

# USAID/Bosnia-Herzegovina Gender Assessment

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## **The Women in Development (WID) IQC**

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DevTech Systems, Inc. • Juarez and Associates, Inc. • Management Systems International/The Futures  
Group

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## LIST OF ACRONYMS

ADS	Automated Directive System
BiH	Bosnia and Herzegovina
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEELI	Central and Eastern European Law Initiative
CIDA	Canadian International Development Agency
CSP	Country Strategy Plan
CTO	Cognizant Technical Officer
DPA	Dayton Peace Accord
EC	European Commission
EU	European Union
FBI	Federation Bosnia-Herzegovina
GEL	Gender Equity Law
GDP	Gross Domestic Product
IDP	Internally Displaced Person
IFES	International Foundation for Election Systems
IOM	International Organization for Migration
IQC	Indefinite Quantity Contract
IR	Intermediate Result
IRI	International Republican Institute
LAMP	Linking Agriculture Markets to Producers
LSMS	Living Standard Measurement Survey
MDG	Millennium Development Goals
MDR	Millennium Development Report
NDI	National Democratic Institute
OHCHR	Office of the High Commission for Human Rights
OHR	Office of the High Representative
OSCE	Organization for Security and Cooperation in Europe
OSI	Open Society Institute
PRSP	Poverty Reduction Strategy Paper
RFP	Request for Proposals
SAA	Strategic Assessment Areas
SIDA	Swedish International Development Agency
SME	Small and Medium Enterprises
SO	Strategic Objective
SOW	Scope of Work
STTA&T	Short-term Technical Assistance and Training
RS	Republic of Srpska
UNDP	United Nations Development Agency
USAID	United States Agency for International Development
WID	Women in Development

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The field research for this assessment took place during the Mission's country strategic planning process – a time-consuming and often difficult process and one undoubtedly complicated by our arrival. Yet, the team found that the Mission staff took the time to make themselves available to meet with us - testimony in itself to the high priority the Mission accords to gender.

Finally, the WID office in Washington, D.C. provided the funding that made the assessment possible. This assessment was conducted through the WID IQC Task Order 1, Short-Term Technical Assistance and Training Support. DevTech Systems, Inc. serves as the prime on this IQC and was responsible for arranging the contacts in the field and developing the scope of work (See attached Annex A). Virginia Lambert, Nancy Taggart and Renee Lambert were particularly helpful in preparing for the assessment and developing the scope of work. PACT is a sub to DevTech Systems on IQC. Angela McClain and Ana Bilik were helpful in preparing for the assessment and developing the taking care of the logistics. Much appreciation is owed to them. The field research for the assessment was conducted by Rebecca Sewall, an independent consultant specializing in gender-and-development issues and conflict analysis and resolution and Klelija Balta, of UNDP, an expert in gender from Sarajevo, Bosnia.

## EXECUTIVE SUMMARY

Developing a new country strategy requires that USAID Missions undertake a gender assessment. The Automated Directive System (ADS) states, “Analytical work performed in the planning and development of SOs and IRs must address at least two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of men and women. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them”

In preparing its new strategy, USAID/Bosnia requested a gender assessment. The assessment was carried out during two weeks in January and February 2005. It was based on a review of background materials, meetings with Mission staff, relevant donors, implementing partners and NGOs active in the area of gender equality. This report presents the findings of the assessment and includes key recommendations for the Mission to undertake to strengthen its gender mainstreaming efforts. The goal of the assessment is to outline key gender issues and constraints in Bosnia and Herzegovina to be addressed through existing or planned programming.

The politicization of women’s groups during the war and the prospect of EU integration have prompted significant advances towards gender equity in Bosnia and Herzegovina. The new Gender Equity Legislation and the extensive new gender machinery to implement it are among the most progressive gender mainstreaming bodies in all of Europe. The prospect of EU enlargement and the high visibility given to trafficking in persons, along with the naming of gender equality as one of three Millennium Development Goals have also helped to focus the attention of the donor community to promoting gender equality in Bosnia and Herzegovina. The moment is therefore ripe for promoting gender equality, and with few changes in its programming, USAID/Bosnia can play a dynamic role in this process.

There is consensus in identifying the key gender constraints in Bosnia and Herzegovina.<sup>1</sup> While poverty is a constraint inhibiting both men and women, women are constrained by their low levels of participation in political and economic decision-making, weak participation in the labor market, and their lack of access to the legal system, in general, and to protection of property rights, in particular. The structures for enforcing the new Gender Equity Law are not yet functioning effectively.

### Key Gender Constraints

- Women’s low levels of participation in political and economic decision-making
- Lack of implementation and enforcement of Gender Equity Law

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<sup>1</sup> With the exception of the issue of gender based violence (see Section III).

- Women’s low levels of labor force participation

This report identifies a number of ways the Mission can address these constraints by making slight and “doable” adjustments in its programming; these recommendations are listed in Section IV of the report. In addition, the report outlines areas where the Mission might consider developing new programs to better address these constraints in its revised strategy.

### **Major Programming Recommendations**

- Develop the institutional capacity of political parties to promote gender equity and move women to higher positions on the party lists
- Develop the leadership skills of women both within and outside the parties
- Work with electoral commissions to ensure compliance with Gender Equity Law
- Train legal professionals in gender equity legislation
- Promote legal rights awareness of Gender Equity Law
- Conduct gender analysis of the Labor Market Survey currently underway

The Mission shows a keen awareness of gender considerations and has made obvious efforts to enable an equitable gender balance in its programming. The Mission, however, lacks information about tools for gender mainstreaming and is not always able to document and highlight the good work on promoting gender equality it has already done. Inadequate sex-disaggregated data, for example, makes it difficult to document the numbers of women already participating in, or benefiting from Mission programs.

### **Recommended Actions for Institutional Gender Mainstreaming**

#### 1) Professionalize and expand the position of the Gender Focal Point

In addition to assisting in technical review panels, the Gender Focal Point could:

- Assist or serve as a technical resource in the program planning phase to develop programs that ensure a gender balance in terms of benefits and to ensure that Mission programs and activities are in compliance with the existing gender law.
- Develop the language in the preobligation requirements that could make constructive use of the ADS process to gender mainstream.
- Assist in developing the activity approval documents in accordance with ADS guidance.
- Assist in developing gender-sensitive indicators
- Support the position of the Representative for Gender Issues (see below).

#### 2) Train CTOs in gender analysis and gender mainstreaming

#### 3) Make use of resources available through the WID IQC

4) Provide training in gender analysis and gender mainstreaming for prospective partners

Gender mainstreaming goes well beyond ensuring that women and men participate equally in development programming. Gender mainstreaming demands that gender considerations be built into each step of the programming process-- from program design to assessing program outcomes. Successful gender mainstreaming therefore requires knowledge and expertise of the “when, where and how” to meaningfully address gender considerations at each point of intervention. While the ADS process outlines specific interventions to promote gender mainstreaming, the success of enterprise will ultimately depend on the knowledge and willingness of the Mission staff to consider gender within a broader program and institutional context. To this end, the final section of this report outlines ways the Mission can make more effective use of the ADS process to mainstream gender throughout its programming and initiatives. The recommendations are intended to provide a broad menu of options from which the Mission can select to improve its gender mainstreaming efforts.

## I. INTRODUCTION

In January 2005, the USAID Mission in Bosnia and Herzegovina requested the assistance of a team of gender experts to conduct a gender assessment under the Short-Term Technical Assistance and Training Support (STTA) Task Order, awarded to DevTech Systems, Inc. (GEW-1-01-01-00019) in preparation for the Mission Strategy. This report presents the findings of the assessment. The report identifies key gender constraints in Bosnia and Herzegovina and outlines ways current and future Mission programming can address these considerations and develop more efficient gender mainstreaming mechanisms.

The Mission was very much in the process of developing its new strategy while the assessment was undertaken. The Mission identified four Strategic Assessment Areas (SAAs): Economic Growth; Democracy and Governance; Energy and the Environment; and Trafficking and Vulnerable Children for analysis. Each SAA developed concept papers that were intended to guide the formulation of the Mission's new strategy in these areas. These papers and discussions with Mission staff serve as the basis of the Gender Assessment. The Mission was in the early stages of preparing its new Strategic Plan, and the new Strategic Objective (SO) configuration, and the corresponding Intermediate Results (IR) had not yet been developed.

The intent of this report therefore is not to analyze how current missions programs have addressed gender concerns, but more to identify ways to expand future Mission activities and address key gender considerations within the country.

In preparation for the assessment the team looked at Mission efforts towards achieving gender mainstreaming, reviewing a wide-range of USAID Mission and project documents including the Annual Report 2005 and the Congressional Budget Justification. Because the focus of the assessment was to assist in the development of the new strategy, attention was focused on the programs that were expected to continue or to be developed in the new strategy. The intention was to identify how programs could be expanded (within contractual constraints) or developed in the new strategy to better address key gender constraints in Bosnia and Herzegovina and promote gender equality in programming as well as to address gender asymmetries in the country as a whole.

The first section of this report outlines the national operating environment in which the USAID Mission programming takes place. The second section of this report outlines what other international donors are doing in terms of promoting gender equality and gender mainstreaming in the country. The third section identifies key gender constraints in each of the four Strategic Assessment Areas, and outlines how Mission programming can address them. The fourth section looks at the institutional mechanisms in place to promote gender mainstreaming and use of the ADS process within the Mission and makes recommendations on how to improve these efforts.

The operational environment with respect to gender is changing rapidly in Bosnia and Herzegovina particularly in light of the attention accorded to gender in the Stability Pact

and in the European Union (EU) accession process. The team met with a broad range of international “players” on women’s issues. Further, one team member, Klelija Balta, is the country’s premier gender expert, and the Gender Advisor for UNDP. Thus she could provide a snapshot of what the international community was doing in terms of gender activities. To gain insight into the activities of USAID with respect to gender, the team met with Office Chiefs; Michael Henning, John Soeng, Karen Stone and Merritt Broady and project managers, and with the Gender Focal Point, Zuebedia Kadic and future Gender Focal Point Elma Hadzimusovic. (See Annex B for a complete list of persons interviewed). The team also met with implementers of current programs to see how they were paying attention to gender balance in their activities and to identify areas where current programs could be expanded to better respond to gender constraints. To identify these gender constraints, the team met with local and national NGOs and women’s groups and a number of international organizations (See Annex E). To prepare for the assessment and to identify key data sources for use by Mission staff, the team reviewed a broad range of documents (both scholarly and popular) as well as state statistics and NGO reports (See Annexes C and F).

The team did not explore all of the Mission activities. Nor did it by any means meet with the entire range of implementers. It relied on program managers and project data for information on gender integration into these activities. It did not include extensive field visits or interviews with female beneficiaries. The report concentrates on those areas that are ripe for developing to respond to gender constraints, or through which efforts to gender mainstream can be improved. It also focuses on ways the ADS system might be used to result in more meaningful gender mainstreaming.

