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WOMEN IN BIH INSTITUTIONS PUPPETS OF GENDER QUOTAS

Sarajevo, 2018
CONTENT

LIST OF ABBREVIATIONS AND TRANSLATION ................................................................. 7
INTRODUCTORY REMARKS .................................................................................................. 8

1. NORMATIVE AND INSTITUTIONAL FRAMEWORK OF GENDER
   EQUALITY ...................................................................................................................... 12
   1.1. International standard ......................................................................................... 12
   1.2. Domestic regulations .......................................................................................... 17

2. METHODOLOGICAL FRAMEWORK OF THE RESEARCH .................................. 21

I PART: GENDER EQUALITY IN THE REGION OF EASTERN SARAJEVO AND
ROMANIJA: (NOT) IDEAL (N)OR PRACTICE ................................................................. 26

   1. General overview ..................................................................................................... 26

   2. LOCAL INSIGHTS ..................................................................................................... 36
      2.1. PALE - RS ........................................................................................................ 36
      2.1.1. Introduction ................................................................................................. 36
      2.1.2. Legal and political framework and participation of women in the
             public sphere ....................................................................................................... 37
      2.1.3. Socio-economic aspect ................................................................................ 41
      2.1.4. Social and health protection ......................................................................... 43
      2.1.5. Domestic violence ........................................................................................ 44
      2.1.6. Women marginalized on multiple grounds .................................................. 45
      2.2. SOKOLAC ....................................................................................................... 47
      2.2.1. Introduction .................................................................................................. 47
      2.2.2. Legal and political framework and the participation of women in
             political/public life of the community ................................................................. 48
      2.2.3. Socio-economic aspect ................................................................................ 50
2.2.4. Social and health protection ......................................................... 52
2.2.5. Women marginalized on multiple grounds ................................. 53
2.2.6. Domestic violence ...................................................................... 55
2.3. EASTERN ILIDŽA ......................................................................... 57
2.3.1. Introduction ............................................................................... 57
2.3.2. Legal and political framework and participation of women in the political/public life of the community ........................................... 57
2.3.4. Social and health protection ......................................................... 59
2.3.5. Domestic violence ................................................................. 61
2.3.6. Women marginalized on multiple grounds .................................. 61
2.4. TRNOVO - RS ............................................................................... 62
2.4.1. Introduction ............................................................................... 62
2.4.2. Legal and political framework and participation of women in political/public life .................................................. 63
2.4.3. Economic aspect ...................................................................... 65
2.4.4. Social protection and health care ................................................. 66
2.4.5. Domestic violence ...................................................................... 66
3. RECOMMENDATIONS .................................................................... 67
3.1. General information for the region ................................................. 67
3.2. Specific recommendations for local communities ........................... 73

II PART: LOCAL POLICIES OF GENDER STRATIFICATION - Region: Hadžići (Hadžići, Ilijaš and Semizovac) ........................................................................ 76
1. Declarative equality? ...................................................................... 78
2. Participation of women in the political life of the community .......... 81
3. Socio-economic position of women ................................................. 88
3.1. Education ..................................................................................... 88
3.2. Employment ................................................................................. 92
3.3. Different basis for social stratification ................................. 94
3.4. Domestic violence ................................................................. 100
4. Instead of conclusion: How to reach gender equality? .......... 102

III PART: GENDER EQUALITY IN REGIONS TUZLA AND LIVNO: .......... 106
WORDS ON PAPER ................................................................. 106
1. Introduction .............................................................................. 106
2. Method........................................................................................ 108
3. Results ....................................................................................... 111
3.1. Tuzla ................................................................................. 112
3.2. Srebrenik ........................................................................... 120
3.3. Gračanica ........................................................................... 124
3.4. Orašje .............................................................................. 127
3.5. Livno .................................................................................. 130
3.6. Kupres ............................................................................... 133
3.7. Bosansko Grahovo ............................................................ 135
3.8. Bugojno ............................................................................. 138
4. Final remarks with recommendations ...................................... 140

TERMINOLOGY .............................................................................. 150
LITERATURE .................................................................................. 157
ABOUT THE AUTHORS ............................................................... 169
# LIST OF ABBREVIATIONS AND TRANSLATION

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Translation</th>
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<tbody>
<tr>
<td>ARS BiH(AGE)</td>
<td>Agency for gender equality of Bosnia and Herzegovina</td>
</tr>
<tr>
<td>BiH</td>
<td>Bosnia and Herzegovina</td>
</tr>
<tr>
<td>CEDAW</td>
<td>The Convention on the Elimination of All Forms of Discrimination against Women</td>
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<td>CSR (CSW)</td>
<td>Center for social work</td>
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<td>FBiH</td>
<td>Federation of Bosnia and Herzegovina</td>
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<td>GAP</td>
<td>Gender action plan</td>
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<tr>
<td>GV (CC)</td>
<td>City council</td>
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<tr>
<td>JU (PI)</td>
<td>Public institution</td>
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<tr>
<td>KUD</td>
<td>Folklore association</td>
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<tr>
<td>LGAP</td>
<td>Local Gender action plan</td>
</tr>
<tr>
<td>MUP(MIA)</td>
<td>Ministry of internal affairs</td>
</tr>
<tr>
<td>MZ(LC)</td>
<td>Local community</td>
</tr>
<tr>
<td>NVO(NGO)</td>
<td>Non governmental organization</td>
</tr>
<tr>
<td>OSI (PWD)</td>
<td>Person with disability</td>
</tr>
<tr>
<td>OV(MC)</td>
<td>Municipality council</td>
</tr>
<tr>
<td>RS</td>
<td>Republika Srpska</td>
</tr>
<tr>
<td>RVI(WV)</td>
<td>War veterans</td>
</tr>
<tr>
<td>SBK (CBC)</td>
<td>Central Bosnia Canton</td>
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<tr>
<td>SO (MA)</td>
<td>Municipal Assembly</td>
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<tr>
<td>TK(TC)</td>
<td>Tuzla Canton</td>
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<tr>
<td>UG(AC)</td>
<td>Association of citizens</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>ZORS (GEL)</td>
<td>Gender Equality Law in Bosnia and Herzegovina</td>
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<td>ZOZD(ADL)</td>
<td>Anti-discrimination law in Bosnia and Herzegovina</td>
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INTRODUCTORY REMARKS

Based on previous research, it can be argued that Bosnia and Herzegovina is an excellent example of separation of legal (de iure) and real (de facto) achievements of gender equality. However, neither the idealizations are justified in the first segment, nor is the leveling of what has been done so far justified in the second. It can be stated beforehand that the legislation was built on genderless legislation that has been subsequently subjected to attempts to be corrected through mechanisms of special protection of women’s human rights.

However, the very language used in the BiH Constitution reflects the image of social reality and establishes future discriminatory practices. The exclusive use of male gender as a paradigm of political subjectivity, women are symbolically excluded from the contract, just as they were previously excluded from creating the content. The ”Women Citizens for Constitutional Changes“ Initiative in 2013 has submitted the Platform of Women’s Priorities for Constitutional Changes1, where the use of gender-sensitive language is listed as the first of the five defined priorities. Also, the Agency for Gender Equality of BiH (AGE BiH) has made a set of amendments2 to the BiH Constitution and the

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1 Platform of women’s priorities for Constitutional changes with amendments to the Constitutions of Bosnia and Herzegovina from a gender perspective, Iniciative Women citizens for constitutional changes, Available at: https://gradjankezaustavnepromjene.wordpress.com/platformu-zenskih-prioriteta/

2 See more in: Alternative CEDAW report: Report by the organizations of the civil society about the application of key recommendations of CEDAW committee for
Constitutions of the Entities. Here we do not want to enter into an analysis of existing initiatives, but rather to suggest that in future constitutional reforms it is necessary to take priority primarily to eliminate discrimination in language, to introduce affirmative measures, to emphasize the principle of gender equality and to prohibit discrimination on the basis of gender/sex, incorporate other solutions that would enhance the protection of women's human rights and involve women in the reform process.

Namely, constitutional provisions on human rights declare their enjoyment without any discrimination. Part of the Constitution of Bosnia and Herzegovina is also made up of international human rights documents as well as those explicitly important for the protection of women's human rights. International standards are mandatory to apply to all levels of government, and align their laws and policies with them. The principles of equality and the prohibition of discrimination based on gender are prescribed by the Constitution of BiH, Entity and Cantonal Constitutions, Gender Equality in BiH, the f

3 Nevertheless, it is necessary to emphasize once again that the BiH Constitution does not contain explicit provisions concerning the equality of men and women, as outlined in the Concluding Observations in the Combined Fourth and Fifth Periodic Report on Bosnia and Herzegovina of the Committee on the Elimination of Discrimination against Women 2013. Since the recommendations of the Committee were not implemented, three years later, the Alternative CEDAW Report points to the same problems and gives concrete recommendations for constitutional reforms (2016, p. 27). Alternative responses from civil society organizations to European Commission Questionnaire also point to the activities of the Initiative Women Citizens for Constitutional Changes, which among other things advocates: "a) introducing a clear definition of gender equality into the Constitution of BiH and prohibition of direct and indirect discrimination of women in public and private spheres and b)
Anti-Discrimination Law in BiH, as well as other laws regulating specific areas, such as the area of education or the area of employment.

In addition to signing and ratifying numerous international conventions, in 2003, Bosnia and Herzegovina became one of the first countries in the region to adopt a state-level Gender equality law. However, as we "descend" in the levels of legislation to the lower levels that should more closely define and concretize gender equality policies, so often the original and declarative commitment to gender equality is "diluting" instead of concretizing. There is no explicit tendency in the establishment of gender equality and empowerment of women in the entity constitutions, but the declarative commitment to guaranteeing the enjoyment of the rights and freedoms provided by the BiH Constitution or international documents is still repeated. The prohibition of discrimination on an ethno-national basis is further elaborated and determined without taking into account specific gender and ethno-national correlations, and the other grounds for discrimination, including those based on gender, are only sometimes cited or just supposed.

The same is possible to conclude with respect to the Law on Principles of Local Self-Government in the Federation of Bosnia and Herzegovina and the Law on Local Self-Government of Republika Srpska, where when defining the competencies of local self-government units, the direct incorporation of the principle of gender equality and the existing general framework is omitted and it is assumed to be sufficiently wide when it is gender neutral. For local authorities, this may introducing affirmative measures to contribute to the equalization of women's position in all spheres of society, which imply a set of policies and practical measures introduced everywhere where it is clear from statistical data and analysis that certain groups do not have an equal status “ (2017, pg. 11).
also mean a broad interpretation of justifications for non-implementation of gender equality policy, given that the direct obligation does not really exist in the laws on local government and self-government.4

Such an approach of non-systematic integration of gender equality is a reflection of the context in which further legislative reforms and institutional mechanisms are implemented at different levels, and often, especially at the local level, become formal commitments that do not result in real social change. However, even at the level of general principles and existing norms, we can draw conclusions on the significant role and responsibilities of local government bodies in developing citizen’s awareness, with continuous and contextual design and implementation of various measures and policies that contribute to the fight against discrimination. All the above mentioned presumes that common socio-cultural practices are first recognized as discriminatory. From previous research it is undoubtedly concluded that this is one of the biggest challenges faced by local communities, particularly in the area of gender bias and stereotypes.

In addition, we cannot ignore the fact that normative-legal reforms are the first "visible" step toward achieving gender equality, though, given the previous obstacle, there is no necessary guarantee that real social changes will follow.

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1. NORMATIVE AND INSTITUTIONAL FRAMEWORK OF GENDER EQUALITY

1.1. International standard

The formal and legal aspects of gender equality in BiH need to be seen through two levels - international and national, which have their own reflections on the other levels including the lowest level - the local community. For the needs of this research, here are some of the most important ones: The CEDAW Convention (the Convention on the Elimination of All Forms of Discrimination against Women, 1979), the Beijing Declaration and the Action Platform (1995), Resolution 1325 ("Women, Peace and Security", 2000) and the Council of Europe Convention on the Prevention and Combating Violence against Women and Domestic Violence (2011, the so-called Istanbul Convention). Regarding domestic legislation, it is necessary to emphasize the importance of the Gender Equality Law in BiH and the Anti-Discrimination Law in BiH.

CEDAW Convention – The United Nations General Assembly adopted the CEDAW Convention in 1979 and came into force on 3rd September 1981. In the introductory lines of this document, which represents the minimum of protection of women's human rights, it emphasizes that discrimination against women "violates the principles of equality of rights and respect for human dignity". The first Article of the Convention broadly defines discrimination, and the following provisions emphasize the duty of states to eliminate discrimination and ensure full development and advancement of women. In 1982, the Committee for the Elimination of Discrimination against Women was set
up to monitor the application of the CEDAW Convention through consideration of the reports that each state has to bear every four years. In addition to these reports, the Committee also takes into account information from non-governmental organizations, which may be presented in the form of a so-called "Shadow Report or Alternative Report". After consideration of the report, the Committee issues its observations, comments and recommendations that the states have to implement and report on progress in the forthcoming reporting period.

The Beijing Declaration and the accompanying Action Platform\(^5\) - Beijing Declaration and Platform for Action were adopted at the Fourth World Conference on Women, held on September 15\(^{th}\), 1995. By signing this document, the state also assumes the obligation to adopt a national plan to improve the position of women and also commit themselves to institutional changes and the implementation of concrete measures to improve the position of women. Bearing in mind the obligations arising from the Beijing Platform, BiH has made a series of steps by developing gender action plans and other strategic documents. However, the successful implementation of the Beijing Platform to achieve gender equality presupposes the use of the \textit{gender mainstreaming} strategy, i.e. integration of gender perspective into all plans and programs, laws and institutional activities at all levels and in all spheres of life. Successful systematic integration of gender perspectives presupposes the development of a dialogue and inclusion of the most diverse voices at all stages of policy-building, starting from problem-solving. In this way, it is formally imposed by the obligation of cooperation between the

governmental and non-governmental sectors, where the first is no longer reduced to institutional mechanisms of gender equality, but extends to all institutions and levels of government.


Resolution 1325 was adopted at the 4213\textsuperscript{th} session of the Security Council on October 31, 2000. Already in the introductory section of this Resolution the importance of women's role in preventing and resolving conflicts, (post) conflict building, maintaining and promoting peace and security, and insisting on involving women in peace processes was pointed out. This resolution is also followed by the Action Plan for Implementation of Resolution 1325 in BiH. The Agency for Gender Equality of Bosnia and Herzegovina has prepared a Final Report on the Implementation of the Action Plan for the Implementation of UN Resolution 1325 in BiH covering the period of implementation from 2014 to 2017. From the data cited in the Report, it is evident that the implementation of the Action Plan resulted in increased participation of women in police and military forces primarily in lower positions and military forces, as well as the trend of increasing participation of women in leading positions in the defense and security sector. As BiH is the first country in the region which has drawn up and adopted the Action Plan for the Implementation of Resolution 1325, good practices in BiH are recognized at a regional and international level. Thus, the Report states that regional cooperation has resulted in concrete actions, and the example is the fact that the Local Action Plan for the implementation of

\[ \text{http://www.1325.arsbih.gov.ba/} \]
Resolution 1325 in the city of Niš was done in accordance with the methodology of drafting local action plans in BiH.\(^7\)

Not contradicting to all the positive moves made and the effort being invested, it is necessary to point out three controversial elements. Firstly, although the involvement of women in the military and the police is extremely important, the capacities of women's peace activism are not exhausted.\(^8\) Secondly, it is commendable that methodological plans have been initiated to develop local action plans for the implementation of Resolution 1325, but the question is what are the concrete results of their implementation at the local level? And thirdly, the question of the character of co-operation with civil society institutions in the implementation of Resolution 1325 is raised.\(^9\)

Council of Europe Convention on the Prohibition and Fight against Violence against Women and Domestic Violence - Istanbul Convention (2011)\(^{10}\) – This Convention was signed and ratified by BiH

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7 Ibid, pg. 5.
9 There are indications that this cooperation is of a declarative nature, as an example is the fact that in October 2013, a Coordination Group of 16 non-governmental organizations dealing with UNSCR 1325, at the proposal of the Agency for Gender Equality in BiH but by September 2018 no meetings were held with this Coordination Group (Alternative responses to civil society organizations on European Commission Questionnaire, July 2017, pp. 25-27. Retrieved from: https://ba.boell.org/sites/default/files/upitnik_finalna -version-1.pdf)
as the sixth member of the Council of Europe in 2013. Council of Ministers of BiH, at the 16th session held on 23.07.2015, adopted a Decision on the adoption of the Framework Strategy for the Implementation of the Convention on the Prevention and Combating Violence against Women and Domestic Violence in Bosnia and Herzegovina for the period 2015 - 2018. Within the Strategy, four strategic objectives are defined, namely:

1.) ensure comprehensive, effective and inclusive prevention of violence against women and domestic violence;

2.) to establish a multidisciplinary and coordinated system of protection of women who survived violence and domestic violence in accordance with the Council of Europe Convention on Prevention and Combating Violence against Women and Domestic Violence;

3.) to improve the prerequisites for punishing perpetrators of violence against women and domestic violence and to ensure access to justice;

4.) to improve the framework for creating and monitoring the implementation of integrated and gender sensitive policies for the prevention and fight against violence against women and domestic violence

In order to achieve the goals, strategic programs have been devised and the responsible institutions are listed. In relation to the first goal, local authorities are also responsible for implementing "gender-sensitive policies" and "gender-responsive budgets", "targeted and effective programs for the prevention of violence against women and domestic violence", a campaign to raise awareness for the recognition

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and fight against violence against women and domestic violence", involving religious communities in raising this awareness and "preventing unacceptable justifications for violence". In relation to the second goal, local authorities are listed as one of the responsible institutions in the implementation of strategic programs to harmonize the institutional framework for the protection and support of women who survived violence with the provisions of the Convention and to improve the multidisciplinary "approach to providing protection and support to victims of violence" as by the provisions of the Convention; then "allocating adequate resources to competent entities to provide protection and support to victims of violence", "increasing the availability of information on protection and support instruments for all who survived violence". In relation to the third goal, local authorities are obliged to "conduct educational campaigns to encourage reporting of violence against women and domestic violence".

1.2. Domestic regulations

Gender equality law in Bosnia and Herzegovina – This law was adopted in 2013. Obligations of the competent authorities are clearly defined in Article 24, which states that all authorities, including local self-government units, are "under their jurisdiction" to "take all

12 Ibid, pg. 33 - 37
13 Ibid, 38 - 42
14 Ibid, 43 - 44
appropriate and necessary measures to enforce the provisions of this Law and Gender Action Plan of Bosnia and Herzegovina. "Article 24, among other things, results from the obligation of local authorities to implement programs of measures to achieve gender equality in all areas, and some of these programs in all areas should include" gender analysis in a particular area "," implementation of the adopted national policies through action plans for gender equality ", and "measures to address gender inequality in a given area"

Institutional mechanisms for gender equality in BiH have been established through GEL, namely the Agency for Gender Equality at the level of BiH, and the RS Gender Center and the FBIH Gender Center at the entity level as government advisory bodies.

At the state level, the Gender Equality Commission of the Parliamentary Assembly of BiH is active, and at the Entity level, the Gender Equality Commission of the House of Peoples and Gender Equality Commission of the House of Representatives of the FBIH Parliament, and the Committee of Equal Opportunities of the National Assembly of Republika Srpska16. In the Federation of Bosnia and Herzegovina, the Gender Equality Commissions also operate at cantonal assemblies.17

Gender action plan of Bosnia and Herzegovina 2013 - 201718 (GAP BiH) foresees the establishment of Gender Equality Coordination

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16 Scheme of institutional mechanisms for gender equality is available at: http://www.gcfbih.gov.ba/oblasti/institucionalni-mehanizmi-za-ravnopravnost-spolova/

17 Ibid

Boards, but as stated in the Alternative answers of civil society organizations to the European Commission issues of 2017, Coordination Boards for Gender Equality were formed in "two out of ten cantons" and "still did not start an active engagement". On the local level, the commissions operate within the municipal councils/assemblies. However, various research questions are asked about the work or lack thereof of these commissions.

**Anti-discrimination law in BiH** was adopted in 2009 and its amendments were adopted in mid-2016, when gender identity was explicitly recognized as a prohibited discrimination ground. One group with special powers of the central institution for the protection of discrimination - the Ombudsman Institution for Human Rights of BiH is defined in Article 7 of the BiH ADL.

During 2017, the Ombudsmen Institution received the initiative of the FBiH Parliament to make a special report on the status of single parent families with a special focus on non-execution of court verdicts for child support. It is to be expected that this report, through statistical data on single parent families, will also have concrete practical

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19 Alternative responses of organizations of the civil society to questions of the European Commission, Sarajevo, Banja Luka, July 2017., pg. 52. Available at: https://ba.boell.org/sites/default/files/upitnik_finalna-verzija-1.pdf
implications for the establishment of an alimentary fund at the level of BiH or its entities.
2. METHODOLOGICAL FRAMEWORK OF THE RESEARCH

Problem: Current research suggests that no significant progress has been made at local level (municipalities and cities) when it comes to gender equality, and the measures taken are mainly the question of meeting the formal obligation\(^22\), rather than trying to change the social reality and realize the ideal of righteousness. Researching Gender Equality in Municipalities and Cities, Edita Miftari concludes that "Bosnia and Herzegovina has shown a willingness to integrate a gender perspective in one place, but unfortunately this moment mostly relates to the legal and strategic framework as well as to declarative political instances."\(^{23}\) An important finding of this research is that: "At the lower levels of government, where there is also the greatest violation of human rights and discrimination on grounds of sex and gender," legal mechanisms "do not have real or practical application."\(^{24}\) Empirical research of this author found that only 12.3% of the municipalities/cities that were analyzed apply gender-responsive budgeting, 16% of

\(^{22}\) In the Orange Report of 2016, it is stated that a large number of municipalities and cities have local action plans, and that from 2012 to 2015, 47 plans have been developed and adopted in FBiH, while in the RS, 22 plans have been adopted by 2015. However, in spite of this, local authorities essentially "do not take any measures in the area of gender equality". (Orange report 2016: Annual report on women's human rights in BiH, SOC, Sarajevo, February, 2016., pg. 17. – 18. Taken from: http://hcabl.org/wp-content/uploads/2016/02/NARAN.IZVJESTAJ_02_20.02.2014._FINAL_web.pdf). The same stance is also mentioned in the document: "Alternative responses of civil society organizations to European Commission Questionnaire." (July, 2017., pg. 53. Taken from: https://ba.boell.org/sites/default/files/upitnik_finalna-verzija-1.pdf).


\(^{24}\) Ibid, pg. 18.
municipalities/cities allocate funding for specific women’s entrepreneurship projects, only 2.5% of the analyzed municipalities/cities allocate funds from city/municipality budget for special programs for formal and informal education of women and girls, whereas for the work of associations that advocate for women's rights, allocated funds come from the budget of 35.8% of municipalities and cities in BiH. **This survey also shows that municipalities in most cases have no concrete measures to promote gender equality.**

Research by Jasmina Čaušević shows that, despite the relatively developed institutional mechanisms, there is a great discrepancy between social conditions and conditions that would be in line with the applicable domestic and international standards.25

Particularly valuable contribution to the recognition of socio-cultural barriers that determine the position of women in all spheres of society are publications issued by the CURE Foundation, which are based on personal stories of women from local communities (such as publications „My voice echoes...“26 and „Women who inspire“27).

**Subject and goal of research:** Each local community has its own specifics. The general conclusions drawn from descriptive, empirical research, certainly can be the basis for performing hypothetical attitudes, but not the necessary truths, about another context.

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27 Žarković, Tatjana „Women who inspire... research on the possibilities and conditions of life of women in small local communities in BiH, CURE Foundation, Sarajevo, 2017. Available at: http://fondacijacure.org/files/zene%20bos%20ver.pdf
Adequate assessment of the situation and identifying specific problems is the basis for determining specific goals and targeting specific activities. Therefore, the focus of this research is on five key regions:

1. Romanija (Pale, Sokolac and Rogatica)
2. Eastern Sarajevo (Eastern Sarajevo, Trnovo and Ilidža)
3. Hadžići (Hadžići, Ilijaš and Semizovac)
4. Kupres (Livno, Kupres, Bugojno and Grahovo)
5. Tuzla (Tuzla, Srebrenik, Gračanica and Orašje).

The main objective of this research is to carry out practical recommendations to improve the quality of life of women and girls in Bosnia and Herzegovina on the basis of a comparative analysis of existing advocacy documents on gender equality.

Methods: When analyzing documents adopted at the local level, a comparative method and method of analysis of content was primarily used. Basically, the paper represents a meta analysis, i.e. an analysis of available secondary data sources with a tendency of statistical summation of information into the specific local communities that are the subject of analysis. This approach necessarily addresses two difficulties.

