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MONITORING AND EVALUATION SUPPORT ACTIVITY (MEASURE-BIH)

GENDER ANALYSIS FOR BOSNIA AND HERZEGOVINA: 2019 FOLLOW-UP

Final Report

August 2019

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LIST OF ABBREVIATIONS

ADS	Automated Directives System of USAID
APOSO	Agency for Pre-primary, Primary, and Secondary Education
BDBiH	Brcko District
BiH PA	Bosnia and Herzegovina Parliamentary Assembly
BiH	Bosnia and Herzegovina
CDCS	Country Development Cooperation Strategy
CEC	Central Election Commission
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CoE	Council of Europe
CoM	Council of Ministers
COP	Chief of Party
COR	Contracting Officer's Representative
CRSV	Conflict-Related Sexual Violence
CSO	Civil Society Organizations
CSO	Civil Society Organization
DV	Domestic Violence
ENABLE-BiH	USAID/BiH Enhancing and Advancing Basic Learning and Education Activity
EU	European Union
FBiH GC	Gender Center of FBiH
FBiH	Federation of Bosnia and Herzegovina
FIGAP	Financial instrument for implementation of the Gender Action Plan of BiH
FINDEX	Financial Inclusion Index
GAP	Gender Action Plan of BiH
GBV	Gender-Based Violence
GE	Gender Equality
GEA	BiH Gender Equality Agency
GEC	Gender Equality Committee
GoBiH	Government of Bosnia and Herzegovina
GRB	Gender responsive budgeting
HoP	House of Peoples
HoR	House of Representatives
ILO	International Labor Organization
IMPAQ	IMPAQ International LLC
IP	Implementing Partner
IPU	Inter-Parliamentary Union
IRI	International Republican Institute
KII	Key Informant Interview
LFS	Labor Force Survey
LGBTIQ	Lesbian, Gay, Bisexual, Transgender, Intersex, Queer
LoGE	Law on Gender Equality

MEASURE-BiH	Monitoring and Evaluation Support Activity in BiH
NATO	North-Atlantic Treaty Organization
NDI	National Democratic Institute
NGO	Non-governmental Organization
NSCP-BiH	National Survey of Citizens' Perceptions in BiH
NYS	National Youth Survey
OG	Official Gazette
RIA	Regulatory Impact Assessment
RS	Republika Srpska
RS GC	Gender Center of RS
RSNA	RS National Assembly
STEM	Science, Technology, Engineering, and Mathematics
TIP	Trafficking in Persons
UN	United Nations
UN Women	United Nations for Women
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USAID/BiH	United States Agency for International Development Mission in Bosnia and Herzegovina
WB	World Bank
WHAM	USAID/BiH Workforce and Higher Access to Markets Activity
WHO	World Health Organization

CONTENTS

EXECUTIVE SUMMARY	I
INTRODUCTION	I
I. GENERAL SETTING	8
I. POLITICAL LIFE	11
II. JUSTICE, VIOLENCE, SECURITY	29
III. EDUCATION	45
IV. ECONOMY	56
APPENDICES	74

LIST OF FIGURES

Exhibit 1. “Men make better political leaders than women and should be elected in preference to women”	15
Exhibit 2. Voters’ primary reason for not voting for a female candidate in the 2016 Local Elections	16
Exhibit 3: The perception on media portraying of men and women	17
Exhibit 4. Perpetrators of violence against women in politics	19
Exhibit 5: Percentage of women elected to state and entity parliaments in 2014 and 2018	20
Exhibit 6. Managerial positions in BiH media	25
Exhibit 7. “A woman should tolerate gender/domestic violence in order to keep her family together” ..	36
Exhibit 8. Judicial staff and leadership at higher and lower level judicial institutions	39
Exhibit 9. DV cases reported to police and by police in RS and FBiH	40
Exhibit 10. Enrolled students in the pre-school, primary, and secondary school institutions	47
Exhibit 11. Enrolled students per level of education (academic years 2015/2016 and 2017/2018)	48
Exhibit 12. Students in secondary education per field of study (school years 2015/16 and 2017/18)	49
Exhibit 13. Percentage of women enrolled at universities per field of study	50
Exhibit 14. Gap in attractiveness of occupations to young men and women in percentage points	50
Exhibit 15. “When jobs are scarce, men should have more right to a job than women”	59
Exhibit 16. Percentages of men and women with liberal attitudes in different age groups in RS (%)	60
Exhibit 17. Structure of the working age population in BiH	61
Exhibit 18. Time spent on housework and care for others by age groups	63
Exhibit 19. Employed by sections of economic activity (000 and %)	64
Exhibit 20. Employed by education levels and status in employment	65
Exhibit 21. Financial inclusion indicators	67
Exhibit 22. Ownership and management roles in the BiH micro, small, and medium-sized enterprises ...	68

LIST OF TABLES

Table 1. NSCP-BiH 2018 and NYS 2018 Sample Size and Distribution across Sexes	5
Table 2. Data Analysis Plan and Structure	6
Table 3: Statistical overview of changes in gender gaps since 2015/2016	10
Table 4. Municipalities in BiH with female mayors, last two election terms	20
Table 5. Percentage of women elected to cantonal assemblies in 2014 and 2018	22
Table 6. Female representation in BiH state ministries	23
Table 7. Processing of DV cases in courts in BiH in accordance with entity Criminal Codes	32
Table 8: Persons completing MSc/MA and Ph.D. studies in 2007, 2015, and 2018 by sex	49
Table 9. Preschool institutions and children enrolled in them 2015/16 and 2017/18	62

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Guided by the Automated Directives System on Integrating Gender Equality and Female Empowerment in U.S. Agency for International Development (USAID) Program Cycle (ADS Chapter 205), USAID Bosnia and Herzegovina (USAID/BiH) commissioned IMPAQ International LLC (IMPAQ), through USAID/BiH Monitoring and Evaluation Support Activity (MEASURE-BiH) to conduct gender analysis for Bosnia and Herzegovina. The purpose of the *Gender Analysis for BiH: 2019 Follow-Up* is to inform the development of USAID's upcoming 5-year Country Development Cooperation Strategy (CDCS) for BiH and achieve better gender outcomes by following up on the findings and recommendations highlighted in the *2016 Gender Analysis Report for BiH*.¹

The MEASURE-BiH team, which worked on this analysis and prepared this report, includes: Maja Barisic, External Gender Expert and Analysis Co-Lead, Anela Kadic Abaz, Analysis Co-Lead and MEASURE-BiH Research Analyst, and Sanel Huskic, Analysis Team Member and MEASURE-BiH Research Analyst.

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¹ In 2016, USAID/BiH commissioned MEASURE-BiH to conduct the gender analysis for BiH. Analysis findings and recommendations are publicly available at <http://measurebih.com/gender-analysis-report-for-bosnia-and-herzegovina>.

EXECUTIVE SUMMARY

This Gender Analysis 2019 Follow-Up was conducted to inform the development of the upcoming 5-year USAID/BiH's Country Development Cooperation Strategy (CDCS). The analysis was completed between June and August 2019. All findings, conclusions, and recommendations highlighted in this report reflect data available up to this period. The focus of the analysis was to follow-up and update the findings of the 2016 Gender Analysis. As a result, in most cases, 2016 was used as the baseline year when making comparisons and detecting changes in the state of gender equality in the BiH society.

The analyses in this report are guided by the analysis questions developed for the 2016 report.

Summary of key conclusions, by analysis question

Analysis question 1: Have explicit or implicit gender biases identified in laws, policies, regulations and/or institutional practices through the 2016 Gender Analysis for BiH been eliminated? Which laws, policies, regulations and institutional practices require further gender mainstreaming, update, revision, elaboration, or adaptation to strengthen the country framework that governs the treatment of sectors in the CDCS?

Our findings revealed no direct discrimination against women in legislation, but direct discrimination against same-sex couples and LGBTIQ persons persists, while Roma women and girls continue to face indirect discrimination, prejudice, and violence on multiple grounds, similar to the 2016 analysis. Most laws and bylaws, as well as political party policies, remain gender-blind, especially at the state level. The Law on Gender Equality stipulates that all public bodies in all levels of government will ensure a minimum 40 percent representation of men and women, but this provision is not applied to executive government appointments, and women's representation in parliaments is also below that requirement. At the same time, women's positions within political parties rarely ensure influence over important decisions, including appointments, within political parties.

Beyond regulations of numerical representation, more substantive changes are still not a common institutional practice for most state and entity institutions, particularly not at cantonal and municipal levels. In particular, there are relatively few gender reviews, gender impact assessments, and introduction of sound methodologies for data collection. These issues affect the reporting about gender equality obligations of the country and its administrative units towards convention bodies, and the problems extend to other human rights issues. Furthermore, political tensions between the state and entity institutions also affect the quality of cooperation between gender equality institutions. Country reports on implementation of gender equality standards often include incomparable and unharmonized inputs of entity institutions, while policies reflect diverging priorities and approaches, as well as unequal access to rights based on residency. The most notable differences occur in those areas where the entities have sole competencies, such as protection from domestic violence. These differences imply system adaptation to particularities in administrative units, but a common framework for priorities and reporting should exist on a country level.

Despite the absence of a unified and endorsed country-level policy against gender-based violence (GBV), there was significant progress in legal protection from gender-based violence and discrimination since 2016. This was particularly so in the RS, where women's shelters are funded more reliably than in the FBiH and the draft amendments of the Law on Protection from Domestic Violence would end the earlier practice of having the option to prosecute domestic violence as either a misdemeanor or a criminal act. Criminal charges will be the only option once these amendments are adopted. The Brcko District of BiH adopted a similar law in 2018. Nevertheless, some forms of gender-based violence, such as online psychological violence, have yet to be integrated in the criminal codes.

Although education policies formally enable equal access to education for boys and girls, textbooks continue to promote gender bias, as evidenced in earlier gender analyses of textbooks by the civil society. Education authorities however do not conduct gender analyses of textbooks or education policies in general, while interviews confirm that this is necessary. Some of the key state level policies on education have not been sent for gender review.

While labor-related legislation is sound, key gender gaps remain in its implementation and in ensuring legal protection from gender-based discrimination and violence. Beyond progress achieved until 2016, there were only a few meaningful gender mainstreaming initiatives, such as in development planning, while the ministries of finance and other fiscal authorities remained less gender-responsive. Through USAID support, ministries of finance started applying static micro-simulation modeling in estimating impacts of current personal income taxes and social security contributions or changes to these policies. These models provide an important opportunity to advance gender-responsive budgeting on the revenue side through impact assessment of tax reforms on men and women, and on subgroups of these broad categories. However, earlier investments in gender-responsive budgeting have been short-termed and unsustainable due to staff turnover and absence of institutional commitment to gender responsive budgeting.

Analysis question 2. Have any major changes occurred in the overall situation with regard to:

- a. cultural norms and beliefs that influence the behavior of men and women;**
- b. allocation of time between market and non-market activities; and**
- c. access to and control over key resources and services in the CDCS sectors,**

when compared to the findings of the 2016 Gender Analysis?

a. In political life, women politicians are still few and face manifold constraints, including gender-based stereotyping and GBV. Media often portray men and women in a gender-stereotypical manner and sustain socially detrimental views of gender. Gender bias in media reporting is especially present during election campaigns, when female politicians are confronted with a lack of media attention and visibility. Highly conservative views of violence as an exclusively family matter have spread since 2015, although such views are, on average, more widely held by inhabitants of depopulated, remote areas and older generations than in urban areas and by younger generations. In education, the changed cultural norms among young women will soon be at odds with the gender-biased educational content. Women's paid economic activities are seen as less important than their domestic role in the economy of care, and second to men's paid

economic activities, by an increasing percentage of the population. There is a strong liberalization push among younger women against such attitudes, which may contribute to increased domestic conflict because younger generations of men are not following in these liberalization trends.

b. Women on average still work longer hours than men in housework and caring for children and elderly, even if they are employed. At the same time, women's lesser involvement in paid economic activities remains the most important gender gap in the BiH labor market. Women's activity rates have even slightly decreased since the previous gender analysis – two in three women of working age continue to be inactive in the labor market. Government authorities have not undertaken significant efforts to increase availability of childcare services across the country or to offer tailored re-education for women who have been out of the labor market for a longer period of time. The locked potential of women's economic engagement takes place against the backdrop of shrinking working age population, including the labor force in BiH, due to emigration of youth, skilled workers, and their entire families.

c. In terms of control over key resources, women own or co-own only around a third of property in BiH, although there is a modest improvement in property ownership compared to the previous gender analysis. Women tend to underestimate their own contribution to the family budget because of the gender pay gap, lower access to paid employment, and low ownership and control of property. However, financial inclusion indicators for women are improving, and data suggests that more women than men have bank savings. Savings do not equate to investment, however, and there is little information on savings levels or saving strategies.

In terms of access to services, progress has been achieved in the availability and quality of services for survivors of gender-based violence in some parts of the country since 2016, while the availability of quality services is still unsatisfactory in Herzegovina (FBiH and RS). Furthermore, women survivors of gender-based and conflict-related sexual violence have better access to free legal aid, while legal remedies, restitution, social and healthcare services are improving for survivors of conflict-related sexual violence, albeit at a very slow pace. While access to any government services is extremely limited for Roma women and girls, it is particularly difficult for the members of this group who are victims of GBV to get any institutional support. Reporting of domestic violence to the police remained at the same level since 2015, while the police in the FBiH and the judiciary in both entities became less efficient in processing domestic violence cases.

Childcare services are still extremely scarce, although a higher number of children were enrolled in pre-school education services in 2018 than in 2015, and the increase is particularly pronounced for children 3 years of age and younger. The gender gap between men and women enrolled in the higher-education institutions has not changed significantly since the 2015/2016 academic year. Women constitute the majority of students enrolled in undergraduate and master studies, while men are more numerous than women at the level of doctoral studies. The gender gaps in the number of students earning masters' and doctoral degrees are shifting in favor of increased representation of women. Gender differences persist in the young people's choice of fields of study, although some improvements are noted, particularly in the Science, Technology, Engineering, and Mathematics area, although even here, women tend to pursue lower-paid professions, such as digital marketing, in lieu of more lucrative areas such as programming or robotics.

Analysis question 3. What is the balance of current representation of men and women in senior level decision-making positions and to what extent are their voices heard in decisions made by public, private, and civil society organizations (CSOs)? Have there been any improvements in this regard since 2016?

Women's representation in the FBiH Parliament and cantonal assemblies in the FBiH increased as a result of the 2018 General Elections and the amendments to the Election Law that preceded it, but slightly decreased in the state and RS legislatures. The number of women in the new RS Cabinet increased, and the governments at the state and FBiH level have not yet been formed. Even though women constitute the majority of civil servants and public employees, they remain underrepresented in the public sector managerial posts at all levels.

In justice and security, women outnumber men in staff positions, but they are underrepresented in management posts in the entity- and state-level judicial institutions, and severely underrepresented in the ranks of police officers and inspectors.

Even though there is a gender balance in the number of employees in the media overall, managerial positions, namely director and editor-in-chief jobs, are predominantly held by men. In civil society, however, women are decidedly more numerous than men.

Education is another profession in which women are overrepresented, but men are in the majority of leadership positions in educational institutions.

Analysis question 4. Which interventions by USAID/BiH and other agencies can help address gendered differences and gender mainstreaming needs across the CDCS sectors?

Progress achieved by the property ownership registries and with microsimulation modeling by fiscal authorities offers important opportunities for advancement of gender-responsive governance and budgeting, but more attention is necessary, because some past successes have not been sustained. There is a need to build long-term commitment to gender responsive governance in key financial institutions.

Capacity-building and coordination on gender-based violence cases between referral mechanisms and women's shelters receive extensive support of a number of agencies, but there are gaps in protection, support and awareness-raising which are not being efficiently addressed, including:

- institutional response to gender-based violence, discrimination, and trafficking of Roma women and girls,
- greater involvement of the Ombudsperson for Human Rights as the missing link in addressing unsatisfactory response of referral mechanisms to gender-based violence, discrimination, and trafficking,
- strengthening the evidence base on gender-based violence and exploring the links between general levels of violence in the country and various forms of gender-based violence.

Gender-transformative approaches to prevention of violence through education are already applied in some parts of the country. Results suggest that such approaches should be institutionalized against the backdrop of anti-gender backlash, which threatens to deteriorate the levels of awareness achieved to date. Notably, the first steps in addressing gender bias in textbooks and gender-insensitive textbook policies had been made long ago, but the institutional follow-up has been lacking.

Summary of recommendations

Recommendation 1 (USAID): Consider supporting further implementation of existing gender equality laws and policies, and especially gender mainstreaming in the laws, by-laws, and other legally binding instruments, including affirmative measures that foster gender equality; consider promoting USAID gender integration directives in development assistance to BiH, and stipulate similar standards for USAID implementing partners.

Recommendation 2 (USAID): In supporting political parties, consider focusing on democratization and formalization of decision-making processes and awareness-raising about gender equality among male party members and in particular party leadership.

Recommendation 3 (international agencies): Consider promoting gender equality as a principle in appointments in the executive branch, supporting gender-equality advocates in institutions such as parliaments, and providing assistance to the formal parliamentary bodies for gender equality.

Recommendation 4 (FBiH, BD BiH): Consider regulating the setting up and funding of women's shelters at a more substantive and stable level, as well as defining the minimum standards for different types of service providers, from government-run institutions to non-governmental and religious organizations, and even businesses, which need to be able to maintain their independence.

Recommendation 5 (USAID): Consider supporting development of a coherent methodology of collection, disaggregation, and publishing of data on gender-based violence and discrimination for all levels of government, starting from improving, integrating, and providing access in one place to the relevant data from the judiciary and other institutions.

Recommendation 6 (USAID): Consider supporting research about the prevalence of GBV among Roma women, as well as analyses of obstacles in access to services which Roma face, and support promotion of the role of the Ombudsperson for Human Rights in addressing inadequate response of referral mechanisms.

Recommendation 7 (USAID): Consider promoting more lucrative professions in STEM for girls, addressing boys' higher drop-out rates, and spreading the coverage of the Healthy Lifestyles school subject through supported education interventions.

Recommendation 8 (USAID): Support gender analysis of textbooks and textbook policies in both entities and implementation of measures to eliminate bias, prejudice, and stereotypes and promote equal rights.

Recommendation 9 (USAID): Support interventions that seek to build capacity of teaching staff to understand and internalize the gender equality perspective in order to provide sound foundations for mainstreaming gender equality in education.

Recommendation 10 (USAID): Develop a coherent set of longer-term activities to improve implementation of labor regulation, increase women's activity rates, and decrease discrimination in the labor market.

Recommendation 11 (USAID): In any future public finance support program, integrate gender-responsive budgeting capacity building, especially on the public revenue side of budgets, as well as for gender impact assessments of economic policies in general. Empower local public finance experts, civil society, media, and political parties to advocate gender-responsive governance in finance, development, and economic reforms. Consider supporting integration of gender-responsive budgeting tools and techniques in civil service trainings and education curricula.

INTRODUCTION

Background and purpose of the analysis

The United States Agency for International Development (USAID) recognizes gender equality and female empowerment as “core development objectives, fundamental for the realization of human rights, and key to effective and sustainable development outcomes.”² As specified in the Automated Directives System on Integrating Gender Equality and Female Empowerment in USAID’s Program Cycle (ADS Chapter 205), fostering gender equality and empowerment of women and girls is essential in achieving U.S. foreign policy and development objectives.

Currently, USAID/BiH is developing a new 5-year Country Development Cooperation Strategy (CDCS). Following the instructions from the ADS 205, USAID/BiH tasked MEASURE-BiH to conduct *Gender Analysis for BiH: 2019 Follow-Up*. The main purpose of this analysis is to inform the development of USAID’s upcoming 5-year CDCS for BiH and achieve better gender outcomes by following up on findings and recommendations highlighted in the 2016 *Gender Analysis Report for BiH*. In particular, we will answer the analysis questions using the data available in 2019, and compare results to the 2016 analysis findings. We will quantify the changes over that period, and assess those changes in light of the 2016 recommendations.

Summary of findings from the 2016 BiH Gender Analysis Report

The Gender Analysis, conducted by MEASURE-BiH in 2016, revealed marginalization of women and girls in the BiH society. According to the Report, traditional norms play a significant role in BiH political, economic, and social life. Moreover, the Report highlights that the education system plays an overarching role in reinforcing traditional gender roles and stereotypes. Women are considered weak, emotional, and dependent on men, while men are viewed as strong, decisive, and better political leaders. These stereotypes lead to lower labor market participation and engagement in politics among women.

The results of the Gender Analysis conducted in 2016 revealed that two-thirds of inactive persons on the BiH labor market were women. The reasons for low activity status of women as well as for their high unemployment include: “losing a job or not being treated equally in recruitment due to their role as mothers; lower compensation compared to men for the same work; cultural coding of women to take less demanding jobs, work half-time and choose occupations which are considered typically female, and lower paid.” These apply even though, according to 2016 data, there were more women than men (20.7 percent vs. 12.3 percent) with higher education on the labor market.

As the findings of the 2016 Analysis suggest, Roma women face an alarming state of discrimination. Both their political representation and their economic security are very low. According to the study conducted

² USAID. “Gender Equality and Women’s Empowerment Policy.” *USAID*, 2011. Available at: https://www.usaid.gov/sites/default/files/documents/1865/GenderEqualityPolicy_0.pdf.

by the Rights for All Association in 2010, less than half of the Roma women's population attained any formal education.³ Most of them also had no access to healthcare or social protection.⁴

The analysis confirmed that education choices impact women's and men's future earnings, but also that gender norms strongly influence their field of study preferences. For example, in the 2013/2014 academic year, more women than men were enrolled in studying pharmacy, pedagogy, philosophy, and medicine. These are, consequently perceived as more feminine professions. On the contrary, more men than women chose to study ICT, mechanical engineering, electrical engineering, and security studies. However, the analysis highlighted a positive trend in women's enrollment in study fields historically dominated by men. Overall, more women than men were enrolled in university education in 2014. However, males were significantly more likely than females to complete their PhD degree (55 percent vs. 45 percent).

Representation of women and men is more balanced in the judiciary than in the legislative or executive government institutions. Consequently, women continue to be excluded from participation in high-level political reforms and decision-making. Nevertheless, the 2016 analysis found that, when in positions of power, both women and men were likely to engage in some form of unethical behavior, mostly related to bribery and corruption.

In the 2015 wave of the National Survey of Citizens' Perceptions (NSCP-BiH) conducted on a random sample of BiH adults, men reported interest in politics more frequently than did women (40 percent vs. 30 percent). However, a balanced gender representation in the electoral process is required by law. The BiH Election Law⁵ requires the candidates list for any party contesting the elections to consist of at least 40% from the under-represented sex. Nevertheless, women's actual representation at all levels of governance has not increased as a result of this candidate quota. The 2016 analysis noted that training of women candidates in campaigning and communication skills had not been effective. Moreover, both women and men politicians find communicating with voter population on raising women's issues as counter-productive for winning support in the elections.

According to the first prevalence study, half of all women report having been exposed to some form of GBV at or after the age of 15, while administrative data record only a small share of those experiences since most cases go unreported. Reported cases of GBV involve bodily harm more than other forms of violence, although this may partially reflect a lack of recognition among women survivors about other forms of GBV. For example, women often do not recognize that non-consensual sexual intercourse in marriage constitutes sexual violence. Reported GBV was unacceptably high among all categories of women, including women with disabilities. More women living in rural areas experience GBV (49%, vs. 44% among urban-dwelling women). The BiH Progress Report published by the European Commission in 2015 stressed that there was "no comprehensive state-level legal framework on sexual assault and rape,

³ Prava za Sve. (2011). *Roma Women for Life without Violence - Response of Institutions to Domestic Violence*, Sarajevo: Rights for All. Available at: http://rightsforall.ba/publikacije-en/docs-en/Roma_Women_For_Life_Without_Violence-ENG.pdf

⁴ CEDAW Committee. (2013). Concluding Observations on the Fourth and Fifth Periodic Reports of BiH, New York: United Nations, CEDAW/C/BIH/CO/4-5 of July 30, 2013

⁵ Official Gazette (OG) of BiH, no. 23/01, 18/13, and 31/16

and no appropriate compensation mechanism in place for victims.”⁶ The 2016 analysis also noted that education about GBV and other forms of violence was not integrated into the education system, and that what education did exist was not institutionalized or transformative enough. Furthermore, safe houses, intended as shelters for the victims of domestic violence, continue to face funding shortages, which led to the closure of two of the nine safe houses in the country. Finally, we found in our analysis that working with perpetrators of GBV still was not a standard practice in BiH.

The 2016 Analysis concluded that, as regards gender-based and conflict-related sexual violence, levels of protection were not synchronized and were inadequately applied by judges and prosecutors. Inadequate law enforcement in the area of human trafficking is another troubling gender-related topic in BiH.

Analysis questions for the 2019 BiH Gender Analysis Report

This gender analysis follow-up aims to update the 2016 analysis, identify potential new developments and challenges, identify macro or sectoral level gender inequalities or obstacles to female empowerment, and form a basis for recommendations for integrating gender equality into future Mission programming, including:

- CDCS Goal,
- Development Objectives (DOs), and
- Intermediate Results (IRs) and/or sub-Intermediate Results.

We approached these objectives through four broad research questions:

1. Have explicit or implicit gender biases identified in laws, policies, regulations and/or institutional practices through the 2016 Gender Analysis for BiH been eliminated? Which laws, policies, regulations and institutional practices require further gender mainstreaming update, revision, elaboration, or adaptation to strengthen the country framework that governs the treatment of sectors in the CDCS?
2. Have any major changes occurred in the overall picture of:
 - a. cultural norms and beliefs that influence the behavior of men and women;
 - b. allocation of time between market and non-market activities; and
 - c. access to and control over key resources and services in the CDCS sectors

when compared to the findings of the 2016 Gender Analysis?

3. What is the balance of current representation of men and women in senior level decision-making positions and to what extent are their voices heard in decisions made by public, private, and civil society organizations (CSOs)? Have there been any improvements in this regard since 2016?

⁶ European Commission. (2015). BiH 2015 Progress Report - EU Enlargement Strategy, Brussels: available at: http://ec.europa.eu/enlargement/pdf/key_documents/2015/20151110_report_bosnia_and_herzegovina.pdf

4. Which interventions by USAID/BiH and other agencies can help address gendered differences and gender mainstreaming needs across the CDCS sectors?

Design, methodology, and data sources

MEASURE-BiH relied on a mix of qualitative and quantitative information for this investigation, which included:

1. desk research/comprehensive literature review;
2. semi-structured key informant interviews (KIIs);
3. an online mini survey with USAID/BiH Implementing Partners (IPs); and
4. statistical summaries of available relevant survey data.

We designed a mixed-methods approach, triangulating relevant information from each of these sources to achieve the most complete and balanced analysis of each research question, and to provide broad support for findings, conclusions, and recommendations.

Desk review and data update

The analysis team conducted a desk review of pertinent documents from the following general categories:

- key statistics, studies and assessments by non-governmental organizations (NGOs), the Government of BiH (GoBiH), and the academic community;
- USAID documents, including gender-related analyses, sector assessments, and evaluations; and
- reports from other donor organizations.

The complete list of documents used for the desk review is provided in the Appendix I.

Key Informant Interviews (KIIs)

KIIs were used to gain the in-depth insights into the status of men and women in BiH throughout various fields of social life, including education, employment, judiciary, politics, reconciliation, and civic participation. The analysis team conducted 25 interviews with 32 key informants in total. The KIIs were organized into the following groups:

- Implementing Partners (IPs) of USAID Activities – 6 interviews
- Relevant staff from international organizations, projects, or international NGOs – 7 interviews
- Relevant staff from government institutions – 5 interviews
- Activists and academics – 4 interviews
- Female politicians – 3 interviews

The interview protocol used by the analysis team as a guideline to ensure objectivity, focus, consistency, and comparability of responses among different KIIs is enclosed in the Appendix II. The complete list of interviewed organizations, institutions and persons is provided in the Appendix III. With permission of the KIIs, all interviews were recorded. The transcripts of the recorded interviews were used for qualitative analysis.

Online mini survey with USAID/BiH IPs

We designed an online mini survey to explore lessons learnt in gender integration in specific areas of USAID/BiH Activities. The intention was not to assess how well the USAID/BiH Activities are meeting the requirements of the ADS 205. Rather, the survey was meant to highlight those gender gaps, which the IPs observed in preparation or in implementation of the Activity, and the types of data on gender issues that they are in possession of or have a need for. The survey was administered online, through SurveyMonkey. The analysis team collected responses from 9 IPs in total. Appendix IV provides an overview of the survey questions, while Appendix V contains a list of IPs that responded to the survey.

Statistical summaries of available relevant survey data

The analysis team recognized the pertinence of the data collected through National Survey of Citizens' Perceptions (NSCP-BiH) and National Youth Survey (NYS) for the Analysis findings. The NSCP-BiH is an annual survey conducted by MEASURE-BiH since 2015. The survey provides data on BiH citizens' views on various topics, including gender stereotypes and familiarity with legislation on gender equality.

In addition to NSCP-BiH, the analysis team also used data obtained through NYS. NYS was conducted by MEASURE-BiH in 2018 in order to provide an overview of the state of youth in BiH, in particular their perceptions, attitudes, and experiences on a number of topics, including but not limited to: education, employment, inter-ethnic relations, political and civic participation, and migration intentions. Data obtained through both surveys, as well as the reports explaining in detail the surveys' methodology, data collection process, and findings are published on the MEASURE-BiH's website.

Table I. NSCP-BiH 2018 and NYS 2018 Sample Size and Distribution across Sexes

Survey	Total number of respondents	Female respondents
NSCP-BiH 2018	3,024	47%
NYS 2018	4,500	48%

Data analysis

The analysis team used triangulation of different sources of information to provide a comprehensive picture of gender equality and female empowerment accomplishments, issues, and obstacles in BiH. The analysis was designed to allow comparability with the findings of the 2016 Gender Analysis. The following matrix presents the data that were employed in answering each of the key research questions.

