North-West Balkans Case

Evaluation of Child Rights Governance

With a focus on support to Children's Ombudsperson institutions

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Acknowledgements

Executive Summary

Introduction

This case forms part of a broader evaluation – funded by Save the Children Norway (SCN) – that seeks to document different types of (CRG) interventions and their effects on systems and children's lives. This case (one of four) covers experiences from working with Child Rights Governance (CRG) in North West Balkans (NW Balkans), with a particular focus on *support to strengthening child rights Ombudspersons institutions and departments[1]*. In-country work between 30 Sep. and 7 Oct. 2013 covered three Ombudspersons institutions at national level in BiH and in Montenegro, and at entity level in Republika Srpska (as part of BiH). The team also looked at civil society support and spoke to representatives from child-led groups in Sarajevo and Banja Luka. In Sarajevo. The main framework of analysis was based on Save the Children's Theory of Change (ToC) from a longer-term perspective to map out change trajectories over time since support to the Ombudspersons institutions was initiated.

The regional programme has activities in Bosnia & Herzegovina (BiH), Serbia and Montenegro with regional networking among Ombudspersons' institutions via the Child Rights Ombudsman's Network in South and Eastern Europe (CRONSEE). Support has been provided to Ombudspersons in the region since 1997 with regional support to Ombudspersons' institutions provided and coordinated by the Sarajevo North West Balkans office team since around 2000. It has broadly consisted in:
   (i)   institutional support including operating and staff costs,
   (ii) support for regional networking and building the evidence-base through research and special reports, and
   (iii) Ombudspersons' outreach with information and setting up regular communications mechanisms with children (including building skills to communicate with children).

Key findings

> *Overall ToC level*

It was found that the *long-term horizon, the shifting roles and the evolving ways of SC's approach to working with partners, while systematically bridging new forms of interaction* were important factors in building and strengthening a child rights implementation system in the region over time. Such longer term systems strengthening, rather than specific CRG interventions, in turn enabled results at scale for children in conjunction with other SC thematic programmes. Some of the stages identified were:
   (i)   *SC as provider* of emergency/post-conflict assistance with 'quiet diplomacy' to broker relations around children's Ombudspersons institutions taking place in the background,

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[1] Child rights departments of Human Rights Ombudspersons institutions are categorically included under the concept of 'Children's Ombudspersons' in this note.

(ii) *SC as driver* of the CRC agenda with a focus on building capacity among government an civil society to implement and monitor the CRC

(iii) *SC as driver, enabler, and facilitator of processes:* once basic awareness and skills were built among key stakeholders through parallel support processes, actors were linked and processes institutionalised – widening the space for engagement around child rights issues (using also regional networking to leverage change at national levels)

(iv) *SC as a supportive equal partner* – a role that SC has in some instances achieved where its presence alongside others is not primarily linked to funding, but where some a minor financial contribution and technical support is still vital.

In NW Balkans, SC was identified to be in the phase of systems strengthening at present, moving towards being more of an equal partner rather than the key driver and funder. It will be vital to continue to monitor how well the child rights implementation system functions, and to what extent it interacts with other change systems to effectively integrate child rights into wider social change.

Many of the emerging patterns of interaction are still in need of outside facilitation to bridge divisions or minimise the risk for politicisation. Sustainable funding is also an issue, particularly for Ombudspersons' institutions and the regional network which, as public institutions, do not have the same opportunity to engage in fundraising. Save the Children could potentially make a contribution – not only in providing the funding from the outside – but to analyse and monitor national budgets *to build a case for secured funding through national budgets for the Ombudsperson's office to fulfil its mandates.*

> ➢ *CRG in emergencies and post-conflict settings*

The case illustrates the link between how SC was perceived during the emergency phase, and its potential role in systems strengthening and governance work during the post-conflict period. This is an area that may merit its own more in-depth study in the future to better inform how to strategically maximise complementarities between CRG and emergency relief work during on-going or protracted crises as SCI. In the past, the role divisions were observed to have been largely split between different SC funding members with the *neutral, flexible and facilitating positioning* of Save the Children (Norway and Sweden in particular) as being conditional for continued and deepened long-term cooperation in the areas of institution building. However, there was also a recognition of Save the Children's vast engagement in emergency relief work which had given the organisation access, legitimacy and political goodwill.

Some possibly replicable lessons include:

(i) SC's *perceived neutrality* both during and after the emergency phase worked in favour of trust-building with authorities at different sides of the conflict,

(ii) Issues affecting children could work as a *unifying element* to 'raise above' more complicated social divisions if *mechanisms to navigate around political deadlocks* were put in place, such as regional networking,

(iii) *Maximum flexibility* in the support balanced with *risk management* while maintaining some 'non-negotiable standards' when it came to acting in the

best interest of the child allowed SC to get involved in some politically intricate processes,

(iv) *Staff competency and political astuteness* was key, with a need to develop more standardised tools to link risks to political and context analysis as well as to the programmatic response and results achievement in the future,

(v) A *pragmatic approach* to gradual rights fulfilment as opposed to aiming for unrealistic achievements too soon was adopted.

> ### Being the innovator

Advocacy around the establishment of the institutions along with 'quiet diplomacy' and knowledge brokering led to the fact that Ombudspersons institutions now are able to add additional leverage for accountability both nationally and in the region for child rights. Ombudspersons' skills and staff capacity to reach out to children has also enabled the sampled institutions to build a track record in awareness raising and ability to deal with individual cases. With SC being the main, and often the only outside organisation working closely with the Ombudspersons institutions in the programming countries, these results are largely attributable to the CRG programme. In a context where political deadlocks prevail, the *regional approach* also proved to be effective to rise above political divides and to concentrate on issues. This was made possible through in-depth context analysis and the application of an issues-based and evidence-based approach to the facilitation around issues documented in *special reports.* Regional special reports were used as a basis for engagement and exchange of information across countries in the region and for a leverage to reform nationally.

> ### Being the voice for and of children

The case found strong evidence that the voice *for* children (and to a certain extent *of* children) has been duly amplified by the establishment and wider recognition of Children's Ombudspersons institutions nationally and at entity level, as well as regionally through CRONSEE. This *clearly complements other efforts* in the broader CRG and SC regional programme portfolio to promoting the role of children as *active and rights-holding citizens*. In addition to fulfilling their core mandate of case handling, Ombudspersons are often appearing in the media or being sought out by journalists or opinion-makers to make a statement. In the CRG portfolio more broadly, children's groups and children's parliaments were used as a means to child participation in CRG. The strategic added value and effectiveness of such initiatives could be further explored and assessed more in-depth in order to strategically involve children in CRG in ways that are empowering, actionable and that closes capacity gaps between children (including vulnerable children) as rights-holders and relevant duty-bearers.

> ### Achieving results at scale

The notion of 'achieving results at scale' can be difficult to apply to the area of CRG, and in particular to support to Ombudsperson institutions since results are not immediately visible and more long-term. Based on a longer term historical analysis it is however possible to conclude that the systems development as a whole is a large-scale systemic result. A measure of this is the extent to which it is able to underpin child rights realisation in a variety of areas, as well as through tangible outputs such

as special reports, recommendations issued, and reform initiatives pursued. A number of examples illustrated how the system collectively interacts – from regional to national levels – to instigate concrete changes and procedures.

> ### *Building partnerships*

The importance of long-term trust building with key institutions like the Ombudspersons offices together with long-term partners within the CSO sphere is needed to bring in the track record and in-depth knowledge about child issues and working with children. Such partnerships, once solidified, may however need to be complemented by more strategic partners on a shorter-term basis for particular processes to be taken forward – e.g. economic think tank institutes for budget tracking, IT industry, issue-based advocacy oriented CSOs, the media. Some examples of Ombudspersons' reaching out to the telecom industry as a direct result of a regional research done by CRONSEE illustrates that this would be possible and should be more actively pursued in the strategy development. Importantly, more diverse partnerships may also be needed to reach and involve wider range of vulnerable children where the typical child-led groups may be insufficient.

Monitoring change

> ### *Tracking child rights system performance*

The long-term ToC analysis applied to visualise some major innovations in the CRG area could usefully be applied to map out *change trajectories* and to take stock of strategic relevance through process-oriented monitoring. It would include monitoring both SC's support to the Ombudspersons' institutions as well as its inter-linkages with other components in the child rights implementation system (ombudsperson, children, CSOs, and government).

> ### *Avoiding the 'bubble effect'*

At the same time it will be important to monitor how national (and regional) 'child rights systems' *interact with other systems and movements for social transformation* so that children's issues are not isolated and side-lined, but are integrated at the core of the country's/region's path towards socio-economic well-being and democracy. Aggregating issues at a regional level through building the evidence base, documenting lessons and practices and issuing a series of rigorously researched special reports has helped to lend weight to the issues and bring in relevant actors in NW Balkans. Aspects to monitor could be how and whether innovative partnerships are fostered with other sectors, and whether SC's communications and advocacy reflects its priorities in this regard.

> ### *SMART[2] and REAL[3]*

Efforts to come up with global indicators across the SC movement has called for many quantitative measures being introduced (SMART ones). These are useful for aggregation and illustrate some overall trends retrospectively but would preferably be

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[2] Refers to objectives and corresponding indicators being: Specific, Measurable, Realistic and Time-bound

[3] Rights-based, Embedded (in local contexts), Aligned and Learning-oriented

complemented with process oriented indicators following the different stages of support to *child rights implementation system strengthening*. Indicators to assess Ombudspersons' legitimacy, credibility and ability to influence child rights outcomes should be linked to longer term change trajectories. Indicators could also seek to increasingly assess whether capacity gaps between rights-holders and duty-bearers are being bridged, drawing on the local context and aligning (or filling gaps) with national statistics.

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Acronyms

BiH	Bosnia & Herzegovina
CRC	Convention on the Rights of the Child
CRG	Child Rights Governance
CRGI	Child Rights Governance Global Initiative
CRONSEE	Child Rights Ombudsman's Network in South Eastern Europe
CS	Civil Society
CSO	Civil Society Organizations
ENOC	European Network of Ombudspersons for Children
EU	European Union
GMI	General Measures of Implementation
INGO	International Non-Governmental Organizations
NRHI	National Human Rights Institution
NW Balkans	North West Balkans
REAL	Rights-based Embedded Aligned Learning-oriented (monitoring)
RS	Republika Srpska
SC	Save the Children
SCN	Save the Children Norway
SMART	Specific Measurable Achievable Realistic and Time-bound (objectives)
ToC	Theory of Change

1. Introduction

1.1 Scope and purpose of the case

This report forms part of a broader evaluation which aims to:

- **Provide Save the Children (SC) with a better overview of types of Child Rights Governance (CRG) interventions** at the national, regional and international levels, **and a system for classifying** types of outcome and impact resulting from them,
- **Provide SC with evidence of outcome and impact,** positive and negative, intended and unintended, and establishing causal links between outcomes at system level and outcomes and impact for children,
- **Provide SC with a manageable methodology** to capture outcome and impact from different CRG programmes through monitoring and evaluation.

The study has been commissioned and managed by SC Norway (SCN) with the involvement of a broader advisory group from the Save the Children child rights governance global initiative (CRGI).

