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**GENDER COUNTRY PROFILE FOR BOSNIA AND  
HERZEGOVINA  
(Lot 1 COM)**

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**GENDER COUNTRY PROFILE  
FINAL REPORT**

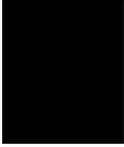
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## *List of Abbreviations*

BiH	Bosnia and Herzegovina
CEDAW	The Convention on the Elimination of All Forms of Discrimination against Women
CSO	Civil Society Organization
EU	European Union
FBiH	Federation of Bosnia and Herzegovina
FIGAP	Financial Mechanism for the Implementation of the Gender Action Plan of BiH (Finansijski mehanizam za implementaciju Gender akcionog plana BiH)
GAP	Gender Action Plan of Bosnia and Herzegovina (Gender akcioni plan Bosne i Hercegovine)
GEA	The Gender Equality Agency of BiH
GC FBiH	Gender Centre of the Federation of Bosnia and Herzegovina
GC RS	Gender Centre of the Republika Srpska
GE	Gender Equality
GM	Gender Mainstreaming
HH	Households
HBS	Household Budget Survey
IGMMS	Institutional Gender Mechanisms
HIV	Human Immunodeficiency Virus
MDG	Millennium Development Goals
NGO	Non-governmental Organizations
OSCE	Organization for Security and Cooperation in Europe
RBM	Result Based Management
RS	Republika Srpska
SDC	Swish Development Cooperation
SIDA	Swedish International Development Cooperation Agency
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UN Women	United Nations Entity for Gender Equality and Empowerment of Women

## *Summary*

Gender Country Profile Study for Bosnia and Herzegovina is the first study of that kind for an accession country. The major purpose of the assignment described in ToR is an intention of the EU Delegation in BiH to engage an external expert who would produce Gender Country Profile, based on Gender Assessment, which will be conducted in line with the EC Priority Areas of Development Cooperation, and which will serve as the basis for future intervention in the country. It builds on EC Communication on Gender Equality and Women Empowerment in Development Cooperation. Gender equality is not seen only as an aim per se, although it is a fundamental human right issue, but also as a precondition for sustainable development and durable peace.

The analysis is bringing conclusions and recommendations within EC Priority Areas for Development Cooperation, which will potentially serve as a basis for future creation of projects financed through European Union Instruments (IPA – Instruments for Pre-Accession Assistance and EIDHR – European Instruments for Democracy and Human Rights). The purpose of the analysis is to establish a baseline context, which will identify needs and define recommendations for IPAIL. The analysis is made along the line with Draft Outline Strategy Paper for Bosnia and Herzegovina (EU assistance during the period 2014-2020).

General objectives of the analysis are defined as following:

- Establish a baseline context for development cooperation in a domain of GE
- Make an analytical overview of GE situation, contextualized in BiH society
- Identify lessons learned and best practices, opportunities and constraints
- Give conclusions and recommendations of GE issues along the thematic areas and formulate recommendations for specific actions and GM of IPA projects.

This study is divided in three parts. The first one is providing the framework for the analysis and it also offers analysis of the normative and policy framework, including stakeholders' analysis. The second part is an analysis of the 'real' gender equality situation in the country, while the third one consists of conclusions and recommendations, including the SWOT analysis, lessons learned and the list of best practices.

Major conclusion is that BiH has set up successfully legislative and policy framework for gender equality and that in many aspects it is a regional leader in that domain. However, normative approach needs to be supplemented by stronger effort for 'the real equality' to be achieved. A movement is needed from 'equality of rights to equality of results'. In depth analysis has shown that in a country with a high level poverty and a high level social exclusion, gender inequalities need not to be singled out as the most relevant of all inequalities (with the exception of gender based violence), but instead, linked to other inequalities and exclusions. It is the accumulation of different types of inequalities which actually puts people to higher risks of poverty and marginalization. Political and institutional set up of the present BiH society is creating additional discrimination among citizens, which is only contributing to higher inequalities and increasing the general feeling of social

injustice. Gender inequalities as subject of policy intervention should be taken in connection with other lines of social differentiation, which includes ethnic divisions and minority status, age, regional and rural-urban differences, including the latest differences produced by disastrous flooding. In other words, gender inequalities should be approached and treated within the complex web of social inequalities and impoverishment, which are increasing in BiH society. For this reason also, gender mainstreaming, is the best strategy. To be sustainable, gender mainstreaming requires institutionalization, but cultural change as well.

There is a pronounced need at the moment to link gender equality projects with the economic empowerment of women. This is one of the most difficult challenges, since the economic situation in country is actually worsening. However, if this task is approached from development perspective, and women's resources are seen as relevant for the development, than the question moves from the employment of women to self-employment, entrepreneurship, social entrepreneurship, creation of farm collectives, development of agribusiness etc. These other possibilities require profound change of the institutional environment, towards support to different economic initiatives.

Scattered and fragmented interventions in domain of gender equality can respond to some immediate needs, or enhance the learning about the context. However, it is evident that projects which include several municipalities or several health centers can not really introduce large scale social change. Only institutions which are spread on the whole territory, can and should provide services for the population in systematic and equitable terms, and that could eventually have large scale effects. Gender mainstreaming of Centers for Social Work, educational and health institutions, etc. from the level of local community to the state, is the only way to ensure systematic and sustainable change.

## 1. PART ONE – Framework for the Analysis

### 1.1 Objectives of the Assignment

The major purpose of the assignment described in ToR is an intention of the EU Delegation in BiH to engage an external expert who would produce Gender Country Profile, based on Gender Assessment, which will be conducted in line with the EC Priority Areas of Development Cooperation, and which will serve as the basis for future intervention in the country. It builds on EC Communication on Gender Equality and Women Empowerment in Development Cooperation. Gender equality is not seen only as an aim per se, although it is a fundamental human right issue, but also as a precondition for sustainable development and durable peace.

The analysis is bringing conclusions and recommendations within EC Priority Areas for Development Cooperation, which will potentially serve as a basis for future creation of projects financed through European Union Instruments (IPA – Instruments for Pre-Accession Assistance and EIDHR – European Instruments for Democracy and Human Rights). The purpose of the analysis is to establish a baseline context, which will identify needs and define recommendations for IPAI. The analysis is made along the line with Draft Outline Strategy Paper for Bosnia and Herzegovina (EU assistance during the period 2014-2020). That document identifies the following policy areas and sectors:

**Policy Area: Transition Process and Institution Building**

1. Sector: Good Governance and Public Sector Management
2. Sector: Rule of Law

**Policy Area: Regional Development**

3. Sector: Transport
4. Sector: Environment and climate change
5. Sector: Integrated local development

**Policy Area: Employment, social policies and human resources development**

6. Sector: Education and Human Resource Development
7. Sector: Employment and social policies

**Policy Area: Agriculture and rural development**

8. Sector: Agriculture and rural development

The overall approach to the assignment of Gender Country Profile is in line with the EU Action Plan on Gender Equality and Women empowerment (GEWE) in Development adopted by Council in 2010, which identifies the following objectives:

- Ensure that gender is mainstreamed in EU funded projects;
- Prioritize in-country civil society participation, capacity building and advocacy on GEWE;
- Improve the EU monitoring, accountability and transparency on allocation of funds for GE in development;
- Strengthen EU support to partner countries in their efforts to achieve Millennium Development Goals (3 and 5).
- Strengthen EU support to partner countries in combating gender-based violence in all its manifestations, as well as discrimination against women and girls.

## 1.2 Objectives of the Analysis

General objectives of the analysis are defined as following:

- Establish a baseline context for development cooperation in a domain of GE
- Make an analytical overview of GE situation, contextualized in BiH society
- Identify lessons learned and best practices, opportunities and constraints
- Give conclusions and recommendations of GE issues along the thematic areas and formulate recommendations for GM of IPA projects.

Specific objectives are defined as following:

- Make analytical overview of Gender Equality Issues in BiH
- Provide generalizations beyond single project/programmes
- Identify good practices and lessons learned
- Identify opportunities and constraints at different levels
- Provide Action recommendations - EC priority areas for development cooperation for future projects (gender mainstreaming and specific actions)
- Provide Recommendations for GM of IPA projects

In relation to the above objectives two issues are important. The first one is related to the issue of contextualization. While in the last ten years the relevance of context in policy making is becoming more and more recognized as a valid issue, it seems that often it is mistaken with simple quantitative indicators related to gender equality in a certain country, or a region. In this specific assignment, since the overall objective is to define baseline context for GE in Bosnia and Herzegovina, the issue of contextualization is understood and applied in the following manner:

- Gender equality issues are connected to the social context with its specific characteristics (specific design of BiH)
- Gender inequalities are related to other social inequalities: ethnic, educational, different social and economic exclusions based on regional differences and urban-rural divide
- Gender inequalities are related to other legal and administrative barriers due to the unique constitutional design of BiH
- Gender equality is treated in the light of sustainability of both the state and civil society
- Gender equality is approached in terms of gender, not only women, in line with GAD approach

Contextualization of gender equality issues at contemporary Bosnia and Herzegovina is bringing more realistic and balanced understanding of gender equality, in line with the momentum, with the clear account of what has been already achieved in that domain, and in accordance to new knowledge about gender and development.

### 1.3 Methodology

Methodology applied for this complex assignment is utilizing different methods of collecting data and different sources, such as:

- Desk review of documents (reports, laws, publications)
- Gender sensitive statistics (official statistics)
- Qualitative and quantitative data from gender relevant research (academic, NGO or research from gender mechanisms)
- Interviews with stakeholders (representatives of NGOs, gender mechanisms, and researchers)
- Library research – books and journals
- Internet research and social media, including media and alternative media
- E-mail questionnaires and e-mail exchange

Since this assignment is mainly an overview of the existing phase of intervention into the policy field of gender equality, major sources were obtained through desk review (documents, reports, research, publications). Gender sensitive statistics from official sources was also used, as well as quantitative and qualitative research produced by academia, NGOs or by gender mechanisms. Since there are actually many sources which provide material for the analysis available on Internet, or on a demand, the largest part of information is obtained through desk review, and consequential analysis. Newly produced sources were given priorities over the older ones, and sources from institutional background were given priorities over non-institutional sources. Interviews which were planned with the major stakeholders (NGO representatives, gender mechanisms, donors, researchers and experts), were conducted during February, and interrupted due to the civic protests. While desk review was mainly related to Internet research and some publications, social media was used to explore political momentum and dynamics in BiH during the protests, as well as during the floods, to be able to understand the relevance of the events for gender equality issues. Mail questionnaire was used in several cases for clarifications and information.

- Some of the limits of methodology are related to the quality of sources. It is interesting that if a comparison is made with a quality of sources which were available and used in National Report on Bosnia and Herzegovina in 2003 (as a basis for the study for the European Parliament: Social Position of Women in South Eastern Europe <http://www.vladars.net/sr-SP-Cyrl/Vlada/centri/gendercentarrs/media/vijesti/Documents/final%20final%20%20gender%20study%20bih.pdf>), a major step forward has been made. The general level of knowledge, of theory and methodology, is much higher, which enabled also better analysis. However, there are also some weaknesses, which can be summarized as following:
  - Ad hoc research is still present, meaning that research is being done without theoretical grounding and linkage with similar research, which necessarily leads to low quality of methodology and weak conclusions.
  - Gender Statistics („Women and Men in BiH [http://bhas.ba/tematskibilteni/BHAS\\_Zene\\_Muskarci\\_BH.pdf](http://bhas.ba/tematskibilteni/BHAS_Zene_Muskarci_BH.pdf)) has serious limitations related to the relevance of data (especially in connection to the social protection), has mistakes in definitions of demographic indicators (fertility rate, and life expectation),

and needs serious improvements. Although census was conducted in October 2013, census data are not available at the moment. The latest version of the publication “Women and Men in BiH” was issued in April 2014, so the data in this Report were updated, where possible. Since this publication contains more gender sensitive data than the previous one, the consultant introduced new info into the Final Report, which was not present in a Draft Report.

- There is overlapping of information and many publications are recycling official reports, mainly CEDAW Report and alternative reports.
- Interpretation of the results achieved in GE is still to a large extent dependent on the position of the stakeholder, i.e. Gender mechanisms, or NGOs. Partly this situation is produced by the very nature of international reporting (CEDAW Report and Shadow/alternative Report), but also by donors policies.

However, it is important to note that gender equality is a dynamic field with important changes and developments on the level of theory, research and policy making, nationally and internationally. Therefore, the very process of learning how to improve gender equality necessarily creates new demands, as well as new solutions. The initial task to apply Gender Toolkit which formulates EU strategy and offers a set of methodologies, indicators, practical tools, and approaches for GM in External Action, has been modified in accordance with somewhat different requirements and situation in the case of accession countries, such as Bosnia and Herzegovina. Sources and their quality, as well as real achievements in GE, in many ways reflect this advanced position of BiH.

Finally, this assignment is being realized through a number of steps:

- Desk review (January)
- Filed work and data collection (February)
- Kick off meeting at EU Delegation in BiH (5 February, 2014)
- The second meeting at EU Delegation in BiH (13 February, 2014)
- Writing of a Draft Report (March, April)
- The third Meeting at EU Delegation in BiH (22 Aril, 2014)
- Delivery of Draft for GM specifications for IPA projects (25 April, 2014)
- Delivery of Draft Report (11 May, 2014)
- Feedback on Draft Report (19 May, 2014)
- Delivery of the Final Report (25 May, 2014 )
- Feedback on the Final Report (30 May)
- Final Report Presentation (19 June, 2014)

#### **1.4 Setting the Scene:**

##### **Situating Gender Equality Issues in Bosnia and Herzegovina**

Gender equality issues, from reality of gender inequalities, to legislation and implementation of the laws and policies, are situated in a complex context of transnational, international, and national structures and dynamics. To make an assessment of gender situation in a certain country, it is necessary both to understand the social and political contexts, nationally, regionally and internationally, as well as to understand the changes of the

‘gender policy field’ itself. Once those contexts and dynamics are captured, opportunities and constraints become clearer, and the development of gender equality could be approached as a complex social learning and interactive process which creates profound social change. That is the basis for the overall assessment of the gender equality situation in the country and strategies and policies which have been applied. That is also the starting point for the recommendations and context sensitive definition of future priorities. In a case of Bosnia and Herzegovina as an accession country on the road to the EU, ‘setting the scene’ implies the EU framework on gender equality on one hand, and lessons related to the policy field of gender equality in the Balkans. While the first one, together with international conventions, provides a normative framework, the second one enables deeper understanding of both similarities and specificities of BiH context in terms of obstacles and opportunities.

#### **1.4.1 EU Accession and Gender Equality**

The European Union (EU) is besides UN one of the most important international actors in the field of gender equality. The principle of gender equality has unlike any other area of EU social policy grown in scope and relevance with the European integration process. EU strategy for gender equality in accession countries has been developed step by step, as a learning experience, predominantly based on experience in development cooperation. Promotion of GE in accession countries is a combination of three approaches which are used simultaneously and complementarily:

- Political and policy dialogue with accession countries
- Explicit and comprehensive gender mainstreaming of all sectoral programmes which are and will be financed by pre-accession financial instruments (IPA, including infrastructure, climate, agriculture etc.)
- Further assistance for specific actions, targeting one or other gender, to achieve gender balance and gender equality in all spheres of social life.

EU has been increasingly active in promoting gender equality in its external action, including in its development cooperation and humanitarian aid. For example, in 2008 the EU adopted an Agenda for Action on MDGs to step up efforts to achieve the MDG targets by 2015 that contained a strong focus on gender equality (MDG 3). Besides supporting Millennium Development Goals, EU has also developed some other documents, such as Consensus on Development (2005) which recognizes gender equality as a goal in its own right and identifies it as one of the five essential principles of development cooperation. In April 2007, building on the Consensus, the Commission adopted a Communication on Gender Equality and Women's Empowerment in Development Cooperation. The subsequent Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation called on the Commission and Member States to promote clear objectives and indicators on gender equality and by assigning clear tasks and responsibilities to lead donors to this effect in all sectors. Further on, in December 2008, the Council adopted the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them which outline the criteria for intervention regarding women's rights and are the basis for EU intensified action to combat violence and discrimination against women and girls in the world.

Broad EU approach to policy on gender equality was also reflected in the Commission's Roadmap for Equality between Women and Men (2006-2010), which covered both internal and external EU policies, and aimed at improving coherence between these two pillars. In parallel to these initiatives, the 2005 Paris Declaration on Aid Effectiveness brought about significant changes in both the architecture and the modalities of aid delivery. These changes introduced the principles of ownership, harmonization, alignment, mutual accountability in development aid policies as well as managing for results, which also affected policy approaches in the field of gender equality.

Fostering gender equality is, from the EU perspective, connected not only to development and human rights, but also for achieving peace and security. Adopted by the Council in December 2008, the Comprehensive Approach to the EU Implementation of the United Nations Security Council Resolutions (UNSCRs) 1325 and 1820 on Women, Peace and Security recognizes the close links between issues of peace, security, development and gender equality. EU stands on clear position that it is necessary to provide sustained support for the protection of women in armed conflict, as well as for women's participation in peace-building and post-conflict reconstruction and in the political arena.

The present EU plan of action on Gender Equality and Women's Empowerment in Development 2010-2015 ([http://ec.europa.eu/europeaid/infopoint/publications/europeaid/227a\\_en.htm](http://ec.europa.eu/europeaid/infopoint/publications/europeaid/227a_en.htm)) is building on previous commitments and experiences and represents an operational document that concentrates on a selected number of objectives where the EU has a clear comparative advantage. It proposes a series of activities to be carried out by the EU Member States and the EC for the period 2010 to 2015. It puts emphasis on further placing gender equality as a systematic topic on the agenda of the political dialogue with partner countries. In the framework of political dialogue, the EU should discuss with partner countries or regional organizations how they are implementing international legal obligations on women's rights and should discuss possible ways and means to support efforts in this regard. Political dialogue provides the framework for discussing not only civil and political rights but also the implementation of economic, social, cultural and labor rights, which are vital for achieving women's empowerment.

Besides political and policy dialogue with partner countries, another approach is gaining a full momentum, which is gender mainstreaming of IPA, financial instrument for pre-accession assistance. Following the Beijing Declaration and Platform for Action, Member States and the Commission have adopted the strategy of gender mainstreaming as a part of their development cooperation policy. However, Communication from the Commission to the European Parliament and the Council, on Enlargement Strategy and main challenges 2012-2013), is hardly addressing any issues related to gender ([http://ec.europa.eu/enlargement/pdf/key\\_documents/2012/package/strategy\\_paper\\_2012\\_en.pdf](http://ec.europa.eu/enlargement/pdf/key_documents/2012/package/strategy_paper_2012_en.pdf)). When there is mentioning of women it is done mostly in the context of human rights, and in connection to violence. It is not clear on what basis are some countries connected to gender and women's issues, while others are not. The overall impression is that women and gender equality are mentioned here and there, without clear criteria. Moreover, it seems that this Strategy requires serious gender mainstreaming itself, since connections were not made between gender and different sectors. This Strategy, in fact, reflects very well 'gender fatigue' which is, according to some analysts, present in the EU, as well as in the UN.

However, on another level, EU accession process has instruments which allow gender to be integrated, especially within few negotiating chapters. Strategy is favoring multiannual programming over smaller projects: systematic multi-annual programming, over individual projects, which will also apply to the assistance for transition and institution-building (e.g. public administration reform; reform of justice systems etc.), hence supporting the effective implementation of the related sector strategies. The aim is to use EU funds to lever large-scale reforms in a way that delivers better value for money in preparing countries for membership than the one which can be achieved through individual, isolated projects.

Strategy is also stating that two main objectives of IPA are to support the accession process and the socio-economic development of the beneficiaries. Strengthening democratic institutions and the rule of law, public administration reform and good governance will remain a key focus of future pre-accession assistance in all beneficiary countries, as well as the fight against corruption and organized crime, development of civil society and promoting and protecting human rights and fundamental freedoms. Assistance will also be provided to support economic and social development, regional cooperation and territorial cooperation (cross-border, trans-national and interregional cooperation actions). Support to economic and social development will address issues such as the development of physical capital; the improvement of connections with the EU and regional networks; fostering employment and developing human capital; social and economic inclusion.

However, growing evidence is showing that on a longer run, despite the EU documents and declarations, the EU accession process has some ambivalent and contradictory effects on gender equality in different countries. Between different stakeholders there is an overall agreement that profound gap exists between stated goals and their actual implementation. Experiences of countries from Central and Eastern Europe, as well as from Bulgaria and Romania, are already showing that problem with ‘implementation’ of laws and policies on gender equality, and even backlash, is deep and deserves more attention. So, there is a growing tendency to approach EU accession process on gender equality as more complex and context sensitive issue then previously was the case.

How complicated issues are is well illustrated by the conclusions from the meeting organized in April 2006 by UNIFEM, Regional Office for Central and Eastern Europe (CEE), with the aim to assess de facto situation of gender equality in the new Member States from CEE two years after they joined the EU on May 1, 2004. Participants gathered at this meeting from new Member States, candidate countries as well as countries striving for EU membership have identified common priorities and concerns regarding the status of gender equality<sup>1</sup>. After identifying a set of very serious problems with implementation of gender equality laws and policies, they also suggested the following concrete actions and measures:

- investment into advancement of reinforcement of legislation;
- addressing ‘watering dawn’ of gender EU terminology;
- affirming the role of civil society;
- demanding that EU commitment to gender equality should be fully reflected in resource allocation, both in terms of support for civil society in new Member States,

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<sup>1</sup>See annex No 1: GENDER EQUALITY IN THE EU – TWO YEARS AFTER ACCESSION OF NEW MEMBER STATES, UNIFEM Consultation, 2006

and as they will be translated under the new financial aid instruments for countries outside the EU (IPA, ENPI).

- supporting governmental mechanisms that work and advocating for change where they don't work;
- Addressing multiple discrimination against women.

In addition to previous list of identified problems, some new research is also addressing the issue of the very social contexts in accession countries, which create structural constraints for the implementation of laws and policies related to gender equality. Research of Andrea Spehar (2012) is showing, using the comparisons between Croatia and Macedonia, how “façade democracies” of the Western Balkans are immanently creating obstacles for higher level of gender equality. EU strategy is producing a weak impact on ‘de facto’ gender equality for a number of reasons:

- EU anti-discrimination policy has remained confined within limits of liberal individualism, doing little to tackle the broader structural aspects of gender (in)equality;
- The implementation of the adopted legislation in Croatia and Macedonia is slow and inconsistent due to the poor governance. Elite corruption and elite closure are the most detrimental ones, since both work against core principles of democracy and gender equality. Elite corruption, on one hand, violates the rule of law; elite closure, on the other hand, undermines the equality of rights.
- The lack of gender awareness affects the implementation of EU gender equality directives.

The problem of ‘implementation’ is also deepened by the fact that ‘gender policy fatigue’ within the EU meets ‘accession fatigue’ in the Balkans (Spehar, 2012). The possible way out would be in a shift from ‘equality of rights’ to ‘equality of results’ (Spehar, 2012). The fact that women and men are equal in their rights does not mean that they will achieve the same results. However, it should also be noted that the EU accession process has different effects in different countries and in different phases of accession. It is also important that a connection has been discovered between high prospect for accession and the strength of normative power of the EU. In other words, if there is a clear direction and forward movement with some attainable deadline, the power is growing, which is also being reflected in higher commitments to gender equality in internal affairs of the country. The opposite is the case, as well, if there is a lack of clarity and dynamics of accession, the goal is becoming distant and public opinion can react in a movement towards apathy or destruction, including religious fundamentalism, which has serious implications for human rights and gender equality, as well.