The first problem is the problem of lack of data that was needed for a descriptive analysis based on which we could gain deeper insights into the actual state. The experience gained in this research confirms that the statutory obligation to maintain statistical data and their gender classification as well as the transparency of the work of the government institutions at all levels are not peculiar. They are essential for a thorough diagnosis of the state, not only when conducting such research, but also as a prerequisite for successful policy-making at the local level, which must integrate a gender perspective. During this research, it was confirmed that there is a neglect on the local level that
the need to maintain statistical data and their classification on basic gender is neglected and that local level activities are generally not presented in a transparent and systematic way. Hence, the conclusions on gender equality have often been indirectly based on some other indicators.

Secondly, the research in the design phase tended to be uniform in view of the predefined reference points of analysis. However, as local contexts have some specific features, priorities and problems, this diversity is reflected also in the presentation of research results.

In addition to these two issues common to these types of research, the particular challenge in shaping the content of the publication is the balancing between gender-responsive language and terminology that is commonly used in the classification of statistical data and legal documents. Women's organizations, and in particular the CURE Foundation, are justifiably insisting on the use of terms that empower women. Thus, for example, instead of the term "victim of violence", it is recommended to use the term "women who survived violence", and instead of the term "single mother" the term "independent parent". Since the language we use is not just a reflection of patriarchal practices, but forms a person and their identities, such specific recommendations take out the identity of a victim or the role of a parent who is reduced to only one role, and create a different one through the term "survivor" or through the term which encompasses the multidimensional roles assumed by the term "independent". And in this publication, we tried to follow these tendencies of seeking different marking, but also deconstructing and reconstructing our realities. However, certain stylistic difficulties, as well as inconsistent use of the terms, appeared inevitable, especially when it was necessary to cite certain regulations. However, despite these barriers, the text is
characterized by usage of gender-responsive terminology whenever possible in order to ultimately achieve the goals of this publication.

Namely, the main motivation for this study was to diagnose the situation on the basis of which specific recommendations would be made to improve gender equality, and that all those who are in any way thinking and working on improving the quality of life of women and girls in their local communities, might exploit these insights to improve the quality of their plans. If we take this research as a meta-analysis methodically and as a current database, it is expected that it will be enriched and supplemented with some new research, but will also serve as a basis for measuring possible, positive changes in local communities.
I PART: GENDER EQUALITY IN THE REGION OF EASTERN SARAJEVO AND ROMANIJA: (NOT) IDEAL (N)OR PRACTICE

Since most of the available researches and documents that are analyzed cannot find clearly distinguished data by regions as well as separately for these two regions (one of the exceptions is the research of the CURE Foundation "Women who inspire"), a general overview with some specifics for a better understanding of the state in the field will be done. After that we will give an overview of some local specifics. It should be noted that the regional divisions do not follow the administrative ones as four analyzed municipalities in these two regions belong to the municipality of Eastern Sarajevo, and two belong to the Romanija region.

1. General overview
When it comes to the position of women and gender equality at the local level, the situation is rather unfavorable, with some areas where the shift is visible. But the lack of accurate data and the inaccessibility of the necessary documents limits us at the same time for any categorical claim. On the other hand, bearing in mind that the Gender Equality Law prescribes that all data at all levels must be directed towards gender equality, the lack of these documents indicates their omission or the selective application of the law at lower levels of government, what has been indicated in other researches as well.28

The analyzed documents on the official pages of the municipalities in these regions provide some insights into gender equality, with the indication that in very few cases, the data classified by gender and development strategies are only in rare sections contextualized from a gender perspective. Also, very often the available documents are not updated. In most municipalities, when it comes to budgets, they are available for several years back and clearly show incomes and expenditures by items, with the notion that they do not have a gender dimension, since gender-neutral economic frameworks of standard budgets are actually used which in fact reflect gender inequalities and stereotypes in society and especially in the economic sphere. This points to the lack of gender mainstreaming, i.e. integration of the gender perspective into local policy as means of achieving gender equality.

The City of Eastern Sarajevo includes six municipalities - Pale, Sokolac, Eastern Stari Grad, Eastern Novo Sarajevo, Eastern Ilidža and Trnovo, four of which are subject to analysis in accordance with the research call of CURE Foundation. The City Statute claims the protection and promotion of human rights, both individual and collective (Article 11). When it comes to collective rights, the rights of constituent peoples and
definition of the Council of Europe, gender mainstreaming is: "(re)organization, improvement, development and evaluation of political processes in a way that integrates the principles of gender equality in all policies at all levels and at all stages by actors involved in political decision-making."

29 Republika Srpska, Gender center, Gender responsive budgeting in Republika Srpska. Banja Luka: Gender center – Center for equity and gender equality of Republika Srpska, pg. 19
30 According to the definition of the Council of Europe, gender mainstreaming is: "(re)organization, improvement, development and evaluation of political processes in a way that integrates the principles of gender equality in all policies at all levels and at all stages by actors involved in political decision-making."
31 E. Miftari, op. cit., pg. 17
32 http://www.fondacijacure.org/index.php?do=article&article_id=998
minorities and the promotion of the position of young people are mentioned primarily through Youth Councils and the city's obligation is to provide means for their work. The statute of the city does not foresee proportional representation in the organs of the city by gender, but only proportional representation of constituent peoples and others (Article 13). The adoption of a measure to achieve gender equality is part of the independent city duties (Article 15), and there is no priority given to it - out of a total of 15 listed duties, gender equality is positioned at 14 (Article 15). Since, according to the Statute of the city, gender budgeting is not foresee when it comes to the distribution of income (Articles 66, 67 and 68), the question is raised as to how gender equality mentioned in the Statute is implemented and promoted.

One of the mechanisms is certainly the Gender Equality Commission, which exists at the level of the Eastern Sarajevo city and has five members of which four are women. However, there is no information on the official website of the city in the available documents, which would point out what the Commission is doing precisely when it comes to improving gender equality, especially if we have in mind, based on the available data, that there are no such committees in most of the relevant municipalities. The city of Eastern Sarajevo according to the survey results of 2015 has a local Gender Action Plan, but given the summaries in the presentation of the results in the given research, no other specifics are mentioned when it comes to LGAP in Eastern Sarajevo. Also, it is not available on the official website of the city. CURE Foundation conducted a research on gender policies at the local level in

33 http://gradistocnosarajevo.net/skupstina/komisije/
34 E. Miftari (2015). Gender equality in municipalities and cities in Bosnia and Herzegovina, pg. 36
2017 and states: "Although the survey should include all municipalities and cities on the territory of Bosnia and Herzegovina, only 35 responded to the question by filling out the questionnaire attached to this report."\(^{35}\) Sokolac municipality and the municipality of Eastern Ilidža were t

On the other hand, the Strategy of the BiH Gender Equality Agency that deals with the application, or more precisely the strategy of applying the Istanbul Convention, states that they are established or are in the process of establishing the so-called "multisectoral teams against domestic violence" in several cities, including Eastern Sarajevo and its associated municipalities: Eastern Ilidža, Eastern Novo Sarajevo, Eastern Stari Grad, Pale, Sokolac, Trnovo. In this strategy, local communities play an important role in data management, prevention and protection of survivors of violence along with other actors and levels of government, in order to achieve the following strategic goals:

1. Ensure comprehensive, effective and inclusive prevention of violence against women and domestic violence

2. Establish a multidisciplinary and coordinated system for the protection of victims of violence against women and domestic violence in accordance with the Council of Europe Convention on the Prevention and Combating of Violence against Women and Domestic Violence

3. Improve the prerequisites for punishing perpetrators of violence against women and domestic violence and ensuring access to justice for victims

\(^{35}\) E. Miftari, Local policies for gender equality in Bosnia and Herzegovina (unpublished research)
4. Enhance the framework for creating and monitoring the implementation of integrated and gender-responsive policies for preventing and combating violence against women and domestic violence. “36

There is a Center for Free Legal Assistance with headquarters in Banja Luka in the Republika Srpska, and there are also four offices at the level of district courts in Trebinje, Bijeljina, Doboj and Eastern Sarajevo37 38. However, the problem is that vulnerable categories of women are not recognized as a separate category that has the right to free legal aid, as opposed to the Federation of BiH where, for example, it is clearly stated that a victim of domestic violence or gender-based violence enjoys the right to this status.39 On the other hand, it can be concluded that in the RS they have this right within the general category of vulnerable or disadvantaged persons i.e. on the basis of international conventions binding on BiH.40 Bearing in mind the shrinkage of directives, the problem is the real situation in the local context. Research shows that women in these two regions do not know enough of their rights and that in case of violence they prefer to address families or acquaintances rather than institutions.41

Furthermore, according to the new Social Protection Law of Republika Srpska, victims of domestic violence are recognized as beneficiaries of

36 Ibid, pg. 32
37 http://mpr-centar.org/index.php/sr-rs/o-centru/organizacija
38 UNDP (2013). Free legal aid in Bosnia and Herzegovina. Brochure for users of services. Sarajevo, pg. 5
39 Ibid, pg. 17
40 Ibid, pg. 7
41 Tamara Žarković (2017). „Women who inspire“. Research on the possibilities and conditions of life of women in small local communities in BiH. Sarajevo: CURE Foundation, pg. 33
social protection (Article 17), and it can be concluded that they have the right to free legal aid under the so-called "financial criterion"\textsuperscript{42}. However, by researching the available local documents in which the overview of the social protection beneficiaries has been given, this category is not mentioned in all communities, although under the applicable law it falls within the competence of local self-government units, inter alia, through the analysis of the social status of the population on their territory (Article 14). In communities where it is claimed that these persons benefit from social protection, from available documents it is not seen how big the number is, because there is no specific categorization as persons who receive help because they are victims of domestic violence and which disables deeper insights.

In communities where it is stated that these persons are beneficiaries of social protection from the available research of the Local Democracy Foundation from Sarajevo, which coordinates the BiH Safe Network\textsuperscript{43}, it still shows some progress in this region, especially when it comes to sensitization of police and health workers. There is no special department for domestic violence in the Eastern Sarajevo\textsuperscript{44} police department or a competent coordinator, considering that there is a need for a special team or department to be formed.\textsuperscript{45} Also, police officers have undergone numerous educations when dealing with

\textsuperscript{42} UNDP (2013). \textit{Free legal aid in Bosnia and Herzegovina. Brochure for users of services}. Sarajevo, pg. 8

\textsuperscript{43} http://www.sigurnamreza.ba/

\textsuperscript{44} In Republika Srpska, the Republika Srpska police organization is divided into six sectors by territorial principle: Public Security Center Prijedor, the Public Security Center of Banjaluka, then Doboj, Bijeljina, Eastern Sarajevo and Trebinje.

\textsuperscript{45} Lokal Democracy Foundation (2017). \textit{Analysis of the current situation of the level of violence against women, girls and domestic violence in ten local communities across Bosnia and Herzegovina}. Sarajevo, pg. 15
domestic violence and established cooperation with other relevant institutions and stakeholders, with the indication that better cooperation with the media is needed. A special problem noted in this research is the lack of a victim care center, and women because of their economic dependence are further unprotected in the case of violence. There are three safe houses in the Republika Srpska that are quite remote from this region (in Bijeljina, Modrića and Banja Luka), which is recognized as a problem in some local communities within the municipal development strategy.

According to surveys from the above-mentioned research in the Eastern Sarajevo region, combined violence - physical, psychological and economic is dominant - but the problem is that there is no counseling center for survivors of domestic violence. When it comes to health institutions in Eastern Sarajevo, they have protocols, i.e. forms for identifying injuries that arise in case of domestic violence, employees are going to additional educations, and there are posters and brochures in waiting rooms that address the problem of domestic violence. Generally, when it comes to quality of health services, women in this region grade it with a rather low grade - an average rating of 3.5 was obtained, while the maximum was 7.

When it comes to the courts, there is a psychologist at the Eastern Sarajevo district court whose task is to provide support to the person

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46 Ibid
48 Ibid, pg. 41
49 Ibid, pg. 64
50 Ibid, pg. 66
51 Ibid, pg. 68
52 T. Žarković, op. cit., pg. 29
who survived violence, during the trial. But other research suggests that domestic violence continues to be treated as a "less dangerous social deed".\textsuperscript{53} The Center for Legal Assistance from Zenica and the United Women from Banja Luka have monitored several courts, including the Sokolac Primary Court, where this trend was also highlighted when it comes to judicial proceedings.\textsuperscript{54} The problem is also the length of the court process and the tendency to take the so-called "mitigating circumstances in making the verdict."\textsuperscript{55}

The unfavorable position of women and the inadequate implementation of adequate measures are certainly affected by the unfavorable economic situation, the high level of unemployment and the decrease in income of the entire population. Research also point to the traditional division of household roles in households\textsuperscript{56} and to different strategies for survival of families. In order to satisfy the basic existential needs of the family, the so-called substitution strategies are often used, including formal employment and work in agriculture. This strategy is used by 63.5\% of women at the level of Eastern Sarajevo, most often by carrying out additional work in low-income agriculture.\textsuperscript{57} This is also confirmed in the research of the CURE Foundation, where women have stated that such work, e.g. work in the garden, breeding of

\textsuperscript{53} Alternative report on the application of BiH to the EU membership, 2018: chapter 2.3
\textsuperscript{55} Ibid, p. 29
\textsuperscript{56} Biskerka Košarac (2013). Family and work strategies in transition. Eastern Sarajevo: Institute for Textbooks and Teaching Resources, Sociological Society of Republika Srpska, pg. 93
\textsuperscript{57} Ibid, pg. 130, 131
chickens, etc., can create the value of the average income. According to the results of the census in the municipalities in this region engagement in agriculture for personal needs, not for sale on the market is expressed indirectly pointing to gender disparities and the traditional division of labor to the detriment of women. This is confirmed by the so-called subjective experience of the economic situation of the female population in this region which is quite low - 3.69, while the highest score in this study was 7.

So called entrepreneurial and market-oriented strategies are used by men significantly, which indicates the overcoming of traditional values in this region. Women have a very low rating of job opportunities and achievements at work. Research generally suggests that allocating funds from local budgets to encourage women's entrepreneurship, focuses on typical “women's jobs”, which ultimately leads to the maintenance of traditional gender roles. In the mentioned study of 2015 there were no specific data on the funds allocated for this region. The fact that in the Development Strategy of the Sokolac Municipality as one of the possibilities of development of the municipality through tourism, the improvement of domestic work is mentioned - primarily focusing on “women’ jobs”, i.e. the making of decorative items by

58 T. Žarković, op. cit, pg. 21
59 Braco Kovačević (2017). „Agricultural population in Bosnia and Herzegovina“ in: Ivan Cvitković (ur.): Demografic and ethnic changes in BIH. Sarajevo: Academy of Sciences and Arts of Bosnia and Herzegovina, pg. 132-135
60 T. Žarković, op. cit.. pg. 22
61 B. Košarac, op. cit., pg. 130
62 T. Žarković, op. cit., pg. 29
63 E. Miftari, op. cit., pg. 45
weaving and knitting\textsuperscript{65} is a good example illustrating the mentioned data in the context of this region.

Based on the internal document of the Employment Service of Republika Srpska with its headquarters in Pale, called the Self-Employment Support Project in 2017, there are women's employment strategies and the data are classified by gender but not classified by administrative units.

The project also includes incentives for self-employment of women who have survived violence, persons with disabilities, unemployed persons over the age of 50 and other vulnerable categories. The amount of self-employment support amounted to 5,000 KM, except children of the murdered war veterans for whom the incitement amounted to 8,000 KM. The application process as set out in the Professional Analysis of Self-Employment Project was organized through the relevant employment bureaus, but no special measures were taken to include disadvantaged groups.

The situation in civil society is unsatisfactory, although in different development strategies and activities of individual municipalities the civil society organizations are recognized as partners. It can be said that there are no strong women’s associations that would adequately focus on gender equality issues, but they are characterized by two forms of activity - socializing and creative work.\textsuperscript{66} On the other hand, on the Republika Srpska Gender Center website some of the civil society organizations from this region have been recognized as key partners in

\textsuperscript{65} Strategy of development of the municipality Sokolac. Goals, concept and strategic priorities of sustainable development. 2013 - 2020, pg. 40

\textsuperscript{66} T. Žarković, op. cit., pg. 19
the promotion of human rights and women's position in RS.\textsuperscript{67} This indicates that there are certain potentials but they are not sufficiently recognized at local level and in local gender equality policies. Since women in these regions estimate that they want to have organized meetings in their places of residence, where they would discuss issues, \textsuperscript{68} this points to the need for stronger civic engagement and women themselves recognize this.

2. LOCAL INSIGHTS

2.1. PALE - RS

2.1.1. Introduction

In the Pale-RS municipality, according to the results of the last census, there are 10,871 women, accounting for 52\% of the population. The average age of the female population is 42.84 years and is somewhat higher than the average age of men (40.11 years).\textsuperscript{69} Therefore, in this municipality as well as in other parts of Bosnia and Herzegovina, the age structure is rather unfavorable and the trend of the aging population is present. In the municipal development strategy, this problem has been identified but not sufficiently elaborated in terms of the solution. There is a general discussion about the poor position of young people, their participation in sports, cultural and educational activities, and some funds from the local budget are highlighted, with an emphasis on sporting activities. Research on the position of young people was carried out, more precisely their perception of their own position. Very negative results have been obtained, but it is very difficult

\textsuperscript{67} http://www.ravnopravnors.com/partneri.html
\textsuperscript{68} T. Žarković, op. cit, pg. 32
\textsuperscript{69} Agency for statistics of Bosnia and Herzegovina (2017). Census, list of households and apartments in Bosnia and Herzegovina. Results of census, pg. 42
to analyze the research itself because the data is not classified by gender. On the other hand, the so-called older population is quite neglected in the available documents and the so-called older households are defined as a social problem even though planning to improve the position of this population in the sphere of health and social protection is planned.

There are more women among persons who graduated from faculty, but there are more of them without any education, without elementary school completed or only elementary school completed which is also a trend in BiH. Also, in the municipality there is a trend of an increasing number of unemployed persons with a graduate degree, but the data was not classified by gender, where the mentioned trend of increasing number of women with a university degree should be taken into account.

2.1.2. Legal and political framework and participation of women in the public sphere

In local authorities at the local level men dominate when it comes to executive (chief of cabinet) and legislative power. Article 11, paragraph 6 of the Statute of the Municipality, states that the municipality shall, within its competencies, provide and promote the equality of the genders. However, the Statute does not provide for gender equality quotas. At the moment, the mayor of the municipality and two advisers and the head of the cabinet of male as well as the

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70 Zlatiborka Popov Momčinović (2017): „Women in BiH through the pretext of the results of the census“, in: Ivan Cvitković (ed.): Demografic and ethnic changes in BIH. Sarajevo: Academy of Sciences and Arts of Bosnia and Herzegovina, pg. 63

71 http://www.pale.rs.ba/nacelnik-opstine-pale/
president and vice president of the municipal Assembly. From 25 representatives of the Assembly, only 4 are women.\textsuperscript{72}

In Pale municipality, Pale municipality's Rules of Procedure were adopted in 2017 and Article 66 of the work and activities of the Commission for Gender Equality were defined, which include, inter alia, monitoring of the application of the principle of gender equality in governance and decision-making, consideration of decisions on gender equality aspects, work on the prevention of discrimination on the basis of gender, elimination and prevention of all forms of violence on the basis of gender, raising awareness among the population. The available documents do not contain precise information on the work of the Commission or its composition. A part of the field of gender equality is covered by the work of the Department of Economic and Social Affairs (including education, social protection, self-employment and various project activities), although the job description is not gender-sensitive. The head of this Department is a woman and a master of economic sciences, and out of six of the employees in this Department, five are women. In other departments in managerial positions there are men and the structure of the employees is in favor of men, which indicates that even though the obligation of the Gender Equality Commission is to initiate the improvement of gender representation in the authorities (Article 66, paragraph 5, item 9.3), those initiatives have not been undertaken or have not been adopted.

The Pale municipality has no local gender action plan based on the available data and has not responded to the CURE Foundation's call for gender policy research at the local level. "Although the survey wanted

\textsuperscript{72} http://www.pale.rs.ba/odobrnici/
to include all municipalities and cities in the territory of Bosnia and Herzegovina, only 35 responded to the inquiry by completing the questionnaire attached to this report. An overview of the budget available at Pale Municipal official webpage shows that gender-responsive budgeting is not applied, and that this unsustainable allocation of budget resources does not contribute to gender equality but it actually complicates it additionally. On the other hand, it is certainly commendable that budget proposals, rebalancing, and enforcement data are available not only for the current one, but for a few years back and that the way of budget line presentation is accurate and transparent.

In the Pale Municipality Development Strategy, civil society organizations are recognized as important partners in the democratic and every other development of the municipality, and the importance of cooperation through, inter alia, the ability to receive budget support is emphasized. As far as women organizations are concerned, within the Strategy Civil Society - Non-governmental organizations, Women's Association "Vitalis" and the Kolo of the Serbian Sisters "The Great Tekla" are mentioned. From the gender aspect, there is also the existence of the Association for the Help to Children and Youth with Special Needs “Sun”, the Association of Single-parent Families "Iskra", as well as the Association of Families with four and more children "Pale 4+". Apart from the "Sun" Association, which carries out its activities and with significant support from foreign donors, UNDP's support was

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73 E. Miftari, 2017
74 http://www.pale.rs.ba/budzet/
75 Strategy for development of the municipality of Pale for the period 2017 to 2026 (2016), pg. 52
76 Ibid
provided, among others, through the ReLoad project to strengthen local democracy in 2018\textsuperscript{77}, other associations are not sufficiently visible and strengthened. This association also receives funds from the local budget - in 2017 the government has allocated 15,000 KM for the work of this association, the same amount is foreseen for 2018, and additional funds in the amount of 1.000 KM for sports activities are foreseen.

From budget review for 2018 which is available on the official website of Pale Municipality, for the Association of Single-parent Families as well as for the Association of Multiple Families "Pale 4+" only 1000 KM per year is planned, and also 1,000 KM for the women's associations "Viktorija" and "Strong women".

As highlighted in the area of Pale and the Romanija region, it can be said that there are no highly profiled women's associations that would adequately focus on gender equality issues, although there are certain potentials. Also, for a large number of sports associations there is no clear structure in the context of gender, except when it comes to the women's and men's volleyball club "Jahorina". Some women athletes are recognized in their local community such as Tanja Karišik, who has received recognition from the Municipal Assembly for her achievements.\textsuperscript{78} On 8\textsuperscript{th} of March, free skiing was provided for, as stated, "all members of the more beautiful gender"\textsuperscript{79}, which indicates the use of stereotypes when it comes to women and the need for women and girls to engage in sports activities on a systematic, and not just casual way. Given that the strategic objective of improving the quality of life is

\textsuperscript{77}\url{http://www.pale.rs.ba/reload-projekat-rezultati-javnog-poziva-za-organizacije-civilnog-drustvene-vlade-organizacije/}
\textsuperscript{78}\url{http://www.pale.rs.ba/arhive/12983}
\textsuperscript{79}\url{http://www.pale.rs.ba/arhive/12255}
the operational objective along with the improvement of the conditions for sporting activities it is necessary to include the gender dimension in these operational goals, and there are capacities, e.g. Sports-business center "Peki", built in 2012 and modernly equipped and capacitated.

2.1.3. Socio-economic aspect

Based on data from municipal documents, there are less women among the unemployed, but also among the employed, while there are more women than men who are actively seeking employment. Data on the incentives for self-employment, e.g. entrepreneurship, are not structured by gender. In the SWOT analysis of local economic development among the issues listed, there are also unequal opportunities for women and men, especially in small rural areas, and the measure of economic empowerment is planned through incentives for self-employment of women living in villages. But 16 programs that are planned to be implemented for economic development and planned projects and activities have no gender dimension except for the above-mentioned incentives for self-employment of women living in villages. On the official page the results are listed, i.e. the list of nominees for the distribution of greenhouses, and among the thirty candidates who fulfilled the conditions there are 7 women. However, in the research of CURE Foundation for the Romanija area there is a lack of incentives for agriculture, which is classified as one of the main issues, and which

80 Strategy for development of the municipality of Pale for the period 2017 to 2026 (2016), pg. 69
81 Ibid, pg. 13, 21
82 Ibid, pg. 16, 18
83 Ibid, pg. 71, 74
84 http://www.pale.rs.ba/Arkive/12641
85 T. Žarković, op. cit., pg. 32
indicates that the activities of the Strategy need to be further improved. The Agrarian development strategy, an older document dating from 2005, which is available on the official website, does not give the data on gender, and the planned incentives have no gender dimension. In the more recent document, i.e. the Development strategy for Pale municipality for the period 2017-2027, among the expected outcomes when it comes to agricultural and tourist development, it refers to employment of a certain number of women in rural entrepreneurship and rural tourism.  