This country case[4] covers exclusively the experiences from working with child rights governance in North West Balkans (NW Balkans), with a particular focus on *support to strengthening child rights Ombudsman institutions*. The regional programme has activities in Bosnia and Herzegovina (BiH), Serbia and Montenegro with regional networking among Ombudspersons' institutions via the Child Rights Ombudsman's Network in South East Europe (CRONSEE).

The purpose of the case is to document and assess the approach to supporting Ombudspersons' institutions as a major CRG intervention that is applicable across many SC country programmes. Particularly, the case sought to identify major steps and phases of the support in the context of the theory of change (ToC) in the SC global strategy, and to explore whether there are significant milestones or methodologies that could be applied to more systematically capture and monitor results from this type of support. This has been identified as a challenge, given that support to the area of CRG in general, and to strengthening Ombudspersons' institutions in particular, may not generate immediate and visible results 'at scale'[5].

With the building of partnerships being central to the ToC, and child participation being central across all SC operations, these aspects have been looked at in all aspects of the support in order to identify lessons and/or good practice.

1.2 Case study methodology

Field work took place between 30 September and 7 October 2013 using semi-structured interviews and the SC ToC as a point of departure for structuring the

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[4] One of four case studies for the overall evaluation, the others being: Ethiopia, Nicaragua and Nepal.
[5] This is a key aspect in the ToC.

assessment. This case report has also followed the ToC format for structuring findings while also trying to highlight separately findings for assessment areas used across the evaluation cases.

Information was collected from key informants with an emphasis on seeing at least three different Ombudspersons' institutions operating in widely diverse set-ups and types of institutions: the Ombudsman for Children of Republika Srpska[6], BiH[7], the Institution of Human Rights Ombudsman of Bosnia and Herzegovina[8] and the Protector of Human Rights and Freedoms in Montenegro. The team met with both the overall human rights ombudsman and the person designated for child rights where applicable to understand how child rights are perceived and fit into the overall human rights work of these institutions.

In order to get a picture of how the Ombudsperson support fits into the wider CRG portfolio, the two key civil society partners leading the Informa Coalition of the CSOs for Child Rights[9] in Banja Luka and Sarajevo were also interviewed. The team also had a chance to sit in to observe an activity of one of the organisations where children presented their research to decision-makers in Sarajevo, with a chance to interact with children informally afterwards. In Montenegro civil society representatives involved in child rights monitoring were covered through interviews in addition to the Protector of Human Rights and the Child Rights Department.

A substantial part of the time spent in-country was also set aside to interact with SCI NW Balkans staff to fully capture the institutional memory of working (more or less formally) with Ombudspersons' institutions in the region over the last decade since the end of the war.

In this type of shorter case studies, sufficient time for validation of findings with third party informants who are at least one step removed from programme implementation is limited. The fact that SC has been one of few – and often the *only* organisation – focusing on strengthening the Ombudspersons' institutions and creating systems for child rights monitoring also made meetings with other actors (donors, other INGOs) less feasible within the limited time available. Efforts were instead put on validating information provided by the programme staff with the views of stakeholders and beneficiaries, and vice versa, leading to a process of self-reflection and open dialogue around issues at stake.

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[6] Republika Srpska is one of two entities in Bosnia and Herzegovina.
[7] Bosnia and Herzegovina consists of the Federation of Bosnia and Herzegovina (FBiH); Republika Srpska (RS); and Brčko District (BD)
[8] Covering FBiH, Republika Srpska (RS) and Brčko District (BD)
[9] The Save the Children supported lead network on CRG in BiH also known as the Stronger Voice for Children Coalition.

2. Child rights in the NW Balkans context

2.1 The context of child right in NW Balkan

There are approximately 700,000 children and adolescents in BiH, 1.26 million in Serbia and 145,000 in Montenegro[10], all living in the region of the Balkans which has, for the past two decades, gone through wars, constant political struggles and decaying economies. Following the wars in the 90s, countries that became independent with the fall of former Yugoslavia started a long-term process of transitioning from communism and the conflict that emerged thereafter to democratic societies. It required a wide range of international interventions, everything from reconstruction and demining, to introduction of concepts new to the region, such as institutions for human rights protections and civil society. Ever since, considerable effort has been invested into further strengthening and establishing of new organizations, institutions and bodies.

BiH, Montenegro and Serbia have all ratified the UN Convention on the Rights of the Child (CRC) with some progress in relation to Optional Protocols[11] and in ensuring that there are functional mechanisms for its implementation in place. There are also some activities related to official monitoring of the activities related to its implementation. Still, progress has faced numerous challenges.

The world-wide economic crisis hit the Balkans at the time it was already exhausted by economic and political instabilities in individual countries which had relied, to various extent, on shrinking international assistance. The countries have so far failed to strategically implement austerity measures or define recovery plans, and human rights institutions and Civil Society Organizations (CSOs) have been facing the challenge of balancing limited resources and increased demands.

All three countries aspire to join the European Union (EU) in the foreseeable future, which is generally a good opportunity for many to push their agenda. In the case of Montenegro, various stakeholders, both inside the governmental sector and CSOs, were able to benefit from this momentum. However, the country has not yet resolved some key issues, such as wide-spread corruption, gender-based violence and discrimination against the Roma population. Until very recently, politics in Serbia focused to a great extent on the issue related to Kosovo, marginalizing all other issues. As the country expects to formally kick off negotiations with the EU soon, it is perceivable that doors would be opened for many changes in the next few years. In BiH, however, there has been very little progress. The country's main problem is an overly complex structure, defragmented jurisdictions and authorities, never-ending political disputes and conflicts, and lack of any accountability mechanisms. In such a situation, laws get enacted without complementary bylaws, action plans or strategies

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[10] "The State of Children's Rights in BiH, Serbia and Montenegro", Save The Children NorthWest Balkans, June 2013

[11] OP3 so far has been signed by Montenegro and Serbia, and it has been only ratified by Montenegrin government, while in BiH OP3 has neither been signed nor ratified.

to ensure their implementation. Often it is a combination of lack of both funds and political will, and there are currently very few signals that things might significantly improve without a radical change in approach of domestic leaders.

There are several features common to all three countries when it comes to practices that limit or prevent the full respect for child rights. These were documented recently in the situation analysis undertaken for the new strategic plan (2013-15). Some are listed below. Lack of systematically gathered and analyzed data is the biggest obstacle to and limitation in monitoring of the CRC implementation throughout the region.

Definition of the child
- In BiH, Montenegro and Serbia there is no comprehensive definition of the child within national legislation

Key issues related to the general measures of implementation
- Child rights related legislation generally exists, but implementation is challenging
- National Action Plans for children are not systematically implemented
- Cooperation with civil society sector is improving
- Budget allocations for child rights are insufficient and non-transparent
- Lack of reliable and systematically gathered data
- Progress noted in raising awareness on CRC among children and adults

General principles
- Widespread discrimination against children, especially of minorities and children with disabilities, in access to social protection, health care and education
- Best interest of child not a priority of decision makers and legislators
- Lack of child participation in governance and public decision-making that affects children

Civil rights and freedoms
- High numbers of unregistered and stateless children
- Right to privacy often violated by media
- Violence against children widespread, but also more frequently reported
- Corporal punishment in homes socially accepted method of disciplining children
- Insufficient protection of children victims of domestic violence, sexual exploitation and abuse
- Peer and school violence on rise

Family environment and alternative forms of care for children
- Lack of services aimed at preventing family dissolution
- Lack of systematic support to parents of children with disabilities
- Initial steps towards deinstitutionalization were made, but lack of progress in deinstitutionalization of children with disabilities

- Foster care system remains undeveloped
- Adoption procedures complicated

Basic health and social welfare
- Weak social welfare systems, lacking funds and staff
- Poor quality of health services in general
- Unequal access to health care for vulnerable children and children in rural areas
- Social inclusion of children with disabilities and Roma marks slow progress
- Adolescents increasingly consume alcohol, tobacco and illegal drugs
- Teen pregnancies in increase
- Poverty in increase

Education, leisure and cultural activities
- Poor quality of education
- Low rate of children in preschool
- Lack of early development programmes
- Widespread discrimination in education, especially against Roma, other minorities and children with disabilities
- Inadequate teacher training

Special protection measures
- Asylum seeking, IDP and refugee children have no equal access to health care and education
- Child begging widespread, but socially almost acceptable
- Large number of trafficking victims are minors
- Juvenile delinquency on rise in Serbia and BiH

2.2 Context of the Ombudsman institutions

There are 14 institutions from 12 countries within the region that are members of the CRONSEE network. These institutions are either exclusively committed to, or have special departments for, the rights of children. In 2013, many of them have faced budget cuts or were granted budgets that do not allow them to fulfill all their assigned functions – such as visiting schools (and other sites) to have direct interaction with children. Instead, dealing with individual cases usually takes precedence in line with their core mandates. The institutional set-up and staff capacity varies greatly across the region as the table below illustrates:

Table 1: Resources of the institutions of Ombudsman (Source: Save the Children)[12]

Institution	No. employees	Staff in department for children	Volunteers in dept. for children	Budget cuts in 2012 and/or 2013
Albania	47	3 (not	1	Yes

[12] How to improve communication between children and Ombudsmen in SEE, SC NW Balkans, April 2013

		exclusively)		
Bosnia and Herzegovina	**55**	**3**	**3 interns**	**Yes**
Bulgaria	**53**	**3**		**Restricted budget**
Croatia	**19**	**(all staff work on child-related issues)**		**No**
Kosovo[13]	**50**	**4**		**No**
Greece	**187**	**12**	**1**	**Yes**
Macedonia	**78**	**3**		**No budget line for children**
Montenegro	**25**	**2**	**1**	**Yes**
Republika Srpska (BiH)	**19**	**(all staff work on child-related issues)**		**Restricted budget**
Romania		**6 (Dept. for children rights, youth, family, pensioners and disabled)**		
Slovenia	**40**	**4 (not exclusively)**		**No**
Vojvodina (Serbia)	**29**	**3**		**Yes**

The Dayton Peace Agreement established a Commission on Human Rights "to assist in honouring obligations under this Agreement", consisting of the Office of the Ombudsman and the Human Rights Chamber. The Ombudsman of the Federation of BiH was established under the Federation' Constitution of 1994. Thus, Republika Srpska was encouraged "*to establish a balanced, coherent system of human rights protection throughout Bosnia and Herzegovina*." (Venice Commission recommendation June 1998) which it did in 2000. However, soon it was realized that there is a need to reform the system, and the process was officially kicked off at the beginning of 2004 with the establishment of a working group by the BiH Council of Ministers. An agreement was reached to appoint three state-level Ombudsmen to head the future single Ombudsperson institution of BiH that would be created through a merger of the three existing Ombudsman institutions. The process took years to complete, mainly owing to resistance from Republika Srpska, BiH, to cease the operation of its own institution at entity level and transfer their competency to a

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[13] In line with the UN Security Council Resolution 1244/99

central authority. The Ombudsman office reform was finalized in 2010, and entity-level Ombudsman institutions have ceased to operate, primarily due to the fact that this was one of the conditions for EU's approval of a visa free-regime for BiH citizens. Prior to this, however, in 2009 Republika Srpska established a separate Ombudsman for Children.