For Bosnia and Herzegovina as an accession country, all the above mentioned commitments of the EU in relation to gender equality, as well as widely recognized ‘problems with the implementation’ of gender equality policies in the region, and the question of actual achievements measurable on the level of everyday life of women and men in the country, are relevant and important. All the incentives, opportunities, as well as impediments and constraints are in play in Bosnia and Herzegovina, as in other countries in the region. In addition to this structural approach, dynamic approach which actually reveals the change of the whole policy field is also relevant to situate GE issues in Bosnia and Herzegovina.

### **1.4.2 Gender Equality Policy Field: Lessons from the South Eastern Europe**

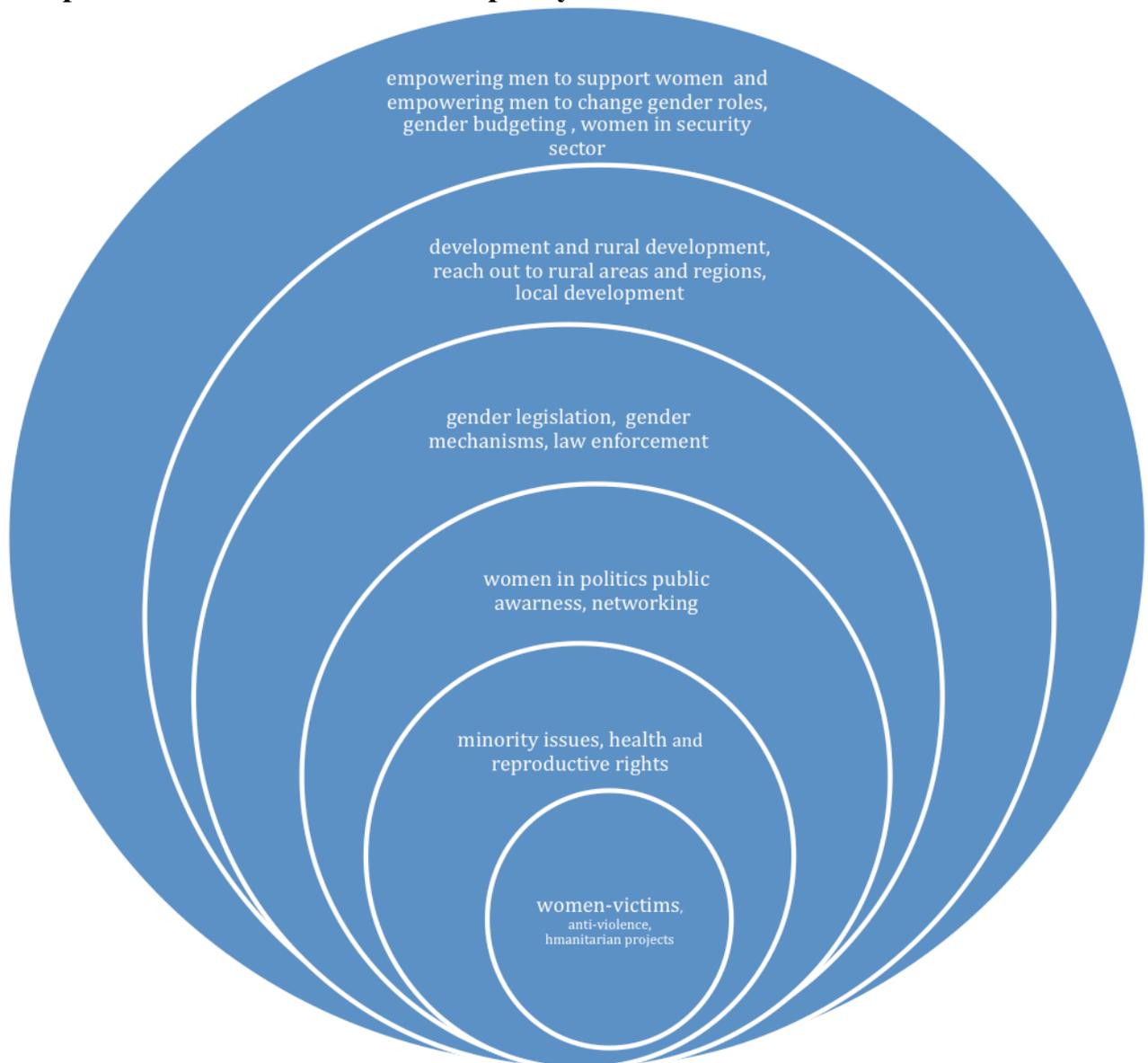
From a policy perspective, gender equality, as a desirable, comprehensive social change is being achieved gradually, step by step. Moving gender equality forward is connected to the process of social learning. A sum of projects, activities, initiatives, could be seen as a field of policy intervention in a domain of gender equality, which has its own logic of development, due to the complex social learning process. Graph No1 is presenting the field which is constructed on the basis of the experiences in gender equality projects in South Eastern Europe, in the last two decades. The more that field is understood in its own logic and existence, the more it could be understood how policy interventions work both within and beyond the specific projects.

To make adequate choices on policy interventions in gender equality field, it is important to understand the movement within the field<sup>2</sup>. Although this scheme is provisional and not fully applicable to every country to the full extent, it is important to see it as a type of phasing, gradual increasing, extension and moving into the new areas and methods of intervention, while the old ones, such as those in the core (women victims, GBV, trafficking etc.) still stay in the core. What is happening with the field of intervention is that it is growing, encompassing more and more areas. This could be seen as positive, but it is also a considerable challenge for donors, unless they try to understand the immanent logic of the change, and act accordingly.

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<sup>2</sup> This graph is constructed based on in-depth analysis of the projects/programmes funded by Sida on gender equality from 2001- 2012, primarily having in mind the Western Balkans.

## Graph 1 - Growth of the circle of policy interventions



Looking at gender equality projects at large, in a period of almost two decades, the movements, or series of movements, are visible in the following directions:

- from women only to gender and to men
- from women's NGOs to institutions
- from random and scattered knowledge to more systematic research and statistics
- from lack of regulation, to legal provisions
- from legal provisions to implementation
- from violence- to politics- to economy
- from scattered interventions to more holistic approaches
- from random projects to overarching (national) mainstreaming
- from competition between women's NGOs and institutions (gender mechanisms) to more collaborative approach
- from activism to professionalism
- from women's movement (genuine, without donors) to donor driven projects and interests

- from lack of gender knowledge, to biased “transmission” of knowledge from the “core” (especially US, much less from Europe) , to the more creative approach to knowledge production , with stronger regional and national ownership
- from countries in the wars, to regional cooperation
- from chaotic situation on “gender market” to more developed “division of labor” between different gender stakeholders
- From vague criteria of donors, to RBM design of projects, with high increase of specialized work and knowledge related to management, coordination, finances.
- From RBM design of the projects to emphasis on impact, and contexts (‘theory of change’)

All these movements are relevant from policy perspective, because this large picture actually enables a perspective which shows what is possible, and what is more advanced phase. From humanitarian projects (women war victims) and ‘discovery’ of ‘women’s movements’ in the Balkans (Croatia and Serbia) the circle has expanded to the level of **holistic approach of gender mainstreaming of institutions and society** en large and men’s integration; from women victims of violence to women in security sector, and gender mainstreaming of the sector. The expansion is huge and it only confirms how much of a need still exists for its further development. The growth of the circle, with introduction of new issues and new approaches necessarily creates some setbacks. Things are being ‘jumped over’, there is no real ‘saturation’ of some issues (i.e. GBV), while others are ‘oversaturated’, like ‘women in politics’, where considerable investments resulted in limited achievements, so far.

The growth of the field is also happening in the last 15-20 years parallel with the change of methodologies of policy interventions, rapid growth of ICT, which creates different needs and possibilities, as well as in connection to the fast change of international setting (crises, donors phasing out, availability of new funds, higher engagement of some multilateral bodies, higher regulation of the field with different resolutions, conventions, gender indicators, invention of new tools etc.). There is also considerable growth of knowledge within women and gender studies, which is being incorporated into the policies. All those changes can and should be translated into the policy field adequately.

## 1.5 Country Background

Bosnia and Herzegovina declared sovereignty in October 1991 and independence from the former Yugoslavia on 3 March 1992. The war in Bosnia and Herzegovina which lasted from 6 April 1992 to 14 December 1995 had devastating effects in terms of human losses, suffering and destruction. The most recent figures suggest that around 100,000 people were killed during the war. In addition, an estimated total of 20,000 to 50,000 women were raped, and over 2.2 million people were displaced. Material damage was estimated USD 60 billion<sup>3</sup>. The last population census in Bosnia and Herzegovina has been conducted in 2014, but the

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<sup>3</sup> “BiH in Numbers 2008”, a 2007 estimate, BHAS, ([www.bhas.ba](http://www.bhas.ba)).

data is still under embargo, since ethnic composition and allocation is still very sensitive political issue. The official (by Agency of Statistics of BiH) estimate is that there the population is 3,843,000. According to the estimates based on the results of the 1991 census, 48% of population consist of Bosniaks, 37.1% of Serbs, 14.3% of Croats, and 06% of 'others'.

Dayton Agreement in 1995 established BiH as decentralized state with two entities: Republika Srpska and Federation of BiH. The three "constitutive peoples" (Bosnian Muslims, Bosnian Croats and Bosnian Serbs) are represented in all public institutions of both and the Brčko District, in proportion to the ethnic composition of the population recorded in the 1991 census. The Constitution of BiH established decentralized and asymmetrical political and governance structure. The state level comprises a tripartite rotating presidency, the Council of Ministers (executive branch) and a bicameral Parliamentary Assembly consisting of a House of Representatives and a House of the Peoples. Whereas Republika Srpska has a republican system of governance with centralised government at the entity level and local governments, the Federation of BiH is organized on a federative principle with competencies divided among the entity-level government, 10 cantons and local governments. Competences established at BiH level are primarily of coordination character and fulfillment of international BiH commitments, while, according to the Constitution, most of the executive powers lay with entity level, further divided in the case of FBiH between entity and cantonal level (MDG Report, 2013)

During the period of post war reconstruction BiH received considerable international financial and expert assistance. In the post-war period BiH went through a triple transition: from war to peace, from international financial aid recipient to sustainable development and from a planned economy towards a market economy (MDG Report, 2013). Before the war Bosnia and Herzegovina was a European country with medium level of development. Although the war had devastating effects on Bosnia and Herzegovina, in terms of human losses and destruction of infrastructure, there is also a legacy of previous development, which is relevant for social and economic life of the country as well as for gender equality. As stated in the last MDG Report, BiH is a developing country which belongs to a group of countries with High Human Development – BiH is ranked on 81st place according to Human Development Index. However, in comparison to other countries in the region it is lagging behind in this regard.

Complex and asymmetric political structure in BiH, with four level of governance, is becoming a major impediment to the development process, due to oversized administration, expensive state, high corruption, and complex coordination among different levels of governance, with open resistance to the common state. Complex process of decision making in BiH is a major reason for the absence of comprehensive development strategy. For example, Development and Social Inclusion Strategy for BiH for the period 2008-2013 was not adopted.

According to the last publication of Women and Men in BiH 2013 (Agency of Statistics, 2014) average age in BiH is 39.7 years, and the difference between average age of women and men is growing (w- 40.8 and m-38.6 in 2011). Women make 51% of population and men 49%. The estimated number of households is 1.033.452, and the average size of the HH is 3.1 (HBS 2011, Agency for Statistics). Population mainly lives in households which consist of parents and children. Couples with two children represent 19.6% of HH and with one child 13.6%. In period 2009-2012 BiH had negative population growth.

In marriage or cohabitation are 59.8% of women, and 63.8% of men (HBS 2011, Agency for Statistics). BiH has low fertility rate. Total fertility rate (number of births per a woman in fertility period 15-49) in 2012 was 1.349, which is the highest rate from 2008 on. Almost half of the live births are children who were the first child of their mothers. Average age of mothers is increasing and in 2012 it reached 26.5 of age for the first child. Most of the children are born with both mother and father having a secondary level education. The percentage of children born out of wedlock is 11%. After a divorce women are getting custody over children four times more often than men. Single parents make 7.5% of all HH in BiH, out of which women make 85% (HBS, 2011). Women migrate more often than men, due to marriage since in traditional societies women move to join their husband's families. So, the share of women among the migrants was 54,2% (2012). Life expectancy is slowly increasing, and it reached in 2012, 75.3 years for women, and 69.8% for men. Most of the deaths are related, for both women and men, to the diseases of the respiratory system, and to neoplasms. Women suffer less from all the death causes than men, except for diseases of digestive and of the circulatory system. When it comes to violent deaths gender differences are much more pronounced. In 2012 men died from violent deaths in 822 number of cases, compared to 231 cases for women. Men were victims of murders in 36 cases, compared to 16 cases of women. Men committed suicides in 298 of cases as compared to 99 cases of women, and died from an accident in 470 cases in comparison to 111 women (Women and Men in BiH 2013, Agency for Statistics, Sarajevo, 2013).

From the perspective of economic development, besides the complex governance which is actually blocking development, and expensive and inefficient state, which is a burden on a weak economy, the most relevant fact is the high level of poverty. According to the Household Budget Survey that was conducted in BiH in 2011, 17.9% of the population was living in relative poverty and every sixth household in the country was poor (18% of women and 17.7% of men). The relative poverty threshold is defined as 60% of median average monthly consumption. There is no significant difference in poverty between women and men, within the total population. But, if the level of poverty is connected to the structure of HH, women who live single have much higher probability of being poor in comparison to men. Among women, the highest level of poverty is for women living alone (even 52.9%), while among men, the highest level of poverty is related to large families (more than half of poor men live in the families with four or more members). Also, women over 65 have the highest probability to be poor. These data indicate that living in a family has protective role in diminishing poverty among women, while that is not the case for men. Traditional roles of „men as breadwinners“ and „women as housekeepers“ obviously can be connected to the poverty distribution, especially since lower classes often tend to hold more traditional views on gender roles. Regional differences in regard to poverty are also relevant. That survey has shown that in Republika Srpska almost every fifth inhabitant was poor. The lowest level of poverty was found in Brčko District where almost every seventh inhabitant lived in relative poverty.<sup>4</sup>

One of the specificities of BiH is that it is one of the most rural countries in Europe, with 61% of rural population. However the latest MDG Report for BiH (2013) is

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<sup>4</sup> In the moment when this Report is being finalized devastating floods hit BiH (17,18 May 2014) , creating enormous material devastation and pushing large number of people into the refugee. It is still impossible to have clearer picture of the damage caused by the flood, and its economic consequences.

deconstructing ‘the myth of the urban/rural divide’, showing that differences are much smaller than previously thought. Rural areas are far more similar to and closely linked with urban areas than is generally assumed; agriculture plays a marginal and diminishing role in economic life, although it remains culturally important. Rural areas do not exist in isolation; instead they are closely linked to the nearby towns and cities. Demographically, rural communities are facing the problem of sustainability, since they tend to be older than urban communities and are exposed to intense emigration. The share of the population living in rural areas probably falls by about 10% in every generation. According to research and the available data, the assumption that poverty is deeper and more widespread in rural areas is not entirely true. The 2010 Multi-dimensional Poverty Index showed that rural families scored better than urban in terms of nutrition, but worse in terms of wealth, and about the same for education. Only 6 % of rural households were dependent on agriculture for the majority of their income, and less than 1% of households could typically be classified as ‘commercial farms’ (MDGs, 2013)

Another important feature of BiH society and its economic development are huge regional differences, which exist between the 6 main cities and the rest of BiH. Official statistics show that Sarajevo, Banja Luka, Tuzla, Zenica, Mostar and Bijeljina, each of which has at least 100,000 inhabitants, have almost 40% lower unemployment (6 main cities 31% vs. towns and villages 50%), 25% higher wages (6 cities 895 BAM vs. towns and villages 715 BAM) and over twice the per capita GDP than the rest of the country (6 main cities 10,460 BAM vs. towns and villages 4,730 BAM) all of which stimulates a significant movement of people to the larger cities. Outside these main economic activity centers, the urban municipalities, dominated by medium-sized towns, actually perform worse than rural areas. So, the real poverty is likely to be concentrated in small cities, which most probably also suffer from complete deindustrialization and lack of prospects for employment, and which are disconnected from the major infrastructural networks. The Regional Disparity Assessment also revealed that 62%, or 89 out of 142, municipalities and cities in BiH were either underdeveloped or extremely underdeveloped (MDGs, 2013).

## **1.6 Legislative and Policy Framework for Gender Equality**

BiH, first as a part of former Yugoslavia, and later as an independent country, has ratified all relevant conventions related to the gender equality, empowerment of women, or those, which have a gender dimension. Further on, being an accession country Bah has adjusted its legal framework to the European Union Legislation (Appendix No 1). In some aspects, BiH is even a leader in the region of Southeast Europe in regard to gender equality. Bosnia and Herzegovina was the first country in the region to adopt Gender Equality Law (2003), which enabled formation of the first gender mechanisms in Bosnia: F BiH and RS Gender centers and the BiH Agency for Gender Equality (2004).

GEA is mandated to prepare, monitor and coordinate a periodical Gender Action Plan (GAP), which is based on proposals from all state-level ministries and the plans prepared by entity-level Gender Centers. The first Gender Action Plan (GAP, 2006 – 2010) was adopted in 2006 and the Law on Gender Equality was amended to meet EU and Council of Europe standards in 2009. A comprehensive anti-discrimination law was adopted in 2009. The State-

level Electoral Law (as revised in 2006) requires that the election candidate lists contain at least 30% women. Besides the laws, a number of gender relevant strategies in a domain of gender based violence were also adopted: the BiH Strategy for Preventing and Combating Domestic Violence 2009-2011; the Strategy for Combating Domestic Violence in Republika Srpska 2009-2013, the Strategic Plan for the Prevention of Domestic Violence in the Federation of BiH 2009-2010 and the third Action Plan for prevention of trafficking in human beings in BiH 2008-2012(CEDAW/C/BIH 4/5).

In 2009 The Amendments to the Law on Gender Equality, initiated by the Agency, redefined provisions, terms and definitions of the Law on Gender Equality in BiH which are harmonized with international standards and directives in this field for the purpose of its simpler practical application. The Amendments to the Law on Gender Equality in BiH emphasized obligations of the authorities at all levels of governments and defined the obligation to establish a body, and/or appoint persons, who would within their capacity, consider all issues regarding implementation of the Law on Gender Equality in BiH and the GAP. The Law on gender equality also ensures equal representation of women and men at all levels and branches of government and even political parties. <sup>5</sup>

In June 2010 the Government of the Federation of BiH has adopted the Combined Fourth and Fifth CEDAW Reports (2006-2009) of FBiH on the proposal of the Gender Centre of the Federation of BiH. The report on the status of gender equality in RS was adopted by the Government of RS in March 2011.

According to CEDAW Report significant efforts have been made to harmonize laws with the Law on Gender Equality in BiH and define procedures for their successful implementation. However, the number of harmonized laws is not at the appropriate level yet, and there are insufficient institutional capacities at all levels of government for the full implementation of the Law on Gender Equality of BiH. The Agency and Gender Centers are conducting investigations regarding violations of provisions of the Law of Gender Equality, and formulate recommendations for the implementation of the Law, based on international commitments. These recommendations are not legally binding, but have the effect on the protection of rights, and also effect on raising public awareness Since lack of human resources represents a serious obstacle, GEA was organizing trainings and seminars for civil servants, and also made a programme in cooperation with the Civil Service Agency of BiH for training of the trainers for certificated trainers of the civil servants. According to this programme gender equality issue will be included into existing training modules for civil servants.

Institutional capacity to implement normative framework for gender equality remains to be one of the most serious challenges in BiH. The most recent research about the institutional capacity to implement the Gender Equality Law and GAP in BiH, including CAHVIO, and Resolution 1325 (Ravnopravnost spolova i institucije BiH, GEA,2014;

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<sup>5</sup>The Article 20 of the Law on Gender Equality in BiH, reads: "Equal representation of women and men shall exist in case when one of sexes is represented with at least 40% in the state bodies at all levels of organizations of authorities, and local self-government bodies, including legislative, executive and judicial authorities, political parties, legal persons with public authorities, legal persons that are in the state's property or under the state's control, entities, cantons, cities or municipalities whose work is under control of a public body, shall ensure and promote equal gender representation in process of managing, decision-making and representation. This obligation shall exist for all authorized proponents during elections of representatives and delegations to international organizations and bodies." (CEDAW/C/BIH/4-5. p.20)

<http://arsbih.gov.ba/?p=1856>) has shown that there is a serious incapacity of public institutions to implement the established legal framework. The mailed questionnaire has been sent to 22 public institutions and 2.500 respondents. However, only small percentage (325) has replied. Among those who replied, only 40% replied that they are familiar with the Law on Gender Equality, only 28% replied that they are familiar with the mandate of GEA, and only 9% that they had been involved with gender equality issues. Since it is reasonable to assume that responses were selective, in terms that those who were not familiar with the problem were also the ones who did not respond, this research is showing serious lack of present day institutional support to gender equality in BiH. In addition, research revealed that great majority of responses has shown that there was a lack of institutional regulations related to gender discrimination and sexual harassment. This research actually has proven that there is a serious gap between normative and institutional aspects of gender equality in BiH which needs to be addressed by concrete set of measures and recommendations which will be fully contextualized in present day BiH society.

One of the most interesting innovations in the region relates to the establishment of FIGAP, Funding Mechanism for Implementation of the Gender Action Plan (2010) which is enabling well coordinated activities related to promotion of gender equality in BiH. Before FIGAP, gender-mainstreaming activities in Bosnia and Herzegovina were mainly funded through independent, or partially coordinated donor projects. The lack of a joint timeframe and overview of donor funding has created scattered and fragmented effects of gender mainstreaming activities in Bosnia and Herzegovina. The FIGAP programme proposal was an effort to create a framework for gender mainstreaming in order to enhance an effective implementation of the GAP and to obtain measurable gender equality results at society level. A group of donors in BiH (development agencies of: Sweden, Austria, Switzerland and United Kingdom) have expressed readiness to financially support this project proposal. FIGAP has a budget of BAM 7,475,377.84 covering the period from 2009-2014. FIGAP Programme enabled inclusion and coordination of the key institutional and non-institutional gender stakeholders in the field of gender equality in BiH. BiH contribution presented in the FIGAP Budget was projected government investment for implementation of the Gender Action Plan, which will increase annually in parallel with decreasing donor funding. The BiH contribution was calculated based on the latest government budgets allocated annually for the gender mechanisms and gender mainstreaming activities and presents projected government investment for implementation of the Gender Action Plan. FIGAP is managed by the Management board comprising of the directors of the Gender Equality Agency (GEA) and Gender Centers (GCs). The overall coordination is achieved through meetings of the Supervisory board which consists of donors and key local stakeholders. The FIGAP framework created a condition for the governments at all levels to take over the financing of GAP including that in their regular plans and programmes and budget system. In reality, however, this idea is faced with obstacles related to the commitments of the state. In the time of the field visit (February 2014), for example, Gender Center of Federation BiH could not perform their regular activities, because of the delay in payment.