With the support of the municipality, an exhibition of handicrafts was organized, whereby the mayor, among other things, "invited the residents of Pale and the city of Eastern Sarajevo to visit the exhibitions and the purchase of exposed goods in the next three days to help women to fill their budgets in this way," indicating that it is about supporting women in the so-called “traditional women's occupations” and activities with which women additionally contribute to the family budget.

Some research shows that families in Pale often use certain substitution strategies - formal employment and work in agriculture in as many as 76, 5% of cases and most often for their own needs. According to the 2013 census results, only 6.45% of the total number of agricultural households sell their products on the market, which indirectly points to the traditional division of labor within the natural character of production.

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86 Strategy for development of the municipality of Pale for the period 2017 to 2026 (2016), pg. 77
87 http://www.pale.rs.ba/ahive/12590
88 B. Košarac, op. cit., pg. 104
89 B. Kovačević, op. cit., pg. 134
2.1.4. Social and health protection

Improving social protection is a priority objective of the municipal strategy. However, the data on beneficiaries of social protection are not classified by gender.90 Pursuant to Article 17 of the Law on Social Protection of Republika Srpska, victims of domestic violence are categorized as beneficiaries of social protection. In the municipal strategy and table view of the category of beneficiaries of social protection this group is not mentioned either.

According to data from the Center for Social Work, among the most vulnerable categories besides persons with low level of education, persons with disabilities and elderly people, there are also households where women are main wage earners.91 There is no other data or strategy other than the humanitarian activity Solidarity in action dating back to 2010. In Pale municipality according to 2013 census results, of the total number of families (5,989), there are 966 women independent parents, which makes up slightly more than 16% of families in the census in this municipality.92 Also, they are faced with numerous prejudices including those coming from their own relatives:

"Everyone feels sorry for me, I feel that. I am bothered that my family does not understand me...“93

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90 Strategy for development of the municipality of Pale for the period 2017 to 2026 (2016), pg. 51
92 Agency for statistics of Bosnia and Herzegovina(2017). Census, list of households and apartments in Bosnia and Herzegovina. Results of census, pg. 69
93 T. Žarković, op. cit., pg. 40
A particular problem, as mentioned in the Development Strategy, is the lack of a local social protection strategy.\(^{94}\) According to the Law on Social Protection of Republika Srpska, local self-government units are obliged to adopt an annual and medium-term social protection plan based on an analysis of the situation in the communities (Article 14). By reviewing the municipality's website, many activities in this area have a form of humanitarian action such as the award of 150 food products to socially vulnerable families on the occasion of the Easter holidays,\(^{95}\) which, as stated in the Development Strategy, indicates that this sphere needs further systematic regulation.

When it comes to health care, the data and planned activities of the municipality for improving the health of the population have no gender dimension, but they are given for the entire population of the community, in the context of improving awareness, prevention and better access to health services with regard to the availability of so-called secondary health care.\(^{96}\) The budget lists a line that has a gender dimension, which states that for 2017 and 2018, 7,000 KM was allocated for artificial insemination.

### 2.1.5. Domestic violence

Victims of domestic violence are recognized as beneficiaries of social protection rights\(^{97}\) and the Social Work Center's obligation is to visit such families and collect data that may be required by the prosecution)

\(^{94}\) Strategy for development of the municipality of Pale for the period 2017 to 2026 (2016), pg. 79
\(^{95}\) http://www.pale.rs.ba/arhive/12421
\(^{96}\) Strategy for development of the municipality of Pale for the period 2017 to 2026 (2016), pg. 89, 90
and the courts. However, there is no specific information on the number of these persons available. Also, further development of cooperation with schools, the police, courts, health institutions, civil society organizations etc. is envisaged in the work of improving social protection. Municipality of Pale is, with the other participating municipalities, the signatory to the Protocol on co-operation on prevention of domestic violence at the level of the city of Eastern Sarajevo.\(^{98}\) In the Municipal Development Strategy, the development of aid for survivors of violence - SOS telephones, a safe house, daily centers - is foreseen within the planned activities.\(^{99}\) By inspecting the budget expenditures plan for 2018, it is planned to allocate 2,000 KM for housing costs in safe houses.

### 2.1.6. Women marginalized on multiple grounds

Based on the results of the 2013 census, 1,315 people with disabilities were registered in the Pale municipality, out of which 706 were women. Out of this, there is a large number of persons faced with multiple difficulties - a total of 461, out of which 244 are women, so adequate measures and protection strategies are needed. As outlined in the Strategy, there is an association called "Sunce" Association for Support and Education of Children and Adolescents with Developmental Disabilities and from the local budget during 2017, 15,000 KM has been allocated for the work of this Association, and the same amount is foreseen for 2018, and additional funds in the amount of 1,000 KM for sports activities are foreseen. For the Association of Visually Impaired Persons the funds are minimal and they amount to 1,000 KM from the

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\(^{98}\) E. Miftari, 2017

\(^{99}\) Strategy for development of the municipality of Pale for the period 2017 to 2026 (2016), pg. 87
municipal budget for 2017. The Strategy also covers various activities related to people with developmental difficulties - promotion of sports activities and development of employment programs for young people with developmental difficulties.\textsuperscript{100} The importance of increasing accessibility - access ramps, trails for blind faces, light and sound signaling, empowerment of families with disabilities, development of local awareness and other activities is also emphasized.\textsuperscript{101}

Strategic documents state that there is not enough sensibility when it comes to the needs of elderly people in the local community,\textsuperscript{102} and the Strategy plans to establish a mobile team for better coverage of health services for the elderly, socially vulnerable people with disabilities and other vulnerable categories.\textsuperscript{103} In an overview of the budget expenditures plan for 2018 it is planned to allocate 10,000 KM to the Association of Pensioners Pale. Elderly women were not identified as a particularly vulnerable category. In the 2013 census results, among people over 65, women account for 68% of this age group. The proportion of people with disabilities in the general population is 6.2% and there are more women than men in this group (706 versus 609). When it comes to people with multiple difficulties, there are more women than men (178 versus 106), but this category is virtually invisible in the available documents. When generally speaking about elderly persons, by inspecting activities at the municipal level, humanitarian activities were organized such as awarding packages to elderly and deaf persons, suggesting that some problems are solved by short-term and

\textsuperscript{100} Ibid, pg. 91
\textsuperscript{101} Strategy for development of the municipality of Pale for the period 2017 to 2026 (2016), pg. 87
\textsuperscript{102} Ibid, pg. 79
\textsuperscript{103} Ibid, pg. 90
humanitarian actions,\textsuperscript{104} and that it is necessary to improve the so-called system approach and solutions.

2.2. SOKOLAC

2.2.1. Introduction

In Sokolac municipality there are 50.79\% of women of the total population of 12.021 inhabitants. The average age of the women population according to the 2013 census results is 44.06 and it is higher than the average age of the male population, which is 41.26 years.\textsuperscript{105}

This points to the unfavorable demographic trends of the aging of the population, as stated in the Strategy for the Development of the Sokolac Municipality for the period from 2013 to 2020. The Strategy coordinator is a woman Doctor of Science, while from a total of 15 associates only one is a woman. The main data on which the Strategy has been made are not classified by gender, as well as important demographic characteristics such as the degree of education and (un) employment. According to 2013 census results, far more women than men are without any education and among those with an uncompleted elementary school, while the differences gradually diminish with rising the levels of education. Like at the average level of the BiH society, there are more women than men with a high level of education (612 versus 550).\textsuperscript{106}

\textsuperscript{104} \url{http://www.pale.rs.ba/arhive/12417}
\textsuperscript{105} Agency for statistics of Bosnia and Herzegovina(2017). Census, list of households and apartments in Bosnia and Herzegovina. Results of census, pg. 45
\textsuperscript{106} Ibid, pg. 162
2.2.2. Legal and political framework and the participation of women in political/public life of the community

In local government bodies, there are some gender balances in the current government, although the head and deputy head of the government are male.\textsuperscript{107} A woman is the president of the Municipal Assembly\textsuperscript{108} and the women are in managerial positions in three out of the four departments that exist in this local community. Of the total of 21 members in the MA there are only four women. In the Ordinance on Systematization of Workplaces in the administration bodies of 2017 as well as in the Statute of the Municipality gender equality is not prescribed so this area is not legally regulated in the sphere of promoting gender equality.

The Sokolac municipality, according to the results of the research in 2015, has a local gender action plan,\textsuperscript{109} with a visible variability being expressed in regards to creation of LGAP and its development and the manner of its implementation at the local level in BiH. From a later analysis, it was not known which time period this document contains or what it contains.\textsuperscript{110} Also, given the lack of gender-sensitive budgeting, including the fact that municipal regulations do not comply with the Gender Equality Law\textsuperscript{111}, the implementation of the action plan is questionable.

\textsuperscript{107} \url{http://www.opstinasokolac.net/nacelnik-opstine/}
\textsuperscript{108} \url{http://www.opstinasokolac.net/predsjednik-skupstine/}
\textsuperscript{109} E. Miftari (2015). \textit{Gender equality in municipalities and cities in Bosnia and Herzegovina}, pg. 36
\textsuperscript{110} E. Miftari, Local policies for gender equality in Bosnia and Herzegovina (unpublished research)
\textsuperscript{111} Ibid
In the municipality of Sokolac, based on the available documents and information on the official website of the municipality, there is no commission i.e. the gender equality department, and certain areas of this sphere are left to the Department of Local Development as well as the Department for Economic and Social Affairs at the Department of Economy and although the job description is not gender sensitive. By inspecting budget expenditures and lines, it is clear that gender-sensitive budgeting is not applied, but it is pleasing that the data on planned and realized budgets are available on the official website of the municipality for several years and that the budget lines are clearly and specifically formulated and presented.\footnote{http://www.opstinasokolac.net/budzet/}

Municipal documents and development strategies emphasize the importance of partnership with civil society organizations. The papers often state that there are no women's associations, although there is, for example, the “Aurora” Citizens' Association, which has otherwise participated in activities organized by Women to women within the WomenNet project. This organization has implemented, among other things, the activity of economic empowerment of vulnerable persons from rural areas through the introduction of plastic production and the project has been successfully implemented with donor support.\footnote{Municipal administration, Report on activities 2016, pg. 11} For the sphere of gender equality and social inclusion, there is an important role of the Association “Podrška” Sokolac, which works with persons with specific needs, and cooperation with this Association and "Aurora" is mentioned in the Development Strategy in the context of cultural events as well as economic empowerment.\footnote{Development strategy of Sokolac Municipality. Goals, concept and strategic priorities of sustainable development 2013 - 2020, pg. 57} Both of these
associations, including the Association of rural women "Glasinke" Sokolac, are on the website of the Gender Center of Republika Srpska listed among the key organizations in Republika Srpska who are working on the promotion of human rights and the position of women.\textsuperscript{115} There is a large number of sports associations in the municipality of Sokolac but from the available data their structure in the context of gender is not clear.\textsuperscript{116} By reviewing the 2018 budget plan, the women's football club Glasinac is listed as part of the budget lines envisaged. Although gender-sensitive budgeting does not apply, 2018 funds for the "Mother and Child" Sokolac Association were planned in the amount of 40,000 KM, as well as for the Association for Aid to Persons with Special Needs "Support" in the amount of 17,000 KM.

In the planned local development projects, civil society organizations have been recognized as partners, and that, among other things, was something the Mayor emphasized in an interview for "Sokolac Newspapers",\textsuperscript{117} with the indication that the gender aspect is not explicitly addressed in the foreseen activities that include civil society organizations within the strategic documents.

\subsection*{2.2.3. Socio-economic aspect}

Employment data in the Development Strategy are not sorted by gender.\textsuperscript{118} When it comes to the structure of employees in educational institutions, there are certain data that point to the problems faced by

\begin{footnotesize}
\begin{enumerate}
\item\textsuperscript{115} \url{http://www.ravnopravnors.com/partneri.html}
\item\textsuperscript{116} Development strategy of Sokolac Municipality. Goals, concept and strategic priorities of sustainable development 2013 - 2020, pg. 58
\item\textsuperscript{117} \url{https://www.milovanbjelica.net/intervju-za-sokolacke-novine-u-2018-godini-cilje-privlaceneje-investitora/}
\item\textsuperscript{118} Development strategy of Sokolac Municipality. Goals, concept and strategic priorities of sustainable development 2013 - 2020, pg. 50, 51
\end{enumerate}
\end{footnotesize}
women who are employed in preschool institutions - for example, that employees do not meet the requirements for work under the new preschool Education Law and that five nurses have no opportunities for further education required by the new Law.\textsuperscript{119}

Other agricultural development projects in their description have no gender dimension. The Ordinance on subsidies for agriculture does not foresee incentives for women. The Strategy states that the average profile of a tradesman in the Republika Srpska is a male, 55 years old, with finished high school education who does not use a computer, knows no foreign languages, and does not work on his further education.\textsuperscript{120} Although data for the municipality itself is not provided, it is assumed that the situation is similar because it has been included in the Strategy.

Women are mentioned in the Municipal Development Strategy in the context of traditional occupations, such as domestic labor, where women's work is primarily concerned with making clothes and decorative items by weaving and knitting and in the context of tourist potentials.\textsuperscript{121} Agriculture represents a significant part of the Development Strategy, but data, plans and their implementation with the support of local authorities (e.g. self-employment) are not sorted by gender. According to the census results of the total number of households involved in agriculture, 18.42% sell their products on the market\textsuperscript{122} which is the highest percentage compared to other

\textsuperscript{119} Ibid, pg. 53
\textsuperscript{120} Ibid, pg. 24
\textsuperscript{121} Development strategy of Sokolac Municipality. Goals, concept and strategic priorities of sustainable development 2013 - 2020, pg. 40
\textsuperscript{122} Kovačević, op. cit., pg. 135
municipalities in these two regions. From this we can see that it is necessary for the agriculture development strategy to cover the gender aspect and the existing market potential as well as the recognized needs in the Romanija region in this area. Women have, among other things, highlighted adequate support for agricultural households - incentives, additional education and training.\textsuperscript{123} Based on the internal data provided by the Employment support project of Republika Srpska in 2017, ten employees were employed in the Sokolac Municipality, two of which were women.

2.2.4. Social and health protection

Compared to the total number of people living in a situation of social need, 11% is the total number of this area. In this regard, the Social Protection Strategy of the Municipality was drafted and the data were sorted by gender. It is reported that 335 men and 338 women receive some form of social protection.\textsuperscript{124} The population, as noted, is not sufficiently informed about the rights of social protection, and a problem is also the lack of motivation of the staff for professional development.\textsuperscript{125}

The main target groups are defined when it comes to the Social Protection Strategy, but without a gender perspective.\textsuperscript{126} Priority target groups are children and young people, elderly people, persons with disabilities, returnees and displaced persons, multiple member families, poor and the unemployed.\textsuperscript{127} According to 2013 census results, there

\textsuperscript{123} T. Žarković, op. cit., pg. 32
\textsuperscript{124} Strategy of social protection of Sokolac Municipality 2015 - 2019, pg. 24
\textsuperscript{125} Ibid, pg. 31
\textsuperscript{126} Ibid, pg. 32
\textsuperscript{127} Ibid, pg. 31
are 785 families with three children, with four 214 and five and more 106. Support for these families is reflected in subsidies for accommodation in pre-school institutions, the purchase of textbooks and monthly payments.

As a problem in the context of the health of the population and women, there is a weakness in the technical capacities, especially ultrasound and laboratory diagnostics, lack of maternity hospitals, and poor preventive protection of women. In this area, it is planned to set up the Mother and Child Foundation and the purchase of a mobile mammogram to improve consciousness and prevention in the sphere of protection against malignant diseases.

2.2.5. Women marginalized on multiple grounds

There are 8.09% persons with disabilities in the total population and in this category there are more women than men (544 versus 429). Also, there are more women with multiple disabilities (212 versus 144).

As stated in the documents, people with disabilities have limited access to public institutions - no ramps are removed and alike. Children with developmental disabilities are recognized as a category and there are certain activities identified in the Strategy that include the needs of parents of children with disabilities. One of the programs is the

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128 Agency for statistics of Bosnia and Herzegovina (2017). Census, list of households and apartments in Bosnia and Herzegovina. Results of census, pg. 268
129 Strategy of social protection of Sokolac Municipality 2015 - 2019, pg. 37
130 Strategy of social protection of Sokolac Municipality 2015 - 2019, pg. 92
131 Ibid, pg. 92, 102
132 Agency for statistics of Bosnia and Herzegovina (2017). Census, list of households and apartments in Bosnia and Herzegovina PERSONS WITH DISABILITY, pg. 31, 196
133 Strategy of social protection of Sokolac Municipality 2015 - 2019, pg. 33
establishment of the Daily Center for Children and Young People with Developmental Disabilities where the partner is Citizens’ association SUPPORT.\textsuperscript{134} A considerable attention has been devoted to the issue of inclusion in the Strategy and it provides support to parents through "help at home" activities, volunteer visits, additional education of educators and parents.\textsuperscript{135} By having an insight in the budgets for 2018, as well as realized budgets from previous years, this Association, as well as the Mother and Child Association, regularly receives financial support locally.

Independent parent families are not mentioned among the target groups of social protection. In the research of CURE Foundation, an example of an independent parent family from Sokolac with three children receiving no assistance. According to census results, there are 491 independent parent families in this municipality, which makes up 14\% of the total number of 3,487 of census families. Divorced women, as indicated in the CURE Foundation’s research, are exposed to stigmatization and sexism, and the statement of a divorced woman from Sokolac is also mentioned: "... Most men, especially in smaller communities, feel that they can behave however they want towards us, and it is disgusting."\textsuperscript{136}

In the Annex, i.e. the budget for financing other forms of social protection, which amounts to around 300,000 KM a year, there are no items related to the multiple marginalized groups of women.\textsuperscript{137} Additional funding for humanitarian organizations and associations in

\textsuperscript{134} Ibid, pg. 35
\textsuperscript{135} Ibid, pg. 35
\textsuperscript{136} T. Žarković, op. cit., pg. 37
\textsuperscript{137} Ibid, pg. 40
the amount of 65,000 KM is envisaged, and the Pensioners' Association also normally receives certain funds from the local budget. Elderly women, as pointed out in the research by Vildana Džekman, are thus classified under the general category of pensioners which is problematic since there are no reliable statistics on the number of women who have not been entitled to retirement.\textsuperscript{138} When it comes to people older than 65 years, women account for 70.6\% of this age contingent.

In the Social Protection Strategy, elderly persons without family care are recognized as a particularly vulnerable group of the elderly. It is envisaged to improve the development of services (day care centers, temporary and permanent care) as well as the launch of "help at home" services, regular visits of social workers and volunteer engagement.\textsuperscript{139}

\textbf{2.2.6. Domestic violence}

Municipal documents indicate that an increased number of domestic violence cases have been reported. In this context, the Protocol on Cooperation between the Center for Social Work, police stations and health institutions was signed in 2012 in order to create the conditions for the full and complete work of the competent bodies in the field of preventing and combating domestic violence, improving protection and providing assistance to victims.\textsuperscript{140} During 2013, five women and one male were exposed to domestic violence and the measures taken in specific cases are mentioned - the ban on harassment and stalking, psychosocial assistance, and removal from the home of the perpetrator.\textsuperscript{141} In the area of Sokolac municipality, there is a Center for

\begin{footnotesize}
\begin{enumerate}
\item[\textsuperscript{138}] Vildana Džekman, \textit{Elderly women as an invisible category in Bosnia and Herzegovina}
\item[\textsuperscript{139}] Strategy of social protection of Sokolac Municipality 2015 - 2019, pg. 32, 34
\item[\textsuperscript{140}] Ibid, pg. 28, 29
\item[\textsuperscript{141}] Ibid, pg. 29
\end{enumerate}
\end{footnotesize}
Mental Health and Rehabilitation, which is a significant institutional capacity since, as is often the case, so-called addiction illness is a significant predictor of violence against women in partner relationships.\textsuperscript{142}

The Sokolac Primary Court was covered through the monitoring carried out by the Women's Rights Center Zenica and United Women from Banja Luka. This Court demonstrated openness to co-operation and regularly submitted data to women's associations that worked and monitored and this is stated as a good practice example.\textsuperscript{143} However, there is a tendency of giving lighter sentences, e.g. in the case of violence in the presence or against juvenile offenders\textsuperscript{144} which is not in accordance with the law that classifies this as a criminal offense of domestic violence and is presents increased social danger. Punishments are given more in the form of fines and warnings, and two cases of restraining orders for a period of six months and a year and two obligations of psychological treatment have been registered.\textsuperscript{145} Care for family is often used as a mitigating circumstance\textsuperscript{146}, which is also in collision with positive legislation.

\textsuperscript{143} Petrič i Radončić, op. cit, pg. 14
\textsuperscript{144} Ibid, pg. 19
\textsuperscript{145} Ibid, pg. 36
\textsuperscript{146} Ibid, pg. 38
2.3. EASTERN ILIDŽA

2.3.1. Introduction

According to the latest results of the census, 14,763 inhabitants live in the municipality of Eastern Ilidža, of which 52.1% are women. The average age of the population of women is 42.66 years and it is higher than the average age of men - 40.09.\textsuperscript{147} There is no specific information available on the municipal level documents that would allow for a deeper insight into the demographic and economic challenges and possible strategies in these and other spheres. In the available documents, unlike the municipality of Pale, there is no relevant research on the needs of the youth, nor the youth policy strategy such as the case in Trnovo municipality. When it comes to the educational structure, according to 2013 census results, there are far more women than men without any education and among those with an uncompleted elementary school, while the differences gradually diminish with the rise in education levels. As with the average BiH level, there are more women than men with a high level of education (1,070 versus 831).\textsuperscript{148}

2.3.2. Legal and political framework and participation of women in the political/public life of the community

In this municipality, when it comes to legal documents, the Statute does not ensure a uniform representation of women and men in the choice or appointment of the governing body and the decision-making body, and does not ensure equality of genders in the workforce of the municipality. In the current convocation, the head and deputy head of

\textsuperscript{147}Agency for statistics of Bosnia and Herzegovina (2017). Census, list of households and apartments in Bosnia and Herzegovina. Results of census, pg. 37

\textsuperscript{148}Ibid, pg. 157
the municipality are male, as well as the president and vice-president of the municipal Assembly. Out of a total of 22 representatives in the Assembly of the municipality, only five are women. Out of the four departments that exist at the level of the municipality, they is only one woman on the managerial position in the Finance Department and in the function of a duty officer, while in other departments - General Administration, Economy and Social Activities, Spatial Planning and Housing Communal Affairs men are at the leading positions. Job descriptions belonging to these departments are not genuinely gender sensitive. As in other municipalities, in this region, jobs related to the promotion of gender equality are indirectly covered within the Department of Economy and Social Work, with the indication that job descriptions or data that are quoted are not gender sensitive.

According to an earlier survey by CURE Foundation: "The municipality of Eastern Ilidža adopted the Local Action Plan for Gender Equality 2015-2016, but it is not known whether a new document was adopted that would cover the period of the next two years." The Municipality of Eastern Ilidža also adopted the Local Action Plan for Implementation of Resolution 1325, created with the help of the Agency for gender equality of BiH and it was adopted at the Assembly of the Municipality. However, these documents are not available in the so-called strategic documents on the official website of the municipality.

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149 [http://istocnailidza.net/?page_id=192](http://istocnailidza.net/?page_id=192), [http://istocnailidza.net/?page_id=571](http://istocnailidza.net/?page_id=571)
150 [http://istocnailidza.net/?page_id=724](http://istocnailidza.net/?page_id=724)
151 Edita Miftari (2017). Local policies for gender equality in Bosnia and Herzegovina (unpublished research)
152 Ibid
153 [http://istocnailidza.net/?page_id=176](http://istocnailidza.net/?page_id=176)
and it is not clear what they specifically contain, and this is stated in the research of CURE Foundation.\textsuperscript{154}

When it comes to civil society, NGO’s are recognized as partners and as a factor in solving problems at the local level, without providing more concrete information on how this partnership is implemented. Out of the 28 organizations registered at the municipal level, there are no women's NGOs, i.e. organizations that would work to promote gender equality. There is an association of families with four and more children "Children are a future", as well as the Association of parents and friends of children and young people with developmental disabilities "For a better tomorrow". By reviewing the 2018 budget allocation for non-governmental organizations, most support is given to sports and cultural events and NGOs/associations of special interest, for which 2018 budget allocation in the amount of 49,800 KM is planned. These associations include the Municipal War Veterans Council "Ilidžanski borac", the Red Cross Organization of Eastern Ilidža, the Pensioners' Association of Eastern Ilidža, the Youth Council of Eastern Ilidža and the City Organization of Visually Impaired Persons Eastern Sarajevo.\textsuperscript{155}

2.3.4. Social and health protection

On the official website of the municipality, there are no relevant documents that would provide a clear overview of the situation in these areas. There are lists of categories of beneficiaries entitled to social protection under items child, adult person and family but without the gender dimension. Victims of family violence are among those entitled

\textsuperscript{154} Edita Miftari (2017). Local policies for gender equality in Bosnia and Herzegovina (unpublished research)

\textsuperscript{155} D E C I S I O N on the distribution of planned funds in the budget of Eastern Ilidža municipality for 2018 to non-governmental organizations with specific interests
to social protection that comply with the entity law, but other data - for example, the number of such persons are unavailable.\textsuperscript{156}

More information is available when it comes to the rights and child protection and certain child allowances are foreseen regardless of the material status of the family and the birth order - for the second, third and fourth child as well as for the child with developmental disabilities.