Ombudsman institutions in BiH (The Institution of Human Rights Ombudsman of Bosnia and Herzegovina and the Ombudsman for Children of Republika Srpska, BiH), Montenegro (Protector of Human Rights and Freedoms) and Serbia (Protector of Citizens of Serbia, and Provincial Ombudsman of Autonomous Province of Vojvodina) are financed through the state/entity/provincial budgets. They are established as independent state/entity/provincial governmental institutions with a large degree of independence and autonomy. Ombudsmen are appointed by the Parliament.

Initiated and facilitated by SC NW Balkan, there is also a network *Children's Rights Ombudspersons' Network in South East Europe*-CRONSEE, which was established in 2006 on the initiative of SC. The network currently consists of 14 Ombudsman institutions from 12 countries in the region, and its overall objective is enforcement of child rights according to the CRC in South East Europe.

In South-East Europe, children are far from being at the top of the political agenda and legal reform is often blocked due to conflicting political interests. In such an atmosphere, CRONSEE was needed for Ombudsmen to improve their work by exchanging experiences and collaborating on regional projects of shared importance. The network has also helped put additional focus and pressure on national policy makers by applying a regional dimension to the analysis of issues (see also below in overall findings).

> **Description of the work with Ombudsperson's Institutions in SC NW Balkans (**Extract from 2012 Annual Reporting for Funding from SCN and Norad (CAP 2012)
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> *"In 2012 SCNWB Child Rights Governance (CRG) thematic area was focused on 3 sub-themes: Strengthening system and mechanisms for monitoring of Child Rights (CR), Improved capacity of governments to implement child rights in particular the UN CRC, Strengthened and increased awareness and capacity among government(s) and civil society, including child led groups to promote children's rights. … One of the major lessons learned in CRG thematic area was necessity for active role of SCNWB as facilitator and catalyst of cooperation between CSO and GO to improve the situation for the children in the region.*
>
> *Programmatic work in the sub-theme "Improved capacity of governments to implement child rights in particular the UN CRC" was focused on strengthening capacity of Institutions of Ombudsman for Children. The Institution of Ombudsman for Human Rights of B-H submitted and promoted three special reports addressing specific child rights issues and 26 special recommendations to the relevant authorities and institutions with an aim to improve child rights realisation, while the South East Europe Children's Rights Ombudspersons' Network (CRONSEE) with support of SCNWB has conducted two regional research reports based on the same methodology and submitted recommendations to relevant actors in their respective countries. Programmatic work in the sub-theme "Strengthened and increased awareness and capacity among government(s) and civil society", was focused on the lobbying for ratification of the OP3CRC in countries were SCNWB operates. This has resulted in the signing of the 3rd Optional Protocol by Montenegro and Serbia (ratification by both countries is expected in 2013)."*

2.3 Programme support in the area of CRG

This case study did not go through all aspects of the on-going CRG programming in the same depth but focused on experiences of working with Ombudspersons institutions from a longer term perspective to illustrate the ToC. Moreover programmes were in the process of being redefined in light of the 2014-15 country strategy (still in draft at the time of the visit).

In the 2009-12 CRG programme, the three specific objectives are closely aligned to the international CRGI strategy, and the framework earlier used by SCN namely:
(i) strengthening systems and mechanisms for monitoring of child rights,
(ii) improved capacity of governments to implement child rights, in particular the UN CRC, and
(iii) strengthened and increased awareness and capacity among government(s) and civil society, including child led groups to promote children's rights.

The programme documentation does not set out any strategic priorities for support to Ombudspersons institutions, or how support to different actors are to fit together to drive certain rights areas forward. Specific support instead appears as activities against these objectives.

2.4 Support to Ombudspersons institutions

The regional programme has activities in BiH, Serbia and Montenegro with regional networking among Ombudspersons' institutions via CRONSEE. Support has been provided to Ombudspersons in the region since 1997 when SC initiated support to child rights protection within one of the Ombudsman institutions. However, since around 2000 when the Sarajevo office was established, regional support to Ombudspersons' institutions has been provided and coordinated by the Sarajevo North West Balkans office team. It has broadly consisted in:
   (i) institutional support including operating and staff costs,
   (ii) support for regional networking and building the evidence-base through research, and
   (iii) Ombudspersons' outreach with information and setting up regular communications mechanisms with children (including skills to communicate with children).

The main mechanisms of SC support (as observed by the Evaluation), as well as some recommended areas for consistent performance monitoring, are schematically depicted in the below graph with a broader mapping from a ToC perspective available in Section 3.1.

Figure 1: Schematic overview of support mechanisms to Ombudspersons institutions and possible effects for monitoring
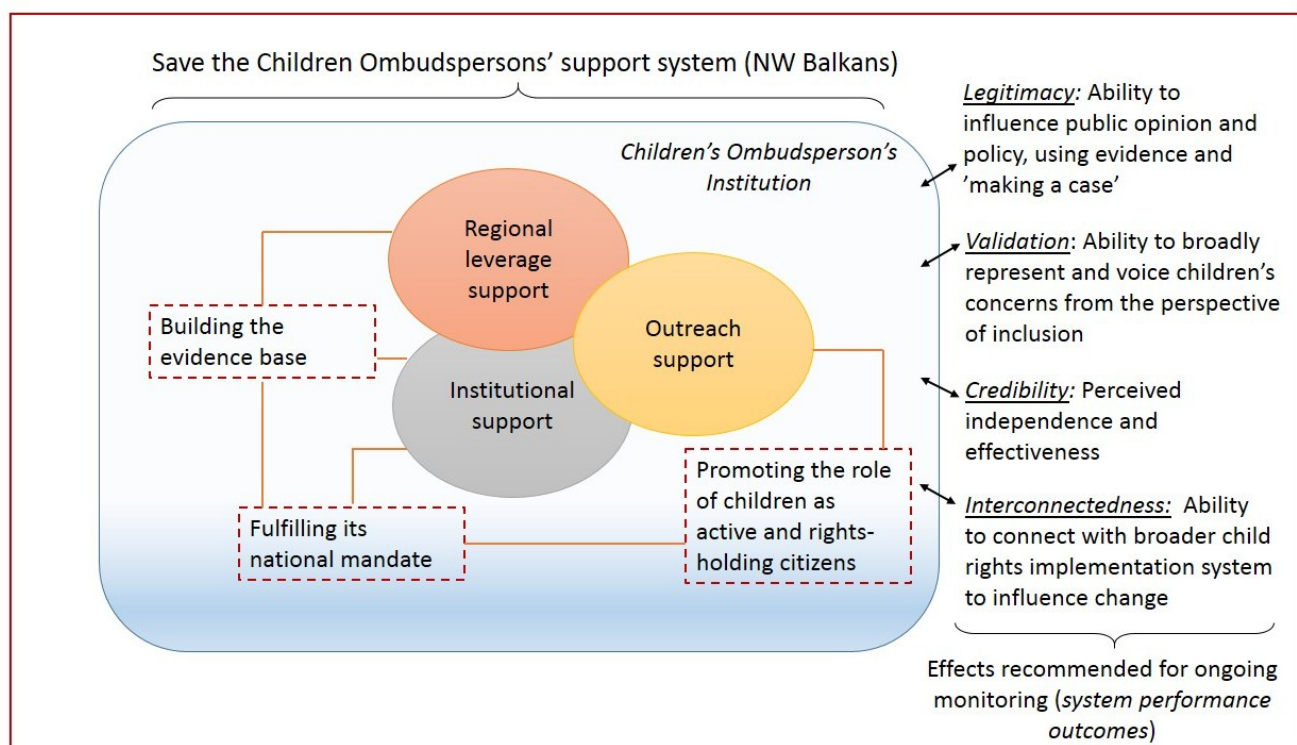
> *Building the evidence-base*: This has included building research capacities both nationally and regionally with a number of special reports issued nationally and three regional reports on issues that are cross-boundary in nature, such as child begging and sexual exploitation and the internet. Initial work also focused on legal harmonization across countries in the region, with lessons and comparative studies informing a number of proposals for legal reform.

> *Support to fulfilling national mandates (institutional support)*: This type of support initially covered various informal lobbying and advocacy efforts for the establishment of a Children's Ombudsperson with sharing of lessons and good practice on legal status and set-up. Institutional support then covered operational and staff costs which gradually were transferred to the institutions. A lesson is that this transfer of operational costs should be carried out in conjunction with efforts to secure funding for Ombudspersons to carry out their mandate (e.g. by securing their budget allocations as a National Institute for Human Rights). Institutional support also includes building skills for research (to build the evidence-base as explained above) and to ensure institutionalised mechanism for child outreach and participation.

> *Outreach support to promote the role of children as active and rights holding citizens*: At the Ombudspersons' institutions visited by the Evaluation team, Save the Children had played an important role in creating a deepened understanding of the purpose and importance of direct child

engagement[14]. Save the Children also conducted training of newly appointed staff to directly engage with children in order for them to be able to promote and protect the rights of children as active rights holders – individually (through cases) and collectively. At the same time, there is a fine balance to strike between spending time on child outreach and participation, and in fulfilling their mandated duties on individual case handling, documentation and preparation of policy proposals (See also Section 4.2).

Clearly these broadly categorized support areas interlink and overlap in reality. They are also mutually reinforcing with effects on the institutions' legitimacy, reliability (through validation by being connected to a broad range of different categories of children and issues directly), credibility and interconnectedness with other relevant actors and processes of change.

3.   General Findings

3.1 Theory of Change
This case study used the SC overall ToC as an entry point for analysis in order to see how the operating mode outlined in the change theory was applicable to the area of CRG and in particular to systems strengthening and support to Ombudsman's offices. This longer-term perspective was important to make innovations and major achievements visible.

The overall ToC (see below, Figure 2) does not indicate a clear sense of direction. However CRG planning and strategy development should be based on Child Rights Analysis, which was also done in NW Balkans. Child rights global initiative (CRGI) objectives[15] also do not necessarily indicate starting and end points or an evolutionary path towards (i) setting up a child rights operating system, (ii) making it internally functional, and (iii) making that system interact with other societal systems to advance child rights in the context of broader social change.

Figure 2; Theory of Change of Save the Children's international strategy (Source: SCI)

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[14] Drawing on the SCN funded study *Communication between Ombudsmen for Children and Children*, Per Miljeteig, June 2008. Discussion Paper

[15] These focus on (i) Strengthened state institutions and mechanisms for the implementation and monitoring of children's rights, and (ii) increased awareness and capacity among civil society and children to promote children's rights and hold duty bearers to account.

The NW Balkans programme has in its last phase (2009-12) aligned to the overall ToC and CRGI objectives in its three objectives.