The independent evaluation of FIGAP has shown that an overall realization of GAP has resulted not only in the development of skills and knowledge in respective institutional partners but also changed fiscal processes and raised awareness when it comes to gender equality implementation in individual sectors and public sector domains in general. GEA provides continual expertise and support to all interested partners in developing projects

which are harmonized with FIGAP and GAP objectives. This ensured the ownership of activities implemented by partners. FIGAP has enabled institutions to realize their activities in a more systematic way. Due to the financial possibilities related to FIGAP staff working in the institutions was building new skills and got more systematic training and education, which, in long run, makes them more independent from external funding.

The new GAP 2013-2017 builds on previous GAP (2006-2011) and all previous lessons learned and steps made by institutional and non-institutional actors, and it represents a strategic document which puts even stronger emphasis in building the system which will enable sustainable effects of all the legal and policy measures in favor of GE(<http://arsbih.gov.ba/?project=gender-action-plan-of-bosnia-and-herzegovina>). It provides guidelines for the development of annual operational plans at the entity, cantonal and local level. GAP BiH follows priorities of all levels of government in BiH, relying on GAP BiH 2006-2011, State and Entity development strategy, European Union (EU) Strategy for equality of men and women and other relevant strategic documents of the Council of Europe (CoE), EU and United Nations (UN). This strategic document prioritizes areas related to strengthening of the mechanisms and instruments to achieve gender equality, as well as strengthening co-operation and partnership. GAP 2013-2017 builds on important international documents: CEDAW Convention and Recommendations of the UN CEDAW Committee, National Plan of Action based on the Beijing Declaration and Platform for Action, CoE recommendations, EU directives and regulations as well as a number of other binding and recommended UN, CoE and EU documents. GAP also refers to domestic documents such as the state, entity and cantonal constitutions as well as the Gender Equality Law in BiH. GAP BiH 2013-2017 contains three strategic goals defining priority areas of activities—namely, programmes and measures needed to realize each goal.

STRATEGIC GOAL 1: Development, implementation and monitoring of the programme of measures for advancement of gender equality in the governmental institutions, as per priority areas:

Priority areas:

- I.1. Preventing and combating gender-based violence, including domestic violence as well as trafficking in human beings
- I.2. Public life and decision making
- I.3. Work, employment and access to economic resources
- I.4. Education, science, culture and sport
- I.5. Health, prevention and protection
- I.6. Social protection

STRATEGIC GOAL 2: Establishing and strengthening the system, mechanisms and instruments to achieve gender equality

Priority areas:

- II.1. Co-ordination of and supervision over implementation of GAP BiH
- II.2. Monitoring and improvement of application of international and domestic gender equality standards
- II.3. Strengthening and co-operation of institutional gender equality mechanisms
- II.4. Raising awareness on gender equality in all segments of life
- II.5. Support to programmes and projects of institutional and non-institutional partners
- II.6. Monitoring and assessment of progress in realizing gender equality

STRATEGIC GOAL 3: Establishing and strengthening co-operation and partnership

Priority areas:

- III.1. Co-operation at the regional and international level
- III.2. Co-operation with civil society organizations, social partners and academic community

GAP 2013-2017 also identifies four cross-cutting areas:

- Media
- Advancement of the position of multiple marginalized groups of women and men
- Role of men
- Adjustment of private and professional life

Bosnia and Herzegovina, also as the first country in the region, has adopted The Action Plan for Implementation of the UNSCR 1325, on 27 July 2010. The Action Plan identified eight goals:

- 1) participation of women in politics;
- 2) participation of women in the police and army;
- 3) participation of women in peace missions and gender sensitive training;
- 4) anti-trafficking;
- 5) demining;
- 6) assistance to women civil victims of war;
- 7) training of civil servants, and
- 8) cooperation of institutions, international and non-governmental organizations.

The deadlines for implementation have been set as well as responsible institutions and implementation indicators. A Coordination Body for Monitoring Enforcement of the Action Plan for the Implementation of the UNSCR 1325 in BiH has been established. The implementation of the UNSCR 1325 in BiH is recognized as one of the priorities for the competent institutions. To date, there were number of projects implemented in cooperation among institutions in BiH, NGOs and international organizations such as UN Women, OSCE, EUPM and others. The UN Women has supported the project of non-governmental organizations and institutions regarding implementation of the UNSCR 1325 at the local level.

NAP for 1325 was developed through a year-long series of consultations with relevant government and civil society actors. A twenty-member coordination board was established in June 2011 to monitor NAP implementation; members include officials from relevant ministries and agencies such as the ministries of defense and foreign affairs, as well as representatives of civil society organizations. After the NAP expired, in order to achieve more sustainable effects the Agency commissioned an assessment from Resolution to Act, a new initiative supporting countries creating or implementing NAPs and similar strategies. The agency worked with local government entities to develop localized NAPs in municipalities that experienced some of the most intense violence during the war. These plans focus on addressing women's most pressing daily security concerns. Additionally, the NAP has been used to prioritize the recruitment and retention of women police officers, offering a fresh face to a security force that is all too often associated with the past conflict. For effective NAP implementation the country has even received awards from the United Nations and the North Atlantic Treaty Organization (NATO). The coordination board for the implementation of the NAP recently signed a memorandum of understanding with thirteen civil society organizations for collaboration on the NAP, the only partnership of its kind in the

country (<http://www.un.ba/novost/10431/partners-in-progress-government-and-civil-society-establish-a-coordination-platform-to-enhance-unscr-1325-implementation>).

## **1.7 Gender Stakeholders**

### **1.7.1 Gender Equality Mechanisms**

BiH had made serious steps in developing gender equality machinery at all levels, including gender commissions at the local level. The network of institutional mechanisms (scheme No 2) for gender issues in BiH entails all levels of legislative and executive powers. The committees on gender equality have been established within legislative powers at all levels of government. At the State level there is a Commission for Gender Equality of the Parliamentary Assembly of BiH, and at the entity level there are Commissions for Gender Equality of the House of Peoples and the House of Representatives of the Parliament of the Federation of BiH, and the Equal Opportunities Committee of the National Assembly of Republika Srpska. The Cantonal Assemblies in the Federation of BiH have established Committees for Gender Equality. At the local level there are committees within municipal assemblies in almost all municipalities across BiH. In one third of the municipalities in Republika Srpska exist local plans for improvement of standards for gender equality (one third of the total number of municipalities in Republika Srpska), including gender budgets. The cooperation with the Association of Municipalities and Cities of Republika Srpska has been improved, and the support to the project of incorporation of gender equality standards into the work of local communities is provided by the Ministry of Administration and Local Self-government of RS in close cooperation with the GC RS. This local level cooperation between different gender stakeholders at the local level contributes to increasing sustainability of gender mainstreaming of society at large.

In the executive power, within the Ministry of Human Rights and Refugees of BiH there is the Gender Equality Agency of Bosnia and Herzegovina, and at the entity level there are previously established: Gender Centre of the Federation of Bosnia and Herzegovina and Gender Centre- Gender Equality Centre of the Government of Republika Srpska. As it is stated in CEDAW, and becomes obvious from different reports and interviews, The Agency and the entity Gender Centers are the real drivers of the initiatives as well as key implementers of GM activities in Bosnia and Herzegovina. In reality they use different international incentives and requirements to translate them into the context of the BiH society, and to increase gender awareness of decision-makers, administration and general publics.

Although gender equality represents one of the most complex issues in any society, requiring long run strategies and commitments, BiH is making steps forward by applying the logic of mainstreaming in the consistent and comprehensive way, and involving growing number of stakeholders and institutions, while at the same time increasing public awareness on the issues. Very successful cooperation of two Gender Centers in two entities, contributed to the ethnic reconciliation, by putting emphasis on joint projects and gender equality aims which were transcending ethnic divisions. The atmosphere of cooperation also enabled fast dissemination of the results through genuine sharing and mutual inclusionary practices. Previous cooperation, during the war times, of women's NGOs in Bosnia and Herzegovina

and in the region, was an important background for the cooperation which later could develop into the institutional design. FIGAP also largely contributed to the further development of gender machinery in BiH, and creation of better environment for gender mainstreaming of all sectors and institutions. It backed up building capacities of mechanisms to help them meet their mandates. Institutional partners, respective institutions, also, through sets of trainings and other activities upgraded their capacities for sectoral gender mainstreaming. FIGAP enhanced cooperation with non-governmental sector and contributed to its further capacity building. It reinforced mutual accountability of different stakeholders, while at the same time defining the roles of the state and civil society.

There are, nevertheless, different difficulties in functioning of gender mechanisms, and their activities are faced with limitations, often beyond their immediate influence. Local commissions are often not active enough and lack human and material resources, especially due to the fact that members change (limited mandates), and then the new staff is being engaged, which usually lacks enough of expertise. Since gender trainings are still dominantly done outside the regular educational system, there is a constant need for additional training. However, introducing gender perspectives, courses and concrete methods of gender mainstreaming at university level (as in the case of Academy for Civil Servants) might in a long run lead to better qualified staff in different institutions.

GEA itself is faced with the lack of staff and lack of finance, while the demand for coordination between different stakeholders is in a constant increase. As expressed by one employee of GEA, “First the challenge was to animate them (meaning NGOs, M.H :), now the challenge to coordinate them”. Gender center of FBiH could not start normal functioning this year due to the lack of finances (Ministry was in delay in committing their obligations to FIGAP arrangement). Political issues are also always interfering more or less with gender issues, so the fact that new Director of the Gender Center in RS has been employed without any previous proven expertise on gender issues, can be a serious impediment for future functioning of the mechanisms in RS. So, gender mechanisms are vulnerable due to the political situation in the country, problems with the finances, and actually growing needs for activities and cooperation. The more gender mainstreaming is present in society as a need and a demand, the more resources are needed to respond to those needs and demands.

In a case of such a specific country as BiH, with such a specific constitutional and institutional design, a lot of energy and resources are spent on harmonization of the laws, on a state level, and between different levels. However, the problems of harmonization are still not exhausted, since there are many issues where the lack of harmonization represents a serious impediment to the protection of human rights of women, such as in the case of victims of war crimes.

GEA has shown initiatives related to elimination of discrimination based on gender, but also based on place of residence. Upon entry into force of the Law on Salaries and Allowances in the Institutions of BiH, the Agency has sent the initiative for amending this Law to the Gender Equality Committee of the Parliamentary Assembly of BiH (CEDAW/C/BIH/4-5). The second case is related to the issue of realization of remunerations during maternity leave, which depended on the place of residence, as well. In both cases, The Constitutional Court of BiH has issued decisions in favor of equality. It reiterated that “maternity leave in particular relate to women’s rights not to be discriminated against and to enjoy adequate conditions of work.” Constitutional Court of BiH has sent a clear message that “maternity leave must be equal for all employees, regardless of place of residence”, and that

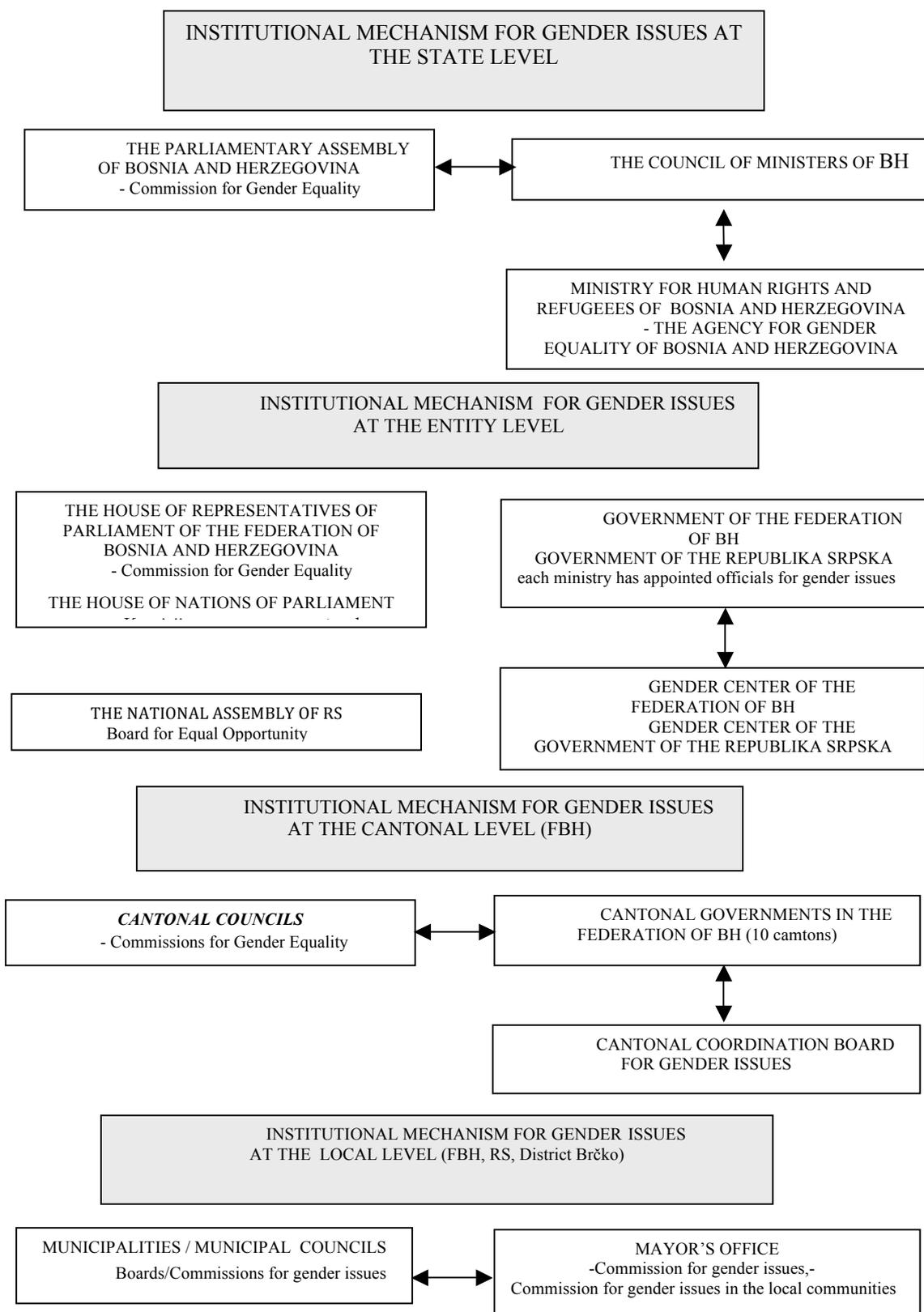
any deviation from this principle “represents departure from the common European standards” (CEDAW/C/BIH/4-5).

Another type of activity of gender mechanisms which has been widely present is related to the increase of capacity of the staff employed in different governmental institutions. However, the needs for additional learning and continuous training still exist. For that reason, the Gender Centre of Republika Srpska has cooperated with the Civil Service Agency of Republika Srpska in creation of equal opportunities modules and implementation of training in public administration, whereas the Gender Centre of the Federation of BiH, in cooperation with the Civil Service Agency of the Federation of BiH, has initiated amendments to the by-laws in order to expand programmes of testing general knowledge and conducting professional exam for civil servants in the Civil Service of FBiH with basics in domestic and international legal frameworks in the field of gender equality.

Gender legal and institutional arrangements in BiH embrace Gender Budgeting as a powerful tool for gender mainstreaming within all sectors of society. Gender budgeting refers to an analysis of the effects of actual government revenue and expenditure on women and girls, as opposed to men and boys. It helps governments decide which policies need adjustments and where resources should be allocated in order to treat women and men equally, thereby reducing gender inequality.

The relationship between gender mechanisms and civil society organizations, according to Report on women’s rights in the Western Balkans in the context of EU Integration (<http://www.ured-ravnopravnost.hr/site/images/pdf/report%20womens%20rights%20in%20the%20western%20balkans.pdf>) still has space for the improvement. Cooperation is seen as „adequate in quantity, but perhaps less so in quality“ (p.34). There is a need to establish formal dialogue, although there are consultations. Collaboration is especially evident in the management of shelters for victims of domestic violence. The most recent Memorandum of cooperation in relation to implementation of the Resolution 1325 was a step forward in formalization of cooperation between institutional mechanisms and women’s organizations. In the same Report, it is also found that neither GEA, nor entity gender centers, have the „necessary capacities and coordinating mandates in order to carry out full-scale monitoring as prescribed by the Law. They can also not guaranteed independence in this respect. This gap is being filled by the non-governmental sector, which actively reports on the status of gender equality in the country in all its aspects and thus takes over the duty of the government.“ (p. 46).

# INSTITUTIONAL GENDER MECHANISM IN BH



### 1.7.2 Women's NGOs

In Bosnia and Herzegovina there are 12900 CSO's, which provide employment for more than 20.000 people (estimates). The number of active women's NGOs is in fact unknown and many of human rights organizations also cover women issues in their founding documents. However, the number of women's organizations, meaning organizations which are headed by women and founded to promote women's rights, is much smaller. While some NGOs in BiH are already well organized most of them still depend on international donations, with local sources of funding remaining extremely limited and generally coming from municipal budgets.

Women's NGOs do not only provide services (empowerment of women, legal and psycho-social assistance, SOS hotlines to assist the victims of violence, cooperation with local authorities and reviews of municipal labor policies), but also encourage advocacy activities at the local and state level. Women's organizations in BiH have a long history, firstly being humanitarian organizations which were emerging spontaneously (Walsh, 2000) to becoming more women focused and oriented towards human rights activism in present day BiH. Most recently, thirteen women's organizations have signed with GEA a Memorandum of Cooperation to Establish a Platform to Enhance UNSCR 1325 Implementation.

Relationship between women's NGOs and institutional mechanism has a long history of competition, confrontation and negotiation, mutual learning and inventing new methods for collaboration. From the beginning of foundation of gender mechanisms, they were seen at the part of women's organization as non-authentic defenders of women's rights. Women's NGOs were not only criticizing gender mechanism, but also calling for better communication and cooperation, as in the meeting organized by Swedish Sida in December 2013 (Minutes from the meeting, 2013). In that meeting women's NGOs raised a number of issues of their concern, such as: low level capacity of gender commissions at the local level; asymmetrical information flow from NGOs to gender mechanisms, and not vice versa; they complained about the lack of transparency, etc. The major objection of some NGOs to gender mechanisms, and specifically to GEA, was that the roles of the two sides are defined in the opposite way: gender mechanisms should implement the laws and NGOs should monitor, and now the opposite is the case. They also think that GEA can not be objectively evaluated or monitored by women's NGOs since now they are dependent of the financial sources from FIGAP which are going through GEA. Women's NGOs state that their work and merits have been overtaken by gender mechanisms, like in the case of SOS telephone lines in RS. NGOs also complain about being excluded from the important events, consultation process and not being able to contribute with their knowledge and experience into the publications published by gender mechanisms. They also feel that project selection under FIGAP is not transparent and that the topics are sometimes not of the highest relevance. These issues obviously raise the issues of accountability and legitimacy, expertise and knowledge in case of gender issues. Since they are repeatedly "on the table" in BiH, they should be treated with some constructive approach which would take into account the very process of social change and change of the main actors as a necessity. This could be done if the discussion is taken into direction of search for more constructive "division of labor" between women's NGOs and gender mechanisms, within the changing situation of BiH now being in the accession process.

Nevertheless, according to CEDAW report, the cooperation of GEA with NGOs in the implementation of activities was related to: domestic violence, health, prevention and care,

education, safety, gender sensitive budgeting, etc. has continued. With the support of UNDP, in 2006 there were grants awarded to NGOs for activities related to implementation of the Law on Gender Equality in BiH and the GAP BiH. In late 2010, from the funds allocated to the FIGAP programme, BAM 710,000.00 for 36 projects of non-governmental organizations that contribute to the implementation of the GAP BiH were allocated, with the emphasis on cooperation and building partnerships with governmental institutions. Gender mechanisms have also achieved various forms of cooperation with NGOs in promotion of the Law on Gender Equality and implementation of UNSCR 1325. Women's NGOs were engaged in promotion of different activities related to prevention of GBV, including awareness raising campaigns or drafting the laws and strategic plans for prevention of family violence. Joint activities have been realized in international campaign "16 days of activism for NO Violence Against Women". Also, women's NGOs were engaged in public campaigns aiming to ensure greater number of women in local authorities, and implementation of various educational projects. . The criteria which could be used to make a judgment whether that is enough or not, is not clear, especially having in mind that "women's NGOs" are not well defined and visible category.

Issues raised by some NGOs reflect an ongoing debate and division between NGOs and gender mechanisms, which is in its essence the consequence of new structuration which is favoring institutions over civil organizations in the process of building a state and its institutions. It is difficult for NGOs, which are used to functioning in a different environment (war and post-war) to accept that there is a new division of labor which repositions them in relation to the institutions. Times have changed putting new challenges in front of women's NGOs which need to build their own capacities to be able to raise funds on the European and international market in a postwar situation, and without the special attention and somewhat privileged position which some of them have previously experienced (being so called implementing organizations') by some donors, especially Kvinna Till Kvinna. The challenges include learning about new opportunities for funding and adopting new ways of functioning, including much more pronounced voluntarism. Stronger emphasis on professionalism is on one hand enabling better project results, but on the other hand it represents a threat for spontaneous women's organizing, creation of ad hoc coalitions and limits women's NGOs capacity to play politically active role.

While it is important that gender mechanisms build on legacies of women's antiwar and humanitarian efforts, integrate their knowledge and expertise, from the local to the state level, it is also important that women's NGOs find their place in a new design of gender stakeholders, supporting the fragile process of institution building in BiH. This is especially important on the local level, where women's NGOs in a number of cases were signing memorandums of cooperation with the local mechanisms for gender equality, which contributed to capacity building on the local level.

Since free legal aid is not systematically arranged throughout BiH, some NGOs play important role in providing such aid to the citizens. Some NGOs provide help in relation to violation of the Law on Gender Equality in BiH, and others provide free legal aid to women and particularly vulnerable groups of women such as women victims of war, trafficking, domestic violence and sexual abuse, and single mothers. The Agency and the entity Gender Centers have supported the project of the Association "Center for Legal Assistance for Women" Zenica, which is focused on providing legal aid to women (CEDAW/C/BIH/4-5). Moreover, NGOs in both entities provide

Assistance using Hotlines 1264 and 1265 for victims of domestic violence. Gender Centers fund licensing and maintenance of the telephone numbers, and NGOs cover material and staffing costs of these services, from various donations.