## **II. INCORPORATING GENDER IN USAID PROGRAMS**

In its current ADS, USAID has instituted specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The integration of gender considerations in development involves an understanding of the relationship between men and women in society, in terms of the roles they play, which are interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of the definition of this relationship are important in applying gender analysis to development – different and interdependent roles, and relations of power and access to resources between men and women.

**Gender** refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.”<sup>2</sup>

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<sup>2</sup>Development Assistance Committee (DAC) Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation. OECD: Paris. 1998.

From the point of view of development programming, the concern with gender integration focuses on **the impact of these relationships on program results**, and on **the impact of the program on the status of women**. The point is to look for the implications of any program or policy for men and women, and to incorporate the needs and experiences of women and men as an integral part of the design, implementation and monitoring.

Gender integration, or gender mainstreaming, usually – but not always – involves a focus on women because women almost always are in a subordinate position in society. USAID pays attention to gender not only because gender affects program results but also to promote gender equality and empowerment of women.

**Gender Integration** means taking account of both the differences and the inequalities between men and women in program planning, implementing, and assessing. Experience has shown that sustainable changes are not realized through activities focused on women alone.

**Gender Mainstreaming** is the term adopted by the 1995 Fourth World Conference on Women in Beijing to designate the methods and institutional arrangements for achieving gender equality. Gender mainstreaming goes beyond accounting for gender considerations in programs. Rather than regard gender issues as special interests to be taken up separately, gender mainstreaming is an approach that treats gender as a critical consideration in policy formulation, planning, evaluation, and decision-making procedures.

Like gender integration, gender mainstreaming refers to the practice of taking account of the differential roles of men and women and of the relationship and balance between them, but it also confronts the institutional structures that support this relationship. Gender mainstreaming involves the analysis of gender-based constraints and effects at all levels and the incorporation of this information into policy-making, decision-making, budgeting, and program design and implementation.

Basically the ADS requirements involve:

- Technical Analyses & Strategic Planning (ADS 203.4.11);
- Performance Monitoring Systems for SOs and Intermediate Results (ADS 201.3.4.13);
- Activity Design and Activity Approval Documents (ADS 201.3.6.3);
- Issuing RFPs (ADS 302.5.14) and RFAs (ADS 303.5.5b).

The present report deals with the first item, Technical Analyses and Strategic Planning. The ADS states, “gender analysis is a required component of technical analyses done for strategic planning and development of results frameworks.” The Gender Assessment is not a stand alone document. Gender integration means that gender analysis is a part of each sectoral assessment. This report is intended to provide the Mission with a baseline and reference document, a broad overview of the status of women in Bosnia and Herzegovina and key gender issues.

**Gender analysis** refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. An examination of gender differences and relations cannot be isolated from the broader social context.

Differential access to and control over resources (land, labor, capital, produce, tools, knowledge, institutions, social networks) is an essential component of the analysis, as is the comparative participation of men and women in the exercise of power and decision-making. Collection of sex-disaggregated quantitative and qualitative data provides the empirical foundation for assessing potential impact of gender relations on the program, and the relative benefits to men and women.

### **III. THE CONTEXT FOR ADDRESSING GENDER CONSTRAINTS IN BOSNIA AND HERZEGOVINA**

The moment is ripe for efforts to address gender inequalities in Bosnia and Herzegovina. Women’s groups, many of whom got their start during the war, have been successful in lobbying their government to initiate steps to promote gender equality in the country. These activities were bolstered by the demands for gender equity legislation and gender machinery that are requirements for membership in the Council of Europe. As a result, the country has enacted one of the most progressive gender equity laws in the region and a comprehensive and far reaching government system for gender integration.

The Gender Equity Law<sup>3</sup> was enacted in May 2003. The law covers the areas of: education; employment, work and access to all types of resources, social welfare, health care, sport and culture, public life, media, prohibition of violence, and statistical records. The law goes well beyond many of the laws produced in response to the accession process in the region, and defines indirect discrimination, defines and outlaws sexual harassment and defines gender-based violence.<sup>4</sup> Of particular importance, the law places the statutory obligation on the state and the private sector to take positive action to

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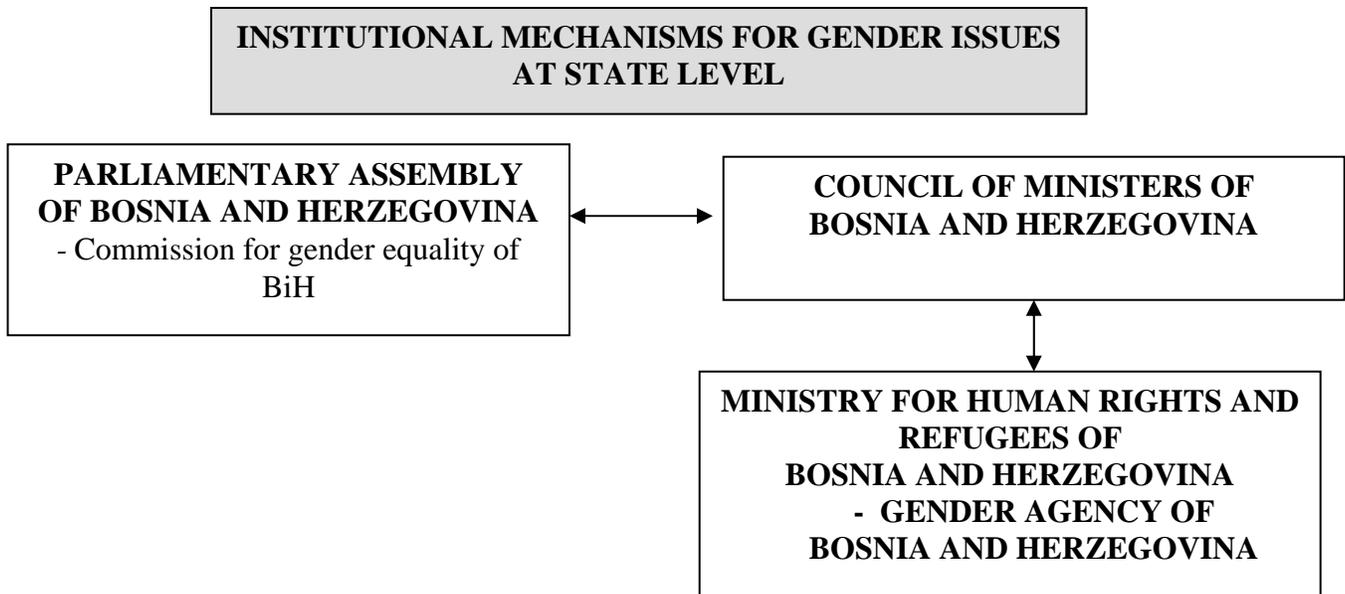
<sup>3</sup> Law on Gender Equality in Bosnia and Herzegovina. Official Gazette of Bosnia and Herzegovina, 2003.

<sup>4</sup> See Monitoring the European Union Accession Process: Equal Opportunities for Men and Women. (2002). Open Society Institute.

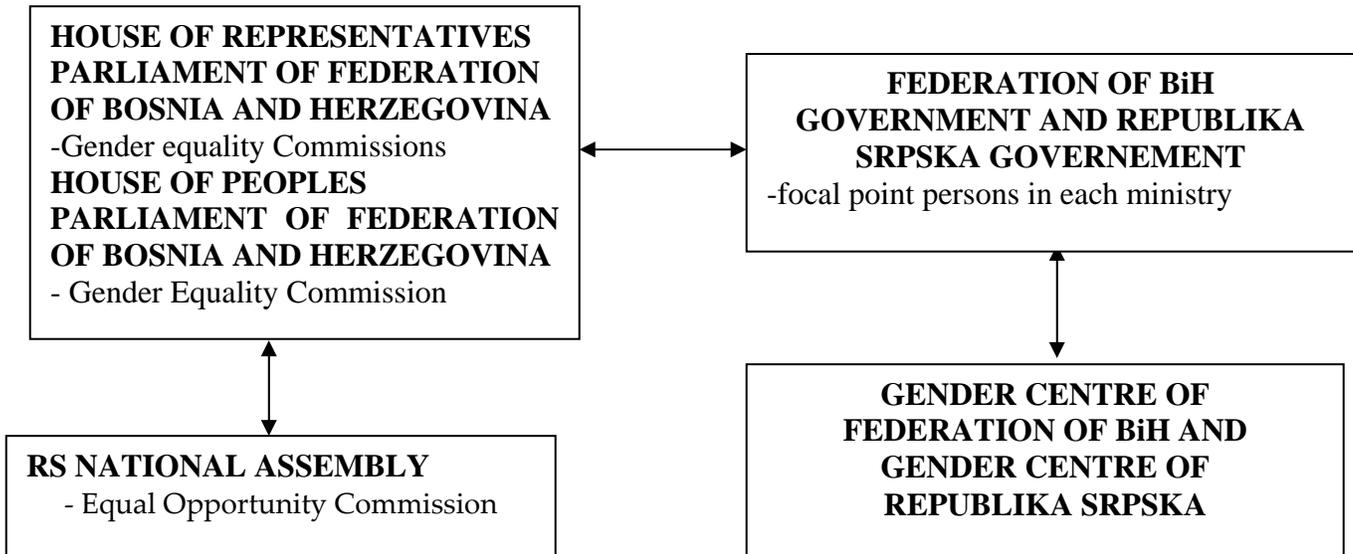
achieve gender balance in a number of areas. For example, in public life the law puts the statutory obligation on the state to take measures to improve the “gender representation” in all bodies of governance. In the media, it requires broadcasters to raise awareness on gender equality in their programming. In employment, it puts the onus on the employer to take effective measures to prevent harassment.

### **The Gender Machinery**

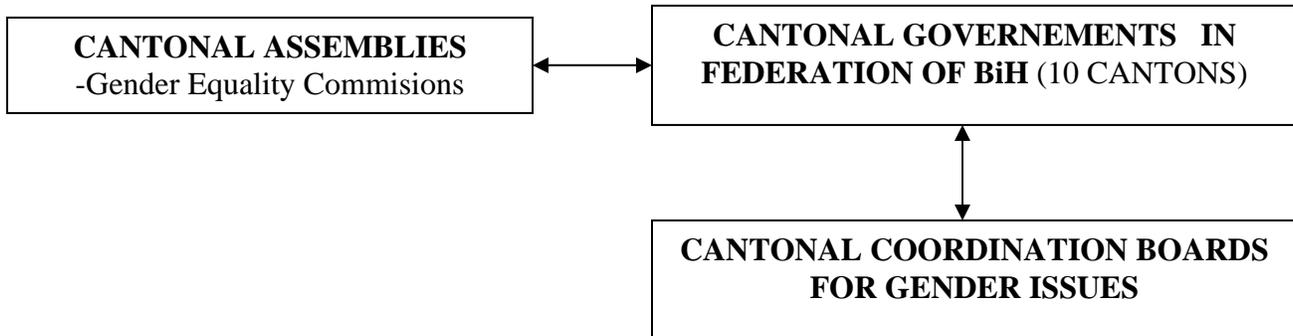
A vast network of gender machinery has been devised to promote this legislation and advance gender considerations within the country. The institutional mechanisms are displayed in the chart below.