While the new strategy is yet to be finalized, the overall NW Balkans strategic plan[16] aligns even further to the overall ToC. *A challenge for the CRG theme is nevertheless to clearly map out its strategic added value in relation to integrated programme objectives so that long term change trajectories are visualized.*

Particularly in the area of CRG (based on the analysis of support to Ombudspersons' institutions) the *long-term horizon, the shifting roles and evolving ways of working with partners, while systematically bridging new forms of interaction between key stakeholders from a governance perspective* – are key to understand the innovations over time. In contrast to other SC thematic operating areas (emergency relief, education etc.), these longer term innovations, rather than specific CRG interventions, in turn enable results at scale for children in conjunction with other SC thematic programmes.

As such, the NW Balkans case also provides interesting lessons in terms of *the role of CRG in different phases of an emergency/post-conflict transitional situation*, with potential for replication. Although some aspects of this would merit its own more in-depth study, some first pointers were noted in looking at the role of SC support in relation to systems strengthening over time (see section below).

It should be noted that such lessons and innovations are not usually well documented or even monitored internally (as was the case for NW Balkans), but rely

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[16] Latest version of September 2013 reviewed. It was in the process of being finalized and operationalized into action plans of the different thematic areas by the time the case study took place.

heavily on key staff members in terms of driving and navigating delicate political processes and in terms of housing the institutional memory and know-how. This is why longer term change trajectories[17] should be more regularly applied and updated in the context of monitoring and programmatic learning.

3.2 Strengthening national systems

The Evaluation team mapped out the different roles and phases of SC support in NW Balkans to contextualise support to the Ombudsman's institutions (see Figure 3). The model, summarising both interviews and a literature review of key documents, indicates that the support evolved through different phases in the post-war period and political transition towards democracy.

Figure 3: Change trajectory over time focusing on Ombudsman & systems strengthening
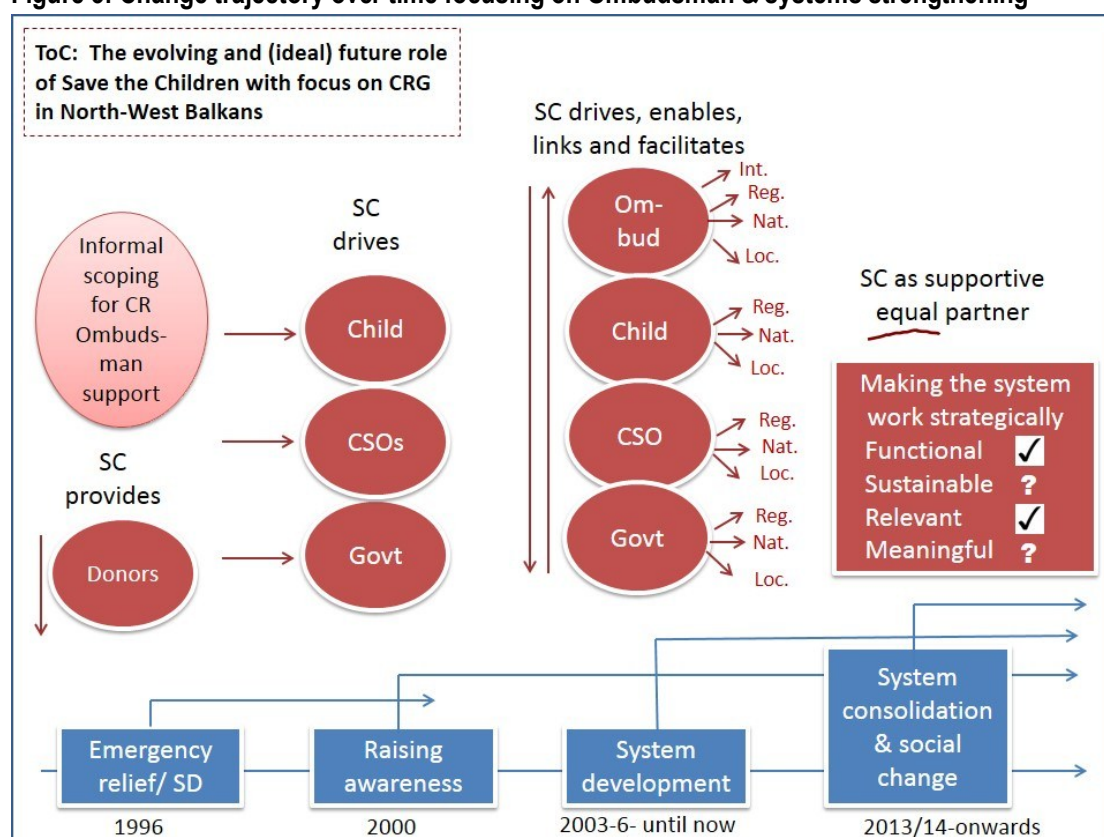
> *(i)   SC as 'providers' with quiet diplomacy in the background*

Immediately after the end of the war in 1996, SC engagement in the region was still broadly focusing on meeting massive needs in terms of **emergency relief and post-conflict support**, support to IDPs and delivering services, filling the gaps of non-existing national institutions. Relations in this phase are largely vertical and top-

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[17] Indicating also the expected and realistic benchmarks, not just the desired path or more 'utopian' objectives.

down, with partners playing a role in implementation rather than in advocacy and awareness-raising. Being there on the ground and implementing large scale service delivery programmes nevertheless gave the different SC members collectively credibility as an actor among key stakeholders and authorities. Large scale service delivery implementation by one member have very likely 'spilled over' to political goodwill for other SC members, who very early on started to push a broader rights and governance agenda to influence the establishment of future institutions and in particular an independent and legitimate Children's Ombudsman institution, established by law.

According to one key informant "quiet diplomacy" was critical even in these early days: *"Having your ear to the ground and sending in people who could work the political system without being caught in it was critical at this stage."*[18] SC was using its presence, credibility and neutrality (focusing solely on children's well-being and protection) to establish some critical working relationships with national policy-makers very early on during the post-conflict period. Some factors and principles that guided this early period of 'quiet diplomacy and knowledge brokering' later informed the way more active and 'visible' support would be formulated.

In terms of replication, the opportunity for SC to maximise such dual engagement in providing front-line emergency aid while also working on less visible 'systems support' in the background is even bigger now that SC has a unified presence as SCI in that there could be more strategic engagement and exchange of information against a common strategy. There is a risk, however, that some of the key factors leading to successful engagement (perceived neutrality, flexibility in approach and having no pre-set agenda) could also be compromised.

There is also the need to more actively engaging in risk analysis and risk management and to monitor the effects of risks on the projected change trajectory.

(i) SC as drivers of the CRC agenda

Several of the interviewees from Ombudspersons institutions referred to the fact that SC stayed as supporters even in highly difficult and politicised times, and that this was key important future cooperation and trust-building.[19]

An important lesson in this regard is that the governance perspective needs to be built into

> *"Save the Children was with us all along in this journey. They never imposed their agenda on us. We have to be very pragmatic. If we are seen to be representing the views of one foreign organization, or to be too closely aligned with civil society -- that would undermine our role as a legitimate and trusted independent institution." (Ombudsperson)*

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[18] Interview with former international staff member of SC NW Balkans.
[19] Ombudspersons representatives said that some international agencies who initially had not provided them support later wanted to collaborate, but that they had declined at this point whereas collaboration with SC continues because of the long-time trust that they had built up.

any SC intervention – *even in humanitarian and emergency operations*. This proved to be important in NW Balkans where even vertical service delivery programming paved the way to more strategic collaboration on how to fulfil State obligations regarding child rights later on.

Building capacities in the earlier phases of engagement with civil society and government actors *in a way that is conducive to building a national child rights implementation system* could be even further explored in the future if a more strategic approach is developed from the earlier phases of the conflict/emergency response. Some factors for consideration identified in NW Balkan include:

(i) **Perceived neutrality:** With heavy presence and reliance on the international community even UN agencies were perceived to represent outside political interests[20] in the immediate post-war period. SC managed to steer clear of such issues by solely focusing on the well-being of children and increasingly the rights of the child. The perceived neutrality of some of the Scandinavian SC Members operating in the country worked in favour of such trust-building. This will be important to factor into any SCI response in the future to maximise strategic use of CRG oriented work.

(ii) **Children as a unifying element:** Issues affecting children could work as a unifying element to 'raise above' more complicated divisions and human rights issues. Even so, mechanisms were constantly needed to help navigate around political deadlocks, which is why networking, brokering knowledge and assisting reform-friendly 'insiders' in pushing the child rights agenda behind the scenes was important.

(iii) **Balancing maximum flexibility with risk management**: The early engagement with the process of establishing Ombudsman's institutions in the region clearly came with some risks of being dragged into a highly politicised process (see context section above). Where other donors shied away, or focused on more direct service delivery, SC engaged by balancing a flexible approach with maintaining some 'non-negotiable standards' when it came to acting in the best interest of the child. Such risk management was not formally undertaken or part of the formal monitoring, but relied again on staff competency and political astuteness. In the future, standardised tools to more actively link risks to political and context analysis as well as to the programmatic response and results achievement would be desirable.

(iv) **Pragmatic approach:** As underlined by respondents from several of the visited Ombudsman's offices, a pragmatic approach was necessary. SC learned to 'back down' a bit on ambitions, not aiming for unrealistic achievements too soon, since *"pushing too hard would actually set us*

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[20] Interview with national stakeholder at the Ombudsperson institution.

back"[21]. At the same time it was (and still is) important to assess whether and how specific initiatives actually helped advance the overall progress on gradual rights fulfilment in line with State obligations. For instance, it was assessed that even though an Ombudsman may have limited effects on children's lives in the short run, its potential importance as an institution in the longer term would by far outweighs that. This has increasingly proven to be true as systems gradually start to be in place, with the children's rights Ombudsman institutionalised into national systems.

> *"We could either aim for un-implementable ideal solutions in relation to child rights, as we did initially and which is why many of the early efforts after the war failed. Or we could focus on going step by step, supporting the Ombudsman institution to be a mediator in a process between a person whose rights had been violated and a power-holder who could help change that. From that platform their mandate and influence could grow over time." (SCI staff member).*

CRC (and implicitly CRG) became increasingly the focus of SC programming around the year 2000 onwards, with an emphasis on **awareness-raising.** This programming area was pushed mostly by SCN and SCS. Feedback from interviewees suggested that focus at this point was not on linking actors into systems, but rather to work with already existing actors on projects that focused on child rights, or to add a child rights awareness and reporting component to other project activities. In other words, added to the vertical service delivery programming came elements of awareness -aising and capacity building on CRC with partners that already had established relations with SC. In the case of SCN, collaboration was initiated with CSOs who had long-standing competence on children's issues to build skills around CRC and to undertake CRC alternative reporting. The agenda was largely driven by SC, and linked to funding. As a preparatory phase to overall systems strengthening this approach may have had its merits. On their own, however, based on in-depth interviews with a small sample of CSOs, it is not evident that such *ad hoc* awareness initiatives by themselves had lasting effects. CSO respondents previously involved in service delivery for children during the emergency phase admitted to a steep curve of 'learning by doing' and in finding out how to maximise impact by e.g. collaborating and building coalitions for CRC monitoring and reporting. An achievement over time, however, was to link such stand-alone and sometimes parallel awareness initiatives into interlinked child rights implementation systems aimed at going beyond awareness raising on CRC.