Women's NGOs in BiH and international women's NGOs, together with national and international organizations for human rights expressed their opinions related to the status of women's rights and gender equality in BiH in the most consistent and precise way, while being engaged in submitting a parallel CEDAW reports. Their comments, demands and objections highlight inconsistencies in legal design of the country, as well as in practices related to gender mainstreaming and women's empowerment. Parallel CEDAW reports raised a number of very relevant issues which need to be addressed in the future with more efforts on the side of gender mechanisms and state authorities. The comments might be summarized in the following way:

- BiH should prohibit the corporal punishment of children.
- Increased efforts are necessary to change existing stereotypical views on and attitudes towards women's and men's roles in the private and public spheres.
- Fulfillment of the implementation of the Transitional Justice Strategy is necessary to ensure access to justice and reparation for all civilian victims of war, including survivors of sexual violence as well the implementation of the Program for Victims of Sexual Violence in Conflict and Torture.
- It is necessary to harmonize laws on civilian victims of war between entities to facilitate equal access to rehabilitation and other measures of reparation for all civilian victims of war, as required under international law, without discrimination on any ground and regardless of where they may live.
- Increased harmonization of the Gender Action Plan and the Election Law is needed to support more women running for public office, so to ensure the target of 40 per cent female representation in government, in line with international standards.
- Development of policies and programs to promote equal opportunities for women and girls with disabilities in society. Creating special programs for employment, retraining or rehabilitation related to women with disabilities, creating relevant statistics, data, and special measures for protection of women with disabilities in the areas of labor and employment.
- State party needs to adopt the Law on the Rights of Victims of Torture and Civil Victims of War without delay and to ensure that child victims are not discriminated against, including in the distribution of personal disability benefits.
- Increase harmonization of the Gender Action Plan and the Election Law and support more women running for public office to ensure the target of 40 per cent female representation in government, in line with international standards, is achieved. Actively encourage the participation of internally displaced women
- Ensure that a new draft law on free legal aid is finalized without delay and that Associations of victims of rape or other forms of sexual violence during the war and of relatives of missing persons are thoroughly involved in such process and allowed to express their opinions, needs and expectations.
- Although 18 years have passed since the conclusion of the war in B&H, thousands of victims of rape or other forms of sexual violence have not been guaranteed access to justice, compensation and integral reparation for the harm suffered. On the contrary, they remain among the most marginalized and stigmatized categories within B&H

society. BiH must ratify without delay the Agreement on Privileges and Immunities of the International Criminal Court as well as the Kampala Amendments. Moreover, it must ensure that it fully aligns its national legislation with all obligations under the Rome Statute, including providing for effective cooperation with the ICC as set out in the Rome Statute and defining genocide, crimes against humanity, and war crimes in accordance with the Rome Statute and the Elements of Crimes. B&H must conclude specialized agreements with the ICC on the enforcement of sentences and witness protection and relocation.

- Law on Prohibition of Discrimination provides a number of exceptions which permit discrimination against women in ways which are inconsistent with the Convention. Neither the Law on Prohibition of Discrimination nor the Law on Gender Equality prohibits discrimination by association, and only the Law on Prohibition of Discrimination prohibits discrimination on the basis of perception.
- Ministry has failed to report, through the Council of Ministers, to the Parliamentary Assembly on cases and other manifestations of discrimination or to propose concrete legislative or other measures with regards to such discrimination, despite its obligation to do so under Article 8 of the Law. Second, the Ministry had failed to produce any annual reports (or special ad hoc reports) for the Council of Ministers containing proposals for measures for the prevention and suppression of discrimination in Bosnia and Herzegovina. Finally, the Ministry has failed to establish a central database of cases of discrimination.

Women's NGOs in The 3rd Alternative Report on the Implementation of CEDAW insisted on the following:

- Women should be actively involved in adoption process of all laws and developing policies, with the purpose that these documents truly reflect the needs of women, and ensure equal opportunities and rights for women. The State should develop and adopt policies that will include clearly stated objectives, measures and specific actions with deadlines and clearly identified accountability of state institutions for their enforcement, as well as precisely allocated budget funds and clearly identified sources for financing these activities.
- BiH should take appropriate legislative and other measures to ensure that women have equal access to the use of economic rights, including the right to employment and protection in regards to work and labor relations under the same conditions and without discrimination, the right to adequate remuneration, right to retraining, additional training, additional education, and access to and use of loans and information.
- Political parties, state companies, governmental institutions, as well as organizations and bodies of governance and decision-making at all levels, should create strategies and actions to achieve gender equality, with the active participation of women.
- State should ensure that women victims of gender-based violence, including domestic violence, have access to and receive protection from violence and that women victims of trafficking have adequate assistance and protection.
- State should ensure access, and full realization and protection of women human rights of Roma women, including the right to education, employment, health and social protection, and protection from gender based violence.

These comments and demands are valuable reminders of what else needs to be done to promote gender equality in BiH, and they are instruments for pressure upon gender mechanisms and state in general to fulfill certain demands. In a way, parallel CEDAW reports are allies of state machinery, as a voice of those who are outside state bureaucracy. In growing number of cases, parallel CEDAW reports are being made by international organizations, also, while the Alternative CEDAW report represents a joint report of a number of different Women's NGOs. The result, from policy perspective is that a growing pressure creates a growing attention to certain problems, which eventually move things forward.

While major efforts of gender machinery has been related to, broadly speaking, establishing comprehensive institutionalized system of gender mainstreaming, women's NGO's incline more to support specific targeted and vulnerable groups. They also play essential role where the gaps exist between legal regulation and actual implementation, such as legal aid, or protection of women victims of violence. Since their projects often cover just limited number of cases in a limited territory, most often local community, their experiences and knowledge are valuable resources for what often comes as a next step – comprehensive mainstreaming of a certain policy. In a future it could be expected that the existing and new NGOs develop in two, not mutually excluding, directions: towards more professionalism and steady organization, and towards more voluntarism and ad hoc groups. Volunteering has been largely neglected and there is a vast societal need for citizens to be more engaged in different activities which will improve quality of life within the communities and of different vulnerable groups. This is especially important in the light of donors' withdrawal from BiH, and the most recent devastating floods.

### **1.7.3 International Organizations and Donors**

International organizations and donors have a long history of presence in Bosnia and Herzegovina due to the war and post-war reconstruction. Their involvement with gender was also evident from the beginning of the war, first in the form of humanitarian help for women victims of the war. Later, the issues diversified and the growth of the number of projects and people involved in gender issues were also evident. Swedish organization Kvinna Till Kvinna, had notably strong presence for two decades. In the last several years more steps have been made to increase coordination between major gender stakeholders in the country. General tendency is to increase information sharing, coordination of activities and even the number of joint projects, as well as joint financing. This period is a period of pronounced change, since Bosnia and Herzegovina is changing a status, from post-conflict country into the accession country, which creates different and new donor environment and requires restructuring of the local gender players.

Some organizations such as UN Women, which have great organizational and knowledge capacity, are going through transformation and facing numerous limitations in their engagement, which strongly limits their future activities in BiH. UN Women is generally showing low interest for Europe, and Europe is the only region without regional office. That situation makes difficult transfer of valuable experiences which UN Women has accumulated in the region, and especially in BiH, to other regions. At the same time, this situation also

limits the potential of transfer of experiences from other regions into BiH, which is underutilization of resources in the field of gender equality. Between 2006 and 2010, UNIFEM has led a regional project called *Gender Responsive Budgeting in South Eastern Europe: Advancing Gender Equality and Democratic Governance through Increased Transparency and Accountability* involving Albania, Bosnia and Herzegovina, Macedonia and Serbia. Several regional meetings were held in the framework of this project and several pilot projects were initiated. The goal was to support the establishment of corresponding capacities for gender responsive budgeting as well as to provide resources and support for active associations in this area. Gender-responsive budgeting was promoted across different government levels and institutions. Important lesson from this project is that there is not enough transparency of budget data and decision-making involved, which shows the strong connection between level of democracy and existing gender equality (Report on women's Rights in the Western Balkans, 2012, p.55).

Another relevant UN Agency, UNFPA is also faced with the problem of limited capacity, which is even additionally worsened due to the unclear focus related to reproduction in the last several years. Prior to 2009, in cooperation with State and Entity level ministries and NGOs, UNFPA had succeeded in developing important resource materials that would permit the accreditation of youth friendly sexual and reproductive health services and provide a basis for improved quality of post abortion counselling services. For various reasons, including a management decision to focus on GE, the award of the Global Fund support to Association XY for national network of Youth Friendly Medical Services, UNFPA BiH has lost its momentum in this sector (UNFPA County Programme Evaluation, 2013). UNFPA still has considerable space for engagement in two fields: reproductive health, for both women and men (especially young), with the emphasis on education and counseling; and more general issues related to population development, since BiH is a society which is going through a process of intense aging. So UNFPA could work more on development of a social policy for elderly, as suggested in the recent evaluation (UNFPA County Programme Evaluation, 2013). Gender aspects are very relevant in both areas. However, clear focus of UNFPA according to its mandate, which is demographic development and biological reproduction, would better serve gender issues than activities related to GBV, for example, where many actors from CSO scene with large experience are already very active and.

Almost all key donors and international organizations are increasingly turning to the issues of local development and gender, and to the projects related to the economic empowerment of women. Good example is UNDP project in BiH „The Integrated Local Development Project (ILDLP)”, which is an integral pillar of the UNDP Rural and Regional Development Sector, which provides support to help strengthen local development planning and the realisation of local strategies in Bosnia and Herzegovina. Gender and social inclusion are two major transversal themes in the project. Logframe of the project reflects inclusion of GE through concrete activities that mirror the mainstreaming of this principle, such as: ensuring equal participation of women in local strategic planning and capacity development initiatives; reflecting the needs of women within development strategies based on sex-disaggregated data collection and situation analysis and proposing concrete interventions to address these needs; ensuring gender-sensitive budgeting at the local level and FBiH cantonal levels; introducing gender-sensitive indicators within local and cantonal development strategies; engaging the BiH Gender Agency and both entity Gender Centres within the policy dialogue process

([http://www.ba.undp.org/content/bosnia\\_and\\_herzegovina/en/home/operations/projects/poverty\\_reduction/integrated-local-development-project--ildp-.html](http://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/operations/projects/poverty_reduction/integrated-local-development-project--ildp-.html)). When it comes to gender at local level, experiences have shown, that it is easier to make coalitions between different gender stakeholders. Turning to economic issues is a logical consequence of a very difficult economic situation in the country, now considerably worsened by the floods, and previously neglected projects on economic empowerment of women.

To improve GM of the projects, foreign donors include gender experts who work on the projects and organize gender mainstreaming seminars for the staff, which enable upgrading of knowledge in specific areas/sectors. The good example in that regard is the Swiss Agency for Development and Cooperation which organizes interactive seminars for the staff, on recurrent basis, thus enabling gender dimension to be included into the projects at the very initial stage of project/programme inception. SDC has clear focus on 4 areas which have been largely neglected: 1. local government; 2. health; 3. employment and education, 4. migrations (returnees). All four areas are gender mainstreamed, and mainstreaming is done according to sectors, throughout the project cycle. SDC organizes interactive trainings of the staff on gender mainstreaming and has continuous learning as principle, with the support of an on-line network and resources related to gender mainstreaming.

Care International has two ongoing projects which are related to the most disadvantaged group of women in BiH. The first one is „Active Inclusion & Rights of Roma Women in the Western Balkans“ which is designed in connection with the European Framework for National Roma Integration Strategies, adopted by the European Union in 2011. This strategy refers to the position of Roma women and is also relevant for the accession countries. In line with the goals of the European Union the overall objective of the project is to contribute to the improvement of the socioeconomic situation of Romani women in Serbia, Bosnia and Herzegovina (BiH) and Montenegro (CG) through their active participation in policy-making. The project purpose is to strengthen Romani women organizations to promote gender-responsive National Action Plans and to monitor their implementation. The second project is „Women’s Economic Empowerment project“ which is assistance to women to start their own business, mainly Roma women.

Sweden, Austria and Switzerland have been supporting a five-year programme called FIGAP, which relates to the implementation of the Gender Action Plan of BiH (GAP). FIGAP is a multi-level program; from capacity development of gender institutions, non-gender institutions at all levels, to the small projects scheme at the grassroots’ level and to implement this intervention, a Joint Financing Arrangement (JFA) has been signed in the end of 2009, which forms the basis for the contribution and coordination between donors and the BiH state and entity governments. Consequently, the FIGAP implementation started beginning 2010. The frame budget for the Programme is estimated at 5 MEUR, out of which the three international donors have committed 3, 5 MEUR already.

It is important to note that Ministry of finance of Bosnia and Herzegovina does not give data on gender projects specifically, but only for the whole sector for human rights. But, for example, in 2012 for the sector of human rights, on the basis of foreign donations, BiH has got 4.35 million euros.

#### **1.7.4 Other Gender Stakeholders**

Gender stakeholders can not be reduced only to those who actively work in favor of gender equality or organizations and institutions which have a mandate to do so. Gender stakeholders are also those, individuals, organizations and institutions which, in line with their own interest, contribute to gender equality, or create obstacles to gender mainstreaming in society. This is especially the case with those who are public opinion makers, leaders, and who have a power to influence and shape public discourse. Among those, especially relevant are two stakeholders: religious institutions and media.

Religious movements in contemporary Balkans are gaining the momentum, and there is an obvious increase of the influence of religious communities and institutions in the political and social life. There are also indications of growing religious extremism, especially among young people. However, these issues absent from research and activities of gender stakeholders.

Media research on gender issues is still rare, and only dealing with some specific aspects of the problem. Research “ Women politicians in Media: pre -election campaign, research (2010)” has shown that although the number of women candidates has increased in 2010, in comparison to 2002 and 2006, that did not affected election results at the end. Part of that outcome might be explained by media marginalization of women candidates. The research of media contents in the two pre-election weeks (15 Sept – 30 Sept 2010), has shown that women were not represented according to their numbers; neither the topics were ever related to gender. In fact, they were underrepresented with only 12% of media coverage. This research, as well as an interview with the main author has disclosed that general publics is not taking gender issues as political issues which need to be discussed, neither women’s interests as relevant for women’s decisions about the candidates. Domination of narrow political topics, and especially, “ethnification” of the whole political field, makes gender issues not only secondary, but invisible.

### **1.7.5. Gender Equality on Cantonal Level**

Article 24 of GEL emphasizes the obligation of all relevant state, entity, cantonal authorities and local self-governments to provide special measures in laws and other regulations, policies, strategies and plans to regulate gender equality area of social life. Gender equality issues on cantonal level are object of interevention of both institutional mechanisms, as well as civil sectors’ organizations. On institutional level, the Cantonal Assemblies in the Federation of BiH have established Committees for Gender Equality. At the local level there are committees within municipal assembeblies in almost all municipalities across BiH. In CEDAW report of BiH is mentioned that some commissions at the cantonal level are not functioning, but it is not mentioned which cantons are in question nor what are the reasons for not implementing GEL (CEDAW/C/BIH/4-5:p.11). The major problem in functioning of cantonal gender equality committees is caused by change in staff after the elections every four years, which weakens the capacities of those committes and puts pressure for on-going training of the staff.

There is none systematic overview of the differences in terms of gender statistics on cantonal level at the moment. More is captured in terms of legal differences and different regulations. Very good example of huge differences between the cantons relates to remuneration during maternity leave. Entity law governing this area is a framework law and

decision of the amount of remuneration is the responsibility of the cantons. The amount of remuneration is different depending on the canton, and the difference ranges from 50-90% of the average salary. This remuneration is paid from the budgets of the cantons. In general, access to social protection and health care insurance have been largely complicated by unresolved problems of coordination between the entities and cantons. That creates inequalities among the citizens, in fact, leads to discrimination based on territorial belonging.

Different cantons, due to different level of general development and different level of development of civil sector were more or less included into different gender equality projects. For example, in Bihac and Mostar, UNFPA project was implemented, Reproductive Health of Youth, which resulted into the opening of information centers, with the aim to familiarise young people with contraception and sexually transmitted diseases. Randomness of this type of interventions has a problem of sustainability.

Another problem related to effectiveness of projects related to gender equality is connected to the obvious weakness of gender statistics. For example, in a publication published by Federal Institute for Statistics, under the name „Canton Sarajevo in numbers“ (Sarajevo 213), gender is not systematically taken into account in all relevant fields. Even the basics, such as age structure is not crossed with sex, which is very unusual. Data related to employment is also not gender sensitive, as well as much of other data, with the exception of education and social protection. However, the problem of quality of data presented is further complicated by the absence of definitions, so any serious analysis of employment area, for example, remains impossible.

In Canton Sarajevo gender equality is strongly promoted by few key players from NGO sector. One of the most prominent organization „Zene zenama“, has a long history of engagement, from 1997, and a wide spectrum of activities, networks and memberships. The main focus of this organization is peace, security and justice, as well as gender equality policies, gender equality in decision making, and women's rights in general. It is also very interesting that this organization initiated women's studies in Bosnia and Herzegovina, (under the name of Zarana Papic, Sarajevo born feminist, who lived in Belgrade) which then developed and moved at the Center for Multidisciplinary Education at University of Sarajevo. Zene zenama, nevertheless continues gender education targeting young women, often those at the secondary level. Zene zenama is one of the few organizations in BiH which openly advocates feminist approach, and actually tries to apply that approach in its mode of functioning. As one of the key women's organizations in BiH, it has strong impact on its immediate setting, which is the city and Canton of Sarajevo. However, this organization also realizes its projects with partners throughout BiH and with Federal and state institutions. In 2012 Zene zenama nominated Ministry of Security of BiH for promotion of 1325 Resolution, which resulted from previous successful cooperation in this domain.

Another strong woman's NGO which has wide impact on a community is Viva zene from Tuzla canton. Viva Zene was founded in 1994, with the aim to deliver fast, efficient and continual psycho social support to women and men who were victimized in the war. From 2000 on Viva Zene considerably widened their mission and concept, and in cooperation with municipality of Tuzla, it developed further its activities towards rehabilitation of victims of domestic violence. In addition to those activities Viva Zene also has educational projects and supply trainings for different professionals, as well as projects related to prevention of torture. In their work, Viva Zene has developed holistic, interdisciplinary approach for the treatments of victims of violence and torture. They also

have developed dense network with local gender stakeholders, local institutions, to enable systematic approach to violence against women. They are contributing to capacity development of local institutions and in March 2014, they signed Protocol of activities related to violence in family, with Cantonal Ministry of health, work and social policy, as well. This Protocol is considered to be the major step forward in systematic and effective approach to the problem of domestic violence, which is involving all relevant institutions at the cantonal and municipal level.

Cooperation between cantons in domain of gender equality is quite pronounced in civil sector, where strong CSOs work together on different issues. One of the good examples of this kind of cooperation is signing up of protocols in three cantons (Sarajevo, Tuzla, Zenica) which were related to the treatment of victims of domestic violence and provision of adequate protection. Organizations which signed the protocol were: Foundation for Local Democracy, Sarajevo; „Medica“ Zenica and „Viva Zene“, Tuzla.

In Brcko district, in November 2013 a Committee for gender Equality was founded, attached to the Parliament of Brcko District. It is actually made 10 years after the Law of Gender Equality stipulated formation of such a committee. However, the momentum is making clear that this institutional mechanism will need to rely on capacities of women's NGOs to adequately respond to the problems of gender equality and especially those of violence against women. District Brcko still does not have SOS telephone line for victims of violence, but it joined the campaign 16 days of activism, which indicates the willingness of the authorities to finally put the problem on agenda.

The new proposed Law on Protection from Domestic Violence of BiH provides legal basis for establishing criteria for funding of shelters in a manner which will combine financial sources from the federal budget, cantonal and municipal budgets. The suggested proportion is: 40% from the federal budget, 30% from the cantonal and 30% from the local level. In Canton Sarajevo, victims of domestic violence which use assistance of safe houses are defined in the cantonal law as beneficiaries of social assistance.

Cantonal level analysis is showing that gender equality issues are connected to development issues, and that they reflect existing diversity in regional development and rural-urban differences. Women's organizations which are stronger are located in more developed cities and have longer histories, which also enables them to position themselves in relation to the institutional gender mechanisms. However, it is becoming obvious that the trend of higher cooperation between institutions and civil society organizations is taking off the ground. Often it is becoming regulated by protocols of cooperation targeting the issues of violence against women, as the core issues. However, for more successful gender mainstreaming from top level, to the level of local communities, much more elaborated knowledge is needed on a position of women, including gender sensitive indicators. The obvious weakness, or even absence, of gender statistics on cantonal level is still serious impediment for advocacy and campaigns in favor of gender equality. Diversity of cantons and their regulations, in combination with randomness of the projects and absence of data, only contributes to an overall chaotic situation, which in longer run further complicates rational and effective implementation of gender equality policies.

## **2. PART TWO - Gender Analysis**

### **2.1 Gender Equality in Decision-making**

Women in BiH are still largely excluded from decision making positions. In 2013 ministries of all nine ministries of BiH were men. Chairmen of the Council of Ministers is a man. However, women are equally represented as deputy ministers, as men, which is a good indicator of possible change. On a positive side there is a fact that a woman, Zeljka Cvijanovic, is a Prime Minister in RS. However, the percentage of women in legislative and executive authorities at all levels remains unsatisfactory, although the situation is much more favorable in the Parliamentary Assembly of Bosnia and Herzegovina. In 2011, only 19% of women were represented in the Parliament of BiH, 21.4% in the House of Representatives of BiH and 13.3% in the House of the Peoples of BiH. In the 2008 elections the electorate included 49% women and 51% men; registered candidates consisted of 64.8% of men and 35.2% of women, whereas among the elected officials 85% were men and only 15% were women. The percentage of women elected as mayors was in 2012 only 7.3%. In 2012 out of 54 positions there were only 12 women (22.2%) female ambassadors and general consuls in the diplomatic/consular offices of BiH. However, women make 51% of civil servants in the institutions of BiH (Women and Men in BiH 2013, p.49).

When it comes to the security sector women are heavily under-represented. They make 35.6% among employees in the Ministry of Defense of BiH, 23.8% among civilians in armed Forces, 4.8% of Professional Military Personnel in Armed Forces of BiH, 6.5% of Armed Forces, and 3.5% of Peacekeeping members. In law enforcement agencies women are very differently represented. In police of Brcko District they make only 4.2%; in the Ministry of Internal Affairs of RS, 21.5%; in the Federal Ministry of Internal Affairs even 56.0%. (Women and men in BiH, 2013, p.50). Data on representation of women by ranks in law enforcement agencies at the state, entity and cantonal level, are showing that very few women have high ranks, so in 2013 there were only eight main inspectors (Women and Men in BiH 2013, p.51).

Available data on the ratio of men to women employed in public administration in Bosnia and Herzegovina shows approximately the same ratio amongst civil servants in both Republika Srpska and the Federation of Bosnia and Herzegovina; however, an increasing number of men held higher and more important positions, such as managers of independent administrative bodies, assistant ministers, chief inspectors and other. Within the judiciary of Bosnia and Herzegovina it is evident that women outnumber men amongst court personnel. The percentage for women ranged from 43.1% in the Court of BiH, to 67.5% in the municipal courts. Gender mainstreaming policy includes regular pre-election activities to raise awareness on the participation of women in both legislative and executive branches of power. BiH election law requires a 30% quota of female representation in elected bodies. The gender mechanisms have begun to actively support and provide training for political parties, but the results are still weak. Ethnic component of political life dominates, which makes very unfavorable environment for women and gender issues in general.