However, the foreseen amounts are modest. For example, the amount of child allowance for the year 2018 amounts to "for the second and fourth child" - 35,55 KM for the third child - 71,10 KM, for the children who are entitled to the help independently of the material position and regardless of the order of birth – 90, 85 KM".\textsuperscript{157} In addition, a one-time allowance for a third-born child in the amount of 600 KM and for the fourth in the amount of 450 KM is foreseen. Under the pro-natal policy, a one-off amount of 200 KM is foreseen for each new-born child, and allocation of funds will, as stated, be done to the amount planned by the budget. Also, within the framework of the pro-natal policy, assistance is provided for the purchase of textbooks for families with three and more children.

When it comes to children with disabilities, within the activities mentioned on the municipality's website, there is information that within the Week of children "Children's World - My World", Director of the Center for Social Work handed out financial assistance to 23 children with disabilities\textsuperscript{158}, but there are no systemic solutions when it comes to this marginalized group.

\begin{itemize}
\item \textsuperscript{156} \url{http://istocnailidza.net/?page_id=217}
\item \textsuperscript{157} \url{http://istocnailidza.net/?page_id=2513}
\item \textsuperscript{158} \url{http://istocnailidza.net/?p=1552}
\end{itemize}
As far as healthcare is concerned, on the official site of the municipality, the existing capacities and health services are described in detail without addressing problems in this area. In this regard, gender dimension has not been addressed, although from other research related to this region, it has been noted that the situation is worrisome, particularly in the area of prevention and insufficient education of women.\textsuperscript{159} In the rubric News on the official website of the municipality it is mentioned that the municipality participated in the activity "Race for the cure" at Wilson's promenade, as part of raising awareness of the prevention of breast cancer. The Municipality of Eastern Ilidža participated in the co-financing of the participation of members of the Association of women with or treated from breast cancer "AGATA" from Eastern Sarajevo in this event.

2.3.5. Domestic violence

The municipality has also signed the Protocol on the Elimination of All Forms of Domestic Violence, together with the Center for Social Work, the police, the court, the health institutions and educational institutions. More specific data is not available in existing documents. Victims of domestic violence are recognized as a category of social welfare recipients\textsuperscript{160} but there is no information on the number of women who may eventually receive this form of assistance, which is also characteristic of other local communities in these regions.

2.3.6. Women marginalized on multiple grounds

Elderly women are not recognized as a particular vulnerable group. According to the results of the census, there are 72.4% women among

\textsuperscript{159} T. Žarković, op. cit., pg. 27
\textsuperscript{160} http://istocnailidza.net/?page_id=217
persons older than 65 years. The funds allocated to the Pensioners Association of Eastern Ilićža are allocated from the Municipality, for example in 2018 for the work of this Association it has been allocated 8,000 KM, and that, as stated, belongs to associations of special interest for this municipality.

As pointed out by other municipalities and in the report by Vildana Džekman on the invisibility of elderly women, this is problem given the absence of statistics on the number of women who have not been eligible for retirement. Individual parents are not recognized as a special category for social protection, although according to the results of the last census there is 16% of this category compared to the total number of census families - 687, while the number of independent father families with children is 157. There are more women than men among the people with disabilities (565 versus 473), as well as among persons with multiple disabilities (226 versus 173). 181 woman in this category is older than 65 which complicates their marginalization and requires systematic solutions.

2.4. TRNOVO - RS

2.4.1. Introduction

The Trnovo-RS municipality belongs to one of the most undeveloped municipalities of Republika Srpska, and this is emphasized in the Municipal Development Strategy. Disappearance of population,
unfavorable age structure, devastation of former industrial complexes, lack of regulated health care system, etc., creates an unfavorable framework for the promotion of gender equality. In this small municipality of 2,050 inhabitants, women make up 51.7%. The average age of women is 47.48, and of men is 43.83 years\textsuperscript{165} which indicates a particularly unfavorable age structure with a tendency to deteriorate with regard to the marked outflow of the young population. Adverse demographic trends are addressed in the Youth Strategy - Youth Policy of the Municipality of Trnovo for the period 2013 -2017, but there is no report on its implementation and the Strategy is not genuinely gender sensitive. According to 2013 census results, there are far more women than men without any education and among those with an uncompleted elementary school, while the differences gradually diminish with rising the levels of education. When it comes to persons with higher education, the difference in benefit of women is negligible (76 versus 72).\textsuperscript{166}

\textbf{2.4.2. Legal and political framework and participation of women in political/public life}

In the political life there are some gender balances in the current convocation. But the head of the municipality is male\textsuperscript{167}, and out of 13 members of the Municipal Assembly there are only three women. On the other hand, the chairperson of the Municipal Assembly is a woman and when it comes to the three departments that exist at the level of municipal administration, there are women in managerial positions.

\textsuperscript{165} Agency for statistics of Bosnia and Herzegovina (2017). Census, list of households and apartments in Bosnia and Herzegovina. Results of census, pg. 47
\textsuperscript{166} Ibid, pg. 163
\textsuperscript{167} http://www.trnovo-rs.com/page/6
However, the Statute does not foresee gender equality in the choice of organs and functionaries.

The adoption of the so-called measures for achieving gender equality under the Statute falls into the autonomous affairs of the municipality (Article 15). At the municipal level there is a Gender Equality Commission that has five members, four of which are women\textsuperscript{168}, but from the available documents and information on the official website of the municipality one cannot find information about its work. The budget is available on the municipal site, but the way of revenue and expenditure shows that gender-sensitive budgeting is not applied. In one of the available researches, Trnovo municipality supports musically talented girls in the amount of 250 KM per month\textsuperscript{169}, and while investing in formal and informal education of women and girls is one of the indicators of gender-responsive budgeting, it is certainly necessary to apply this principle in other, particularly developmental and socially sensitive segments.

When it comes to political participation, emphasis has been placed on the increased participation of young people, and as pointed out, a Strategy on youth policy was developed\textsuperscript{170}, but there is no official data on its implementation. When it comes to the civil sector, in the Development Strategy, the main bearer of planned activities is the municipality itself, i.e. municipal bodies, while NGOs are not recognized as partners in the activities, with the exception of sports associations. The "HUG WOMEN OF TRNOVO" Association is quoted on the site of the

\textsuperscript{168} http://www.trnovo-rs.com/page/8
\textsuperscript{169} E. Miftari, \textit{Gender equality in municipalities and cities in Bosnia and Herzegovina}, pg. 45
\textsuperscript{170} Youth policies of Trnovo municipality (2013-2017) (Youth strategy)
Gender Center of the Republika Srpska Government as one of the important partners in the field of human rights promotion and gender equality.171 Also, the NGO "Women of Trnovo" is an affiliated member of the Safe Network, which is aimed at combating violence against women but is not recognized as a partner of local authorities. By examining the budget expenditures for 2017 and 2018, no funds were allocated from the municipal budget for the work of the mentioned women's associations.

2.4.3. Economic aspect

The data contained in the documents are not classified by gender, except when it comes to the number of unemployed persons, including 57% of women.172 Due to the devastation of the former industry agricultural production dominates but of a natural type and for its own needs. According to the 2013 census results, only 4.97% of the total number of agricultural households sells their products on the market. Agriculture and tourism are recognized as potentials for possible development of the municipality. Data on unemployed persons are classified by gender, but it is indicated that, when speaking of women, the data does not speak enough about their activities, given that a large number of rural women are not active in the labor market.173 Given the above results of the census, it can be assumed that this group of women performs agricultural jobs for the needs of the household. Planned strategic and development projects in the sphere of economy for the period 2011 - 2020 do not have a gender dimension. Agricultural subsidies in 2017 amounted to 10,000 KM, and by 2018 it is planned to

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172 Development Strategy of Trnovo Municipality 2011-2020, pg. 14
allocate budget funds in the amount of 15,000 KM. Funding, as stated in the budget line, is awarded through a public call without addressing the gender aspect.

2.4.4. Social protection and health care
When it comes to social protection, the problem is the lack of a municipal social welfare center and social protection is organized within the framework of the War Veterans-Persons with Disability and Social Protection Guidelines.\(^{174}\) Vulnerable groups have also identified families which have gone through some form of violence and are also categorized as beneficiaries of social protection but without more precise data.\(^{175}\) At the municipal level, the establishment of the Center for Social Work is foreseen.\(^{176}\) Although independent parents are 19.2% of the total number of census families - 116, while the total number of census families is 603\(^{177}\), this category is not recognized in the municipal Strategy.

Health care is generally at a poor level and citizens are not provided full-time health care.\(^{178}\) The Youth Strategy envisages improving awareness of girls about risky forms of sexual behavior, work on prevention and providing regular examinations.

2.4.5. Domestic violence
In the Strategy for the Development of the Municipality of Trnovo, domestic violence was identified as a problem and certain measures

\(^{174}\) Ibid, pg. 13  
\(^{175}\) Ibid  
\(^{176}\) Ibid, pg. 35  
\(^{177}\) Agency for statistics of Bosnia and Herzegovina (2017). Census, list of households and apartments in Bosnia and Herzegovina. Households and families. Sarajevo, pg. 69  
\(^{178}\) Ibid, pg. 13
were planned for the purpose of its suppression within the Protocol signed on the level of the city of Eastern Sarajevo. As noted, the families in which violence occurred have been identified as vulnerable social groups but they have provided general data within the category of "other individuals and families who need some form of help or support", including families with problems in family relationships, families with members with mental health issues, families with members who have issues related to alcohol.\textsuperscript{179} It is reported that over the last few years on an annual level there are about ten such cases. In the concrete plans at the local level victims of violence are treated as a general category of "socially” endangered persons, and only WV (war veterans) and their families are treated in the context of housing.\textsuperscript{180}

3. RECOMMENDATIONS

3.1. General information for the region

In order to promote and reach gender equality, it is necessary to review the statutes and ordinances in the local communities and to guarantee, in accordance with the Gender Equality Law, the uniform representation of both genders at the local level (i.e. a minimum of 40% of the less represented gender).

Considering that according to the Law on Local Self-Government of the Republika Srpska, the head of the municipality is the elementary executive authority with substantial authority\textsuperscript{181} and is directly elected

\textsuperscript{179} Development Strategy of Trnovo Municipality 2011-2020, pg. 13
\textsuperscript{180} Ibid, pg. 35, 38
\textsuperscript{181} Muhamed I. Mujakić (2016). \textit{Local Self-Government in Bosnia and Herzegovina}. Sarajevo: Association Law Institute in Bosnia and Herzegovina, American University in
in the elections, it would be advisable to have the rulebooks on appointing persons that make up the cabinet of the head which will provide a uniform representation on the basis of gender.

It is necessary to establish commissions for gender equality in the municipalities where they do not exist, but taking into consideration that mere formation, from experiences in other municipalities, is not enough. It is necessary for the commissions to meet regularly, to carry out specific activities and to submit reports on their work. In all municipalities it is necessary to conduct research on the position of women and the analysis of the status of gender equality. It is necessary to update the available data by gender and to upgrade existing local policies, i.e. to include gender mainstreaming as means of achieving gender equality. Since Republika Srpska does not practice gender-sensitive language use, which is often justified by existing linguistic standards, it is recommended that the official documents, strategies and action plans be highlighted, as is the case with other entity laws, that: "The particular terms used in this law to designate male or female gender include both genders."\(^{182}\)

Municipal development strategies need to be revised from a gender perspective, i.e. to compile new ones, as the time period for the current strategies that are in force soon expires in most of the analyzed municipalities. In short, programs, projects and measures within the strategy should first contain classified information by gender, recognize the different needs of men and women, girls and boys, on the basis of which clear goals, i.e. public and direct practical needs will be defined.

\(^{182}\) Law on Social Protection of Republika Srpska, Article 15
Particularly important is that the bearers of the activities are gender sensitized, that gender-sensitive evaluation of activities and their monitoring includes women. Development potentials are largely recognized in the field of tourism, ecology and agriculture, but the needs of women are more *ad hoc* when it comes to planned activities. Considering that by the Law on Local Self-Government of Republika Srpska local development strategy is within the competence of the Municipal Assembly there are legal mechanisms for improvement in this area. Also, since strategies are being developed for a longer period of time, it is necessary to report on their implementation on a regular basis to the public. **In the municipalities in these two regions has been noted that reporting done irregularly and *ad hoc* in context of implemented activities and as part of the social event section on the official site of the municipalities, which makes it difficult to monitor and analyze these activities as well as assess how gender sensitive they are. For these reasons, and this being the limitation of this analysis, only assumptions that are not yet sufficiently based on direct data can be made.**

This is especially the case in the municipality of Rogatica, where on the official website there are no documents regarding development strategies, while on the other hand in the column "News" different activities are presented indirectly indicating that they have activities related to gender equality (self-employment, sexually sensitive women

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183 Government of Republika Srpska, Gender Center - Center for Equity and Gender Equality (2013), *Gender Sensitive Budgeting in Republika Srpska*. Banja Luka, pg. 44, 45
and girls' upbringing, retraining programs, facilitating incentives for granting greenhouses if the applicant is an independent parent, various forms of support for multi-member families, sports activities such as women’s football school and alike.). Here, however, it should be emphasized that in this municipality, in the process of developing a Development strategy for the period 2018-2027 in cooperation with UNDP, activities have been undertaken involving citizens and other relevant actors (institutions, enterprises, NGOs) with the aid of project proposals.

It is of great importance that at the municipal level, local gender action plans are updated and that they provide gender-responsive budgeting. In most of the analyzed municipalities, when it comes to budgets, they are available for several years back and clearly show incomes and expenditures by items, with the notion that they have no gender dimension, because gender-neutral economic frameworks of standard budgets are actually used which actually reflect gender inequalities and stereotypes in society and especially in the economic sphere. Adopting the budget at the local level falls within the competence of the municipality, and funds for local budgets are set at the entity level in the amount of 23% of public revenues and the remainder of revenues at the level of local self-government units. This indicates that there are financial frameworks for the implementation of

185 http://www.rogatica.ba/rogaticka-tekstilna-industrija-na-stazama-stare-slave/
187 Government of Republika Srpska, Gender Center - Center for Equity and Gender Equality (2013), Gender Sensitive Budgeting in Republika Srpska. Banja Luka, pg. 19
188 M. Mujakić, op. cit., pg. 99
189 M. Mujakić, op. cit., pg. 132
gender sensitive budgeting, with indications that they vary from municipality to municipality i.e. from own revenues.

Groups of women who are marginalized on multiple grounds – women independent parents, women who survived violence, elderly women, women with disabilities are neglected in the strategic documents of the analyzed municipalities. **Women independent parents are invisible, women who survived violence are referred only de iure, and rarely de facto, while elderly women fall under the category of retirees or old persons.** The Social Protection Law of the Republika Srpska leaves municipalities to locate priorities in this area on the basis of available data on the situation at the local level, and also commits them to draft a short-term (annual) and mid-term Social protection strategy.¹⁹⁰ In some municipalities, both strategies and budgets are inclusive when it comes to children and young people with developmental difficulties and their parents (Pale, Sokolac) and which should also be an example for other municipalities within which, at least where there is available data, more ad hoc humanitarian activities are performed.

When it comes to elderly persons, it is necessary not only to improve their health and social services but also to increase the awareness of these persons about their rights and to improve their participation in the life of the local community.¹⁹¹ These persons are most often treated as a social problem that contributes to the spread of prejudice and stigmatization (so-called Ageism).

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¹⁹⁰ [Law on Social Protection of Republika Srpska, Article 14, Paragraph 3](#).
The absence of a safe house for women victims of domestic violence is a pernicious problem, especially if we have in mind that there are only three safe houses in the territory of the Republika Srpska entity (in Banja Luka, Bijeljina and Modriča) that are far from this region. Although there are multidisciplinary teams for dealing with victims, according to available data, it is necessary to further strengthen and educate them. Given the trend of inadequate prosecution of cases of violence against women and domestic violence and taking into account so called mitigating circumstances in making the verdict, it is necessary to continue to work on the sensitization of judicial organs. Bearing in mind the importance of Centers for social work when it comes to prevention, assistance to victims and their involvement in resolving procedures on received applications, it is necessary to improve their work, especially given the results of research by which the employees of these Centers from Eastern Sarajevo feel helpless, i.e. helpless to help the victim.\textsuperscript{192}

It is necessary to empower women's civil society organizations and recognize them as partners in gender equality activities. The funds allocated to them are minimal and have the purpose of fulfilling the norm. For example, in the Development Strategy of Pale Municipality, it states that "all non-governmental organizations in the Pale Municipality have support from municipal budget"\textsuperscript{193} which is more declarative. In cooperation with civil society, it is important to improve the awareness of the population on the importance of gender equality with regards to domination of patriarchal attitudes and traditional gender roles in the private and public spheres.\textsuperscript{194} Women in these regions have identified

\textsuperscript{192} Fond of local democracy, op. cit., pg. 60
\textsuperscript{193} Strategy for development of the municipality of Pale for the period 2017 to 2026 (2016), pg. 52
\textsuperscript{194} B. Košarac, 2013, pg. 93
among the priorities that it is necessary to organize meetings in their places of residence where they would discuss issues and that the municipal strategies often emphasize the problem of passivity of the population, and it is important to include citizens in defining the problems as well as solving their problems. Otherwise, in local communities in BiH it is a problem that local communities in the local self-government system are inadequately utilized although they are very useful for the local community, especially in the sphere of population mobilization and care for socially vulnerable and marginalized groups.

3.2. Specific recommendations for local communities

City of Eastern Sarajevo:

to revise the Statute and guarantee gender equality in the choice of persons in executive and legislative authority. Make transparent activities of the Gender Equality Commission, improve its work and make a link with the respective municipalities.

Promote cooperation with the respective municipalities which, as mentioned in the Pale Municipal Development Strategy, is not satisfactory

Introduce gender sensitive budgeting and continue to work on improving the protection of victims of violence, inter alia, based on the existing Protocol on Co-operation on Prevention of Family Violence and its betterment. Establish a special multidisciplinary team at the Ministry

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195 T. Žarković, op. cit., pg. 32
196 M. Mujakić, op. cit., pg. 133, 134
of Internal Affairs, which is recognized as a need in the research of the Local Democracy Fund.197

Pale Municipality:

Revise the Statute and guarantee gender equality in the choice of persons in executive and legislative authority. According to the Labor Code, the Gender Equality Commission is established, but there is no other information about its work and activities. Revise the Development Strategy since it was written for 2017-2026 and include the gender dimension, provide gender-sensitive budgeting and create a local gender action plan. Write a Strategy of social protection and include women independent parents, women who have survived domestic violence, elderly women. Implement specific activities in cooperation with civil society organizations on the basis of a clear division of labor and mutual empowerment. There is good co-operation with organization that support children with development struggles in "Sun" and this should be used as an example for cooperation in other spheres, especially in the sphere of gender-based violence that requires an interdisciplinary approach. Enhance the secondary health care that is, as stated in the municipal strategy, performed at the Kasindo hospital and conduct an analysis of the barriers faced by women when it comes to secondary health care.

Sokolac Municipality:

Revise the Statute and guarantee gender equality in the choice of persons in executive and legislative authority. Establish a Gender Equality Commission, insure gender-sensitive budgeting. Within the

197 Fond of local democracy op. cit., pg. 15
Development Strategy, besides self-employment of women in traditional women's occupations, explore and incorporate other opportunities. Given that this is a municipality that, when it comes to these regions, has the largest number of market-oriented agricultural households, to improve incentives, education and include the gender aspect.

Within the Social Protection Strategy as a special category, include women independent parents and update data in cooperation with civil society organizations in the field of domestic violence protection. Continue to work with civil society organizations in the sphere of self-employment, providing support to children and parents of children with developmental difficulties and advancing it in other areas, as well.

Eastern Ilidža Municipality:

Revise the Statute and guarantee gender equality in the choice of persons in executive and legislative authority. Provide gender-sensitive budgeting. Update the local Gender Action Plan for the next period. Develop social protection strategy, display data by gender and define activities accordingly. Include civil society organizations dealing with issues of gender equality, the social protection of multi-member and independent-parent families in organizations of social significance. Make budget expenditures more transparent and clear in context of allocation of funds by specific items i.e. concretize the presentation of budget lines as in other analyzed municipalities so that more fundamental conclusions can be drawn.

Trnovo Municipality:
Revise the Statute and guarantee gender equality in the choice of persons in executive and legislative authority. Develop a new Development strategy as the existing one ends in 2020 and incorporate the gender dimension. Given the outflow of young people and the extremely unfavorable demographic structure, emphasis should be placed on self-employment programs for young people on a gender-sensitive basis.

Make available all-day health care and as planned establish a Center for social work. Enhance cooperation with local women’s NGOs recognized by the Gender Center of the Government of Republika Srpska and are members of women's networks – e.g. Safe Networks for combating violence which are invisible in the Local Development Strategy of the municipality.

Amila Ždralović, PhD

II PART: LOCAL POLICIES OF GENDER STRATIFICATION - Region: Hadžići (Hadžići, Iljaš and Semizovac)

Document "Socioeconomic indicators by municipalities in the Federation of Bosnia and Herzegovina 2016" represents the basic socioeconomic indicators of FBiH development by municipalities and ranking the local community according to the level of development. When
determining the general development index of each municipality in FBiH, the following indicators were used: the level of employment of the population, the level of unemployment, the number of primary and secondary school students per 1,000 inhabitants, the absent population compared to the 1991 census and the tax revenues per municipality per capita.\footnote{"Socioeconomic Indicators by Municipalities in the Federation of Bosnia and Herzegovina 2016 ", Federal Institute for Programming Development, May, 2017. Taken from: http://fzzpr.gov.ba/bs/pubs/3/3/istrazivanja-i-analize, pg. 3.} In the same document treated as underdeveloped municipalities are those with development indices below 50% of the FBiH average and insufficiently developed municipalities with an index of development between 50% and 75% of the FBiH average.\footnote{Ibid, pg. 4.}

The region included by this survey - Hadžići and Ilijaš municipalities, as well as the local community of Semizovac, which is part of the municipality of Vogošća - does not include underdeveloped or highly underdeveloped municipalities. It is an industrial zone that does not belong to Sarajevo, but belongs to Sarajevo Canton.

Gender equality research in this region is a special challenge given the lack of quantitative and qualitative data, but also given the relative obsolescence of available data. Given the constitutional structure and territorial organization of the Sarajevo Canton, it was possible to start from the general data on gender equality at the Canton level. However, such an approach would blur the real formal-legal and social barriers to achieving gender equality at the lowest levels. The aim of the research was to find out how the municipal levels implement the GEL and the GAP.
1. **Declarative equality?**

Generally, the statutes of the municipalities in its texts already incorporate at the beginning the principles of equality of all citizens and the prohibition of discrimination. The statutes commonly distinguish gender equality separately, but with a use of a more painless syntagm for the patriarchal and heteronormative discourse – equality between sexes. In this regard, municipal statutes as well as other documents at the local level follow the usual patriarchal practice characteristic of and for more levels of authority - the practice of the exclusive use of male gender as a norm. Since there are no barriers to using gender sensitive language, such practices can be interpreted as a reflection of the value and culture of a particular society that does not recognize women as the political subjectivity of a particular society.

In the Statute of the Hadžići Municipality (Article 3) it is stated that the municipality will ensure "equal rights and strive for the same living conditions of all its citizens, respecting the national, religious and cultural identity and foster their peaceful coexistence."\(^{200}\) Prohibition of discrimination on the basis of gender and gender equality in this Statute, as well as in statutes of the municipality of Vogošća\(^ {201}\) and Ilijaš, is not even declaratively recognized as a strategic orientation of further action. True, in Article 14 of the Statute of the Hadžići Municipality, it lists a list of jobs that the municipality carries out and "directly addresses

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\(^{200}\) Statut of Hadžići Municipality, Taken from: http://hadzici.ba/wp-content/uploads/2013/10/Statut_opcine.pdf

\(^{201}\) In the Statute of the Municipality of Vogošća, the importance of the realization and protection of fundamental human rights and freedoms is recognized in principle, emphasizing the need for co-operation with Ombudsmen, and in particular emphasizing the rights of national minorities. (Statut of Vogošća Municipality, taken from: http://vogosca.ba/opcinska-uprava/statut-opcine/).
the needs of citizens", and at the end of this list also states that "it is introducing programs of measures to achieve gender equality, conducting statistical data and information sorted by gender". Given the real activities focusing on gender equality, it seems that the order of reference of jobs and the use of gender-insensitive language is not merely a coincidence.