(ii)   *SC as drivers, enablers and facilitators of processes*

Engagement under the previous two phases laid the ground for more formalised support to Children's Ombudspersons institutions from 2003-6 onwards, in line with

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[21] Interview with SC programme staff.

ongoing reforms[22]. SC funding went to institutional support – paying part of the office operational costs such as contributions to staff salaries, and to technical training and coaching, the organisation of outreach events to communities (initially) and schools, the production of educational outreach materials, and research/data gathering.

In this phase of **system development**, SC still acted as a driving force in the processes it engaged in, but *ownership was also gradually transferred* to CSOs and the Ombudspersons themselves. This was notable in the way Civil Society (CS) partners and SC-supported civil society network have gained skills and institutionalised access to relevant Ministries and in terms of providing alternative reporting, or in the way networks such as the CSO network in Bosnia "Stronger Voice for Children" now can access other funding sources for their advocacy work, like EU IPA funds directly without having to rely on SC. In the support to Ombudspersons' offices, staff initially paid for by SC, have gradually been included in the national budget with no paid staff functions still paid for by SC at the time of the evaluation.

SC has also works as an *enabler* and *facilitator of processes* during this stage. With a strong focus on systems development, the period since around 2003 and until around now has focused on developing and *linking capacities* for implementing child rights at different levels of the system.

In relation to support to Ombudspersons institutions, one **important innovation was the establishment of CRONSEE** (in 2006, with MoU signed in 2009) as a network of Ombudspersons institutions across the region, starting small, but gradually and organically becoming a network of 14 institutions from 12 countries in the region with the overall objective of enforcing child rights in South East Europe in accordance with the CRC. An important organising principle was also to focus on the problem of lack of data and documentation in an effort to strengthen the evidence-base on common issues applicable to across countries.

At the regional level, *four regional research projects* were conducted. Three out of four researches on the issues of sexual exploitation, child begging and exploitation of children on the internet were conducted by Ombudsman institutions while the forth one on documentation of the best practice models of communication between Ombudsman and children was conducted by SC. Based on feedback from Ombudspersons institutions, these regional initiatives were very important to advance their national level work as they:

(i)   provided solid evidence in areas where there is no official data gathering at national level,

(ii)   highlighted the regional and cross-border aspects of the problem which called for increased collaboration across borders beyond political divides (e.g. on child begging or sexual exploitation)

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[22] In B&H the Commission on Human Rights established under the Dayton Peace Agreement was reformed to appoint three state Ombudsmen to head the future single Ombudsman institution of B&H. Republika Srpska, BiH resisted this and kept their own entity institution, Ombudsman for Children of Republika Srpska, BiH

(iii)   comparisons across countries helped Ombudspersons put pressure on national decision-makers by highlighting how neighbouring countries dealt with the issue

(iv)   using examples of legal harmonization in line with European standards was important for countries with aspirations of joining the EU.

By formalising the network through a signed MoU between Ombudspersons institutions, it allowed institutions to work across borders on *common issues* in an otherwise deeply politically divided landscape. Initially, the annual meetings and the technical coaching for conducting the research was exclusively paid for and driven by SC as a facilitating mechanism. Currently, however, a system has been developed for a rotating chairmanship of the network with different countries hosting annual events. Many members of the network have also established personal informal links, with evidence of them interacting with each other informally between formal activities of the network.

At a *national level* the network was used to add leverage to initiate or support on-going reforms. Examples include the development of a protocol on how to deal with cases of sexual violence across institutions, efforts to deal with child begging (with links also to other SC programmes in the area of child protection), or an effort to study and reform social services as the 'first point of contact' for many children and their parents and vital for the Ombudsman to refer decisions in individual cases to. At international level, SC facilitated access of CRONSEE members to the *European Network of Ombudspersons for Children (ENOC)*, with CRONSEE being accepted as a sub-regional network.

Applying this issues-based approach to regional networking has also allowed for SC to pick up on issues and provide follow-up in its programming in other areas, such as in the area of child protection following the research on child begging. This is an important aspect of placing the identification of issues and ownership of special reports in the hands of the Ombudspersons institutions (and its partners) while using SC programming across thematic strands to innovatively support its follow-up and implementation.

At the level of *civil society engagement*, efforts have been undertaken to first strengthen national CSO child rights monitoring networks and coalitions which has emerged around a limited number of strong, and/or long-term SC partners in B&H[23], Montenegro[24] and Serbia. Individual CSO and CSO coalitions who have partnered with SC have been able to strengthen institutional links to national processes. Recent efforts have also been to link them into a Balkans CSO Child Rights Network – again to rise above some of the national divisions on issues like migration that are regional in nature, and by more effectively using examples from other countries in the region to lobby for national reforms.

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[23] Notably the CSO "Hi Neighbour" in Banja Luka and "Our Children" in Sarajevo both which have a long history of partnering with Save the Children since the early 2000's.
[24] Centre for Child Rights, Montenegro

Systems for *child involvement* have clearly been strengthened in that Ombudspersons have been supported to establish mechanisms to communicate with children directly as well as setting up different types of networks of 'young advisers'. SC also supported training of newly appointed staff of the child rights department of the B&H Ombudsman (mostly lawyers by profession) on how to communicate effectively with children – shifting from lecture style information dissemination in schools to be using more interactive tools and methods. Children have also been engaged to various degrees in the area of CRG through CSO partners, 18 children's groups formed and supported in the three countries in the last programming period (2009-12). Most of these groups are directly involved in monitoring and reporting on child rights (see also section 3.2 below).

(iii) SC as supportive equal partner

Looking at the ToC form a long-term systems strengthening perspective (Figure 2), it is possible to note that the evolving role of SC is linked to a number of processes and skills being facilitated and supported over time. It leads to a phase of system consolidation today where systems built up need to be partially but continuously supported – even if just through 'moral'[25] and technical support – and where SC increasingly can act as an equal partner where its links to a broader global child rights movement is more important than its role as a funding agency in the area of CRG. This is a very positive sign. It indicates that a national child rights governance system is emerging which is increasingly internally connected and which links with regional systems and funding sources available. In other words, that an *'operating system'* for national child rights programming is in place, where SC is needed as one of many actors in the movement.

A clear risk is nevertheless to withdraw support to some of the mechanisms closely supported by SC too early. Indications from interviews show that many of the emerging patterns of interaction are still in need of outside facilitation to bridge divisions or minimise the risk for politicisation. Sustainable funding is also an issue, particularly for Ombudsperson's institutions and the CRONSEE network which, as public institutions, do not have the same opportunity to engage in fundraising. Long-term contributions from donors will remain important in the years to come, and has enabled the network to function in the past since limited national budgets rarely are enough for regional networking or research. SC could continue to make a contribution – not only in providing the funding or facilitating funding contacts from the outside – but also to analyse and monitor national budgets *to build a case for secured funding for the Ombudsperson's office to fulfil its mandates through national budgets.*

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[25] It was noted that SC through its name and international recognition lends credibility to processes that they actively support. Such 'moral' support can safe-guard new institutions like the Child Ombudsperson or the CSO network monitoring government performance on living up to its commitments from being discredited or drawn into a politicization of issues.

As North West Balkans is in the process of piloting an 'investment in children initiative' consisting of budget analysis, child budget advocacy and budget transparency, it will be interesting and important to include aspects related to sustained funding for Children's Ombudspersons' institutions in such a strategy[26] If the work around the Ombudsperson's institution as a National Human Rights Institution (NRHI) following the Paris Principles is pursued, the funding mechanisms could be monitored, working more closely with parliamentarians and parliamentary committees[27].

Some of the efforts to support networking and building up a solid evidence base for advocacy at different levels (notably through CRONSEE) are still dependent on SC's funding. Such funding needs to remain flexible so that priority setting for selecting issues to focus on are firmly embedded with partners and not 'tagged on' too closely to new SC priorities like e.g. budget tracking[28].

There is a need to develop a system for *system performance tracking* to regularly see how different levels of the system interact, and whether such interactions are conducive for driving change processes forward. There is a tendency to stay within the 'comfort zone' and focus too much on the 'system', however, with abstract concepts like CRC meaning very little to particularly vulnerable groups where the adults rights are also systematically being violated. In order for the system to be *meaningful* in broader systems of social transformation and for the key target groups of vulnerable groups, it is therefore important to increasingly track how the child rights system interacts with other movements for social justice, and how innovative partnerships are forged to break new grounds (see also section 5).

Some promising examples noted in this case was the Montenegrian Child Rights Ombudsperson being invited to present the CRONSEE regional research on sexual exploitation and the internet at a big IT-fair, leading a recently initiated collaboration with one of the large telecom providers.[29]

4.   Lessons learned

4.1 Being the innovator

From a longer-term perspective, it is clear that there has been major 'systems innovations' over time in the way SC managed to position itself in relation to supporting and facilitating the institutional strengthening of Children's Ombudsman institutions in the post-conflict and volatile transition in the region. It was a niche that other actors and donors either were prevented from entering into (coming with too

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[26] It should be noted that this initiative is still being piloted at municipal level in BiH, but with the plan/strategy to scale it up to national levels.

[27] According the Paris Principles, NRHIs should be funded with a separate budget item on which the parliament decides to ensure its financial autonomy, and with sufficient funding allocated to pursue its core mandate.

[28] This was referred to as an example during interviews.

[29] The exact scope and outcomes of this collaboration was not yet well defined.

strong external agendas); or being seen to represent foreign interests whereas SC used its comparative advantage as a 'neutral' broker to advance the institutionalization of governance systems for children. The experience illustrates that there is scope for SC to influence governance issues in volatile governance settings and in post-conflict situations by applying some of the lessons learned in NW Balkans.

Advocacy around the establishment of the institutions along with quiet diplomacy and knowledge brokering led to the fact that Ombudspersons institutions now are able to exert additional leverage for accountability both nationally and in the region for child rights. In a context where political deadlocks prevail, the *regional approach* proved to be very valuable to rise above that and to concentrate on *issues across the divides*.

CRONSEE has demonstrated evidence of positive effects both for learning, innovation, evidence-based advocacy and increased level of cooperation between institutions that may otherwise have been stalled. This can largely be attributable to innovative use of an issues-based approach which also has provided valuable linkages to SC programming in other thematic areas such as child protection.

A key lesson is that CRONSEE, as well as the SC-supported CSO coalitions were built around concrete projects and interests and as a result of a real need. In the case of CRONSEE this need was for reliable data that is comparable across the region, with network members pulling together to produce these regional reports that were later used at national levels.

In the initial stages of systems strengthening, there was strategic long-term capacity building with a limited number of existing partners to undertake and lead coalitions for e.g. child rights monitoring. Such partners now make out the pillars of CR monitoring from a civil society perspective. Whereas they still need SC to be their equal partners, it is also important for SC to facilitate processes of linking with a wider diversity of actors with an increased flexibility in the partnership portfolio for ad hoc partners that can add strategic value to a particular change process. This should be done in a way that brings duty-bearers and rights holder closer together. For instance, instead of stopping at the level of monitoring local authorities on the level of child-friendly investments, SC could seek to foster innovative public-private partnerships to 'top up' insufficient local budget allocations, and in return ask for a matching commitment.

