implementers to co-ordinate activities better and expand their dialogue with politicians and beneficiaries. Furthermore, it was agreed in group 3—Rural Development—that a precondition for sustainable rural development is that people take responsibility for their own development. It was suggested that they, to do so, need to develop both economic and political interest groups and associations locally. Group 2—Education and Mentality—also regarded local solutions through community forums as a way to progress. Group 1—Local Governance and Democracy—stressed the importance of such solutions and presented a model for how such a process could be started. They suggested that Sida and its implementers try to initiate meetings between local leaders, local politicians, and representatives from the private sector and civil society. These PPPs, as they called them, could initiate changes from the bottom up in a process that is owned by the people themselves. At the meeting that was organised at the Swedish Embassy the day after the workshop, it became evident that there was a strong consensus in the group that the IAPs both could and should include such political components in the future.

It is worth noting that such a shift in the programmes would be beneficial by improving co-operation and co-ordination with the Sida projects in the area of democracy and human rights. The programmes would also benefit from co-operation with organisations that are specialised in democracy building. Furthermore, such a programme idea should be subjected to a thorough conflict analysis. Since BiH is a post-conflict society, it is clearly not without risk to promote change processes outside of the normal political arenas. By promoting local PPPs, one is also promoting co-operation between ethnic groups.

Bringing ethnic groups into a dialogue is of course important and necessary, but it needs to be done with great care. Thus a conflict analysis assessing risks and opportunities of such strategies is vital.

Another observation is that the moral and social implications of the IAPs were not discussed much at the workshop. Reconciliation received some votes but was clearly not regarded as a main issue. Since reconciliation has increasingly been discussed as a method of preventing further conflict in war-torn societies, this is somewhat surprising. A possible explanation for this is that the persons who work with the IAPs are trained in and focused on housing, agriculture, and economic development. Another explanation may be that reconciliation issues are very sensitive, and a third that the very concept of reconciliation is worn out in BiH. People working and living in BiH might also be tired of and upset about foreigners who talk about and try to encourage reconciliation.

One aspect of the latter is that the concept of reconciliation in itself is often misunderstood, since it has both religious and psychological connotations. To avoid such misunderstandings, it is useful to adopt the working definition suggested by the Swedish researcher Karen Brounéus, in a paper that was commissioned by Sida on reconciliation with recommendations on how Sida and its partners could work to strengthen and support national initiatives for reconciliation in post-conflict partner countries. Brounéus writes:

Reconciliation is a societal process that involves mutual acknowledgement of past suffering and the changing of destructive attitudes and behaviour into constructive relationships towards sustainable peace.

In other words, reconciliation mainly focuses on remembering, changing, and continuing life in peace. Reconciliation does not require forgetting, forgiving, or loving one another.⁷

That reconciliation indeed is an aspect of the IAPs is suggested by, for example, the Swedish BiH country strategy paper for 2003–2005, where it is claimed that the IAPs “have contributed substantially to reconciliation at local level”⁸. Economic compensation is indeed considered to be crucial for reconciliation⁹, but at the same time, reconstruction of homes has a symbolic value that might create tensions; especially if only one party in the former local conflict receives support.

In this context, the Norwegian researcher Hans Skotte, who studied the international housing programmes in BiH for the last 10 years, argues that homes are something very different from shelter (houses). He points out that homes were destroyed during the war as a symbolic, political action and that rebuilding them is as much a political statement. In a critical article on Alert Net he writes:

Housing may not be the most suitable vehicle for reconciliation between former antagonists. Housing in terms of home attains its meaning by being a sanctuary, where one can exclude others. In this sense—which is also evident from the war—a house takes on personal life. It becomes a proxy for its inhabitants. Reconciliation between foes is better supported through infrastructure or value-free interventions.¹⁰

Thus the reconstruction of houses may in some cases create tensions that need to be addressed, rather than hidden. How to address tension is obviously a delicate and difficult matter, and for that reason it is much easier to just avoid facing the problem—and trust that things will get better over time. However, studies show that war and human rights abuses often recur if anger and hatred in a post-conflict society are not efficiently addressed.¹¹ Or, as Karen Brounéus, puts it:

⁷ Karen Brounéus, *Reconciliation – Theory and Practice for Development Cooperation* (Sida 2003), pg. 20.