Table 2. Data Analysis Plan and Structure

Research Question	Data Source	Methodology
1. Have explicit or implicit gender biases identified in laws, policies, regulations and/or institutional practices through Gender Analysis for BiH in 2016 been eliminated? Which laws, policies, regulations and institutional practices require further gender mainstreaming update, revision, elaboration, or adaptation to strengthen the country framework that governs the treatment of sectors in the CDCS?	<ol style="list-style-type: none"> 1. Laws, policies, regulations, analyses and other pertinent documents 2. Semi-structured KIs with GIs, CSOs/NGOs, and individual experts 3. Survey data (a survey of USAID/BiH IPs) 	Mixed method triangulation
2. Have any major changes occurred in the overall picture of: <ol style="list-style-type: none"> a. cultural norms and beliefs that influence the behavior of men and women; b. allocation of time between market and non-market activities; and c. access to and control over key resources and services in the CDCS sectors when compared to the findings of the 2016 Gender Analysis?	<ol style="list-style-type: none"> 1. Semi-structured KIs with GIs, CSOs/NGOs, and individual experts 2. Survey data (survey of USAID/BiH IPs and NSCP-BiH) 	Mixed method triangulation
3. What is the balance of current representation of men and women in senior level decision-making positions and to what extent are their voices heard in decisions made by public, private, and civil society organizations (CSOs)? Are there any improvements in this regard since 2016?	<ol style="list-style-type: none"> 1. Laws, policies, regulations, analyses and other pertinent documents 2. Semi-structured KIs with GIs, CSOs/NGOs, and individual experts 3. Survey data (a survey of USAID/BiH IPs) 	Mixed method triangulation
4. Which interventions by USAID/BiH and other agencies can help address gendered differences and gender mainstreaming needs across the CDCS sectors?	<ol style="list-style-type: none"> 1. Semi-structured KIs with GIs, CSOs/NGOs, and individual experts 2. Survey data (a survey of USAID/BiH IPs) 	Mixed method triangulation

Structure of the report

The main body of the Report is organized into five sections, as follows:

1. **General setting;**
2. **Political life** (including governance, political parties, media, and civil society);
3. **Security** (including justice, violence, radicalization, and reconciliation);
4. **Education** (including non-discrimination in education and access to science, technology, engineering, and mathematics (STEM)); and
5. **Economy** (including labor market and labor rights, fiscal sector reform, and access to property).

Analysis findings and recommendations are disaggregated by the four sub-areas (Political Life, Security, Education, and Economy) and presented as separate chapters in the Report. Answers to the research questions are also provided separately for each sub-area. However, all thematic areas should be considered together to get a better insight into the gender equality and female empowerment situation in BiH.

I. GENERAL SETTING

Gender equality in BiH is regulated by the BiH Law on Gender Equality⁷, while a number of other general and special laws contain important gender equality and women's rights provisions, particularly the BiH Law on Prohibition of Discrimination,⁸ and the Election Law of BiH, with its most recent amendments adopted in 2016.⁹ Additionally, the Laws on Protection from Domestic Violence of FBiH,¹⁰ RS,¹¹ and Brcko District of BiH¹² regulate the area of domestic violence, while the Criminal Codes of the three administrative units and the state include provisions for legal protection from domestic violence (DV) and other forms of gender-based violence (GBV).

GBV is “any action that causes or may cause physical, mental, sexual or economic damage or suffering, as well as threat to such action which prevents a person or group of persons to enjoy their human rights and freedoms in public and private sphere of life.”¹³ It occurs most often in the family, but also in the wider community, during violent conflict, in public life and online, while it takes at least one of the four common forms: physical, sexual, economic, and psychological.

The key framework for advancements is provided in the Gender Action Plan of Bosnia and Herzegovina,¹⁴ which focuses primarily on the areas prioritized by the Committee on Elimination of All Forms of Discrimination Against Women (CEDAW Committee). The country recently submitted its Sixth Periodic Report to the CEDAW Committee, demonstrating progress in key areas. The country also has an Action Plan for the implementation of UN Security Council Resolution (UNSCR) 1325 (2018-2022).¹⁵ The Framework Strategy for Implementation of the Istanbul Convention (IC) expired in 2018.¹⁶ The entities also have action plans for protection from domestic violence. Furthermore, the Republika Srpska (RS), Brcko District of BiH (BD), cantons in the Federation of BiH (FBiH), as well as some municipalities and cities, have protocols on cooperation between referral mechanisms in DV cases. Such protocols describe the step-by-step process for most or all parts of the system relevant for reaction in specific DV cases.

In the executive branch, the BiH Gender Equality Agency (GEA) and the FBiH and RS Gender Centers (GCs) are the key gender institutional mechanisms. Their mandates are similar, but highly dependent on the division of competences between the state and entity levels. Additionally, the FBiH GC is limited in its mandate because of the division of competences between the FBiH and its cantons. The GEA takes the lead in those areas regulated at state level, such as elections and political parties, defense, reporting to international committee bodies, and similar. The GCs take the lead in protection from DV in cooperation

⁷ OG BiH 16/03, 102/09, 32/10

⁸ OG BiH 59/09, 66/16

⁹ OG BiH 31/16

¹⁰ OG FBiH 20/13

¹¹ OG RS 102/12, 108/13, 82/15

¹² OG BD BiH 7/18

¹³ Law on Gender Equality, Art, 6, OG BiH 16/03, 102/09, 32/10

with the other entity, cantonal, and municipal government structures, as well as in gender mainstreaming in the areas of education, labor, agriculture, internal affairs and similar fields. In the legislative branch, the most important gender institutional mechanisms are the Parliamentary Committee for Gender Equality at the BiH Parliamentary Assembly, Committees for Gender Equality/Equal Opportunity in the entity parliaments and the BD BiH Assembly, as well as the gender equality commissions in cantonal and municipal assemblies/councils.

In terms of institutional practices, the GEA and entity GCs are facing mounting challenges in mutual cooperation, as well as in cooperation with international partners. Cooperation between the GEA and the GCs has deteriorated since the 2016 Gender Analysis. This is evident in the lack of coherence in priorities and results in reporting to the international bodies, for example the Beijing +25 report – instead of a standardized and coherent report, the country document will rather be compiled of 3 different reports (the state and two entities). Further, the results of these three institutions in different areas are often not comparable, making it difficult to assess progress or approach some issues strategically. Their cooperation with international organizations is also hampered by the fact that the public budgetary procedures, and especially the treasury system in FBiH, are not suitable to project work, which most donors prefer nowadays.

Brief overview of the current state of gender equality in BiH

According to the Global Gender Gap Index produced by the World Economic Forum (WEF), there continues to be room for improvement in gender equity in BiH. With an overall Gender Gap Index score of 0.71, BiH is ranked 62nd out of 149 countries included in the WEF analysis. Of four indicators tracked by the Index, BiH ranks highest in gender equality on the educational attainment and health and survival sub-indices (scoring 0.98 on both). Economic participation and opportunity (0.60) and political empowerment (0.29) remain areas where there is the most room for improvement in gender equity in BiH.¹⁷ According to USAID's Journey to Self-Reliance FY 2020 Roadmap, which uses WEF data, BiH has a score of 0.56 on economic gender gap. This places the country below average among upper-middle income countries.¹⁸

Table 3 below provides an overview of gender gaps pertaining to the political, education, and economy sectors with comparison of 2015/2016 to 2018/2019 data. Red cells indicate that the gender gap widened since the 2016 gender analysis, while gray cells indicate a narrowing of the gap. In terms of relative numbers, women saw their biggest gain in the ranks of judicial officials (not including judges and prosecutors) at the entity and state levels, with 29% representation in 2019 versus only 13% in 2016. The next-best improvement in percentage terms was the share of seats won by women in the cantonal assemblies in the FBiH, where the female share of positions increased to 31% in 2019, versus only 19% in

¹⁷ World Economic Forum (WEF). Global Gender Gap Report 2018. Available at: http://www3.weforum.org/docs/WEF_GGGR_2018.pdf.

¹⁸ United States Agency for International Development (USAID). The Journey to Self-Reliance: FY 2020 Country Roadmap. Bosnia and Herzegovina (BiH). Available at: <https://selfreliance.usaid.gov/country/bosnia-and-herzegovina>. Accessed on November 11, 2019.

2016. On the negative side, female representation among parliamentarians in the House of Representatives of the BiH Parliamentary Assembly declined to 17% in 2019, from 24% in 2016.

Table 3: Statistical overview of changes in gender gaps since 2015/2016

	2016		2019		Change in gender gap
	Male	Female	Male	Female	
POLITICAL AND JUDICIAL REPRESENTATION					
Parliamentarians in the House of Representatives of the BiH Parliamentary Assembly	76 percent	24 percent	83 percent	17 percent	+7 p. points
Parliamentarians in the House of Representatives of the FBiH Parliament	79 percent	21 percent	74 percent	26 percent	-5 p. points
Parliamentarians in the RS National Assembly	77 percent	23 percent	81 percent	19 percent	+4 p. points
Delegates in the cantonal assemblies (FBiH only)	81 percent	19 percent	69 percent	31 percent	-12 p. points
Councilors in Municipal Councils/Assemblies	84 percent	16 percent	82 percent	18 percent	-2 p. points
Judges and prosecutors at entity and state levels	48 percent	52 percent	44 percent	56 percent	+4 p. points
Judicial officials at entity and state levels	87 percent	13 percent	74 percent	29 percent	-16 p. points
EDUCATION					
Students enrolled in the university education	44 percent	56 percent	43 percent	57 percent	+1 p. point
Students enrolled in the master and specialist studies	39 percent	61 percent	39 percent	61 percent	+0 p. points
Students enrolled in the doctoral studies	58 percent	42 percent	56 percent	44 percent	-2 p. points
ECONOMY					
Inactivity rate within sexes	45 percent	66 percent	47 percent	69 percent	+1 p. points
Employment rate within sexes	41 percent	23 percent	44 percent	25 percent	+1 p. points
Unemployment rate within sexes	26 percent	31 percent	17 percent	20 percent	-2 p. points
Industry as a section of employment within sexes	37 percent	17 percent	41 percent	18 percent	+3 p. points
With account in financial institution	59 percent	48 percent	63 percent	55 percent	-3 p. points

I. POLITICAL LIFE

Findings

This section covers the areas of political participation and political parties, governance and gender mainstreaming, civil society and the media.

Analysis question I

Analysis question I refers to changes in laws, policies, regulations, and institutional practices.

Finding I: The main regulatory action that helped women's chances of getting elected was a 2016 increase in the quota on political parties for female candidates.

In the 2016-2019 period, there were several initiatives for changing the legal basis of the regulations on the participation of men and women in political life. In 2016, a proposal for a 50-50 quota on the political parties' election lists was not adopted. Similarly, the Draft Law on Amendments to the Law on the Council of Ministers of BiH, aimed at imposing the 40 percent quota for the under-represented sex among the Council members, was also rejected. Key informants generally believed that these proposals were still relevant, although potentially too ambitious at this stage.

The BiH Parliamentary Assembly, in 2016, raised the threshold for apportionment of mandates to individual candidates on party lists from 5 to 10 percent at the local (municipal) level, and from 5 to 20 percent at higher levels.¹⁹ Mandates are allocated to candidates who meet the threshold, according to the number of votes each candidate received – the person with the highest number of preferential votes receives the first mandate. If the party won more seats than it has candidates that meet the threshold, the remaining seats are distributed among the remaining candidates in line with their order in the candidates' list, not their number of preferential votes.

Another of the affirmative measures for women's political representation involves allocation of state budget funds to parliamentary groups according to the number of female representatives or delegates they have. In particular, according to the BiH Law on political funding, 10 percent of state budget appropriations to political parties is allocated to the parliamentary groups according to the number of representative or delegate seats that belong to the under-represented gender.²⁰ At this moment, there is no evidence found of the impact that this rule had on the numerical representation of women.

Although electoral quotas for the under-represented sex and election thresholds for allocation of mandates are important affirmative measures, evidence from other countries reveals that such measures do not bring about major breakthroughs in women's representation, unless followed by introduction of affirmative placement mechanisms – seats reserved for the underrepresented sex in the parliament.

¹⁹ Law on Changes and Amendments to the Election Law of BiH, BiH Official Gazette 31/16

²⁰ Official Gazette of BiH No. 95/12

Specifically, women's representation may increase up to 47 percent when both the election quotas and placement mechanisms are combined.²¹

Finding 2: Formal gender equality requirements have not yet improved real female power and influence.

With the support of the international community, seven political parties in BiH worked on developing strategic plans for promoting women's participation in political life. Although six of them produced the drafts of such plans, those drafts were not officially adopted. As a result of preparing a strategic plan, one political party from the RS adopted the Declaration on promoting women's participation in political life. However, this document remains the party's internal act and, as such, is not available to the public. According to the KIIs, one political party also included gender equality in their political academy curriculum.

"In an ideal world, democracy would come from the political party, and not from the Election Law."

A woman, KII

However, there is no concrete evidence that these activities resulted in an improved representation of women within political parties. Moreover, the absence of a formal body or a document fostering gender equality within a political party does not necessarily mean that such a party does not advocate for gender equality, has no women elected or excludes women from intra-party decision-making processes.

In general, political parties' leaderships are open to cooperation and work towards gender mainstreaming when such incentives come from the international community. Nevertheless, according to the KIIs, the issues and reluctance are expected to arise at the time when implementation of gender equality measures is supposed to take place (for example, affirmative placement mechanisms).

Finding 3: Useful legislation takes a long time to pass and is often delayed by general political tensions and maneuvering.

In November 2018, the BiH Council of Ministers adopted the third Gender Action Plan for BiH (GAP BiH) covering the period from 2018 to 2022.²² Upon completion of the GAP, the BiH Ministry of Human Rights and Refugees and the BiH Agency for Gender Equality, as bodies responsible for the GAP implementation, produced the final report on the implementation of the second GAP (2013-2017); the BiH Council of Ministers has not adopted the report yet. According to the draft report made available to the analysis team, implementation of the 2013-2017 GAP resulted in major progress related to achieving gender equality and women empowerment, as well as overcoming gender-based stereotypes and prejudices in the BiH society. A priority area of the previous GAP - struggle against GBV - remained a major concern in the new GAP as well. In addition, 2018-2022 GAP also sets employment and access to economic resources, public life and decision-making, education, culture and sports, health and social

²¹ Inter-Parliamentary Union (IPU). (2019). *Women in parliament in 2018: The year in review*. Available at: <https://www.ipu.org/resources/publications/reports/2019-03/women-in-parliament-in-2018-year-in-review>

²² Official Gazette of BiH No. 89/18

protection, and further strengthening of the regional and international cooperation on gender issues as its preeminent areas of work.

In addition to the GAP 2018-2022, and upon completion of the second Action Plan for the implementation of the UN Security Council Resolution (UNSCR) 1325 "Women, Peace, Security" (2013-2017), BiH Council of Ministers adopted the Third Action Plan for the implementation of the UNSCR for the period 2018-2022²³. The Third Action Plan builds on the strategic objectives defined in the previous one, with minor alterations of the medium-term goals and expected results. Radicalized environments and terrorism that have not been addressed in the previous Action Plan (as stressed in the 2016 Gender Analysis), have been included under the section of violent extremism.

The latest Framework Strategy for the Implementation of the Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) covered the 2015/2018 period.²⁴ The BiH Agency for Gender Equality prepared the final report on the Framework Strategy implementation, but it was not approved by the BiH Council of Ministers due to political tensions with the RS. In particular, there is a lack of political will in the RS for approving documents that regulate or report on implementation of activities from the state-level. For the same reason, the new Framework Strategy has not been adopted yet, and it seems highly improbable that it will be adopted at all. Currently, there are two entity strategies that regulate GBV, which makes policy coordination, data collection, harmonization, and reporting challenging. The same political tensions obstructed the adoption of the final report on the implementation of the Second GAP (2013-2017) and adoption of the 2018-2020 Action Plan for the Equality of LGBTI persons in BiH. Although the latter received a positive opinion from the FBiH Government, the RS Government has not provided their opinion yet. Both opinions are required for the Plan to be adopted by the Council of Ministers. The objectives defined by the Action Plan include reducing homophobia and transphobia, and improving the quality of life of LGBTIQ people in BiH.²⁵

Finding 4: Institutions still do not conduct gender impact assessments, while the situation is only slightly better with basic gender reviews and sex-disaggregation of data needed to assess gender equity.

All laws, by-laws, strategies and action plans should be harmonized with the BiH LoGE and international gender equality standards, according to Art. 24 of the Law. Such harmonization requires constant cooperation of the gender institutional mechanisms and other government institutions. In 2015, the GEA provided opinions to 30 laws, decisions and rulebooks in total, and this number increased steadily every year, and reached 48 opinions in 2018. The KIs confirm that GEA's suggestions are accepted in most cases. However, when considering the total number of legal documents adopted on the annual basis, it is evident that cooperation between the gender institutional mechanisms and other government institutions needs to be further strengthened. Most government institutions at the state and entity levels appointed

²³ Official Gazette of BiH No. 1/19

²⁴ Official Gazette of BiH No. 75/15

²⁵ Dizdar, A. et al. (2019). Pink Report 2019: Annual Report on the State of Human Rights of the LGBTI persons in BiH. Sarajevo Open Center. Available at: <http://soc.ba/site/wp-content/uploads/2019/05/Rozi-izvjestaj-2019-za-web.pdf>

their contact persons for gender equality, while 192 civil servants received trainings about harmonization of laws with the BiH Law on Gender Equality since 2016.

At the time of drafting this report, the analysis team found no evidence that institutional mechanisms conducted any kind of gender impact assessments of legal regulations. This goes contrary to the Regulatory Impact Assessment (RIA) decrees in FBiH²⁶ and RS²⁷. The absence of gender impact assessments conducted by government institutions stands as one of the findings highlighted in the Analytical Report of the European Commission's Opinion on Bosnia and Herzegovina's Application for Membership of the EU (2019)²⁸. Moreover, the 2016 gender analysis emphasized the need for a state-level decree. However, this has not yet been adopted.

A positive example of the implication of the RIA Decree was the adoption of the FBiH Law on Development Planning and Development Management²⁹ in 2017. The Law prescribes the principle of equality and equal opportunities, and stipulates application of gender equality principles (equal inclusion and treatment of both men and women, equal involvement of sexes in the consultation processes, as well as gender responsive monitoring and impact evaluation of public policies) as mandatory in the process of developing new or amending the existing laws, by-laws, strategies, and other documents.

The 2016 Gender Analysis highlighted the need for improving the compliance with the LoGE when it comes to sex-disaggregation of all data and information collected, recorded, and processed by state bodies, private corporations, international donors, and other entities. However, this practice has not yet been fully adopted, especially in the sectors not directly related to women's rights or gender equality. Moreover, there is a lack of transparency and proactivity in publishing administrative data that would timely present comparable statistical data across years and by gender.

Analysis question 2

Analysis question 2 refers to cultural norms and beliefs prevailing in politics, allocation of time between political engagement and other activities, as well as access to and control over key resources in governance, media, and civil society.

²⁶ Official Gazette of FBiH No. 55/14

²⁷ Official Gazette of RS No. 56/15

²⁸ European Commission. (2019). Commission Staff Working Document: Analytical Report – Commission opinion on Bosnia and Herzegovina's application for membership of the European Union. Available at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-bosnia-and-herzegovina-analytical-report.pdf>

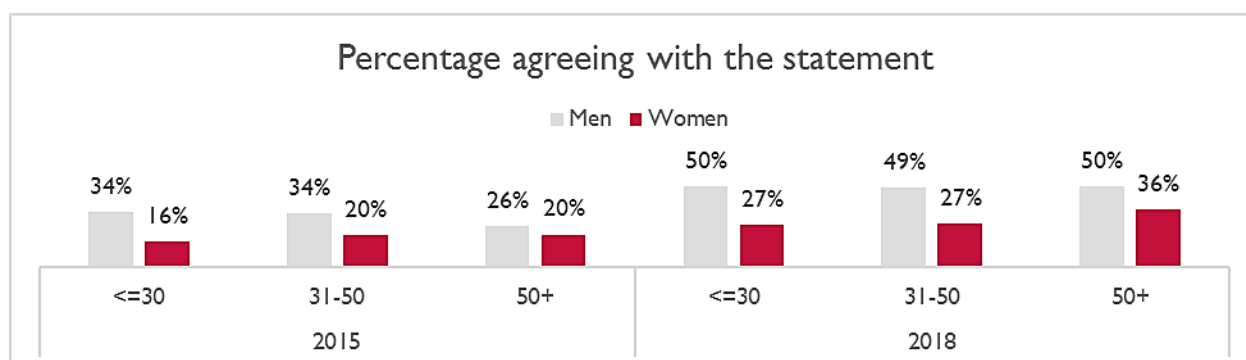
²⁹ Official Gazette of FBiH No. 32/17

Finding 5: Longstanding gender stereotypes are barriers to female empowerment.

According to the study conducted by MEASURE-BiH in 2017³⁰, gender stereotyping undermines gender equality in politics by defining voter preferences not according to the political candidate's campaign, success or experience, but by their gender and attributed characteristics.

For example, the results of the 2018 NSCP-BiH showed that 40 percent of the BiH population believe that men make better political leaders than women and should be elected in preference to women. This view is held by almost one-third of female and a half of male citizens (Exhibit I). Comparing to 2015, when one-third of men and one-fifth of women expressed this opinion, the deterioration in the general perception of women's political engagement capacities is evident. Findings from interviews do not substantiate this finding however, while such a stark increase in negative attitudes is likely explained with sample differences – the percentage of young and middle-aged men increased in the NSCP sample, while the percentage of other sub-categories decreased. Therefore, there is no strong evidence that attitudes really changed so drastically.

Exhibit I. “Men make better political leaders than women and should be elected in preference to women”



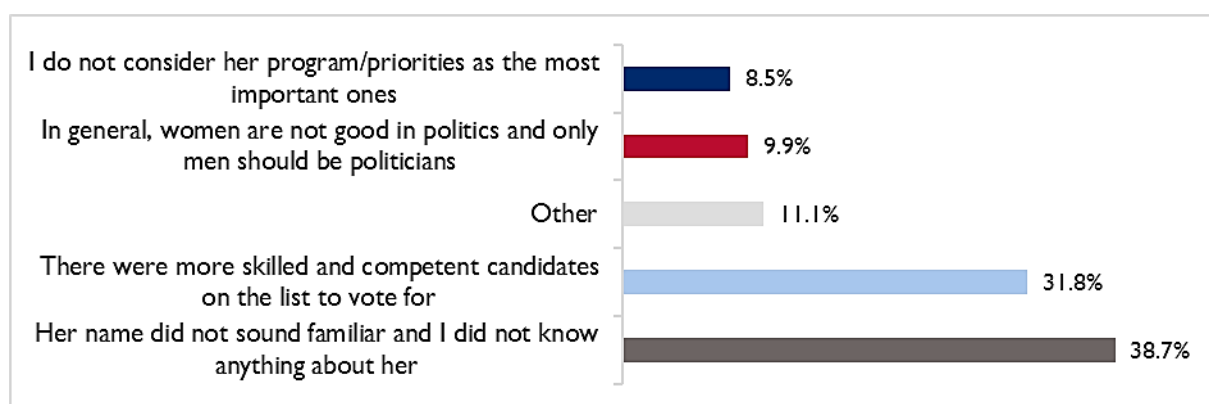
Source: USAID MEASURE-BiH. National Survey of Citizens Perceptions (NSCP-BiH) 2016 and 2018.

The study on the Differences in Development Priorities of Male versus Female Politicians and Voters (2017) found that voters who did not vote for a female candidate in the 2016 local elections expressed stronger gender stereotypes than those who voted for a female candidate or did not vote at all. Furthermore, both voters and non-voters considered candidates' level of education, perceived capabilities, and credibility in fulfilling their promises as the most important factors when making voter decisions. Although female politicians outperformed their male counterparts in these, among the voters who did not vote for a woman in the 2016 local elections, the second ranked reason was “*There were more skilled and competent candidates on the list to vote for*”.³¹ The complete list of reasons for which female candidates did not receive votes in the 2016 local elections is provided in the Exhibit 3.

³⁰ Zhang, Y., et al. (2017). Differences in Development Priorities of Male versus Female Politicians and Voters: Evidence from BiH. USAID MEASURE-BiH. Available at: <http://measurebih.com/difference-in-development-priorities-of-male-versus-female-politicians-and-voters>

³¹ Ibid.

Exhibit 2. Voters' primary reason for not voting for a female candidate in the 2016 Local Elections



Source: MEASURE-BiH. *Differences in Development Priorities of Male versus Female Politicians and Voters. 2017*

Even though the MEASURE-BiH study revealed that economic affairs were the top development priority for both male and female political candidates in the 2016 local elections³², the NSCP-BiH 2018 results showed that more than one-third of BiH citizens think that female politicians' priorities included social welfare, education, and/or health, while 40 percent of them believed male politicians' priorities were economic issues and infrastructure³³. Interestingly, although voters frequently identify healthcare, social protection, and education as their development priorities, none of these were among the top five priorities of political candidates.³⁴

The study on *Differences in Development Priorities of Male versus Female Politicians and Voters* also examined personality traits (credibility, legitimacy, accountability, service-orientation, and power) of general voter population interviewed after the 2016 local elections took place. The study findings show that persons who had voted for female candidates had, on average, higher accountability and credibility traits when compared to those who did not vote for any women.³⁵

Finding 6: Media images of men and women reflect and sustain gender stereotypes, especially during election campaigns.

According to the findings of the 2017 National Survey of Citizens' Perceptions, one-third of BiH population thinks that media transfers socially endorsed views of gender and nurtures gender stereotypes shaped by the traditional patriarchy in BiH. Four out of ten citizens recognize that women in advertisements are portrayed as sex objects, dependent on men, or enmeshed in relationships or housework. Three out of

³² Ibid.

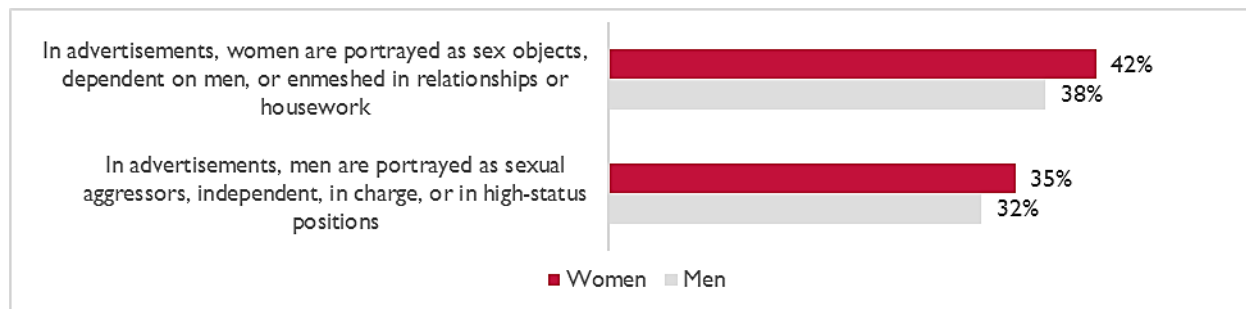
³³ MEASURE-BiH. (2019). National Survey of Citizens' Perceptions in BiH, 2018. Available at: <http://measurebih.com/national-survey-of-citizens-perceptions>

³⁴ Zhang, Y., et al. (2017). Difference in Development Priorities of Male versus Female Politicians and Voters: Evidence from BiH. USAID MEASURE-BiH. Available at: <http://measurebih.com/difference-in-development-priorities-of-male-versus-female-politicians-and-voters>

³⁵ Ibid.

ten citizens also think that public advertisements portray men as sexual aggressors, independent, in charge, or in high-status position (see Exhibit 3).³⁶

Exhibit 3: The perception on media portraying of men and women



Source: MEASURE-BiH. National Survey of Citizens' Perceptions (NSCP-BiH) 2017

Gender biases in media reporting affect female politicians considerably. Being unfamiliar with the female candidate's name and work stands as the main reason for not voting for a female candidate (see Exhibit 2). KIs confirmed that there was lack of visibility of female candidates, as well as a relative scarcity of media space devoted to their political engagement.

Of 5,646 media content segments included in the analysis conducted by the Coalition for Free and Fair Elections "Pod lupom" for the 2016 local elections, only 10.3 percent reported on female election candidates. The analysis also highlights that public media showed the highest degree of openness to reporting on female political candidates' work and engagement.³⁷ Preliminary results of the media reporting during the election campaign for the 2018 General Elections conducted by the same coalition showed that there were two women among the top 10 ranked politicians by the number of media appearances. Media reported on Zeljka Cvijanovic, at that point a candidate for the President of RS, 282 times (2nd ranked) and on Diana Zelenika, at that point the candidate for Croatian Member of the BiH Presidency, 37 times (10th ranked).

Finding 7: Female politicians lack influence within their political parties, with little structural support to help them.

The study on the *Differences in Development Priorities of Male versus Female Politicians and Voters* pointed out that female politicians felt they had no influence on the development priorities of the political party they belong to more frequently than their male counterparts. In particular, 27 percent of women and 17 percent of men expressed this opinion ahead of the 2016 local elections.³⁸ Although in BiH there is no

³⁶ MEASURE-BiH. (2017). National Survey of Citizens' Perceptions in BiH, 2016. Available at: <http://measurebih.com/national-survey-of-citizens-perceptions>

³⁷ Turcilo, L. et al. (2016). Monitoring of Media Reporting in Election Campaign for 2016 Local Elections: Final Report. Pod Lupom. Available at: <https://bhnovinari.ba/wp-content/uploads/2016/09/preliminarniizvjestajmonitoring2016.pdf>

³⁸ Zhang, Y., et al. (2017). Difference in Development Priorities of Male versus Female Politicians and Voters: Evidence from BiH. USAID MEASURE-BiH. Available at: <http://measurebih.com/difference-in-development-priorities-of-male-versus-female-politicians-and-voters>

official statistics tracking the number of political parties' members by gender, it is expected for it to be largely in favor of men making the women voice within the political structures even more silent.³⁹

However, KIs highlighted that party discipline is strong among BiH politicians. Even when recognizing some initiative as important, both men and women tend not to support it in case their party itself does not share their stance towards it.