4.2 Being the voice <u>for</u> and <u>of</u> children
Although the Evaluation did not have a chance to observe or assess first-hand the effects of child participation in CRG except for attending one on-going event, the case found strong evidence of the fact that the voice *for* children (and to a certain extent *of* children) has been duly amplified by the establishment and wider recognition of Children's Ombudspersons institutions nationally and at entity level, as well as regionally through CRONSEE. Ombudspersons' skills to directly communicate with and involve children in their activities have also been strengthened, as well as their ability to handle individual complaints as an added channel for children to directly voice their concerns. This *clearly complements other*

efforts in the broader CRG and SC regional programme portfolio to promoting the role of children as *active and rights-holding citizens* since Ombudspersons at national and entity level in the sampled areas were vocal and visible, often appearing in the media or being sought out by journalists or opinion-makers to make a statement.

In terms of Ombudspersons' involvement and interaction with children, some interesting efforts have gone into categorizing different types of interaction between children and the Ombudspersons' office[30]. Representatives from Ombudsperson's offices referred to the useful skills and tools they had gained from SC's training and coaching. When communicating with children with a goal to ensure their participation in terms of setting institution's own priorities, Ombudsmen stressed treating the children's groups (either formal or informal) as equal partners in a dialogue. Informal feedback also increasingly gets to the Ombudsmen from the use of social media.

Several institutions also established the so-called Young Advisors Networks or Youth Advisory Panels of selected groups of (mainly high school) children who volunteered to become members of the network taking active part in the work of the Ombudsman. They come from various parts of a respective country, maintain regular contact with each other and with the Ombudsman by offering advice, giving suggestions and carrying out entire projects.

In the CRG portfolio more broadly, emphasis was put on children's groups as a means towards child participation in CRG (for evidence-based advocacy among decision-makers, awareness raising among peers on child participation, and empowering children to take an active role in their communities). Another approach was the establishment of children's parliaments at local/municipal level with an effort to also involve disadvantaged and marginalized children such as Roma children or disabled children. From the limited interaction possible with such initiatives within the scope of this case, the strategic added value and effectiveness of such initiatives as part of broader programmes was sometime unclear (participation by whom, for what purpose, representing whom, to advance what change process or to reinforce what/who's agenda).

Across the literature and documentation, there is still a heavy reliance on child groups as an entry point to *all categories of children, which appears as too simplistic.* While clearly supporting 'the right to be heard' there was a perceived need to avoid tokenism when it comes to the way children are asked to engage in governance, possibly by more clearly spelling out how child participation in CRG is empowering for different and diverse sets of children under what conditions and contexts.

At the national and even global level, child-led groups have been documented to be actively engaged and make valuable contributions in relation to international

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[30] Communication between Ombudsmen for Children and children, Per Miljeteig, June 2008. Discussion Paper, Save the Children Norway.

commitments of peace-building[31]. It is indicative of the impressive engagement of these potential youth leaders who are being trained and nurtured to speak out on behalf of children more generally. As long as their assigned task is clear that may be both appropriate and effective.

A consideration for future exploration, however, could be to more in-depth assess the effectiveness and more strategically differentiate between different approaches and strategies to child participation in CRG specifically. For instance, under what conditions and how can children best be involved in evidence-based advocacy for decision-makers *in a way that is actionable and closes capacity gaps*; when is peer-to-peer communications appropriate and *how are 'non-peers' included and reached* as part of addressing underlying governance gaps (through e.g. broader socialization of research findings or working with their enabling environment/first points of contact and care in a way that builds evidence into policy advocacy); and under what conditions is participation *empowering in a way that is actionable* to participating children themselves, and/or to broader groups of disadvantaged children.

4.3 Achieving results at scale

The notion of 'achieving results at scale' can be difficult to apply to the area of CRG, and in particular support to Ombudsperson institutions since results are not immediately visible. The number of individual cases handled – though important – only partially illustrates the institutions' perceived legitimacy. However, it's important to note that the percentage of resolved cases did in fact increase over the most recent programming period.[32]

Based on the long-term historical analysis laid out in section 3, this case would however argue that the systems development as a whole is a large-scale systemic result. Now, internal and external effectiveness (in terms of linkages within the system and the links between the system and the rest of the world) needs to be monitored so that SC can continue to adapt its role and support accordingly.

Contrary to other SC operating areas, and indicator of success is the *decreasing need for funding* as institutions and systems gradually become more self-sustained and e.g. the Ombudsman institutions 'take over' the payment of staff members who were previously paid by SC. In such cases, SC could potentially play a brokering role to ensure that such funding is secured by law, or that other actors get involved such as the private sector. Meanwhile, SC funds could be at least partially shifted to outreach and advocacy involving other actors, but it would be vital to continue to monitor the 'stability' of the systems supported since it is not yet assessed to be self-sustained.

Engaging in regular risk analysis and risk management linked to the evolving political situation in a region in transition was also found to be important. Several external

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[31] See: "We are not too young to build peace: Children and youth as actors in peace building" Global advocacy in New York 2012 (SCN, 2013)
[32] The Ombudspersons visited reported an increase from around 60-9

respondents ascribed SC's strategic engagement in institutional strengthening to being "politically astute" and "timely" in relation to on-going national processes. In order to rely less on key individuals and staff members in the future, it could be good to make sure such political context analysis is done on a regular basis. The analysis and management of risks should be, clearly balanced with analysis and management of both internal (programmatic) and external (context driven, political) risk.

4.5 Building partnerships

The importance of long-term trust building with key institutions like the Ombudsmen's offices have been highlighted throughout this note. Likewise, long-term and trusted partners within the CSO sphere is needed to bring in the long track record and in-depth knowledge about child issues. However, the methods of working of some of these long-term and 'trusted' child NGOs may not be the most innovative and up to date. There is a clear danger in being too 'inward looking', talking to like-minded, and sharing lessons in the form of published reports only (which someone who is not already in your own 'interest sphere' would pick up and read in full).

A few strategic partners (economic think tank institutes for budget tracking, IT industry, advocacy oriented CSOs, the media) would be needed to take advantage of the relatively large space children's rights issues get in the media and public discourse at the moment.

In that sense, more ad hoc partnerships should be linked to the function to be performed (door opener, technical knowledge or skills, as a channel for advocacy) with long-term allies remaining in funding or non-funding partnerships to drive processes forward.

In partnerships where SC aims to transfer ownership (e.g. to the Ombudsman), SC should also take care that their own branding and even more "imposing" presence as SCI undermines efforts to support partners as independent and legitimate institutions.

Importantly, more diverse partnerships may also be needed to reach and involve wider range of vulnerable children where the typical child led groups may fall short of representation or in their outreach.

A booklet explaining child rights produced by the 'Institution of Human Rights Ombudsman of BiH. Because of the institution's long name, the Save the Children logo dominates. If the desired effects of such outreach is to put the Ombudsperson in the driving seat for change, the SC branding could be less dominating.

5.   Recommendations in terms of categorizing and monitoring change

➢ **Tracking child rights system performance**

Important during the current and future phase of SCI NW Balkan's CRG interventions will be to set up monitoring systems that will regularly capture *child rights systems performance*[33]: i.e. how well the inter-linkages between the different levels (ombudsperson, children, CSOs, and government) work, to what extend to actors just keep monitoring each other, and to what extent do they align to shift paradigms in the legal or normative frameworks (official or public domains). Such monitoring also needs to better define the desired effects of support to different sub-systems, such as e.g. the support to Children's Ombudspersons in terms of their perceived legitimacy, reliability (validated through child engagement), credibility and interconnectedness (see Figure 1). In all of this, it will be important to self-critically reflect on SC's added value and role, as well as what types of expertise it needs to draw on as a global movement to usefully tap into and enhance performance.

➢ **Avoiding the 'bubble effect'**

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[33] See column three in Figure 3 on 'systems development'.

At the same time it will be important to also monitor how this 'child rights system' *interacts with other systems and movements for social transformation* so that children's issues are not side-lined as a separate issue but are integrated as a core human rights and socio-economic factor at the very heart of the country's development path. Key questions here would be whether innovative partnerships are fostered with other sectors, and whether SC's communications and advocacy reflects its priorities in this regard. This would help avoiding the *'bubble effect'* of mostly talking to like-minded groups and individuals – a tendency which was observed during the field visits for this Evaluation.

This latter aspect of role transformation and *monitoring of social change* would put the system to test in this later phases of transition towards democracy where there is scope for influencing the way governance systems and institutions are set up.
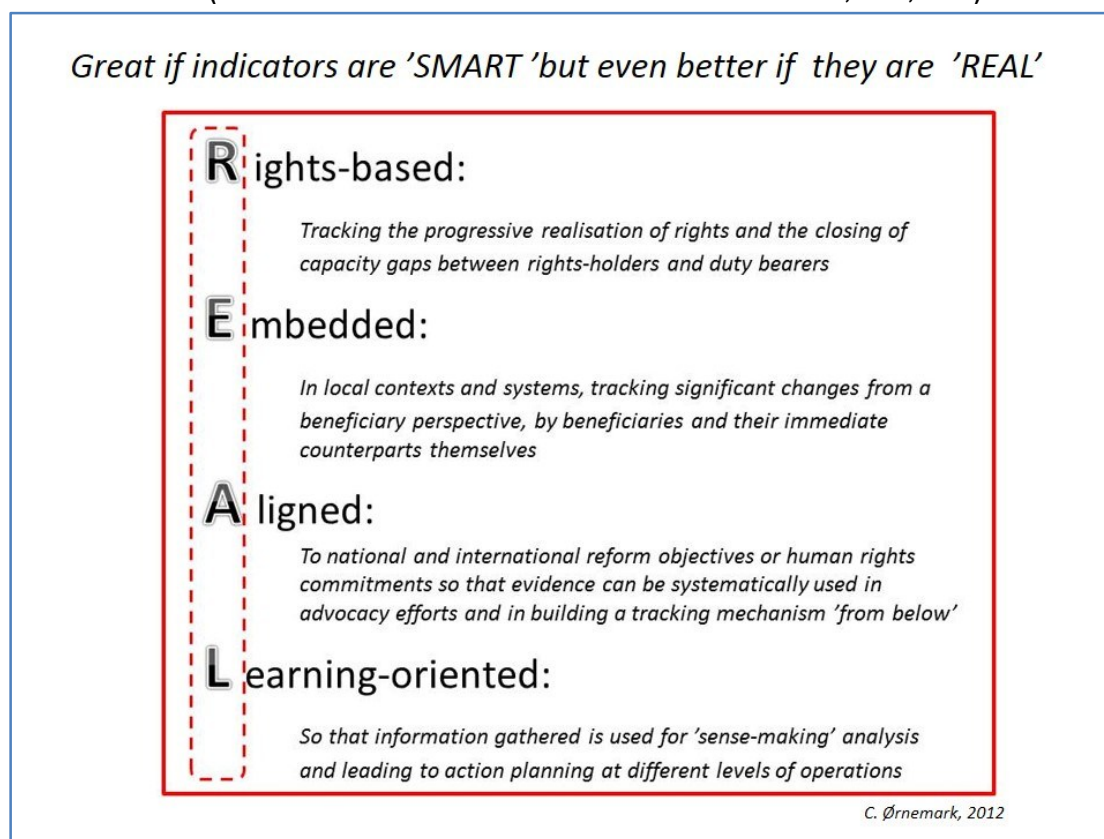
Evidence gathered in this case study showed that SC has significantly contributed to systems development over the last two decades in the post-war era. There is also plentiful evidence that these systems are largely *functional* and effective in producing outputs such as child rights monitoring, alternative reporting, conducting integrated tracking of the GMIs and conducting advocacy activities. In a political volatile context, there is less evidence that with certainty can indicate a level of sustainability of this systems – especially not in a still politically very volatile context and with funding constraints linked to an overall economic downturn coupled with bilateral donors leaving the region.