⁸ Ministry of Foreign Affairs [Utrikesdepartementet], *Country strategy for development cooperation. Bosnia and Herzegovina. January 2003–December 2005.* (Regeringskansliet 2003), pg. 16.

⁹ See Brounéus, pg. 25.

¹⁰ Hans Skotte, “NGOs rebuild in Bosnia without planning”, <http://www.alertnet.org/thefacts/reliefresources/600083.htm>, pg. 4.

¹¹ See Brounéus, pg. 9.

Letting bygones be bygones is not an alternative to disclosing the past—the past is there and will not go away through silence. The question is when, where and how the uncovering should take place in order for society to have the capacity to carry the burden of memories, without breaking up again.¹²

So when, where, and how should people in BiH face the past in this way? And in what way can and should the IAPs contribute to such a process? These are important questions for a conflict analysis regarding the IAPs, and the sort of considerations that probably should be made in co-operation with expertise in conflict prevention.

¹² *ibid.*, pg. 12.

Appendix 1. Agenda

0900–0930	Workshop background; Objectives and Design
0930–1100	Structured Brainstorming on “How can IAPs be used to achieve long-term sustainable development ?”
1100–1130	Coffee break
1130–1230	Structuring and prioritisation of brainstorming ideas
1230–1330	Lunch
1330–1500	Group work
1500–1515	Coffee break
1515–1550	Highlights from group work; summing up
1550–1600	Evaluation questionnaire

Appendix 2. Participants and workshop staff

Participants in the workshop on Integrated Area Programmes, 20 October 2003, were the following:

Participant	Organisation
Jan Haasiosalo	CRI (IAP implementer (housing construction))
Edin Cizmic	CRI
Kaj Gennerbäck	SRSA
Aziz Karavdic	SRSA
Peter Amhof	Caritas (IAP implementer [housing construction])
Gabriela Fuchs	Caritas (IAP implementer [housing construction])
Semina Semilovic	LWF (Agricultural support)
Azemina Bulic	LWF (IAP implementer [housing construction])
Enes Kurtovic	LWF (IAP implementer (agricultural support))
Dave McEntee	LWF
Vince Gamberale	CHF (housing, micro-credits, and municipal economic development initiative)
Emir Idrizovic	World Vision (micro-credits for agriculture)
Sian Platt	World Vision (micro-credits for agriculture and housing credit scheme)
Rigmor Sylvén	Cow How project
Eldina Muftic	ECON
Srdjan Dizdarevic	Helsinki Committee (human rights watch)
Dzenana Krehic	OPIC (development of democracy and human rights)
Bo Elding	Swedish Embassy/Sida
Marija Brdarski	Sida HQ (Department for Natural Resources)
Anna Ahlgren	Sida HQ
Katica Hajrulahovic	Sida (National programme officer)

The workshop staff consisted of the following members:

Workshop staff	Organisation
Jonas Bergström	Sida HQ (Department for Europe)
Tale Kvalvaag	Sida UTV
Joakim Molander	Sida UTV
E. Anders Eriksson	Swedish Defense Research Agency (FOI) (Methodology expert)
Maria Elena Wulff	FOI (workshop co-ordinator)

Appendix 3. Brainstormed Themes

The thoughts and ideas brought up by the participants are listed below. They have been grouped into four superclusters, each presented in a separate table below. Three levels of concepts below the super-cluster level are possible. The number of concepts at each level is as follows:

4 superclusters	Example: BiH Level (BiH)
8 primary clusters	Example: <i>Governance BiH</i>
23 secondary clusters	Example: BiH 3. Tax reform
97 ideas brought up by participants	Example: Tax reform strategy, municipal and BiH (S)

The results of the voting procedure (number of dots) are presented as Votes and votes per category (“Risks”, “Enablers”, and “Uncertain”). Each idea has been marked with an “R”, “E”, or “S” in parentheses to indicate the profile assigned to the idea by the person who proposed it. “R” stands for “Risks”, “E” for “Enablers”, and “S” for “Strategies”. Each participant was given 30 votes (10 each for risks, enablers, and uncertain). Votes could be cast either for a cluster as a whole or for or an idea within a cluster. The results presented below for each aggregated concept include the votes cast for specific ideas (within the cluster). The 21 voting participants had 630 “voting vouchers”. A total of 555 votes are recorded below, indicating that close to 90% of the vouchers were used. The highest voting percentage was registered for “Enablers” (200 used of 210 possible).

Category	Votes	Risks	Enablers	Uncertain
Rural Development (RD)	86	33	27	26
RD 1. Agriculture	31	1	21	9
Strengthen co-operatives for farmers (S)			2	
Better education on organic production (E)				3
Difficult to market organic products (R)				1
Stimulate local markets (S)		1	3	3
More support for production of food (S)			2	
Ecologic-based agricultural strategy (S)				1
RD 2. Village Development	20	12	1	7
Lack of public transport to villages (R)		1		
Defective education in villages (R)		1		
Young people leave (R)		3		
Inadequate health care in villages (R)				7
RD 3. Mine Fields	16	13	0	3
Mine fields (R)				
RD 4. Environment and Natural Resources	19	7	5	7
No protection of natural resources (R)		6		3
Natural resources: land, water, forest (E)				2
Environmental aspects of strategies (S)				
Export of energy (hydro and coal) (E)				1

Category	Votes	Risks	Enablers	Uncertain
BiH Level (BiH)	186	47	86	53
<i>Governance BiH</i>	76	27	41	8
BiH 1. Governance BiH	52	27	24	1
Cantons reluctant towards educational development (R)				
Conflicts between public authorities due to unclear legal framework (R)		1		
Governance structures not sustainable (R)		3		
Lack of umbrella solutions (R)		20		
General laws and rules on BiH level (R, E)		5		
Lack of legal infrastructure (R)		2		
BiH 2. National Reform Strategies	16		13	3
The silent majority wants reforms (E)			7	
BiH 3. Tax Reform	8	0	4	4
Tax reform strategy, municipal and BiH (S)		0	4	4
<i>Economic Reform</i>	66	15	34	17
BiH 4. Economic Reform	30	0	25	5
Trade deficit (R)				
Economic reform – e.g. start ups IPR (E)				
Private-public partnerships towards market economy (E)			1	
Outsourcing from local governments (E)				
Foreign investments (S)			3	
BiH 5. Property Rights	17	15	2	0
Uncertainty on land ownership (R)		2		
Privatise to create certainty (S)			2	
BiH 6. Economic Development Strategies	16	0	4	12
National economic strategy (S)			2	1
BiH 7. Banking System	3	0	3	0
Need to decrease interest rates (S)				
Build banking system to repatriate money (S)				
<i>BiH in the World</i>	44	5	11	28
BiH 8. BiH in the World	26	1	0	25
Updating of Dayton (E, S)				24
Too much emphasis on minority return (R)		1		
Less interest from international community (OHR dismantling) (R, E)				
BiH 9. BiH in Europe	18	4	11	3
Awareness that the whole south-east European region is competitive (E)				
Clear schedule for EU integration (E)				2
EU trade policies (R)		4		
More “pro-europeanism” in the region (E)				