Research results of survey with 30 women politicians in BiH has revealed that women think that patriarchal patterns of behavior in politics are still the major obstacle for higher women's representations. However, an interview with the author of this survey has revealed that there is a much deeper contradiction. In fact, women politicians rarely have some

particular gains from defending women's issues which are still not in large recognized as political issues. So, they behave in a way rational, since they follow the dominant political agendas, instead of pushing form women's agendas. However, women politicians think that their visibility exists when they fight for women's interests (such as: maternity leaves or better health care for children). In electronic media none programme has been devoted to women's issues specifically. Low priority of women's issues in public thus creates also the main obstacle for women politicians to take on women's issues, and that in turn does not contribute to their higher representation ([http://www.1325.arsbih.gov.ba/wp-content/uploads/Istrazivanje\\_print.pdf](http://www.1325.arsbih.gov.ba/wp-content/uploads/Istrazivanje_print.pdf))

## **2.2 Gender Equality in Education**

In Bosnia and Herzegovina, as in other East and South-East European countries, gender differences in education are successfully being minimized. The exception is Roma population, which is discusses elsewhere in this Report. Although educational structure of the population still reflects differences in education, this is mainly due to the accumulated effects of inequalities in previous times. For example, in 2007, 25% of women in BiH did not have any education in comparison to 18% of men. However, the educational process, in general, in present times does not exclude women, on the contrary. For example, in the school year 2010/2011 women made majority of students in BiH (59.886) in comparison to men (47.651). Among graduated students women in 2012 were 11.097 in comparison to men, 7.268. In 2012 women also represent larger number among masters (1.542) in comparison to men (1.088), while men are still more often getting PHDs (122 of men in comparison to 88 of women) (Women and Men in BiH, 2013, p.30). If this process of higher inclusion of women continues which is very likely, it would be very important to deal with the causes of young men withdrawal from the higher levels of education. Also, although, women are represented even in higher numbers at university level, there is still a high gender segregation of educational profiles. For example, ITC studies are mainly attended by men (90%), as well as security studies and criminology (75%), and civil engineering (82%). On the other hand, women are overrepresented in education and rehabilitation (85%), medicine and pedagogy (59%). Another visible segregation is related to the employment in educational institutions: the higher the educational level, the smaller is the percentage of employed women.

Although gender equality in education is included in the key legal end policy documents in BIH, much more needs to be done in achieving gender equality in all dimensions of the process of education. Gender relevant knowledge need to be mainstreamed into all teaching materials and gender sensitive practices of teaching need to be included into all communication models between teachers and students. Besides, vulnerable groups of girls and boys need to be encouraged to stay in educational as long as possible. Gender-impact analysis of the textbooks used in primary schools in Bah has shown that these textbooks perpetuate gender stereotypes about men, women and their social roles. Further analyses have shown that stereotypical representation of gender roles is still present in both textbooks and classroom practice in schools and that those initiatives and actions intended to change and adjust textbook content to include the principle of gender equality are still missing. Gender stereotypes are present at all levels of education. These stereotypes can be eradicated only

through a systemic approach that includes a thorough change in teaching practices as a whole (CEDAW Report).

BiH has recently, introduced two years master course on gender at University of Sarajevo. The Programme was responding to the needs of both academia and gender mechanisms. Within this programme a number of theses have been defended, and a number of researches conducted as individual and team projects, which were in line with the policy needs of GEA. At the moment a programme is searching for funding for multidisciplinary PHD.

### **2.3. Gender Equality in Employment**

According to data from the Agency for Statistics of BiH, the overall employment rate is 31.9%, and it is much higher for men than for women (men 41.3% and women 23%). Women in the age group 16-64 accounted for only 32.8% of the active labor force in BiH in 2011, which was the lowest level of representation of women in the labor market in South East Europe (Women and Men in BiH, 2013, p.31) . Since active population also includes those who are officially unemployed, this figure is not including women who belong to the category of “discouraged workers”, in fact those who do not even search for job, knowing that they have minimal chances of getting one. However, to fully understand what is happening with women, employment and the market, much more analysis needs to be done, including analysis of the very statistical definition of the concept of “employment”, “unemployment”, and formal and informal employment. It could be supposed that actual women’s employment, meaning doing work for payment, is in fact higher due to the informal economy, or it could be lower, if the definition of ‘employment’ is too inclusive. Finally, those figures originate from a survey which is three years old. New data related to gender differences in employment, work and payment is necessary to get realistic picture on what is happening in reality.

Statistical data is also showing that labor market structured along the gender lines, with some sectors being heavily feminized, while other heavily masculinized. Those sectors where women are overrepresented include education, health care and social protection, while the sectors where men are overrepresented are related to construction work and security. Women are always less represented on higher levels of decision making, which also contributes to the lack of gender awareness and sensitivity in making economic and development decisions within their respective fields of responsibility.

Gender inequalities in employment in education show that percentage of women is also linked to the level of educational institution. So, in 2011, 98.3% of women were employed in pre-primary education, 69.8% in primary, 57.1% in secondary and 39.8% in higher education. University education being the most prestigious and the best paid at the same time is also most closed for women.

Out of the total number of health workers in the public sector in BiH in 2011 three quarters were female. The greatest difference in the gender distribution of health workers was observed for pharmacists of whom 90% were female and nurse-technicians with more than 80% being women. A high level of female employment was also observed in social welfare and institutions that deal with ill and/or abandoned children. More women than men were also registered as employed in the judicial sector (particularly in the cantonal, regional and municipal courts 60-68%). This is an interesting fact since high presence of women in a sector

usually is connected to overall devaluation of that sector (in terms of money, prestige and power).

Informal employment is widely spread in BiH economy, making between 30-40% of total employment (MDGs, 2013). Informal economy is closely connected to precarious employment, poor working conditions and no social security. However in conditions of high formal unemployment it is necessary for survival of individuals and families who would otherwise be extremely poor. People with low education often stay in informal economy, while people with higher education have higher chances of finding a proper job in formal economy. Informal economy is phenomena which will not easily disappear from BiH economy, so it is very important to understand what are the gender consequences of its high presence. Single mothers might be especially prone to accept jobs in informal economy due to the economic pressure related to dependents. Women in BiH generally having lower education than men might be under the higher risks of staying in informal economy continually.

Women and men in BiH also differ by employment status. Although they are both most often employed, and much less self-employed, the biggest gender difference is related to the unpaid family workers. Among employed women unpaid family workers make 10.3% and among men, 2.3% (Women and Men in BiH, 2013, p.33).

Gender gap in incomes in BiH has been an object of research and publication, based on surveys conducted in 2001 and 2004 (<http://www.bhas.ba/ankete.html>). The analysis has shown that not only those men are more present at the labor market, but that the labor market itself is more oriented towards men. Women are more represented in the lower ranks of payment. Most of the employed women earn between 200-400 KM per month, and most of the employed men earn 300-500 KM per month. Educational level plays important role, because the largest pay gap is in case of women with the lowest level of education. Women earn less than men both in formal and informal sector. It could be assumed that formalization of informal sector would contribute to lessening of the overall pay gap between genders. Gender gap can be translated into the individual material losses to illustrate how relevant it is. For example, a woman with high level education is at loss 30.000 KM during her working life course (<http://www.bhas.ba/ankete.html>).

#### **2.4. Gender Equality in Health**

Gender equality in a sphere of health and prevention means that there are equal opportunities for both genders to enjoy their right to health, which includes equal access to services and quality protection. It also means that in some aspects of health issues, where differences are related to biological differences, one or the other gender can be subjected to some positive action in order for these differences to be minimized or eliminated. The health of both women and men must be viewed as being of equal value and they need to have equal access to social services and also their health issues need to be equally subject of relevant research priorities. These rights are defined by international treaties and documents that concern human rights. Gender equality in the field of health is defined under Article 13 of the Law on Gender Equality of BiH. The Gender Action Plan of BiH, under Chapter 10 (Health, Prevention and Protection), stipulates goals and actions for the improvement of gender equality in this particular area.

Reproductive rights are one of the areas which have traditionally been in the focus of gender equality policies. CEDAW Committee made recommendations to BiH to improve access of information to girls and women concerning sexual and reproductive behavior. This could benefit both the protection from STDs as well as protection from the abortion, if contraception is applied more than it is the case (40%). Very little is done in a direction of providing young people with adequate information, which is possibly related to traditional and religious influences. UN Agencies, acting within their respective mandates, provide support to certain segments of health and healthcare services. One example is the UNFPA which focuses a part of its activities on the improvement of the sexual and reproductive health of young women and men through support counseling. However, the scope of the project was too limited to produce some more profound effects on a society wide scale, and in fact, it is doubtful how much of the effect has been produced on the community level. Experience on the ground has shown that counseling was met with obstacles related to traditional values, and that in small communities it did not succeed to attract large numbers of young people. Therefore some other methods and approaches with wider impact should be promoted, that would better fit to the BiH environment, depending on communities.

Recent research MICS 2011-2012 ( Women and Men in BiH, 2013, p.24) has shown that women 20-24 in comparison to women 45-49 do not show much more modernized attitudes towards contraception, which only proves that the process of modernization in private sphere has been halted with new negative developments. Also, both women and men are exposed to health threats because of smoking, but men more than women. In a generation 15-19 21.6% of women and 28.7% have sometimes smoked, in comparison to generation 45-49, where 58.6% of women and 76.6% of men had/have experience with smoking.

Even bigger problem is related to the fact that access to healthcare and health insurance is defined by entity laws. Although, according to the review made by GEA all of the entities, including Brčko District have provisions which guarantee equal treatment of women and men, it is a difference between the entities that in reality can create even larger gaps in treatments. As stated in CEDAW: “ Due to the exceptionally complex institutional framework, poverty, lack of funding and insufficient coordination among different levels within the systems of social welfare and healthcare the scope of social rights, in spite of their being safeguarded by both the legal framework and international documents and conventions, which have the same legal force as the constitutional provisions, does raise the issue of actual access to and the practical use of all legally defined rights for men and women in BiH”.

Special protection measures are provided to a certain extent for special groups of the population, such as pregnant women/mothers/babies, children/adolescents, older persons as well as vulnerable groups such as the homeless, addicts and the unemployed, yet they are generally related to social welfare transfers. Although women make majority of those employed in the health sectors, they are underrepresented in management structures. In a private sphere, also, women are confined to roles of care providers. A low level of knowledge about regulations concerning healthcare, not only among women but also among men, is yet another problem in exercising rights in domain of health care. Health area is a very complex and dynamic area regulated by numerous regulations that require specialized knowledge, which often can disempowered patients to make more proactive role in their improving health condition. CEDAW Report is recognizing that there are no services for information about the protection of beneficiary/patient rights that would help alleviate and mitigate the present unsatisfactory situation in this field.

The majority of health institutions, including healthcare services for women, are concentrated in cities, which results in a great difference in the number of health institutions, staff and equipment between the rural and urban areas across BiH; this presents a significant obstacle for the rural population in terms of accessing healthcare services. The approach to family planning is traditionally focused on women, both in society as well as in medical field, so more effort is necessary to approach the issues and design the policies favor of gender equality.

The data on health issues is still not being represented along the gender lines, except in a case of causes of death. Health statistics is not gender sensitive enough, and more data is necessary to be collected on regular basis, so that some in depth understanding of gendered patterns of behavior in relation to gender, within the context of Bosnia and Herzegovina could be made. It is especially worrying that data about beneficiaries of health insurance categories are not being collected. Also, since BiH is a setting with high corruption, it would be important to include gender aspects into the anticorruption strategies in health, as well as in other institutions.

## **2.5 Social Protection and Gender Equality**

High level social exclusion in Bosnia and Herzegovina is being produced by the following factors:

- Consequences of the war (disabled people, widows, victims of violence, single parents...)
- High unemployment and high informal employment
- Low qualification and educational level of population
- Ethnic exclusion, internal displacement and exclusion of returnees
- Inadequate system of social protection, with weak protection and coverage, which creates inadequate access to resources and services
- Inadequate system of centers for social work (centar za socijalni rad), with low level human and material resources and inadequate regulation and management
- Ethnic exclusion, sexism and ageism

The number of people who are in a social need in Bosnia and Herzegovina is great and cuts across gender and ethnic lines, including many different categories, such as: disabled people, poor people, unemployed, single parents, old people, homeless people, sick people etc. Very vulnerable categories of population are families with small children. In fact, if all vulnerable groups and individuals who are in a situation of social need would be put together, the 'social exclusion' would in a case of BiH embrace certainly more than half of the population. The Law on Social Welfare provides certain rights for those persons who are in a state of social need caused by war trauma, natural disaster, general economic crisis and the psychological or physical condition. However, social protection in BiH is legally regulated mostly at entity and cantonal level, but discrimination based on gender is forbidden. So, it could be said that social protection system basically functions through 13 systems which are almost independent, which creates many overlapping and confusion in the implementation. The role of the institutions on the state level is minimal. All of this leads to huge differences

in the implementation between different territories, in fact citizens who live in different territories and therefore have different accesses to social protection. The whole system is based on individual approach, meaning that it is not really dealing with vulnerable groups, so their access to resources and services is limited. People are discriminated also on the basis of the fact that their condition is not included into the legal framework, such as in the case with people who have certain mental conditions. Further on, system of social protection de facto allows special status of some groups of people (ethnic minorities, Roma, displaced people, or returnees), which makes discriminatory practices even more spread. Although cantons have the right to have laws for social protection, not all of them have laws and regulations for implementation. In reality this leads to the situation where some of the vulnerable categories do not receive any assistance, or assistance greatly varies. For example: due to the fragmented administrative structure in BiH individuals receive different monetary compensation throughout the country, even if they are diagnosed with the same degree of disability. Additionally, the level of protection varies depending on whether the disability is related to war or to an accident, illness or has existed since birth and results in unequal and lesser protection being provided to the latter. (MDGs, 2013)

The beneficiaries of social welfare also include children who are in a state of social need and, in general, those persons with physical or psychological developmental difficulties, persons without income or persons unfit for work, the elderly without family care, persons with negative social behavior etc. Provisions of laws on social welfare and laws on social security for the unemployed ensure that women who are unemployed are covered by the social welfare system. They are entitled to healthcare and health services free of charge, as well as to cash benefits and in certain cases payment of contributions for retirement and disability insurance. All employed women enjoy employment-related social rights, such as health benefits, unemployment benefit and under certain conditions the right to retirement and disability benefits.

It is also important to note the entity laws are regulating the protection of civilian war victims. As many women who became single mothers as a consequence of the war, live under generally difficult financial circumstances and are in a vulnerable psychological condition, BiH enacted laws to alleviate the difficulties faced by this group. Entity laws in BiH that relate to the rights of war veterans and their family members are focused on reducing the economic and social vulnerability of women as a result of the war through the death, illness or disability of their husbands. Wives of war veterans are entitled to use the full range of social welfare services (e.g., in case of unemployment), including healthcare and they enjoy the right to priority in certain cases (e.g., when applying for a vacancy). Additional support is provided for the wives of fallen or demobilized soldiers in the form of a monthly disability payment, priority in resolving housing issues, more favorable conditions for retirement, etc.

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Impoverishment of BiH due to the war and destruction still has consequences on the scope of poverty, as well as serious development problems faced from 1995 till today. It is estimated that one third of population could be classified as poor. One of the most relevant

indicators of social exclusion is hunger and extreme poverty. According to MDGs in BiH the most vulnerable groups in this regard are: Romas, children from the most vulnerable groups, people after 65, unemployed and those who are not in a possession of homes (whether they are displaced, or renting apartments, or paying high interest credits while having a risk of unemployment), large families where nobody is employed, or families with disabled members.

The latest MDG Report takes critical approach to present BiH system of benefits (cash transfers), stating that at present the system does not enable spending in equitable and fiscally justified sustainability. It needs to improve targeting accuracy and allocation spending which will enable alleviation from poverty and prevention of chronic poverty. BiH needs to develop the system in a way which would respond in the best possible way to growing needs of the population, while being rational and just at the same time. Re-composition of the actual spending seems to be necessary. For example, the F BiH and RS allocate over 90% of their entity veteran benefits budget outlays for two main categories: benefits for disabled veterans and family / survivors benefits. The poorest 20% of the population receive only 36.8% of the total social assistance

Another aspect of gender inequality is related to proportion of girls and boys among the residents of social protection institutions for physically and mentally handicapped children. According to the Agency of Statistics, data is consistently showing profound gender gap. For example, in 2010 563 girls compared to 1008 boys were residents of those institutions. Since it is difficult to believe that there are large gender differences in a distribution of those health conditions, it would be necessary to explore causes that create them.

## **2.6 Multiple vulnerabilities based on gender**

Social exclusion is closely connected to the issue of multiple vulnerabilities. In fact, the more one group or individual is exposed to different types of exclusions based on different criteria, the higher will be probability to suffer from extreme consequences of social exclusion, including extreme poverty, homelessness or threat of violence. According to UNDP Human Development Report for BiH in 2007 ([http://www.ba.undp.org/content/bosnia\\_and\\_herzegovina/en/home/library/nhdr/nhdr-2007/report](http://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/library/nhdr/nhdr-2007/report)) over 50% of BiH population suffers from some form of social exclusion. Vulnerable groups are excluded on the number of factors, the most relevant being ethnicity/nationality, which is particularly the case with Roma population. Also, increasingly vulnerable are young people, due to the high unemployment and high informal employment, people with disabilities (but, depending on the sources of disabilities), parts of rural population and aging population. Vulnerable groups also include single parents, displaced persons and unemployed population in general. Having in mind worsening of economic conditions in Bosnia and Herzegovina, from the time when this Report is made until today, it could be assumed that the per centage of those who could be classified as excluded is even higher. This raise an issue of the rationale of the very concepts of the social inclusion and the vulnerability, if the majority of population is suffering from some form of social exclusion or could be defined as vulnerable. This is also a considerable challenge for promotion of gender equality, since gender based inequalities can not be easily single out as major social

inequalities. However, gender inequalities in combination with other inequalities and social exclusions can create multiple vulnerabilities which could become some of the most severe forms of social exclusion.

Citizens of Bosnia and Herzegovina are not only having very high probability to be poor, socially excluded or living in the areas which stay outside of the capital and development flow, but they are additionally exposed to discrimination, which is at the moment without the name, but in fact represent discrimination coming out from the constitutional and administrative design of the country. Complex governance with high diversity of regulations creates a setting where citizens are exposed to different kinds of diverse and unfair treatments. Those differential treatments are happening on the micro, local level, and ordinary people are very well aware of them, often trying to find best solution for their own problem. However, the final result is that they feel mostly as hostages of local and state authorities. Fragmentation of the state is well reflected in fragmentation of interests, leading to a high level anomy, with only occasional bursts of citizen's protests, such as those in February 2014. In the light of most recent floods which hit BiH, another axes of differentiation is added to the long list of differentiations within the population: those who are hit by the floods in the most direct way (refugees, people who lost homes and businesses), and those who are less affected (living in areas which were not affected).

Gender inequalities in BiH are in this complex context only one of the axes of differentiation, often not even the major one. However, as many other inequalities are at play, **the accumulation of vulnerabilities** is what creates the major difference between the citizens. However, several groups related to gender based discrimination which is in the core, are especially exposed to negative effects of social exclusion. Those groups are: Roma women, women with disabilities, old women, rural women and LGBT population.

The position of Roma women and girls in BiH society is extremely difficult. The 2012 Progress Report of the European Commission concludes that very little progress has been made on improving the situation of Roma women and children who continue to suffer from discrimination and domestic violence. There are many indicators showing deep social exclusion of Roma population. The major problem starts from the birth: not all Roma children get birth certificate, and as such they are heavily under the threat of trafficking: birth certificates were not presented for 20% of children during the MICS survey. The Roma MICS survey (2012) confirms that, for almost all indicators, the situation of Roma is significantly worse than for the general population. The income level of Roma reflects the deep poverty of Roma in BiH and is generally due to their exclusion from the labor market and the 'low quality' type of work they perform.

Educational level of Roma population is generally very low, with high incidence of illiteracy among women, and the rate of attendance of primary and especially secondary schools of Roma girls is low. A UNDP study (MICS, 2011-2012) states that nearly 80% of Roma women do not even complete primary education and only 4.5% of Roma women complete secondary education, compared with 9.2% of Roma men. Only 47 % of Roma girls were enrolled in primary education. Low level education is linked with low level employment and high rate of poverty and extreme poverty. About 90% of Roma women have no access to healthcare, social protection or employment. The Alternative CEDAW report for 2010 quoted a nationwide survey that showed that almost 82% of Roma women were unemployed, 9% were working in the informal sector and 7% were begging for survival. In the public sector very few Roma (2-3%) were employed (MDGs, 2013). Literacy rates for

young Roma women aged between 15 and 24 at 68.9 % compared with 90.4 % for their male peers. While the adjusted net attendance ratio measured in MICS4 was roughly similar at 70.9% for boys and 67.8% for girls, the ratio for secondary school widened to 18% for girls compared with 26.6% for boys. The needs of Roma women and girls are not specifically addressed in the Roma Education Action Plan or in the framework document of Bosnia and Herzegovina for promoting education: ‘Strategic Directions for the Development of Education in Bosnia and Herzegovina 2008–2015’. The Gender Action Plan (GAP) of Bosnia and Herzegovina refers to it in some chapters, such as Education and Participation of Roma Women, but not in those that deal with employment.

Old women are and will be increasingly relevant category of population suffering from multiple exclusions, based on gender and age. In EU ageism is the most spread discrimination, even more pronounced than sexism. Based on interviews with NGOs, it is evident that women after 45 are having minimal chances to get employment. Older women are also at higher risks of poverty, and exclusion due to the sickness and increased disabilities. As there are more old women than old men in a population, and women are on average older than men (39.4 w and 37.2 m, Agency of Statistics), and population is aging due to the low fertility and high emigration, the increase of this category is inevitable. However, in the present BiH context with so many other social categories of excluded, old women are not being mentioned as an issue.

Single parents and their children represent another vulnerable group, which is very gendered, and highly exposed to the risks of poverty. According to the Household Budget Survey in BiH, in 2007, out of the total number of the surveyed households with single parent as a head of household, 26, and 9% were single mothers and 1, 7% were single fathers. However, these data refer only to HHs which was headed by a single parent. The number is actually much higher since many single parents live in extended families. , As research has shown, the difficulties which single parents face are numerous, and they include not only the problems with ensuring alimony payments, but also high level insecurity at the labor market, as well as high stress and ‘time poverty’ (Blagojević Hughson, 2012). There is a high need to create Alimony Fund at the State level, as well as to sensitize and train staff working at centers for social work for the problems of single parents.

Displaced women represent another vulnerable category in BiH society. In 2012 it was estimated that there were still around 103,000 internally displaced people (IDPs) in BiH. Most of IDPs live in the areas where they are part of the majority ethnic group. Displaced women are exposed to higher level of gender inequalities due to the fact that they lack resources and are often exposed to stereotypes and prejudices. They incline to informal employment and often are exposed to high exploitation and harassment, due to their unfavorable position. Since they are vulnerable they are more under the threat of violation of their rights. In one of the Alternative Reports to CEDAW, it was emphasized that IDP women are especially exposed to violence. (Report by International Disability Alliance –IDA)

Sexual minorities represent another marginalized group in BiH society, which is existing quietly at the edges of society, adopting “soft approach” in their fight for human rights. However, hate crime is present in BiH society, as in the occasion related to Merlinka festival, organized by LGBT community, in Sarajevo in 1 February 2014. According to Amnesty International Public Statement, a group of 12-14 masked men violently entered and interrupted the festival injuring two men and one woman. It is highly indicative that the issue

of LGBT population is almost never on any public agenda, nor discussed within the framework of human rights. Amnesty International has commented that Criminal Code of the Federation of Bosnia and Herzegovina does not include sexual orientation and gender identity as specific grounds for investigation and prosecution of hate crime. A relevant provision in the Law on amendments to the Criminal Code of the Federation of Bosnia and Herzegovina was adopted by the House of Representatives in July 2013, but is yet to be approved by the House of Peoples, a precondition for it to enter in force (<http://www.refworld.org/pdfid/52f0a0124.pdf> ). Another festival of LGBT community was held in Banja Luka, with more success and with high level international support. The aim of IDAHOT Banja Luka 2014 was networking, strengthening of LGBT community in BiH, and increase of its visibility, and it was attended by more than 80 people.