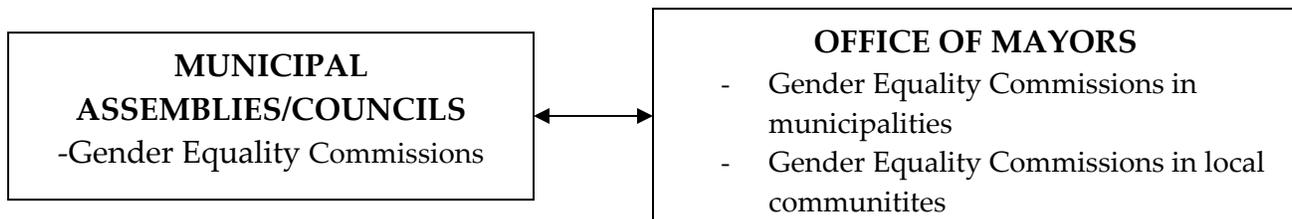
**INSTITUTIONAL MECHANISMS FOR GENDER ISSUES  
AT ENTITIES LEVEL**



**INSTITUTIONAL MECHANISMS FOR GENDER  
ISSUES AT CANTONAL LEVEL (FBiH)**



**INSTITUTIONAL MECHANISMS FOR GENDER  
ISSUES AT MUNICIPAL LEVEL (FBiH & RS)**



**The Gender Equality Commission** monitors and reports to the Assembly on issues of gender equality, reviews draft legislation for compliance with the Gender Equity Law, issues opinions to working bodies of the Assembly and to the Assembly and proposes concrete actions to address gender discrimination.

**The Gender Centre** monitors and examines the position of women and the implementation of their rights in local and international legislation, and coordinates with the Commission for Equal Opportunities. It prepares draft proposals for the harmonization of local legislation and promotes the state's gender action strategy.

**Local Gender Commissions** are entrusted with implementing the Gender Equity Law and the State plan for action according to the Beijing Document. They are also charged with implementing the PRSP and providing information to the public and administrative bodies on gender equity.

Bosnia and Herzegovina has also signed and ratified all relevant UN Conventions including, The Fourth World Conference for Women Platform for Action (the Beijing Platform 1995) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW 1981).

The move by the state to pass the gender equity law and to establish the gender machinery was prompted by a number of national and international dynamics that highlighted the need to address gender inequalities within Bosnia and Herzegovina. In order to meet the requirements of the Council of Europe and EU accession, the state must transpose existing EU law into their national legislation. The body of law that must be transposed, the *Acquis Communautaire* requires the equal treatment of men and women in the fields of employment and social security, and equal pay and a prohibition of discrimination on the grounds of sex. Similarly, the EU policy on gender equality and gender mainstreaming, as enshrined in the Amsterdam Treaty must also be "appreciated" in the accession countries. In addition, secondary EU law and "soft law" must also be

reflected, such that the commitment to gender equality goes beyond the areas of equal treatment and the prohibition of discrimination based on sex.

As part of its Global Millennium Development process, the UN has made “securing gender equality and the empowerment of women” one of its three priority goals in Bosnia and Herzegovina.<sup>5</sup> Attention to women and gender considerations figured in the Poverty Reduction Strategy Process PRSP to which an array of donors (including USAID) contributed. The UNDP Country Office in BiH has convened a number of workshops bringing NGOs that monitor the Millennium Development Goal on gender equality together with government representatives for constructive dialogue. In order to strengthen the institutional capacity of NGOs and the government officials to understand gender equality, a number of trainings and training of trainer programs, as well as public awareness campaigns, will be conducted.

The high visibility of the phenomenon of trafficking in persons (hereafter referred to as trafficking) has also brought government and international attention to gender considerations. Various national and international bodies are addressing the issue of trafficking and gender concerns including, the Stability Pact Gender Task Force, the BiH Anti-Trafficking Strike Force, the UN Office of the High Commission for Human Rights, the International Organization for Migration (IOM), and the RING Network.

### **Other Donor Activities to Promote Gender Equality**

There are a number of donors active in the field of gender equity in Bosnia and Herzegovina. The more active players in the gender equity community include:

#### **Canadian International Development Agency (CIDA)**

CIDA has undertaken a sub-regional initiative to promote gender equality in BiH and RS. The initiative seeks to develop a “critical mass of gender competent professions in targeted key government offices and the CSO community.” The one-year project beginning in March 2005, will analyze the level of awareness and professional understanding of gender equity within the country, develop and implement training modules and training of trainers to improve the level of awareness and expertise and undertake strategic awareness-building campaigns through the media.

CIDA has already conducted gender-awareness training for government officials working in the field of energy and energy professionals.

#### **European Commission (EC)**

The EC funded the drafting of the Equality Act for Bosnia and Herzegovina that is being undertaken by the Ministry for Human Rights and Refugees in co-operation with the Ministry for European Integration.

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<sup>5</sup> See *MDG Update Report for Bosnia and Herzegovina, PRSP, Europe and Beyond* (2004).

### **Finnish Government**

The Finnish Government has been one of the largest donors on gender equity issues in the country. Since 2000 it has supported the development of the state's gender machinery through its GEEP (Gender Equity and Equality Project) project. The project seeks to advance gender mainstreaming legal and policy frameworks, promote the Law on Gender Equity, increase awareness of the gender equity issues, strengthen the capacity of the media to promote gender equity and increase the gender disaggregated statistical information. The project in its current form is scheduled to finish in 2005.

### **The UN Office of the High Commissioner for Human Rights (OHCHR)**

The OHCHR has been the leading agency in analyzing the extent of the problem of trafficking in persons and for exploring mechanisms to address the issue. OHCHR efforts focused on discrimination and gender have included the development of a "litigation strategy" aimed at assisting actions in the domestic courts where discrimination on prohibited grounds is alleged. In addition, it prepared a fair employment policy package and list of investment protocols for donors and potential investors. Joint activities of the United Nations Mission for Bosnia and Herzegovina (UNMIBH) and the OHCHR included updating human rights training curriculum for the International Police Task Force (IPTF); joint training of co-located IPTF human rights monitors on property matters, which has contributed to successful legal evictions; a Zenica-based pilot project on violence against women that is likely to be replicated in other areas; and an initiative to correct legislative shortcomings in addressing violence against women. An IPTF gender officer trains local police officers on domestic violence issues, and a safe house has been established for victims of domestic violence who are testifying against their abusers

### **Open Society Institute BiH (OSI)**

The Women's Program included addressing violence against women (funding made available to SOS Phone for Women Victims of Violence, Shelter for Women Victims of Violence, Public-Campaign – Stop Violence Against Women), Information Initiative (funding for Women's Information-Resource Centre in Medica Zenica), Documentation & Evaluation Project (performed by Strategic Philanthropy Chicago, an endeavor to document what took place through the women's programmes of OSI), Women and Education (Being Boy Being Girl, Debate Centre Karl Popper project in Sarajevo) and Roma Women (a woman's NGO in Tuzla).

### **Swedish International Development Agency (SIDA)**

SIDA's work in the country has largely focused on supporting the Swedish women's NGO Kvinna till Kvinna (Women to Women) which operates programs for women in BiH. It has previously supported an initiative under the International Organization for Migration (IOM) on anti-trafficking activities.

### **The Stability Pact for South Eastern Europe**

This office has a Gender Task Force that supports specific activities in the region. It is currently planning for the forthcoming regional Women's Ministerial Conference on

Equal Opportunities between men and Women. It has just completed an initiative with the female trade unionists on maternity leaves.

#### **United Nation's Fund for Children (UNICEF)**

Supported the Ministry for Human Rights and Refugees to prepare the report to present to the UN's Commission on the Elimination of All Forms of Discrimination Against Women. (CEDAW) and to organize some workshops for the Ministry's newly appointed gender focal points (see institutional mechanisms).<sup>6</sup> It has a new project that will review gender in textbooks.

#### **United National Development Program (UNDP)**

UNDP has an initiative underway to increase the capacity of BiH government institutions and civil society organizations to ensure gender equality. Working with the Ministry of Human Rights and Refugees, Gender Centres of FBiH and RS and the UN Gender Group – a working group consisting of the gender focal points of UN agencies operating in BI, the project seeks to build the institutional capacity of government institutions and to develop the capacity of civil society to advocate on issues of gender equality and gender mainstreaming. It will establish a Gender Agency that will coordinate with the Gender Centers on the entity level. It has also produced the Millennium Development Goals (MDG) Update Report for BiH and the Female Headed Households in BiH as well as the Srebrenica Recovery Regional Project and a report on Youth in Bosnia and Herzegovina.

#### **Gender Focal Points:**

Most of the international donor organizations have high-level Gender Focal Points. These include:

- UNDP, Armin Sirco, senior portfolio Manager
- UNOHCHR, Madeleine Rees, the head of Office
- UNICEF, Yulia Kriger, Project Officer
- UNFPA, Zeljka Mudrovcic, the Head of Office
- ILO, Lejla Tanovic, the Head of Office
- CIDA, Peter Paprosky, the Head of CIDA BiH
- EC, Gordana Suvalia

## **IV. GENERAL TRENDS AND CONSTRAINTS**

### **Ethnic Discrimination V. Gender Discrimination**

While the EU accession and the focus of international donors on gender issues has created a positive environment for addressing gender concerns in Bosnia and Herzegovina, women and women's groups report that this dynamic is being played out

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<sup>6</sup> The report is expected to come out in Spring, 2005.

against the back drop of another powerful dynamic, one that pits national identity against women's identity, or one that privileges addressing discrimination based on national identity over discrimination based on gender and sex.

To some extent this dynamic has its roots in the 1995 Dayton Peace Accords (DPA) where peace was built on the prospect of redressing and preventing discrimination based on ethnicity. The Accords contained provisions on the safe return of all refugees and protection against ethnic discrimination to which donor agencies supporting the DPA have all committed substantial resources. Thus, ethnic discrimination has taken on high visibility within the post-conflict political context – something that women's groups report comes at the expense of attention to issues of gender discrimination.