Finally, according to the findings derived from the KIs, women who are assigned seats in governing bodies, either at the local or higher level, do not have access to so-called men's clubs. These clubs stand for informal gatherings occurring after formal meetings. Most important decisions are usually made during these gatherings. Women's clubs, established to foster women's participation in decision-making processes, have no or only a minor impact on these decisions.

Finding 8: Risk of gender-based violence (GBV) makes female politicians feel unsafe in political engagement.

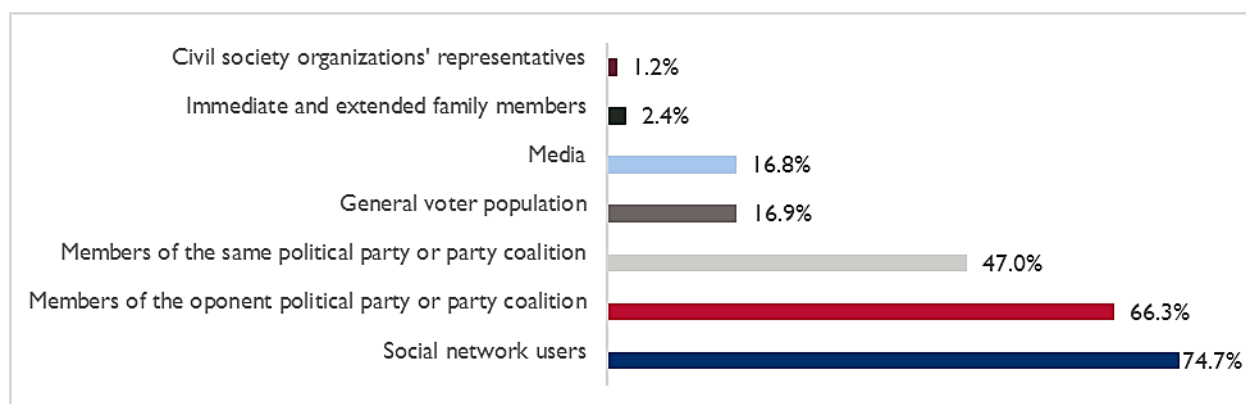
According to the Article 6 of the LoGE, gender-based violence (GBV) refers to “every action that causes or may cause physical, mental, sexual or economic damage or suffering as well as threat of such action which prevents the person or group of persons to enjoy their human rights and freedoms in public and private sphere of life.”⁴⁰ Most institutional efforts addressing GBV focus on domestic violence, while other forms of GBV, and GBV in politics especially remain insufficiently explored. The first analysis addressing the issue of GBV in politics was produced in 2019 by the Westminster Foundation for Democracy. According to their report, about half of female politicians in BiH experienced violence just for being women (45.8 percent) and believe violence against women in politics is widespread (53 percent). Moreover, most female politicians consider exposure to violence to be an integral part of their political engagement. As presented in Exhibit 5, violence against women occurs mostly during the election process, and in most cases, is initiated by social network users (74.7 percent).⁴¹ Online psychological violence, is however, poorly regulated by the criminal codes in BiH.

³⁹ Women account for about 30 percent of members at the municipal/city party branches (Zhang, Y., et al. (2017). Difference in Development Priorities of Male versus Female Politicians and Voters: Evidence from BiH. USAID MEASURE-BiH. Available at: <http://measurebih.com/difference-in-development-priorities-of-male-versus-female-politicians-and-voters>).

⁴⁰ Official Gazette of BiH No. 16/03, 102/09, harmonised text 32/10

⁴¹ Miftari, E. (2019). *Violence against women in politics in BiH*. Westminster Foundation for Democracy.

Exhibit 4. Perpetrators of violence against women in politics



Source: Miftari, E. (2019). *Violence against women in politics in BiH*. Westminster Foundation for Democracy.

The most common form of GBV in politics is psychological violence, including verbal and emotional abuse and intimidation. Slightly less than half of female politicians (40.9 percent) also confirm experiencing economic violence, which is manifested through denial of financial, material or other economic resources available to their male counterparts, acts or threats of depriving women politicians from their livelihoods, threatening their employment or employment of their family members. Almost two-thirds of female victims of GBV in politics did not ask for help, and those who did, did not receive an adequate response. As a result, every second female politician does not feel safe as member of her political party or as political representative holding a seat in any parliamentary body in the country.⁴²

Analysis question 3

Question 3 explores representation and influence of men and women in decision-making bodies in the government, civil society, and media. Women's representation in private companies is discussed in the chapter on the economy.

Finding 9: Political representation of women at the local level remains low, despite existing affirmative measures aimed at ensuring women's equitable representation in the election process.

The local elections in BiH took place in October 2016. Only 21 municipalities out of 140 in which the local elections took place, had a female candidate running for Mayor. Of these, women were elected as mayors in six municipalities (4 percent). Five of these are in the RS (Istocni Drvar, Jezero, Kalinovik, Mrkonjic Grad, and Novo Gorazde), and only one in FBiH (Visoko). When compared to the previous election term (2012-2016), the number of elected female mayors increased by 1 (see Table 4).

⁴² Ibid.

Table 4. Municipalities in BiH with female mayors, last two election terms

Entity	2012-2016 term	2016-2020 term
RS	Novi Grad Mrkonjic Grad Kalinovik	Istocni Drvar Jezero Mrkonjic Grad Kalinovik Novo Gorazde
FBiH	Doboj Jug Visoko	Visoko

Source: Central Election Commission, 2012 Local Election Results; Central Election Commission, 2016 Local Election Results

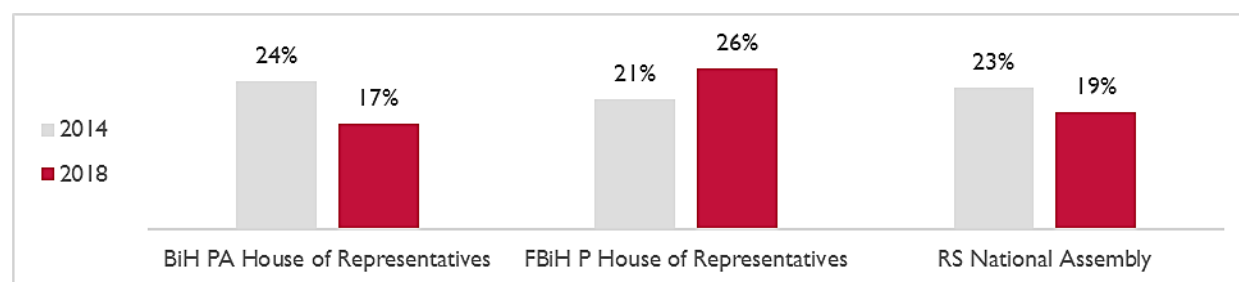
The results of the 2016 local elections also revealed that women made up 18 percent of elected city/municipal council/assembly members in the 2016-2020 term. In the FBiH, there are 20 percent, in RS 16 percent, and in Brcko District, 6 percent of women serving as representatives in city/municipal councils/assemblies. Interestingly, in only two municipalities (Srbac and Kupres RS) women make up more than 40 percent of the municipal assembly members. On the other hand, in 5 municipalities (Donji Zabar, Pelagicevo, Kladanj, Rudo, and Milici) no women were elected to their municipal councils/assemblies. This is, however still progress compared to the previous election term, when seven municipalities had no female representatives on their councils/assemblies.

Finding 10: More women participate in the FBiH representative bodies at entity and cantonal levels, but fewer in the RS and at state level parliaments compared to the previous analysis.

The 2018 General Elections yielded positive results in terms of political representation of women in the FBiH representative bodies, both at the entity and cantonal level. However, political representation of women at the state and RS level decreased.

During the 2018 General Elections, 7,497 political candidates ran for different positions within the state, entity, and cantonal governments. Among these there were 3,119 women (41 percent).⁴³ Although the candidates' lists for the election reflected gender equality as prescribed by the Law, the number of elected women remained far below 40 percent.

Exhibit 5: Percentage of women elected to state and entity parliaments in 2014 and 2018



Source: Hadziefendic, Enes. (2019). General elections statistics 2018. Agency for Statistics of BiH

⁴³ European Commission. (2019). Analytical Report: Commission Opinion on Bosnia and Herzegovina's Application for Membership of the European Union. Available at: <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-bosnia-and-herzegovina-analytical-report.pdf>.

Of 42 representatives elected to the House of Representatives of the BiH Parliamentary Assembly (HoR of the BiH PA), 16.7 percent are women. The percentage of women in the HoR of the BiH PA decreased compared to the previous two election terms (19 percent in 2010 and 23.8 percent in 2014).⁴⁴ The Inter-Parliamentary Union (IPU) data reflecting elections/appointments up to January 1, 2019 ranks BiH as the 92nd country in the world according to the percentage of women in parliament. Most neighboring countries, including Serbia, Montenegro, and Slovenia outperform BiH in this regard.⁴⁵

Of the 14 candidates running for the BiH Presidency in the 2018 General Elections, two were women (14.3 percent), running for the Croatian the Serbian Member of the Presidency. Neither of these two women was elected to the Presidency. Overall, they received less than 3 percent of total valid votes.⁴⁶

At the time of the drafting of this Report, the new BiH Council of Ministers (CoM) has not yet been established. Due to the political turmoil obstructing the appointment of new ministers, the previous composition of the BiH CoM is still in office. Two of the nine ministers, members of the Council in the 2014-2018 term, are women, namely the Minister of Defense and the Minister of Human Rights and Refugees (22.2 percent). According to the IPU data from January 1, 2019, having these two female ministers positions BiH in the 83rd place among 178 in total, by the percentage of women in ministerial positions.⁴⁷ It should be noted that the president of the CoM is the tenth member of the CoM, which means that women's representation in the executive is 20 percent. In 2016, initiatives to amend the Law on the BiH Council of Ministers and impose a 40 percent quota for the under-represented sex among the Council members failed (see Finding 1).

Ever since 2002, the Roma Committee has acted as the Council of Ministers' advisory body accountable for coordinating activities addressing Roma as the largest minority group in BiH. The Committee consists of 22 members, representatives of BiH government institutions and Roma associations. According to the 2017 decision on the appointment of Committee members, there are 8 female members in the 2017-2021 term (36.4 percent).⁴⁸ Eight women also served on the Committee in the previous term.

Of 98 elected deputies for the House of Representatives (HoR) of the FBiH Parliament, 26.5 percent are women. The increase in the percentage of women deputies in the HoR of the FBiH Parliament relative to the previous term (21 percent) resulted from amendments to the BiH Election Law (2016) prescribing increased thresholds for apportionment of mandates to individual candidates (see Finding 2). The

⁴⁴ Hadziefendic, Enes. (2019). General elections statistics 2018. Agency for Statistics of BiH. Available at: http://bhas.gov.ba/data/Publikacije/Bilteni/2019/ELE_00_2018_TB_0_BS.pdf

⁴⁵ Inter-Parliamentary Union (IPU). *Infographic: Women in Politics 2019*. Available at: <https://www.ipu.org/resources/publications/infographics/2019-03/women-in-politics-2019>

⁴⁶ Hadziefendic, Enes. (2019). General elections statistics 2018. Agency for Statistics of BiH. Available at: http://bhas.gov.ba/data/Publikacije/Bilteni/2019/ELE_00_2018_TB_0_BS.pdf

⁴⁷ Inter-Parliamentary Union (IPU). *Infographic: Women in Politics 2019*. Available at: <https://www.ipu.org/resources/publications/infographics/2019-03/women-in-politics-2019>

⁴⁸ Decision on the Appointment of the Roma Committee Members (March 8, 2017). BiH Council of Ministers. Available at: http://www.mhrr.gov.ba/ljudska_prava/Odbor_za_Rome/Odluka%20o%20imenovanju%20Odbora.pdf.

percentage of women elected as deputies to the RS National Assembly (83 deputies in total) is 19.3 percent and it is lower relative to the previous term (22.9 percent).⁴⁹

There were 37 candidates for the President and Vice Presidents of the RS. A female candidate, Zeljka Cvijanovic, won a majority of votes (47 percent).⁵⁰ As a result, a woman became RS President for the second time in history.⁵¹

The overall representation of women on the cantonal assemblies in the FBiH increased by 6 percentage points as a result of the 2018 General Elections. In particular, the number of seats allocated to women increased in six cantonal assemblies compared to the previous election term. The largest increase was recorded in the Herzegovina Neretva Canton (+24 percentage points), and lowest in the Sarajevo Canton (+5 percentage points). There was no change in the number of seats won by women in the Bosnia-Podrinje and West Herzegovina cantonal assemblies. However, the number of women in the Posavina and Canton 10 assemblies of the Canton decreased by 5 and 26 percentage points, respectively (see Table 5).

Table 5. Percentage of women elected to cantonal assemblies in 2014 and 2018

Canton	2014	2018	Change (in percentage points)
Una Sana	7%	30%	+23
Posavina	24%	19%	-5
Tuzla	23%	37%	+14
Zenica-Doboj	20%	40%	+20
Bosnia-Podrinje	16%	16%	+0
Central Bosnia	13%	40%	+17
Herzegovina Neretva	23%	47%	+24
West Herzegovina	30%	30%	+0
Sarajevo	30%	35%	+5
Canton 10	38%	12%	-26

Source: Central Election Commission, 2014 - 2018 General Election Results

Finding 11: Total employment among BiH civil servants is gender balanced, but leadership positions are disproportionately held by men.

According to the Sixth Periodic Report on CEDAW, there is a balanced gender representation among civil servants employed in the BiH institutions. Specifically, of 3,889 civil servants, 53 percent are women.

⁴⁹ Hadziefendic, Enes. (2019). General elections statistics 2018. Agency for Statistics of BiH. Available at: http://bhas.gov.ba/data/Publikacije/Bilteni/2019/ELE_00_2018_TB_0_BS.pdf.

⁵⁰ Ibid.

⁵¹ Biljana Plavsic was the first female President of RS. She held the position from 1996 to 1998.

There are more women than men employed in the entity-level institutions (53 percent in the FBiH and 60 percent in the RS). However, men outnumber women in managerial positions. Specifically, men hold about 59 percent of managerial jobs in entity institutions.⁵²

Senior civil servant positions at the state ministries are also mainly filled by men. Of nine state ministries that constitute the BiH Council of Ministers, four have no women in senior positions. On the other hand, in two ministries, namely the Ministry of Human Rights and Refugees and Ministry of Defense, women are in the majority in senior positions. Women also constitute the majority of all staff in these two ministries. An overview of gender representation at BiH ministries is provided in Table 6.

Table 6. Female representation in BiH state ministries

Ministry	Employees	Civil servants	Senior civil servants	Overall
Ministry of Foreign Affairs	28%	53%	0%	26%
Ministry of Justice	32%	58%	30%	40%
Ministry of Communication and Transport	66%	48%	0%	33%
Ministry of Foreign Trade and Economic Relations	70%	40%	0%	37%
Ministry of Finance and Treasury	81%	68%	63%	66%
Ministry of Defense	60%	40%	0%	33%
Ministry of Civil Affairs	72%	71%	18%	40%
Ministry of Security	48%	-	10%	47%
Ministry of Human Rights and Refugees	67%	56%	80%	63%

Source: Sixth periodic report on implementation of CEDAW (2013-2016)

Finding 12: Women continue to be under-represented in the BiH diplomatic, consular and negotiating structures.

In the BiH diplomatic and consular network in the 2015-2016 period, women accounted for 23 percent of all ambassadors, 17 percent of consuls general, and 40 percent of heads of diplomatic missions abroad.⁵³

⁵² BiH Council of Ministers. “Sesti periodicni izvjestaj Bosne i Hercegovine o provedbi Konvencije o eliminaciji svih oblika diskriminacije žena (2013-2016)” [Sixth periodic report of Bosnia and Herzegovina on implementation of the Convention of Elimination of All Forms of Discrimination Against Women (2013-2016)]. Sarajevo: GEA, 2017. p.XXVII. Available at: https://arsbih.gov.ba/wp-content/uploads/2017/12/170823_VI-periodicni-CEDAW-Izvjestaj-za-BiH_Nacrt.pdf.

⁵³ Ministry of Human Rights and Refugees, Agency for Gender Equality of BiH (2018). Action Plan for the implementation of the UN Security Council Resolution 1325 „Women, Peace and Security“ in Bosnia and

According to the July 2019 data from the BiH Ministry of Foreign Affairs website, women are currently at the head of 11.5 percent of BiH embassies (11.5 percentage points decrease compared to 2016), 25 percent of consulates General (8 percentage points increase compared to 2016), and 33.3 percent of diplomatic missions abroad (6.7 percentage points decrease compared to 2016).⁵⁴ Several positions of ambassadors, consuls general and heads of diplomatic missions are currently open and wait for the members of the BiH Presidency to appoint the remaining members of the diplomatic and consular network.

According to the Action Plan for the implementation of the UN Security Council Resolution 1325, women constitute about one third of the negotiating delegations of BiH.⁵⁵ Under the responsibility of the BiH Ministry of Security, these delegations stand as responsible for the conclusion of international instruments on police cooperation, readmission, confidential data protection, protection and rescue.

Finding 13: Leadership positions in the media and civil sector are mostly held by men, even though female representation in these sectors is greater than in other sectors.

According to the 2017 data, almost half of employed persons at the TV and radio stations are women. The share of their participation in the workforce has increased by 3.3 percentage points in TV and 3.4 percentage points in the radio since 2013. As regards the type of employment, most women work as program staff.⁵⁶ However, when it comes to managerial positions in different types of media, including: TV stations, radio stations, newspapers, and internet portals, men are in the majority. More specifically, women hold less than one third of all managerial positions in the media. Directors at TV stations (84.2 percent men) and Editors-in-Chief at online portals (78.3 percent men) are the cases of the largest gender gaps.⁵⁷

Herzegovina for the 2018-2022 period. Available at: <https://arsbih.gov.ba/project/action-plan-for-the-implementation-of-the-un-security-council-resolution-1325-women-peace-and-security-in-bosnia-and-herzegovina-for-the-period-2018-2022/>

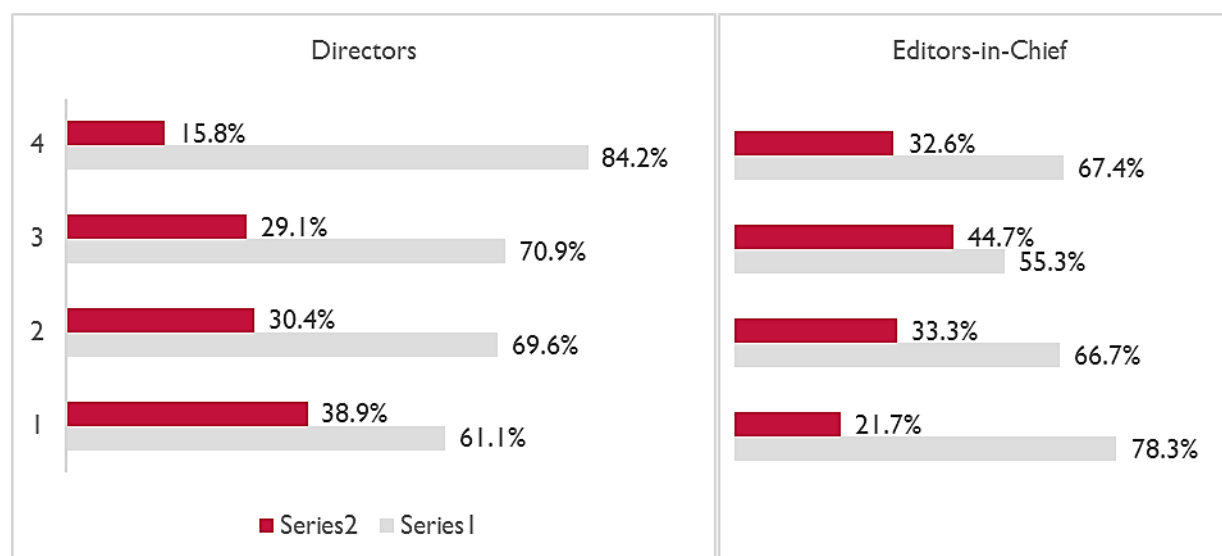
⁵⁴ Ministry of Foreign Affairs of BiH. Last accessed at July 31, 2019. Available at: http://www.mvp.gov.ba/ambasade_konzulati_misije/ambasade_konzulati_i_stalne_misije_bih/Default.aspx?template_id=16

⁵⁵ Ministry of Human Rights and Refugees, Agency for Gender Equality of BiH. (2018). Action Plan for the implementation of the UN Security Council Resolution 1325 „Women, Peace and Security“ in Bosnia and Herzegovina for the 2018-2022 period. Available at: <https://arsbih.gov.ba/project/action-plan-for-the-implementation-of-the-un-security-council-resolution-1325-women-peace-and-security-in-bosnia-and-herzegovina-for-the-period-2018-2022/>

⁵⁶ Agency for Statistics of BiH. (2018). Thematic Bulletin: Culture and Art 2017. Available at: http://www.bhas.ba/tematskibilteti/CUL_00_2017_Y1_0_BS.pdf

⁵⁷ Dzihana, A. (2018). Zene i mediji: zaposlenice i upravljacke strukture. BH Novinari. Available at: <https://bhnovinari.ba/wp-content/uploads/2018/07/Zene-i-mediji-13maj2018-FINAL.pdf>

Exhibit 6. Managerial positions in BiH media



Source: Dzihana, A. (2018). *Zene i mediji: zaposlenice i upravljacke strukture*. BH Novinari

Civil society exhibits slightly better gender equality. Among 94 civil society organizations (CSOs)/non-governmental organizations (NGOs) that signed the Agreement on Cooperation with the BiH Council of Ministers in October 2017,⁵⁸ slightly more than half are male-led (55.5 percent). Female-led organizations account for 39.4 percent, while for 5.3 percent of organizations the analysis team could not determine whether man or woman holds the leadership position. Among female-led organizations that signed the Agreement, slightly more than one third (35.1 percent) are women's NGOs.

Analysis question 4

Question 4 focuses on support that international and local stakeholders provide to women's participation in decision-making in different bodies.

Finding 14: The international community remains active in supporting initiatives concerning women's political life and representation in BiH.

Female politicians face a number of constraints in their political engagement. The international community designed and/or supported several initiatives that address these. For example, the analysis produced by the Westminster Foundation for Democracy is the first ever analysis of GBV in politics in BiH. As such, the analysis provides a foundation for defining concrete measures in addressing the issue of GBV in politics, which has been an unexplored area until now.

Moreover, in the period following the 2016 Gender Analysis, the OSCE supported strengthening internal political parties' mechanisms for gender equality and female empowerment. In particular, the OSCE worked with seven largest political parties in BiH on the development of their internal documents that would foster inter-party gender equality. These documents, which took the form of strategic plans for

⁵⁸ <http://www.mpr.gov.ba/NVO/default.aspx?id=7076&langTag=en-US>

promoting women participation in political life, were developed in six parties. As a result of preparing a strategic plan, one political party from the RS adopted the Declaration on Promoting Participation of Women in political life. However, this document remains the party's internal act and as such is not available to the public (see Finding 2).

Our thorough review of project abstracts from all ongoing USAID/BiH's activities in the area of political life and governance found no evidence that any focused on women politicians nor on the challenges they face with in their political engagement. The ongoing USAID/BiH Activity in the area of political life – Catalyzing Cross Party Initiatives in BiH (September 2017 – September 2020), implemented by the National Democratic Institute (NDI) and International Republican Institute (IRI), works with BiH political parties on their mutual cooperation, on anti-corruption policies, as well as on building and supporting young political actors and their networking. However, the Activity itself does not address issues faced by women in politics.

Finding 15: International organizations are increasingly incorporating gender equality components to their projects, although still largely to satisfy the minimum requirements.

There is a common understanding of the importance of gender mainstreaming in the development programs implemented throughout the country. However, gender-responsiveness in the implementation process itself might stand out of focus in cases when gender equality or female empowerment are not the main issues being addressed. Some organizations, mainly international ones, have developed tools, documents or rules that help them adjust their interventions in order to be gender-responsive and/or contribute to gender equality. For example, USAID has adopted its Gender Equality and Female Empowerment Policy⁵⁹, a set of guidelines for designing more effective, evidence-based development programming that incorporates gender equality and female empowerment efforts. UN developed so called Gender Equality Marker, a tool for assessing the contribution of interventions' intermediate results to gender equality and female empowerment.⁶⁰ The same tool is being used by other international organizations, such as Save the Children. Organization for Security and Cooperation in Europe (OSCE) adopted its Action Plan for the Promotion of Gender Equality in 2004, focusing on politico-military, economic-environmental, and human rights and democratization dimensions.⁶¹ In implementation of that high-level policy, the OSCE Mission to BiH supported development of local gender action plans in the RS from 2013 to 2017. As a result, 21 local communities developed their local gender action plan while 19 adopted those. The gender action plans serve as the basis for budget planning for work on gender issues and implementation of the BiH Law on Gender Equality.

Although the above described examples stand as a good practice in streamlining donor assistance, not all development programs implemented in the country contain gender component or address gender equality as a cross-cutting issue. Many of the projects that formally include a gender component approach it

⁵⁹ Available at: https://www.usaid.gov/sites/default/files/documents/1865/GenderEqualityPolicy_0.pdf

⁶⁰ United Nations Development Group. (2013). Gender Equality Marker – Guidance Note. Available at: <https://undg.org/wp-content/uploads/2017/03/UNDG-Gender-Equality-Marker-Guidance-Note-Final-Sep-2013.pdf>

⁶¹ OSCE Permanent Council, "Decision no. 638: 2004 OSCE Action Plan for the Promotion of Gender Equality"; Vienna: OSCE Permanent Council, 2004. Available at: <https://www.osce.org/pc/14713?download=true>.

simplistically. Furthermore, for most international projects, evaluations often do not include gender-sensitive questions and it is difficult to assess the effectiveness of such interventions.

Conclusions and Recommendations

Conclusions

Conclusion 1. There is no direct discrimination of women in legislation. However, most laws and bylaws, as well as political party policies, are gender-blind. The proposals to increase the quota for the under-represented sex in the election lists and introduce a similar quota in the BiH Council of Ministers failed. Affirmative placement mechanisms – seats reserved for the underrepresented sex in the parliament, have not even been discussed. A lack of substantive intra-party democracy and presence of informal decision-making are still key shortcomings of most political parties. At the same time, existing structures established to support women's political engagement rarely meet expectations. Political tensions, mainly coming from the RS, obstruct adoption of state-level strategies/plans aimed at fostering gender equality. Gender reviews, gender impact assessments, gender-disaggregation of all administrative databases are still not common institutional practices for most state and entity institutions, and especially not at cantonal and municipal levels, although there are positive exceptions.

Conclusion 2. Women politicians are still few and face multiple constraints, including gender-based stereotypes and GBV. Although 2016 Local and 2018 General Elections brought slight improvements at some levels of government, the political representation of women remains under 40 percent, and is lowest at the HoR of the BiH PA. Even when elected, women are equally constrained by party discipline as their male counterparts, while research suggests that women politicians eager to influence decisions face prejudice and GBV, including harassment. Even though making the majority of civil servants and public employees, women are continuously underrepresented in managerial positions in the public sector.

Conclusion 3. Media in BiH play an overarching role in transferring socially detrimental views of gender and are often gender biased. Gender bias in media reporting is especially present during election campaigns when female politicians have to cope with insufficient media attention and lack of visibility. Articles in online media often provide an unsanctioned opportunity for misogynistic readers' comments and threats against women politicians, including sensationalistic and stereotypical reporting, disinformation and fake news. Even though there is gender equality among media employees in general, managerial positions, specifically the positions of directors and editors-in-chief, are mostly held by men.

Recommendations

Recommendation 1 (USAID): Consider supporting and pushing forward further implementation of existing gender equality laws and policies, and especially gender mainstreaming in laws, by-laws, and other legally binding documents, including concrete affirmative measures that foster gender equality. Consider promoting USAID gender integration directives in development assistance to BiH, and stipulate similar standards from the IPs. Work with civil society partners to adopt gender mainstreaming as one of the main civil society operating principles. Utilize women's NGOs as resources for the rest of the sector in building gender-mainstreaming capacity.

Recommendation 2 (USAID): Consider supporting the interventions that promote democratization and formalization of decision-making processes and increased gender equality within political parties, with the focus on awareness-raising among male party members, especially political party leaderships, and on promotion of women. Consider supporting interventions that address media reporting and their gender sensitivity.

Recommendation 3 (USAID): Consider supporting the interventions that promote affirmative placement mechanisms at all levels of government, as well as gender equality as a principle in assigning political posts in the executive branch. Consider supporting the interventions that focus on gender-equality advocates (men or women, gender equality committees within parliaments, political party leaders, and the like) or effectiveness of the formal parliamentary bodies in achieving better gender equality in the political life.

II. JUSTICE, VIOLENCE, SECURITY

Findings

This section discusses changes in the areas of gender-based violence, security, and justice.

Analysis question I

Analysis question I refers to changes in laws, policies, regulations, and institutional practices in relation to security, justice, and gender-based violence.

Finding 17: Laws, policies and enforcement on protection from discrimination and free legal aid have modestly improved since 2016.

In 2016, BiH adopted two important pieces of legislation that strengthened the level of protection from gender-based discrimination and violence. The first consisted of the amendments to the BiH Law on Prohibition of Discrimination⁶², which introduced new grounds of discrimination which are explicitly banned (disability, age, sexual orientation, gender identity, sexual characteristics), improved the definition of harassment (including sexual), advanced the understanding of intersecting, repeated, and prolonged discrimination, mandated urgency in judicial proceedings, placed the burden of evidence on the defendant, and introduced the concept of collective lawsuit.

There is progress in regulation of free legal aid at state level and in provision of free legal aid by civil society providers. Besides, BiH adopted the new Law on Provision of Free Legal Aid⁶³, which stipulates that, besides other social categories, victims of domestic and gender-based violence and human trafficking are eligible for free legal aid. Associations and foundations can register for provision of free legal aid. This Law is applicable in processes at the Court of BiH and in other state-level institutions. However, free legal aid in GBV cases at lower level courts is dependent upon the specific income and property threshold – victims with income above certain level or with property, even when such property is actually owned by the partner who is the perpetrator, are not eligible for free legal aid.⁶⁴ In 2018, UN Women developed two resource packages for judges and prosecutors on the CRSV and trained representatives of 14 providers of free legal aid in a training of trainers for sensitive provision of free legal aid services to GBV and CRSV survivors.⁶⁵

⁶² BiH Parliamentary Assembly, “Zakon o zabrani diskriminacije,” [Law on Prohibition of Discrimination], OG BiH 59/09, amendments OG BiH 66/16. Available at: <https://www.osce.org/bs/mission-to-bosnia-and-herzegovina/378835?download=true>.