## **2.7 Gender Based Violence**

### **2.7.1 Domestic Violence**

New Strategy for Prevention and Combat of Domestic Violence 2013-2016 has been drafted in line with the Council of Europe Convention on Violence against women and Domestic Violence (July 2012). Both entities, RS and FBiH, have enacted laws on protection against family violence, which, among other things, define the types of protective measures that can be imposed upon a perpetrator, aiming primarily at the protection of the victims of violence. A special protective measure for the victims of violence is placement in a safe house. Currently there are 9 safe houses in the territory of BiH. International organizations and UN agencies have and are supporting the operation of safe houses, while their financing by governmental institutions has also improved year upon year. An illustration of this in Republika Srpska is the introduction of the legal obligation to finance safe houses, whereby 70% of the finance required for these safe houses comes from the RS budget and 30% from the budgets of local communities. However, there is the lack of medium and long term housing alternatives for women victims of domestic violence.

The institutions that provide protection have, through reviews of reported and processed cases of violence, documented an increase in the number of reported cases of violence, but the overall readiness to report violence is still very low (around 5%, according to research, (Babović, M., Pavlović, O., Ginić, K., Karađinović, N. 2013). Nevertheless, since the violence in the family is a relatively new issue, it could be said that the perception of family violence within society is changing, slowly but continually.

Institutions on a local level are slowly also changing their practices in line with the new legal and policy frameworks. In RS Centers for Social Work in a number of cases have signed protocols with police and women's NGOs, to create "mobile teams" which can react to the cases of violence in the field. There are other cases, when women victims of domestic violence are exposed to persuasion at the side of Centers for Social Work, where professionals try to convince them to reconcile with the perpetrator, 'for the sake of family'. The challenges faced by women victims are also reflected in the inadequate responses by the country's criminal justice system. Domestic violence is commonly charged with lesser charges even when the acts involved could qualify for aggravated forms of violence due to the use of weapons, the abuse of children, or causing grievous bodily harm. Prosecutors fail to

include these more serious charges, which impact on the sentences imposed on perpetrators. They are consistently at or below the minimum levels prescribed by the law. Most domestic violence cases not only receive rather low sentences, but these are often also suspended by courts (Rapport of the Special Reporter, 2013). In many cases the time delay in hearing is so much postponed those women victims decide not to start the case. The Special Rapporteur of UN is reporting that she heard of cases when women who have identified their rapists and are willing to testify, are shocked to learn that their cases will take 15 years to be heard.

One of the specificity of BiH, as well as of other countries in the Balkans which have gone through wars, is that domestic violence is in many cases linked to the legacy of war, and women and men suffering from Post-Traumatic Stress Disorder (PTSD), and other war-related mental health problems. Other negative factors, such as: high unemployment, poverty, drug and alcohol abuse, migration, lack of stable home etc. can contribute to the increase of domestic violence in the families of those who have been affected by the wars in the most direct way.

In order to establish a level of domestic violence in a country a baseline study, the first Prevalence Survey has been made. According to the research findings, more than half of the Women surveyed (47.2% in BiH, 47.2% in the FBiH and 47.3% in RS) had experienced at least one form of violence since the age of 15. During the 12 months preceding the survey 11.9% of women in BiH had experienced some form of violence (FBiH 12.7% and 10.6% in RS). Findings indicate that the most frequent form of violence is psychological, with an overall prevalence of 41.9% during a lifetime and 10.8% during the last year. The second most prevalent form of violence is physical with a prevalence rate of 24.3% during a lifetime and 2.4% during the last year. Sexual violence had been experienced by 6% of women during their adult life, while 1.3% of the women had been the victim of sexual violence during the last year. Data on the frequency of violence indicates that occurrences of violence are not individual incidents but that these practices are repeated systematically.

The perpetrators of violence against women are most often their former or current partners (71.5% of cases). Young women are subjected to violence more than older women (the prevalence rate of violence amongst women aged 18-24 was 56.38% and 44.2% in the case of women over 65 years). Furthermore, women with poor health and disability were not spared from violence: the prevalence rates were the same as in the sub-sample of healthy women and women without disability.. The prevalence of domestic violence was higher in rural than in urban areas (49.2% vs. 44.3%) and material deprivation significantly increased the risk of domestic violence: 19.7% of women who did not live in deprived households had experienced violence compared to 26.3% of women from deprived households.

Violence is closely connected to patriarchal attitudes and rigid understanding of gender roles. Alcoholism was the most significant factor influencing violence in the family, but disability of one of the members was also adding to probability that there will be violence in the family. In households where alcohol related problems were identified almost 60% of women had experienced violence, while this percentage was lower (20%) in households without such problems.

From policy perspective, two findings are especially relevant: the first one that women are not sensitized to register violence, and second that they are not ready to ask for help. For instance, 58.4% of women who had experienced physical violence over the past year said that they did not view themselves as a victim of physical violence and only 5.5% of the women who had been subjected to violence actually sought this support. These results show that there

is much more work needed in a direction of increasing gender awareness, as well as in building trust in the law enforcement institutions.

Finally, it should be noted that factor which strongly contributes to violence is generally high tolerance of violence, especially in a country with recent war history, and patriarchal values, which emphasize women's responsibility for the family, and keeping family together at all costs. High economic dependence of women, typical male gender roles build around alcohol and camaraderie, only worsen the problem of domestic violence.

In 2011, a survey conducted by an NGO identified the most common manifestations of domestic violence. The survey identified slapping (79 per cent), pushing against wall or other forms of manhandling (67.3 per cent), hitting (64 per cent) and kicking (55 per cent) as the most common types of physical violence reported by respondents. In some cases women had also experienced attempted murder (11 per cent) or had been wounded by a weapon (6.5 per cent). As regards, sexual violence, the most common manifestation involved unwanted sexual comments and/or advances and unwanted or forced physical contact (40 per cent), unwanted sexual acts (26.6 per cent), and rape (10.6 per cent). In terms of psychological violence, a large number of interviewed women had experienced derogatory or humiliating treatment (88.1 per cent), as well as threats (78 per cent), with more than a third of the respondents having being threatened with a weapon. Children were often used as a means to exert psychological violence, with 47.5 per cent of the respondents being threatened with having their children taken away, and one fourth of them having had their children taken away by the perpetrator. Women were also commonly subjected to isolation, with men not allowing any contact with relatives or friends (56 per cent) or prohibiting them from leaving the home except for specific activities, such as work (38.7 per cent). Economic violence was manifested in the withholding of basic necessities (54.2 per cent), the misappropriation and sale of personal property (36 per cent) or the prohibition of potential employment (32 per cent). (Women to Women, *Protection from violence in the experience of female victims of violence in Bosnian and Herzegovinian society*, Sarajevo, 2012.)

Public campaigns related to GBV are still highly necessary in BiH society which is on a low level of awareness. Since GBV is a gender issue, and not only narrowly defined 'women's issue', from 2009 gender mechanisms are organizing a campaign 'White Ribbon' during the 16 days against violence (Nov 25 – Dec 10), which actively includes prominent men who join the campaign. Campaign 'White Ribbon' is invented in 1992, and it gathers men who support women and promote different gender roles. This type of approach is for BiH context extremely beneficial, since it does not add to confrontation between men and women, but creates ground for their cooperation.

Level of domestic violence is even more pronounced with Roma population, as revealed in a survey conducted in 2010, amongst more than 600 Roma women across Bosnia and Herzegovina. MICS4 data indicated that 21.1% of Roma men and 43.5% of Roma women aged between 15 and 49 still believed that a husband is justified in beating his wife/partner for various reasons. Roma women showed pronounced distrust in the law enforcement institutions and there were even instances of a refusal by such institutions to protect them. Specific intra-community dynamics also contribute to this situation. Roma victims of domestic violence often do not seek medical help, since they might not have health insurance; often they do not seek help because they are ashamed or even afraid that they will again fall victim to violence by their husband or other male members of his family.

### **2.7.2 Trafficking**

Trafficking of human beings is a specific form of violence, to which Bosnia and Herzegovina was exposed especially due to the war. BiH is considered both source and transit country. State has taken a series of legal, administrative and operational measures have been taken to address this problem. According to the Report on Trafficking in Human Beings for 2010, 60 victims were identified in 2010, 19 more than in 2007. Of this number 52 were citizens of BiH, while four were from the Ukraine and another four from Serbia. In 2009 BiH adopted an amendment to the Criminal Code determining a minimum sentence of three years of imprisonment for trafficking in human beings. However, by now the number of convictions stayed very low, disclosing the inefficiency of judiciary.

From total of 39 victims of human trafficking in the 2012, 92% were women, and among them only 10% were adult victims. The most common form of human trafficking in 2012 was sexual abuse, then forced labor-begging, while incitement to prostitution, and forced sales for marriage were less often (3 cases each). During 2012 victims were provided help in shelters in 13 cases (Women and Men in BiH, 2013, p.58).

### **2.7.3 War Crime Victims**

The continuous problems with war crimes and their victims are even more serious. Human rights activists emphasize in their Alternative CEDAW Report that there are many unresolved issues almost 20 years after the war<sup>6</sup>. That only proves high reluctance of authorities to deal with the problems in line with internationally recognized human rights standards, for the reasons of impunity. Special Rapporteur of UN Secretary General has openly declared that authorities of RS are not willing to recognize the existence of war-time rape victims. The reluctance to address the issue goes up to the highest levels and is evident in statements made by high-ranking politicians who have criticized the Court and the Prosecutor's Office of BiH questioning their integrity and legitimacy, and labeling them as anti-Serb institutions. Politicians have reportedly also pressed the judiciary to indict certain individuals on the basis of ethnic considerations.<sup>7</sup>

BiH has adopted The National Strategy for War Crimes Processing (December 2008) in order to address a large backlog of unresolved war-related cases, including cases of rape and sexual violence committed during the 1992-1995 war. The Strategy established that by 2010 the Prosecutor's Office of Bosnia and Herzegovina would undertake a mapping of all war-time cases investigated in the country and that the Court of Bosnia and Herzegovina would refer each case to be prosecuted either at state or at entity level, depending on the

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<sup>6</sup>NGOs submitted comments in "Written Information for the Adoption of the List of Issues by the Committee on the Elimination of Discrimination of Violence against Women with regard to Bosnia and Herzegovina's Combined Fourth and Fifth Periodic Reports (CEDAW/C/BIH/4-5) SEPTEMBER 2012 (Submitted by; TRIAL (Swiss Association against Impunity; Association of Women-Victims of War; Women's Section of the Concentration Camp Torture Survivors Canton Sarajevo; Foundation of Local Democracy; Izvor-Prijedor; Medica Zenica; Snaga Žene; Society for Threatened Peoples; Sumejja Gerc; Vive Žene Tuzla).

<sup>7</sup>OSCE, Delivering Justice in Bosnia and Herzegovina, 2011, p.85

complexity of the case. Less complex cases would be dealt with by the Entity courts to allow state level institutions to focus on the most complex cases, such as mass killing, as opposed to single murder, or systematic rape and sexual slavery, as opposed to individual sexual assault. More complex cases would be prosecuted within 7 years from the time of adoption of the Strategy, and the less complex cases within 15 years. Almost six years after the adoption of that Strategy it is becoming clear that it has not produced proclaimed objectives.

By October 2012, 1,316 pending cases had been reviewed, with 653 referred to the Prosecutor's Office of Bosnia and Herzegovina and 663 referred to local jurisdictions. According to civil society stakeholders, this mapping and redistribution of pending cases represented an important step in the implementation of the Strategy as it helped determine the exact number of war crimes case files pending in different jurisdictions. Unfortunately, there is no publicly available information regarding the percentage of these reassigned cases that refer specifically to rape and other forms of sexual violence.

Women survivors of war-time rape and sexual violence generally feel the State neglects their existence and tries to avoid addressing their responsibilities towards them. This is particularly the case for women living in remote areas who are still not aware of their rights and the legal avenues available to them. So far there has not been a widespread outreach strategy by the State and it is mainly NGOs and women's organizations who have strived to identify new victims, support them and encourage them to provide their testimonies and ensure more perpetrators are identified and brought to justice (Report of the Special Rapporteur, 2013).

It is widely recognized by qualified publics of women organizations dealing with violence that women who are victims of war crimes related to sexual violence have a burden of social exclusion, stigmatization and marginalization. The same could be said, for men who were the victims of rape, which is an issue hardly being mentioned anywhere. Because of trauma and social exclusion, those who survived sexual violence during the war often also face the problems of poverty, unemployment and the trauma can be transferred to new generations. However, the problems seem to be out of reach of some effective policies since the country is poor and the institutions in general have low capacities to deal with growing social problems. But, also, the open question remains whether the resources that exist have been in the best way. It is also noteworthy, that Special Rapporteur claimed that survivors are also discriminated *vis a vis* veterans in terms of access to social benefits. Since survivors are being mainly women, and war veterans are being mainly men, the issues of treatment and choices are obviously much gendered.

In some cases perpetrators of war crimes and crimes against humanity continue holding public offices, in particular within institutions that are in charge of ensuring the payment of monthly disability pensions to victims or to conduct the assessment of their condition as civilian victims of war and to recognize them the status as such.

Although Strategy for Transitional Justice is still not adopted on the level of BiH, Ministry for Human Rights and Refugees in Bosnia and Herzegovina has issued a Program for victims of war rape, sexual abuse and torture and their families in BiH, 2013-2016. In 2008 GEA, following the recommendations of CEDAW Committee has organized the round table, first of that kind on a state level, with the title: How to realize human rights of civil war victims in Bosnia and Herzegovina? The round table had major goal to identify problems and issues as well as major's stakeholders, civil society organizations, which were dealing with

the victims of war. However, since then, the process has been largely blocked mainly due to the political obstacles and lack of material resources.

The numbers of resolved cases of war related rapes and sexual violence is disturbingly low. So far only 30 cases involving rape and sexual violence have been resolved by the national criminal justice system. Having in mind that there is an estimated 20,000 to 50,000 persons that were reportedly raped or sexually abused during the war, this number simply shows a widespread subversion of justice and human rights protection. The already difficult situation is being aggravated by the fact that some women victims still have to encounter their perpetrators on a daily basis in communities they live in, that they feel threatened and insecure, or that they cannot return to their homes due to fear. Until the end of 2011 a total of 75 cases handled by the Court of Bosnia and Herzegovina were closed with final verdicts, of which 29 or 38.6 per cent verdicts were rendered for war crimes including acts of sexual violence against women (Report of the Special Rapporteur, 2013).

Many women have only recently started speaking out and service providers continue to meet victims that have remained silent for 18 or 20 years. According to these interviewees, until a few years ago this subject was still taboo. Also women keep silent out of fear of their perpetrators, fear of disclosing their experiences to their husbands, their children and other family, and fear of social stigmatization, which is widespread for women victims of rape, regardless of their social, ethnic or religious background. At this point of time the taboo of men victims of rape is even bigger taboo, and it will bring even higher level resistance on different levels of institutions and society at large.

At this point it is important to note that there is still no reliable statistics on the number of women who were raped, so the estimates vary from 20,000 to 50,000. The open question is how that could be made, since many victims are still quite, maybe dead, or socially and geographically isolated. On the other hand, there is also no research on men who were the victims of rape and sexual violence during the wars. It is known that during the 1992-1995 war in BiH clandestine detention facilities were set up. More than 600 places of detention have been registered. To date, the total number of the persons who were held in the mentioned camps has not been determined with precision, even though a figure often referred to amounts to 200,000.

Since the issues of war crimes have a strong potential, if unresolved, to stay on a way of reconciliation and BiH development, as they are charged with emotions from all sides in the conflict, the launching of Transitional Justice Strategy is a priority. Transitional Justice Strategy covers non-judicial transitional justice mechanisms (truth seeking and truth telling, reparations, memorialisation and institutional reforms), and it is compatible with adopted and related strategies such as War Crimes Strategy, Public Administration Reform Strategy, Revised Strategy for the Implementation of Annex VII of the Dayton Peace Agreement, Gender Action Plan, Action Plan for the implementation of UNSCR 1325 in Bosnia and Herzegovina, Programme for Improvement of the Status of Women Victims of War Rape and Sexual Violations etc. Transitional Justice Strategy together with the abovementioned and other relevant programmatic documents represents comprehensive plan of Bosnia and Herzegovina for action to combat impunity, provide redress for injustice, establish facts about the past, regain trust of citizens towards BiH institutions and deter human rights violations in

the future (<http://www.insightonconflict.org/2013/05/transitional-justice-strategy-bosnia-herzegovina/>).

### **3. PART THREE – Conclusions and Recommendations**

#### **3.1 General Conclusions**

In the field of gender equality Bosnia and Herzegovina is in many ways setting the example for other accession countries. It is the first country in the region to adopt Gender Equality Law (2003), the first country in the region to adopt National Strategy for Gender Equality, and the first country in the region to sign Resolution 1325 and to adopt National Plan of Action. Further on, it has also initiated regional cooperation of gender mechanisms, first in the Balkans, and most recently in Mediterranean. Bosnia and Herzegovina has ratified and integrated all the relevant legal international instruments for promotion of gender equality, created by the UN, and by the EU, into its domestic legal framework, as well. Gender equality machinery in Bosnia and Herzegovina is well developed and embracing all levels of government and all sectors of social life. Huge task of harmonization of different laws and regulations between different levels of BiH governmental bodies is on its way and almost closed. BiH has successfully launched the FIGAP, new financial mechanism which enables better channeling of donor's money into the projects which are in line with GAP, which was a huge step forward in overcoming the shortages of donor's driven gender policies. FIGAP also enabled capacity building of gender mechanisms and civil servants, thus creating conditions for sustainable GM due to the investments in human resources. Also, BiH has numerous CSOs, many of which deal either with women specifically, or with gender equality, and which have accumulated knowledge and skills from the mid 90s on.

All these facts can be taken as very positive and promising. Generally speaking, an infrastructure for gender equality is at place, together with rules and regulations. A wide dialogue through intense consultation processes has been increasingly raising public awareness in relation to gender issues. Collaboration between IGMM and CSO is also improving, and concrete steps were made in that direction to enable sustainability of cooperation (a number of memorandums and protocols were signed on state and local levels).

However, looking from a broader perspective, from a perspective of a society at large, this could be seen simply as creation of preconditions for more intense and actually more effective gender equality policies on the ground. The contrast between what is „on the paper”, in a sense of existing regulations and strategies, and what is „in reality“ of gender relations and human rights in Bosnia is striking. This gap is not a simple „delay“ of society to respond to progressive and enlightening objectives of gender equality, but in fact it is a deep structural resistance, which calls for innovative social policy approaches. It is exactly the depth of the gap between „normative and real“ which is the major challenge for gender equality in BiH.

The dominant approach at the moment is normative approach, and while it is bringing into the context of Bosnia and Herzegovina the most advanced regulations, conventions and demands related to gender equality, at the same time it is an the sharp contrast with “what can be done?” The limits of actions on the ground are created by many factors which need to be taken into account for further steps. One of the major obstacles, often cited by different

stakeholders is the lack of funds due to the donors exit from BiH. The gap between proclaimed goals and effective change is in BiH mostly experienced as something which needs foreign assistance and the key stakeholders design their approaches and activities primarily following donors' agendas. That kind of approach bears a threat for creation of dependency mentality and it is even sometimes blocking more effective use of local resources, as well as creating obstacles for effective coalitions, between different stakeholders. However, having in mind that gender equality is in the core of building modern state in Bosnia and Herzegovina which is to become a member of the EU, withdrawal of outside funds would create great damage. The solution lies in a careful design of projects and programmes which will help mobilization of local resources, including human resources through voluntarism, local knowledge and expertise and solidarity networks.

It is important to understand where the gap between the goals and realities come from and what can help to diminish it. BiH society en large does not take gender inequalities to be one of the major issues, especially not in comparison to other inequalities, and tensions between different groups. Gender inequalities are in a shadow of ethnic divisions, but also in a shadow of burning economic and social protection issues. They become more relevant in combination with other inequalities than if they are taken separately, and especially if focused on women only. Although gender approach in BiH, as formulated in the present GAP includes men explicitly, gender equality is still largely interpreted as mainly women's issue and engaging mainly women as major stakeholders. Inclusion of men is not important per se, but because without change of men and masculinities there will be no change of gender relations either.

Although BiH is a country experiencing huge economic problems, impoverishment of large part of the population, as well as a large scale social exclusion, there is a lot of evidence that political and social organization of the country is in fact the major impediment for its development. In domain of gender equality that could be seen from different facts. Firstly, 'harmonization' of the laws and regulations related to gender equality took a lot of resources (money, time and energy), due to the fact that country has such complicated political design. Secondly, in some cases gender inequalities are only secondary to inequalities that have been created by administrative and legal differences between different parts of the country. As long as those differential treatments based on place of residence exist between the citizens of BiH, gender inequalities can not be the major issue. The same could be said for ethnic divisions. In fact, BiH situation is disclosing very high level of interconnectedness of gender inequalities with other inequalities, and policy approach necessarily needs to reflect that fact.

BiH population is in a large demand for both social protection and social assistance, as well as for social justice. The lines of division which produce inequalities and different human right violations are multiplying, since the country is poor and economic crises is hitting great majority of population. The latest floods only severely sharpened the already high level economic crises<sup>8</sup>. The number of people who can be categorized as socially excluded is in constant growth. However, it is obvious that BiH is not making full use of capacities of the network of institutions which exist for a long time, such as Centres of Social Work. Although CSWs have been marginalized and although they are heavily lacking

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<sup>8</sup> Although the term 'crises' is not really adequate, since increasing impoverishment of BiH population could be more related to internal political blockade and high level corruption, than to the genuine economic failure.

resources and investments into the human capital of their employees, as well as material resources for their functioning, it is clear that only a network of such institutions with a full coverage of population, including the most distant corners of territory, could have profound impact on wellbeing of people, and satisfaction of their basic needs. If gender issues would be treated **in connection with other issues, and not separate from other issues**, than those centres could also play major role in promoting gender equality on the ground as well, to the level of every single community and every single person. Other institutions, such as health and educational, also need to be much more engaged in gender mainstreaming, in a consistent way, with full coverage of BiH.

Institutional wide coverage has obvious advantages in relation to ad hoc activities, projects in few communities, or engagement with few schools or health centres. This kind of full coverage can be attained only through IGMMs. There were many women related projects in BiH after the war, but few of them had sustainable impact. Although small scale projects are often necessary as pilot projects, to enhance the learning about some phenomena in a concrete context, the overall impression is that scattered and ad hoc initiatives, even if they are made by strong organizations, can not produce sustainable and visible effects. With the EU Accession and emphasis on institution building, it is necessary to integrate GM into that process. Whether health, educational or social protection institutions are in question, the effects of gender mainstreaming through **systematic, consistent approach and full coverage** would bring the highest impact on society en large.