 ➢ **SMART and REAL**

Efforts to come up with global indicators across the SC movement have clearly called for many quantitative measures being introduced. These are useful for aggregation, but may mean very little in the broader CRG context. In the area of Ombudsperson support, the SC member indicator is: *"Establishment and effectiveness of an independent children's ombudsperson or commissioner"* which leaves a lot of room for interpretation in relation to the definition of e.g. "effectiveness".

The programme has a few indicators to illustrate institutional ownership and effectiveness (e.g. in willingness to take on staff on own budget). It would be good to complement these indicators with process oriented indicators following the different phases of support - e.g. perceived legitimacy among the public (and/or other audiences), case handling capacity (this is currently an indicator), ability (and examples) to influence discourse, content, etc. of policy proposals. Linking indicators more to change trajectories would help to check relevance outside the 'comfort zone'. Indicators could also seek to increasingly assess whether capacity gaps between rights-holders and duty-bearers are bridged through the intervention (e.g. Ombudsperson brokers relations between individual and social services, or initiates a study of social services as a 'first point of contact' for the child to advocate for sufficient resources. A guiding framework for this, worked out based on support to civil society in Western Balkan is referred to in the box below (see Figure 4).

Figure 3: Aligning the rights framework to monitoring the effects of support to civil society in Western Balkans (Source: "What about the results?" Charlotte Ørnemark, Sida, 2012)

Great if indicators are 'SMART' but even better if they are 'REAL'

Rights-based:

Tracking the progressive realisation of rights and the closing of capacity gaps between rights-holders and duty bearers

Embedded:

In local contexts and systems, tracking significant changes from a beneficiary perspective, by beneficiaries and their immediate counterparts themselves

Aligned:

To national and international reform objectives or human rights commitments so that evidence can be systematically used in advocacy efforts and in building a tracking mechanism 'from below'

Learning-oriented:

So that information gathered is used for 'sense-making' analysis and leading to action planning at different levels of operations

C. Ørnemark, 2012

Bibliography

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- *Review and Evaluation of the Division for the Rights of the Child in the Ombudsman Institution of the Federation of Bosnia and Herzegovina*, Turid Berger and Donna Kesler, October 2001

- *Review and Evaluation Report on the Implementation of the Project of the Ombudsman of the Republika Srpska "The Protection of Children's Rights"*, Prof. Valerija Saula, Faculty of Law of the Banja Luka University, Oct. 2006

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- *Montenegrin Human Rights Protector, Annual Reports 2011 and 2012*

- *The Institution of Human Rights Ombudsman of Bosnia and Herzegovina, Annual Reports 2011 and 2012*

- *Ombudsman for Children of Republika Srpska, Annual Reports 2011 and 2012*

- *"The State of Children's Rights in BiH, Serbia and Montenegro"*, Save The Children NorthWest Balkans, June 2013

- *Save the Children Norway South East Europe Regional Office Sarajevo Regional Strategy 2010-2013*

- *Situation Analysis feeding into the formulation of the 2013-15 Strategic Plan*

- *How to Improve Communication between Children and Ombudsmen in SEE,* Regional Report, SC NW Balkans, April 2013

- *"We are not too young to build peace: Children and youth as actors in peace building"* Global advocacy in New York 2012 (SCN, 2013)

- *Communication between Ombudsmen for Children and Children*, Per Miljeteig, June 2008. Discussion Paper, Save the Children Norway

- *Save the Children NW Balkans M&E Framework for the CRG Thematic Area, Programming period 2009-12*

- *What about the Results? Lessons from Support for Results-based Management among Sida-funded NGOs in Western Balkans,* Charlotte Ørnemark, July 2012

Annex 1 Terms of Reference

Evaluation of Save the Children's Child Rights Governance programmes

Making Children's Rights a Reality

SAVE THE CHILDREN is the world's leading independent organisation for children.
OUR VISION is a world in which every child attains the right to survival, protection, development and participation.
OUR MISSION is to inspire breakthroughs in the way the world treats children, and to achieve immediate and lasting change in their lives.

1 Background
Child Rights Governance (CRG) is one of six priority areas of work in SC's Global Programme Strategy 2010-2015. Nearly all governments in the world have ratified the UN Convention on the Rights of the Child (CRC) and in doing so agreed to establish a child rights system made up of laws, policies, institutions and processes to respect, protect and fulfil the rights of all children in their country. CRG aims to support and if necessary put pressure on states to put in place such a system, necessary to make rights realities, and facilitate a vibrant civil society (including children) able to hold governments accountable when they fail to do so. SC member organisations have joined forces in a CRG Global Initiative working to achieve the strategic objectives:

- Strengthened state institutions and mechanisms for the implementation and monitoring of children's rights
- Increased awareness and capacity among civil society and children to promote children's rights and hold duty bearers to account

CRG work supports the establishment of an environment where *all* children's rights are taken into consideration, and where the states take on relevant measures to implement them. In this sense a successful CRG programme will underpin all of SC's work and significantly contribute to the achievement of results of thematically specific SC interventions, e.g. in education, health, and protection.

The child rights focus generally became stronger in SC members' strategies and plans during the 1990s and the implementation and monitoring of the Child Rights Convention (CRC) started to appear as an explicit strategic objective early 2000. Child Rights Governance became a term and a distinct thematic priority in Save the Children's global strategy 2010 – 2015. Based on a quick mapping carried out in 2009, among 11 SC members, it was estimated that income for CRG programmes were 30 million USD. In 2011, 20 SC members spent together more than 47 million USD on CRG. The target as per the CRG business plan is 60 million USD before 2015. SC-Demark, SC-Sweden, SC-Norway, SC-Canada, SC- UK and SC-France, are contributing to the CRG initiative's core funding in addition to in kind support in the form of human resources. CRG programmes are implemented by SC country offices and local partners, by regional and international CRG offices (advocacy), and by SC member head offices (advocacy)

1.2 Save the Children's theory of change

Save the Children adopted a Theory of Change (ToC) in 2010 to provide overall strategic guidance to its programs. A ToC explains how organizational and financial resources will be converted into desired social results. The ToC is comprised of four linked goals, which all SC programs should seek to implement in concert, in order to achieve long-term impact for children[34].

Be the innovator: Programs should analyze outcomes, using evidence to identify the most effective interventions. Effective programs should also be designed so that they can be replicated in other parts of the region and/or country.
Be the voice of and for children: Direct service delivery can improve the lives of many children, but far more can benefit if SC influences the political priorities of governments and decision makers in positions of power. Accordingly, programs should garner public and political support for interventions and causes.
Achieve results at scale: Programs should scale interventions so that they have nation-wide impact. However, rather than scaling programs itself, SC should utilize other NGOs and/or the government. This will empower local organizations and ensure local ownership of program interventions, leading to sustainable development.
Build partnership: Partnerships are central to each of the goals. Programs should form partnerships to advocate and leverage those relationships to achieve scale. Partnerships should facilitate the sharing of ideas, experience, and resources, and the building of mutual capacity.

Save the Children's ToC set us out to develop and test evidence-based solutions with a view to scaling them up through advocacy and partnerships.

2 Purpose of the evaluation

Save the Children is commissioning an evaluation of our CRG programs. The evaluation will involve a mapping of SC's CRG programmes globally and an impact study of a selection of them with the purpose of:

- Providing SC with a better overview of types of CRG interventions (including advocacy) at the national, regional and international levels, and a system for classifying types of outcome and impact resulting from them
- Providing SC with evidence of outcome and impact, positive and negative, intended and unintended, and establishing causal links between outcomes at system level and outcomes and impact for children. We hope that the learning from this evaluation will help us to make strategic decisions about priorities and directions in CRG, and develop our programmes, based on evidence. Examples of impact and good practice may also be used to attract donors, partners and allies to the work for children's rights. Furthermore,

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[34] This description of SC's Theory of Change is based on a graduate study, *Rooting Organizational Change at Save the Children* (de Vulpillières and Hu, 2011).

findings from the evaluation can prepare the ground for evidence based advocacy for children's rights.

- <u>Providing SC with a manageable methodology</u> to capture outcome and impact from different CRG programmes through monitoring and evaluation.

A well-known challenge in working to make human rights a reality is how to measure change – real change in the lives of rights holders. Monitoring data can only take us half way, and often stop at outcomes such as observed system change (be it laws, institutions, policy documents, action plans etc). Measuring the long term outcomes and impact in people's lives resulting from those system changes require a longer time dedication and more sophisticated methodologies, also addressing attribution, than project funding usually allows for. This evaluation should help us to both document and better understand if and how longer term outcomes and impact come about, and suggest a methodology to better capture such changes within our M&E framework in the future.

3 Objectives and key evaluation questions

The objectives for the evaluation are:

1. Improved overview of SC's CRG interventions globally, and developed methodology for classifying and measuring different types of impact from CRG work.
2. Identified and documented intended and unintended, positive as well as negative outcome and impact in selected CRG programmes
3. Identified factors facilitating or obstructing positive CRG outcome and impact for children in different CRG projects and contexts.
4. Identified good practices in designing and implementing CRG programmes in order to achieve positive and sustained change for children
5. Identify assumptions on casual effects of specific interventions in programme contexts, and critically examine whether those are valid.
6. Assess how the theory of change is underpinning CRG work, and to which extent the theory of change is being implemented
7. Assess how CRG programmes link to other thematic priorities in the country offices

The following set of evaluation questions should guide the evaluation team in further developing the evaluation design and questions in cooperation with CRGI before an Inception Report is finalized. Evaluation questions should be refined in a participatory process involving SC staff and partners, other stakeholders and very importantly, children, when the evaluation start up in each case country. The external evaluation team will facilitate this process.

Evaluation questions:
1. How can CRG interventions at the national, regional and international levels and results from them be classified and measured?
2. What outcome and impact (positive and negative, intended and not intended) can be found from the selected CRG interventions?
   - on system level
   - in children's lives
3. Where the selected CRG interventions relevant in the context and how has relevance been assessed and taken into account during the implementation?