⁶³ BiH Parliamentary Assembly, “Zakon o pružanju besplatne pravne pomoći” [Law on Provision of Free Legal Aid], 2016, OG BiH 83.16. Available at: <http://www.sluzbenilist.ba/page/akt/swszK4T5D5Y=>.

⁶⁴ Atlantic Initiative, “Put do pravde žena žrtava nasilja u BiH popločan diskriminacijom” [Road to Justice for Women Victims of Violence in BiH Padded with Discrimination]. Sarajevo: Atlantic Initiative, 2018. Available at: <https://atlantskainicijativa.org/put-do-pravde-zena-zrtva-nasilja-u-bih-poplocan-diskriminacijom-2/>

⁶⁵ UNDP, “Tenth Consolidated Annual Progress Report On Activities Implemented under the UN Action Against Sexual Violence in Conflict Fund” (UNDP, 2019), <https://www.un.org/sexualviolenceinconflict/wp->

Finding 18: Significant progress was achieved in legal protection from DV in RS and BD BiH, while progress is stalled in FBiH.

Amendments to the RS Law on Protection from Domestic Violence are in parliamentary procedure⁶⁶ and their final adoption is expected by the end of 2019. While the previous legal solution envisaged that DV cases might be prosecuted in accordance with the either civil or the criminal procedure in RS, the new law mandates that DV is processed exclusively pursuant to the Criminal Code. In addition, this law defines civil liability and financial fines for all witnesses who fail to report violence, not only for referral mechanisms. Police will be required to conduct mandatory risk assessments to prevent repeated violence, and especially femicide. Referral mechanisms in local self-governance units are required to coordinate and sign protocols on the procedure to apply in DV cases. In 2017, the RS amended its Criminal Code⁶⁷ which now includes 3 additional criminal offences (genital mutilation, persecution, sexual harassment), as well as criminalization of forced marriage, hate crimes based on sexual orientation and gender identity. The BD BiH did not have a special law on DV until 2018, when the BD Assembly adopted the new Law on Protection from DV.⁶⁸

In FBiH, the Law on Protection from Domestic Violence⁶⁹ has not been amended since 2013 although some of its provisions are persistently disregarded. For example, the Law stipulates the model for financing of women's shelters (30 percent from cantonal budgets and 70 percent from the FBiH budget) and requires the Ministry of Labor and Social Policy to develop standards for establishing, operations, and financing of women's shelters within six months upon the adoption of the Law. The Ministry has not adopted the criteria and standards yet. In 2015, the FBiH Ministry of Labor and Social Policy, Ministry of Justice, and the FBiH GC drafted amendments⁷⁰ that proposed registration of women's shelters as government-owned institutions. The Safe Network consisting of women's shelters lobbied against that solution, arguing that government ownership would put the shelters in the political realm, subjecting

[content/uploads/2019/06/report/un-action-progress-report-2018/20190531-2018-UN-Action-Annual-Progress-Report.pdf](https://www.un.org/development/desa/pd/content/uploads/2019/06/report/un-action-progress-report-2018/20190531-2018-UN-Action-Annual-Progress-Report.pdf).

⁶⁶ RS National Assembly, "Nacrt Zakona o izmjenama i dopunama Zakona o zaštiti od nasilja u porodici" [Draft Law on Changes and Amendments to the Law on Protection from Domestic Violence], from March 2019. Available at: <https://www.narodnaskupstinars.net/?q=la/akti/zakoni-u-proceduri/nacrt-zakona-o-izmjenama-i-dopunama-zakona-o-za%C5%A1titi-od-nasilja-u-porodici>

⁶⁷ RSNA, "Krivicni zakonik" [RS Criminal Code], OG RS 64/17

⁶⁸ BD Assembly, "Zakon o zaštiti od nasilja u porodici u Brčko distriktu BiH" [Law on Protection from Domestic Violence in Brčko District of BiH], from February 28, 2018, OG BD BiH 7/18. Available at: <https://skupstinabd.ba/3-zakon/ba/Zakon%20o%20zas--titi%20od%20nasilja/001%2007-18%20Zakon%20o%20zas+titi%20od%20nasilja%20u%20porodici%20u%20Brc+ko%20distriktu%20Bosne%20i%20Hercegovine.pdf>

⁶⁹ FBiH Parliament, "Zakon o zaštiti od nasilja u porodici" [Law on Protection from Domestic Violence in FBiH], 2013, OG FBiH 20/13. Available at: <http://fbihvlada.gov.ba/bosanski/zakoni/2013/zakoni/9.html>

⁷⁰ FBiH Ministry of Justice, "Pred-nacrt Zakona o izmjenama i dopunama Zakona o zaštiti od nasilja u porodici" [Pre-Draft Law on Changes and Amendments to the Law on Protection From Domestic Violence], September 2015. Available at: <https://www.fmp.gov.ba/useruploads/files/Zakon%20o%20izmjenama%20i%20dopunama%20Zakona%20o%20za%C5%A1titi%20od%20nasilja%20u%20obitelji.pdf>

oversight decisions to political posturing and infighting. The Safe Network recently drafted a new legal proposal offering an alternative approach that would allow women's shelters to remain independent, while the costs for each woman in the shelter would be covered with 40 percent from the entity, and 60 percent from cantonal budgets, according to interviews. A vote on this proposal is expected after establishment of the new FBiH Government. In the meantime, women's shelters continue to face problems in covering the cost of survivors' stay, because some authorities, such as the Herzegovina-Neretva Canton, tend to evade their financing obligations.

Finding 19: Horizontal coordination between institutions responding to GBV/DV cases has improved through renewed protocols and cantonal programs, though judicial response is still problematic

The multi-sectoral approach aligned with at least some minimum standards for horizontal coordination is operational in around 40 (28%) of the 143 local self-government units in BiH. The most notable progress in this regard since 2016 has been in Central Bosnia and Canton 10 where frontline responders signed new protocols on procedure in cases of domestic violence, which are harmonized with the Istanbul convention, while the cantonal ministries appointed new members to the coordination bodies that steer cantonal policies against GBV/DV.⁷¹ A similar new protocol was signed in Canton Sarajevo in 2018⁷² and new members of the cantonal coordination body were appointed from competent ministries. .

There has been much less progress in vertical coordination within sectors (such as between healthcare ministries and providers, especially private), and in an expansion of types of specialized services (such as centers for victims of sexual violence) which has yet to materialize.

In terms of horizontal coordination, the judiciary remains a problematic sector, notably because of lenient sentencing, lack of understanding of particularities of DV and GBV cases, and the influence of judicial performance standards on the effectiveness of the judicial protection from DV. Table 7 shows that the number of cases in process in the judiciary increased in both entities since 2015, while the numbers of confirmed indictments, judgments and convictions decreased.⁷³ This points to lower efficiency of the judiciary in processing DV cases compared to 2015. Low efficiency has a very discouraging effect on victims' reporting. Percentage of domestic violence cases with a prison sentence increased from 10 percent in 2015 to 14 percent in 2018 in the FBiH, while it remained at 12 percent in the RS. The RS data includes only cases processed as criminal offences, not those processed as a felony.

⁷¹ Vijghen, John and Maja Barisic, "Final Evaluation of the Project "Standards and Engagement for Ending Violence against Women and Domestic Violence in Bosnia and Herzegovina 2016-2019." Sarajevo: UN Women, 2019. Available at: <http://gate.unwomen.org/Evaluation/Details?EvaluationId=6030>.

⁷² Canton Sarajevo, "Protokol o radu i saradnji koordinacionog tijela na prevenciji, zastiti i borbi protiv nasilja u porodici u Kantonu Sarajevo" [Protocol on Operation and Cooperation of the Coordination Body in Preventing, Protecting From, and Countering Domestic Violence in Canton Sarajevo]. Sarajevo: Sarajevo Canton Ministry of Labor and Social Policy, 2018. Available at: https://mrsri.ks.gov.ba/sites/mrsri.ks.gov.ba/files/protokol_1.pdf.

⁷³ Source: HJPC, Structure of Crime [database], 2015 and 2018. Available at: HJPC, Structure of Crime, 2018 and 2016, <https://www.pravosudje.ba/vstv/faces/kategorije.jsp?ins=141&modul=1198&kat=1363&kolona=114475>

Table 7. Processing of DV cases in courts in BiH in accordance with entity Criminal Codes

Processing of domestic violence cases	2015		2018	
	FBiH	RS	FBiH	RS
a. Reported cases in process	1514	616	1257	769
b. Confirmed indictments	636	265	539	229
c. Judgments	611	262	540	174
d. Convictions	581	251	525	158
e. Prison sentences	58	30	76	19
f. Percentage of prison sentences (e/d)	10%	12%	14%	12%

Source: HJPC, *Structure of Crime [database]*, 2015 and 2018.

One particularly troubling aspect is the high percentage of convictions that result in conditional sentences -- 79% in FBiH and 67% percent in RS.

Finding 20: Court practice regarding remedies and reparations for the CRSV victims have improved modestly since 2016.

The right to redress and reparations is increasingly ensured in the justice system, though the pace of progress is insufficient. Legal proceedings that address a victim's compensation for material or non-material damage can be implemented in accordance with the criminal procedure -- that is, within the war crimes case itself, or in accordance with a separate civil procedure. Deciding on compensation within the criminal procedure is desirable because, 1) the alternative approach does not always guarantee protection of witnesses; and 2) there are significant variations in courts' interpretation of the Law on Obligations. The second issue often results in protracted delays and eventual rejection claims due to the statute of limitations. Worse yet, court costs are at times charged to the petitioner, particularly in the RS.⁷⁴

Prior to 2015, judges rarely included the compensation claim in the main criminal proceeding and there were only a few civil procedure cases in which compensation was sought. In 2017, when TRIAL International issued its most recent report on the issue of compensations,⁷⁵ there were a total of 24 cases with positive compensation decisions (not all final), of which six were awarded within the main criminal procedure and the other 18 in a separate civil procedure. In July 2019, the Foundation of Local Democracy in Sarajevo organized a roundtable discussion on witness protection in civil procedure cases, specifically

⁷⁴ Adrijana Hanušić, "Ostvarivanje zahtjeva za naknadu štete žrtava ratnih zločina u okviru krivičnih postupaka u Bosni i Hercegovini – stanje, problemi i perspektive [Realisation of compensation claims for victims in war crimes cases in Bosnia and Herzegovina - status, problems, and perspectives]" (Sarajevo: TRIAL (Track Impunity Always), 2015), https://diskriminacija.ba/sites/default/files/TRIAL_CompensationClaim_analysisBOS.pdf.

⁷⁵ TRIAL International, "Dosuđivanje Naknade Nematerijalne Štete i Kriteriji Za Odmjeravanje Iznosa Naknada: Prikaz Sudske Prakse u Krivičnim i Parničnim Postupcima u Bosni i Hercegovini [Deciding on Compensation for Non-Material Damage and Criteria for Setting the Amount of Compensation: Overview of Court Practices in Criminal and Civil Proceedings in Bosnia and Herzegovina]" (Sarajevo: TRIAL (Track Impunity Always), 2017), <https://trialinternational.org/wp-content/uploads/2017/03/20170313-TRIAL-Prikaz-sudske-prakse-WEB.pdf>.

from the perspective of CRSV victims. The discussion concluded that the courts continue to apply the statute of limitations in civil procedure cases differently across the country, and that there have been too few positive compensation claims relative to the number of cases.

Particular problem areas for victims in civil procedures include:

1. when a case is brought against the entity or the state;
2. when the perpetrator is unknown or there are multiple perpetrators, (as in cases of rape in detention, with multiple perpetrators); or
3. when the perpetrator is outside the reach of the BiH judiciary.

Further, there are problems in enforcement of compensation for victims of war crimes,⁷⁶ as well as in variations in the criteria for setting the amount of compensation.⁷⁷

Finding 21: There is no progress in helping victims of torture or addressing transitional justice issues at country-level in a harmonized manner between entities.

CRSV victims should be eligible for status-based monthly support to victims of CRSV, usually in the form of social assistance and other services and benefits. The UN Committee against Torture (CAT), in its 2017 concluding observations, noted that: “It regrets that the absence of a national reparation mechanism forces victims of war crimes, especially survivors of war-time sexual violence, to go through complex and lengthy proceedings at the entity levels to obtain limited assistance, including social welfare benefits. The Committee is also concerned at reports that certain provisions in the Republika Srpska’s preliminary draft law on the protection of victims of wartime torture potentially exclude many victims of non-Serb ethnicity from exercising their rights to compensation (art.14).”⁷⁸

The Committee urged BiH to undertake the following actions:

- a) establish an effective reparation scheme at a national level, adoption of the BiH Strategy on Transitional Justice and the Program for CRSV Survivors;
- b) adopt a framework law with clear criteria for the status of victims of war crimes and a definition of specific rights and entitlements guaranteed throughout the country;
- c) remove restrictive and discriminatory provisions in the entity legislation and policies relating to redress for civilian victims of war, including survivors of CRSV;

⁷⁶ TRIAL International, “Effective Enforcement of Compensation for Victims of War Crimes within the Criminal Procedure in Bosnia and Herzegovina: International Law and European Union Law Standards and Requirements,” 2017, https://trialinternational.org/wp-content/uploads/2017/04/Publication_BiH_Compensation-enforcements_Executive-summary_201704_EN.pdf.

⁷⁷ TRIAL International, “Compensating Survivors in Criminal Proceedings” (Sarajevo, 2016), https://trialinternational.org/wp-content/uploads/2016/11/TRIAL-International_compensation-publication_EN_web.pdf.

⁷⁸ Committee against Torture, Concluding observations on the sixth periodic report of Bosnia and Herzegovina, CAT/C/BIH/CO/6, 2016, p.5. Sixth periodic report of BiH, CAT/C/BIH/6, Both documents available at: <https://documents.un.org/prod/ods.nsf/xpSearchResultsM.xsp>.

- d) regularly collect data, disaggregated by age, gender and ethnicity, on the number of victims, needs assessment, and provision of holistic rehabilitation services to victims without discrimination.⁷⁹

Since the CAT observations, the RS adopted the entity Law on Protection of Victims of War-time Torture in 2018. Victims' associations claim that the law, in the adopted text, discriminates against some categories of victims by not recognizing the documentation issued by authorities and associations outside RS.⁸⁰ The country framework law and the country Strategy of Transitional Justice have yet to be adopted. In its submission to the UN Committee against Torture in 2019, the BiH Ministry of Human Rights and Refugees noted, among other issues, that "since 2006, the appointed working groups coordinated by the Ministry of Human Rights and Refugees have drafted three versions of the Law on the Rights of Victims of Torture in Bosnia and Herzegovina, which sought to resolve the issue of reparation for all victims of war torture in a uniform manner,"⁸¹ but neither version received support from all relevant institutions. The most recent draft from 2017 received a negative opinion from the BiH Ministry of Finance and Treasury and the RS Ministry of Labor, Disability, and Veterans Protection. Regarding the Committee's observation about discriminatory treatment of victims in Republika Srpska, the RS authorities responded that the Constitutional Court of RS found no discriminatory provisions in the RS Law on Protection of Victims of War Torture in 2018. They further asserted that there is no legal basis for a framework law at a state level, and no need for a state-level Strategy of Transitional Justice, since the RS adopted the entity law.⁸² Therefore, the progress at country level is absent, while any progress at the level of RS is overshadowed by claims of discrimination.

Beyond social assistance, CRSV survivors since 2018 have applied for the entity funds for professional rehabilitation of persons with disabilities in order to fund business startups. The economic incentives and support to self-employment of survivors are not a new practice, and the funds for professional rehabilitation of persons with disabilities have existed since before 2016. Nevertheless, many CRSV survivors did not have the status of persons with disabilities and did not use that opportunity until now.

Finding 22: National policymaking and reporting on gender equality-related international obligations and commitments are hampered by inadequate data reporting and collection.

The Case Management System in the BiH courts and prosecutors' offices does not provide sufficient level of detail for the necessary analyses and reporting on gender issues. The gender equality institutions initiated talks with the HJPC to improve the collection and disaggregation of the data from the courts, especially in relation to the Istanbul Convention. This included summary demographics on all GBV victims and offenders, on the relationship between victims and offenders, and on which specific criminal acts are

⁷⁹ Ibid.

⁸⁰ Vedrana Maglajlija, "Udruženja žrtava: Zakon o zaštiti žrtava ratne torture u RS-u diskriminatorski [Victims' Associations: Law on Protection of Victims of Torture in Rs is discriminatory]," Media website, Al Jazeera Balkans, June 29, 2018, <http://balkans.aljazeera.net/vijesti/udruzenja-zrtava-zakon-o-zastiti-zrtava-ratne-torture-u-rs-u-diskriminatorski>.

⁸¹ Committee against Torture, the Concluding Observations on the Sixth Periodic Report of Bosnia and Herzegovina, Addendum - Information received from Bosnia and Herzegovina on follow-up to the concluding observations, CAT/C/BIH/CO/6/Add.1, 2019, p.7. Available at:

<https://documents.un.org/prod/ods.nsf/xpSearchResultsM.xsp>

⁸² Ibid, p.10.

counted as GBV. Similarly, discrimination cases in courts are not easily disaggregated by type of discrimination – such disaggregation is performed manually, because there are still very few cases, but summary statistics with sufficient detail are not available.

Furthermore, the database that the FBiH GC and OSCE Mission to BiH developed for tracking each case from the point of reporting to the police has been transferred from the FBiH GC to the FBiH Ministry of Interior. Due to staff turnover, there is currently no competent staff to administer the database in the Ministry. All these considerations contribute to generally weak capacity of institutions to track progress and tailor interventions in the areas of discrimination, GBV, and CRSV.

Lastly, the continued attention to domestic over other forms of gender-based violence is reflected also in insufficient administrative data and research on sexual and other harassment at work or in other public domains, rape that was not conflict-related, and online violence.⁸³ Some useful new research on those previously unexplored areas include a study of violence against women in politics⁸⁴, and an analysis of online violence.⁸⁵

Analysis question 2

Analysis question 2 refers to cultural norms related to violence and access to services for victims and perpetrators, as well as to control over resources in the justice and security systems.

Finding 23: Past acceptance of GBV is only gradually changing, mostly in urban areas and among younger women, and least in underdeveloped regions.

According to interviewees, a change in attitudes in relation to GBV/DV is more visible among staff of the referral mechanisms, and among specific categories of population, such as younger women. These gains are seen as a result of intensive trainings and campaigning by NGOs, gender institutional mechanisms, media, and international agencies. In the 2018 National Survey of Citizens' Perceptions, 15% of men and 12% of women believed that a woman should tolerate GBV/DV in order to keep her family together, while 28% of men and 21% of women believed that domestic violence is a private matter and should be handled within the family.⁸⁶ A lower percentage of youth respondents agree with these statements compared to other age groups – as the Exhibit 7 shows, the difference is in 3 percentage points between youth and other respondents for both years in which this data was collected.⁸⁷ Moreover, a quarter of

⁸³ Hagemann-White, Carol and Gorana Mlinarevic, "Administrative Data Collection on Violence Against Women and Domestic Violence in Bosnia and Herzegovina, in Line With Istanbul Convention"; Council of Europe, no date. Available at: <https://rm.coe.int/administrative-data-collection-on-violence-against-women-and-domestic-1680966db3>

⁸⁴ Westminster Foundation for Democracy, "Violence against Women in Politics in Bosnia and Herzegovina", 2019. Available at: <https://www.wfd.org/wp-content/uploads/2019/07/Violence-Against-Women-in-Politics-BiH-WFD2019.pdf>

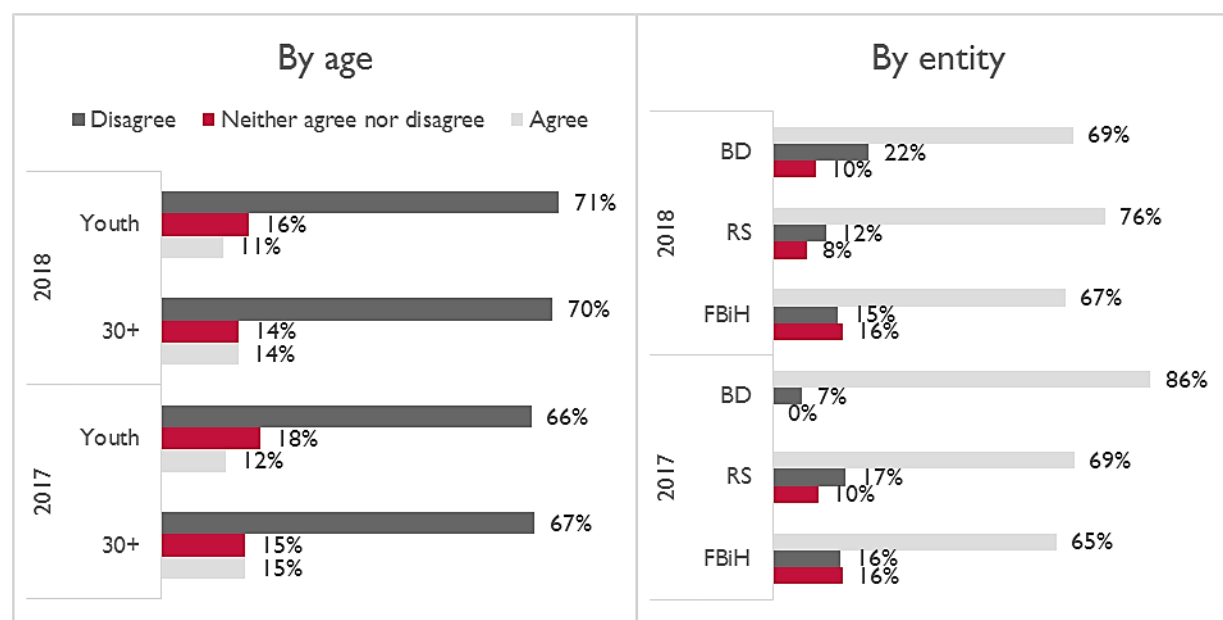
⁸⁵ Centre for Women's Rights, "Pravni priručnik sa analizom problema nasilja nad ženama putem savremenih tehnologija" [Legal Manual with an analysis of the problem of violence against women via new technologies], 2017. Available at: <https://cenppz.org.ba/wp-content/uploads/2017/03/PRAVNI-PRIRUCNIK.pdf>

⁸⁶ USAID MEASURE-BiH, "National Survey of Citizens' Perceptions in Bosnia and Herzegovina 2018: Findings Report," 2019. Available at: <http://measurebih.com/uimages/201820NSCP-BiH20Final20Report.pdf>

⁸⁷ Ibid.

male respondents (25%) and one fifth of female respondents (21%) in the survey stated that violence against women is often provoked by the victim.⁸⁸

Exhibit 7. “A woman should tolerate gender/domestic violence in order to keep her family together”



Source: USAID MEASURE-BiH, National Survey of Citizens' Perceptions in Bosnia and Herzegovina 2017 and 2018 [database], unpublished.

Substantial difference exists between FBiH, where 16% of respondents in 2018 agreed that “a woman should tolerate gender/domestic violence in order to keep her family together,” compared to 8% in RS.⁸⁹ When the results are disaggregated to cantons in FBiH, two regions in RS, and BD, the percentages of those agreeing with the statement in 2018 are the highest in the Posavina, West Herzegovina, Canton 10, and Herzegovina Neretva cantons (all above 20%), while all other FBiH cantons and RS East had between 11 and 20% of respondents agreeing with that statement. The RS North and BD BiH had the lowest percentages agreeing with this statement in 2018. Furthermore, the Croats in the sample had the highest rate of agreement with this statement, and this share increased from 2017 and 2018. For the second statement explored by the NSCP, “domestic violence is a private matter and should be handled within the family,” the differences between the entities and ethnic groups are even more pronounced – in 2018, the agreement was significantly stronger in the FBiH (28%) and among Croats (48%) than in the RS (18%), or among Bosniaks (24%) and Serbs (19%). However, between 2017 and 2018, the percentages of respondents in agreement with this statement increased across all these categories. Note that 48% of the Croats in the sample were aged 60 and older, and 58% were men – which suggests that at least a part of the explanation was not related to ethnicity, but could be attributed to disproportionate representation of older generations and men in the Croat sample. Nevertheless, two interviewees in Croat-majority

⁸⁸ Ibid.

⁸⁹ USAID MEASURE-BiH, National Survey of Citizens' Perceptions in Bosnia and Herzegovina 2017 and 2018 [database], unpublished.

regions mentioned a strong pull by the conservative religious movements from Croatia that specifically oppose the Istanbul Convention.

Finding 24: Since 2016, new sets of services have become available for both survivors and perpetrators of DV, but this progress has not been uniform across the country.

Since 2016, new sets of services have become available for both survivors of DV, as have expanded opportunities for psychosocial and addiction treatment of perpetrators. Safe alternative accommodation remains scarce in Herzegovina (RS and FBiH) and a lack of cross-entity cooperation and funding renders it even less accessible in this and other underdeveloped regions.

Specialized services for survivors of GBV/DV are better in Bijeljina, Modrica, and Banja Luka regions than in other areas of the RS. Still, the availability of services has improved in the Sarajevo-Romania and East RS regions since 2016. This is largely due to the courts ordering more protective measures, including the removal of perpetrators from the family homes and mandatory psychosocial or addiction treatment of perpetrators. In those parts of RS, at least two mental healthcare centers received a high-quality on-the-job training in psychosocial support and/or addiction treatment for perpetrators, as well as a training on leading self-help groups for victims and perpetrators. A group of social workers, police officers, and mental healthcare providers received trainings on psychosocial support and addiction treatment for perpetrators in FBiH (Canton 10, Central Bosnia Canton) and BD since 2016. There is increasing understanding that the referral mechanisms need to work with perpetrators as well, although victims' protection remains a priority.

In 2017, BiH had 178 beds available in 8 women's shelters, which meets 49% of the estimated needs⁹⁰ based on the international standard of one family place (interpreted as bed) per 10,000 inhabitants.⁹¹ There is only one women's shelter run by an NGO in all of Herzegovina, which mostly admits victims from the Herzegovina Neretva Canton, or from other cantons in FBiH when there is a need, but rarely receives requests to admit women from East Herzegovina, RS. At the same time, the closest RS safe house for East Herzegovina is in Bijeljina (in the north), although the RS institutions are working on establishing a safe house in Trebinje.⁹² Unfortunately, even the existing women's shelters are not used efficiently, considering the lack of cross-entity cooperation in providing safe housing for victims. The obstacle is not in women's shelters, but in the modalities of funding and the lack of understanding among the referral mechanisms. For women in East and West Herzegovina, turning to the safe house in Mostar, or to safe houses in the neighboring Serbia and Croatia is an option hypothetically, although it is not clear how such a stay should be funded. In this situation, it is extremely important that judges order the measures of removal of

⁹⁰ WAVE, "WAVE Country Report 2017: The Situation of Women's Specialist Support Services in Europe" (Vienna: WAVE – Women against Violence Europe, 2018), http://files.wave-network.org/researchreports/WAVE_CR_2017.pdf.

⁹¹ CoE, "Explanatory Report to the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence - Council of Europe Treaty Series-No. 210" (Council of Europe, 2011), <https://rm.coe.int/16800d383a>.

⁹² RS Government, "Information on Implementation of the Strategy for Countering Domestic Violence in Republika Srpska (2014-2019) for 2015 and 2016," 2017, p.14. Available at: <https://e-vijecenarodars.net/wp-content/uploads/2017/05/Informacija-o-implementaciji-Strategije-za-suzbijanje-nasilja-u-porodici.pdf>.

perpetrator from the home, and there is little evidence that this protective measure is effectively applied in those areas of the country.

In addition, there are women's shelters established by religious organizations, such as "Majčino Selo" [Mother's Village] in Međugorje, Herzegovina, which should meet the same standards of service-provision as other women's shelters, although it is not entirely clear if this is the case.

Analysis question 3

Analysis question 3 refers to representation and balance in the decision-making positions regarding security, police, and judiciary structures, as well as data on GBV/DV reporting

Finding 21: Number of women participating in the military, police and peace missions in BiH is increasing timidly, but their participation in senior positions is still very low.

According to the Action Plan for the implementation of the UNSCR 1325, number of women participating in military, police and peace missions in BiH is increasing. However, women still constitute less than 10 percent of police officers, inspectors, junior and senior inspectors.⁹³ Women's representation among employees of the key ministries of security, defense, and interior is high, but extremely low in specialized security institutions, such as the State Investigation and Protection Agency, Border Police, BiH Directorate for Coordination of Police Forces, and BiH Armed Forces.⁹⁴

Women constituted 6.8 percent of the Armed Forces of BiH in 2017, which makes a 1.8 percent increase compared to 2010 and 0.2 percent increase compared to 2013. However, women participation at the position of power within the Armed Forces is very low (2.5 percent). According to the affirmative measures introduced with the aim to increase women participation in military missions, 10 percent of candidates accepted in the Armed Forces of BiH must be women. In 2016, women accounted for 9.9 percent of applicants for soldiers, 20.6 percent of applicants for officers, and 18.8 percent of applicants for non-commissioned officers. As a result, eleven women (14 percent of the total number of accepted applicants) entered the military academies.⁹⁵

⁹³ Ministry of Human Rights and Refugees, Agency for Gender Equality of BiH. (2018). Action Plan for the implementation of the UN Security Council Resolution 1325 "Women, Peace and Security" in Bosnia and Herzegovina for the period 2018-2022. Available at: <https://arsbih.gov.ba/project/action-plan-for-the-implementation-of-the-un-security-council-resolution-1325-women-peace-and-security-in-bosnia-and-herzegovina-for-the-period-2018-2022/>.