The CEDAW Shadow report notes:

The war and the immediate post-war reconstruction period focused national and international attention on the importance of ethnic, regional and religious equality in the country, sidelining issues of gender equality and relegating women to the margins of public and political interest. In general, all efforts were focused on the institution of ethnic, political, regional, and religious structures, and on the promotion of non-discrimination on these bases. Gender discrimination, particularly in relation to violence against women, has been ignored by the state.<sup>7</sup>

The report also notes, "Some representatives of the High Judicial and Prosecutorial Council believe that it is particularly impossible to enforce equality for women within the high-level posts of the judiciary, since ethnic representation must be prioritized over gender equality".<sup>8</sup>

Similarly, women's groups report that women are under increased pressure from their identity groups not to push "women's issues" now but to wait until ethnic issues are "settled." The Millennium Development Report (MDR) notes an inverse dynamic – that ethnic affiliation has become more important for women than making inroads towards gender equality. It notes:

Ethnic and other tendencies in countries in transition have irrevocably changed the meaning of critical debate in a way that is not beneficial for women. Maintaining their ethnic or religious identity is for some women more crucial than their ability to win equality in the world. Encouraging feminism in BiH is not well-accepted due to the many male-focused, conservative, and retrograde tendencies in evidence in all countries in transitions, especially in those parts of BiH where nationalists are in power.<sup>9</sup>

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<sup>7</sup> *Shadow Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina*. 2004. Global Rights Partners for Justice. p. 64.

<sup>8</sup> *Shadow Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina*. 2004. Global Rights Partners for Justice. p. 65.

<sup>9</sup> Millennium Development Report 2003 p. 42

## Transition

Women and women's groups are quick to note that gender relations are also being played out within the broader context of the "Transition." Although transition *from what to what* often goes unarticulated, it is widely accepted that there are multiple transitions currently rocking the country: the transition from a planned to a market economy; a transition from war to peace; and, the transition into an increasingly European economy (the EU accession process). All have created turmoil in gender relations over the past ten years.

The rise of nationalism and the corresponding institutions that support it (religious institutions, for example) rarely bode well for women, and women in Bosnia and Herzegovina were no exception. National rhetoric on all sides called upon women to return to their "natural" function as mothers and produce children for their identity group. As the "grandmother" of women's groups in the former Yugoslavia, Sonia Licht explains:

Because this demand for an increase in population was so crucial for all conflicting ethnic nationalisms of the former Yugoslavia, their elites were bound to clash with women's movements and organizations. Higher natality would produce more soldiers to support ethnocratic elites' territorial claims. The new demands for this signaled the return to patriarchal values and attitudes that jeopardized the gains in women's equality achieved under the previous regime.<sup>10</sup>

Even outside the nationalist rhetoric, much of Bosnian society remains conservative with respect to traditional gender roles for women. In a country where women's primary roles are considered to be that of mother and family caretaker, it is difficult to push for more jobs for women, especially in light of such high rates of male unemployment. Lack of childcare and the concentration of women into traditionally low-paying "female" jobs also functions to limit women's economic independence and mobility.

One USAID-funded survey found that women view patriarchal tradition as a major obstacle in their advancement.<sup>11</sup> The same report found that 75% of interviewed women felt that women were not satisfied with their position in society and 71% of those respondents felt this dissatisfaction was caused by the patriarchal traditions that dictate women's roles.

Yet, the havoc of war and displacement, and now a disproportionate share of female-headed households, have forced women to take on new roles and responsibilities such that today, maintaining these traditional gender roles is considered more of a nostalgic ideal than a reality.

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<sup>10</sup> Sonja Licht and Slobodan Drakulic. (1996). *When the Word for Peace Maker Was Women: War and Gender in the Former Yugoslavia*. Research on Russia and Eastern Europe. Vol 2. JAI Press.

<sup>11</sup> World Learning Star Project. 2002. *Because We are Women. The Socio-Economic Status of Women in Bosnia and Herzegovina*.

Traditional expectations and cultural trappings have new consequences for women as many are forced into a new reality of being the head of a household after the loss of their husbands. Women who don't have title to marital property often face resistance from local authorities when they seek to reclaim property, especially if they were married or divorced during the war. Women who once relied on male family members to help them negotiate with local authorities now must do it alone – with little access to legal support or financial resources.

## **General Constraints**

### ***Poverty***

Poverty has emerged as a major constraint for both men and women in post-war Bosnia and Herzegovina. The direct and indirect costs of the war in terms of loss of infrastructure and development are estimated at between \$50 and \$100 billion.<sup>12</sup> The war also brought about massive demographic disruption. An estimated 1,282,000 people were displaced and 50% of the residents of Bosnia and Herzegovina in 1991 had changed their residence by 2004.<sup>13</sup>

According to the MDR, the main cause of poverty has been the dramatic decline of the GDP during the war and the economy's failure to recover. In 2004, the GDP was 50% of its 1990 level.<sup>14</sup> As a result, new numbers of people are living at or below the poverty level. According to the Living Standard Measurement Survey (LSMS) 19% of the population is living below the poverty line.<sup>15</sup> The UNDP Early Warning System discovered that 30% of the population view themselves as among the poorest or well below average – two categories that constitute “European-style definitions of poverty.”<sup>16</sup> Of more concern is the fact that 45% of respondents view themselves as below average. According to the MDR, a “large portion” of the population:

- Are just above the poverty line, coping through various unsustainable survival strategies
- Have insecure jobs or work in the informal sector without any job security
- Work in very localized labour markets with little development stability
- Have little chance to increase their income
- Are very vulnerable with regards to local turbulence and contraction trends such as those that might be caused by privatization, loss of local markets, and a decrease in payments through direct transfers from the international community or through a loss of confidence on the part of investors.<sup>17</sup>

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<sup>12</sup> Millennium Development Report 2003, p. 15.

<sup>13</sup> Millennium Development Report 2003, p. 15.

<sup>14</sup> Millennium Development Report 2003, p. 15.

<sup>15</sup> Cited in the UNDP Millennium Development Goals Update Report for Bosnia and Herzegovina. 2004 p. 18.

<sup>16</sup> Cited in the UNDP Millennium Development Goals Update Report for Bosnia and Herzegovina 2004, p. 19.

<sup>17</sup> Millennium Development Report 2003, p. 16.

Poverty in Bosnia and Herzegovina is therefore linked to unemployment and lack of economic opportunity. According to the World Bank Poverty Assessment in 2003, rural populations, displaced persons, educationally poor persons, and women are most at risk of falling into poverty.<sup>18</sup>

Women are at particular risk, not so much because of their high levels of unemployment (female and male unemployment rates are roughly the same)<sup>19</sup> but because of their low levels of labor force participation in the first place. Women make up 60% of the working aged population in Bosnia and Herzegovina, yet their labor-force participation rates are the lowest in the South East Europe region. The World Bank estimates women's labor-force participation rates to be 28% while the UNDP estimates the rate to be 37%.<sup>20</sup>

Therefore, while addressing the over all issue of poverty will require job creation for both women and men, emphasis must be given to ensure that women as well as men benefit from new jobs created. According to the MDR, "A key indicator for a successful reduction of poverty will be improved conditions in the labour market for women, especially an increase in the female share of the labour market" (MDR, 2003, 19). This might prove to be a difficult task given the high rate of unemployment among men. There is already evidence that there is significant discrimination against women and that preference in hiring is often given to male ex-combatants.<sup>21</sup>

### ***Gender Based Violence***

Gender-based violence has been linked with poverty and education level in Bosnia and Herzegovina.<sup>22</sup> One form of violence against women is the trafficking of women for sexual purposes. This is discussed in more detail in section IV.

The topic of gender-based violence came to the fore during the 1992-1995 war when the systematic rape of women was part of the strategy of ethnic cleansing. It was estimated that between 25,000 and 50,000 women were raped or experienced some form of gender-based violence during this period.<sup>23</sup> The issue of rape during this time period however was framed as an instrument of war (Serb v. Bosnian) – rather than a problem of male aggression towards women within the over-all society.

Women's organizations emerged in response to the mass incidence of rape during the war providing physical and psychological services to victims. After the war, several of these organizations have expanded their services to deal with victims of gender-based violence and have worked to expose the problem within the Bosnian society as a whole. That is

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<sup>18</sup> World Bank Poverty Assessment in BiH, 2003, p.ii.

<sup>19</sup> World Bank Labor Force Survey, 2003.

<sup>20</sup> The World Bank Labor Force Survey, 2003 and the Millennium Development Report 2003 respectively. This dynamic has led to high dependency ratios among women.

<sup>21</sup> OSCE. (1999). *Employment Discrimination in Bosnia and Herzegovina*.

<sup>22</sup> See Millennium Development Report 2003, p. 51.

<sup>23</sup> Walsh, Martha. (2000). *Aftermath: The Impact of Conflict on women in Bosnia and Herzegovina*. Center for Development Information and Evaluation. USAID.

viewing it as an issue of male aggression against women, rather than Serb aggression against Croats or Bosnians.

Some scholars and women's organizations report that violence against women has increased significantly since the war. (Medica Zenica, 1999). A survey done by one of the premier women's groups dedicated to responding to the needs of rape victims, Medica Zenica reported relatively high levels of violence against women.<sup>24</sup> There are however, no state reporting mechanisms to track the levels of gender-based violence.

With the exception of these particular NGOs, there has been relatively little attention paid to the topic. Donor organizations mention it within their programming, but with the exception of the issues of trafficking, have done little to address the issue since the war.

Less specialized women's groups and the women's human rights community have not identified gender based violence as a pressing issue in the country. In our discussions with women's groups it was rarely mentioned, and certainly was considered far less important than the issues of women's low levels of political participation and the overall state of the economy. One reason for its absence as an "issue" may be the general acceptance of violence against women within the society. A discussion with one women's group suggests that most women do not view it as a crime.<sup>25</sup>

Even though women's organizations in BiH do not cite gender-based violence as a key concern requiring immediate attention by the donor community, the gender assessment team feels that objectively it is a major constraint for women. The team suggests that the issues should be actively addressed within the framework of promoting the Gender Equity Law, which outlaws violence against women and requires proactive measures to counter it.

## **V. GENDER ISSUES AND RECOMMENDATIONS BY STRATEGIC ASSESSMENT AREA**

This section shifts the focus from identifying the gender constraints facing the country at large to identifying key gender considerations and constraints in each of the Strategic Assessment Areas (SAA). The purpose of this section is to identify how existing programming can be expanded or how future programming can be developed to address gender issues and comply with the USAID ADS requirements for gender integration. It does not attempt to review or assess the SAA's attention to gender in its current programming or to analyze the current Strategic Objectives (SOs), Intermediate Results (IRs), indicators, or measures for gender integration. Since the Mission is in the process of developing a new strategy, the current SOs, IRs and indicators will soon be obsolete.

The team is well aware of the time and contractual constraints facing the Mission in terms of its ability to respond to gender considerations. The team has thus selected key

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<sup>24</sup> Medica Zenica [Http://www.medica.org.ba](http://www.medica.org.ba). *Not to Live with Violence*. May 1999.