4. To what extent are outcomes and impact sustainable?
5. How was sustainability designed into the interventions?
6. What has SCs added value been in bringing the outcomes and impact about?
7. Why were some interventions successful and others not? Which factors are contributing to success versus failure, looking at programme design; implementation model (organization, skills and capacities, partners, involvement of children and communities, timing etc); political, economic and cultural context; relations with key stakeholders; funding etc?
8. How has risks, including risks for children involved, been managed from project design, through implementation, monitoring and evaluation?
9. Have SC missed opportunities in promoting a CRG agenda in the selected case countries? What was the consequences?
10. Are there cases of high impact and good practice that can be shared as models for CRG work outside the original context?
11. To what extent do the country offices lift their CRG agendas to regional and global levels, and what role do the different SC bodies, including SC advocacy offices, play in this?
12. Which intervention logics/theory/theories of change can be detected from programme implementation? Are these convergent with SC's overall Theory of Change?
13. Is it possible to identify some common 'success factors' or 'enablers and obstructers' for achieving impact for children through CRG work across the different CRG programmes evaluated?
14. What role do partners, including child clubs and child led groups, play in bringing about outcomes and impact in CRG? Has cooperating with SC increased the capacity of partners? If so, in what way?

4 Evaluation design and methodology

The evaluation should be carried out in two phases:

1) a desk study mapping of a wide range of different CRG interventions in different geographic areas leading to a classification of intervention and selection of cases to look closer at in the next phase
2) an in-depth evaluation of the selected cases to assess outcomes and impact of long term CRG interventions, and to identify the process leading to impact.

4.1 Phase 1: Mapping, classification and selection of projects

Classifying types of outcome and impact resulting from CRG work, and develop a methodology to actually capture such evidence, is a key task in this evaluation. Hence, the evaluation team will be invited to develop a classification and methodology as a first product and apply it in the impact assessment of the selected cases to answer to the objectives of this evaluation. Four to six case countries and CRG programs should be selected for the purpose of data collection. To inform the selection of projects for phase 2 we propose the following criteria:

- Selected CRG programmes (cases) should reflect the key components of the global CRGI strategy
- The projects should have been implemented by SC or/and partners for a period of minimum five years in order to allow for medium- and long term results and impact. When choosing to focus on program with a relative long and stable lifespan, it will also be possible to look at historical development to identify important steps and strategic choices along the way.

- Among the cases there should be examples of interventions where monitoring data indicate success. After conducting a more thorough impact assessment of the same interventions, it would allow for a critical analysis of how trustworthy monitoring data is in measuring outcomes in this field. These cases should also allow for a critical assessment of the assumed causal links between the short term and medium term outcomes at system level and longer term outcomes and impact in children's lives. This would help SC to understand better how to build a trustworthy M&E framework for CRG. Such cases will also have a potential to bring important learning to the larger group of CRGI stakeholders.
- The selection should ideally represent projects funded and supported by different members, in order to capture potential learning from different practices.

Both SC country offices, member head offices and SC advocacy offices will have archives of historical data that can be scanned in desk review. SC programme staff, child led groups and partner staff are obvious sources of information, as well as stakeholders in programme countries. Information should be validated with programme beneficiaries. The evaluation steering group will provide the evaluation team with the following data sources for the mapping in phase 1:

- Financial information on CRG projects 2010-2013 (2013 budget)
- Annual reports, annual plans, CRG strategies, donor reports, evaluations and any other relevant written material about CRG programs
- Members' Indicator dataset, where available
- CRGI indicator baseline dataset 2011 (raw data)
- CRGI funding mapping 2012/2013

In addition to the written material, the evaluation steering group and other SC staff are available for interviews to provide the evaluation team with more information if requested.

By end of Phase 1, the evaluation team should present the mapping and classification, and suggest a selection of 4-6 cases for the phase 2 impact assessments. After receiving input from the evaluation steering group, the evaluation team chooses the final cases.

4.2 Phase 2, Impact assessment of selected cases

As the CRC is the foundation of the work of SC, it is vital that the evaluation of its CRG programme is solidly anchored in the CRC and the human rights-based approach to development commonly understood and agreed in the human rights community[35] For that reason, methodology has to evolve with the evaluation and only basic principles will be set here:

1. A state of the art impact assessment methodology is required, relevant for human rights and good governance interventions, combining quantitative and qualitative

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[35] See for example, the UN Statement of Common Understanding of Human Rights Based-Approaches to Development Cooperation and Programming, 2003.

data, with a historical retrospective approach. The question of added value and attribution should be explicitly addressed.[36]

2. The methodology should also help us understand the process leading to impact as well as processes failing to produce the intended impact, and how context influence.

3. The OECD/DAC evaluation criteria should be applied (Relevance, Efficiency, Effectiveness, Impact, Sustainability).

4. The methodology should enable the team to identify and explore the contextualization of the Theories of Change implied in the different programmes.

5. A more critical external audience in the selected programme countries should be able to input to the evaluation (human rights experts and advocates, INGOs and others)

6. Stakeholder participation and especially the meaningful participation of children and youth is key to any SC evaluation process, and a process to ensure this should be outlined in the Inception report. Evaluation activities must comply to SC Practice Standards for Child Participation (http://www.savethechildren.org.uk/resources/online-library/practice-standards-children%E2%80%99s-participation), as well as SC's Child Safeguarding framework and Ethical Standards for M&E.

5 Organization, roles and responsibilities

Evaluation Team:

The evaluation should be led by an external evaluation team (consultant(s)/researcher(s)) with extensive evaluation experience and competence in human rights/child rights. In each of the case countries we suggest that one national consultant/researcher with the necessary competencies is commissioned to support the global evaluation team.

We would like to see involvement of staff, partners, children and government in the evaluation process in programme countries, both in the design phase and in the feedback of findings and recommendations.

The evaluation team will be responsible for developing the research methodology, facilitating participatory processes and managing data collection, as well as writing up the reports and presenting the findings and recommendations. The external evaluation team is ultimately responsible for conclusions and recommendations, and the quality of the evaluation reports.

The team of researchers/consultants is expected to fill the following requirements:
- Documented experience in undertaking impact studies in the field of human rights.
- Documented knowledge of the UN Convention of the Rights of the Child
- Fluency in the English language, written and spoken.
- A record of interest in/publications on methodology for capturing social change will be an advantage
- Experience with Child Participation is an advantage

National consultant/researcher should be recruited by the global evaluation team itself through their own networks, is possible, or calls will be sent out from the

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[36] See Howard White and Daniel Phillips 'Addressing attribution of cause and effect in small n impact evaluations: towards an integrated framework', 3ie working paper 15, June 2012.

selected country offices and managed by SC if necessary

<u>SC evaluation management</u>

The Steering Group will approve the Inception Report and the draft final reports after consultations with the Reference Group.

Case country offices will be expected to engage at SMT level as well as the relevant M&E staff and CRG staff, giving input to design, facilitate in the organization of the evaluation team's field visit, data collection, and child participation activities, as well as in commenting on draft reports and help feedback to participants at country level. The country offices will also be key in sharing and learning from the evaluation.

6 Deliverables

- A *classification* of the CRG interventions based on the initial desk study mapping, based on available documentation.
- *Inception report*/detailed work plan for the evaluation to be approved by the Steering Group
- A *methodological framework* for measuring outcome and impact from CRG work, designed for an INGO like SC, taking the already established SC M&E system and global indicators into account.
- Draft and final evaluation *reports* per case country (maximum 20 pages) in English, with executive summary
- Final *global evaluation report* (maximum 30 pages) with executive summary, in English
- *Easy-read version* of an extended executive summary, in English, for children
- *Visual (PP or other) presentation* of findings and recommendations
- *Presentation* at one CRGI workshop or conference

Project name:	Impact assessment of SC's Child Rights Governance Programmes
Commissioned by:	Save the Children Norway/ CEO Tove Wang
Project owner:	SCN and CRG GI
Project manager:	Brynjar Sagatun Nilsen, M&E adviser, CRG GI
Project Group:	Brynjar Sagatun Nilsen, M&E adviser for CRG GI (Project Manager), Ingunn Tysse Nakkim, M&E adviser SCN, Turid Heiberg
Steering group:	Lene Steffen, Director CRG GI Christine Lundberg, SCS Annette Giertsen, SCN
Reference group:	Jessica Sjolander Susanne Kirk Christensen, SC Denmark Ulrika Soneson Cilliers, CRGI Ljiljana Sinickovic, SC North-West Balkans Pedro Hurtado, CRGI Davinia OvettBondi, SC Geneve Office Godwin Kudzotza, SC Zimbabwe Alison Holder, SC UK Will Postma, SC Canada Lalaine Sadiwa Stormorken – CR adviser SCN Nora Ingdal – Strategy development adviser, SCN Hanne-Lotte Moen – Account manager Norad, SCN

Possibilities for video documentation should be explored during the evaluation process.

7 Timeline

First SCN consultation with CRG GI	Mid October 2012	*Done*
Draft ToR shared for comments	By 23th November 2012	*Done*
Second draft ToR for review	25th January	*Done*
ToR approved	11 Feb	
Call for external consultants/reseachers, application period, selecting evaluation team	11– 25 Feb	
Signing contract	By 4th March	
Desk review and draft Inception Report	By end March	
IR approval	Early April	
Start-up workshop in one case country	Early April	
Field work/data collection	April – July	
Draft reports	Late August	
Participatory reflection and feedback	Mid September	
Final reports	Early October	
Presentations and input to follow up plans	October and November	

8 Budget/Resources

SCN will fund the evaluation, covering consultancy for approximately 140 days in total (global and national consultants/researchers) and cover travel costs, accommodations and participatory workshop(s). A detailed budget will be prepared based on the consultancy fees agreed and case countries selected.

9 Plan for dissemination and learning

A plan will be developed by CRGI in close cooperation with SCN, other members and the involved country offices. Feedback to stakeholders, particularly children, who were involved in the evaluation, is essential.

The evaluation reports will be published on the SC web. COs are also free to translate (if necessary) and publish the report locally. The reports will also be used to extract briefing documents, lessons learned documents, communication materials, and presentation at workshops/conferences.

Annex 2: List of people interviewed

Ombudsperson's institutions

BiH Ombudsman for Human Rights *Ombudsman Ljubomir Sandić*
Aleksandra Marin-Diklić, Head of Department and
Deputy Ombudsman, Department for Child Rights

Montenegrin Protector of Human Rights
and Freedoms *Ombudsman Šućko Baković*
Nevenka Stanković, Deputy Ombudsman and Head
of Child Rights Department,
Duška Šljivančanin, associate

Republika Srpska Ombudsman
for Children *Ombudsman Nada Grahovac*

Civil society

Hi neighbour, Banja Luka *Nada Uletilović, Director*
Aleksandra Kukoljac, Programme Manager

In Spe, Banja Luka *Child-led group facilitator Jovana Vuković*

Our Children, Sarajevo *Zehra Selman, Secretary General*
Berina Hamzić, Programme Coordinator

Centre for Child Rights, Montenegro *Rajka Perovic Cica, Director*
Jadranka Gluščević, Programme Manager

Save the Children International NW Balkans Office staff

Ahmed Pjano *Director of Programmes*
Ljiljana Siničković *CRG Program Manager*
Andrea Zubčević *Country director*
Zlata Artuković-Miliša *Director of Finance*
Aida Ivković *CRG Program Coordinator*
Adrijana Pinek *CRG Program Officer (until end of September 2013)*
Debriefing with programme staff (Child Protection, Education)