Within the scope of the above mentioned activities (for example, and above all, when making municipal budgets, programs and plans for municipal development and creating conditions for economic development and employment, meeting population’s needs in the field of culture and sports, evaluating the work of institutions and quality of services in health, protection, education, culture and sport ...) it is necessary to take care of integrating the gender perspective. Moreover, in the performance of certain activities - and in particular the establishment and implementation of the policy on space management and the protection of the environment (for example, in the preparation of local ecological action plans), the quality of the program and its reflection on the life of the community - a perspective that is accepted as an international, formal-legal standard, also takes into account the women’s perspective.

Gender equality is completely ignored in the Hadžići Municipality Development Strategy 2017-2021. In this document there are no anticipated projects aimed at improving the status of women. With regard to the projects presented in the Strategy, it cannot be seen that any potential impacts on women have been considered at all. The only exception is project number 21 - "Center for economic

empowerment of women". This project aims to "provide space and conditions to meet the needs of cultural and educational upgrading". However, after the project and the Center gives the impression of taking into account the specific needs of women, they return to the "neutral", "genderless" terrain in the expected results and state that "the area in the Hadžići municipality will provide for all interested stakeholder groups a space for utilizing the resources of the Educational center." The car about various interest groups is not the question, the question is the fact that neither the Development Strategy nor any other documents show concern for women as a specific interest group. It should also be added that this group is also not homogeneous but within the gender/sex basis of exclusion there are other exclusion bases. However, at the very beginning of the Hadžići Development Strategy 2017 - 2021, it states:

"By comprehensible analysis of the existing situation in all areas of life, the Committee (the Committee for participation in the document development activities of the Hadžići Municipality Development Strategy for the period 2017 - 2021) has identified strategic orientations and operational goals as the most rational solutions for the future development of the Municipality. This material should be viewed as a "living matter" that needs to be upgraded, updated and supplemented with new development projects in accordance with the needs and capabilities of the Municipality." 

This approach leaves the possibility of later integration of gender perspectives into all programs that contribute to the development of

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203 Ibid, pg. 72
204 Ibid
the municipality. True, this possibility depends primarily on (no) existence of will. In this scenario, it would be possible, instead of later designing special projects for women, to take into account the effects of these projects on the lives of women and girls in the implementation of already planned projects, and to continuously find ways in which the position of women and girls in the municipality can improve through them.

2. Participation of women in the political life of the community

Although women make up more than half of the population in the Hadžići, Ilijaš and Vogošća municipalities, they are far from being equally represented, as men, in the places where decisions are made in these local communities. At the local elections in 2016, the citizens elected mostly male candidates. The percentage of women in the Hadžići Municipal Council is 29.63% (eight out of a total of 27 council seats). In the Vogošća and Ilijaš Municipal Councils, this percentage is significantly lower: 12% and 8% respectively. Accordingly, there are three women in Vogošća, and two in Ilijaš out of 25 council seats.


208 An analysis based on information on the composition of municipal councils on municipal websites.
the Municipal council and his deputy are performed by men while in Vogošća the chairman has a man and a woman as deputies.209

When it comes to commissions formed in municipal councils, it is noteworthy that in their formation the equal representation of both genders were only partially taken into account. From the analysis of information in the materials available on the municipal websites, it is concluded that in the municipalities of Vogošća and Ilijaš there are no women in two commissions, and in Hadžići there are four commissions without a woman. In all three municipalities, in the municipal councils, there are five-member commissions dealing with gender issues: the Commission for the Protection of Human Rights, Gender Equality, Appeals and Proposals in Ilijaš, the Commission for Human Rights, Youth and Gender in Vogošća, and the Commission for Human Rights and Gender Equality in Hadžići.

The commissions in Ilijaš and Vogošća are composed of two women, and in Hadžići of four. It is noteworthy that the commissions dealing with the position of the war veterans and the families of killed fighters in Vogošća and Hadžići, and the Commission for the War Veterans Issues in Ilijaš are commission in whose composition there are no women at all. Such regularities within the Commission suggest that there are some issues (in this case, it is specifically about the issues concerning the veteran population) about which men only have the right to decide, which is again a reflection of patriarchal discursive practices. On the other hand, by analyzing the attention given to certain issues at the local community level, the hierarchy of "more important" and "less important" issues is clearly recognized, and the first group of issues is usually something discussed by men.

209 See more at: http://vogosca.ba/opcinska-uprava/opcinsko-vijece/akti-opcinskog-vijeca/vijecnici/
What is worrisome are indicators that show that gender equality is a marginalized issue in the local community. According to material from the sessions of municipal councils available on the website, it is concluded that gender equality issues are not discussed at all. From all materials, the 34th Session of MC Ilijaš is listed attended by representatives of the Agency for Gender Equality of BiH (AGE BiH). The agenda also contained a Proposal of a decision on the adoption of the "Local Action Plan for the Implementation of UN Resolution 1325 in the Municipality of Ilijaš for the period 2016-2017", which was adopted.

According to the BiH AGE data from October 2017, five local action plans were adopted in cooperation with non-governmental and international organizations in BiH, and activities were started in order to draw up plans in three other local communities. However, in relation to the municipality of Ilijaš, there is still an open question as to what has been done specifically. Already the fact that the representatives of the AGE BiH attended one session of the MC and spoke about gender equality, that the assistant of head of municipality from the Social Services Department of the Ilijaš Municipality took part in the regional meeting "UN Resolution 1325 Women, Peace and Security: Global - Regional - Local", and that a workshop on "Gender

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210 Report from the session is available at:


212 See more at:
equality - a way to human security realization"^{213} was held at the MC Hall – are positive steps. However, such a broad interpretation of positive effects is in a specific correlation with the pace of the desired changes in the direction of achieving gender equality. And certainly, the question is to what extent these changes are formal and not essential. It should also be noted that the assessment of the implementation of this plan is based on the information available and there is the possibility that some information is not even taken into account.

However, each activity plan has certain goals, goals that must be achievable, measurable and visible. This measurability implies that, after the implementation of the plan, it is unambiguous to state the concrete activities that have been carried out and the concrete goals that have been achieved. **Otherwise, an impression is created, which is very likely to be a picture of the state of affairs, that gender equality plans serve to comply with a formal procedure, and any positive effects are sporadic and accidental.**

The passivity of commissions dealing with gender equality can be interpreted as an indicator that their existence is only formal. This impression is also unambiguously confirmed through the reports on the realization of the work program of the Hadžići MC for 2012, 2013, 2014, 2015, 2016 and 2017. Based on an analysis of these six reports pertaining to the period from 2012 to 2017, it is concluded that the Commission did not have any activities, but it is also interesting how this


inactivity is noticed. In the Report on implementation of the work program for 2012, listed are working bodies that did not hold sessions in 2012, including the Commission for Human Rights and Gender Equality.\textsuperscript{214} Reports for 2013\textsuperscript{215} and 2014\textsuperscript{216} note that the Commission had some activities, that is, in both cases it was stated that the Commission held a session on which it adopted the 2013 Work plan, namely 2014, with the following topics: a) Adopting the Work Plan of the Commission for Human Rights and Gender Equality b) participation in educational sessions dedicated to gender equality and protection of human rights and fundamental freedoms; c) other activities as needed or at the conclusion of the MC; d) elaboration of the annual report on the work of the Commission for Human Rights and Gender Equality. Furthermore, both reports state that the Commission "did not have any other activities since there were no calls to seminars or assignments regarding the realization of some of the Council’s conclusions." In the

http://hadzici.ba/wp-content/uploads/2013/10/IZVJE%C5%A0TAJ-O-RADU-OP%C4%86INSKOG-VIJE%C4%86A-HAD%C5%BDI%C4%86I-2012.pdf.

http://hadzici.ba/wp-content/uploads/2013/10/IZVJE%C5%A0TAJ-O-RADU-OP%C4%86INSKOG-VIJE%C4%86A-HAD%C5%BDI%C4%86I-2013.pdf.

http://hadzici.ba/wp-content/uploads/2013/10/IZVJE%C5%A0TAJ-O-RADU-OP%C4%86INSKOG-VIJE%C4%86A-HAD%C5%BDI%C4%86I-2014.pdf
report for 2015\textsuperscript{217} and 2017\textsuperscript{218} there is no longer any mention of the annual sessions, but they merely state that the Commission "has not had any activities", but it repeats the familiar excuse, which is "there were no calls to seminars or assignments regarding the realization of some conclusions of the Municipal Council". In the Report on the implementation of the Work program for the work in 2016, as well as in the Report for 2012, the commissions that did not meet in 2016 are mentioned, including the Commission for Human Rights and Gender Equality.\textsuperscript{219} So, from all of these reports for the period from 2012 to 2017, we conclude that the Commission did not have any activity at all or that they met occasionally (twice) which ultimately had no effect on the concrete activities. It is also concluded that there is no clear presentation of the obligations the Commission has.

**Commissions dealing with gender equality issues have a commitment to continuous work as well as the obligation to initiate**


certain activities. These obligations are defined in the Framework Strategy for the Implementation of the Convention on Prevention and Combating Violence against Women and Domestic Violence in BiH:

"At the local level, the commissions operate within municipal councils/municipal assemblies in almost all municipalities in BiH. These institutions have, inter alia, the mandate for gender mainstreaming and the creation of gender sensitive policies as a starting point for preventing discrimination and preventing gender-based violence. In this regard, gender institutional mechanisms took an active part in giving opinions on government acts and their compliance with the Gender Equality Law of BiH and proposing special policies aimed at improving the position of women in BiH society."220

The general conclusion that can be made in relation to this region is that all changes, if and when they are made, are of a cosmetic nature, and the data on the work itself is modest or non existant. Immediately, from the analysis of other documents, it is concluded that these data are missing, since there is no activity at all. The municipality of Vogošća for the period 2012-2015 had an Action Plan for Gender Equality. In this document, among other things, one of the issues identified is the issue of "inadequate gender representation" in the Commission for Gender Equality.221 However, it is already stated in the Statute of the Municipality (Article 63) that, when selecting work bodies and commissions, gender equality will be taken into account. Finally,

the impression is that the only measurable result of the Action Plan for Gender Equality is that the Gender Equality Commission has two women in its rows which was the obligation under the Statute itself. According to the Work program of the Municipal Council of Vogošća for 2018\textsuperscript{222}, in June a proposal for the Action Plan for Gender Equality for the period 2018-2020 should be considered. At the same session, it is planned to consider information on the implementation of the Action Plan for Gender Equality of the Municipality of Vogošća for 2012-2015.

3. Socio-economic position of women

The development of gender equality plans, as well as the concrete activities of municipal councils, always depend on insight into local contexts. The management of statistics with a gender dimension is not a mere administrative procedure, but it allows for the delineation of some differences and the separation of the specific needs of women who are never uniform and homogeneous, but only through qualitative analysis we recognize a multitude of diverse experiences. For an insight into the real situation, deeper, gender-sensitive analysis of social reality is necessary. Given the methodological framework of this research and the primary use of the meta analysis, in this section of the socio-economic position of women, it is only possible to point to some directions of further action.

3.1. Education

According to the 2013 census, out of the total number of persons over the age of ten, 2.82% of persons are illiterate. Out of a total of 89,794 illiterates, 77,557 (86.37%) are women. Analyzing the problem of illiteracy in BiH, Adila Pašalić Kreso recognizes that the sum percentages of illiteracy show "relatively small differences at state and entity level, but variations between cantons and municipalities are far greater".223 The smallest number of illiterate persons aged 10 years and over are in Hercegovina-Neretva Canton (1.69%) and Sarajevo Canton (1.70%). In Canton Sarajevo, 2.81% of women and 0.43% of men are illiterate.224

The percentage of illiterate population aged 10 years and over in Ilijaš is 4.04%, in Hadžići 3.87%, and in Vogošća 2.31%. Statistical data for these municipalities also confirm that the problem of illiteracy is much more evident among women than among men: in Ilijaš, illiteracy is 7.04% of women and 0.73% of men; in Hadžići 5.83% of women and 1.88% of men and in Vogošća 3.99% of women and 0.45% men.225

In the case of formal education of persons aged 15 and over, 10.24% of women and 1.45% of men are in the municipality of Ilijaš without any education; incomplete primary education has 14.13% of women and 4.36% of men; 28.48% of women and 19.80% of men have completed elementary school; secondary education and post-secondary specialization has completed 39.48% women and 65.72% men; the high school and the first degree of faculty has completed 1.32% women and 2.19% men; the university degree holds 6.46% of women and 6.33% of men.

223 Adila Pašalić Kreso „Education of the population in Bosnia and Herzegovina“, U: Cvitković, Ivan (ed.) „Demographic and ethnical changes in BiH“, Academy of Sciences and Arts BiH, Sarajevo, 2017. pg. 103
224 Census of Population, Households and Apartments in BiH, 2013: Census Results, 2016, pg. 139
225 Ibid, pg. 143, 149
men. In the Hadžići municipality 9.11% of women and 2.72% of men have no education; 13.58% of women and 2.78% of men have incomplete primary education; with primary school completed there are 26.75% of women and 16.77% of men; 42.50% of women and 68.47% of men finished secondary education and post-secondary specialization; 1.39% women and 2.73% men have finished high school and the first degree of the faculty; university degree holds 6.68% of women and 6.53% of men.

In the Hadžići municipality 9.11% of women and 2.72% of men have no education; 13.58% of women and 2.78% of men have incomplete primary education; with primary school completed there are 26.75% of women and 16.77% of men; 42.50% of women and 68.47% of men have secondary education and post-secondary specialization; 1.39% women and 2.73% men have completed high school and the first degree of faculty; university degree holds 6.68% of women and 6.53% of men. The educational structure of the population is generally better in the municipality of Vogošća than in the previous two municipalities. Namely, in this municipality without any education there are 5.97% of women and 0.90% of men; 7.98% of women and 1.83% of men have incomplete primary education; 23.38% of women and 13.47% of men have completed primary school; secondary education and secondary specialization is completed by 47.60% and 47.32% of men; high school and first degree of faculty is completed by 2.12% women.

\[\text{Ibid, pg. 157}\]

\[\text{Census of Population, Households and Apartments in BiH, 2013: Census Results, 2016, pb. 157}\]
and 3.85% men; university degree holds 12.67% of women and 12.93% of men.\textsuperscript{228}

Generally, in all three analyzed municipalities, the formal education structure of the population shows deviations from the average of Sarajevo Canton. For example, the percentage of people without any education at the Canton level is 2.79%, while in the municipalities Ilijaš 6.08%, Hadžići 5.98%, and Vogošća it is 3.58%. On the other hand, at the Canton level, 19.1% of the population has a university degree (college, academy) while in the analyzed municipalities this percentage is lower (6.39% in Ilijaš, 6.60% in Hadžići and 12.93 % in Vogošća).\textsuperscript{229} Municipality of Vogošća shows minor deviations compared to the other two analyzed municipalities. The data for the smaller parts of community are not particularly taken out, and it is not possible to determine how much education varies in individual parts of the municipality. Certainly, municipalities should consider this parameter when analyzing the situation in their community, and where relevant deviations are shown, take appropriate measures.

It is important to note that the analyzed data confirm that women fall behind men in terms of education in all three municipalities. As we go to the higher education level, the differences are reduced to be finally equated with those persons who have higher education, and in the municipality of Vogošća the equalization already comes at the level of secondary education. Differences in education are also reflected in the rate of unemployment of women, but ultimately on the development of the municipality, as well as the BiH society as a whole. Compared to the analyzed region, a conclusion can be drawn about the large number of unemployed and poor qualification structure of the

\textsuperscript{228} Ibid, pg. 164
\textsuperscript{229} Ibid, pg. 153, 164, 157
employed. It is necessary to take into account that the rate of poverty is proportional to the rate of education and that the gender basis in a specific way combines with other bases of social differentiation.

3.2. Employment

In Sarajevo Canton, the percentage of women in 2016 is 43.12%, while the municipalities of Hadžići, Ilidža and Vogošća show some discrepancies. According to the Federal Statistical Office data, the percentage of women in the total number of employed in the municipality of Ilijaš is 30.58%, in the Hadžići municipality 34.11%, in the municipality of Vogošća 36.79%. At the same time, in Sarajevo Canton, among the people seeking employment through employment services, more than half are women (60.81%) and in the municipality of Vogošća 63.62%, Ilijaš 63.27% and Hadžići 62.57%. Statistical data confirm the low percentage of women in the overall employment rate. Given the above-mentioned overview of the highest level of formal education for women, it should be taken into account that out of all unemployed persons most unemployed are women with secondary education, and among the highly educated, women dominate with 54%.

It is also important to note that statistical surveys point to the conclusion that "women have a higher rate of inactivity and

231 Analysis of Legal and Institutional Framework in Canton Sarajevo for the Reduction of Poverty and Social Exclusion in Canton Sarajevo, Sarajevo, July 2017, pg. 16. Taken from: https://mrsri.ks.gov.ba/content/analiza-pravnog-i-institucionalnog-okvira-u-kantonu-sarajevo-u-svrhu-smanjivanja-siromastva
unemployment, but also a lower rate of economic activity and employment.” However, such an approach to the rate of economic (non) activity of the working-age population must also take into account women’s unpaid work, as well as the patriarchal context in which women’s paid and unpaid work is sought. In addition to this unpaid work and assuming that women are paid for the same job the same as men, we must also take into account the fact that women are traditionally employed in activities where income is lower and that they are much less paid for the job they perform.

Research confirms the existence of horizontal gender segregation in education. Women usually opt for high schools or art schools, and men for vocational schools, and similar situations is with the choice of faculty. This "free" choice is revealed from a sociological aspect as deep patriarchal determinism. The problem of horizontal segregation in terms of the choice of profession was also mentioned in the Concluding observations on the Combined Fourth and Fifth Periodic Report on Bosnia and Herzegovina of the Committee on the Elimination of Discrimination against Women. It is clear that education policies and employment policies are not within the competence of municipal, but entity and primarily cantonal institutions. However, municipalities within the scope of their actions can work to break down traditional prejudices. This is not mentioned accidentally in the context of this

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232 Ibid, pg. 18
233 The Census also provides information on the economically inactive population, among whom a special category is distinguished by households, 98.17% of whom are women (Census of Population, Households and Apartments in BiH, 2013: Census Results, 2016, p. 185). Given the patriarchal context, it is also possible to assume that women are at the same percentage the persons who do house work when we identify them as economically inactive people, but also when they are employed or when the are job seekers.
region, but because in the municipalities of Hadžići, Ilidža and Vogošća there are high school centers with a large number of professional orientations. Given that it is apparent from the analyzed documents that municipal structures already have some cooperation with these centers, that predisposition could be exploited in the context of joint work on programs aimed at targeting young women to opt for non-traditional occupational areas. Finally, this could also be the case with existing scholarships for pupils and students.

3.3. Different basis for social stratification

Social stratification cannot be seen only through the prism of economic position, but also through the prism of different socio-cultural positions. Women are always, as the other sex, deprivileged. Things get more complex by the fact that the category of the women’s identity itself is not homogeneous, and the gender identity is easily embedded with other types of collective identities and personal preferences. The specificity of women’s experience is made up of a series of personal stories that cannot be ignored at any level of authority, and the least on the local levels which are most in touch with the lives of individuals.

In the first half of 2017 a survey was conducted on the conditions of women living in small local communities. The research was done on the basis of conversations with women, and to illustrate the problems, here I will only quote some answers from women from Hadžići, Ilijaš and Semizovac:
"When I apply for a job, I am degraded at the start because I am a woman and I have a little baby." (Semizovac)  
"I am a homemaker with primary school education, and because of that, they abuse my knowledge in public institutions, and especially in the Ilijaš Health Center." (Ilijaš)  
"I live without a father, and from the municipality and the state I have not had any help during my education, and my younger sister did not get anything either. So the problem is small amount of concern of the municipality for single mothers their children." (Ilijaš)  
"Closed minds often insult me because I am actually trying to make a better tomorrow for others, but they do not hurt me because I do not care about such things, I just keep on going ahead." (Hadžići)  
"I only think about the advantages, I always have obligations, although I am retired, I am collecting and possessing many useful information to improve my standard of living." (Ilijaš)  
"The lack of a male person in the family is often the reason why we are not taken seriously because we do not enjoy the 'protection' of a man, for whom it is easier to "finish the business." (Hadžići)

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234 Žarković, Tatjana „Women who inspire ... Survey on Opportunities and Conditions of Women's Life in Small Local Communities in BiH, CURE Foundation, Sarajevo, 2017, pg. 36
235 Ibid
236 Ibid, pg. 37
237 Ibid, pg. 39
238 Ibid
239 Ibid, pg. 40
"I face difficulties because everyone perceives us as a disabled family because I do not have a husband, especially with female children, and we are totally unprotected by the society even though I belong to the category of those women whose husbands gave their lives to defend the country, and that same country did not protect us with anything, despising ours husbands and us. The children finished faculties and are sitting unemployed for 30 years and struggling to leave the country they gave their childhood to, they gave their father to. A horrible feeling. It's like WAR is again in our souls and this is certainly true. And this is how all the martyrs families feel everywhere, they are discriminated and humiliated to the ground." (Hadžići)\textsuperscript{240}

"When I say that I am a Roma woman, people who do not know me usually act surprised and I feel they behave differently towards me." (Ilijaš)\textsuperscript{241}

In all of these answers, we read this unique women’s experience of exclusion in patriarchal discourse and sex-based subjection. The unique story is multiplied when these women are independent parents, unemployed, Rom ... \textbf{Gender as a basis for discrimination is very easy to engage with other grounds of discrimination and reflects on the everyday life of a person.}

These specific experiences are completely ignored in the design of local policies that are based on the assumption of what a citizen, a man, needs and that women will simply be able to include themselves in them. Exclusion often does not have conscious intent, but has negative effects. For example, in the Youth Strategy for Hadžići for the

\textsuperscript{240} Ibid, pg. 42
\textsuperscript{241} Ibid
period 2017 - 2020\textsuperscript{242} there is an overview of the state of affairs, based
on the research of specific youth needs in the area of this local
community. It is reported that survey methods, focus groups and
content analysis were used in the survey, and the representative sample
consisted of 160 women respondents and 200 men respondents.
However, only sorting out gender-based responses would ensure the
nuancing of the specific needs of young women. Responding to
questions related to choice of profession, waiting for the first job,
business or employment experience, interest in starting a business,
organization membership, self-confidence in the community, ways of
doing leisure time, etc. are simply dropped into the general data. Let’s
say, in another study, women from Hrasnica and Ilijaš identified as one
of the major problems "public transport, as well as night transport".\textsuperscript{243}
Poor city transport is a problem for all citizens of one community.

However, if in a patriarchal society, men who are more likely to have
a driver's licence or are more often car owners, then the issue of public
transport is not something that equally affects both men and women,
that is, the problem of women and men will not rank the same on the
priority list.

In addition, the questionnaire matrix could be differently
conceived, and in the analysis of answers, gender-sensitive language
and approach could certainly be used. Based on the "lumpy" insight into
the situation, strategic goals were defined. The positive effects that can
be derived from the Strategy, for example, as one of the desired results,

\textsuperscript{242} Youth strategy for Hadžići municipality for the period 2017 - 2020, August, 2017.
Taken from: http://hadzici.ba/wp-content/uploads/2013/10/STRATEGIJA-ZA-MLADE-
OP\%C4\%86INE-HAD\%C5\%BDI\%C4\%86I-2017-2020.pdf

\textsuperscript{243} Žarković, Tatjana „Women who inspire... research of the possibilities and conditions
of women’s lives in small local communities in BiH, CURE Foundation, Sarajevo, 2017.,
pg. 32
is the full application of the legal provisions on inclusive education are sporadic, intermittent and uncertain. Problems of young people in general were identified, but not the specific problems of young women. Based on other research, it is only possible to draw deductive conclusions on the position of young women and prejudices, stereotypes and the socio-cultural barriers they face. Data from other surveys indicate that women are generally in a worse position in the labor market, whether we are speaking about the total population of women or young women only.

For these reasons, when considering all measures, policies, budgets - gender equality should also be taken into account and see how these measures will affect women's lives in the local community. For example, it is not enough to simply determine (usually modest) funds for women's associations, if other means will be spent on programs that will enhance patriarchal discourse in the community. However, even the allocation of funds for gender equality programs is a first indication of the will to make it happen. In the region that was the subject of this analysis, one cannot ignore the fact that there are certain funds to support gender equality projects planned by the budget of the municipality of Vogošća for 2018.