This 'institutional turn' in gender equality also re-positions women's NGOs. They can not replace institutions, nor they should. Dilemma is false, since all gender stakeholders have their place. Women's and other CSOs can provide services if they professionalize, or they can be monitoring agents („watch dogs“). They can, and they will, necessarily, in a democratic society play also a political role. Ad hoc coalitions of COS still play important role, in a case of emergency relief, like in the recent floods, or for some political purpose, as control mechanisms for the political elite (as in the civic protests in February, 2014). They can be advocates for those who are in need, but the issues of representation and accountability need to be put in place, from one case to another. They also can, as they do, fill up the existing gaps, for example lack of gender education in the secondary schools, but, from the perspective of society en large, these gaps need to be bridged in the most systematic way and with full coverage. Fragmented and scattered interventions do not bring systematic change, although they can play the role of learning tools, temporary solutions, or „whistle blow“ in case of discrimination or corruption. That means that CSOs need to move from one area to another, which than increases the problem of their specialization and their professionalization. Open issues in this regard need to be discussed between different gender stakeholders, enabling best use of human and other capitals, to maximize gender equality results in BiH society, but also to protect the ownership of those that were and are often doing hard pioneering work on gender scene. Since the needs for professionalization in domain of gender issues are still high, CSOs can be seen as a resource of human capital. Also, as IGMM are faced with the lack of human resources, due to the limited employment possibilities (WB conditioning), it would be possible to outsource women's and other CSOs for concrete projects and tasks. In any case, the relationship between gender mechanisms and women's NGOs is a 'partnership in a process' which means that it needs to be developed and adjusted to the changing needs of both sides, and society en large.

### **3.2. SWOT ANALYSIS for Gender Equality in BiH**

For the purpose of simplification and clarification of the major findings of the previous analysis, two fold SWOT analyses are offered here, as part of the conclusion. The first one deals with the legal and policy framework for GE and the second one with the position of women and gender equality status in BiH. Although they are closely connected, sometimes overlapping, and in fact often being confused by gender stakeholders themselves, they are in fact related to two different aspects of the problem. The first one is related to the overall question “HOW?” (How gender equality and empowerment of women could be advanced in BiH society?), and the second one to the overall question “WHY?” (What is the state of art of the present situation? What needs to be improved?). Differentiating between the two enables clearer understanding that development of normative and policy framework, as well as gender machinery, is not an aim by itself, but just a vehicle for achieving true gender equality.

#### **SWOT analysis for Legal and Policy Framework – Gender Equality in BiH**

##### **STRENGTHS**

- Legal and policy framework is mostly in place.
- FIGAP has proven to be successful financial tool.
- Regional leadership based on initiative and good results.
- Established IGMMs, experience and knowledge of the staff.
- Collaboration with CSOs, memorandums and protocols for cooperation signed.
- 1325 Resolution – recognized leadership, introduction of the concept of ‘inclusive security’ and focus on the local level.

##### **WEAKNESSES**

- Gender issues are marginalized in re ethnic/national issues.
- General public is not sensitized enough.
- Different professionals and administrators are not sensitized enough, nor knowledgeable.
- Lack of targeted statistical data and indicators relevant for different sectors (i.e. transport; work-life balance; environmental issues etc.).
- Lack of quality gender statistics at all levels (state, entity, cantonal...).
- Stereotypes and prejudices are well spread, especially in media and in education.
- Public institutions are not ready to implement GEL, lack of motivation and knowledge.
- Still weak position of IGMMs within different levels of governments, which is limiting their influence.

- Criticism of IGMMs is coming from some CSOs, in regard to their transparency and inclusion.
- State is not regularly fulfilling its obligations in regard to financing.
- IGMMs are positioned between the other state institutions (ministries) and CSOs, which creates tensions between real power and expectations.
- Donors are leaving, and the competition over funds is increasing.
- Lack of human resources in IGMMs, with increasing burden of tasks, including coordination.
- IGMMs are faced with huge task of GM of all sectors, in a state which is extremely complex, which is disproportionately high burden.
- There is general ineffectiveness of implementation of the laws in BiH as a backdrop for GM.

## **OPPORTUNITIES**

- Regional cooperation, Balkan and Mediterranean, contributes to visibility and exchanges of good practices, and empower women leaders.
- Lessons from previous steps are being learned and they are in the process of integration into the further steps. It is social learning process for different social actors.
- The EU support and regional cooperation make constructive pressure for further advancement of gender equality.
- Continuation of FIGAP would enable continuity of achievements.
- There is new attention of international public (after the floods), which can contribute to further channeling of money for economic recovery. There is opportunity to GM those new efforts.
- There is a real possibility of change of the Constitution, which could lead to more efficient state and better organization of social life.
- Strategies related to different sectors which have not been adopted yet, can be gender mainstreamed.
- Citizen's pressure for change and transparency is growing and women were equally involved in citizens' protests.
- Since the state is inefficient and often blocking transformation, many donors are turning to the local level, to empower citizens and bring economic development 'from bellow'.

## **THREATS**

- Donors are withdrawing, funds are limited.
- Non-implementation of legislation and policies.
- Non-enforcement of the laws (adopted legislation and policy are not transferred into the area of law enforcement).
- Further deterioration of institutions, if profound political change does not take place.
- Corruption, elite seizure and elite capture.

- Poverty and further impoverishment of population.
- Social unrests, instability, anomy, anarchy.
- Confrontation of IGMM and CSOs.
- Gender issues marginalized since there are other ‘burning issues’.
- Media is not really independent and not promoting gender equality.
- Religious communities are radicalizing and promoting traditional gender roles.

### **SWOT ANALYSIS for the position of women and gender equality status in BiH society**

#### **STRENGTHS**

- Women are getting education, on equal pair with men, and at University level they are outnumbering men.
- General high acceptance of gender equality in young population.
- Change of practices in family towards more gender equality.
- Critical mass of experts already existing in BiH.
- Master in gender studies has produced a number of highly qualified individuals.
- Gender sensitive statistics is being published regularly (Women and Men in BiH).
- There is public recognition of some women leaders.
- High employment in sectors such as education and health, and judiciary, which can ease up gender mainstreaming of those sectors.
- Women are more represented among decision-makers than earlier.
- Life expectancy for both women and men has increased.
- Low fertility rate and increasing age for the first birth giving indicate change in young women’s priorities (education, employment, and career).
- More women are becoming entrepreneurs and self-employed.

#### **WEAKNESSES**

- Gender discrimination is spread, but only few people react.
- Violence is spread but women are not sensitized, neither ready to ask for help ( one in ten).
- Educational profiles, as well as professions are still highly gendered.
- Unemployment is very high for both men and women, but higher for women.
- Informal employment is well spread affecting especially young men and women. There are no mechanisms to control discrimination or exploitation in informal economy.
- Social dialogue is weak and worker’s protection is low in general.
- Men are not enough present in caring professions, except on the top of hierarchies.
- Gender inequality is mainly by women and man perceived as individual problem; even some women politicians send that kind of message.
- Women victims of the war are still waiting for justice and compensation. Men’s rape is still a closed issue.
- Role conflict (profession and family) is strong among women professionals and women leaders.

- Women experience domestic violence (In one year 11.9% of women in BiH had experienced some form of violence).
- Women are not equal in terms of inheritance.
- Women do not possess assets on equal ground as men.
- Women are exposed to discrimination in employment.
- Women are still mainly using traditional birth control methods.
- Women are treated unequally in their maternity rights, depending on the place of residence (cantonal belonging).
- Roma women are especially discriminated within and outside their communities and families.
- Different groups of women are experiencing multiple exclusions (including disabled women, women war victims, rural women, single mothers, old women...).
- Majority of women's population is exposed to some form of discrimination and/or social exclusion.
- Men are exposed to poverty due to their family roles (fathers in large families).
- Men are more exposed to the risks of deaths due to the accidents, violence and other health risks (HIV infections).
- Violence against women is closely linked to alcohol abuse by men.
- Young men are less often attending university level education, in comparison to young women, which indicates that they get absorbed by informal labor market.
- Religious fundamentalism is promoting traditional gender roles.
- LGBT rights are on a very low level, due to the high level conservatism.

## **OPPORTUNITIES**

- BiH has made preconditions for strong gender mainstreaming of all sectors and levels of society, including gender equality legal provisions, gender machinery and policies.
- Different development policies which have not been adopted yet, could be gender mainstreamed.
- Critical mass of knowledge and people exists, both in IGMMs and CSOs for further advancement of gender equality.
- New generations of women and men are bringing more egalitarian views and introduce more egalitarian practices.
- Institutions are slowly introducing a change which takes time to become effective.
- Sensitivity to gender issues, especially violence against women, has increased.
- Women organizations are making coalitions with other CSO's.
- Women equally participated in the civil protests and some women were leaders.
- Women Parliamentarians are increasingly active in promotion of gender equality.
- Quota system will show effects in a few years.
- Political changes in terms of opposition to ethnic-based politics might open more opportunities to new women leaders.
- The EU accession process is bringing positive change in attitudes, if the advancement of BiH is clear.
- Economic investments (through IPA), including post-disaster investments, are opportunity for GM and empowerment of women in different sectors.

## THREATS

- Development of BiH society is blocked due to the political organization, corruption, elite closer and elite seizure, nepotism, clientelism and general re-traditionalisation.
- Individual women and men are often more affected by other exclusions, than by gender inequalities, as such.
- Increase of poverty and further impoverishment of those who belong to lower or upper middle class, are a real threat for equality in general and gender equality as well. If the cake is not growing, but diminishing, redistribution of the parts is not a solution.

### 3.3 Lessons learned

The process of increasing gender equality in one society is a long term and complex task. There are no overnight achievements, although there are important milestones which can be recognized as the beginning of a new phase. Above all, the process itself is a social learning process, which engages different social actors, different social institutions and society en large. One of the specificity of the gender policy field, as shown in the beginning, is that it is constantly expanding, and that the set of transnational and international rules and regulations is constantly increasing. Lessons learned which are identified here, are the ones related to the BiH context, movement within the gender policy field on the basis of experiences and activities of the local (BiH) gender stakeholders. Those lessons are the following;

- BiH has mainly set up normative and policy framework as preconditions for GE, but the next step is deeper involvement with equality on the ground. The movement which is necessary is the one from “equality of rights to the equality of results“.
- Since gender inequalities in BiH society are so closely connected to other social exclusions, and embracing in fact majority of BiH population, gender mainstreaming seems to be even more appropriate method for consistent and steady improvement of the position of disadvantaged women as members of other disadvantaged groups. Specific measures for the empowerment of women, or men, who are primarily discriminated on the bases of their gender affiliation, or gender roles, are only additional to gender mainstreaming.
- To further promote gender policies which will be well contextualized in BiH society, it is important to rely on the best practices which exist elsewhere, and which can be used, as well as to support social innovation and an effort to invent the best practices for the concrete problems in concrete settings. It would be useful to encourage social innovation in regard to gender equality both within the institutions and within CSO. To foster the process of learning and dissemination, it would be important to make an open platform for the best practices, according to sectors.
- It is important to continue to connect and coordinate relevant donors and map out projects and programmes in the field, to produce maximum synergy. However,

since at the moment there is a lack of an instrument which would enable better and more reliable mapping out, the open question is, whether the effects of such an instrument would be lower than the costs of its establishment (i.e. database).

- FIGAP , as original financial instrument, was largely successful and should be supported further, for two main reasons: it succeeded to fulfil the promises, to the large extent, and it increased the capacity of IGMMs and state institutions to implement gender legal and policy framework. However, the goals in the next term should be more realistically defined with better indicators, and turned more towards the ‚real problems of women‘ , such as economic empowerment.
- Successful GM requires broad social consensus on its relevance and importance, and BiH society is still away from that condition. Public discourse is full of stereotypes and prejudices against women, and there is not yet effective mechanism to influence it. Much more needs to be done to engage media in GM.
- Successful GM largely depends on high level mobilization of all relevant gender stakeholders, so it is necessary to broaden coalitions and intensify cooperation between IGMMs and CSOs, as well as with different institutions. That, however, requires additional coordination efforts. On a local level, in Republika Srpska, for example, memorandums of cooperation were successfully implemented to combat domestic violence.
- Sustainability of GM is enabled by two factors: institutionalization and cultural change. While it is important to engage all institutions to actively promote GE, it is equally important to enhance cultural change in favour of gender equality. This is why, besides public institutions, other social actors should take a lead in this regard. Good example is campaign ‚White Ribbon‘ , when men celebrities and politicians became included against violence against women.
- Priorities change in time, and the new phase is the one where much more attention is needed to be given to economic empowerment of women. This is one of the most difficult challenges, since the economic situation in country is actually worsening. However, if this task is approached from development perspective, and women’s resources are seen as relevant for the development, than the question moves from ‚employment‘ of women to self-employment, entrepreneurship, social entrepreneurship, farm collectives, agribusiness etc. These other possibilities require change of the institutional environment, towards support to different economic initiatives.
- Women’s NGOs need to adapt to the changing conditions as well. Their roles will change often, so that they can fill up the gaps between institutions, react in emergency situations, such as humanitarian needs, or act as ‚watch dogs‘ to control institutions in their performance. They need to professionalize further to be able to perform those tasks. However, major service providers remain institutions, which need also to develop their capacities to be able to respond to the new requirements of GM.
- Scattered and fragmented interventions in domain of gender equality can respond to some immediate needs, or enhance the learning about the context. However, it is evident that projects which include several municipalities or several health centres can not really introduce large scale social change. Only institutions which are spread on the whole territory, can and should provide services for the population in

systematic and equitable terms, and that could eventually have large scale effects. Gender mainstreaming of Centres for Social Work, schools, health institutions, from the level of local community to the state, is the only way to ensure systematic and sustainable change.

- Although there is large production of knowledge related to gender equality, much still needs to be produced which is relevant for the context of BiH. There is difference between purely scientific research and policy research. The later is necessary as valid background for policies, often as a baseline study, which provides information on the relevant indicators. Good example is a study on prevalence of violence, which enabled overview of the problems related to violence, and which can serve as a backdrop for measuring effects of anti-violence policies. Since RBM of policy projects and programmes is based on the very logic of usage of indicators, more policy relevant research needs to be made.
- Space for the improvements exist even in some areas where considerable achievements have been made. For example, gender statistics and the most recent publication „Women and Men in BiH, 2013“, still shows a number of weaknesses, which need to be overcome. Some of the basic demographic indicators are wrongly interpreted, definitions are lacking (so we do not know how something, like employment, is actually being measured), there are mistakes in tables, and better and more profound analysis is missing.

### **3.4. Good practices**

Good practices which are included here are based on the following criteria: 1. How innovative they are? 2. How successful they are in terms of impact? 3. How applicable they are in other contexts?

1. FIGAP was one of the first regional public policy instruments for gender mainstreaming mechanism which additionally also encourages inclusion of Gender Responsive Budgeting in the Public Finance Management (PFM) reform processes.
2. Memorandums of cooperation and protocols on the local level in RS, which were signed between local NGOs, police, gender commissions, centers for social work, to combat domestic violence, enabled more effective approach to GBV.
3. Safe houses financing in FBiH which combined municipalities' budgets, entity and canton' budgets enabled financing of the existing safe houses and set up a pattern which could be further disseminated.
4. Introduction of course on gender budgeting for civil servants into the Academy for Civil Servants enables fast spreading of the effective tool, such as gender budget, into the institutions, which can create profound change in several years, by increasing a capacity of public institutions to GM public financing .

5. Setting up of Gender Studies at University of Sarajevo enabled education of several generations of students, which often continued to work on gender issues within their professions.
6. 'White ribbon' campaign which included prominent men in RS and F BiH set up a good example of men's involvement into combatting violence against women. This campaign is gaining a momentum all over the world, and it is responding to better understanding of how traditional masculine roles are connected to gender based violence.
7. National Plan of Action for the implementation of 1325 Resolution, with emphasis on local ownership and inclusive security represents a model of GM security sector at all levels and high level cooperation of IGMMs and all other relevant stakeholders, including women's NGOs.
8. Continuous training of staff in gender mainstreaming within Swiss Agency for Development and Cooperation is a good model for increasing capacities of donors' agencies to engage with tasks of GM in their projects and programmes.

### **3.5 Recommendations**

#### **3.5.1 Specific Actions**

Areas that should be targeted by specific actions, in the light of this Gender Country Profile, are those that have been neglected by now, but will bring new quality, new knowledge or added value to strengthen the process of gender mainstreaming in BiH society.

Suggested projects are the following:

1. Promotion of GE in Media: training of professionals with specific focus (women in politics, gender stereotypes, women and employment etc.)
2. Gender aspects of floods and disaster relief: need assessment and policy recommendations
3. Collection of gender sensitive data relevant for different policy areas (health; transport; environment; work-life balance; data from police, courts, centers for social work and social protection institutions, hospitals, schools, shelters etc.). It is recommended to have upgrading of gender sensitive statistics by: 1. better use of the existing data; 2. better collection of data which exists in the institutions (i.e. courts), 3. better processing and cross tabulation of data (i.e. age and sex; age, sex and education etc.); 4. better accessibility and timeliness of data (on-line), 5. better interpretation of statistical data; 6. organizing some additional surveys, such as time use survey.

4. Regional Conference of Women Leaders in the area of EU Integration – to support gender mainstreaming in the process of EU accession (since many women leaders in the Balkans are actually professionally leading this process).
5. ICT and gender in rural areas: promotion of gender equality in rural areas by creation of ICT community centers and trainings.
6. Gender sensitive promotion of healthy life styles for young men and women: campaign by social media.
7. Women's entrepreneurship in rural areas: need assessment, start up of network and association, and business and leadership trainings.
8. Social Welfare Institutions for physically and mentally handicapped children and adolescents: Gender aspects – quantitative and qualitative research on the existence of gender discrimination.
9. Research on carework in private and in public sphere (survey and qualitative research), with needs assessment and policy recommendations.
10. Establishment of Alimony Funds at different levels – Feasibility Study and lobbying.
11. LGBT population in BIH – Internet database for record of hate speech and hate crime.
12. Reforming Centers for Social Work towards GE –Feasibility Study.
13. Mobile teams to combat domestic violence on the local level: Feasibility Study (Teams should include representatives of all local gender stakeholders and should be able to react promptly, as well as strategically).
14. Mobile Teams for Preventive Health Campaign for underdeveloped areas – Feasibility Study .
15. Leadership trainings for Roma Youth (secondary level) – nation wide.
16. Interactive platform for best practices in gender mainstreaming according to sectors: national, regional, international.
17. Social innovation in gender mainstreaming on local level: Analysis of the existing practices and recommendations for dissemination.
18. Women entrepreneurs as promoters of green economy: conference, network and web platform.
19. Family firms and local development: policy study and recommendations.

### 3.5.2 IPA Projects – Gender Mainstreaming Guidelines

#### Approach and Methodology

Gender Mainstreaming of the EU projects, within the EU bodies and Member states represents an on-going challenge. In its research “Investing in Gender Competence” EIGE (European Institute for Gender Equality) has identified important success factors for gender mainstreaming trainings: gender trainings actually contribute to more successful practice of GM and change of attitudes; effectiveness of GM training is closely related to previously existing policy and organizational framework which take gender into account; success of training is closely related to availability of resources and accountability mechanisms for actual integration of GM into the policy cycle; training is having more impact if it is a part of the change of organizational culture, which implies change of attitudes, as well as offering practical knowledge about GM in staff’s everyday work; gender knowledge and skills need to be integrated on ongoing basis and there should be regular monitoring and evaluation of training

(<http://eige.europa.eu/sites/default/files/Investing%20in%20gender%20competence.pdf>)

There are few other EIGE’s projects which are directly linked with the issue of training for gender mainstreaming:

-Mapping gender training in the European Union and Croatia: Synthesis report

(<http://eige.europa.eu/content/document/mapping-gender-training-in-the-european-union-and-croatia-synthesis-report>)

-Advancing gender training to support effective gender mainstreaming

(<http://eige.europa.eu/content/publications-of-the-conference-advancing-gender-training-to-support-effective-gender-mainstreaming>)

- Mapping of gender training policies in the European Union

(<http://eige.europa.eu/content/document/mapping-gender-training-in-the-european-union-and-croatia-synthesis-report>)

It should be noted that the European Institute for Gender Equality has made a screening of how GM is actually being turned into the practice within different European bodies, and concluded that the staff is faced with large difficulties in implementing GM principles into their work. For that reasons, and since the specific sectors require specific set of questions related to GM of the projects. EIGE is in the process of **formulation of modules**, which will be easily accessible, and according to the sectors (procurement procedure Reference number: EIGE/2074/OPER/J 0 —Preparation of Gender Mainstreaming Modules in specific policy sectors ([http://eige.europa.eu/sites/default/files/procurement/ex-ante-EIGE.2014.OPER\\_.10.pdf](http://eige.europa.eu/sites/default/files/procurement/ex-ante-EIGE.2014.OPER_.10.pdf))). This means that gender specific modules for sectors will be developed in the **near future (several months)**, but at the moment they do not exist at the European level, as a fully recognized tool for GM.

In addition to those resources, taking into account the specificity of the country in accession, such as BiH, these Guidelines are based on the following sources:

- Toolkit on mainstreaming gender equality in EC development cooperation (EC 2009),
- Draft Outline Country Strategy Paper for Bosnia and Herzegovina

- Practical Guide to Contract Procedures for EU External Actions
- (<http://ec.europa.eu/europeaid/prag/document.do?locale=en>)
- Manual for Preparing Terms of Reference, Government of the Republic of Serbia (<http://www.evropa.gov.rs/Evropa/ShowDocument.aspx?Type=Home&Id=526>)
- Gender Mainstreaming in Practice: Checklist on Gender mainstreaming Infrastructure Projects, National Commission for the Promotion of Equality, 2013, Malta
- IPA Gender Mainstreaming of Project Fiches, Report“ (Somun-Krupalija, 2009).

The consultant has done screening of PF for a number of selected projects from different sectors:

- Support to preparation of Terms of Reference for the establishment of unified software for one-stop shop systems of the business registration in BiH
- Specific Terms of Reference, Mapping of sector strategies, FWC COM 2011 - LOT 1, Request for offer No 2013/318972 – version 1
- Support to implementation and enforcement of BiH Food Legislation
- Tender No. EC/BiH/07/017, Provision of preliminary design, studies for the regional railway link Čapljina-Trebinje-(Nikšić)
- ToR for Railway Regulations
- Assessment of judicial institutions in Republika Srpska proposed for infrastructure interventions under IPA 2012/2013, Support to Justice in BiH: Improved Judicial Efficiency and Accountability
- Ex-post evaluations of CARDS Programmes in teh Western Balkans (2000-2006)

The main conclusion was that gender perspective **was missing in all projects**, and that the only project which referred to gender at all was “Mapping of sector strategies, FWC COM 2011 - LOT 1, Request for offer No 2013/318972 – version 1” which included in mapping gender specific documents and strategies from various countries.

### **Project Identification and Formulation Phase - General Approach for the EU Internal Procedure**

Gender Mainstreaming of the ToRs should start from the first general assumption that although not all projects are equally gender relevant, there is almost nothing in the society that is completely gender neutral, and that it is **gender blindness** (lack of knowledge about gender inequalities) which is often preventing adequate and necessary GM. To ensure GM of the projects, from their ininitial phase, here the most general and simple checklist is offered for project managers.