⁹⁴ Ministry of Human Rights and Refugees, Agency for Gender Equality of BiH. (2018). Action Plan for the implementation of the UN Security Council Resolution 1325 "Women, Peace and Security" in Bosnia and Herzegovina for the period 2018-2022. Available at: <https://arsbih.gov.ba/project/action-plan-for-the-implementation-of-the-un-security-council-resolution-1325-women-peace-and-security-in-bosnia-and-herzegovina-for-the-period-2018-2022/>.

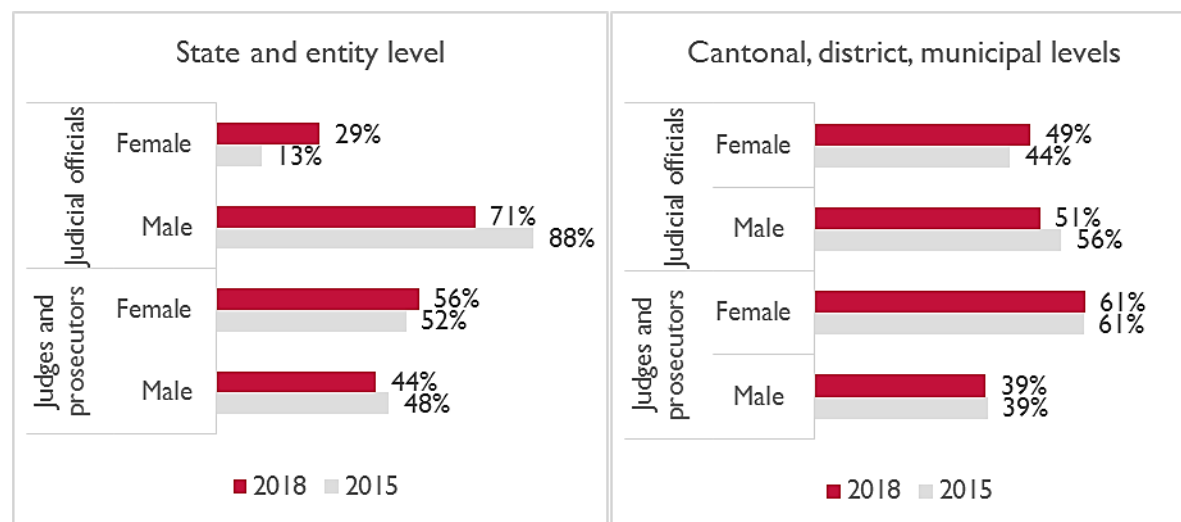
⁹⁵ Ministry of Human Rights and Refugees, Agency for Gender Equality of BiH. (2018). Action Plan for the implementation of the UN Security Council Resolution 1325 "Women, Peace and Security" in Bosnia and Herzegovina for the period 2018-2022. Available at: <https://arsbih.gov.ba/project/action-plan-for-the-implementation-of-the-un-security-council-resolution-1325-women-peace-and-security-in-bosnia-and-herzegovina-for-the-period-2018-2022/>.

Number of women participating in the peace missions increased from 3.6 percent in 2013 to 6.7 percent in 2016. This is partially due to affirmative measures used by the BiH Ministry of Security referring to reduced number of years of experience (from 8 to 5) required for women deployed in peace missions.⁹⁶

Finding 26: Female representation remains stronger in the judiciary than in the legislative or executive branches of government, though lower than men’s in leadership roles in both entity and state level judicial institutions.

The composition of the HJPC changed from 47% of women in 2015 to 60 percent in 2018. As of January 2019, Chief Prosecutor of the BiH Prosecutor’s Office is a woman. As seen in Exhibit 8, women continue to comprise the majority of judges and prosecutors at the entity and state levels (56 percent). Moreover, female representation among judicial officials at the entity and state levels improved by 16.1 percentage points when compared to 2015, and now constitute 29 percent of all judicial officials. This is, however, still below 40 percent mandated by the BiH Law on Gender Equality.

Exhibit 8. Judicial staff and leadership at higher and lower level judicial institutions



Source: HJPC 2018 Report, available at Pravosudje.ba

The distribution of cantonal court presidents’ positions is disproportionately in favor of women. When compared to 2015, this imbalance was even more conspicuous - 9 out of 10 cantonal court presidents in 2018 were women. This explains the increase of women’s representation among judicial officials in the cantonal, district, and municipal courts from 44 to 49 percent, shown in Exhibit 8.

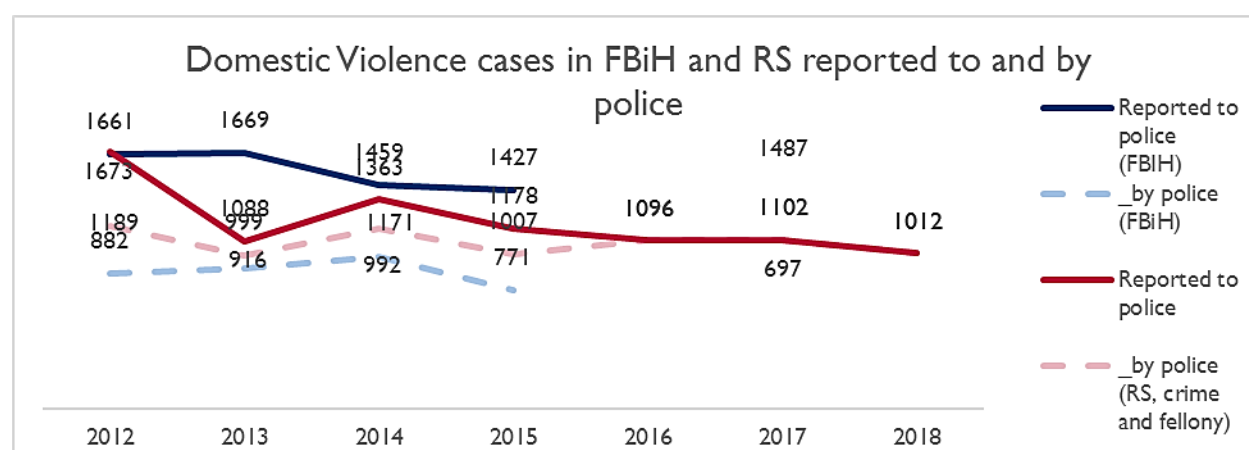
⁹⁶ Ministry of Human Rights and Refugees, Agency for Gender Equality of BiH. (2018). Action Plan for the implementation of the UN Security Council Resolution 1325 “Women, Peace and Security” in Bosnia and Herzegovina for the period 2018-2022. Available at: <https://arsbih.gov.ba/project/action-plan-for-the-implementation-of-the-un-security-council-resolution-1325-women-peace-and-security-in-bosnia-and-herzegovina-for-the-period-2018-2022/>.

However, interviewees note that gender biases which disfavor women persist among judges of both sexes, and that women judges at times decide even more unfavorably in the cases involving women GBV/DV victims because they are purposely trying to avoid being perceived as gender biased.

Finding 27: DV reporting to the police has remained stable since 2015, though reports filed by police towards prosecutors and courts declined in the FBiH.

Reports filed with the police remained at a similar level in nominal terms since 2015, but the percentage of cases forwarded to the next instance in the FBiH declined from 54% in 2015 to 47% in 2017 (author's calculation). There were 1,427 incidents of DV reported to the police in the FBiH in 2015, and 1,487 in 2017, while the FBiH police reported 771 cases to prosecutors and the judiciary in 2015, and 697 in 2017.⁹⁷ From 1,178 total incidents reported to the RS police in 2015, this number decreased to 1,012 in 2018.⁹⁸ However, this decrease should not be seen as lower incidence – prevalence studies, such as the one from the OSCE Mission to BiH⁹⁹ suggest that gender-based, and in particular domestic, violence is severely underreported. If anything, the number of incidents reported to the police should be constantly rising. It needs to be noted that data presented in the exhibit below is incomplete – BD BiH data was not available, same as the statistics on domestic violence in FBiH for 2016 and 2018.

Exhibit 9. DV cases reported to police and by police in RS and FBiH



Sources: RS Government, *Information on implementation of the General Protocol on Procedure in Cases of Domestic Violence for 2017 and 2018 in RS*; FBiH GC, *"Report on Implementation of the Strategy for Prevention and Countering Domestic Violence (2013-2017)," 2018*, OG FBiH 29/18

⁹⁷ FBiH GC, "Report on Implementation of the Strategy for Prevention and Countering Domestic Violence (2013-2017)," 2018, OG FBiH 29/18

⁹⁸ RS Government, *Information on implementation of the General Protocol on Procedure in Cases of Domestic Violence for 2016 and 2018 in RS*;

⁹⁹ OSCE Mission to BiH, "OSCE-Led Survey on Violence Against Women – Wellbeing and Safety of Women: Bosnia and Herzegovina Results Report," 2019. Infographic available at: <https://www.osce.org/secretariat/423512?download=true>.

Unfortunately, statistics on reporting of gender-based violence outside the family unit are not available because mechanisms for data collection on those other forms are underdeveloped.

Analysis question 4

Analysis question 4 focuses on existing interventions by local and international organizations, and points to good practices, in relation to gender equality in the judiciary and security.

Finding 28: Large-scale donor projects are targeting overall GBV, but none specifically focused on especially vulnerable females.

There are at least three large-scale projects on GBV being implemented in the country, as well as a number of donors providing organizational support to women's shelters, although there are limited projects focusing on violence against more vulnerable groups of women, such as Roma, or on GBV outside the family.

UN Women continue to implement the project "Standards and Engagement for Ending Violence Against Women and Girls" funded by Swedish Sida, as well as the project "Implementing Norms, Changing Minds," supported by the EU, which focuses on preventing gender-based discrimination and violence. In the future, UN Women will place more focus on men in relation to GBV, by exploring different roles and experiences of men in different stages of their life cycle, as well as communities in relation to violence.

Some organizations, such as the Centre for Women's Rights from Zenica, One World Platform for SEE, and Association of BH Journalists have been researching, reporting, and implementing projects against violence in the online sphere, which is often used to discredit women politicians, journalists, public personalities, as well as to bully young girls and women. Furthermore, one in ten women has experienced physical and/or sexual violence from a person who is not their partner,¹⁰⁰ although violence outside the private sphere is under-researched and under-reported.¹⁰¹

There are very few projects that focus on the most vulnerable groups of women, such as Roma women. Violence which Roma women and girls are exposed to is a blind spot for most international projects, with few examples of cooperation between any of the large projects and Roma NGOs such as Better Future from Tuzla,¹⁰² or Otaharin from Bijeljina. Situations that frontline responders among key informants described suggest that Roma women and girls are more vulnerable to GBV and that, as victims, they sometimes face institutional discrimination, which influences their trust in institutions and rates of reported cases of GBV. At the same time, some women's shelters are not equipped for protection of girls forced into begging, prostitution, or marriage, regardless of their background. Furthermore, the Ombudsperson for Human Rights rarely receives complaints about institutional discrimination or

¹⁰⁰ OSCE Mission to BiH, "OSCE-Led Survey on Violence Against Women – Wellbeing and Safety of Women: Bosnia and Herzegovina Results Report," 2019. Infographic available at: <https://www.osce.org/secretariat/423512?download=true>.

¹⁰¹ Westminster Foundation for Democracy, Violence Against Women in Politics in Bosnia and Herzegovina, 2019. Available at: <https://www.wfd.org/2019/07/26/violence-against-women-in-politics-in-bosnia-and-herzegovina/>

¹⁰² Better Future, Flyer on violence in Bosnia and Herzegovina, 2019. Available at: <http://eca.unwomen.org/en/digital-library/publications/2019/07/flyer-on-violence#view>

institutional negligence of women victims of GBV,¹⁰³ including Roma women. Research on GBV prevalence rates in BiH by UN Women in 2013¹⁰⁴ and OSCE in 2019¹⁰⁵ does not provide sufficient evidence into the situation of Roma women and girls, although their significantly lower education levels suggest that prevalence is higher among Roma women. Education levels strongly correlate with the violence prevalence rates.¹⁰⁶ Still, there is limited research into types of violence Roma women and girls are exposed to, and obstacles they face in accessing services available to GBV survivors.

Furthermore, there are no representative surveys in the country that explore relationships between different categories of violence, such as exposure to violence in the conflict and becoming a perpetrator or a victim later in life, or exposure to peer violence and becoming a GBV perpetrator. At the moment, GBV is studied in isolation from general levels of violence in society.

Finding 29: Association XY and its partners implemented several good practices since 2016 to engage men in countering violence, which can be replicated on a wider scale.

The Association XY from Sarajevo, Perpetuum Mobile from Banja Luka, Otaharin from Bijeljina, and other partners worked with young people throughout BiH in *Be A Man* clubs which changed boys' and girls' attitudes about GBV and violence in general. Furthermore, through Healthy Lifestyles school subject, this group of NGOs is transforming students' attitudes about gender, sexuality, society, and differences in an internationally recognized innovative approach. Interviewees expressed a need to institutionalize this school subject as mandatory, instead of as an alternative to religious education, which is fairly difficult considering the rigidity of the education system. Furthermore, this school subject is still available in only a few areas of the country. Another successful initiative of the Association XY is engagement of religious communities in awareness-raising against violence in the Una Sana Canton.

Conclusions and Recommendations

Conclusions

Conclusion 4. There is significant progress in legal protection from DV and quality of services for survivors in some parts of the country since 2016, while the territorial coverage with quality services is still unsatisfactory in Herzegovina (RS and FBiH). In the BD BiH and in RS,

¹⁰³ Gender Equality Agency of BiH, "Izvjestaj o realizaciji Okvirne strategije za provedbu Konvencije o prevenciji i borbi protiv nasilja nad ženama i nasilja u porodici (Istanbulska konvencija) u Bosni i Hercegovini (2015-2018)" [Report on Realization of the Strategy for Implementation of the Istanbul Convention in BiH (2015-18)], 2019. Available at <https://arsbih.gov.ba/wp-content/uploads/2017/06/161215-Godisnji-izvjestaj-Okvirna-strategija.pdf>

¹⁰⁴ Babovic et al. "Prevalence and Characteristics of Violence Against Women in BiH". Sarajevo: GEA, 2013. Available at: https://www2.unwomen.org/-/media/field%20office%20eca/attachments/publications/country/bosnia/prevalency_study%20vaw%20in%20bih.pdf?la=en&vs=3418

¹⁰⁵ OSCE Mission to BiH, "OSCE-Led Survey on Violence Against Women – Wellbeing and Safety of Women: Bosnia and Herzegovina Results Report," 2019. Infographic available at: <https://www.osce.org/secretariat/423512?download=true>.

¹⁰⁶ Babovic et al. "Prevalence and Characteristics of Violence Against Women in BiH". Sarajevo: GEA, 2013. Available at: https://www2.unwomen.org/-/media/field%20office%20eca/attachments/publications/country/bosnia/prevalency_study%20vaw%20in%20bih.pdf?la=en&vs=3418

the amended legal framework will significantly improve the protection and prosecution of DV, while the availability and quality of services for survivors and perpetrators increased since 2016 in more remote areas of East RS. The current legal solution for the funding and establishment of women's shelters in the FBiH remains unsatisfactory, although there have been improvements in institutional practices in some of the cantons in the FBiH, in particular in cooperation between referral mechanisms, and new types of support services for survivors, though less so for perpetrators. However, the severe underfunding of the only NGO-run safe house in Herzegovina (both FBiH and RS) and the absence of alternative accommodation in most areas make women in this part of the country more vulnerable to repeated violence, in the context of prevailing conservative views on GBV in some parts of society and in some institutions. The situation is only exacerbated by low levels of inter-entity cooperation and absence of most other specialized services.

Conclusion 5. In justice and security, women are the majority of staff, but they are underrepresented in management posts at the entity- and state-level judicial institutions, and severely underrepresented among police officers and inspectors. Reporting of domestic violence to the police remained stable since 2015, while the police in FBiH became less efficient in forwarding the DV cases on to prosecutors and courts. The number of reported cases of domestic and other forms of violence should be increasing from year to year, considering the severe underreporting of violence as documented in prevalence studies, but the numbers remained relatively low and stable in the RS and FBiH. Furthermore, there should not be as much difference between the number of instances of GBV reported to the police and the cases the police submits to prosecutors and judges, but the difference in fact increased since 2015.

Conclusion 6. There is need for donor support for greater access to services and protection for Roma women and other vulnerable groups, to research and improved administrative data on all forms of GBV, not only DV, and for support to the role of Ombudsperson for Human Rights in addressing inadequate institutional response to GBV. Capacity-building and coordination between GBV/DV referral mechanisms and women's shelters is extensively supported by different agencies, but there are gaps in support which are not being addressed, such as the situation of Roma women and other vulnerable groups, as well as the methodology for data collection, disaggregation, and publishing in relation to the human rights obligations assumed by BiH, including those related to gender-based discrimination and violence, and other research which should create a sound evidence basis for truly ending discrimination and violence against women and girls.

Recommendations

Recommendation 4 (FBiH, BD BiH): There is a clear need and an obligation for the FBiH to regulate the setting up and funding of women's shelters at a more advanced level, as well as to establish minimum standards that each such location needs to meet in performing the public service, including specific standards for all types of service providers, from non-governmental and religious, to businesses, and government-run institutions. Also, at a more advanced, level FBiH and BD BiH should consider to continue harmonizing their criminal codes with the Istanbul Convention.

Recommendation 5 (USAID): There is need for a coherent methodology of collection, disaggregation, and publishing of data on gender-based violence and discrimination for all levels of government, from the

local level to the state. This can be achieved through upgrades of the HJPC Case Management System and support to a wider coverage of referral mechanisms and locations with appropriate databases, such as the one established by the FBiH Gender Centre. USAID should consider supporting interventions that will address the above described.

Recommendation 6 (USAID): The priority in GBV interventions that USAID supports should be to improve the evidence base about vulnerability to GBV among Roma women. Topics should include obstacles in access to services that Roma face, both as GBV victims and as perpetrators, and ensuring involvement of the Ombudsperson for Human Rights in addressing inadequate response from referral mechanisms, including the police and centers for social work. Similar support can be provided to other groups experiencing intersecting discrimination.

III. EDUCATION

Findings and Recommendations

Analysis question I

Analysis question I refers to changes in laws, policies, regulations, and institutional practices.

Finding 30: Common Core Curriculum (CCC) for pre-school, primary, and secondary school students integrates gender component in some, but not all educational areas.

With the support of international community, Agency for pre-primary, primary and secondary education developed the common core curriculum (CCC) based on learning outcomes for 8 curricular areas: 1. Social Sciences and Humanities; 2. Natural Sciences; 3. Mathematics; 4. Technology and IT; 5. Language and Communications; 6. Art; 7. Physical-Health area; and 8. Cross-curriculum area (Entrepreneurship, Anti-corruption, and Career Orientation). The gender component is not mainstreamed throughout all eight areas, but rather in only two of them. In particular, CCC for Social Sciences and Humanities defines understanding the diversity and equality of individuals, genders, cultures, races, religions and social inequalities as a basis of social-humanistic learning. It also sets the ability to assess how gender alongside other personal identities (religion, family, ethnicity, and the like) contributes to the person's individual development as a learning outcome within the Identity, Individuals, Society and Human Rights component. According to the CCC for Social Sciences and Humanities, children at the age of 11/12 should be able to differentiate birth-derived and selectable identities of individuals, while by the end of secondary education, teenagers should be able to provide critical review to terms of prejudice, discrimination, and other forms of inhuman and unjust treatment. In addition, healthy lifestyles as part of the CCC for Physical Health area among other things, also includes sexual-reproductive health that is interconnected with the education on gender.

Finding 31: Teaching curriculums and textbook policies in use in BiH are only partially and unevenly harmonized with the BiH Law on Gender Equality.

The Framework Strategy for the Implementation of the Convention on Preventing and Combating Violence against Women and Domestic Violence for the 2015-2018 period¹⁰⁷ included gender mainstreaming of teaching curricula and textbook policies as one of the necessary steps for achieving the first strategic objective of comprehensive, effective and inclusive prevention of the GBV. In particular, the Framework Strategy defined harmonization of the teaching curricula and textbook policies with the LoGE by eliminating gender stereotypes and promoting education of girls and women, prohibiting gender-based discrimination, and including boys and men in promoting gender equality as one of its sub-objectives. By adopting the Framework Strategy, the BiH Council of Ministers entrusted the implementation of this precisely defined strategic measure to the competent ministries at the entity level and Brcko District,

¹⁰⁷ Official Gazette of BiH No. 75/15

FBiH and RS pedagogical institutes, as well as the BiH Agency for Gender Equality and entity gender centers.

The progress achieved by the time of this Report's writing remained insufficient. In the FBiH, the Ministry of Education and Science conducted the analysis of the compliance of the teaching curricula with the LoGE. Currently available information indicated partial and uneven harmonization of curricula at cantonal levels with the law. For example, in the Bosnian Podrinje Canton, violence and GBV are covered in the Homeroom classes¹⁰⁸. In the Sarajevo Canton, much of gender related education is covered by the elective course on Healthy Lifestyles. In the Brcko District, however, gender-related topics are covered in two subjects - Life Skills and Attitudes and Democracy and Human Rights. Hence, without further investigating the content of it, gender-related education is not harmonized across different areas and administrative units in BiH.

Moreover, in 2018, the BiH Ministry of Human Rights and Refugees and Agency for Gender Equality of BiH issued the Recommendation to the Federation Ministry of Education and Science to replace educational textbooks used in primary and secondary schools in the FBiH that contain gender stereotypes, unequal representation of sexes and/or use gender-insensitive language. The Federation Ministry forwarded the Recommendation to all ten cantonal ministries of education and committed themselves to monitor and report on the progress of the implementation of the Recommendation. However, the desk review and KIs could not confirm there has been a concrete follow-up.

Finding 32: The initiatives for introducing gender-sensitive professional titles acquired through completion of higher education have failed.

Upon receiving the request from the Sarajevo Open Center (SOC), a local CSO, for examining the violation of the BiH Law on Gender Equality in regards to gender-sensitivity of professional titles on education diplomas, the Agency for Gender Equality of BiH issued a Recommendation to the BiH Ministry of Civil Affairs for eliminating the assessed discrimination of women. However, these efforts have not produced any meaningful result. According to KIs, they have failed due to a complex system of responsibilities when it comes to the education sector in the FBiH. This primarily refers to the existence of ten ministries at cantonal level being responsible for the education sector in their corresponding geographical areas.

The RS Gender Center also issued a recommendation for harmonizing the RS Law on Professional Titles acquired through completion of university, master, and/or doctoral degree with gender equality standards. However, their recommendation was not adopted. In the meantime, amendments to the laws governing pre-school, primary, and secondary education in RS have been adopted. These amendments, however, only refer to introducing gender equality standards in the process of appointing members of decision-making bodies in the basic education sector.

¹⁰⁸ Homeroom classes ('*Časovi razredne nastave*' in Bosnian, Serbian and Croatian) are held by head teachers, are organized usually once during the week, cover various topics, and are not graded.

Finding 33: The legal ground on equal participation of men and women in sports has been improved by adoption of the Law on Amendments to the Law on Sport in BiH in 2016.

In 2016, upon request of the Committee on Gender Equality at the HoR of the PA BiH for harmonization of the Law on Sports in BiH with the LoGE, the Law on Amendments to the Law on Sports in BiH¹⁰⁹ was adopted. The amendment prescribes equal access to sports and equal participation, regardless of gender. Moreover, the Law stipulates the observance of the principle of gender equality when appointing members of the BiH Sports Council. These accomplishments have strengthened the legal grounds for gender equality in sport-related activities, both on the participatory and decision-making level.

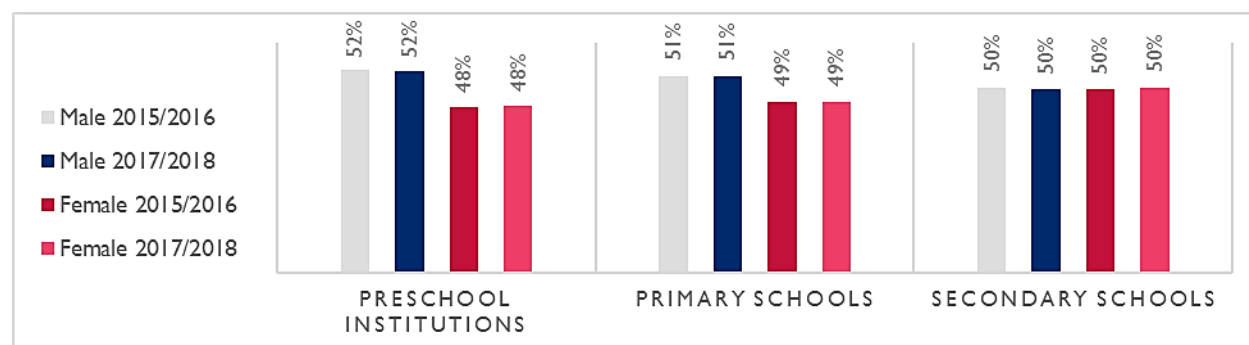
Analysis question 2

Analysis question 2 refers to cultural norms and beliefs, as well as access to and control over key resources in the education sector.

Finding 34: Gender equality persists in the number of enrolled students at the basic education institutions. However, more than two thirds of repeaters in primary and secondary schools are boys.

As presented in the Exhibit 11, the total number of enrolled boys and girls in the preschool, primary, and secondary school institutions is almost equal. This might reflect that primary school is compulsory, and that secondary education is vital for later economic activity.

Exhibit 10. Enrolled students in the pre-school, primary, and secondary school institutions



Source: Agency for Statistics of Bosnia and Herzegovina. (2018). *Demography and Social Statistics: Education Statistics*.

However, girls outperform boys when questioning the number of students who successfully finish the school grade. The data indicate that the majority of repeaters are boys. Although the total number of repeaters is decreasing, the gender gap hiding behind that number is increasing. In particular, out of total

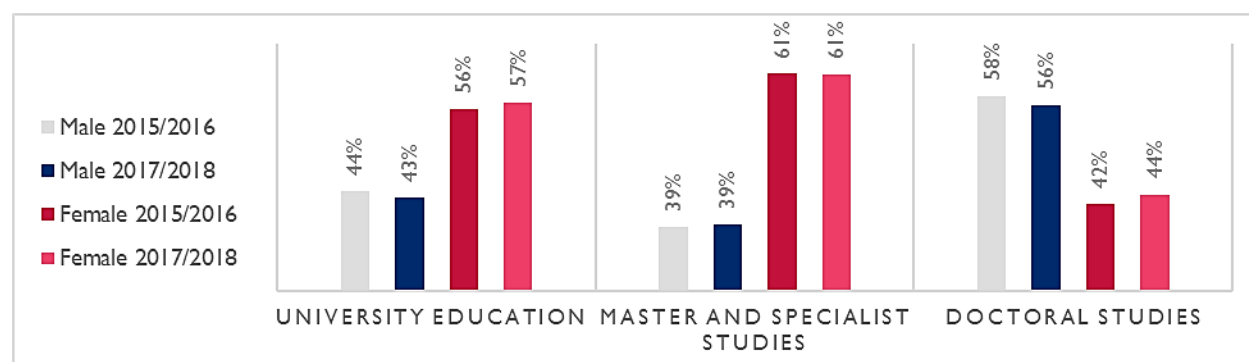
¹⁰⁹ Official Gazette of BiH No. 66/16

number of repeaters in 2015/2016, 31.8 percent were girls¹¹⁰ compared to the 2017/2018, when girls constituted 25.7 percent of all repeaters¹¹¹.

Finding 35: More women than men enroll in the university and master's degree studies and earn masters' degrees.

The gender gap between men and women enrolled in higher-education institutions has not changed significantly since the 2015/2016 academic year (see Exhibit 12). The official statistics highlights the dominance of women in terms of the total number of students in university- and master-level studies. Specifically, there were 57 percent of female and 43 percent of male students enrolled in the universities in the 2017/2018 academic year. The 14 percentage-point gender gap widened by one percentage point compared to the 2015/2016 academic year. The gender gap between master students was even larger (22 percentage points) and has not changed since 2015/2016. On the other hand, the majority of students enrolled in the doctoral studies were men (56 percent). The gender gap between the doctoral students, however, declined by 1.7 percentage points compared to the academic year 2015/2016 academic year.

Exhibit 11. Enrolled students per level of education (academic years 2015/2016 and 2017/2018)



Source: Agency for Statistics of Bosnia and Herzegovina, *Demography and Social Statistics: Education Statistics, 2018*

The number of students finalizing their master's and doctoral studies has been on the rise. This applies to both men and women. In the 2017/2018 academic year, women comprised 62 percent of all students earning their masters' degrees'. When compared to the 2015/2016 academic year, the gender gap expanded by 2 percentage points. Doctoral degree completion was slightly higher for men than women (53% vs 47%). However, this gender gap shrunk by 2 percentage points.¹¹²

¹¹⁰ Agency for Statistics of Bosnia and Herzegovina. (2018). *Demography and Social Statistics: Education Statistics*. Available at: http://www.bhas.ba/saopstenja/2018/EDU_01_2017_Y2_2_BS.pdf

¹¹¹ Agency for Statistics of Bosnia and Herzegovina. (2017). *Demography and Social Statistics: Education Statistics*. Available at: <http://www.bhas.ba/saopstenja/2016/OBRAZ%20bh.pdf>

¹¹² Agency for Statistics of Bosnia and Herzegovina. (2018). *Demography and Social Statistics: Education Statistics*. Available at: http://www.bhas.ba/saopstenja/2018/EDU_01_2017_Y2_2_BS.pdf

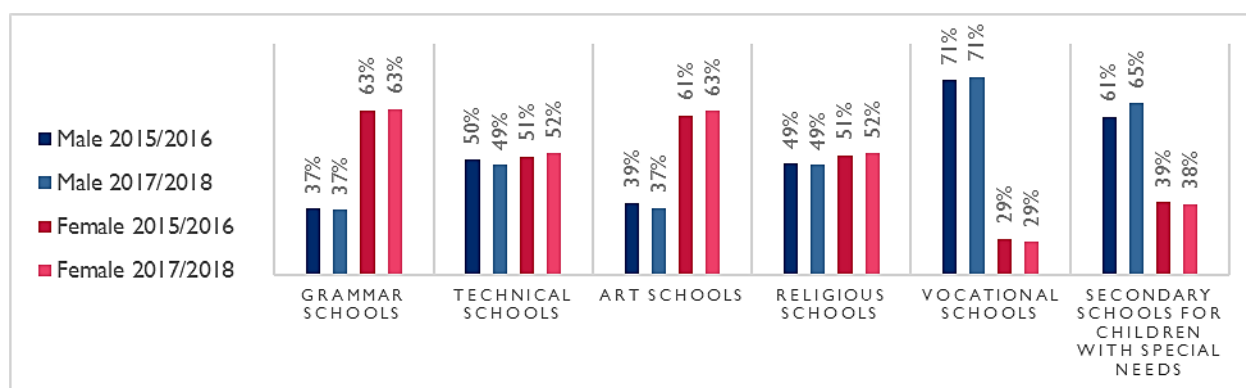
Table 8: Persons completing MSc/MA and Ph.D. studies in 2007, 2015, and 2018 by sex

	Masters of science and specialists			Ph.D.'s		
	All	Male	Female	All	Male	Female
2007	436 100%	250 57%	186 43%	144 100%	96 67%	48 33%
2015	3,449 100%	1,394 40%	2,055 60%	255 100%	139 55%	116 45%
2018	3,712 100%	1,426 38%	2,286 62%	285 100%	152 53%	133 47%

Finding 36: Gender gaps in interest in different occupations are, on average, decreasing, although still relevant.