Category	Votes	Risks	Enablers	Uncertain
Mentality and Education (ME)	168	44	47	77
<i>Mentality and Gender</i>	<i>110</i>	<i>26</i>	<i>19</i>	<i>65</i>
ME 1. Mentality	35	7	0	28
Lack of team work (R)		1		7
Male dominated society (R)		3		
Look forward not backwards (S)				
“Short terminism” (R)				1
Lack of awareness of market economy (R)				
A new way of thinking (S)				1
ME 2. Reconciliation	35	6	17	12
Less resistance for minority return (E)				
War criminals not yet in the Hague (R)				
More interaction between ethnic groups (E)				1
People are motivated to come back (E)				1
Facing the issue of reconciliation (E, R, S)				
People are afraid to move back (R)				3
ME 3. Political Fatigue	17	7	0	10
Distrust of politicians (R)				
Political fatigue (R)				1
Low number of votes in elections (R)				1
ME 4. Information, not Sensation	12	6	1	5
Poor sharing of information (R)		1		
Lack of adequate demographic data (R)		4		
Myths in the absence of facts (R)				4
Improve media to focus on facts (S)		1		1
ME 5. Dialogue	11	0	1	10
More dialogue between Sida and NGOs (S)				2
Dialogue between government and NGOs (E,S)				3
Support networks of local NGOs (E,S)			1	
ME 6. Build Interdependence	0	0	0	0
Creating entry points for interdependency (S)				
<i>Education</i>	<i>58</i>	<i>18</i>	<i>28</i>	<i>12</i>
ME 7. Brain Drain	19	11	0	8
Creating opportunities for young people (E)		1		6
ME 8. Education	39	7	28	4
Lack of development of human capital (R)		7		
Common school curriculum across entities (E)			1	
School systems fail to supply flexible labour (R)				1
Still 20% ethnic curriculum (R)				
Lack of education and training in sustainability among implementers (R)				1

Category	Votes	Risks	Enablers	Uncertain
Local Governance and Democracy (LD)	127	58	40	29
<i>Development Programmes</i>	<i>52</i>	<i>17</i>	<i>26</i>	<i>9</i>
LD 1. Ownership and Mobilisation	35	8	23	4
Support people getting organised locally (S)				
Creating ownership of projects (E)				
Mobilise people for self help (E)			6	
Local capacity building (E)			3	
Mixing aid with commercial credits (E)			1	
Lack of confidence in the people (R)				1
Strengthen local communities (S)			2	
People get used to assistance (R)		8		2
LD 2. Donor-Beneficiary Relations	17	9	3	5
IAPs as basis for more profitable activities			1	
Give projects sufficient time (E)			1	1
Less funding from donors (R, E)				1
Lack of sustainable IAP strategy (R)		1		3
Lack of sustainable strategies in BiH (R)		2		
Unclear exit strategies (R)		5		
A holistic approach to IAPs (E)			1	
<i>Local government</i>	<i>44</i>	<i>12</i>	<i>14</i>	<i>18</i>
LD 3. Governance Municipality	25	0	10	15
Dumb municipalities raise taxes (R)				
Property taxes strengthen local government (E)				2
Strengthening of local democracy (E)			1	
Municipal inefficiency (R)				1
LD 4. Planning and Physical Structure	19	12	4	3
Better urban planning (S)				2
Lack of infrastructure (R)		3		1
Insufficient co-ordination of planning (R)		8		
<i>Corruption and Crime</i>	<i>31</i>	<i>29</i>	<i>0</i>	<i>2</i>
LD 5. Corruption and Crime	31	29	0	2
Organised crime (R)				
Wide-spread corruption (R)				
Clientelism and nepotism (R)				
Inspections system corrupt (R)				

Appendix 4. Evaluation Questionnaire

At the end of the workshop, the participants were asked to answer a questionnaire comprising six questions. The objectives were to evaluate the process of the workshop and to allow participants a final chance to communicate new ideas. Of the 24 participants at the workshop, 22 answered the questionnaire. The participants were not required to identify themselves on the questionnaire, and six chose not to do so. In the following presentation of the answers, similar questionnaire responses have been clustered.