#### **General approach and checklist :**

- 1. Project is in line with Gender Equality Law and GAP of BiH, as well as with the existing sectoral strategies and gender mainstreaming within them and makes a specific link with those documents. Yes No Not Relevant**

2. **Project has engendered logframe (where applicable) and includes gender sensitive statistics and indicators for: project purpose, results, activities and beneficiaries. Yes No Not Relevant**
3. **Project contains gender sensitive statistics related to the staff (and their respective roles in project management). Yes No**
4. **Project uses gender sensitive language (i.e person/month not man/month) Yes No**

To fulfil this task properly, project manager **can consult** with the Gender Equality Agency for guidance in regard to legal and policy framework. In addition to this checklist more information and instruction is offered in the Annex.

To ensure that complex and gender relevant projects adequately include GM it is possible to **commission the feasibility study at the project formulation stage**. The TOR for the gender analysis to be conducted as part of the feasibility study during formulation stage should specify the need to:

1. Ensure that the project will address problems and practical and strategic needs specific to men and women. Gender-related issues should be included in a clear and appropriately structured problem analysis.
2. Ensure institutional/organizational capacity to deliver services in a gender-sensitive manner.
3. Provide guidance on how gender equality issues should be included into the log frame.
4. Ensure gender sensitive language (i.e. not men/month: but person/month).
5. Determine the likely costs of including gender equality objectives in the project, and the likely costs to stakeholders (funds, time, skills).
6. Formulate proposed management/coordination arrangements, such that management would have adequate capacity to enhance women's participation in the project activities and work towards gender equality objectives.

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## *Annexes*

### **Annex 1**

#### **GENDER MAINSTREAMING SPECIFICATIONS for ToRs (GM HELP LIST FOR PROJECT MANAGERS)**

##### **PROJECT IDENTIFICATION PHASE**

Gender Mainstreaming of the ToRs should start from the first general assumption that although not all projects are equally gender relevant, there is almost nothing in the society that is completely gender neutral, and that it is gender blindness (lack of knowledge about gender inequalities) that is often preventing adequate and necessary GM. This is why at the project identification stage a **preliminary analysis** of gender issues is necessary. The objective of this analysis is to determine whether or not the proposed project promotes gender equality and empowers women. Task Manager can use this checklist to ensure GM of a project.

##### **Check list for the Task Manager at the project identification phase:**

- ▶ **Gender equality issues (practical and strategic) relevant for the project are identified. Yes No**
- ▶ **Quantitative and qualitative indicators for GM are used. Yes No**
- ▶ **Statistics for the project is planned to be gender sensitive. Yes No**
- ▶ **Preliminary stakeholder analysis identifies women and men stakeholders and their respective roles? Yes No**
- ▶ **Problem analysis provides information on the problems specific to men and women, or common to men and women? Yes No**
- ▶ **Both women and men are part of the consultative process? Yes No**

If the project is in domains which are highly gender relevant ( i.e. public administration; education; health; rural development; social inclusion and human rights etc.) than it is necessary to commission in-depth gender analysis for the specific sector and project. The objective of the feasibility study which is conducted at the formulation stage is to provide decision-makers in the government and the EC with sufficient information to justify the acceptance, modification or rejection of the project proposal, and to give adequate information on which to proceed to concluding a financing agreement. *With respect to gender equality issues this exercise should provide an analysis of all gender equality issues relevant to the project.*

## **Gender equality issues to be included in the TOR for the feasibility study at formulation stage gender analysis**

The TOR for the gender analysis to be conducted as part of the feasibility study during formulation stage should specify the need to:

1. Assess the proposed project's coherence with the partner government's policy on gender equality (national and sectoral) as reflected for example in commitments to CEDAW or the Beijing process, and assess whether a specific link is made between the project concept and these policy statements.
2. Identify key stakeholders and target groups, ensuring that women and women's groups (e.g. the women's or gender ministry, women's associations and NGOs), as well as men and men's groups, have been consulted in the identification and formulation process. Ensure that there is clarity as to which population groups would be served by the project (women only, men only, men and women. Age, ethnicity, socioeconomic background should also have been considered.
3. Ensure that the project will address problems and practical and strategic needs specific to men and women, and/or common to both, ensuring that both women's and men's opinions have been sought and that mechanisms are in place to ensure continued feedback from women and men throughout the project. Gender-related issues should be included in a clear and appropriately structured problem analysis.
4. Ensure institutional capacity to deliver services in a gender-sensitive manner.
5. Provide inputs for development of the logframe such that gender equality issues are included.
6. Determine the likely costs of including gender equality objectives in the project, and the likely costs to stakeholders (funds, time, skills).
7. Formulate proposed management/coordination arrangements, such that management would have adequate capacity to enhance women's participation in the project activities and work towards gender equality objectives.

### **Logframe should be engendered. That means the following:**

- Purpose should clearly identify the stakeholders/beneficiaries disaggregated by gender (use of gender sensitive indicators)
- Gender mainstreaming measures should be specified at institutional and policy level
- Results that the project delivers should take into account the existing gender roles and relations which exists in the concrete context

- There should be activities include specifically related to GM of the project.
- Gender sensitive indicators (quantitative and qualitative) should be used for the overall objective, project purpose, results and activities
- Gender analyses tools should be used as source of verification
- Necessary external factors should be in place to achieve the results in gender mainstreaming

## **GENDER MAINSTREAMING ACCORDING TO SECTORS (Identification phase)**

Draft Outline Country Strategy Paper for Bosnia and Herzegovina defines 8 sectors for EU assistance during the period 2014-2020. Those sectors are grouped into the four policy areas.

### Policy Area: Transition Process and Institution Building

- ▶ Sector: Good Governance and Public Sector Management
- ▶ Sector: Rule of Law

### Policy Area: Regional Development

- ▶ Sector: Transport
- ▶ Sector: Environment and climate change
- ▶ Sector: Integrated local development
- ▶

### Policy Area: Employment, social policies and human resources development

- ▶ Sector: Education and Human Resource Development
- ▶ Sector: Employment and social policies

### Policy Area: Agriculture and rural development

- ▶ Sector: Agriculture and rural development

All sectors are highly gender relevant and require both general and sector-specific approach to gender mainstreaming of the projects. Gender is a crosscutting issue, which in reality means that GM of the projects requires **both** the knowledge about gender and about the specific sector.

In addition to sectors, IPA projects include three types of contracts: Service contracts, Supply contracts and Work contracts. The great variety of scope and aims of the project contracts is increasing demands for expert knowledge on gender for each and specific area. At the moment, there are no ready-made recipes which could cover adequately this variety. However, general approach might be summarized in the following way:

**General approach** might be summarized as the following:

1. **All projects should have reference to gender equality and identify in what way gender equality issues will be included.**
2. **All projects should have engendered logframe (where applicable).**
3. **All contractors should submit gender sensitive statistics related to staff and management.**

Specific sectors require specific set of questions related to GM of the projects. Pls. note that European Institute for Gender Equality has posted Ex-ante publicity notice for procurement procedure Reference number: EIGE/2074/OPER/J 0 —Preparation of Gender Mainstreaming Modules in specific policy sectors

([http://eige.europa.eu/sites/default/files/procurement/ex-ante-EIGE.2014.OPER\\_10.pdf](http://eige.europa.eu/sites/default/files/procurement/ex-ante-EIGE.2014.OPER_10.pdf) ), which only shows that gender specific modules for sectors need to be developed in the future, and that they do not exist at the moment at the European level, as a fully recognized tool for GM.

## **EXAMPLES**

### **Contracts related to Infrastructure (What should be covered)**

#### **Questions:**

1. Does the project design acknowledge that women and men (girls or boys) may have different needs and priorities in their usage of the infrastructure?
2. Have female as well as male stakeholders been consulted?
3. Does the infrastructural project affect the level of participation and benefits of any of the potential target groups i.e. employment possibilities)?
4. Can strategies be identified to address any constraints related to gender?
5. Which activities, related to concrete infrastructural project, are performed mainly by men and which, mainly by women?
6. What are the dominant patterns of spatial movements of women and men in a given space (area?) which possibly create gendered use of space and movement?
7. Are there any specific safety risks, which could be gender related?
8. Are there any ergonomic requirements related to different gender needs?
9. Does the infrastructure section exclude, or put one gender at disadvantage?
10. Does the infrastructure make provision for women and men with caring responsibilities? (ex. breastfeeding rooms and nappy changers).
11. Proper lightening, proper pavements, safety of the site, ramps (pushchairs), seating facilities, private and separate sanitary facilities...
12. If the clients/users are elderly, including elderly women (which make a larger portion of elderly people) are there facilities such as elevators, seats etc.
13. Does the project contain qualitative and/or quantitative indicators relevant for gender?
14. Is project related to some gender equality legal provision?
15. How will the project affect gender equality in the community?
16. Is project contributing to more equal distribution of assets between the genders?
17. Is the project increasing social inclusion of some particularly vulnerable groups (i.e. employment of Roma women and men)?

This is just a provisional list.

### **Contracts for Services (What should be covered)**

1. Ensure that there is clarity as to which population groups would be served by the project (women only, men only, men and women). Age, ethnicity, socioeconomic background should also have been considered.
2. Are gender issues included into the problem analysis?
3. Explain how the project will contribute to gender equality?
4. Describe the gender composition of service providers. If there are less than 30% of employees of one gender, will there be some incentives to make better gender balance?
5. What is the gender composition of management team?
6. What gender sensitive indicators could be used during the project cycle?
7. Are women and men equally represented in training activities planned by the project?
8. Is there any targeted action towards one gender, to strategically improve gender equality?
9. Is project responding mainly to practical or strategic gender equality issues?
10. Is project, on a practical level, taking into account different roles of women and men in a community, while encouraging strategic direction of increased gender equality ( i.e. training session in the evening are often not reachable for women with children, while at the same time it is important to include them into the trainings)?
11. Is there a need for the engagement of a gender expert?
12. Is there gender budgeting of the project?
13. Are there activities planned to increase project's staff capacity to apply GM throughout the project cycle?
14. Are there budget allocations specific for GM or targeted actions?
15. Is project enhancing GM through synergy with other stakeholders?
16. Is project applying staff recruitment practices towards gender equality?
17. What is the participation of women/men in project activities?
18. Access to decision-making, project resources and project services by women and men
19. What are the expected project outcomes for women/men?

### **Checklist for the project manager**

1. Is project addressing problems and practical and strategic needs specific to men and women, and/or common to both? Yes, No, Not relevant
2. Is there institutional/organizational capacity to deliver services in a gender-sensitive manner? Yes, No, Not relevant
3. Are there inputs for development of the logframe such that gender equality issues are included? Yes, No, Not relevant
4. Are the costs (funds, time, and skills) related to inclusion of gender equality objectives included? Yes, No, Not relevant

5. Is management/coordination arrangement designed in a way to have a capacity to enhance gender equality objectives? Yes, No, Not relevant
6. Has the logframe been endangered? Yes, No, Not relevant

**Some key gender equality issues for the project inception phase, in other areas:**

**Macroeconomic policies**

1. Do national poverty reduction policies and strategies recognise the different economic contribution of men and women to the productive and care economies and the differential impact of economic reforms on men and women?
2. Are data on which national economic planning and budgeting is based disaggregated by sex? Are qualitative data available on the economic participation of women and men in all sectors of the economy, and on the impact upon them of current economic reform?
3. What measures have been taken to ensure equality in terms of inheritance rights, rights to own land and other assets; and/or ability to own bank accounts and have access to credit?
4. Has a gender budget analysis taken place on a state level, on entity level, on cantonal level, on municipal level, on community level?
5. Does public expenditure at this level respect gender equality commitments and principles vocalized at the macro level?
6. Is the labour market segregated vertically and/or horizontally according to gender, so that women are to be found only in certain sectors and at lower-status, more poorly paid jobs?
7. What impact economic reforms had on women and men, at macro, meso and micro level?
8. Are new vocational training programmes being designed to address existing gender-based occupational segregation and to ensure that new opportunities are equally accessible by women and men?
9. Are new economic opportunities available to both women and men?
10. Are sex-disaggregated data on the informal sector available at this level?
11. Are important stakeholders at this level, e.g. public- and private-sector employers, banks and credit institutions, respecting gender equality principles and/or making special efforts to enhance women's participation?
12. Are women well represented as owners and managers of businesses and enterprises at this level?
13. What is the gendered division of labour, decision-making and time-use in the household?
14. What are the different spending and saving habits of men and women?
15. How are the impacts of discriminatory legislation related to inheritance or access to job opportunities or credit, felt at the level of the household?

**Educational Sector**

1. Is there occupational segregation of the labour force?
2. Are there negative gender stereotypes in teachers' classroom behavior and in curricula and teaching materials?
3. Are measures planned to ensure that boys are retained in the education system when the labour market has a strong demand for a young unskilled labour force?
4. Is there gender balance in decision-making in the education sector, at all levels?
5. Are gender equality goals being addressed through teacher training and recruitment and placement of teachers in the education system at various levels?
6. Are managerial and supervisory staff trained, recruited and managed with respect to gender equality principles?
7. Is there sensitive budget on macro, meso and on the level of individual educational institutions?
8. Do educational institutions reflect gender balance in their teaching, management and supervisory staff?
9. Is there concern for gender equality principles in qualitative issues relating to treatment of boys and girls in class, and are attempts made to discourage automatic streaming of girls and boys into discipline areas traditional to their respective genders?
10. Are curricula and teaching materials gender-sensitive and free of sexist concepts, wording or images?
11. Are educational institutions gender-sensitive in terms of, for example, having separate toilet facilities for boys and girls, location of school buildings, and provision of transport if necessary, particularly to encourage the enrolment and attendance of girls from remote rural areas?
12. Are parents' and women's groups in the community involved in formal or informal consultation with the school system on management and other issues?
13. Is education equally valued for boys and girls?
14. Are the schools equally accessible to boys and girls, and are the security issues resolved?

## **Health Sector**

1. Is there gender balance in decision-making in the health sector?
2. Are all data on the health status of the population, health service training and delivery systems, and health service coverage (public and private sector) disaggregated by sex?
3. Do human resource development goals in the health sector reflect gender equality principles?
4. Has there been a gender analysis of the health sector budget?
5. Is there legislation in place with respect to women's health in the workplace?
6. Do health education activities include specific components for women's and girls' health issues?
7. Is the health service delivery system gender-balanced and gender-sensitive?
8. Are there adequate facilities in clinics and hospitals to deal with women's health issues, including STDs, preventive care and health education?
9. Are medical personnel trained to cope with and report upon instances of domestic

violence?

10. Are regulations with respect to women's occupational health and maternity protection and benefits known and enforced by employers in public- and private-sector institutions?
11. Is there adequate gender sensitive statistics in the health sector?
12. What are the main cultural factors which impact upon women's and men's health status and access to health care? For example: strong emphasis on women's fertility and son preference?
13. Are there parts of the population where domestic violence is accepted as a norm (i.e. Roma population)?
14. Women often represent the lowest level of the health care system, being responsible for the health of themselves and their families. What level of knowledge do women have and what support, if any, do they receive from the health system for their caring role?
15. How are decisions taken about expenditure on health care in the family and the community?
16. Does women's low social status usually result in their placing a low priority on their own and their daughters' health? The low status of poor women may inhibit their willingness or ability to seek access to essential preventive and health care services. On the other hand, norms of masculinity may keep men away from health services.
17. What traditional medical practices and practitioners are available in the community, and what priority do they have compared with government or non-traditional private-sector health services?
18. What sources of health and medical information are available to families and communities?

### **Food security and sustainable rural development**

1. Are institutions working on women's and gender issues, as well as women farmers' associations, involved in decision-making at national policy and planning levels?
2. Are there sex-disaggregated data available on women's and men's access to and control over material and non-material resources in this sector, e.g. relative ownership/usage of different categories of land, water, crops, livestock?
3. Are data available on the involvement of women and men in the processing or marketing of agricultural production, or in agro-industry?
4. What technology/technological skills are available to women and men respectively?
5. Are women equally represented among the owners in this sector? If not, what are the reasons?
6. Is credit for agricultural use, from government or private sources, equally accessible to women and men?
7. Has there been a gender analysis of government spending in this sector?
8. Are there specific measures in place to ensure that land redistribution and/or privatisation programmes benefit women and men equally?
9. Do agricultural extension services reach women and men farmers equally, and with the information and services needed?
10. Is agricultural credit equally available to women and men farmers? Many banks still

require the signature of a man prior to providing credit. Delays occur in households where males have migrated in search of work, are in the army or do not allow their wives to obtain credit.

11. At the meso level national gender experts, key NGOs (particularly those which give more voice to the disadvantaged in rural areas, including women and ethnic minorities) should be encouraged to provide inputs relevant to agricultural planning and food security issues.
12. Is there recognition of the traditional contribution of women to the management of natural resources in a sustainable and long-term manner? Are there programmes to promote women's active role in environmental management, not only in their traditionally assigned roles but also in the planning of more complex development projects (e.g. water exploitation, deforestation)?
13. Are data collected at this level disaggregated by sex?
14. How are inequities in terms of inheritance and property rights or access to credit and savings, manifested at this level?
15. What is the gendered division of labour in the household and in the community?
16. Are there differences between men and women in the amounts of time spent on agricultural tasks, and who takes decisions about the time spent?
17. Are women primarily responsible for subsistence crops and men for cash crops? Who takes decisions on the planting, marketing and consumption of crops and water usage for agricultural or domestic consumption purposes?
18. What are the patterns of food allocation (sharing, quantity, quality ...) among family members?

## **Transport Sector**

1. Do policy decisions in this sector reflect national commitment to gender equality (MDGs, GAP, GEL) and are they take into consideration women's and men's economic and other needs and capacities for mobility? Are they coherent with the EU commitment to sustainable development? For example, transport policies which prioritise private cars and roads, to the detriment (or substitution) of public transport, will impact differentially on those women and men with no access to private cars. Are women and women's organisations included in teams analysing transport policy and strategy?
2. Are data available on gender differences in differential mobility patterns and capabilities of women and men? Are data available on the gender-differentiated impact and economic returns of transport facilities?
3. Do transport sector programmes prioritise only technical and financial indicators, and give less attention to quality at the client level (e.g. in safety, with numbers of accidents sex-disaggregated)?
4. Is there a legal basis for women's and men's differential mobility where such exists (e.g., do women need a man's permission or company in order to travel outside the community)?
5. Do social norms and values discourage women from independent movement and travel and/or place them at risk of harassment in public places? How these factors can be taken into account in the process of planning transport needs and accessibility?

## Annex 2

### **List of donations for Women's and Gender Projects (Source: UN Women)**

- FIGAP project, in the period of 2009 until 2014; joint financing between SIDA, ADA and Swiss Technical assistance, 3 million euro
  - Sub regional UNDP gender programme which was consisted of two projects:
    1. Implementation of legislation of gender equality – in the period from 2003- 2005 - 400 000 USD
    2. Subregional gender project in the from 2005 until 2007 - 2 million USD
  - Joint project between UNDP and UNFP for suppression and prevention of gender based violence in the period from 2009 until 2012, around one million USD
  - Adopting the strategy for protection the rights of women and children in three municipalities in Herzegovina, funded by the European Commission. The project lasted 12 months, implemenation started on 24.11.2006. - € 44,802.60
  - The campaign for the respect of human rights of children and women in Bosnia and Herzegovina through the network of coordinators for the development and implementation of campaigns, funded by the European Commission. The project lasted 14 months, implementation started on 16.9.2006, € 57,446.06
  - Socio-economic empowerment of particularly vulnerable groups such as women victims of war and landmine victims, under the direct and active participation of local partner organizations dealing with marginalized groups in BiH. Project funded by the European Commission, lasted 24 months, implementation started on 21.12.2006. - € 192,810.00
  - Trafficking and prostitution of women - financed by the Austrian Development corporation, the project lasted from 01.12.2006 until 31.12.2008 - 378.984 EUR
  - Humanization of relations between the sexes - gender equality, the project funded by the Local Initiative Program BiH. The project lasted a year, began implementation started on 01.01.2007 - CAD \$ 73,000
  - Integration of gender equality in schools, a project funded by the Local Initiative Program BiH, lasted a year, implemenation started on 01.10.2006. The CAD \$ 29.065
  - Gender equality and case law in BiH, a project funded by the Local Initiative Program BiH, lasted a year, implementation started on 01.03.2007. - CAD \$ 48,490.54
  - Empowerment of women through information technology (IT) project funded by the Canada Fund, lasted five months, implementation started in September 2008 - CAD \$ 10.639
  - Capacity building of women's organizations in the rural area of Brcko District, a project funded by the Canada Fund, lasted seven months, started in January 2009 - 13,740 KM
- **Overview of Donor activities – Ministry of Finance and Treasury** – within information available on the website of the Ministry of Finance and Treasury, it is not specified how much was spent for gender projects instead the amount is for the whole sector

- Overview of donor activities 2010 - 2011

[http://www.mft.gov.ba/bos/images/stories/medjunarodna\\_saradnja/koordinacija\\_medjunarodne\\_pomoci/DMR\\_2010-2011\\_BOS.pdf](http://www.mft.gov.ba/bos/images/stories/medjunarodna_saradnja/koordinacija_medjunarodne_pomoci/DMR_2010-2011_BOS.pdf)

For the sub-sector of Human Rights, € 4.80 million was allocated in 2010, or 12% of the total allocation for the Good Governance and Institution Building.

For the sub-sector of Human rights, € 1.48 million was allocated in 2011 or 5.63% of the total allocations for this sector.

- Overview of donor activities 2011 - 2012

[http://www.mft.gov.ba/bos/images/stories/medjunarodna\\_saradnja/koordinacija\\_medjunarodne\\_pomoci/DMR\\_2011\\_2012\\_BOS.PDF](http://www.mft.gov.ba/bos/images/stories/medjunarodna_saradnja/koordinacija_medjunarodne_pomoci/DMR_2011_2012_BOS.PDF)

For the sub-sector of Human Rights in 2011, € 2.30 million was allocated or 6.68% of the total allocation for the Good Governance and Institution Building.

For the sub-sector human rights, € 4.35 million was allocated in 2012 or 13.53% of the total allocations for this sector.

➤ Other projects:

- UNIFEM - Together to gender equality through the constitutional changes in Bosnia and Herzegovina (2007)
- UNIFEM - Gender Responsive Budgeting in South East Europe: Promoting gender equality and democratic governance through increased transparency and accountability (2008)
- UNFPA BiH - Support to Bosnian strategies and action plans to combat domestic violence and gender-based violence (2007-2008, in the framework of UNFPA CPAP goals)
- UNFPA / UNICEF BiH - "Joint Project for establishment of referral mechanisms for combating gender-based violence" (2007-2008)
- UNICEF BiH - supported "Analysis of textbooks in the BHS languages for primary education in Bosnia and Herzegovina from the gender equality point of view"
- UNHCR BiH - "Focused action to prevent and combat violence against women and girls in Bosnia and Herzegovina" (2007-2009) - support of the Local Democracy, Sarajevo
- ILO BiH - supported "Review of labor legislation at the entity level from a gender perspective and preparing recommendations to better incorporate the principles of non-discrimination and gender equality" - 2007 - in the framework of the ILO "Decent Work Country Programme 2006-2007".