Although the number of girls enrolled in secondary education equals the number of boys, there is a difference in the selection of fields of study they choose. Although KIs emphasized that gender gap in the selection of education fields was decreasing, the official statistics covering secondary the education from 2015/2016 to 2017/2018 school year does not show such a trend. There is a continuing trend of boys enrolling into vocational schools and girls enrolling into art and grammar schools. In addition, almost two-thirds of enrolled students in the schools for children with special needs are boys.

Exhibit 12. Students in secondary education per field of study (school years 2015/16 and 2017/18)

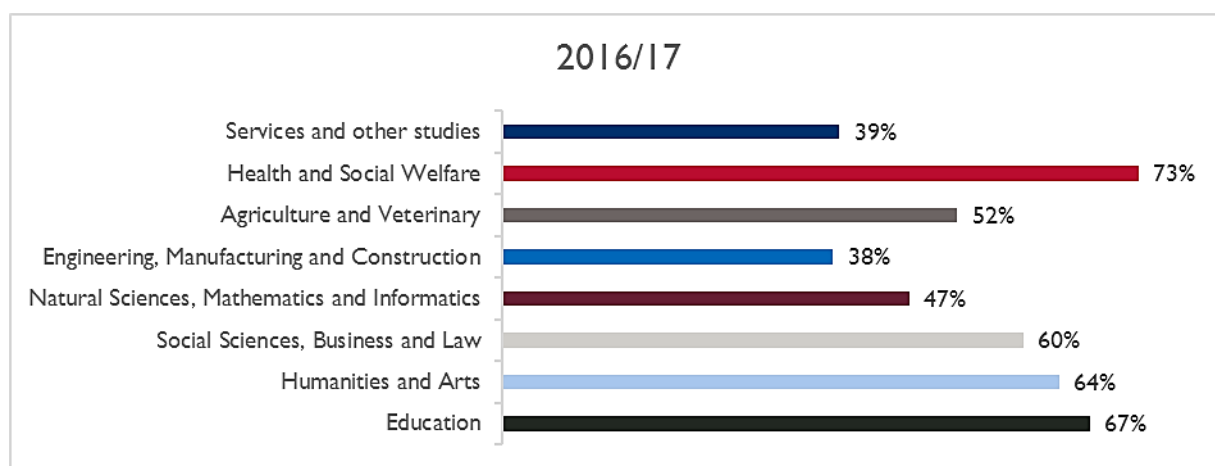


Source: Agency for Statistics of Bosnia and Herzegovina, *Demography and Social Statistics: Education Statistics, 2018*

Differences in male and female preferences in terms of the fields of education are carried over into higher education, as the Exhibit 13 shows. Women predominantly study: Health and Social Welfare, Education, Humanities and Arts, Social Sciences, Business and Law, and Agriculture and Veterinary Sciences. On the other hand, most students of Engineering and Manufacturing, Natural Sciences, Mathematics, and Services are men. While some fields of study recorded decreases in the gender gap, including Engineering and

Manufacturing and Services, others, such as Humanities and Arts, experienced an increase. The largest gender gaps continue to exist in the Health and Social Welfare and Education field, both in favor of women.

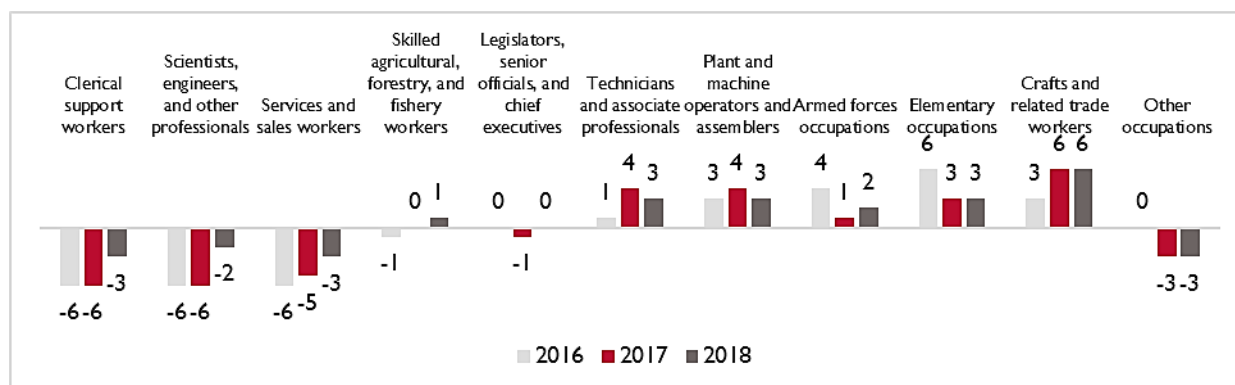
Exhibit 13. Percentage of women enrolled at universities per field of study



Sources: Federal Bureau for Statistics, Higher Education in FBiH 2016/2017, 2018
Republika Srpska Institute of Statistics, Statistical Yearbook of Republika Srpska, 2018

Although gender norms continue to translate into different male and female preferences and choices of education fields, the gender gaps in interest in predominantly male and predominantly female occupations are, on average, decreasing. According to the 2016-2018 NSCP data, young women continue to be more interested in being scientists and engineers, sales persons, and clerical support workers, compared to men. These are the first three categories shown in the Exhibit 14 – gaps below the X-axis suggest that the percentage of men interested in these occupations is lower than the percentage of women. However, the gender gap decreased in all three categories in 2018 relative to 2016. The gender gap also decreased for technicians and associate professionals, plant and machine operators, armed forces, and elementary occupations, but they still remained male-dominated – in Exhibit 14 these categories display gaps above the X-axis. The largest gender gap in favor of men in occupational interest was for crafts and related trade activities.

Exhibit 14. Gap in attractiveness of occupations to young men and women in percentage points



Source: MEASURE-BiH, National Survey of Citizens' Perceptions, 2018

Top choice for employment among women is the public sector (39 percent), top choice for men the private sector (39 percent). Interestingly, women prefer the non-profit sector much more than men (10 percent compared to 4 percent).¹¹³ The preferences related to the sector of employment changed significantly relative to 2015, when the public sector was the most desirable. At that time, more than half of both men and women considered the public sector to be most attractive.¹¹⁴

Finding 37: The gender gap in the overall interest in Science, Technology, Engineering, and Mathematics (STEM) is decreasing, with differences in sub-areas of STEM among men and women.

The Science, Technology, Engineering, and Mathematics (STEM) curriculum is integrated into primary and secondary education through Informatics, Mathematics, Crafts, Physics, Chemistry, and Biology. As all these subjects are mandatory, both boys and girls have equal access to formal STEM education. The interest, availability and participation of men and women in the non-formal STEM education is, however, open to discussion. For example, most young people in BiH never participated in the non-formal education (NFE) in information and communications technologies (ICT). According to the available 2018 data, only 5 percent of young men and 4 percent of young women enrolled themselves in short courses or extra-curricular ICT classes during their secondary-school and/or university education.¹¹⁵ Nevertheless, there is an increasing number of out-of-school initiatives that aim to provide STEM education to children and youth, as well as to increase the interest and involvement of women in STEM fields of study. Although the overall gender gap in terms of the interest in STEM has been closing, these initiatives also record differences between men and women in the preferences of sub-areas within STEM. For example, men are more interested in programming (especially CNC programming) and engineering, while women tend to engage themselves in other areas, such as digital marketing.

Finding 38: Young women pursue non-formal education (NFE) more often than young men.

Slightly more than half of young people in BiH participated in at least one form of non-formal education (NFE) during their secondary school or university education. NFE refers to extra-curricular activities (practical work, internships, volunteering, other types of work experience organized by a secondary school and/or university), and/or education/training outside of school/university. When disaggregated by sex, the data indicate that women enroll in NFE more often than men. Specifically, in 2018, 57 percent of young women reported to have participated in some form of NFE, compared to 52 percent of young men. However, more men than women consider that NFE has helped them in achieving a better job performance.¹¹⁶

¹¹³ MEASURE-BiH. (2019). *National Survey of Citizens' Perceptions*, 2018. Available at: <http://measurebih.com/national-survey-of-citizens-perceptions>

¹¹⁴ MEASURE-BiH. (2016). *National Survey of Citizens' Perceptions*, 2015. Available at: <http://measurebih.com/national-survey-of-citizens-perceptions>

¹¹⁵ MEASURE-BiH. (2019). *National Survey of Citizens' Perceptions*, 2018. Available at: <http://measurebih.com/national-survey-of-citizens-perceptions>

¹¹⁶ MEASURE-BiH. (2018). *National Youth Survey in Bosnia and Herzegovina*. Available at: <http://measurebih.com/national-youth-survey-in-bih>

In addition to the youth not engaged in the NFE, the BiH Agency for Statistics collects data on the total number of young people who, while not engaged in NFE, are also neither in education or employment (NEET). According to the latest available data (from 2016), one-fourth of young women in BiH (aged 15-24) and 28 percent of young men in BiH were neither employed nor included in education or training.¹¹⁷ Youth in NEET group are considered to be most at risk of marginalization from the labor market.

Finding 39: Less than one third of both young males and young females in BiH belong to the “not in employment, education or training” (NEET) group.

Youth in NEET group are considered at the most risk of being marginalized from the labor market. One fourth of young women in BiH (aged 15-24) were not employed nor included in education or training in 2016. The same applies to 28 percent of young men in BiH. Although the latest data refer to 2016, the statistics published by the BiH Agency for Statistics varies but has not significantly changed over the years.¹¹⁸

Finding 40: Educational textbooks and teaching materials used in formal education of youth in BiH contain biased content and are often gender exclusive.

According to the NSCP-BiH 2017, one-fourth of BiH citizens agrees that educational textbooks and teaching materials used by students are not gender exclusive.¹¹⁹ However, the desk review showed this view to be incorrect, as all (of the admittedly few) existing analyses of BiH textbooks highlight gender insensitivity. The *View from another angle: Textbook policy and analysis of stereotypes in high school textbooks in the Sarajevo Canton* from 2016 noted that men were continuously represented more in educational textbooks, either through pictures and illustrations, as literary characters or described historical figures, or even as co-authors of content or persons quoted in the textbooks. In particular, men are illustrated in pictures about 9 times and presented as literary characters or historical figures 8 times more than women. Furthermore, only 11.5 percent of content from the textbooks is authored by women.¹²⁰

When mentioning women in the educational textbooks, the message often conveyed an expectation that women would take care of children, the homes, and their husbands, as well as on the woman's commitment and duty to obey the husband, son, or the man. The *View from another angle: Textbook policy and analysis of stereotypes in high school textbooks in the Sarajevo Canton* (2016) emphasized that the occupations usually assigned to women were mothers, housekeepers, and maids. On the other hand, men are presented as doctors, politicians, scientists, managers, and professors. Even when showing a man and a woman together, the woman would usually be in the subordinate role (for example, a male doctor and

¹¹⁷ Agency for Statistics of Bosnia and Herzegovina. (2018). *Thematic Bulletin: Women and Men in Bosnia and Herzegovina*. Available at: http://bhas.gov.ba/data/Publikacije/Bilteni/2018/FAM_00_2017_TB_0_BS.pdf

¹¹⁸ Agency for Statistics of Bosnia and Herzegovina. (2018). *Thematic Bulletin: Women and Men in Bosnia and Herzegovina*. Available at: http://bhas.gov.ba/data/Publikacije/Bilteni/2018/FAM_00_2017_TB_0_BS.pdf

¹¹⁹ MEASURE-BiH. (2017). *National Survey of Citizens' Perceptions, 2016*. Available at: <http://measurebih.com/national-survey-of-citizens-perceptions>

¹²⁰ Mujic, M., Knezevic, S. (2016). *Pogled iz drugog ugla: Udžbenička politika i analiza zastupljenosti stereotipa u udžbenicima srednjih škola u Kantonu Sarajevo*. Foundation CURE. Available at: <http://www.fondacijacure.org/uploads/Pogled%20iz%20drugog%20ugla.pdf>

a female nurse).¹²¹ Some previous studies covering the topic of gender-based stereotypes in educational textbooks also highlighted the biased information that presented men in a supporting role in children's upbringing, and depicted them as inflexible and strict persons.¹²² Eliminating gender stereotypes in educational textbooks was defined as one of the sub-objectives within the Framework Strategy for the Implementation of the Convention on Preventing and Combating Violence against women and Domestic Violence for the 2015-2018 period¹²³. However, institutional reaction has been mostly absent and so far, the results have been extremely limited.

Analysis question 3

Question 3 focuses on women's representation and influence over decisions in education institutions.

Finding 41: The leadership positions within public higher education institutions are mainly held by men.

Women constitute the majority of teaching staff in primary and secondary schools in BiH. Their numerical dominance over male teachers has been constant over the years. However, there are more men than women that teach at higher education institutions. Men are also overrepresented in managerial positions in the institutions of higher education. Among eight chancellors at the head of the public universities in BiH, only one is a woman (12.5 percent). Vice-chancellors' positions BiH public universities are evenly split between men and women (16 male and 16 female vice-chancellors). Men are in the majority in the steering boards and senates at BiH public universities (76.6 percent of members of steering boards and 68.7 percent of senate members). Finally, only a quarter of schools and academies at public universities in BiH are led by women.

Analysis question 4

Question 4 focuses on support to education reform provided by local and international agencies.

Finding 42: Several educational courses and initiatives that address gender equality and/or include gender transformative approach have been organized since 2016 through 2019.

Nine years after establishing gender doctoral studies at the Center for Interdisciplinary Studies at the University of Sarajevo, the first doctoral dissertations are being finalized. In addition, with the support of the Embassy of Sweden through the Swedish International Development Cooperation Agency (SIDA), the RS Gender Center and the Law School at the University of East Sarajevo continued delivering the 5-day training course "School of gender equality" to the Law School students. The participating students are taught about gender equality issues in law, economics, philosophy, psychology, and politics.

In regards to secondary education, the elective course on Healthy Lifestyles in the Sarajevo Canton remains the most positive example of a school subject that includes transformative gender approach and addresses the attitudes, lifestyles, and healthy habits of young people. As regards non-formal education,

¹²¹ Ibid.

¹²² Association Q. (2010). 1+1=0: Analysis of secondary school textbooks on LGBTIQ terms in BiH.

¹²³ Official Gazette of BiH No. 75/15

the Young Men Initiative under the Youth Initiative Program (2014-2017) worked with secondary school students, primarily boys, on bringing positive changes in attitudes and behaviors concerning health, violence, and gender equality. The Initiative, implemented by the Perpetuum Mobile, Association XY, and Youth Power, with the support of the Swiss Government, OAK Foundation, and CARE International, was acknowledged by the internationally recognized Global Education Network Europe to be among the 12 best educational programs in Europe. The above mentioned projects/courses are good examples of gender transformative approach in the project implementation process that can be learnt from and replicated.

Finding 43: Increased efforts of the international community and non-governmental organizations in BiH to provide STEM education to both men and women.

In addition to USAID/BiH, which works towards strengthening the key STEM competencies among students and their teachers through its Enhancing and Advancing Basic Learning and Education (ENABLE) Activity, other international organizations, including UNICEF, also provide STEM education to BiH citizens. In cases when these initiatives are gender-specific, they explicitly focus on women. The number of such initiatives grew in the previous period. Local NGOs that specialize in, or provide STEM education among other services, include the INTERA Technological Park Mostar, Center for Technical Culture Mostar, Robokids Banja Luka, and Bit Alliance. Some of the initiatives that support STEM education, either for both men and women, or only for women, include:

- Supporting Female Youth from BiH and Montenegro (MNE) in entrepreneurship, employment and leadership in ICT (funded by the Erasmus+ Program and implemented by the INTERA Technological Park for the entire BiH region)¹²⁴;
- Digital Citizen (funded by the Institute for Youth Development and Innovation and implemented by the INTERA Technological Park for the BiH region)¹²⁵;
- IT Girls (funded by the United Nations (UN) through UNICEF and implemented by the Bit Alliance)¹²⁶.

According to KIs, most of the activities supported by the international community and implemented by local CSOs/NGOs are located in large cities, such as Sarajevo, Mostar, and Banja Luka. Other parts of the country, especially Central Bosnia, East and West Herzegovina remain underserved. The geographically imbalanced provision of educational and other activities pushes their citizens, and especially women, towards social exclusion and marginalization.

Conclusions and Recommendations

Conclusions

Conclusion 7: Despite some improvements, gender gaps still persist in the youth enrollment at higher education institutions and their selection of fields of study. The gender gap between men and women enrolled in the higher-education institutions has not changed significantly since the

¹²⁴ More information available at: <http://fy4icterasmus.net/>

¹²⁵ More information available at: <https://www.intera.ba/o-nama/projekti/digitalni-gra%C4%91anin/>

¹²⁶ More information available at: <http://itgirls.ba/>

academic year 2015/2016. Women constitute the majority of students enrolled in university and master studies, while men comprise the majority of doctoral degree students. The gender gaps in the number of students who earn masters' and doctoral degrees are shifting in favor of increased representation of women. In addition, the gender gaps persist in the young people's choice of fields of study, although some improvements are noted, particularly in the STEM area.

Conclusion 8: Teaching curricula and educational textbooks continue to promote gender bias. Although the Framework Strategy for the Implementation of the Convention on Preventing and Combating Violence against Women and Domestic Violence for the 2015-2018 period¹²⁷ included gender mainstreaming of teaching curricula and textbook policies as one of the necessary steps for achieving comprehensive, effective and inclusive prevention of the GBV, the progress in doing so has been slow and insufficient. Teaching curricula are partially and unevenly harmonized with the LoGE. There are no recent gender analyses of educational textbooks, and those that were conducted were few and mainly produced by NGO sector. Existing institutional efforts to address the issue are quite limited and have not yielded any results yet. The changing cultural norms among young women will soon be at odds with the gender-biased educational content.

Conclusion 9: Although education itself is a feminized profession, men hold most leadership positions in educational institutions. Although women make the majority of teaching staff at basic education institutions, men are overrepresented in teaching positions at universities are considered. There is only one female chancellor at a public university in the country, while only about 26 percent of all deans of schools/academies at public universities are women.

Recommendations

Recommendation 7 (BiH, FBiH, RS, and BD): Consider supporting interventions that place stronger emphasis of gender-institutional mechanisms on STEM education and enrolment policies at secondary and tertiary levels. Consider supporting the spread of coverage of the Healthy Lifestyles school subject as the most positive example of a school subject that includes transformative gender approach and addresses the attitudes, lifestyles, and healthy habits of young people.

Recommendation 8 (USAID): Consider supporting gender analysis of textbooks and textbook policy in both entities. Consider pushing forward the implementation of measures to eliminate bias, prejudice, stereotypes and promotion of equal rights in educational textbooks. Support initiatives that foster harmonization of education curricula with the LoGE.

Recommendation 9: Consider supporting interventions that work towards capacity building of teaching staff to understand and internalize the gender equality perspective in order to provide sound foundations for mainstreaming gender equality in education.

¹²⁷ Official Gazette of BiH No. 75/15

IV. ECONOMY

Findings and recommendations

This section refers to the labor rights, gender-responsive budgeting in the public budgets, labor market, and access to property rights.

Analysis question I

Analysis question I refers to changes in laws, policies, regulations, and institutional practices.

Finding 48. Current labor regulation is of high quality, but enforcement of provisions related to discrimination and other violations of labor rights, as well as awareness about opportunities that labor laws provide are deficient.

In 2016, Bosnia and Herzegovina already had a high quality legal framework which explicitly prohibited gender-based discrimination, required balanced representation in public bodies, such as the economic and social councils in the entities, provided for parental leave for both parents and explicitly prohibited harassment and sexual harassment, gender-based violence, and mobbing at work through the Law on Gender Equality (OG BiH 16/03, 102/09, 32/10), Law on Prohibition of Discrimination (OG BiH 59/09, 66/16), and entity labor laws (FBiH OG 26.16; RS OG 1/16 and 66/18). The only exception to this sound legal framework on labor regulation was the BD BiH which had (and still has) an outdated Labor Law in force (OG BiD BiH 19/06).

Despite the high-quality legislation on discrimination, its implementation is still deficient. For example, the BiH Ministry of Human Rights and Refugees still has not established a centralized database on all discrimination cases in BiH, including discrimination in employment and work, although this is prescribed in the Law on Prohibition of Discrimination, Art. 8, para. 5.¹²⁸ OSCE research suggests that labor-related discrimination accounts for nearly two thirds of 148 discrimination cases prosecuted in the courts in BiH since the Law on Prohibition of Discrimination was adopted until 2017, while three of four discrimination cases of any form of discrimination were filed by male plaintiffs, although women are more often victims of discrimination, including in the domain of labor relations.¹²⁹ In an online survey, the Helsinki Citizens' Assembly of Banja Luka (HCABL) found that, among those who believe that they had experienced labor-related discrimination, 76 percent also said that they did not report it to any public authorities, mostly because they did not trust the institutions or because they expected that the procedure would last too

¹²⁸ Gacanica. Lejla, "Rodno zasnovana diskriminacija u oblasti rada u Bosni i Hercegovini" [Gender-Based Discrimination in Labor in Bosnia and Herzegovina]. Banja Luka: Helsinki Citizens' Assembly of Banja Luka, 2019. Available at: <http://hcabl.org/wp-content/uploads/2019/05/Rodno-zasnovana-diskriminacija-na-radu-u-Bosni-i-Hercegovini.pdf>.

¹²⁹ OSCE Mission to BiH, "Analiza odgovora pravosudja na izazove diskriminacije u Bosni i Hercegovini" [Analysis of the Judiciary Response to the Discrimination Challenges in Bosnia and Herzegovina]. Sarajevo: OSCE Mission to BiH, 2017. Available at: <https://www.osce.org/bs/mission-to-bosnia-and-herzegovina/400553?download=true>

long.¹³⁰ Furthermore, according to HCABL research, at least one in three women did not receive mandated financial support from the employer during their maternity leave.¹³¹ While before 2016 fathers had very limited parental leave rights, the labor laws now provide for this option, but it is nevertheless still used only extremely rarely, especially in the private sector, according to our key informants.

According to the interviews, the traditional understanding of marriage in institutions and legislation discriminates against same-sex couples and unmarried couples, in comparison with married couples. First, same-sex couples cannot formalize their relationship in BiH, and second, neither they nor any other informal intimate partners can easily inherit a pension or property from their deceased partner. According to the interviews, the obstacle is not in the regulatory framework, but in institutional practices, which discriminate against same-sex and unmarried couples.

Finding 49: Economic reforms are planned and implemented without necessary gender impact assessment and gender-responsive budgeting is not substantively applied.

Gender responsiveness in economic development planning is improving, but changes are still expected in bylaws and procedures; high-level planning of economic reforms continues to be gender-blind, despite formal requirements for gender review; gender responsive budgeting is not meaningfully applied on the expenditure side, and not even discussed on the revenue side.

Gender mainstreaming in development planning is improving, according to interviews. For example, the FBiH GC had been involved in drafting the FBiH Law on Development Planning, which was adopted in 2017. In this new law, gender equality is one of seven key principles of development planning. This is an important step towards more gender-responsive governance, but it may not result in any substantial change towards greater gender equality, unless gender review is conducted, also for all related bylaws, procedures, and development planning practices, according to the interviewees. Furthermore, with accelerated adoption of new regulations in parliaments in connection with the EU accession process, especially in areas related to economic reform, gender institutional mechanisms sometimes do not get a timely opportunity for mandatory gender review, which is sometimes compensated for through parliamentary committees for gender equality or equal opportunities.

Nevertheless, the ministries of finance and institutions in charge of economic planning continue to be less responsive than other ministries when it comes to mandatory gender review, especially at the state level. For example, the BiH Directorate for Economic Planning annually develops a 2-year program of economic reforms based on entity inputs and the European Commission's methodology. The program summarizes the macroeconomic and fiscal situation and projections, followed by prioritized structural reforms,

¹³⁰ Gacanica. Lejla, "Rodno zasnovana diskriminacija u oblasti rada u Bosni i Hercegovini" [Gender-Based Discrimination in Labor in Bosnia and Herzegovina]. Banja Luka: Helsinki Citizens' Assembly of Banja Luka, 2019. p. 28. Available at: <http://hcabl.org/wp-content/uploads/2019/05/Rodno-zasnovana-diskriminacija-na-radu-u-Bosni-i-Hercegovini.pdf>.

¹³¹ Gacanica. Lejla, "Rodno zasnovana diskriminacija u oblasti rada u Bosni i Hercegovini" [Gender-Based Discrimination in Labor in Bosnia and Herzegovina]. Banja Luka: Helsinki Citizens' Assembly of Banja Luka, 2019. Available at: <http://hcabl.org/wp-content/uploads/2019/05/Rodno-zasnovana-diskriminacija-na-radu-u-Bosni-i-Hercegovini.pdf>

including informal economy, education and skills, employment and labor markets. Although the methodology requires an elaboration of the expected effect of each planned measure on employment and the “gender issue,” in the 2019-2021 Program of Economic Reforms,¹³² the level of influence of most economic reforms on gender equality was estimated as either “non-existent” or this requirement was entirely ignored. Furthermore, while discussing the situation in the labor market, the program did not recognize the gendered dimension of economic inactivity in the labor market, the issues of labor rights and labor-related discrimination, and the influence of emigration on unemployment rates in the country.

The European Commission Assessment of the BiH Economic Reform Program (2019-2021) summarized the labor force in BiH in the following manner: “Bosnia and Herzegovina suffers from a very low labor force participation and high levels of unemployment. Young people and skilled workers emigrate in large numbers. The level of informal employment is high. There is a high tax wedge on labor, particularly for low-wage earners, and other disincentives to formal work. Multi-layered social protection schemes are insufficiently targeted at those most in need; they are therefore ineffective in reducing poverty. Enrolment in pre-school education is particularly low, contributing to a lower employment rate of women. The education system is also not attuned to the needs of the labor market.”¹³³ The key problems identified in this description are largely disregarded in the country’s Program of Economic Reforms.

The entity employment strategies usually do recognize the importance of gender-sensitive approach in dealing with unemployment and labor inactivity, at least at a superficial level. Since the previous Gender Analysis, the RS adopted a new Employment Strategy for the 2016-2020 period, which includes affirmative measures for vulnerable groups of women. In the coming period, the RS will work on separating the services the employment institutes provide to the unemployed persons actively seeking work and to the people who registered as unemployed to qualify for health insurance. This should strengthen the proactive role of the employment institutes in employment.¹³⁴ The FBiH Employment Strategy 2018-2021 is in parliamentary procedure since July 2018 but has not been discussed in either of the two houses yet.¹³⁵ The BD BiH Government planned to develop the Employment Strategy¹³⁶ but it is not in parliamentary procedure yet.

Results achieved in gender-responsive budgeting (GRB) so far do not entirely justify the means invested through international development assistance, according to interviews. Despite good regulation, public

¹³² BiH Directorate for Economic Planning, “Program ekonomskih reformi 2019-2021” [Program of Economic Reforms 2019-2021]. Available at: <http://www.dep.gov.ba/naslovna/?id=2103>

¹³³ European Commission, Economic Reform Program of Bosnia and Herzegovina: Commission Assessment. Brussels: European Commission, 2019. Available at:

https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/bosnia_and_herzegovina_2019-2021_erp.pdf.

¹³⁴ BiH Directorate for Economic Planning, “Program ekonomskih reformi 2019-2021” [Program of Economic Reforms 2019-2021]. Available at: <http://www.dep.gov.ba/naslovna/?id=2103>

¹³⁵ BiH Parliament, House of Peoples, “Prijedlog odluke o usvajanju Strategije zapošljavanja u Federaciji Bosne i Hercegovine (2018. – 2021.), broj: 02-34-1339/18 od 23.7.2018. godine” [Proposal Decision on adoption of the Employment Strategy of FBiH (2018-2021), no. 02-34-1339/18 from July 23, 2018]. Available at: <https://parlamentfbih.gov.ba/v2/bs/propis.php?id=265>.

¹³⁶ BD BiH Government, “Održan nastavak 28. redovite sjednice Vlade Brčko distrikta BiH” [Continuation of the 28th session of the BD BiH Government]. BDBiH: Government, December 4, 2017. Available at: <http://81.93.75.80/index.php/hr/vlada/sa-sjednica-vlade/4706-odran-nastavak-28-redovne-sjednice-vlade-brko-distrikta-bih>

budgeting is still not transparent, participatory, or gender sensitive. Nearly all GRB initiatives focus on the expenditure side, as demonstrated in the FBiH Budget Framework Document¹³⁷, in which the GRB discussion was included in the chapter “Priorities in Expenditures of the Government of FBiH.” Interviews suggest that there is little understanding about the importance of GRB on the revenue side of public budgeting and no analyses about different contributions of men and women to public budgets or reasons for any potential imbalances, while fiscal policy does not estimate the expected effects of taxes, especially direct taxes, on men and women, or on specific sub-groups within these broad categories.