In budgets, when planning funds, for example, for non-governmental organizations, it should be borne in mind that a fair amount of funds should also be provided for women's associations. The analyzes generally point to the fact that civil society organizations have

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244 Ibid, pg.20
245 See more in: Haimić, Šeherzada "Analysis of the results of the research of the needs and problems of the young people in Sarajevo Canton", Ministry of Education, Science and Youth Sarajevo Canton, Sarajevo, 2016.
better co-operation with local levels of government than with higher levels of government. From all available documents of the analyzed municipalities, their praiseworthy attitude towards the activities of these organizations is evident. Municipalities can only be donors, but can be more actively involved in just carrying out specific activities. In the municipality of Ilijaš there are also youth organizations that emphasize the issues of gender equality among their program activities. In the area of Semizovac there is also the Association New Woman, which promotes women’s football and breaks traditional prejudices.  

The Strategy for the Development of Hadžići Municipality states that on its territory there are 46 associations registered and reported to the Service responsible for the field of social activities, which, given the diversity of their activities, are divided into: a) clubs, organizations and associations from the domain of sport and recreation: b) associations and organizations from the cultural domain, c) associations and organization of the veteran population (which are specifically mentioned), and non-governmental humanitarian organizations. Instead of using neutral bureaucratic divisions, the Commission for the Protection of Human Rights and Gender Equality may have sought to allocate women’s associations specifically. In the Strategy, as one of the associations in the field of culture, the Ars Populi Association which does belong to this domain, but essentially mainly brings together women.

In some future research, special attention should be paid to these small local women’s associations, and municipal authorities

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should support and work with them. The commissions in municipalities dealing with gender equality should be the initiators of these ideas.

3.4. Domestic violence

Research have shown that many women experience some form of violence throughout their lives, and the most widespread form of violence is domestic violence. The classical image of the family as a necessary place for comfort and security for individuals has been modernized by modern sociological research. It is now recognized as a potentially dangerous place for women. Women suffering from domestic violence can seek help in safe houses. There are nine safe houses in the territory of BiH - six in the FBiH and three in RS, and their funding, especially in the FBiH, is often questionable given that it is mostly led by civil society organizations that must seek additional donor resources to keep these houses active.

In the Alternative CEDAW Report of 2017, as well as in the Analysis of the legal and institutional framework in Canton Sarajevo to reduce poverty and social exclusion in 2017, it is stated that Canton Sarajevo is the only local community on the entire territory of BiH that systematically solved the financial functioning of the safe house. Other safe houses in the Federation of BiH failed to regulate in the same way the share of accommodation costs in safe houses. Namely, the

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250 Alternative Responses from Civil Society Organizations on European Commission Questionnaire, July, 2017, pg. 56
Ministry of Labor, Social Policy, Refugees and Social Affairs and the Sarajevo Social Work Center with the Local Democracy Foundation, as a provider of services, have signed the Agreement on co-financing the accommodation of victims of domestic violence.252

The Istanbul Convention will certainly have a positive impact on the work of safe houses in the long term. However, a safe house is a solution when violence has already occurred, not as a single event, but after it has persisted and after the person (and this person is a woman) decided to look for help. However, before it comes to violence, it is possible to work on its prevention, and municipal authorities have the advantage of acting in a smaller community and the effects of their activities can yield much better results than these activities at the state level. These activities may also focus on programs that would encourage the reporting of violence against women / domestic violence. In the introductory chapter of this publication, some of the basic responsibilities of local authorities are defined in the Framework Strategy for the Implementation of the Council of Europe Convention on Prevention and Combating Violence against Women and Domestic Violence.

Given the lack of adequate data, it is not possible to draw specific observations on the issue of violence against women and domestic violence, or on the activities of the municipalities themselves. Based on the analyzed documents, only assumptions that are not sufficiently based on direct data can be derived. First, the whole problem is reduced to the scope of activities of social work centers that are important institutions, but the obligations and duties of municipal authorities do not exhaust this. Secondly, violence against women (especially in the

252 Analysis of Legal and Institutional Framework in Canton Sarajevo to Reduce Poverty and Social Exclusion in Canton Sarajevo, Sarajevo 2017, pg. 30
Hadžić municipality is not perceived as a special problem, but merely as a part of the general narrative of violence. Finally, third, these municipalities should take a more active role in combating violence against women and domestic violence. In doing so, their partners in carrying out these activities can be non-governmental organizations themselves.  

4. Instead of conclusion: How to reach gender equality?

On the example of the analyzed local communities, there is a lack of integration of the gender perspective at the lowest levels of government, which very often are unaware of their roles, significance and obligations. Gender equality will not be achieved through one project or one activity aimed at improving the position of women, but in all activities it is necessary to evaluate their effects on women and girls. This process needs to be continuous. Gender equality is a goal, and this goal can only be achieved by continuously evaluating who are the worst standing members of a particular society. Their position will not change with one-off acts of mercy, but only when the reasons for their exclusion and marginalization are recognized and when we begin to work on their elimination. Therefore, in community analysis, it is necessary to have a very gender-sensitive approach to both data collection and analysis. These analyzes are the basis for further strategic action. It is necessary to create assumptions for the spaces in which the most diverse women’s voices can be heard. The local community in this

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253 For municipality Ilijaš there are some indications of action in this direction, but this action should certainly be intensified (more on: http://www.ilijas.ba/index.php?option=com_content&view=article&id=53&Itemid=63).
context is essentially more appropriate than the state. But it is precisely because of this that the average of, for example, 0.2% of illiterate women (a hypothetical example in relation to real and worrying data) cannot be considered as a low percentage, but we must take care and worry about specific women who cannot perform daily activities.

Local authorities in their communities need to take an active role as promoters of gender equality and work intensively on removing patriarchal stereotypes and prejudices. This will certainly be a reflection on all spheres of society and disparate solid patriarchal structures: vertical and horizontal segregation in education and employment, gender inheritance practices, and general practice in which the assets and various resources that are the basis for further earning are, as a rule, owned by men, participation of women in the political life of the community, their interest in dealing with politics... These activities can be in the form of campaigns (for example, in cooperation with municipal media outlets), street actions (in co-operation, for example, with local schools or non-governmental organizations), public lectures and discussions, in the form of encouraging women's associations which will then articulate specific interests... These activities can be integrated into the existing and regular activities of municipalities that will assume a new character.

Local authorities have to assume their formal and legal obligations deriving from international and state standards on women's human rights. It is very common for local government representatives to have a clear view of the domains of their actions. For these reasons, higher-level institutions should give clearer and more specific guidance to local government bodies.
In all these activities, municipal authorities should develop their programs transparently, and in their design and implementation rely on non-governmental organizations, not just those coming from their municipalities. It is not by accident the analysis in this chapter started from the status of this region in relation to the canton and the city. Namely, in Sarajevo there are a large number of feminist and women's associations that create positive changes. However, the greatest number of activities is concentrated in the city of Sarajevo. Of course, all those activities that are seldom tied to specific municipalities can be attended by all interested persons. However, it is also necessary to take into account, for example, the problems of public transport to Sarajevo. Therefore, at least some of the activities carried out by non-governmental organizations that have the adequate capacity could periodically be organized in the wider environment of Sarajevo.

And finally, it is necessary to return to those formal obligations and in particular to lay down some prerequisites of gender equality. First, the commissions dealing with gender equality issues are not just a formal obligation. From the previous analysis often as justification for their passivity they state that they did not receive a seminar invitation or did not receive any special assignments from municipal councils. They do not have to wait for these tasks, but they have to constantly overhaul municipal councils and take the initiative to propose specific programs. The members of these commissions need continuous self-education, since when they have decided to formally engage in politics, they have also assumed certain obligations and duties (both legal and moral). Finally, there is a large number of non-formal education programs where they can be self-involved. We do not aim to amnestise the higher levels of authority from their responsibilities. If there is a gender equality commission that does not work because it is expecting
a call, then maybe there is a need for some kind of education or a more precise instruction.

For a long time, action plans are not only a formal obligation ending with the development of a plan or possibly organizing one or two activities, but it is a continuous process that needs to produce measurable and realistic social changes.

Finally, the declarative commitment to the principles of equality and the prohibition of discrimination introduced in the statutes and other documents should be more precisely formulated as gender equality and prohibition of discrimination on grounds of gender, but also on other grounds is set out in the Anti-Discrimination Law in BiH. When these principles are defined and clarified, then they must be translated into more specific provisions as a reflection of the will to achieve them, for example, in the provisions on equal representation of both sexes in commissions at municipal councils, which some municipalities have already done. Local communities that do not have gender action plans need start the process of their creation, and where they already exist, it is necessary to implement them through concrete and planned procedures.
1. Introduction

One of the basic principles of the European Union whose member Bosnia and Herzegovina seeks to become is gender equality. The Amsterdam Treaty and numerous EU Directives oblige the States to contribute to the equality of women and men in their policies and programs. Gender equality is one of the 17 global goals of the Sustainable Development Program until 2030\(^\text{254}\) which was adopted by the United Nations, as a result of the Millennium Declaration. The UN's most important document in the area of gender equality is the Convention on the Elimination of All Forms of Discrimination against Women.\(^\text{255}\) The abolition of discrimination against women and girls, as stated in the Program, is not only a fundamental human right but has multiple effects on other areas of development. Since 2013, BiH is also a party to the Istanbul Convention. Gender equality that implies equal participation of women and men in all spheres of public and private life, equal status, equal involvement in policy-making processes, work programs and practices of all institutions, and equal access to social


\(^{255}\) Convention is the integral part of BiH Constitution (Annex 1) meaning that it is directly applicable and takes primacy over BiH laws.
resources and equal benefits in the long run should result in a higher quality and more humane life in the community. The effects of the normative frameworks adopted in this area at the international and state level depend on the mechanisms and quality of their implementation in the local communities in which women live and where they directly feel the results of good or bad gender policies. However, although the legal framework of gender equality in BiH is of quality (Initiative for the monitoring of EU integrations in BiH, 2018:28), and the legal acts of most municipalities/cities in BiH are harmonized with the Gender Equality Law in BiH, but "the problem arises when applying the harmonized provisions, as well as in strategic planning"(Miftari, 2017:4). Significant moves were not made in any area of life during 2017 in the context of applying the concept of gender equality (Initiative for the monitoring of EU integrations in BiH, 2018:28).

Local authorities are expected to identify the key issues and needs of women identified in a gender sensitive analysis of the local community's integration situation in strategic local development documents, and to develop, implement and evaluate local gender action plans (GAPs) as well as gender sensitive budgets. The Gender Equality Commission at the municipal/city councils should strengthen the position of women in political parties, contribute to a greater number of women in executive and legislative positions and in economic decision-making positions which should result in better socio-economic status and overall quality of women's lives. At the local level, the needs and problems of women are the most concrete, and the degree of gender equality achieved is most easily measurable.
Therefore, the aim of this chapter is to investigate to what extent the principles of protection of women’s human rights accepted by international documents, as well as state and entity laws are embodied in the local policies of the Tuzla region (Tuzla, Gračanica, Srebrenik and Orašje) and Livno (city of Livno, municipalities of Kupres, Bosansko Grahovo and Bugojno). These are municipalities/cities that administratively belong to the four cantons: Tuzla, Posavina, Central Bosnia and Canton 10.

2. Method

For the collection of data, the analysis of the content of the following documents was used: Sixth BiH Periodic Report on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women 2013 - 2016; Framework Strategy for the Implementation of the Istanbul Convention in BiH for the period 2015-2018; Sustainable Development Program until 2030; Report of Civil Society Organizations on Implementation of Concluding Observations

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256 States which signed shall periodically report to the UN Committee on the Elimination of All Forms of Discrimination against Women on the Application of the Convention. Consequently, the Agency for Gender Equality of BiH, in cooperation with the relevant institutions of BiH, the Gender Center of FBiH and Gender Center of RS, prepared the Report for the period 2013 - 2016 adopted by the entity governments in 2017. Concluding considerations of the Committee were not published still. The report is available at: http://arsbih.gov.ba/project/ستي-periodicni-izvjestaj-bosne-i-hercegovine-o-provedbi-konvencije-o-eliminaciji-svih-oblika-diskriminacije-zena-2013-2016/


and Recommendations of the CEDAW Committee for BiH 2013 - 2017; Orange Report 2016: Annual Report on the Status of Women's Human Rights in BiH; publication of CURE Foundation: Local Policies for Gender Equality in BiH; Women who inspire: Survey on opportunities and conditions of women's lives in small local communities in BiH; My voice echoes; and the report Elderly women as an invisible category in BiH. For some municipalities, no data on gender equality has been available from previous surveys or have not participated in the development of local policy reports in this area, and this chapter will contribute to a more complete picture of the state of gender equality in local communities. The analyzed documents made it possible to identify the key issues of women in BiH based on which a set of criteria was formulated, i.e. questions to which answers were sought in available strategic documents and local government reports. Given that the Gender Equality Commissions, as it turns out, do not submit regular annual work reports to MC/CC, and some do not hold meetings annually, there is no database on the state of gender equality in these local communities.

263 Durkalić, Masha (2015) My voice echoes... Sarajevo: CURE Foundation.
264 Report by Vildana Džekman is still not published.
The findings presented in this chapter are based on data collected by the author who collected them in a fragmented manner from the documents of various public institutions and research by non-governmental organizations. Some of them are available on the official website of local government, while others are received via e-mail correspondence with representatives of the Gender Equality Commissions and Social Affairs Committees. From the persons responsible for gender equality in the analyzed local communities, only concrete data on the status of women were provided from the town of Tuzla and the Gračanica municipality, while the municipalities of Kupres and Bugojno gave partial answers to the questions, but without quantitative indicators on gender equality. From the municipalities of Srebrenik, Orašje, Livno and Bosansko Grahovo there was no response to the questions sent to the e-mail address of the municipality or the person responsible for gender equality and the report for these municipalities was based on the data from the available documents.

The chapter is structured so that the collected data are presented by municipalities/cities in comparison with the available data for cantonal, federal or state level. Since there is no gender statistics in most local communities in BiH, and there is often a lack of elementary data on gender equality, a more thorough analysis and comparability of the situation in local communities is not possible. At the end of the chapters, with the concluding considerations, recommendations are offered to improve the position of women in local communities.

Data is grouped into five sections:
• basic socio-demographic data for the municipality/city
• participation of women in political and public life
• the socio-economic position of women
• position of marginalized groups of women and
• treatment of women who survived domestic violence

3. Results

<table>
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<tr>
<th></th>
<th>Total population</th>
<th>Men</th>
<th>Women</th>
<th>Average age of women (years)</th>
<th>Illiterate women (%)</th>
<th>Illiterate men (%)</th>
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<tbody>
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<td>Tuzla</td>
<td>110.979</td>
<td>52.745</td>
<td>58.234</td>
<td>42.44</td>
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<td>38.61</td>
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<td>23.579</td>
<td>38.72</td>
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<td>1.162</td>
<td>54.18</td>
<td>7.37</td>
<td>0.57</td>
</tr>
<tr>
<td>Bugojno</td>
<td>31.470</td>
<td>15.635</td>
<td>15.835</td>
<td>39.16</td>
<td>4.27</td>
<td>0.70</td>
</tr>
</tbody>
</table>

Table 1. Demographic data for analysed municipalities

<table>
<thead>
<tr>
<th>Government level</th>
<th>Total representatives</th>
<th>Women</th>
<th>Percentage of women (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assembly of Tuzla Canton</td>
<td>35</td>
<td>8</td>
<td>22.5</td>
</tr>
<tr>
<td>Government of Tuzla Canton</td>
<td>12</td>
<td>3</td>
<td>25.00</td>
</tr>
<tr>
<td>City council Tuzla</td>
<td>31</td>
<td>11</td>
<td>35.5</td>
</tr>
<tr>
<td>Municipality council Srebrenik</td>
<td>29</td>
<td>4</td>
<td>13.79</td>
</tr>
<tr>
<td>Municipality council Gračanica</td>
<td>21</td>
<td>3</td>
<td>14.3</td>
</tr>
<tr>
<td>Assembly of Posavina Canton</td>
<td>21</td>
<td>4</td>
<td>19.04</td>
</tr>
<tr>
<td>Government of Posavina Canton</td>
<td>10</td>
<td>2</td>
<td>20.00</td>
</tr>
<tr>
<td>Municipality council Orašje</td>
<td>25</td>
<td>7</td>
<td>29.16</td>
</tr>
<tr>
<td>Assembly of Canton 10</td>
<td>25</td>
<td>2</td>
<td>8,00</td>
</tr>
<tr>
<td>----------------------</td>
<td>----</td>
<td>---</td>
<td>-----</td>
</tr>
<tr>
<td>Government of Canton 10</td>
<td>9</td>
<td>1</td>
<td>11,11</td>
</tr>
<tr>
<td>City council Livno</td>
<td>31</td>
<td>12</td>
<td>38,70</td>
</tr>
<tr>
<td>Municipality council Kupres</td>
<td>17</td>
<td>3</td>
<td>17,7</td>
</tr>
<tr>
<td>Municipality council Bosansko Grahovo</td>
<td>13</td>
<td>1</td>
<td>7,69</td>
</tr>
<tr>
<td>Assembly of Central Bosnia Canton</td>
<td>30</td>
<td>6</td>
<td>20,00</td>
</tr>
<tr>
<td>Government of Central Bosnia Canton</td>
<td>9</td>
<td>1</td>
<td>11,11</td>
</tr>
<tr>
<td>Municipality council Bugojno</td>
<td>25</td>
<td>4</td>
<td>16,00</td>
</tr>
</tbody>
</table>

Table 2. Participation of women in government bodies of the analysed local communities

<table>
<thead>
<tr>
<th>Canton</th>
<th>Maternity benefits for employed women</th>
<th>Duration of maternity benefits (months)</th>
<th>Amount of benefits in comparison with wage (%)</th>
<th>Maternity benefits for unemployed women (months X amount of fee)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tuzla</td>
<td>YES</td>
<td>12</td>
<td>90</td>
<td>1 X 20% average wage in TC</td>
</tr>
<tr>
<td>Posavina</td>
<td>NO</td>
<td>0</td>
<td>0</td>
<td>6 X 150 KM</td>
</tr>
<tr>
<td>Canton 10</td>
<td>YES</td>
<td>12</td>
<td>100</td>
<td>1 X 300 KM</td>
</tr>
<tr>
<td>Central Bosnia</td>
<td>YES</td>
<td>6</td>
<td>50</td>
<td>1 X 70% average wage in CBC</td>
</tr>
</tbody>
</table>

Table 3. Comparative presentation of maternity benefits in four cantons

3.1. Tuzla

The administrative seat of the Tuzla Canton (TC), which with 445,028 inhabitants is the most populated canton in FBiH. This city is also the economic, health, educational and cultural center of the
northeastern Bosnia region. According to the number of population from the last census, it is the third city in BiH (110,979 inhabitants) by number of persons living there. The share of women in the population of the city is 52.47% and their average age is 42.44 years, which is 1.71 years higher than the average age of women in BiH (40.73). According to the development index, Tuzla is on the 15th place of a total of 79 municipalities and cities in FBiH.265

**Participation of women in political/public life:** The Assembly of TC has 22.5%, of women which is far below the minimum legal quota of 40% (GEL BiH, Article 20). Similar representation is also in the Government of the TC, where the share of women is 25%. Out of the three ministerial positions women have been nominated to, one is at the Ministry of Labor, Social Affairs and Returnees, the second one is in the Ministry of Culture, Sports and Youth, and one in the Ministry of Justice and Administration.

In the City Council (CC), Tuzla's representation of women is better compared to the cantonal level of legislative and executive power, as well as representation in most other cities and municipalities in BiH. The share of women of 35.4% in CC Tuzla is significantly higher than their average representation in the composition of the councils/assemblies in BiH, which is 18.34% after the local elections of 2016. However, in CC Tuzla the representation of women is below 40%. In addition, the mayor, the chairman of the CC and his deputy are men.

Although according to the provisions of the GEL (Article 22), institutions at all levels in BiH, and also local, are obliged to regularly collect, record and analyze statistical data classified by gender, gender statistics for the town of Tuzla do not exist. The reason for this is, as

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stated in the *Information on Realization of the Action Plan of Gender Equality of the Municipality of Tuzla 2013-2016*, the lack of prescribed mechanisms for establishing gender statistics in the competent services within their competences. So there is no evidence from which to see how many women are represented in the management and work bodies, as well as in the various social sectors.

Tuzla has no valid GAP. After the GAP covering the period 2013-2016, the new one was not adopted. The president of Tuzla’s Commission for Gender Equality, Enesa Alić, explained that the Commission, which assumed office at the end of 2016, could not create a new GAP due to procedural barriers. The sole fact that one year passed since the expiration of GAP to the delivery of Information on its realization to CC last year, and then the consideration of this item was twice prolonged from the Agenda of the CC session indicates the insufficient importance given by the local authorities to gender equality.

**Socio-ekonomic aspect:** Among the female population of Tuzla, the share of illiterate persons over the age of 10 is 3.72%, which is slightly less than 4.8% of all women in BiH who are illiterate. On the other hand, if we compare this figure with the percentage of illiterate men in Tuzla (0.58%) we see that the problem of illiteracy is much more emphasized among women. The percentage of women without any education (5.50) is also higher than men (0.91), while the percentage of highly educated women (13.89) and men (13.82) is almost the same. Unemployment is also higher among women than among men. Out of the total number of employees in Tuzla, women account for 41.96%, while among the unemployed registered with the Employment Service there are 54.47%.

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266 Federal Institute of Statistics data from the thematic bulletin *Employment, unemployment and salaries* published in 2017, and data refer to 2016. Although newer
Data on a greater number of illiterate and uneducated as well as unemployed women confirm their poorer socio-economic position than men. For the realization of projects of vocational training, education and training for entrepreneurship with emphasis on women’s entrepreneurship and self-employment of women in difficult financial situation from the budget of the city of Tuzla during 2014, 2015 and 2016, 54.500,00 KM was allocated. Project activities were carried out by various non-governmental organizations and associations whose primary target groups were unemployed women or persons with disabilities, and a total of 258 women participated.

Due to the non-implementation of certain rights under the Law on Social Protection, Protection of Civilian Victims of War and Protection of Family with Children, the TC Resource Commission in 2017 initiated the establishment of a single fund at the level of FBiH for the financing of compensation for employed and unemployed mothers in the context of maternity and child benefits and instead of the existing Law on Social Protection, the Protection of Civilian Victims of War and the Protection of Families with Children, three laws are passed in order to make these areas specifically regulated because of their specificity. Women in TC during maternity leave are entitled to 12 months' compensation in the amount of 90% of their average salary earned in the previous 6 months or if it is more suitable for the mother, 55% of the average canton salary. The minimum amount of this fee is 55% of the average salary in the TC, while the maximum amount is not defined. Unemployed mothers to be are entitled to a one-off fee in the amount of 20% of the average salary in TC.

data from the TC Employment Service are available, employment data are not classified by gender, so we rely on the above-mentioned thematic bulletin because of time compliance.
Marginalized groups of women: Families of women independent parents are represented by 13.82% in the total number of families in Tuzla, which is slightly higher than the proportion of this type of families in all FBiH (12.24%). In Tuzla, there are considerably more women independent parents than men (2.67%) \(^{267}\). In the 2013 census results, women independent parents are listed as "mothers with children". Namely, laws, as well as other legal acts and documents of public institutions in BiH, even those at the local level, do not recognize the category of single-parent families as well as independent parents. An additional problem is that the status of a single parent who is mentioned in the law is recognized only when the other parent has died, is unknown, disappeared or his or her parental care possibilities have been taken away by court order. Thus, the Family Law of FBiH does not recognize divorced parents as a vulnerable category either. Consequently, independent parents are alone and often cannot achieve the minimum legal incentives for single parents, such as the advantage for enrolling a child into public pre-school institutions. Also, although non-payment of alimony is a criminal offense (Article 223 of the Criminal Code of BiH) for which a prison sentence of three months to three years or a probable sentence may be imposed, no prison sentence has been imposed in FBiH so far. Parents who avoid this statutory obligation usually go unpunished using legitimate improperness, the burden of proof and punishment for this act, and the slowness of the BiH judiciary. That is why women's associations and NGOs advocate the establishment of an Alimentation Fund that would enable greater social security for children who have been provided with support from the other parent. In the Action Plan of the Social Inclusion Policies of the City

of Tuzla for the period 2017 - 2018, among the vulnerable groups at risk of social exclusion women independent parents as single parents with accent on the mother were mentioned. This vulnerable group is mentioned in the section on subsidizing employment and self-employment of various vulnerable groups, including independent parents. Since the plan was adopted in November 2017, no report on its realization is available. In the Information of GAP implementation for the period 2013 - 2016, women independent parents are explicitly mentioned as single mothers among the participants of the project "Developing Women's Entrepreneurship in the City of Tuzla".