<sup>25</sup> Discussion with Ristin Thomasson, Kvinna Till Kvinna.

changes or initiatives that are within the Mission's manageable interests and the anticipated strategy that will enable the Mission to respond to key gender constraints in its program. The intent is to show how small changes in programming can have an impact on improving gender inequities and gender mainstreaming.

## **Democracy and Governance**

In the area of democracy and governance the major constraints facing women are:

### **1) The Lack of Women in Political and Economic Decision-Making Positions**

After relatively high levels of women's representation in political bodies during the Communist period, women's political participation plummeted in the first democratic free elections held in 1990. In 1986, 24.1% of Members of Parliament were women and women comprised 17.3% of all local employees. In the first free elections, of the 240 members of parliament elected, only seven were women (2.92%). While this decline in women's participation paralleled what was going on throughout the South East Europe region, it was largely blamed on the fact that few women were on the party lists to stand as candidates. As one observer reported, "The elections were organized according to the proportionality principle- the closed list model- which shows that the parties, regardless of their political and program orientation, did not put many women on the election lists, or if they did, it was on the bottom where they stood very little chance of being elected."<sup>26</sup>

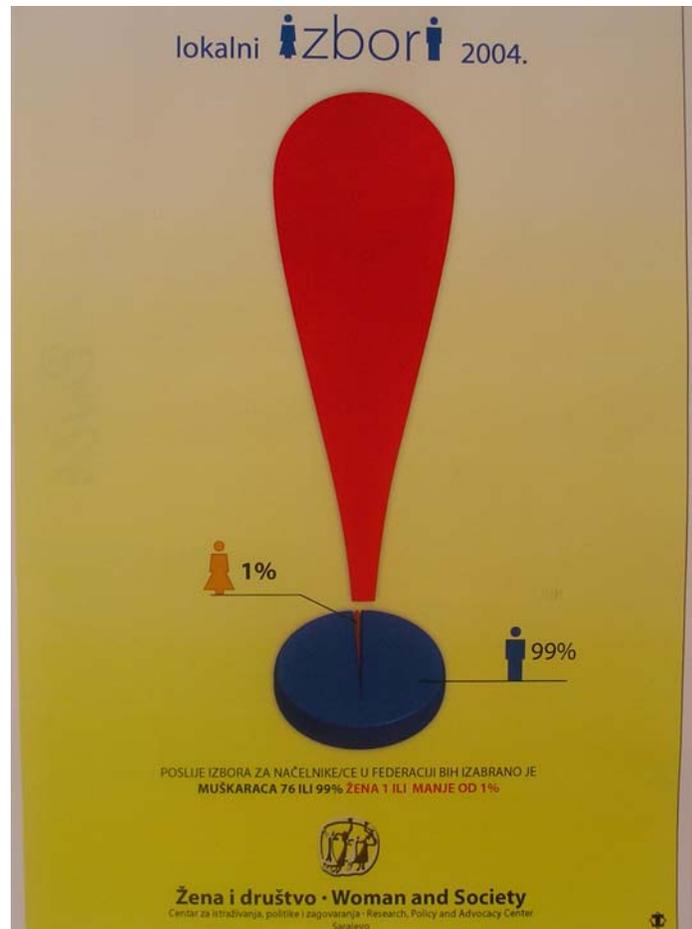
This comment reflects a complaint voiced by women's groups and by female politicians – that it is the political parties and their treatment of women or "gender issues" that are largely to blame for women's low level of political participation in Bosnia and Herzegovina.

While the 1996 elections also saw women's participation in formal political structures decline, there was a sea change in women's participation in the 1998 election. The Provisional Elections Commission, prompted by OSCE, applied Rule 7.50 that required parties to have a 30% quota for women on their party lists. Furthermore, it was to be a closed list system where each list was required to have a woman stand in every third slot. With the quota and closed list system in place, women's formal political participation jumped to 26% in the House of Representatives in BiH, 15% in the House of Representatives in the Federation BiH and 22.8% in the People's Parliament RS.<sup>27</sup>

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<sup>26</sup> World Learning Star Project. 2002. *Because We are Women. The Socio-Economic Status of Women in Bosnia and Herzegovina.*

<sup>27</sup> State statistics adapted in the Star Networks Socio-Economic Status of Women in Bosnia and Herzegovina.



A poster noting the percentage of female mayors

The quota system remained in the 2000 elections but the closed list system was abandoned in favor of an open list system (30% had to be women, but not every third slot was reserved for a woman). Women’s participation dropped accordingly: only two seats in the House of Representatives were held by women (4.7%), 17.4% in the House of Representatives on the Federation level, and 16.8% in the Peoples Parliament of RS. Roughly the same levels of female political participation were noted in the 2002 elections – women were not able to reclaim the advances they made under the closed list system.

These data verify that some electoral systems are more favorable to women’s participation than others. This trend is well established and documented in other parts of the world.<sup>28</sup> While not arguing for one type of list over another, these data show that where parties put women on their party lists for elections they can have a profound impact on women’s levels of political participation and representation. These data highlight the need to work with parties on their treatment of female candidates and gender issues to foster gender equality in formal political life.

<sup>28</sup> See Rick Wilford. 1998. *Women, Ethnicity and Nationalism: the Politics of Transition*. Routledge.

There are other “irregularities” that have marginalized women’s political participation. Women’s groups argue that the elections were not conducted in compliance of the new Gender Equity Law (GEL). On the mayoral level, there were reported incidences of “ineligible” (female) candidates being replaced by male candidates such that the quota requirement was not observed in the final election outcome.

This “irregularity” that worked to women’s disadvantage highlights the importance of working with election commissions and election bodies to ensure that their activities are carried out in compliance with the Gender Equity Law.

According to the Gender Equity Law:

The state and local authority bodies, corporate management bodies, political parties and other non-profit organizations shall ensure and promote equal gender representation in management and the decision-making process.<sup>29</sup>

To achieve this:

All relevant authorities shall draw up special programmes and plans to improve gender representation in the bodies of governance at all levels. These programmes and plans shall include measures designed to improve the representation of sexes (Gender Equity Law, 73).

Thus, political parties and election commissions have a statutory obligation to take positive action to promote women’s participation in political life. The challenge is to educate these entities about the law and inspiring them to use it.

The lack of women’s participation in political decision-making bodies also has repercussions in the economic realm, especially since a substantial proportion of the economy is still in public hands. The 2004 Shadow Report on the Implementation of CEDAW comments:

The symbolic participation of women in the country’s political parties, and the political marginalization of women from decision- making positions within those parties, contributes to the lack of inclusion of women in the executive. And just as women are rarely appointed to the executive, they are equally underrepresented in state-owned enterprises, and particularly within those public enterprises such as the state-owned power supply company, and the postal and telecomm services, that generate large incomes through monopolistic operations. Women are also excluded from many other bodies that make strategic economic and financial decisions for the country (p.69).

Thus, women’s marginalization in the political parties and the political process in general also prevents them from participating in economic decision-making in the new economy.

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<sup>29</sup> Gender Equity Law of Bosnia and Herzegovina. 2003. Official Gazette of Bosnia and Herzegovina.

## **2) The Lack of Implementation of the New Gender Equity Law**

As highlighted above, the new gender law places the onus on public (and many private) bodies to take positive action to address gender imbalances. Yet the law can only be effective in addressing gender imbalances if it is implemented and enforced.

As the case with the election body illustrates, public bodies are conducting their activities with little or no reference to the law, often with negative consequences for women. Media outlets for example, continue to use gender-biased language, despite the fact that it runs contrary to the law.

The problems in implementing the law are not unusual in a country that is undergoing major legislative reform. Putting gender equality on the agenda where there are so many other competing legal changes is often difficult.

Many public bodies are still unaware of the new law and do not have the knowledge or political will to give effect to the law within their own institutions. Others may ignore the law because adequate enforcement mechanisms have not been established. The penalty for non-compliance is minimal in comparison to the costs of implementation.

The Gender Commission is charged with ensuring that new legislation is in compliance with the new Gender Equity Law, but it has not established adequate implementation plans or enforcement mechanisms on the local or national level.

## **3) Lack of Access to the Law – Property Rights**

It is not only the Gender Equity Law that remains underutilized in Bosnia Herzegovina. Both women and men are generally reluctant to use the legal system, which is often viewed as expensive and ineffective. Lack of access to the law affects both men and women, but for women the consequences are particularly detrimental in the area of property rights.

Although the law provides for joint registration of property, local custom dictates that property be registered in the male's (husband's or son's) name.<sup>30</sup> This lack of compliance dampens women's economic potential since they lack the collateral necessary to secure credit and loans, cannot buy or sell property, and cannot participate in economic activities in their own right. It also presents real difficulties in household maintenance for female returnees. Reports indicate that many female returnees face problems in trying to reclaim property. Women who were married or divorced during the war often face resistance from local residents challenging their status.<sup>31</sup>

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<sup>30</sup> *Shadow Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina*. 2004. Global Rights Partners for Justice.

<sup>31</sup> *Shadow Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina*. 2004. Global Rights Partners for Justice.

## Addressing the Constraints Through USAID Programming

There are a number of ways the current and expected Democracy and Governance activities can be adjusted to promote women's participation in political decision-making. As outlined above, the parties and their treatment of women and female candidates can have a determinant impact on women's political participation. In an open list system such as that in Bosnia, the key is to get political parties to move women up the list so that their chances of being elected are enhanced. These activities could be accomplished through expanding the purview and activities of USAID's current efforts to strengthen political processes. Current programming (under NDI and IRI)<sup>32</sup> could expand to work with political parties to develop the institutional capacity to address gender considerations within the party and to promote a gender balance in their party lists.<sup>33</sup> Similarly, these efforts could assist political parties in developing or promoting their gender action strategies and in identifying and using gender-based issues in their platforms and campaigns. IRI and NDI could also support efforts to bring parties in compliance with the existing Gender Equity Law. Having and promoting a gender action strategy could also be made one of the criteria for selecting political parties to participate in the program.

As noted above, the Election Committees also can play a role in promoting women's participation in decision-making. USAID programming under the Election Administration Strengthening Project could strengthen the capacity of the Election Commission to conduct elections in compliance with the Gender Equity Law. The past work done by the International Foundation for Election Systems (IFES) could be expanded to include such a component.

But parties and their treatment of women are just one side of efforts to improve the political participation of women. On the other side, women themselves must take more assertive roles within their parties and make their parties more responsive to their demands.<sup>34</sup> Women must be capable and prepared to move up the party lists and to assume more responsible roles within the parties' operational structure. To this end, the Mission may consider establishing leadership training courses for party members. Such training need not be women-specific, but could include party members and functionaries. Similarly, leadership training could also be extended to active members of NGOs or women's groups.

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<sup>32</sup> The National Democratic Institute (NDI) and the International Republican Institute (IRI) are non-partisan NGOs that bid on and implement USAID projects to promote democracy, governance, and political participation.