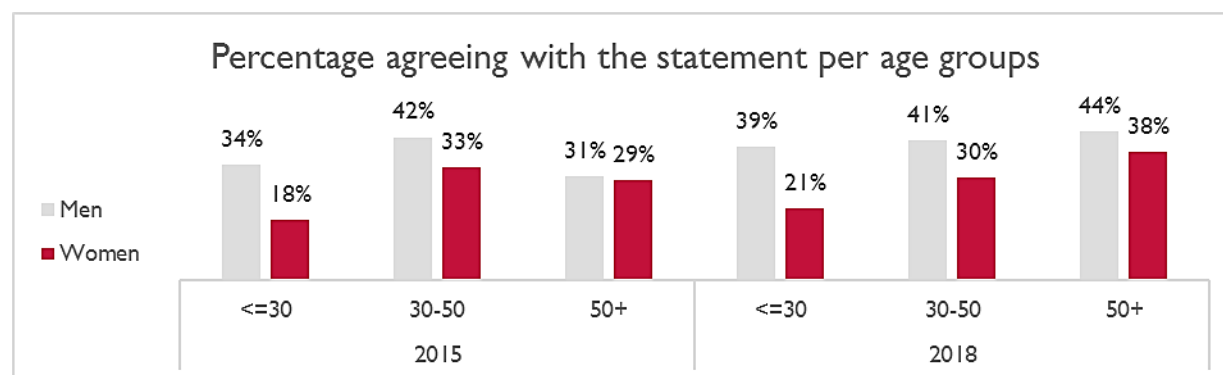
Analysis question 2

Analysis question 2 focuses on cultural norms regarding gender roles in the economic activities, the allocation of time to market and non-market activities, and access to and control of key resources.

Finding 50: Gender biases regarding women’s participation in the labor market are still strong, although younger generations of women have generally more liberal attitudes.

In 2018 compared to 2015, more men (by 7 percentage points) and more women by (3 perc. points) agreed that “When jobs are scarce, men should have more rights to a job than women.”¹³⁸ Furthermore, there was a gender differential of 10 percentage points between men and women in the 2018 survey, compared to 6 percentage points in 2015, suggesting that gender differences in attitudes were also increasing. Exhibit 15 shows significant differences between sex and age groups – young women agreeing with the statement the least in both years. The increase in prejudice among men aged 30 and below, as well as among persons of both sexes over the age of 50 is also evident.

Exhibit 15. “When jobs are scarce, men should have more right to a job than women”



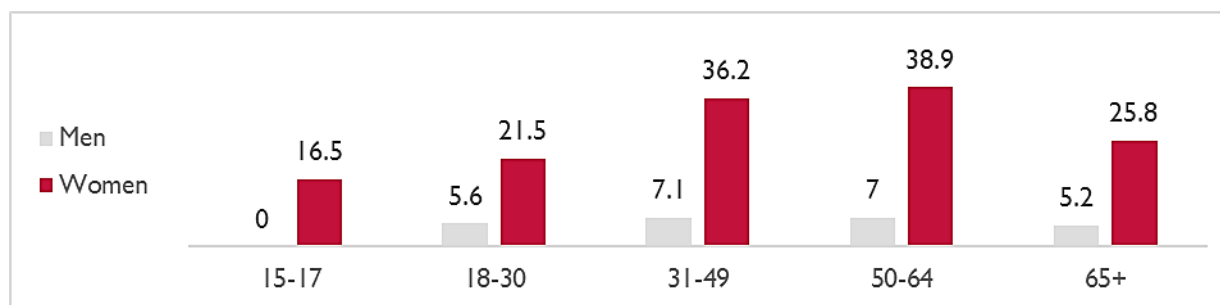
Source: USAID MEASURE BiH, NSCP 2015 and 2018. Sarajevo: USAID MEASURE-BiH 2016 and 2019.

¹³⁷ Specifically the observations of the FBiH Ministry of Finance in p.74. FBiH Ministry of Finance, “Dokument okvirnog budzeta 2018.-2020.” [Budget Framework Document 2018-2020]. Available at: http://www.fmf.gov.ba/v2/userfiles/userfiles/file/2017/Obrasci/Dokument%20okvirnog%20bud%C5%BEta%20%2018-2020_%20.pdf

¹³⁸ USAID MEASURE-BiH, “National Survey of Citizens Perceptions 2015” and National Survey of Citizens’ Perceptions 2018.” Sarajevo: USAID MEASURE-BiH, 2016 and 2019. Available at: <http://measurebih.com/national-survey-of-citizens-perceptions>.

Similar research in the RS also suggests that there are gender differences in attitudes between adolescents in relation to participation of women in the labor market. For example, 69 % of young men compared to 40.6% of young women agreed that “If only one person in the marriage is employed, it is more natural that the man in the couple is the one who is employed.”¹³⁹ Furthermore, 58% of young men compared to 43% of young women agreed that “It is alright that a woman is employed, but what most women in fact want are a home and a family.”¹⁴⁰ There are no comparable studies for the FBiH and BD BiH.

Exhibit 16. Percentages of men and women with liberal attitudes in different age groups in RS (%)



Source: Babovic et al. “Rodne nejednakosti u Republici Srpskoj iz perspektive životnih tokova” [Gender Inequalities in RS from the Perspective of Life Courses]. Banja Luka: RSGC, 2016.

Gender biases are more pronounced among older cohorts than younger generations, which indicates a generational liberalization of attitudes related to gender equality in the labor market over time. Liberalization of gender-related attitudes about work and other life matters among younger women was highlighted in two interviews and this is confirmed in the exhibit above. Young women aged 18-30 are most liberal, but men of the same age are the least liberal in their attitudes, suggesting that upbringing and education systems apply dual standards to women and men, although these stark differences possibly balance out over time.

Finding 51. Women continue to be disproportionately more involved in the economy of care than in paid market activities or looking for work, as in the previous gender analysis.

In 2015, BiH had “the lowest participation of women in the labor market at only 33.5 percent” compared to other Central Asia and East European countries.¹⁴¹ According to the BiH Program of Economic Reforms

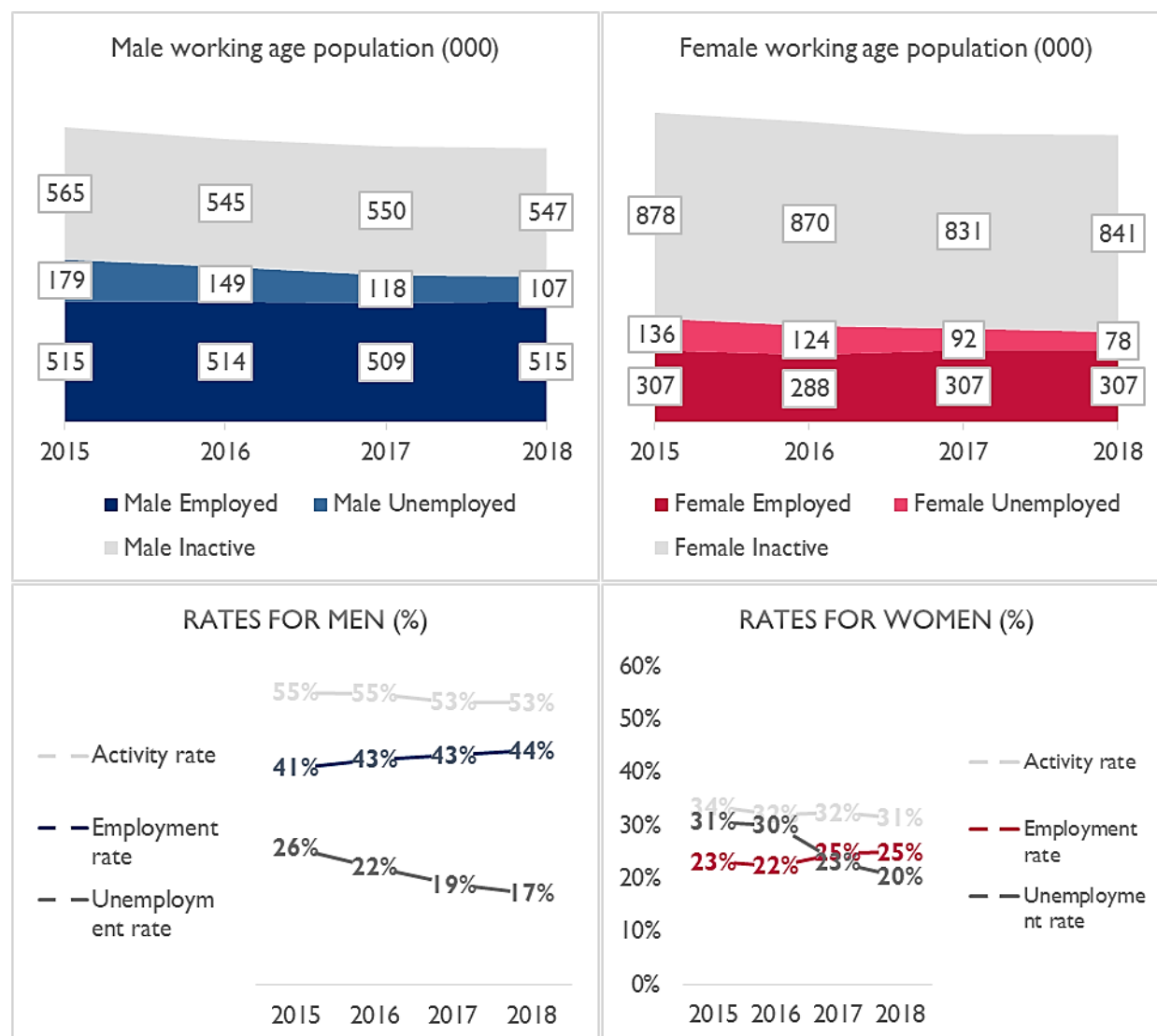
¹³⁹ Babovic et al. “Rodne nejednakosti u Republici Srpskoj iz perspektive životnih tokova” [Gender Inequalities in RS from the Perspective of Life Courses]. Banja Luka: RSGC, 2016. Available at: <https://www.secons.net/files/publications/53-Rodne%20nejednakosti%20u%20Republici%20Srpskoj%20iz%20perspektive%20%C5%BEivotnih%20tokova.pdf>

¹⁴⁰ Babovic et al. “Rodne nejednakosti u Republici Srpskoj iz perspektive životnih tokova” [Gender Inequalities in RS from the Perspective of Life Courses]. Banja Luka: RSGC, 2016. Available at: <https://www.secons.net/files/publications/53-Rodne%20nejednakosti%20u%20Republici%20Srpskoj%20iz%20perspektive%20%C5%BEivotnih%20tokova.pdf>

¹⁴¹ International Labor Organization, “Women in Business and Management: Gaining Momentum in Eastern Europe and Central Asia,” 2018; p.12. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---act_emp/documents/publication/wcms_624225.pdf.

for 2019-2021, high unemployment and inactivity rates remain the largest problem in the labor market.¹⁴² This is further underscored by the results of the WEF's 2018 Global Gender Gap Index. On the sub-indicator related to gender equality in labor force participation, BiH ranks 115th out of 149 countries included in the analysis. With a score of 0.64, BiH lags behind its neighbors, including Croatia, Slovenia, Serbia, Montenegro, and North Macedonia.¹⁴³

Exhibit 17. Structure of the working age population in BiH



Source: BiH Statistics Agency, Labor Force Surveys 2017 and 2018.

¹⁴² BiH Directorate for Economic Planning, "Program ekonomskih reformi 2019-2021" [Program of Economic Reforms 2019-2021]. Available at: <http://www.dep.gov.ba/naslovna/?id=2103>.

¹⁴³ World Economic Forum (WEF). Global Gender Gap Report 2018. Available at: http://www3.weforum.org/docs/WEF_GGGR_2018.pdf.

According to the Labor Force Survey (LFS) estimates, working age population and the labor force in BiH are shrinking dramatically. As the Exhibit 17 shows, in 2018, there were fewer women and men in the working age population, in the labor force, as well as in estimated numbers of inactive and unemployed persons in BiH, compared to 2015, while the number of employed remained unchanged.¹⁴⁴ These decreasing numbers reflect the increasing emigration and continuing population decline in BiH. The Agency for Statistics has not changed the sampling frame or the methodology in the recent period. Furthermore, gender gaps persist over time – in 2018, there were still 236,000 more men in the labor force than women, 208,000 more men in the employed population than women, and 294,000 more women who were inactive than men.¹⁴⁵ Activity rates have decreased by 2 percentage points in the same period overall and for both sexes.

Access to childcare services is important for women's participation in the labor market. The number of pre-school education institutions (public and private) has not increased significantly (only by 1 percent). There is significant increase however in the number of children aged 6 or below enrolled in preschool education institutions (by 13 %), and in particular among children aged 3 and below (by 19 %), as shown in the table below. This suggests that more children are reached in those areas where such services already existed before, while the rural areas remain underprivileged in that respect, as noted in the 2016 Gender Analysis. The key source of information was the latest available Multiple Indicators Cluster Survey¹⁴⁶

Table 9. Preschool institutions and children enrolled in them 2015/16 and 2017/18

		2015/16	2017/18	Comment
Preschool institutions		317 (60 percent public)	321 (58 percent public)	1 percent increase
Children enrolled	Any age	22,901 (Girls 48 percent)	25,889 (Girls 48 percent);	13 percent increase (0 percent increase)
	<3 years	4,221 (Girls 46 percent)	5,026 (Girls 48 percent);	19 percent increase (2 percentage point increase)
Educators		1,667 (Women 99 percent)	1,898 (Women 99 percent)	14 percent increase (0 percent increase)

Source: BiH Agency for Statistics, Demography and Social Statistics: Education Statistics. Sarajevo: BHAS, 2016 and 2018.¹⁴⁷

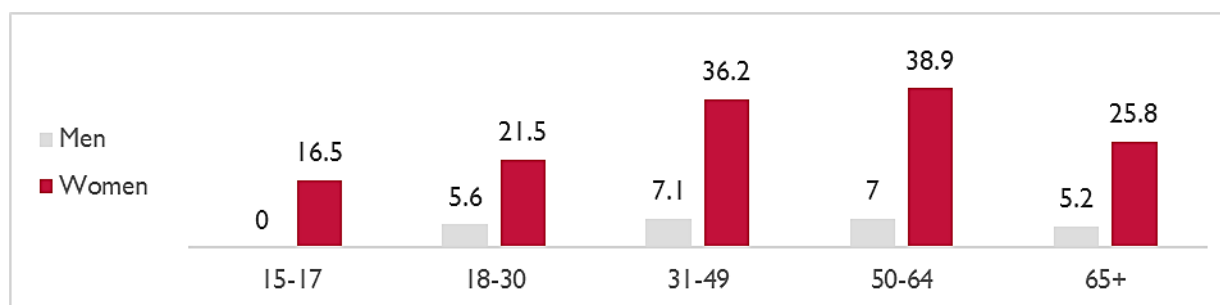
¹⁴⁴ BiH Directorate for Economic Planning, "Program ekonomskih reformi 2019-2021" [Program of Economic Reforms 2019-2021]. Available at: <http://www.dep.gov.ba/naslovna/?id=2103>

¹⁴⁵ BiH Agency for Statistics, "Labor Force Survey;" Sarajevo: BHAS, 2016-2018. Available at: <http://bhas.gov.ba/Calendar/Category/13#>.

¹⁴⁶ UNICEF, "Multiple Indicator Cluster Survey 2011-2012 (MICS4)". UNICEF, 2013.

¹⁴⁷ 2016 available at: <http://www.bhas.ba/saopstenja/2016/OBRAZ%20bh.pdf>. 2018 available at: http://www.bhas.ba/saopstenja/2018/EDU_01_2017_Y2_2_BS.pdf.

Exhibit 18. Time spent on housework and care for others by age groups



Source: Babovic et al. “Rodne nejednakosti u Republici Srpskoj iz perspektive životnih tokova” [Gender Inequalities in RS from the Perspective of Life Courses]. Banja Luka: RSGC, 2016.

In relation to the activity gender gap, the RS GC research provides some evidence explaining the reasons for low activity of women in paid employment. For example, men aged 31-49 spend on average 7.1 hours per week doing housework or caring for children and elderly compared to 36.2 hours for women in the same age range. Women who work and carry the burden of most of the housework and care report feeling more physically tired, while men who work and care for the family report feeling more psychologically burdened.¹⁴⁸ Another reason for high inactivity rates are values, which prevail among men and women, as, explained above.

In 2018, relative to 2015, the unemployment rate decreased by around 9 percentage points (from 27.7 to 18.4 %), and more for women (from 30.7 in 2015 to 20.3%) than for men (22.2 to 17.2%). The decrease in unemployment rates is most likely caused by emigration - directly, through the number of the unemployed leaving the country, or indirectly through the employed who leave their jobs vacant and the unemployed take over. If the decreasing unemployment rates were a result of active employment measures and new jobs, the total number of employed would be increasing, which was not the case – the number of employed has remained stable over the 2015-2018 period according to the LFS. It should be noted that government authorities registered a higher number of employed persons according to administrative data, explaining this increase with higher economic activity in industry and services,¹⁴⁹ although the government in fact altered the methodology of data collection on employment.

Finding 52: Men benefitted more from the rise in employment in industries, while they were also disproportionately affected by the decline in agriculture.

As employment in agriculture and services declined, the employment in industry increased in BiH, and the increase almost exclusively benefitted men. While services remain the largest section of employment for women, the majority of employed in services continue to be men. Although the education levels among

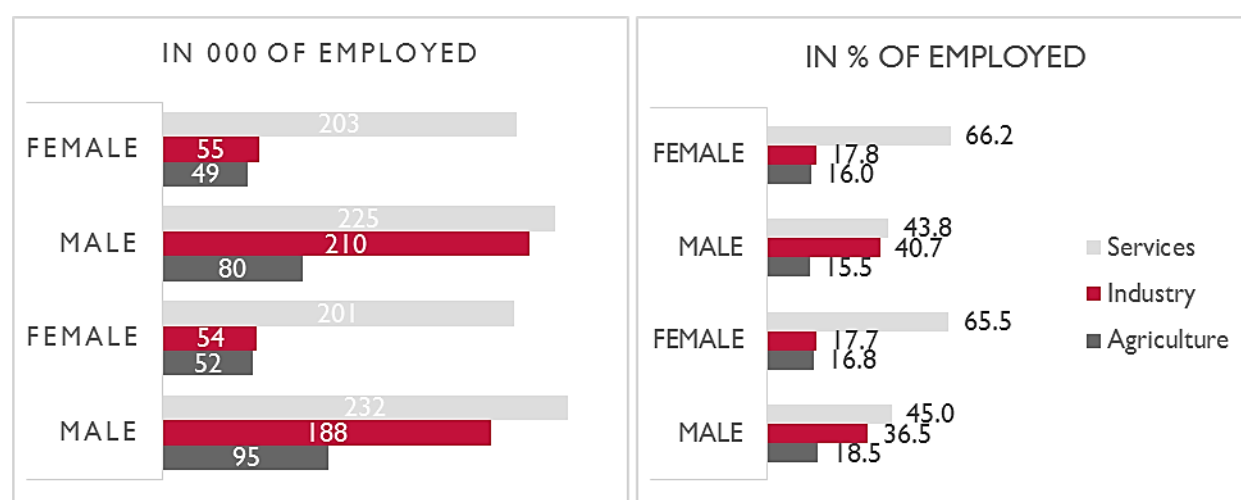
¹⁴⁸ Babovic et al. “Rodne nejednakosti u Republici Srpskoj iz perspektive životnih tokova” [Gender Inequalities in RS from the Perspective of Life Courses]. Banja Luka: RSGC, 2016. Available at: <https://www.secons.net/files/publications/53-Rodne%20nejednakosti%20u%20Republici%20Srpskoj%20iz%20perspektive%20C5%BEivotnih%20tokova.pdf>.

¹⁴⁹ BiH Directorate for Economic Planning, “Program ekonomskih reformi 2019-2021” [Program of Economic Reforms 2019-2021]. Available at: <http://www.dep.gov.ba/naslovna/?id=2103>.

the BiH employed are increasing, gender gaps remain relatively stable over time and women still need higher education to gain employment. Percentages of self-employed declined and percentages of employees increased for men and women.

In absolute terms, fewer women continue to be employed in all sections of economic activity compared to men, with the largest gap in industry, which also increased significantly between 2015 and 2018. The trend of decreasing agricultural employment continued after 2015, but total employment in services also declined. Conversely, the number of men employed in industries increased by an estimated 22,000 between 2015 and 2018, while the change was negligible for women in industry. In relative terms, the services are the largest source of employment for men (43.8%) and women (66.2%), but there are still more men (225,000) in the services than women (203,000).

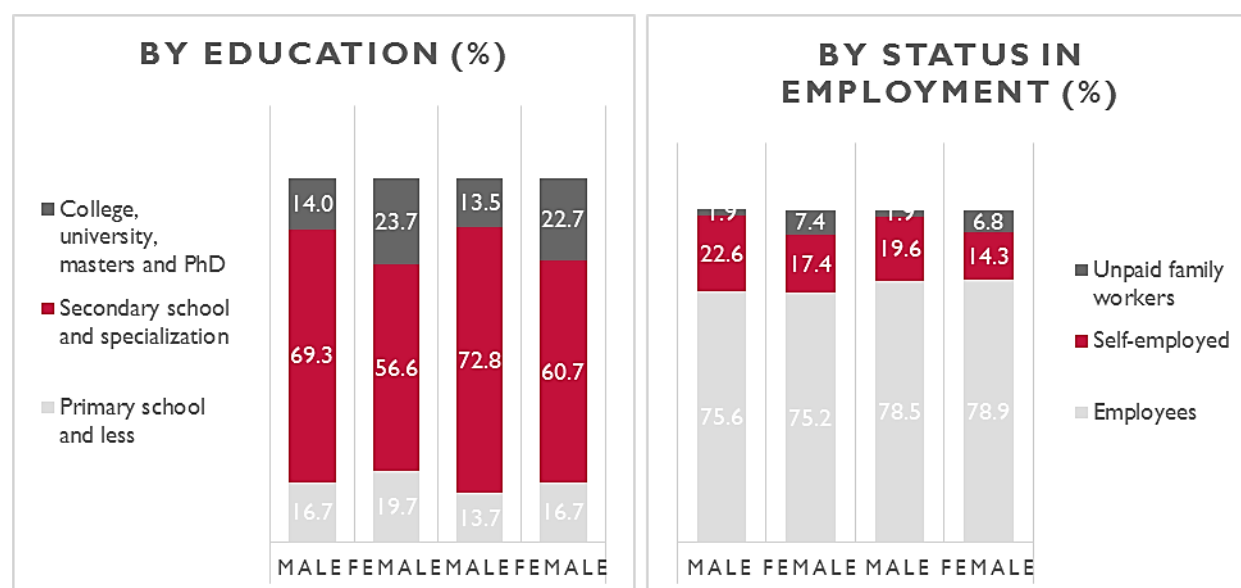
Exhibit 19. Employed by sections of economic activity (000 and %)



Source: BiH Statistics Agency, Labor Force Surveys 2017 and 2018.

A greater percentage of employed women than men had university education in 2018, same as in 2015 and the gap of around 9 percentage points remained stable over this period. This data suggests that women need higher levels of education than men in order to gain employment. The bigger change occurred in the percentage of men and women employed with only primary school and less, where the percentages decreased for both men and women by 3 percentage points, while the percentage of men and women employed with secondary education increased by 3-4 percentage points. This suggests a very slow trend of change in the education levels of the BiH labor force.

Exhibit 20. Employed by education levels and status in employment



Source: BiH Statistics Agency, Labor Force Surveys 2017 and 2018.

Looking at the status in employment, the percentage of self-employed declined, for both men and women, by 3 percentage points and the percentage of employees with another employer increased proportionately. This suggests a declining motivation for startups in the labor market.

Finding 53: Gender gaps in property ownership and access to the bank accounts decreased, while more women than men save money in financial institutions.

In terms of control over resources, during their lifetime, men accumulate more wealth, property, salaries and pensions compared to women. According to the 2018 Global Gender Gap Index, inequality in estimated income earned by men and women in BiH is the largest in the region and the country ranks 105th among 149 countries included in the WEF analysis. Although still favoring men, gender equality is somewhat better when considering wage levels for similar work. In particular, with a score of 0.64 for wage equality, BiH ranks 77th in the world and, among its neighbors, outperforms Serbia and Croatia.¹⁵⁰ While there is some progress in property ownership distribution between men and women, great disparities persist in the generations over 30 years of age and in more underdeveloped regions.

Very important evidence about access to and control over resources can be found in the RS GC research on Gender Inequalities in the RS from the Perspective of Life Courses. According to that research from 2016:

- The gender pay gap in the RS is as high as 200 BAM in some professions, while the gender gap in the number of years of paid pension insurance is three years (up to 18 years for generations 65+);

¹⁵⁰ World Economic Forum (WEF). Global Gender Gap Report 2018. Available at: http://www3.weforum.org/docs/WEF_GGGR_2018.pdf.

- The above disparities result in lower personal pensions for women, but also, 20% of women 65+ have no pension at all, compared to 5% of men of that age group.¹⁵¹

According to the Project Capacity Building for Improvement of Land Administration and Procedures in Bosnia and Herzegovina (CILAP) in 2019, women are owners or co-owners of 35% of privately owned property (1/1 or 1/2) in BiH, while the baseline in 2013 was 30%. The same source noted slight differences between entities – women own 36% of property in the FBiH, and 33% in the RS; there are stark differences between micro-locations – in one subunit in Bileća (East Herzegovina), women are (co)owners in only 4.7% of property, compared to 41% in Laktasi (RS North). Property ownership gap is the highest in the 31-49 age group, which is also reflected in women's very low subjective feeling of contributing economically to the household.¹⁵² Cadaster and land registries do not include gender-disaggregated data for all privately owned property, according to CILAP, and improved statistics will be available only after the cadaster and land registry are harmonized and updated in the entities and BD.

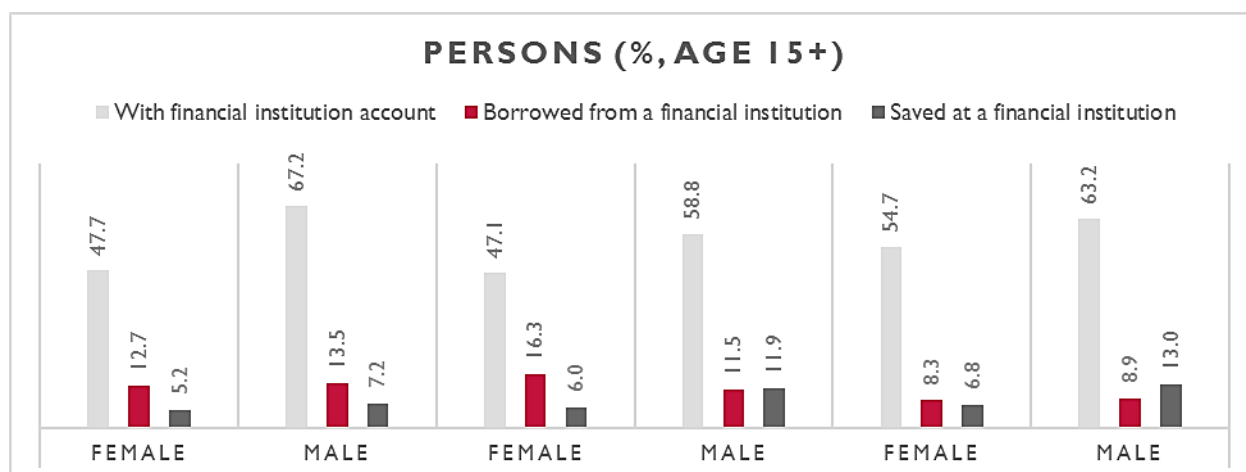
Compared to the results of the 2016 Gender Analysis, there is still a gender gap in the access to most basic financial services via a bank account, but the gender gap in borrowing has vanished and the gender gap in saving at financial institutions is in favor of women. The Global Financial Inclusion¹⁵³ data suggests that 63.2% of men, compared to 54.7% of women, had a bank account, with the gender gap of 9 percentage points in 2018. The gap was nearly 12 percentage points in 2014 and nearly 20 percentage points in 2011. The gender gap in having access to most basic bank services narrowed down since the previous Gender Analysis. In terms of borrowing from a financial institution, the gender gap of 5 percentage points in 2014 practically vanished in 2017, but the overall percentage of persons who borrowed from a financial institution decreased from average 14 to 8.6%. Looking at the 8-year period, more women have been saving at a financial institution and the gender gap kept increasing, reaching 6 percentage points in 2017. Still, percentage of persons who saved any money, not just in financial institutions, decreased from 25.6% in 2014, to 21.2% in 2017. It should be clear that this data speaks more of different habits than of accumulation of capital, because the Global Financial Inclusion data does not track savings. Furthermore, other forms of savings are becoming increasingly popular, such as saving in real estate, valuables, and similar.

¹⁵¹ Babovic et al. "Rodne nejednakosti u Republici Srpskoj iz perspektive životnih tokova" [Gender Inequalities in RS from the Perspective of Life Courses]. Banja Luka: RSGC, 2016. Available at: <https://www.secons.net/files/publications/53-Rodne%20nejednakosti%20u%20Republici%20Srpskoj%20iz%20perspektive%20%C5%BEivotnih%20tokova.pdf>

¹⁵² Babovic et al. "Rodne nejednakosti u Republici Srpskoj iz perspektive životnih tokova" [Gender Inequalities in RS from the Perspective of Life Courses]. Banja Luka: RSGC, 2016. Available at: <https://www.secons.net/files/publications/53-Rodne%20nejednakosti%20u%20Republici%20Srpskoj%20iz%20perspektive%20%C5%BEivotnih%20tokova.pdf>

¹⁵³ The World Bank, The Global Financial Inclusion Data/Global Findex -Bosnia and Herzegovina, 2018. Available at: <http://datatopics.worldbank.org/financialinclusion/country/bosnia-and-herzegovina>

Exhibit 21. Financial inclusion indicators



Source: The World Bank, *The Global Financial Inclusion Data/Global Findex -Bosnia and Herzegovina, 2018*. Available at: <http://datatopics.worldbank.org/financialinclusion/country/bosnia-and-herzegovina>

When the focus is shifted from individuals to companies, compared to 2015, financing becomes more difficult for micro, small, and medium-sized enterprises, especially for female-led entities.¹⁵⁴

Analysis question 3

Finding 54: Women’s leadership in large enterprises is extremely low, while women tend to lead and own smaller enterprises.