Women over the age of 65 make up 17.11% of the total population of women in Tuzla, which is even higher than 16.27% of the share of women over the age of 65 in the total population of women in BiH. The Action Plan for Social Inclusion Policies of the City of Tuzla for the period 2017 - 2018 provides employment of social worker and psychotherapist in CSR Tuzla for the purpose of providing counseling services to elderly persons, budgeting for the sustainability of help and care at home" programs, training of health workers to provide multidisciplinary patronage and home nursing care, including a large number of target groups in the activities of the Day Center for Healthy Aging at the Pensioners' Home268, and strengthening the existing and launching new groups for healthy aging of retirees in local communities. Tuzla is one of the ten local communities involved in the EU-funded project ReLOaD, whose goal is to strengthen partnerships between local self-government units and civil society by spreading transparent funding for their city budget projects in line with the needs of the population.

268 The Day Care Center for Healthy Aging, which was open in 2015, can be visited by all elderly people from Tuzla. Its founding and furnishing was financed by the town of Tuzla and the Tuzla Pensioners Home.
Among the priority areas foreseen for funding under this project is the improvement of the quality of life of elderly citizens.

**Women with disabilities** From a total of 12,780 persons with disabilities living in Tuzla (11.51% of the population) there are 7,478 (58.5%) of women. Almost half of these women (43.48%) face multiple difficulties. The employment rate of women with disabilities is defeatably low. Out of a total of 142 persons with disabilities who are employed in Tuzla, only 18 (12.7%) are women\(^{269}\). For the employment of persons with disabilities by co-financing the payment of contributions from the city budget, in 2016, a total of 25,000 KM for the employment of ten persons was allocated. However, due to insufficient employer interest, only 10,000 KM was used for recruiting four people from this category. For the project "**We are also proud of ourselves**", which in 2016 was realized by the Company for employment of persons with disabilities "Lotosice" from Tuzla, from the city budget 4,000 KM was allocated. Out of the 25 people involved in the project, 20 were women with disabilities.

**Domestic violence:** Cantonal Law on Social Protection (Article 3) found that one of the categories of beneficiaries of social protection are also victims of domestic violence\(^{270}\). Data from CSR in Tuzla for 2016


\(^{270}\) The Tuzla Canton is one of only four cantons in the FBiH who recognize the victims of domestic violence as a category of beneficiaries of social protection in social protection laws. Framework Strategy for the Implementation of the Convention on Prevention and Fight Against Violence Against Women and Domestic Violence in BiH 2015 - 2018, pg.15
show that in 95% of cases of domestic violence victims are women and children. Out of the 73 reported cases of physical violence, 70 were committed against women (95.89%). Out of the 50 cases of emotional violence, 33 were committed against women (66%), out of 16 cases of sexual violence 10 were women (62.5%), and out of 15 cases of other forms of violence women were victims in 9 (60%). Women aged 25 to 45 years old are most exposed to violence of all forms.\(^{271}\)

According to the obligations from the Federal Law on Protection against Domestic Violence (Article 37), the TC Government has adopted a two-year program of measures for the prevention, protection and fight against domestic violence 2016 - 2018. There is a safe house in Tuzla for housing victims of domestic violence which operates within the NGO "Vive Žene". Funding from the cantonal budget for co-financing a safe house for the first time is foreseen for the 2018 budget in the amount of 20,000 KM. According to estimates of safe houses, the work and programs of a safe house with a capacity of 25 places costs at least 240,000 KM per year. However, the FBiH government in the period from 2008 to 2018 for the work of six safe houses in the Federation has never allocated more than 200,000 KM a year. When this amount is divided into six, meaning 40,000 for each house, or just 14% of the total cost.\(^{272}\)

According to CSR data from Tuzla, out of a total of 197 perpetrators of violence in 2016, 181 are men and 16 women. The most common perpetrator of violence is the husband (41%). When it comes to the drafting of the Ordinance on the implementation of the protective measures of compulsory psychosocial treatment of perpetrators of violence, "Vive Žene" submitted recommendations

\(^{271}\) Report on work of the Social Work Center of Tuzla for 2016

referring to the fact that the psychosocial treatment of perpetrators of violence should be implemented by social workers, psychologists, social pedagogues and doctors with additional training in the field of work with the perpetrators of violence. The Gender Equality Commission in the TC Assembly supported the proposal that the TC Assembly forwarded to the federal level. However, due to the procedure of amending the Federal Law on Protection against Violence, the proposal has been prolonged and has not yet been adopted. As part of a project funded by IAMANEH from Switzerland, "Vive Žene" Tuzla organized trainings for officials for the implementation of psychosocial treatment of perpetrators of violence. A total of 25 civil servants from the Tuzla Canton and the Doboj region completed education provided by experts from the Association for Psychological Assistance from Zagreb. However, judges in all parts of BiH very rarely state the obligatory psychosocial treatment for the perpetrators of violence evidenced by the records of the TC Ministry of Internal Affairs, which shows that in 2016 no measure of compulsory psychosocial treatment of the perpetrator of violence was given and seven applications for extradition of this measure were filed.

3.2. Srebrenik

This is a municipality in Northeast BiH which administratively belongs to the Tuzla Canton in FBiH. Although the number of 39,678 inhabitants in 2013 is lower than in 1991 when it amounted to 40,896, the decrease in the number of inhabitants in this municipality was not

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273 Framework Strategy for the implementation of the Istanbul Convention, 2018:13
274 Fondation of local democracy Sarajevo (2017) Analysis of the current situation of the level of violence against women and girls and domestic violence in 10 local communities in BiH, pg. 30
expressed to the extent that it was recorded in most other municipalities and cities in BiH. Women account for more than half of the population (51.23%), and their average age is 38.61 years. This means that in this municipality the population of women is younger by 2.12 years compared to the average age of women in BiH. After the development of the municipalities and cities in the FBiH, Srebrenik is ranked 39th and belongs to the category of medium-developed municipalities.

**Participation of women in political/public life:** In MC of Srebrenik, out of a total of 29 representatives, only four are women (13.79%) and that is far below the minimum legal quota of 40%. Moreover, it is below the average representation of women in the composition of the councils/assemblies in BiH (18.34%) after the local elections in 2016. The mayor, chairperson and deputy chairperson of the MC are also men. Srebrenik has no local GAP. In the municipal budget for 2018 no projects focused on the specific needs of women or girls in this municipality have been identified. The same applies to the *Local Development Strategy for the period 2015-2020*, as well as other documents available on the official website of the municipality.

**Socio-economic aspect:** The proportion of illiterate population of women older than 10 years in Srebrenik is 7.65% and that is higher than the average percentage of illiterate population of women in BiH (4.8%). When we take into account the percentage of illiterate men in

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276 In the Statute of Srebrenik municipality (ar. 28. and 30.) there are provisions on gender equality quota according to the Law.
Srebrenik (1.25%) we see that the problem of illiteracy is much more emphasized among women than among men. The level of formal education among the female population of this municipality is very unsatisfactory. As high as 10.70% of women are without any education and this is worse than the situation at the state level of BiH (7.95%). On the other hand, a low percentage of highly educated women (4.53%) is below the percentage of highly educated women in BiH (9.65). Observed at all other levels of education, the educational structure of the population of women in this municipality is poor.\textsuperscript{277} Less than one third of employed persons in Srebrenik are women (30.66%). At the same time, among job-seekers, more than half of persons are women (52.88%).\textsuperscript{278}

Nearly no data on gender equality in this local community are represented in previous researches, i.e. available documents from governmental institutions and publications of non-governmental organizations. One of the few researches in which women from Srebrenik municipality participated also identified some of their specific needs in order to improve the quality of life in this local community. In the survey on the Opportunities and conditions of women's lives in small local communities in BiH "Women who inspire" Srebrenik respondents expressed their dissatisfaction with the feeling of marginalization in the public and private spheres, which is illustrated by the following response:

"Our local community does not treat women the same as men. They are on the margin, pushed aside. For all key positions in state

\textsuperscript{277} Agency for statistics of Bosnia and Herzegovina (2016) Census of Population, Households and Apartments in BiH, 2013: Results of census, pg. 162
\textsuperscript{278} Data from the Federal Institute for statistics from the thematic bulletin Employment, unemployment and salaries published in 2017, and data refer to 2016.
institutions, as well as in private companies, only men are discussed about and they only come to mind. Men are viewed with greater respect than women, although the profession, quality, professional contribution is the same or even greater when it comes to women." (According to Žarković, 2017:39).

In order to improve the quality of life in their local community, Srebrenik women expressed the desire for quality amenities and programs for children, safe bicycle paths, greater investment in the cleanliness of the city, better conditions at dormitories, especially in terms of cleanliness and security and the need for a better maintenance of parks for children (Žarković, 2017:32).

**Marginalized groups of women:** In the total number of families in this municipality, 10.38% are **women independent parents**, which is slightly less than the share of this type of families in FBiH (12.24%). There are significantly more women independent parents than men (2.08%). The strategic documents available on the municipal website do not mention independent parents. In the total number of the population of women of this municipality, 13.21% are **women older than 65 years**, which is less than the percentage of this age group in BiH (16.27%). Although the Srebrenik population aging index is lower than that of the state level, the problem of population aging is evident in this municipality. In other words, for demographic tendencies it can hardly be said that they are favorable but only less poor compared to other municipalities and cities in BiH. As far as the projects targeting the elderly are concerned, through the revised *Local Development Strategy*

for the period 2015-2020 it is planned to build a center for the accommodation of elderly persons in Majevica. Out of the total of 3,768 persons with disabilities in Srebrenik (9.49% of the population) there are 2,163 (57.40%) of women. Almost half of these women (44.84%) face multiple difficulties. In this municipality too, especially in rural areas, women with disabilities do not have adequate access to health care facilities, nor do they have the ability to use medical equipment adapted to their condition. With regard to projects related to the improvement of the quality of life of this category of citizens, the budget of the municipality is planning to allocate 10,000 KM for creating the access throughout the city and access to public institutions in the period from 2018 to 2020.

3.3. Gračanica

Gračanica is a municipality in the northeast of BiH that administratively belongs to the Tuzla Canton in FBiH. There are 45,220 people in this municipality, 52.14% of whom are women. The average age of women is 38.72 years, which is by 2.01 years less than the average age of women in BiH. According to the development index, Gračanica is ranked 20th on the list of municipalities and cities of FBiH, which is classified as a category of developed municipalities.

Participation of women in political/public life: Women are strongly under-represented in the MC. They have only three out of 21 council seats (14.28%). The mayor, chairperson and deputy chairperson of the MC are also men. There is no record of gender representation in the local community's governing and work bodies, as well as the report on the work of the Commission on Ethics, Gender Equality, Human Rights and Freedoms, Appeals and Complaints for 2017, which should provide a more complete insight into the position of women in this
municipality. In rural areas, the situation is even worse - women are almost excluded from the decision-making structure in local communities.²⁸⁰

**Socio-economic aspect:** The share of illiterate persons among women over the age of 10 is 5.74%, which is worse compared to the average share of illiterate women and girls at state level, and more than the percentage of illiterate men in Gračanica, (0.88%). When it comes to local strategies for improving the position of women, the project "Improving the position of women in rural communities at the local level in FBiH" has been implemented in this municipality. Within it, an Action Plan for 2014 - 2016 was prepared, which is available on the municipal website but has no reports on its results. The data used as an analytical basis for this action plan showed that women in rural areas of Gračanica municipality rarely apply for programs of financial incentives for agricultural production. Also, most of them are not recorded in employment services, but they deal daily with numerous household and agricultural jobs, which means their work is "invisible" and unpaid. As priorities to improve their position, women in Gračanica's rural areas have identified self-employment programs targeted directly at women. Specific initiatives relate to the development of traditional crafts, autochthonous products, organic food production and the development of rural tourism. Among health care services, social protection, access to schools and transportation, women have identified social protection as the least accessible and called for a more active presence of social work services in rural communities. As an especially important area in the field of health, the Interresource Advisory Group has set out health education on reproductive health, as well as the influence of water,

²⁸⁰ Analytical background analysis of the position of women in the rural area of Gračanica municipality and Action plan for the period 2014 - 2016, 2013:35.
pesticides and healthy food on health. As for the current projects that will affect the improvement of the quality of life of women in the village, the project Improvement of the water supply of Gračanica municipality and upgrade of the sewage system of Gračanica municipality is ongoing. It is expected that regular water supply in all local communities will benefit women, who mostly do household work, and they will be able to use dishwashers and wipers more frequently, and will not be subjected to manual washing outdoors under adverse weather conditions. This should contribute to the preservation of women's health in rural settlements. In addition, women should have enough time to engage in associations and organizational activities. When it comes to projects among which target groups are women, for which funds from the municipal budget were allocated in 2017, they relate to assistance in the realization of activities of cultural associations, procurement of equipment for the work of the Women's Association Pribava and Cultural association Ponos and the construction of the summer stage in the local community Piskavica. According to the reports on the implementation of these projects\textsuperscript{281}, a total of 175 women have had direct benefits from them and improved their quality of life.

Marginalized groups of women: In the total number of families in this municipality, 11.8% are women independent parents, which is slightly less than the proportion of this type of families in FBiH (12.24%). The strategic documents available on the municipal website do not mention independent parents. In the total number of women of this municipality, 13.17% are women over 65 years of age. Gračanica Municipality lacks institutionalized care programs for the elderly, and

\textsuperscript{281} Reports on the realization of projects from the Social activities service of Gračanica municipality
also for elderly women such as home care services, a day care centers for healthy aging etc. In the document of the *Social Inclusion Policies of Gračanica Municipality 2014 - 2018*, there is a need to set up a daily center for elderly people as the most appropriate form of their social protection. In the same document women are also recognized as one of the vulnerable groups. Especially the difficult position of women in the rural areas was highlighted because of their discrimination and socio-economic exclusion. Consequently, municipal services are recommended to provide gender-sensitive budgeting and systematic support to women in agricultural production.²⁸² Among persons with disabilities in this municipality there are significantly more women (58.42%). The Improvement Policy for persons with disabilities implies the development of social services for the purpose of deinstitutionalisation, development of a social model of detection and registration of PWD, support for their employment, and improved access to health services.

### 3.4. Orašje

The administrative center of Posavina Canton, which is the smallest canton in FBiH, is Orašje. Geographically, Orašje is located in northeastern BiH, and out of the 13 inhabited places in this municipality, one is urban, while the others are rural. In the municipality with 19,861 inhabitants, there are 9,802 women or slightly less (49.35%) than men (50.64%). Their average age is 41.27 years, which is slightly more (0.54 years) than the average age of women at the state level. According to the development index, Orašje is ranked 43rd on the list of municipalities and cities of FBiH, which places it in the category of medium-developed municipalities.

Participation of women in political/public life: The percentage of participation of women in the MC of Orašje is 29.16%. They have seven out of the 25 council seats. The mayor of the municipality, the president and vice president of the MC are men. There is no evidence of representation of women in local government and public services. There is no report on the work of the Municipal Gender Equality Commission for 2017 or 2016, nor the Report on Realization of the Local Gender Action Plan of the Municipality of Orašje.283

Socio-economic aspect: The share of illiterate persons among women older than 10 years in Orašje is 3.3%, which is slightly less than 4.8% of women in BiH who are illiterate. In the municipal budget for 2017 and 2018, the revised Development Strategy of Orašje Municipality 2016-2020, nor in other available strategic documents, no projects were identified that could lead to the consideration of the specific needs of women in this local community. According to available data, there are no systematic incentives for women’s self-employment, investment in formal and informal education of women and girls, or other programs to improve their position. Employed women who are expecting in the Posavina Canton are not entitled to compensation during maternity leave, while unemployed women are entitled to a compensation of 150 KM for a period of 6 months. This is why the new mothers in the Posavina Canton are in the most disadvantaged position in the Federation of BiH. Although, according to European standards, women should receive a minimum of two thirds of their pay during maternity leave, this amount is smaller in many cantons. There are drastic

283 Data on this is not available on the official website of Orašje municipality neither on the website of the Agency for Gender Equality of BiH nor received after telephone and e-mail request sent to the Municipal Gender Equality Commission.
differences in the maternity rights among the cantons, and mothers are discriminated against by the territorial principle, as well as by the sector in which they work (public or private). During the use of maternity leave for mothers, apart from the remuneration right that varies considerably from Canton to Canton, mothers can be paid, as mentioned in the Federal Labor Act, the difference lacking to full pay at the expense of the employer (Article 68, paragraph 2). Such a provision means that employers are not obliged to pay that difference so that only the compulsory benefits are most often paid out to wages that are substantially lower than the amount of wages earned by women prior to their maternity leave. In practice, there is another form of discrimination between women - by the labor sector. Namely, in contrast to the public sector in which potential disbursements to full pay are defined by a collective agreement in the way that money is secured from the budget or public funds, this depends on the will of the employer in the private sector. This is why women in the private sector are in a much worse position.

**Marginalized groups of women:** In the total number of families in this municipality, 13.94% are **women independent parents**, which is slightly more than the share of this type of families in FBiH (12.24%). There are significantly more women independent parents than men independent parents (3.61%). The strategic documents available on the municipal website do not mention women independent parents.

In the total number of women of this municipality, 17.11% are women over **65 years of age** which is higher than the percentage of this age group in BiH (16.27%). The municipality's Development strategy by 2020 is foreseen to allocate 27,000 KM from the municipal budget and as much from other sources for the introduction of "geronto" services
by women working as housewives in retirement homes to perform housework. In this municipality too, there are more women with disabilities (57.38%) than men, and they do not have adequate access to health care facilities or the ability to use medical equipment adapted to their condition. Bearing in mind that this problem is even greater for women in rural areas, and in this municipality a large number of women live in rural areas, the problem is bigger. Strategic documents have not identified programs aimed at improving the position of women with disabilities.

3.5. Livno

The administrative headquarters of Canton 10 is the town of Livno, which with five other municipalities makes this canton. Geographically, Livno is located in the southwest of BiH. Of the 34,133 inhabitants of this city, there are 17,109 women or 50.12%. With an average age of 42.1 years, women are 1.37 years older than the average age of women in BiH. It is relevant to mention that the oldest population in BiH is in Canton 10. On the list of development levels of municipalities and cities in FBiH, Livno is ranked 47th.

Participation of women in political/public life: Canton 10 has the smallest share of women in the cantonal assembly. Of the 25 representatives there are only two women. The 8% share shows that women are strongly under-represented in this legislative body, as it is not only far below the minimum legal quota of 40%, but it is significantly worse than their representation in other cantonal assemblies. Women are extremely misrepresented in the Government of this Canton. Of the nine members of the Government, there is only one woman (11.1%). She heads the Ministry of Labor, Health, Social Welfare and Expatriates.
In CC of Livno, the representation of women is much better compared to the cantonal level of legislative and executive authorities, as well as most other cities and municipalities in BiH. The share of women is 38.7% and it is significantly higher than their average representation in the composition of the councils/assemblies in BiH, which is 18.34% after the local elections in 2016. At the head of the local government is the mayor, together with the president of the MC and one woman at the position of vice-president of the CC. The Gender Equality Commission does not monitor the compliance of documents considered by the CC with normative regulations in this area. There is no evidence of representation of women and men in the management and work bodies of local government or public services. There is no report on the work of the Municipal Gender Equality Commission for 2017 as well as for 2016.

**Socio-economic aspect:** Among women in Livno, the share of illiterate women over the age of 10 is 3.51%, which is less than the average share of illiterate women in BiH. However, when we compare the same figure with the percentage of illiterate male population in Livno (0.49%) we see that illiteracy is much more frequent among women. On the other hand, the number of highly educated women and men is almost the same. 284 Their economic situation in Canton 10 was the worst285 compared to women in other cantons (Žarković, 2018:22). Livno has no local GAP, nor has it a detected system programs available in documents and data aimed at improving the position of women and

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284 Kanton 10 je jedini u kojem je broj visokoobrazovanih žena manji od broja visokoobrazovanih muškaraca.
285 Na skali od 1 (vrlo nezadovoljna) do 7 (vrlo zadovoljna) prosječno su je ocijenile 2,88.
According to information from the Women's Association "Li-Woman" in Livno, the only successful initiatives that have been organized with the youth, women and men are educational initiatives. This association cooperated with the municipality in forming the Gender Equality Commission, as well as initiated the establishment of the Safe House in Canton 10. The Livno Civic Center for Civic Co-operation has implemented the project "Promoting the Gender Equality Law in Canton 10". The Women's Association Bistrica worked with the Cantonal Hospital in Livno in the "Early Breast Cancer Detection Program", and carried out an action to raise funds for the purchase of mammograms and lymphatic drainage apparatus (Žarković, 2017:18). Although there are examples of positive co-operation between public services and non-governmental organizations in this city, co-operation with the aim of achieving a better position for women is not sufficiently developed or institutionalized both in Livno and in the entire Canton 10. Women from the Li-Woman Association have also explained that they encounter prejudices at work places, as most employees in public institutions, as they say, the understand the concept of gender as being scientifically unsubstantiated and in opposition to the traditional values of the family, and advocating for gender equality for such persons means supporting something that is not "normal" (according to Žarković, 2017:18). Employed future mothers in Canton 10 are entitled to a 12-month fee in the amount of 100% of the salary from the previous month. The minimum amount of this fee is the lowest guaranteed salary in FBiH, while the maximum amount is the average salary in the FBiH. Unemployed mothers are entitled to a one-time fee of 300 KM.

Marginalized groups of women: In the total number of families in Livno, 10.10% are women independent parents, which is slightly less than the share of this type of families in FBiH (12.24%), but in this city
there are considerably more women independent parents than men (3.12%). In the Livno Development Strategy until 2023, in the context of the social security of citizens, single parents are mentioned as one of the vulnerable groups covered by CSR programs with a view to reducing juvenile delinquency and parental violence. In addition to the stated need to strengthen the capacity of CSRs, specific programs for independent parents have not been identified yet. For the project Stable family center, 10.000 KM is planned from the city budget. Nearly one fifth of women (19.13%) is older than 65, indicating a marked trend of aging of the population and the growing need for social services intended for elderly persons. The Development strategy of the municipality until 2023 envisions the construction of a complex - a retirement home and the Reception center for women and children victims of violence. For this purpose, a budget allocation of 200,000 KM is planned for this purpose. Improvement of the availability and quality of social services for greater social inclusion of the elderly is also planned. In Livno there is almost the same number of women and men with disabilities. In order to provide access to public institutions in the city budget, it is planned to allocate 4,500 KM for three years. No special funds are provided for the procurement of medical equipment adapted to women with disabilities.

3.6. Kupres

This is a municipality in the south-west of BiH that administratively belongs to Canton 10 in FBiH. There are 5,057 inhabitants in this municipality, 49.75% of whom are women. Women of Kupres are older by 0.92 years compared to the average age of women in BiH. According to the development index, Kupres is ranked 62rd on the list of
municipalities and cities of FBiH and falls into the category of underdeveloped municipalities.

**Participation of women in political/public life:** The percentage of women in MC of Kupres is 17.7%. There have three of the total of 17 council seats. The mayor of the municipality, the president and vice president of the MC are men. According to information obtained from the chairperson of the Gender Equality Committee, Anamaria Raič, MC Kupres follows the gender structure of the employees in local government and public services. There are no reports on the work of this Commission for previous years. From the beginning of 2017 until the conclusion of this text (May 2018) no meetings of this Commission were held. The Commission does not monitor the compliance of documents that the MC considers with legal and other acts in the area of gender equality.

**Socio-economic aspect:** The share of illiterate persons among women over the age of 10 is 4.28%. In this municipality illiteracy is often more common among women than among men (0.60%). The Kupres Municipality has no local GAP. When it comes to strategic documents of local development, they do not mention programs targeted at women or some categories of women. Also, according to information received from president Raič, there are no concrete programs or resources for women's employment, the development of women's entrepreneurship, nor the projects of formal and informal education of women and girls.

**Marginalized groups of women:** In the total number of families in Kupres, 12.96% are women independent parents. This municipality also has considerably more women independent parents than men (4.34%). In this municipality also there are not any special programs to improve the quality of life of independent parents. The share of women over the
The age of 65 in the total population of women is very high (17.09%). The population of Kupres is nearly halved compared to the pre-war period. Namely, while in 1991 there were 9,618 people in this municipality, this number decreased to 5,057 in 2013. This demographic difference is primarily the result of the divisions resulting from the Dayton Peace Agreement by which the pre-war district of Kupres was divided into two - one belonging to the Federation of BiH and the other belonging to RS. In addition, over the last 20 years due to the extremely poor economic situation, the younger population is constantly leaving this municipality, the natural increase is negative and the population is old. Although the issue of aging in Kupres population is still more emphasized than at the state level, there are no programs to improve social and health services for the elderly, nor activities for elderly women. In Kupres, the percentage of women with disabilities (49.75%) is almost the same as men. There is no incentive to employ women with disabilities, nor any other programs to improve social and health services for these women.