<sup>33</sup> This is required of them by law. The new Gender Equity Law states: ...relevant authorities shall draw up special programmes and plans to improve gender representation in the bodies of governance at all levels. These programmes and plans shall include measures designed to improve the representations of sexes.

<sup>34</sup> Interview with Niamh O'Connor, Country Director of NDI.



A poster calling for a gender balance in public offices

USAID can promote the implementation of the new Gender Equity Law through a number of no or low-cost ways. First, it can make sure that its activities are in compliance with the law. For example, it can ensure that the media outlets it works with use their programming to raise awareness on gender equality, or that the companies, political parties and not-for-profits it supports have plans in place to improve gender balance in their governance bodies.<sup>35</sup>

It can also educate its implementing partners about the law and implementing mechanisms in pre-announcement meetings. Similarly, in the RFAs and RFPs, in addition to including a section on gender if it is shown to be a significant consideration, the Mission can request that the implementers outline how their work will comply with and support these institutions. It can also ensure that data from its own research (such as the Public Opinion Poll, November 2003) are sex disaggregated and analyzed appropriately, and that its own publications use gender sensitive language.

<sup>35</sup> The Gender Equity Law states that, “The media are required in their programming to raise awareness on gender equality”. It also states that, “relevant authorities shall draw up special programmes and plans to improve gender representation in the bodies of governance at all levels. These programmes and plans shall include measures designed to improve the representation of sexes.”

In addition, current USAID programs can be expanded to pro-actively educate legal professionals and the judiciary regarding the law. For example, training on the law could be included in the continuing education component prepared for the High Judicial and Prosecutorial Council under the current Justice Sector Development Program and the Rule of Law Program currently implemented by the Central and East European Law Initiative (CEELI).

In its new strategy, USAID might consider supporting efforts to educate women about the new rights available to them under the law. There are currently a number of women's organizations that have organized rights awareness campaigns for women.<sup>36</sup> To date, these campaigns have been small scale and focused on specific issues. For example, this poster (below) calls upon female breast cancer patients to use their rights under the law in seeking medical assistance.



Additionally, USAID supported venues can serve as formal and informal means to educate people about the law and provide information and expertise. For example, the above poster could be displayed in the One-Stop Shops created under the Support to Democratic Local Government and Decentralization Program. Similarly, these One-Stop Shops, designed to reduce waiting times for local services, could have a point person who would be a municipal level employee familiar with the gender equity law and how it

<sup>36</sup> The NGO, Women and Society, for example.

applies to municipal level services, to educate women about the law while at the same time ensuring that municipal level services and institutions comply with the law.

This might be particularly important in the area of property rights. By custom marital property is usually registered only in the husband's name. If women are to exercise their right to marital property (which may be particularly important for women to secure loans) they must reregister the marital property in both the husband's and wife's name. The One-Stop Shops could be an important point of intervention to educate women about this right and how to exercise it.

Helping women secure their property rights might also be kept in mind as USAID contemplates starting up a legal clinic under its Rule of Law program. Property rights, and in particular women's access to property (registration and re-registration of marital property), may be one of the areas of law the clinic addresses.

### **Recommendations (by Strategic Assessment Area)**

#### **Improving Women's Participation in Political and Economic Decision-Making**

- Consider making the inclusion of a gender strategy a prerequisite for political parties to participate in the program.
- Train political parties already participating in the program in the Gender Equity Law and its application, as well as in the purpose and function of the existing gender machinery in BiH.
- Develop leadership training for women (and men) in political parties. Funds from the Participant Training Program could be used towards this end.
- Train the Election Committees and the Association of Election Official in the new Gender Equity Law and how it applies to the preparation and execution of elections.

#### **Improving Awareness of and Compliance with the Gender Equity Law**

- Develop rights education/ awareness programs to educate men and women about the new Gender Equity Law.
- Use the One-Stop Shops established under its Governance Accountability Project as a means to educate public officials and men and women about the Gender Equity Law.
- Expand the current Justice Sector Development Program East-West Management Institute to include training in the use of the Gender Equity Law and ensure that it is included in curricula for future trainings.

## Improving Women's Access to Property and Property Registration

- Include property rights as an area of law and legal expertise provided in any new clinical law programs that are developed.

## Gender Mainstreaming

- Investigate how program results may address gender concerns. For example, in the Urban Institute's program on Policy Analysis and Dialogue Organizations for BiH, in addition to ensuring a gender balance in the think tanks and trainings, also consider if the research produced by these policy analysis institutions is research that is useful for both men and women.<sup>37</sup> Does it address issues of concern for women? Does the demand for policy analysis cover a range of government sectors including those of particular concern to women, such as the Gender Agency or the Health and Human Services?
- Ensure that partners conduct their activities in compliance with the new Gender Equity Law. For example, do the independent media groups supported through the Media Center use gender-neutral language?
- In the RFAs and RFPs, require that implementing partners demonstrate awareness of and compliance with the Gender Equity Law and existing gender machinery. Ask how they will interface with these laws and institutions. For example, how will the One-Stop Shops work with the State's Local Gender Focal Points?
- Train CTOs in the Gender Equity Law and the existing state gender machinery so that democracy and government programs can be developed with these institutions.
- Develop indicators to monitor gender issues for the Intermediate Results.
- Continue to require implementers to sex disaggregate data and include this requirement in contracts.

## Economic Growth

In the area of economic growth the major constraint facing women is:

### 1) Women's Low Level of Labor Force Participation

Formal labor force participation is low in Bosnia and Herzegovina. In 2001, the over-all labor force participation rate was 48%. But what is particularly striking about the data is the extremely low levels of labor force participation among women. In 2001, men's labor force participation rate was 62%, while that the rate for women was 28% - almost

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<sup>37</sup> Also ensure that it is conducted in compliance with the Gender Equity Law.

half that of men's. Existing World Bank Data and State Statistical data indicate that women's labor force participation rates are the lowest in the South East Europe region. <sup>38</sup>

The rate of female labor force participation lagged well behind the rate for men during the socialist period as Yugoslavia concentrated its energies on heavy industry. But women's labor force participation has not increased during the period of transition when production moved from heavy industry to the development of the service industry that traditionally benefits women, and in fact, it has deteriorated.

The unemployment rate also is high, with female rates slightly higher than male rates. The unemployment rate for men seems to be affected by an increase in jobs in the informal sector, while women's share in the informal and formal sectors is the same. <sup>39</sup> Interviews with women and some data suggest women may prefer to work in the public sector where the wage gap between men and women is lower than it is in the informal sector. <sup>40</sup>

The World Bank's Labor Market Study posits that the generous maternity leaves established during the Communist period requiring employers to cover the cost of paying maternity allowances serve as a disincentive to hiring women. There are currently attempts to revise the maternity leaves as part of overall efforts to cut market rigidities and reduce the cost of hiring employees for employers.

Extra-market dynamics also may play a role in labor market participation. Access to child care and traditional attitudes regarding "appropriate" roles for women may deplete the "supply" of women available in the labor market. The Shadow Report on the Implementation of CEDAW identified lack of childcare as "an additional obstacle to greater employment and opportunity for women." <sup>41</sup>

The World Bank Labor Market study also found that market rigidities are crowding out young workers. Few new jobs are being created and young workers are unable to enter the workforce as older workers hold on to existing jobs. Young women, the study notes, are, "particularly vulnerable to unemployment." – a phenomenon they attribute to differential educational attainment and discrimination against women in the labor force. <sup>42</sup> An Organization for Security and Cooperation in Europe (OSCE) study also found increased gender discrimination in hiring as recruitment priority was given to excombatants (OSCE, 1999).

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<sup>38</sup> World Bank. Labor Market in Post War Bosnia and Herzegovina: How to Encourage Businesses to Create Jobs and Increase Worker Mobility, 2002.

<sup>39</sup> World Bank. Labor Market in Post War Bosnia and Herzegovina: How to Encourage Businesses to Create Jobs and Increase Worker Mobility, 2002.

<sup>40</sup> The wage gap is expected to increase as the public sector share of employment declines and women are moved into the private sector. World Bank. Labor Market in Post War Bosnia and Herzegovina: How to Encourage Businesses to Create Jobs and Increase Worker Mobility, 2002.

<sup>41</sup> *Shadow Report on the Implementation of CEDAW and Women's Human Rights in Bosnia and Herzegovina*. 2004. Global Rights Partners for Justice.

<sup>42</sup> World Bank. Labor Market in Post War Bosnia and Herzegovina: How to Encourage Businesses to Create Jobs and Increase Worker Mobility, 2002.

The blocked opportunities for employment and high unemployment for young women are important factors for the Mission's program in the area of trafficking. The World Bank labor market study found that the most vulnerable group in terms of unemployment is young women between the ages of 14-20 years, the age group most at risk for being trafficked. Young, uneducated women become vulnerable to trafficking because they lack access to jobs and income-generating opportunities that would provide them with economic alternatives to seeking a job abroad. Addressing the low levels of labor force participation among young women will be a key to addressing the root causes of domestic and international trafficking.

Low levels of labor market participation also contribute to high levels of female dependence (the dependency ratio is among the highest in the South East Europe region) and poverty, particularly as women age.<sup>43</sup> The PRSP found that poverty is highest among female-headed households – a phenomenon they link to women's higher rates of unemployment and non-participation in the labor market. Women head twenty-five percent of all households in Bosnia-Herzegovina. Widows head seventy-eight percent of these households,<sup>44</sup> and the households most vulnerable to poverty are those headed by widows over 60 years of age.

A recent UN study on the incidence of poverty among female-headed households identifies the root cause of this poverty as women's high levels of dependency and low levels of labor force participation. The report concludes:

The key to the long-term solution to poverty for female heads of household is giving younger Bosnian women better employment and business prospects: through improved access to education and training in appropriate vocational skills, and through programmes targeting their participation in paid work or entrepreneurial activity (UN Female Headed Households Report, May 2003).

### **Addressing the Constraints through USAID Programming**

To date, USAID's Economic Growth SO has functioned on a regulatory level working to precipitate changes in laws and practices in the banking and financial sectors that would enable the growth of the private sector. Much of this work has focused on institutional reform, through new banking laws, taxation systems, bankruptcy law, and regulatory bodies in the energy sector. In most countries women in business are concentrated in small and medium-sized enterprises, and there is some evidence that this is also the case in Bosnia and Herzegovina.<sup>45</sup> The Mission presumes that efforts to help small business also help women.

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<sup>43</sup> See UN *Female Headed Households Report*, May 2003.

<sup>44</sup> UN *Female Headed Households Report*, May 2003.

<sup>45</sup> See for example, *For More Women in Entrepreneurship*. World Learning Star Network. 2004.