The latest available data from the World Bank Enterprise Survey is from 2013, while other newer sources are not available for the largest enterprises. Looking into the changes between 2009 and 2013, the percentage of companies with a female top manager among large enterprises (100+ employees) in BiH decreased from 9.3% in 2009 to 6.1% in 2013 – the regional leader in former Yugoslavia is Serbia with 31% of large companies led by women as top managers.¹⁵⁵ Overall, women held top manager positions in 24.1% of companies of any size in BiH in 2013, second-highest in former Yugoslavia after Northern Macedonia.¹⁵⁶ A recent ILO study finds that women are more likely to be managers in smaller companies.¹⁵⁷ This is confirmed in a more recent World Bank study on non-large enterprises.

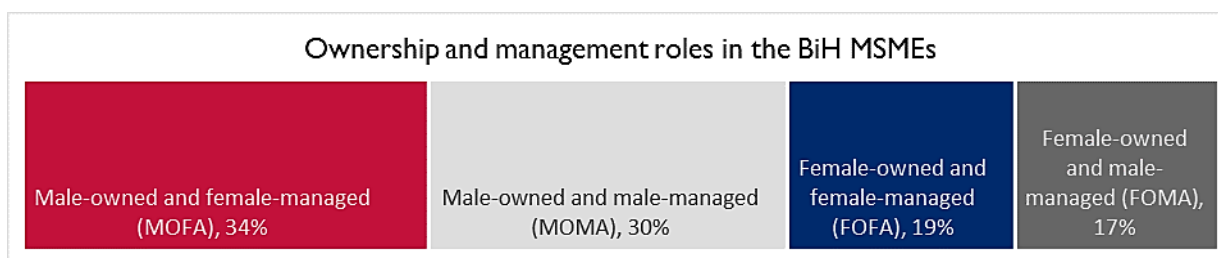
¹⁵⁴ The World Bank Group, “Access to Finance for Micro, Small, and Medium-Sized Enterprises in Bosnia and Herzegovina with a Focus on Gender.” Washington: The World Bank Group, 2018. Available at: <http://documents.worldbank.org/curated/en/575941521232862413/pdf/124353-REVISED-BiH-Access-to-Finance-Gender-Full-Report-FINAL-formatted.pdf>

¹⁵⁵ The World Bank Group, “Enterprise Surveys” database, 2019. Available at: <https://www.enterprisesurveys.org/Custom-Query#Economies>.

¹⁵⁶ International Labor Organization, “Women in Business and Management: Gaining Momentum in Eastern Europe and Central Asia,” 2018. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---act_emp/documents/publication/wcms_624225.pdf

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Exhibit 22. Ownership and management roles in the BiH micro, small, and medium-sized enterprises



Source: The World Bank Group, “Access to Finance for Micro, Small, and Medium-Sized Enterprises in Bosnia and Herzegovina with a Focus on Gender.” Washington: The World Bank Group, 2018.

According to this World Bank research, among female-led micro, small, and medium-sized enterprises (MSMEs), most are in fact microenterprises, recently established (40 percent of those are less than 6 years old), most are sole-proprietorships (90 percent), located in the services sector (92 percent), and with lower value-added and level of assets compared to male-led firms.¹⁵⁸ Slightly more micro, small, and medium-sized enterprises (MSMEs) in BiH are female-managed (53%), but two thirds of MSMEs are male-owned (64%). This data was not available in 2016, when the previous Gender Analysis was conducted.

In the RS, based on interview data, 21% of farms were registered to women in 2017, compared to 14% in 2015. Comparable data is not available for the FBiH.

Government business statistics are fragmented and do not include sufficient detail and disaggregation to enable a coherent analysis of all registered business entities. For example, the HJPC Registry of Business Entities¹⁵⁹ does not include searchable data on ownership and management, and disaggregation of data by gender is also not available.

Analysis question 4

Finding 55: Women’s low participation in the labor market, violations of labor rights, gender-based discrimination in employment, and low access to childcare are underfunded.

Government programs and international development assistance do not approach women’s low participation in the labor market in a strategic manner and business incentives often not only disregard the business ethics, but are also blind to violations of labor rights, including gender-based discrimination, as well as structural obstacles such as low access to childcare services.

Through its Employment Support Program, the World Bank supports public employment services (PES) in the country by financing their active labor market programs, strengthening job intermediation function

¹⁵⁸ The World Bank Group, “Access to Finance for Micro, Small, and Medium-Sized Enterprises in Bosnia and Herzegovina with a Focus on Gender.” Washington: The World Bank Group, 2018. Available at: <http://documents.worldbank.org/curated/en/575941521232862413/pdf/124353-REVISED-BiH-Access-to-Finance-Gender-Full-Report-FINAL-formatted.pdf>

¹⁵⁹ <https://bizreg.pravosudje.ba/pls/apex/f?p=183:20:3061617293435248>

of those services, and improving their M&E practices.¹⁶⁰ PES are continuously supported in implementing active employment measures. However, there is no evidence at all that PES condition wage subsidies upon employers' clean records in terms of labor rights, gender-based or other discrimination. There seems to be no communication between PES and labor inspections, Ombudsperson for Human Rights, or the judiciary.

The USAID Workforce and Higher Access to Markets Activity (WHAM 2017-2020) provides financial grants and support to private sector entities in BiH to improve their workforce, to increase their market access, to improve product quality and use of new technologies.¹⁶¹ WHAM plans to create 1,500 new jobs in wood processing, metal works, and textiles industries, while one-third of new jobs should benefit women. However, most of the jobs created with WHAM support that employed women up to 2019 are in textile industry, one of the least developed and most underpaid industries, where women constitute the bulk of the workforce.¹⁶² The situation is possibly equally worrying in metal- and wood-processing industries, where most of the workforce are men. However, WHAM, in its grant eligibility criteria, does not include any labor-rights-related criteria. For example, there are no procedures initiated by labor inspections, and no court rulings regarding violations of labor rights in recent years.

Furthermore, women's inactivity rates in the labor market cannot be addressed solely by active employment measures, without addressing the prevailing cultural norms and stereotypes regarding women's and men's roles in private life and employment, and more specifically, without addressing low access to childcare services, men's reluctance to take over a part of the burden in private life, and employers' discriminatory treatment of women due to pregnancies, family life, and other life circumstances that differ between men and women.

Finding 60: Property ownership has received little focus from international development assistance projects and public authorities, with some exceptions.

The RS GC and Ministry of Agriculture have long been the sole examples of good practices in terms of measures to increase ownership of farms, land and other property among women.¹⁶³ The measures introduced by the RS authorities resulted in increased land and farm ownership among women. However, other public authorities in BiH have not followed this good practice.

Within the CILAP Project, geodetic institutes implemented promotional activities to encourage registration of titles to both women and men by distributing leaflets. Furthermore, the Project managed to negotiate discounts from notaries in the RS to ensure that property registration costs equally if couples

¹⁶⁰ Ovadiya, Mirey. 2019. *Disclosable Version of the ISR - Bosnia and Herzegovina Employment Support Program - PI52347 - Sequence No: 04 (English)*. Washington, D.C.: World Bank Group.
<http://documents.worldbank.org/curated/en/915301561735618707/Disclosable-Version-of-the-ISR-Bosnia-and-Herzegovina-Employment-Support-Program-PI52347-Sequence-No-04>.

¹⁶¹ www.whambih.org

¹⁶² Dedic, Midhat, "Tekstilna industrija u BiH: Kata ce radnici dobiti plate dostojne covjeka?" [Textile Industry in BiH: When will the workers get salaries worthy of a human being]. Sarajevo: Aljazeera Balkans, November 28, 2018. Available at: <http://balkans.aljazeera.net/vijesti/tekstilna-industrija-u-bih-kada-ce-radnici-dobiti-plate-dostojne-covjeka>.

¹⁶³ See previous Gender Analysis.

register their property to one or both partners. Furthermore, CILAP established and supported networks of women employed in geodetic institutes in the RS and FBiH. The harmonization of data in land registries and cadasters will improve the availability of gender-disaggregated property statistics. CILAP project is complementary to the World Bank Real Estate Registration Project implemented with the Ministry of Finance and Treasury of BiH.¹⁶⁴

Finding 61: Gender-responsive budgeting on the budget revenues side is insufficiently supported.

UN Women work on Gender-Responsive Governance, which GRB is an integral part of. Since the previous Gender Analysis, UN Women focused mostly on the capacities of gender institutional mechanisms and several ministries that normally cooperate well with the gender institutional mechanisms. In the coming period, UN Women will shift focus more on the ministries of finance and other ministries crucial for economic development. These ministries have in the past received substantive investments from international development agencies in order to launch GRB, including through regulatory advancements, but significant staff turnover and lack of donor interest contributed to decaying standards and diminishing awareness. However, UN Women's attention to GRB also focuses almost exclusively on the public expenditures side – levels of budget expenditure for gender equality and women's empowerment, levels of gender mainstreaming or data on men and women who benefitted from different budget lines at different budget levels.

USAID Fiscal Sector Reform Activity in Bosnia and Herzegovina (USAID FAR) is a 5-year project ending in 2019, which worked with tax authorities in the entities and BD BiH to “increase tax compliance, simplify the business regulatory environment, and strengthen the fiscal regulatory framework.”¹⁶⁵ Furthermore, USAID FAR introduced a web-based budget planning application that includes an option to mark if a budget claim from a government unit has a gender-sensitive component.

More importantly, USAID FAR introduced microsimulation modeling capacities and practice into the entity ministries of finance.¹⁶⁶ According to the inputs received from USAID FAR, microsimulation modeling is used to estimate the effects of current fiscal policies, as well as planned changes to the fiscal policies. The skill sets which USAID FAR managed to introduce into the ministries of finance are mostly at the level of static modeling for analyzing the effects of personal income tax and social security contributions, while dynamic modeling is increasingly important, and allows policy-makers to estimate effects of changing demographic basis or of the behavioral changes. According to USAID FAR: “By extending the set of data for gender, we can adjust above mentioned existing models to simulate fiscal

¹⁶⁴ Bourguignon-Roger, Camille. 2019. *Disclosable Version of the ISR - REAL ESTATE REGISTRATION PROJECT - PI28950 - Sequence No: 13 (English)*. Washington, D.C.: World Bank Group. <http://documents.worldbank.org/curated/en/374061561730151905/Disclosable-Version-of-the-ISR-REAL-ESTATE-REGISTRATION-PROJECT-PI28950-Sequence-No-13>

¹⁶⁵ USAID Fiscal Sector Reform Activity in Bosnia and Herzegovina, “Fact Sheet,” no date. Available at: http://www.usaidfarproject.ba/app/en/Download/fs_eng.pdf.

¹⁶⁶ USAID MEASURE/BiH, “The Whole-Of-Project Evaluation of USAID/BiH Project 2.2: Improved Economic Aspects of Governance Relevant to Business Activity.” Sarajevo: USAID MEASURE-BiH, 2018. Available at: <http://www.measurebih.com/uimages/Final20Draft20WOPE20Evaluation20Report2C20revised.pdf>.

policy impact analysis separately for women, men and the younger population. A similar impact analysis can be made for the part of social benefits as well, where we can measure changes in social policy.”¹⁶⁷ Microsimulation modeling to account for differential effects of taxes on men and women is highly relevant to improve the evidence basis for any planned changes in fiscal policies.

The opinion of the European Commission about the BiH Program of Economic Reforms signifies why stronger evidence basis is important in planning for tax reform and estimating its fiscal effects, while the BiH ERP does not address these issues sufficiently.¹⁶⁸ Therefore, fiscal authorities need a stronger evidence base for sound taxation policies. Nevertheless, having capacities to use microsimulation modeling for gender responsive governance does not equate to commitment and dedication to do so. This commitment will not occur until the civil society organizations, public finance expert community, political parties, media and gender equality institutions take ownership of public finance reforms.

Conclusions and Recommendations

Conclusions

Conclusion 10: Key gender gaps remain in implementation of labor-related legislation and legal protections from discrimination and violence, as well as meaningful gender mainstreaming initiatives in the ministries of finance and other fiscal authorities, including in impact assessment of taxation changes on men and women.

Since 2016, the country legal framework has remained equally satisfactory, while its implementation is still at a very low level when it comes to protection of labor rights, protection of women from labor-related gender-based discrimination and violence, despite the fact that most discrimination cases processed in BiH courts are labor-related. Labor inspections and public employment services seem the least capable to meet their purpose. Related to gender mainstreaming in public policies, this is moderately applied in documents, such as employment strategies, although at a very superficial level even in these documents. Gender mainstreaming in economic reforms is formalistic, the key fiscal authorities lack capacities and commitment to implement gender-responsive budgeting techniques meaningfully, while the revenue side of fiscal policies is entirely unexplored by international development agencies and public authorities implementing GRB initiatives.

Conclusion 11: Low activity of women in the labor market remains the single most influential factor, along with the low percentage of property ownership, and the glass ceiling in the most profitable companies in BiH, as well the strengthening gender stereotypes about gender roles in private and public life, continue to contribute to women’s poverty and exclusion. BiH working age population is shrinking, including the labor force, while women’s activity rates have even slightly decreased – two in three women of working age continue to be inactive. Government authorities have not undertaken significant efforts to increase availability of childcare services across the

¹⁶⁷ Note on microsimulation modelling and the gender perspective, received from USAID FAR, July 30, 2019.

¹⁶⁸ European Commission, Economic Reform Program of Bosnia and Herzegovina: Commission Assessment. Brussels: European Commission, 2019. Available at: https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/bosnia_and_herzegovina_2019-2021_erp.pdf.

country or to offer tailored re-education for women who have in most cases been inactive for long-term. Another significant trend in the labor market is emigration, which the authorities in BiH are ignoring in labor market analyses. At the same time, women are very rarely leaders in the largest BiH companies compared to other countries in the region, although they very often lead micro enterprises, and they (co)own only around a third of the properties in BiH.

Conclusion 12: Despite some successes achieved in the past, international donor assistance to BiH authorities in gender mainstreaming and gender responsive budgeting has not resulted in sustainable substantive application of gender equality principles, but rather in a formal “tick-the-box” approach, while progress achieved in property ownership registries and microsimulation modeling by fiscal authorities offers important opportunities for advancement of gender-responsive governance. Effects of economic development and fiscal policies are still not assessed by default despite formal requirements, while more advanced microsimulations have only recently been introduced to the ministries of finance and have not yet been adapted for simulation of effects of personal income tax and social security contributions on women and men. Nevertheless, these new skill sets, provided they are not lost over time, provide an opportunity for advancement of gender responsive budgeting. Also, property registries in the FBiH and RS will, in the near future, be improved to permit gender analysis of property information, and finally make possible to tailor specific measures to improve registering property more often to women than is currently the case. Unfortunately, international development agencies’ grants to private enterprises are rarely conditioned with absence of violations of labor rights or any form of discrimination, so these funds may in fact contribute to larger gender gaps and inequalities.

Recommendations

Recommendation 10: USAID should consider developing a set of longer-term activities aiming to improve implementation of labor regulation, increase women’s activity, and decrease discrimination in the labor market with the application of a unified theory of change. On the governance side, USAID could support enforcement of new labor regulation through more proactive engagement of labor inspections in women-dominated, low-paid market activities, such as textiles industry and sales, and promotion of parental leave among fathers in the private sector. These activities would need to address the opportunities for re-education and (self-)employment for women who have been inactive in the labor market for a longer period of time, the availability of child-caring services in targeted areas, awareness-raising about harmful gender stereotypes, awareness-raising about labor rights and anti-discrimination provisions, as well as steps and needs in registering a business. An even more tailored approach is needed in order to target Roma women who are practically entirely excluded from the formal labor market. USAID should mandate its support to small enterprises with basic gender equality principles, such as assessment of satisfaction among workers, absence of labor-related discrimination cases and labor-rights violations, and levels of wages.

Recommendation 11: In any future public finance support, USAID should consider integrating gender-responsive budgeting capacities, especially on the public revenue side of budgets, which seems to be a gap in existing interventions, as well as in gender impact assessment in economic policies in general. USAID FAR has developed a sound basis for application of microsimulation modeling in fiscal decision-making, which bears relevance for gender impact assessment

and estimation of potential effects of planned tax reforms. Sounder evidence based in tax reforms seems to be expected in the European integration processes as well. Furthermore, economic development and reform programs supported through any USAID activity should include a strong gender-mainstreaming component that goes beyond minimum requirements.

APPENDICES

Appendix I - Literature

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Appendix 2 – Interview Protocol

GENDER ANALYSIS INTERVIEW INSTRUCTIONS

The interview guidelines are intended to serve as semi-structured guides for conversations with key stakeholders. Do not read the questions or sub-questions verbatim. Instead, adapt the wording to match the phrasing used by the respondent and ask only those questions which have not been addressed previously during the interview. Take notes of key terms or phrases used by the respondents that may help in coding the interview data. Ask for clarification and definitions as needed.

Familiarize yourself with the interview protocol guidelines in advance of your meeting. Skip questions that are not relevant, given the particular characteristics of the respondent. Highlight the questions you will prioritize if the respondent's time is limited. Be respectful of the respondent's time and keep the interview to the agreed length of time. Follow up by phone or email for more information as needed.

In addition:

- Take notes during the discussion. To ensure accuracy of reporting of what is discussed during the interview, record the session.
- As necessary, tailor all questions to fit the particular stakeholders.
- The Analysis Team will ensure that the information shared through these interviews remain strictly confidential.

INTRODUCTION

My name is <state your name>, and these are my colleagues <state the names of other team members present, if any>. We are the team of researchers working for the MEASURE-BiH.

First of all, we want to thank you for setting aside the time for this conversation. As you know, USAID/BiH has tasked MEASURE-BiH with conducting the Gender Analysis of Bosnia and Herzegovina. As part of the analysis, we will conduct semi-structured interviews with around 25 stakeholders familiar with gender-related topics (including USAID/BiH, relevant government institutions, international organizations, local NGOs, and individual experts). Therefore, your views and opinions are profoundly important for this analysis.

Through these KIs, we are looking to gain the in-depth insights into the status of men and women in BiH throughout various fields of social life, including education, employment, judiciary, politics, reconciliation, civic participation, and the like. The information you provide will be used in combination with information provided from other stakeholders. Your comments are confidential and you will not be identified by name in any report.

<NAME> will be taking notes while we talk. With your permission, we would also like to record this session. The reason why we are recording is that it is quite hard to actively participate in a conversation and take notes at the same time. Another reason is that we want to analyze the interviews using objective methods, and avoid any bias related to quality of notes and the capacity of interviewers' memory. Do we have your permission to begin recording?

Please do not hesitate to mention anything that you find important, and we miss to ask about it.

Do you have any questions before we start?

I. Which key policies regulating the following programmatic areas [a), b) or c)] are problematic from the gender equality perspective?

- a) political life and governance, political parties, media, and civil society
- b) justice, security, political and gendered violence, radicalization, reconciliation
- c) education, both basic and university
- d) labor, taxation, property.

ELABORATION: This may mean that these policies include explicit favoritism towards men or women (which does not refer to proportionate affirmative measures), or implicit bias, such as enabling a seemingly equal playing field, albeit one in which one gender is at a disadvantage due to the gender roles traditionally practiced in the society. Policies may also be gender-blind, and require gender-mainstreaming, through affirmative measures, allocation of additional responsibilities, reallocation of budgets, or change in the wording, and similar. We ask you to consider if the main laws, bylaws, strategies, action plans, rulebooks which are relevant to your work need gender mainstreaming, update, adaptation, or some similar kind of intervention.

After this policy level, we would now like to discuss a more practical level.

2. Are there differences between men and women in the influence over decisions in those programmatic areas you work in? Sub-questions:

- For example, if a man and a woman are equal members of a decision-making body in the _____, do they still have different capacities, opportunities and power to influence important decisions?
- Has there been any improvement in this regard that you have experienced or noticed in the last four years?

3. To what extent are key resources and services in the sector of _____ differently accessible to and controlled by men and women? Sub-questions:

- Have you recognized any gender issues or differences in access to basic education? Is the basic education nurturing gender equality?
- Is professional education equally accessible to and used by men and women in the _____?
- What do you see as the most profitable profession for a person with _____ background? Do men and women with _____ background typically choose different paths? If yes, why?
- Do men and women have equal opportunities in attaining high-ranking positions in the _____? Are there gender differences in the number of applicants? If yes, why?
- Are there differences in the number of women and men who use/access services/incentives? Are there implicit causes of differences, in case they exist?
- Which subgroups of men and which subgroups of women face the greatest obstacles in using/accessing services/incentives?
- Do you think the situation regarding women's and men's equal access and control over key resources and services is improving or worsening in the last four years? Why?

4. Which cultural norms and beliefs influence the behavior of men and women in your sector? Sub-questions:

- For example, women are sometimes referred to as the "weaker sex", or "soft-hearted" in our society. Does education have any impact on such views or do such views affect their education choices? How do such views influence women and men chances of working as _____? Are there enough women applicants for such posts?
- For example, in some parts of our society, women are expected to care for children and elderly, rather than men. Does that have implications on how men and women working in the _____ distribute their time at work, how efficient they are in fulfilling their tasks, or how easily they get promoted?
- Are there typical posts women take on in the _____? Or typical specializations _____?
- Is there a historical trend of improvement in regards to overcoming traditional norms in BiH?

5. Considering the above, what do you see as the major gender issues and/or gaps in your programmatic area?

Now thinking in terms of the future

6. Which specific changes need to occur and how do you see the USAID's role in those changes?
7. Are there any programs that you know of that provide especially strong examples of good practices?
8. In your opinion, are there emerging gender issues?
9. Is there any data, research, or other materials that you would like to share with us about what we just discussed?

Appendix 3 – List of key informants

No.	Institution	Sub-theme	Category	Location
1.	UN Women	All areas	International	Sarajevo
3.	ODIHR	All areas	International	Warsaw
4.	OSCE	Political participation		
4.	BiH Gender Equality Agency	All areas	Government	Sarajevo
5.	Gender Center of FBiH	All areas	Government	Sarajevo
6.	RS Gender Center	All areas	Government	Banja Luka
7.	USAID CCPI	Political Parties	USAID Activities	Sarajevo
8.	Woman politician 1	Political parties	Women politicians	Sarajevo
9.	Woman politician 2	Political parties	Women politicians	Mostar
11.	Foundation of Local Democracy, Sarajevo	Gender-based violence	Activists	Sarajevo
12.	Zena BiH, Mostar	Gender-based violence	Activists	Mostar
12.	Centar za mlade Kwart, Prijedor	Reconciliation, radicalization	Activists	Prijedor
13.	Atlantic Initiative	Radicalization; Gender-based violence	Academics	Sarajevo
14.	USAID School at the Heart of Community	Education	USAID Activities	Sarajevo
15.	ENABLE-BiH	Education (STEM)	USAID Activities	Sarajevo

16.	USAID RCME	Reconciliation and Education	USAID Activity	Sarajevo
17.	APOSO	Education	Government	Mostar
18.	Intera Technological Park	Education (STEM)	International	Mostar
19.	UNICEF	Education (STEM)	International	Sarajevo
20.	USAID WHAM	Labor market	USAID Activity	Sarajevo
21.	USAID Fiscal Sector Reform Activity	Gender-responsive budgeting	USAID Activity	Sarajevo
23.	CILAP Project	Property ownership	International	Sarajevo/ Banja Luka
24.	The Institution of Human Rights Ombudsmen of BiH	Discrimination	Government	Sarajevo/ Banja Luka
25.	Westminster Foundation for Democracy	Political participation; Labor rights	International	Sarajevo

Appendix 4 – Survey of USAID/BiH Implementing Partners

GENDER ANALYSIS ACTIVITY SURVEY

This survey is designed to explore lessons learnt in gender integration in specific areas of USAID/BiH Activities. The intention is not to assess how well the USAID/BiH Activities are meeting the requirements of the ADS 205. Rather, the survey ought to highlight those gender gaps which the Implementing Partners have observed in preparation or in implementation of the Activity, and the types of data on gender issues that they are in possession of or have a need for.

The Survey should be distributed before the KIs so that the identified gaps and data could be further explored with key informants.

INTRODUCTION

We are a team of researchers working for the USAID MEASURE-BiH. We want to thank you for setting aside the time for this survey. As you know, USAID/BiH has tasked MEASURE-BiH with updating the Gender Analysis for Bosnia and Herzegovina, in those areas key to the USAID/BiH interventions. We are conducting semi-structured interviews with several new Activities, while the remaining Implementing Partners have a chance to influence the analysis through this survey. The intention of the survey is not to assess how well the USAID/BiH Activities are meeting the requirements of the ADS 205. Rather, the survey seeks to collect information about gender gaps which the Implementing Partners have observed in preparation or in implementation of Activities, and the types of data on gender issues that they are in possession of or have a need for. Therefore, your views and opinions are profoundly important for this analysis.

In your responses, please focus specifically on the programmatic area which your Activity covers, unless stated differently. All questions need to be answered in order to progress to the next step, but “Do not know” is available whenever meaningful. You can go back in the survey in case you have more to add to a previous question. However, once you press “Submit”, you will no longer be able to access the survey. A number of questions are open-ended in order to allow you to express the issues in your own terms.

QUESTIONS

PAGE 1 – In the programmatic area of your Activity

1. Which laws, policies, regulations and institutional practices regulating your programmatic area do you find problematic from a gender equality perspective? Please explain why. (open-ended, limited to 1000 characters)

2. Have laws, policies, regulations and institutional practices regulating your programmatic area been improved in the past few years from the gender equality perspective (e.g. have they included gender-sensitive language, prescribed equal participation and/or treatment of women and men, etc.)? If yes, please explain which ones and how. (open-ended, limited to 1000 characters)

3. Which cultural norms and beliefs influence the behavior of men and women in your programmatic area and how? Have you noticed any significant changes occurring in the past four years? (open-ended, limited to 1000 characters)

4. Which roles and responsibilities do women and men usually take on in the institutions or organizations your Activity works with? Have you noticed any significant changes occurring in the past four years? (open-ended, limited to 1000 characters)

PAGE II – In the organizations/institutions your Activity works with

5. When thinking about organizations/institutions your Activity works with, do men and women HAVE equal access to opportunities for:

	Yes	No	Do not know
5.1 attaining high-ranking positions			
5.2 attending professional education			

6. When thinking about organizations/institutions your Activity works with, do men and women USE equal opportunities for:

	Yes	No	Do not know
6.1 attaining high-ranking positions			
6.2 benefitting from professional education			

PAGE III – Direct services/incentives to end-beneficiaries

7. Does your Activity provide any type of direct services or incentives to end beneficiaries? (Yes/No) > IF YES, PAGE IV, IF NO, PAGE V

PAGE IV – Direct services/incentives to end-beneficiaries (If 6 = Yes)

7.1. Please briefly describe the direct service/incentive. (open-ended, limited to 500 characters)

7.2 Are there differences in the number of women and men who use/access services/incentives? (1. Yes, men use them significantly more; 2. Yes, men use them somewhat more; 3. No difference; 4. Yes, women use them somewhat more; 5. Yes, women use them significantly more)

7.3. Which sub-groups of men, and which subgroups of women encounter the greatest obstacles in using/accessing your direct services/incentives? (open-ended, limited to 500 characters)

PAGE V – Gender gaps and gender issues

8. Now, speaking in general terms, what do you see as the major gender issue and/or gap in your programmatic area? (open-ended, limited to 1000 characters)

9. To what extent has this gender issue or gap influenced your capacity to achieve any of your objectives? (1 – not at all, 2 - somewhat, 3 – significantly)

10. Did/do your programmatic activities have a potential to reduce this gender gap/alleviate the issue? (Yes, No, Do not know)

11. Which qualitative or quantitative data did/does your Activity need to better understand or address the mentioned gender gap or issue?

PAGE VI - Opportunities

12. How and by whom are these issues being addressed now (if they are being addressed, both within USAID Activities and beyond)? (open-ended, limited to 500 characters)

13. Can you list any programs that provide especially good practices in addressing the gender gap or issue? (open-ended, limited to 500 characters)

PAGE VII – Emerging gender equality issues

14. Please list any emerging gender equality or women's empowerment issues in your or any other programmatic areas. (open-ended)

PAGE VIII – About your Activity

15. Please list the full name of your Activity (open-ended, 500 characters)

16. Please indicate your gender (Male, Female, Do not conform, Refuse to answer)

PAGE IX – Last page

17. In the end, please upload or link any data, qualitative or quantitative, to substantiate any of the answers above. This can include links to external reports or uploads of excel sheets and word documents with relevant data. Please do not upload any large-size documents, your regular progress reports, plans, or any confidential information.

Appendix 5 – List of online survey respondents

No.	Name of the Activity	Implementing Partner (IP)
1.	The Anti-Corruption Civic Organizations' Unified Network (ACCOUNT)	Center for Media Development and Analysis (CRMA)
3.	Fostering Agricultural Markets Activity II (FARMA II)	Cardno Emerging Markets
4.	The Independent Media Empowerment Program (IMEP)	The Center for Civil Society Promotion (CCSP)
4.	Marginalized Populations Support Program in Bosnia And Herzegovina	Institute for Youth Development KULT
5.	Pro-Future II: Trust, Understanding, And Responsibility For The Future	Catholic Relief Services (CRS)
6.	Financial Reform Agenda Activity (FINRA)	Financial Markets International, Inc. (FMI)
7.	Justice Activity	Millennium DPI Partners LLC
8.	Societal Transformation and Reconciliation (STaR)	Karuna Center for Peacebuilding
9.*	N/A	N/A

*One IP wanted to stay anonymous.

**MONITORING AND EVALUATION
SUPPORT ACTIVITY-BiH (MEASURE-BiH)**

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