3.7. **Bosansko Grahovo**

Geographically located in the southwest of BiH, the municipality of Bosansko Grahovo belongs administratively to Canton 10. On the list of development of FBiH municipalities and cities, Bosansko Grahovo is in the foreground (78<sup>th</sup>) place. Municipalities with a development index below 50% of the Federation BiH average fall into the category of highly underdeveloped, and for the municipality of Bosansko Grahovo that index is 5.4. In a municipality that counts a total of 2,449 inhabitants, there are less women than men - 1,162 (47.44%). The comparison of the number of inhabitants from 2013 to the one in 1991, when Bosansko Grahovo had 8,311 inhabitants, shows that this municipality suffered a drastic demographic decline, i.e. that less than one third (29.46%) of the
pre-war population lives in it. In addition, Bosansko Grahovo is the municipality with the oldest population in BiH. While the average age of BH population is 39.5 years, in Bosansko Grahovo it is 54.18 years old. Bosansko Grahovo is an example of negative demographic trend in BiH and the long-term consequences of population migration. Namely, the number of inhabitants in BiH, according to the 2013 census, was lower by 19.3% than in 1991. Emirhafizović and Zolić (2013) list the main causes of this situation: high levels of war mortality, forced migration and unrealized births in the war years, unsatisfactory number of returnees, refugees and immigrants from abroad, post-war continued trend of population outflow, and constant decline in birth rate (2013:13). BiH, according to the authors, referring to the World Bank estimates, is the second European country regarding the percentage of the emigrant population compared to the total population.\footnote{In the first place by the emigration of the population in Europe is Albania.} In addition to the negative consequences on the population, emigration leaves a number of long-term consequences in the different segments of life, primarily because mostly people in their twenties leave BiH, "and this is the population with the greatest (pro)creation potential" (Emirhafizović and Zolić, 2013:13).

In addition, different age groups from 18 to the middle ages are intensely migrating (Ibid). In other words, the young people who are on the brink of the most productive working and bioproductive life age, as well as those who are already at that age, including the families with children, are leaving, while only the old people who have reached their private and professional goals are not leaving and now social security and health care is necessary for them. Considering the continuation of the emigration of BiH population as well as the negative birth rate, the
number of inhabitants in BiH will be 20% lower than in 2015, according to UN forecasts, by 2050 (Emirhafizović and Zolić, 2013:14). Such trends are also of concern for gender perspectives, as there are more women than men amongst the elderly, which means that they will be more affected by the lack of systemic care of elderly persons. Moreover, since a significant number of women are neither retired nor have regular income, their economic and social situation is already and will remain unfavorable. Adding to this also the sense of social isolation because of the lack or inadequacy of a qualitative life program for persons over 65, and the physical distance from their children living abroad, the future of BiH's elderly woman looks very dull.

**Participation of women in political/public life:** The percentage of women in the MC is only 6.66%. They have only one of a total of 15 council seats. The mayor of the municipality, the chairperson and the vice-chairperson of the MC are men.

**Socio-economic aspect:** There is a very high percentage of illiterate women in Bosansko Grahovo (7,37), and their educational structure is unfavorable. The availability of health care services is extremely bad. Actually, women from Bosansko Grahovo have only the minimum health care service in their local clinic, and for transportation to a larger health facility in Livno or Mostar they should pay at least 50 KM in one direction (Žarković, 2017:28). There is no pharmacy in this municipality, so the population has to go to other municipalities to buy medicines.

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288 Development Strategy of Bosansko Grahovo Municipality 2016 - 2020, pg. 34
Canton 10 is characterized by a very weak, underdeveloped cooperation between municipal services and the non-governmental sector. Bosansko Grahovo does not have an institutionalized cooperation between public services and NGOs in order to improve the socio-economic position of women in this municipality. Of the 22 registered NGOs in Bosansko Grahovo, for the gender equality point of view, the most important NGO is "Women of Grahovo", which carries out significant activities for the education and economic empowerment of women, both in Bosansko Grahovo and in Canton 10.

Marginalized groups of women: Although the quality of life of women in Bosansko Grahovo is very weak from the economic, health and social aspect, there are no concrete projects funded from municipal budgets to improve such status. There are no system programs to assist elderly women, or women with disabilities.

3.8. Bugojno

Bugojno Municipality is located in the central part of BiH and administratively belongs to the Central Bosnia Canton in FBiH. Out of a total of 31,470 residents living in the area of this municipality, 15,835 (50.31%) are women. With an average age of 39.16, women of Bugojno are 1.58 years younger compared to the age of women at the state level. According to the development index, Bugojno is ranked 58th on the list of municipalities and cities of FBiH and falls into the category of underdeveloped municipalities.

Participation of women in political/public life: The percentage of women in MC Bugojno is 16%. They have four out of a total of 25 council seats. The mayor of the municipality, the president and vice president of the MC are men. Otherwise, at the level of the Central
Bosnia Canton, women are strongly under-represented in executive (11.11%) and in legislative power (20%).

The Statute of the Municipality of Bugojno and the general acts of self-management have been harmonized with the provisions of the Gender Equality Law, and Article 4 contains appropriate provisions on gender equality in BiH. The Gender Equality Commission did not submit a work report to the MC in 2017 or 2016. Members of the current Commission did not participate in gender equality education. The Commission does not monitor the compliance of documents considered by the MC with legal and other acts in the field of gender equality.

**Socio-economic aspect:** In this municipality too there are much more illiterate women (4.27%) than men (0.70%). Out of the total number of employees, 44.27% are women, while among the unemployed who are registered with the Employment Service, the percentage is 46.57%. According to the available data on projects implemented by Bugojno Municipality, women are mentioned as one of the target groups of agricultural and livestock production projects and the promotion of the tourist potential of the municipality. CBC mothers who are employed are entitled to a 12-month fee in the amount of 50% of their average salary of the previous 6 months. Unemployed mothers are entitled to a fee of 70% of CBC average salaries, which amount to two payments totaling in 495 KM.

**Marginalized groups of women:** In the available documents of this and other municipalities of the Central Bosnia Canton, no systematic measures to improve the position of women independent parents, women over the age of 65, women with disabilities or other

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vulnerable categories of women were noticed. Also, in Bugojno, as in other local communities in the CBC, there are no systemic programs to assist victims of violence, no projects to change such status have been detected nor the victims of domestic violence identified as beneficiaries of social protection.

4. Final remarks with recommendations

The Gender Equality Law in BiH is not implemented in the Tuzla and Livno regions. Not even in one of the analyzed municipal/city councils, as well as cantonal assemblies and governments, no quota of at least 40% of less represented gender was noticed. Women are least represented in Bosansko Grahovo (7.69%), while the legal quota is closest in CC Livno (38.7%). Only in Livno the vice-president of the CC is a women, while in other local communities, the rank of mayor, president and vice-president of city/municipal council are men. There are also a small number of women in ministerial positions, especially in Central Bosnia and Canton 10 (11.11%), while there are a little more in Tuzla (25%) and Posavina Canton (20%). Where they are appointed to ministerial posts, women are generally entrusted to the ministries of labor and social policy or ministries of education and/or culture, and then to the ministry of justice. A woman head of the ministry of finance as well as in the Government of the Posavina Canton or at the head of other sectors traditionally considered as male is a real rarity.

The provisions on gender equality in municipal/city statutes are very abstract and should be specified by specific quotas and measures that will contribute to gender equality. A good start would be the provision that a mayor, the chairperson and the vice-chairperson of an MC/CC cannot be of the same sex. In addition, the
Gender Equality Commissions should insist on the proposal that political parties should ensure that the 40% quota is respected not only in drafting candidate electoral lists, but also in naming local and cantonal government structures.

There are no updated gender-sensitive databases. Although the Commission for Gender Equality in March 2016 proposed that municipal and city commissions in the area of Tuzla Canton analyze compliance with the Gender Equality Law in the FBiH, only four local level commissions submitted information in the next three months. It is evident from the Cantonal Commission's report for 2017 that the responses received from these and other local commissions contained only data on representation of women in municipal/city councils. The Commission then requested more complete information on women's representation in the CC/MC’s working bodies.

An analysis containing information on the number of women heads, presiding municipal councils, women in municipal/city management positions, women elected by cantonal/municipal political party bodies, and women in managerial positions in enterprises owned by the city/municipality as planned by the proposal of the cantonal commission, is still not drafted. It is recommended that the mechanisms for establishing gender statistics are specified in the job descriptions of the competent local government services.

When it comes to cantonal levels, the recommendation from the Alternative Analytical Report is the appointment of coordinators or gender equality coordinating committees in the executive branch. That

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will monitor gender equality, create and implement public policies for
gender equality, and maintain relations between the Gender Center of
the Federation and cantonal governments and assemblies. Based on the
report of the department Commission of TC for 2017, 2016 and 2015,
the following can be concluded: The Commission considered
compatibility of laws and other legal acts with the Federal Gender
Equality Law, referred certain initiatives at the federal level in relation
to socio-economic position of women, and there is cooperation with
non-governmental organizations. Despite the initiatives noted, as well
as some tiny suggestions in budget adoption, everything is still at a
rather abstract level, with no concrete measures and actions to improve
the position of women and girls, and for the budget, it cannot be said
that it is gender sensible. In Posavina, Central Bosnia and Canton 10, the
situation is even worse.

Local Gender Equality Commissions do not report to city/municipal
councils annually about implemented activities, some members do not
advocate active gender equality nor initiate specific proposals to
improve the position of women and girls. No analyzed commissions at
the local level have adopted a report on work for the previous year, and
most of them for the past few years. They rarely meet, especially in
Canton 10. The Commission for Gender Equality in Livno from 2017 to
the end of this research (May 2018) did not hold a single meeting.

**Recommendation to the commissions is to hold regular monthly
meetings, and to provide the CC/MC with timely deliveries of annual
work reports.** Their members should be the initiators and advocates of
gender equality and not act reactively when requested by superiors at
the local, regional or state level. Also, in local communities where there
is a GAP, the competent services should at least once a year prepare a
report on the achievement of strategic goals. **Cities and municipalities**
are recommended to analyze the situation in the local community from the perspective of gender equality and to adopt a local GAP based on women's priority needs. A positive example is the municipality of Gračanica which based on the gender sensitivity analysis of the situation in the rural areas of the municipality identified the needs of women and at the same time adopted an action plan to improve their position and embedded some of the priority needs in the Local Development Strategy by 2020. None of the analyzed municipalities/cities has a valid GAP. In Tuzla, Gračanica and Orašje they expired, and only the Commission of CC Tuzla delivered information on its realization. It is therefore concluded that it is only about declarative support, that gender equality is just a syntagm on paper, insufficiently important to be evaluated regularly and quantitatively.

Insight into the current city and municipal budgets shows that system programs aimed at improving the position of women are largely absent. Where budget funds allocate certain funds to projects whose target groups are women, the funds are very modest and projects involve a small number of beneficiaries. All municipalities and cities should consider the specific needs of women, especially women in rural areas, elderly women, women independent parents, women with disabilities and other vulnerable categories that are completely neglected in strategic documents when planning the budgets. Fragmentary data collected from different documents point to the conclusion that to women as a whole, as well as marginalized groups of women, (self)employment is a priority. Given that the share of women over the age of 65 in Tuzla, Orašje, and especially in Bosansko Grahovo, Livno and Kupres is higher than their average share in BiH, special importance should be given to systemic measures of concern for the elderly. Among them, more women, often widows, mostly suffer from
chronic illness while their income is very modest. In addition, the marked trend of migration of the younger population abroad means that a large number of elderly women will not be able to nurture their children. It is therefore necessary to develop home care programs and to open day care centers for healthy aging.

When it comes to women with disabilities, measures to improve their position are reduced to removing architectural barriers. There is a clear discrimination within the vulnerable groups themselves, which illustrates the data on a significantly lower number of employed women than men with disabilities. Also, the fact that half of the insured funds from the city budget of Tuzla for employment incentives for PWD have not been used due to stigmatization of these persons because of the employers' lack of interest. To improve the position of women with disabilities, it is necessary to introduce positive discrimination measures in (self)employment projects. Also, it is a priority to adapt specialist health services to women with disabilities. Women independent parents are completely unrecognized in strategic documents. The only document we saw was the Information on the realization of GAP Tuzla 2013 - 2016, where they were mentioned as single mothers mentioned among the participants of the project "Development of Women's Entrepreneurship in the City of Tuzla". Recommendation to local communities is to use gender-sensitive situation analysis to identify key needs of women independent parents and incorporate them into strategic development documents.

There are drastic differences in the social rights of women in different cantons - from employed new mothers who are eligible for a

12-month maternity fee in the amount of 100% of the salary from the previous month in Canton 10, through the right to a 12-month fee in the amount of 50% salary from the previous 6 months in the CBC to no remuneration for employed mothers in Posavina Canton. There are also great differences between unemployment benefits - from a one-off fee in the amount of 20% of the average salary in the TC up to six months in the Posavina Canton in the total amount of 900 KM. Amendments to the law on social protection should eliminate the discrimination of new mothers by the territorial principle or taking into account the different financial possibilities of each canton at least to approximate the rights of women on this basis.

In the analyzed local communities, as in other parts of BiH, there is no data on femicide. According to the recommendations of the UN Special Rapporteur on Violence against Women in 2015, modalities of monitoring the number of gender-based murders should be established. Among the analyzed cities and municipalities, a safe house for victims of domestic violence exists only in Tuzla, and in Livno the construction of a Reception center for women and children victims of violence is planned by 2023. Although 70% of the costs of temporary care for victims of violence should be financed by the Federation and 30% by the canton (The Law on Protection from Domestic Violence in the Federation of Bosnia and Herzegovina, Article 35), the funds that safe houses received from federal and cantonal governments are not approximate to these amounts. The procedure for adopting the bylaw about the criteria for financing the temporary accommodation of victims of domestic violence in safe houses should be accelerated. Additionally, bearing in mind that judges almost never state the measure of compulsory psychosocial treatment for perpetrators of violence although there are trained officers for this, the legal measure
and professional capacities of trained social workers, neuropsychiatrists and psychologists should be used.
CONCLUSION AND GENERAL RECOMMENDATIONS

Despite the accepted international and state standards, gender equality is still only emerging at the horizon. At a local level, it is often not even recognized as an ideal to be sought. On the other hand, at the level of local communities the declarative principles should be contextualized and transposed into concrete measures. This contextualization implies a continuous assessment of the real state, through gender-sensitive analysis.

The previous pages provide an estimate of the situation and identify the specific problems of the selected local communities. With regard to the analysis carried out on the basis of available data, at the end of each chapter there are also recommendations for the regions that were the subject of the analysis. However, it is possible to produce general recommendations that can improve gender equality not only in the spatial contexts analyzed, but also in other local communities in BiH.

First, it is necessary to improve local regulations by introducing the principle of gender equality and the prohibition of discrimination on the basis of sex/gender, but also the introduction of other measures (especially affirmative measures) aimed at establishing gender equality.

Second, existing plans, programs and measures, but also those that will be established in the future, need to be continually realized and their specific effects on the local community evaluate. In this context, special emphasis is given to the intensification of the work of local level commissions dealing with gender equality issues, not only through the obligations of the annual CC/MC reporting on the concrete activities that have been carried out, but also the active and continuous advocacy for gender equality and the initiation of proposals. In addition, their work should be guided by the concept of gender mainstreaming. This means that the commissions should evaluate all CC/MC initiatives and proposals through gender-responsive perspectives. This particularly
applies to the concept of gender-responsible budgeting and the need to create concrete measures and activities to improve the position of women and girls in local communities.

Third, all regulations, and in general, all activities of municipal authorities it is necessary to use gender sensitive language. Existing practices of the exclusive use of male gender as a generic term represents formally-prohibited discrimination on the basis of gender. Local authorities, and especially commissions dealing with gender equality, need to create a new social situation through politically correct language.

Fourth, local authorities should take an active role in "breaking" gender prejudices and eliminating structural discrimination. This may be one of the biggest challenges as structural discrimination can hardly be remedied by legal mechanisms, with the exception of possibly affirmative measures that can yield good results especially in combination with other activities aimed at deconstructing existing patriarchal socio-cultural patterns. What can generally be said about the local community is that there is cooperation between local authorities and non-governmental organizations. Its character and intensity vary, but there is a basis on which it can be further expanded, intensified and deepened, in planning some special activities to promote gender equality, prevent violence against women and domestic violence and deconstruct existing gender stereotypes and prejudices, as well as developing dialogue and engaging the most diverse voices in decision-making processes in the local community.

Finally, fifth, based on the analysis of the selected regions, it is concluded that local authorities are unaware of their formal and legal obligations and responsibilities. In this context, it may also be suggested
that higher levels of government should give more specific instructions and suggestions to local authorities. However, it should be borne in mind that many of these recommendations (such as the use of gender-sensitive language) do not require additional efforts and material resources but self-determination and will to achieve equality.
**TERMINOLOGY**

**Affirmative measures** – Affirmative measures represent a distancing from the fundamental principle of formal equality. Namely, when, despite the principle of egalitarian equality (see equality) as a seemingly neutral area, and certain groups are still in a disadvantageous position, it is imperative to undertake affirmative measures as a remedy which, by granting certain privileges to these groups, will establish equality.

**Civil society** – The beginnings of the idea of civil society are found in the antique concept of *koinonia politike* (Greek: koinonia - community); this concept is translated and transmitted to Roman social and political thoughts as *societas civilis* (Lat. civilis - civic, civis - citizen). Concepts have changed throughout history, but in its essence is the idea of association for joint decision-making in the community. In contemporary theory, civic society is a term used more often.

**Discrimination** – Under this term we consider treating certain persons or groups differently because of their actual or supposed status or characteristics. These are the behaviors because of which a person or groups are deprived of gaining opportunities that other people or groups have. There are different grounds for discrimination, i.e. discrimination can be based on gender, gender identity, sexual orientation, age, work, ethnicity, etc. Based on the specific grounds of discrimination, in addition to general documents, numerous documents are dealing with this specific manifestations of discrimination.

Given its consequences, discrimination can be positive and negative. When we talk about the fundamental principle of the prohibition of discrimination, discrimination means negative
discrimination as a negation of the principle of equality. Negative *discrimination* implies an unfair treatment of a particular person or a group of persons, while *positive discrimination* (more often referred to as affirmative action) implies a series of measures aimed at preventing or eliminating existing discrimination, neutralizing the effects of existing socio-cultural patterns or stimulating the status of a particular group in the society (see affirmative measures).

Depending on the level at which it is manifested, discrimination can be: *individual* (discriminatory behavior that is manifested by an individual or group of individuals directed towards other persons or groups), *institutional* (policies or practices of institutions towards individuals and/or individual social groups; policies that favor one group versus other groups and/or have a negative impact on other social groups) and *structural discrimination* (the existence of the same policy towards all without taking into account the differences that characterize minority group members and/or structural barriers which do not provide equal access to resources for everyone).

The Gender Equality Law in BiH has defined the following forms of discrimination: direct, indirect, harassment, sexual harassment, encouragement to discrimination and gender-based violence. These types of discrimination differ according to the mode of expression. According to GEL BiH, *direct discrimination* on grounds of gender exists when a person or group of persons has been treated, is treated or can be treated less favorably than another person or group of persons in the same or similar situation, whereas *indirect discrimination* on
basis of gender exists when an apparently neutral legal norm, criterion or practice that is equal to all, brought, is bringing or could bring person or group of persons of one gender into a disadvantageous position in comparison with a person or group of persons of another gender.

**Gender action plan** – The Gender Action Plan is a strategy defining the goals, programs and measures for achieving gender equality in all areas of social life and work in the public and private spheres.

**Gender institutional mechanisms** – Institutional mechanisms refer to a single state body or an organized system of specialized institutions at all levels of government. Institutional mechanisms for the implementation of gender equality policies are defined by the BiH GEL as "bodies and persons who establish competent legislative, executive and administrative bodies of all levels of government in Bosnia and Herzegovina for the implementation of the Gender Equality Law in BiH, coordination and implementation of program goals from Gender Action Plan of Bosnia and Herzegovina and ensuring the implementation of international standards in the field of gender equality."

**Gender mainstreaming** – This term that is commonly translated as gender sensitive politics, gender perspective, or gender perspective integration implies a strategy for systematically examining all general activities, plans, decisions, policies, measures and programs and taking into account and assessing their possible implications for women and men. Gender mainstreaming is not a temporary measure, but a continuous process.

**Civic society** – The starting point of the conceptual definition of a civil/civic society is its distinction from the state power. However, the
interpretation of the relationship between these two spheres differentiated different theoretical views. Contemporary views insist on their partnership. Bearing in mind the contemporary tendencies of a democratic society, civil society implies activities carried out by citizens (members of a certain political community) in the sphere of informal political participation (see: civil society).

Equality – The concept of equality is the opposite of discrimination, i.e. equality is the presumption of protection against discrimination. In the wider context, the term refers to the property of equal rights, or equality. However, it is basically possible to distinguish between two interpretations of equality with different subtypes. Egalitarian interpretation of equality has two variants. The first variant is the understanding of equality as *sameness* based on the same needs of all individuals. The second variant starts from the fact that uniform rules create the same number of choices, and then they are all equal in *chances*, ignoring the specific circumstances within which individuals are faced with equal chances and which they cannot influence. Contrary to the egalitarian, there are interpretations by which all are equal, but in fact also different, and from here follow the interpretation of the idea of righteousness in the sense of the so-called positive discrimination (see: discrimination - positive discrimination). Different versions of these interpretations depend on whether the principles of distributive justice (unequal treatment with inequalities) are the starting point for achieving equity or the principles of distributive justice will be the correction of the primary principle of equal rights and freedoms or the principle of commutative justice (see: equality).

Nongovernmental organizations – Non-governmental organizations can be identified as the main institutions of civil society (see: civil
society). The concept begins to be used by the United Nations in 1945. The term itself implies a type of civil society organization that is: a) non-profit, b) formed voluntarily by citizens, c) nonpolitical, d) outside the influence and control of state apparatus, e) is not fully funded and controlled by the state, f) serves the public interest or interest of a specific group, g) is formally registered in accordance with the legal system of a particular state and h) has a legally established statute, clearly defined goals and visible activities. In the spirit of Bosnia and Herzegovina's legislation, non-governmental organizations have the status of associations and foundations.

**Equality** – The term itself (even, equal + right) refers to the property of the same, equal rights.

**Gender equality** – GEL BiH states that: "Gender equality means that men and women are equally present in all areas of public and private life, have equal status, equal opportunities to exercise all rights, and equal benefit from the results achieved."

**Gender** – In GEL BiH the notion of gender implies "biological and psychological characteristics distinguishing male and female gender" as well as the very concept of gender. Gender is described as a sociologically and culturally conditioned difference between a person of male and female gender, which refers to "all roles and features that are not conditioned or determined solely by natural or biological factors, but rather are the product of norms, practices, customs and traditions and through time are changeable ".

**Gender responsive budgeting** – This term denotes procedures for planning, budgeting and budget implementation that take into account specific influences on women and girls. The term "women’s budgets"
can be used as a synonym for the designation of these procedures. However, this term suggests that, in addition to the usual "neutral" budget there are some special women’s budgets. On the other hand, the gender-responsive/sensitive/conscious budget assumes an approach that takes into account both the gender perspective and the question of the assumed budget neutrality. Namely, it assumes integration of the gender perspective (see: gender mainstreaming) so that all income and expenditures take into account the equitable distribution of resources with the aim of achieving gender equality. Such an approach suggests that women need to be included at the planning stage, as well as other diverse voices, generally, especially those who have a poorer social position than other social groups.

**Gender sensitive language** – The gender sensitive language is primarily opposed to the use of one grammatical gender (usually male) as a generic term and sexisms deeply rooted in language. However, gender-sensitive language does not exhaust itself in these endeavors, but includes the creation of language practices that will make visible women’s/feminist perspective and/or deconstruct common patriarchal language practice.

**Segregation** – The term segregation (lat. segregatio, segregare: discern, dissociate) primarily refers to spatial separation policies. Given that it is a form of discrimination (see: discrimination), segregation criteria may be different (for example, gender segregation, racial segregation, etc.) and may take place in different spheres (for example, segregation in employment, education, on the labor market, etc.). Segregation can be legal (when incorporated into legal regulations) or actual as a form of structural discrimination (see: discrimination - structural discrimination). When it comes to gender segregation, particularly in
the field of education and employment, then discussions and concepts of horizontal and vertical segregation are introduced. **Horizontal gender segregation** implies concentration of women and men in specific sectors and occupations (for example, employment of women in service activities or the putting girls in a particular type of school). **Vertical gender segregation** means segregation on a vertical scale in the same area, activity or institution.

**Supstitution** – The term substitution refers to the substitution, or replacement of one element with another. The term can be used in different contexts. For example, in the event of a bad economic situation, in order to meet the basic existential needs, a person who cannot obtain employment according to his qualifications can turn to work in a garden or similar work that then represents a replacement for the job he was educated for. Often temporary and short-term strategies in such cases become a permanent source of income.
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