Content of the Workshop

1. During this workshop, we identified some key subject areas. Which issues do you believe should be put at the very top of the agenda? Please rank the three most important!

Issues with a ranking of 1 were given 3 points; a ranking of 2, 2 points; and a ranking of 3, 1 point. If only two issues were mentioned, or for example, the first one actually contained two different issues, the total points (3+2) were divided equally between them. The results were:

Key Area	Rank	Points
Governance BiH	1	22.5
Local governance & democracy	1	22.5
Education	2	16.5
Economic reform	3	14.5
Job creation	4	13
Ownership	5	5
Reconciliation	6	3
Agricultural issues	7	2
Other	8	15

2. Were there issues you found irrelevant or exaggerated? If yes, which?

The answer “no”/”no comment” was given by 18 of the respondents. Two answered “yes” and addressed the following:

- “‘BiH’ in the world. Well ...a topic for another forum, not for Sida implementers”
- “Agriculture (Exaggerated!)”

Two other comments were:

- “Missing strategy at Sida! Sida has a clear 3-year strategy, which is regularly under discussion and improvement.”
- “Economic planning—is either non-existent or poor within BiH. Too government driven, segmented and not inclusive of the private sector other key Stakeholders.”

3. In what way, if any, has the workshop changed your appreciation of Sustainable Population Return issues?

The workshop had changed the respondents' appreciation as follows:

- The workshop gave a broader picture of the issue. (7 respondents.)
- The participants had been given the opportunity to hear different views on the issue and had learned from this. (5 respondents.)
- "Good to have informal opportunities of interaction with fellow NGO/Gat & implementers." (1 respondent.)
- "Good to see that we are all quite on the same line. If this is well co-ordinated by Sida, the new approach could give a tremendous impact on the ground." (1 respondent.)
- "If something will go out of local democratising, the job to get more people back in villages will probably be much easier." (1 respondent.)
- "Giving me information about co-operation between implementing partners." (1 respondent.)

Six respondents answered "no" or did not answer this question.

The Workshop Methodology

4. How would you describe the drawbacks of the workshop methodology?

Twelve respondents answered that the methodology had no drawbacks, it was adequate to involve all participants and to structure the problem. Drawbacks, according to nine respondents, were:

- The results expected from the workshop were unclear. (4 respondents.)
- More time was needed for the afternoon group work; it could also have been more formalised. (3 respondents.)
- "Structural brainstorming could have been a bit freer, however, structured by the moderator." (1 respondent.)
- "It is sometimes difficult to differ between risks and enablers, since they are two sides of the same coins." (1 respondent.)
- "More dialogue." (1 respondent.)

5. What competencies were not represented at the workshop that could have usefully contributed to the progress of the dialogue?

According to 11 respondents, the competencies were appropriate. Four respondents commented the facilitation and organisation of the workshop:

- "I think the assembling of the superclusters could have been done differently. If this is to be a certain guideline it is quite important that the right issues are included."
- "Synthesis of the critical points."
- "Moderators of afternoon group discussions should be appointed in advance, because it was difficult to organise and moderate discussions without small/short preparation."
- "Maybe it needs more time."

The following competencies were missing:

- “Representatives of clients/beneficiaries of Sida projects.”
- “Domestic leaders.”
- “Concrete examples from the programme.”
- “BiH is unique in many areas, but comparisons to other countries that have or still successfully dealing with similar issues could be helpful.”
- “Representative of OHR is for policy questions.”
- “Maybe PRSP representative?!”
- “Municipal development specialists.”

6. General comments (organisation of the workshop, utilisation of your competence, what could have been done differently, and so on):

The following answers were given:

- No comments (2 respondents.)
- Well-organised workshop (12 respondents.)
- More time needed (3 respondents.)
- More specific lessons learned and detailed discussions could have been made (2 respondents.)
- Good to exchange experience/information (2 respondents.)

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