Mission programs to support private sector growth have been particularly sensitive to gender considerations and women's participation. The Mission's Cluster Development Program provides training, technical assistance and financing to the wood processing, tourism and agribusiness industries, all of which are industries with high proportions of women as primary and secondary owners, workers and consumers. In the Linking Agriculture Markets to Producers (LAMP) project, 817 women received micro-credit loans, 363 women were direct or indirect recipients of small grants and 40% of participants receiving technical assistance were women.<sup>46</sup> Addressing women's access to credit and particularly promoting women's property rights will be an important step towards ensuring an equitable gender balance in the private sector. These issues should be addressed through democracy and governance programs as suggested above.

As the SO moves into this next round of programming that will focus on labor reform, gender considerations will become even more critical. In preparation for programmatic attention to this area the SO has undertaken a second Labor Force Assessment. Among other topics, the Mission hopes that the data in the assessment will help provide clues towards explaining women's low rates of labor force participation.

It is important that the Mission have a gender expert on the team that analyzes these data. The Mission might consider accessing short-term expertise through the WID IQC to assist in analyzing these data and devising program elements to address the low rate of labor force participation among women.

In many parts of the world women have relied heavily on part-time and informal work arrangements because they traditionally allow women the opportunity to combine paid employment with family and household responsibilities. While the current SOs focus on eradicating, the work book system should help develop more flexible employment opportunities and therefore is likely to benefit women, efforts should be taken to ensure that part-time work does not come at the expense of current efforts to help women combine work and family life (See MDG and Gender Equity Law<sup>47</sup>) or diminish women's already low participation in full-time employment. A system of monitoring women's labor market participation should be established to track any changes.

Another component of this effort is to foster public dialogue regarding Small and Medium-sized Enterprises (SMEs). Here the office should continue its good efforts to ensure a gender balance of participants in these discussions and working groups.

## **Recommendations**

### **Improving Women's Labor Market Participation**

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<sup>46</sup> Technical assistance included training events, networking events and tours.

<sup>47</sup> The Gender Law reads, "Any unfavorable treatment of a parent or guardian in balancing their commitments in family and professional life" is considered a grounds for gender discrimination.

- Have a gender expert analyze the findings of the Labor Market Assessment and from these data devise programs that address women's low levels of labor force participation.
- Consider undertaking a study of women's extra market constraints if these areas (lack of child care, social considerations for applying for a job, women's access to transport to and from employment, etc.) were not included in the original assessment and develop program elements to directly address these constraints.
- Establish a base line for women's labor force participation and monitor how changes in the labor market regulation have a positive effect on improving women's labor force participation.

### Gender Mainstreaming

- Require that a gender expert be included in the drafting and review of new labor policies to ensure compliance with the Gender Equity Law.
- Require that companies participating in loan/credit programs demonstrate compliance with the Gender Equity Law.
- Include efforts to improve compliance with the Gender Equity Law as part of the programs that work with the labor inspectorate.
- Include women and women's NGOs in the public dialogue regarding the potential of SMEs.

### Energy and Environment

This program area is transforming from Sustainable Minority Returns to one that is focusing primarily on Energy and Environment. While the office is currently undergoing many changes and its exact direction is still in the process of being defined, it is likely that much of its focus will be on harmonizing the environmental laws in Bosnia and Herzegovina with existing EU legislation and facilitating the development of regulatory agencies that can promote and implement these new laws.

Men and women use natural resources differently. Women as managers of the household may be more dependent upon forests to gather fire wood or wells for safe drinking water, while men, as herders, may be more dependent upon the availability of open grazing land, or as fishermen, be more dependent upon healthy waters for fishing. Thus, analyzing where women and men are located within the environment and the tasks they perform can help identify the gendered impacts of environmental degradation. Identifying gender roles and how they relate to the environment can also be instrumental in developing measures to protect the environment and prevent waste of valuable resources.

It is therefore imperative that environmental laws and policies regarding the use and management of natural resources reflect an awareness of these roles and that the regulatory bodies strive to achieve a gender balance in terms of staff and outreach. To this end, the Mission could:

- Ensure women and women’s NGOs are represented in working groups and drafting efforts for the new environmental laws.
- Ensure a gender specialist participate in designing the mandate of the new regulatory body.
- Consider establishing an office of gender and environment in the new environmental protection agency – or ensure that the regulatory body interface with the State Gender Commission.

## Trafficking and Vulnerable Children

Trafficking in persons has been one of the most insidious legacies of the war in Bosnia and Herzegovina. To date, trafficking in persons has consisted mainly of trafficking of young women to BiH for sexual purposes.<sup>48</sup> Up until recently, BiH has largely been a destination country for trafficking with most of the victims coming from Moldova, Romania and Ukraine.<sup>49</sup> Due to its clandestine nature, accurate statistics on the numbers of victims trafficked to BiH are lacking, but groups working closely on the issue place the number between 1,000 and 3,000. In 2002, the UNMIBH placed the number at 1,000, the IOM cited between 600 and 3,000, and the NGO, Lara, estimated the number to be around 2,000.<sup>50</sup>

Trafficking in persons and vulnerable children has been considered a cross-cutting issue administered through the program office. To date, the office has supported programs providing shelter and protection to trafficking victims through the IOM and will continue to fund an anti-trafficking legislative reform project.

While these programs are essential in developing an international response to trafficking, the mission must be able to respond to a new trend that has recently been identified. Bosnia and Herzegovina is now at risk of becoming a source country for trafficking. In addition, there is increased incidence of “internal trafficking”, a phenomenon whereby women are held in trafficking-like conditions (subject to high levels of coercion and violence) but have not been transported across national boundaries.<sup>51</sup>

In response to the need for programs aimed at preventing Bosnian women from becoming victims of trafficking, the Mission supported an awareness raising campaign conducted by IOM that highlighted the danger of involvement in trafficking. While such programs are vital in raising awareness of the problem, stemming the supply of potential victims

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<sup>48</sup> Despite isolated reports of trafficking in boys, children, and persons for organ harvesting,<sup>48</sup> the majority of persons trafficked are girls who are trafficked for sexual purposes.

<sup>49</sup> *Hopes Betrayed: Trafficking of Women and Girls to Post-Conflict Bosnia and Herzegovina for Forced Prostitution*. Human Rights Watch. 2002.

<sup>50</sup> Cited in *Hopes Betrayed: Trafficking of Women and Girls to Post-Conflict Bosnia and Herzegovina for Forced Prostitution*. Human Rights Watch. 2002. p 11-12.

<sup>51</sup> See *Changing Patterns and Trends of Trafficking in Persons in the Balkan Region*. IOM Counter-Trafficking Service. 2004.

from Bosnia and Herzegovina will require more proactive measures to reach those populations who are most at risk of becoming victims such as orphans, those transitioning out of foster homes and school leavers. These efforts might include:

- Addressing women's (and particularly young women's) low rates of labor force participation.
- Making jobs for young women a priority in any job creation scheme.
- Addressing discrimination and forms of sexual harassment in formal-sector employment and education.
- Developing flexible job opportunities for youth and women.
- Developing school leaver programs and other forms of non-formal education.
- Initiating reforms in the education system that make it easier for school leavers to re-enter school or seek qualifications.

## **VI. RECOMMENDATIONS FOR GENDER MAINSTREAMING ON THE MISSION LEVEL**

The Mission already demonstrates a commitment to gender equality in terms of participation of men and women in its programs. For example, gender is often used as criterion for evaluating bids in democracy and governance programs, and the Office of Economic Restructuring has made it a point to achieve a gender balance in training programs and has sought out female owned businesses to participate in its Cluster Competitiveness Program. The SAA Officers and Program Managers are aware of "where women are" in their programs and can identify measures to improve their participation.

Ensuring women participate in programs, however, often fails to address the areas of key concern for women. This point is perhaps best illustrated by the Democracy and Governance programs that work with elected officials. While the program can make every effort to ensure that the few female elected officials participate in the program, it is not addressing the fact that few women get to be elected in the first place. In order to achieve a gender balance in programming, efforts must first increase women's level of political participation.

As mentioned earlier, gender is not something added to a program, but a fundamental consideration in program design and execution. Gender mainstreaming requires that gender considerations be built into each step of the programming process. The first step is to seek out sex-disaggregated data to inform project design. Without data, program decisions designed to include women tend to be based on assumptions and anecdotal information. Down the line, sex-disaggregated data in baseline and monitoring information also allow the Mission to document achievements in terms of gender mainstreaming.

The data sets the assessment team came across suggested that the collection and use of sex-disaggregated data is not uniform throughout the Mission. For example, in a Public

Opinion Poll commissioned by the Mission, sex-disaggregated data were collected but were not analyzed or included in the final report. It is recommended that the Mission identify existing sources of sex-disaggregated data to use during the program design phase, and include sex-disaggregation as a requirement in future data collection activities. This will be particularly important in the case of the Economic Growth SO as efforts are made to include women in the Cluster Competitive Program, and to correct gender inequalities in labor market participation.

In general, Mission staff is aware of and follow the ADS requirements for mainstreaming gender into Mission programming. However, the ADS process may be more effective in promoting meaningful gender mainstreaming if mission staff make use of the criteria to “personalize” the requirements for Bosnia-Herzegovina. For example, when using gender as a criterion of evaluation in the RFP/RFA process, the Mission could encourage implementers to consider how their programs will support the Gender Equity Law or could work with the Local Gender Commissions. The questions posed in the criteria need not be limited to how women or men will be included in programming.

While providing training in gender mainstreaming and analysis for all Cognizant Technical Officers (CTOs) may not be feasible at this time, it is particularly important that the CTOs and Program Managers have access to and input from the Gender Focal Point (GFP) in meeting the ADS requirements.

In the past, the position of GFP was assigned as an additional set of responsibilities to an existing staff member. No additional time or resources were provided for fulfilling the position and there was little in terms of training for, or guidance in what the position would entail. The role of the GFP was largely undefined and often limited to participation on technical review committees.

The Mission has just designated a new GFP and it is acknowledged that she will need training in gender analysis and gender mainstreaming to successfully fulfill her new function. It is still unclear however, how much time she is expected to devote to fulfilling these new responsibilities or whether the assignment of additional responsibilities will carry with it additional pay.

The designation of a new GFP provides a good opportunity to expand the role of the position. In particular, the position could be used to provide constructive technical assistance in the ADS process to the Mission Offices. In the meantime, the Mission is encouraged to take advantage of the availability of Short-Term Technical Assistance & Training (STTA&T) provided by the Women in Development (WID) Indefinite Quantity Contract (IQC).

**Recommendations for strengthening gender mainstreaming throughout the Mission include:**

- 1) Professionalize the Gender Focal Point

- Provide sufficient time for work as GFP
  - Provide sufficient resources and materials – consider developing a gender library, a data base on the public drive, a list of local gender experts who can be brought in for specific trainings
  - Make gender integration part of his/her job description and job performance review
- 2) Consider a larger role for the Gender Focal Point. In addition to assisting in technical review panels, the GFP could:
- Assist or serve as a technical resource in the program planning phase to ensure an equitable gender balance in terms of benefits and compliance of Mission programs and activities with the gender law.
  - Develop the language in the pre obligation requirements that could make constructive use of the ADS process to gender mainstream.
  - Assist in developing the Activity Approval documents
  - Assist in developing gender-sensitive indicators
- 3) Train CTOs in gender analysis and gender mainstreaming
- 4) Make use of resources available through the WID IQC
- This would include short term assistance in program development (including analysis of the labor force survey data), developing project base line measures, working and training implementers in gender mainstreaming, etc.
- 5) Provide training in gender analysis and gender mainstreaming for prospective partners

## **Scope of Work (SOW) for the Mandatory Gender Assessment Associated with the Preparation of the Bosnian Country Strategy**

### **I. Introduction**

Bosnia is beginning preparation for the development of its Country Strategic Plan (CSP) for FY 2006 – FY 2011<sup>52</sup>. The Bosnia Mission has identified the following Strategic Assessment Areas (SAA) as likely to be addressed:

Democracy and Governance;  
Economic Growth (agriculture, poverty reduction, and/or trade);  
Human Trafficking and Children at Risk  
Natural Resource Management;

Among the technical analyses and assessments that the Mission is required to conduct during the strategic planning process is a gender analysis. Agency technical guidance (ADS 201.3.4.11) states:

Strategic Plans must reflect attention to gender efforts to improve the status of women by taking into account not only the differential roles of men and women, but also the relationship and balance between them and the institutional structures that support them. Specifically, analytical work performed in the planning and development of Results should address at least two questions: (1) how will gender relations affect the achievement of results; and (2) how will results affect the relative status of women. “Gender” is not a separate sector to be analyzed and reported in isolation. Instead, gender mainstreaming requires that gender analysis be applied to each set of issues that is considered in the development of the Strategic Plan.

Carrying out a gender assessment of mission programs prior to the finalization of the CSP will help to guide the design and formulation and insure gender integration into the final product. The assessment is intended to facilitate the statement of appropriate gender equity goals for the Mission, identify any needs for gender training, clarify additional topics for further gender analysis, provide preliminary guidance or language on incorporating gender into the draft CSP and help to draft a gender action plan that grows out of the current Strategy and informs the new one.

This SOW describes four interrelated tasks:

- 1) reviewing of key gender issues and gender-based constraints in Bosnia;
- 2) assessing attention to gender in current Mission programs;
- 3) assessing the institutional context supporting gender mainstreaming, both in the Mission and in the country; and,

- 4) providing recommendations for a draft gender action plan that recommends how the USAID mission can support gender mainstreaming in its programs and achieve development outcomes that improve the situation of women relative to men in Bosnia.

## **II. Purpose**

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in the Bosnia proposed program as part of the process for developing the new strategic plan for FY 2006-2011, and to make recommendations on how Bosnia can achieve greater gender integration in its programs. This scope of work does not call for a full and detailed program design. It is expected that additional gender analyses will be needed for each sector as the thinking for the country strategy progresses.

## **III. Background**

During the 1970s Yugoslavian women had rights that were envied by women of Western countries. They had the right to engage in all professions with salaries equal to men, one year maternity leave, legalized abortion and amicable divorce. However, this changed during the transition period. Since the first multiparty elections in 1989 women have been marginalized. In the BiH context male and female roles were disrupted with the war. Men assumed the role as defenders, protectors, with the absolute control and power in public and political life. Women thus lost a role in public life and reverted back to the limits of the home, household and family.

Efforts to redress the imbalance have been affected by the incorporation of a legal framework conducive to gender equality. Also there has been a growth of Civil Society Organizations promoting gender equality which has been quite significant. These activities have created a basis for continuing progress in the area of gender equality. At the level of BiH the issue of gender is completely regulated by the Law on Gender Equality enacted March 5, 2003. The law regulates, promotes and protects gender equality and guarantees equal opportunity to all citizens, both in the public and private sphere of the society. Full gender equality is thus guaranteed by law.

Nevertheless, Bosnian women face numerous challenges to personal advancement and full economic, social and political participation for themselves and their families. What is needed now is a focus on implementation of the Law and incorporation of its provisions into all future governmental plans and programs.

The share of women in legislative bodies is low. At the Federation cantonal assemblies it is 21.4% and its parliament women's participation is 21.4% and for the RS (Serbian Republic) it is 16.9%. For the BiH House of Representatives it is 16.9%.

The World Bank BiH Poverty Assessment indicates that women comprise 44.65% of the overall number of unemployed with a share in overall employed of 35%. This is the lowest proportion of women in the total active labor force of any country in Southeast Europe. Women suffer discrimination in employment in both the private and public sectors. They receive lower wages for the same work and have fewer chances for promotion. Women are the first to be fired in restructuring and it is harder for them to find new employment. A particular barrier to employment is that there are virtually no childcare institutions. Data show that the age group 19 -29 are among the least represented in the category of new entrants to the labor market.

#### **IV. Tasks**

The primary tasks of the contractor/consultant are to:

- A. Carry out an assessment of the Mission's efforts to integrate gender into its ongoing and proposed programs. This effort will:
  - Review the Mission's present and proposed program results, and the program portfolio for their attention to gender and to identify key gender-based constraints, and assess potential gender and other issues in a future portfolio and/or strategic framework.
  - Review existing gender assessments undertaken by other such as the UNDP Human Development Report (2003) and the World Bank's Labor Market Survey (2002) for Bosnia and assess the applicability of their findings for the USAID/Bosnia program
  - Provide statements of the key gender based-constraints relevant to each Strategic Objective
  - Produce an assessment of possible entry-points for incorporation of gender and other considerations in carryover activities and potential new programs of the new strategy.
  - Identify resources and sources of sex-disaggregated data (and possibly other variables as appropriate e.g., age, income, and ethnicity) and for developing gender-appropriate indicators. The assessment team might offer suggestions for how to analyze the potential impacts of Bosnia proposed strategic approaches on the relative status of men and women in the country/region.
  - Identify local expertise on gender (e.g., NGOs, academics, research institutions, government ministries) that can be called on to provide in-depth technical assistance.
  - The assessment is to be organized and shaped by:

- The current portfolio of activities through FY 2005
  - Proposed Results identified in USAID/Bosnia Draft Strategic Plan 2006-2011 to be available in January 2005.
- B. Based on this assessment, draft recommendations for developing a gender action plan, which lays out the steps for mainstreaming gender in Mission policies and activities. These suggestions should be practical and address the perspective of both technical and support offices.
- C. Review Strategic Plan Results during final drafting phase, providing comments and recommendations to ensure adequate and appropriate Agency and Mission's approaches to mainstreaming gender.
- D. The draft action plan is not a deliverable from the Consultants, but a document that is developed by the Mission based upon the Consultants' gender assessment and recommendations. As finally formulated by the Mission, the detailed USAID/Bosnia gender action plan shall address fully the requirements of Agency Directives.

### **Assessment Methodology**

1. Comprehensive review and analysis of pertinent literature and documents, including, but not limited to such materials as:
  - Bosnia Strategic Plan, Strategic Planning Parameters Cable, Annual Reports, Preliminary technical analyses for Strategic Planning
  - Studies and assessments conducted by donors, NGOs, national governments, regional organizations, and the academic community.(see above the UN Human Development Report 2003 and the World Bank Labor Survey 2002)
  - Recent literature that addresses gender issues in specific sectors and areas of strategic interest to Bosnia (e.g., conflict assessments and other analyses of post war situation, and the problems related to, democracy and governance, anti-corruption, conflict, and trafficking and human rights problems)
  - Meetings and discussions with Bosnia SO teams and other Bosnia staff involved in developing the Strategic Plan.
  - Entry briefings with the Gender Analysis Coordinator/WID officer, the Program and Project Development Office, and the Front Office;
  - Meetings with SO teams on specific sectors and areas of interest, to identify possible links to gender issues in each proposed SO and determine whether these issues are adequately considered in the proposed strategy; to identify possible entry points for the incorporation of gender considerations into ongoing (as appropriate) and future activities, and to verify whether gender considerations are adequately treated in the Bosnia strategy and results.
  - A presentation of the draft gender analysis to obtain feedback from Bosnia staff; and
  - Exit briefings with the Gender Analysis Coordinator/WID officer, the Program and Project Development Office, and the Front Office.

2. Interview selected key stakeholders and implementing partners involved in current and proposed programs, including local gender expert resource groups about problems, successes, and potentialities for improving attention to gender in the new Country Strategic Plan.
3. Strategy Development  
The Gender Assessment and action plan will be used as the basis for the Consultant to review and suggest improvements to the draft Strategic Plan Results to ensure adequate and appropriate Agency and Mission's approaches to mainstreaming gender.

### **Estimated Level of Effort**

A two person team for two weeks working in Bosnia would be needed.

### **Performance Period**

The performance period would be starting on or about second week of January to the end of the month.

### **Team Qualifications**

The composition of the team should be a gender sensitive political scientist concerned with political participation of females in the political process particularly for elected and appointed public offices. And an economist concerned with rates of employment and participation in the labor market.

### **Deliverables**

There are two written deliverables expected from this SOW: The Gender Assessment and recommendations for the draft action plan. Drawing on data from interviews and secondary sources, these documents will assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender and other integration, described above. The document may also be the basis for further technical assistance provided by USAID/Washington.

- A preliminary table of contents, list of findings and recommendations shall be submitted to the Mission upon completion of fieldwork (one electronic copy and three hardcopies).
- A draft Gender Assessment & recommendations for a draft action plan will be according to a schedule negotiated with the mission. The Mission shall provide any additional written comments electronically within 10 working days of receipt of the revised draft.
- The Final Gender Assessment & recommendations for action plan will be submitted to the Mission within 5 working days after receiving comments on the revised draft.

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## List of Relevant Resources and Data Sources

### **Elections and Political Participation**

Women and Local Elections in B&H 2004.

Women and Society. [www.womansoc.ba](http://www.womansoc.ba)

Gender Analysis of the Legislative Reform in B&H

Women and Society. [www.womansoc.ba](http://www.womansoc.ba)

### **Manual on Women's Participation in Elections**

OSCE

### **Gender Equity Law**

Law on Gender Equity in Bosnia and Herzegovina

GEEP

### **Women and Poverty**

*Female Headed Households Report*

UN in Bosnia and Herzegovina. May 2003

### **General Statistical Sources**

*Women and Men in Bosnia and Herzegovina*

BiH Agency for Statistics, 2001 and 2004

*Women and Men in Bosnia and Herzegovina and Federation of Bosnia and Herzegovina*

Federation of Bosnia and Herzegovina Federal Office of Statistics, 2001

*Men and Women In Republika Srpska Gender Statistics*

The Republika Srpska Institute for Statistics, 2001