

Manual For Gender Equality At The Local Level

March 2015

FOREWORD

The local level of governance is the level closest to citizens. Decisions taken at that level have the most direct effect on their everyday lives, as any improvement to living, working and leisure conditions depends on good governance. Which organizational setup of a local community would be the most responsive to the needs and priorities of all those living in it? How can the local level successfully implement international standards and the country action plan for the realization of legally prescribed gender equality principles?

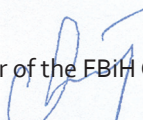
We will attempt to provide responses to these questions by describing in detail practical steps toward the realization of gender equality at the local level, by illustrating how to improve, from a gender perspective, the analysis, monitoring, decision-making and services to citizens at the local level, with a view to develop good local governments that serve all citizens.

This Manual comes as a result of the work of the FBiH Gender Centre on developing gender equality mechanisms, in partnership with the OSCE Mission to BiH. With a view to advance gender equality and gender sensitive policies in the Federation of BiH, the FBiH Gender Centre and the OSCE Mission identified areas of co-operation, including this Manual as among the priorities. The guiding idea in this co-operation is the conviction that gender sensitive policies and gender equality are key elements of democratic governance, necessary for stable development and security in any community.


The Manual represents a very important step in supporting the functioning of local gender equality commissions as well as designated focal points for gender equality in the administration. The Manual includes various ways to implement the Law on Gender Equality in BiH and the BiH Gender Action Plan adopted for the period from 2013 to 2017. Guidelines, practical examples and successful local practices address several phases: the establishing of gender equality mechanisms in the municipal/city councils and administrations; the harmonization of local acts in accordance with the Law; gender analysis and the development of gender equality programmes in local self-government units; and gender mainstreaming of policies and procedures of the municipalities and cities in the FBiH, with particular emphasis on gender responsive budgeting.

The OSCE Mission to BiH and the FBiH Gender Centre confirmed long-term dedication to gender equality principles, the equal inclusion of women and men in public and political life, and the socio-economic empowerment of women. Co-operation with the institutional gender equality mechanisms is one of the key objectives of the Mission's Action Plan for the Promotion of Gender Equality, adopted for the period from 2013 to 2015. Activities through which such support is extended to the local level of governance are a continuation of measures to strengthen the institutional capacities.

Director of the FBiH Gender Centre



Ana Vuković



Head of OSCE Mission to BiH
Ambassador Jonathan Moore

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Acronyms

FBiH	Federation of Bosnia and Herzegovina
BiH	Bosnia and Herzegovina
CEDAW	Convention on Elimination of All Forms of Discrimination against Women
DOB	Budget Framework Document
GAP	Gender Action Plan BiH
GC FBiH	Gender Centre FBiH
GC RS	Gender Centre, Centre for Gender Equity and Equality of Government of Republika Srpska
OSCE	Organization for Security and Co-operation in Europe
ZoRS	Law on Gender Equality in Bosnia and Herzegovina

INTRODUCTION

The application and promotion of principle of gender equality in local communities is of key importance for the development and well-being of the population in Federation of Bosnia and Herzegovina. Local communities function in line with principles of local self-governance, and for that reason, they have specific types of responsibilities, to itself and the population living in those communities, but at the same time, a responsibility and a duty to respect and apply principles, standards and duties stemming from laws, strategies, policies and programs at levels of Federation of BiH and Bosnia and Herzegovina, including regional and international documents and standards.

Local communities are in the process of reform with regards to the organization, functioning, strategic and financial planning, harmonization with standards required by the regional and international associations (Council of Europe, European Union), but are also burdened by numerous challenges, such as poverty, lack of human, financial and material resources, underdevelopment, insufficient institutional capacities, etc. Therefore it is extremely important to understand issues of gender equality as part of the development and reform process, whose final aim is to contribute to both the macro dimension of social development and the micro dimension of improving the quality of life of all.

The introduction and promotion of gender equality in local communities requires major changes in the governance that must be focused on people and the results, and this Manual lists the necessary steps to be taken in order to achieve this change.

The aim of this Manual is to unify and analyse models of the institutional approach for ensuring a sustainable system of gender equality and empowerment of women in local governments in FBiH. The direct beneficiaries of the Manual are local governments (municipal and city governments, and municipal or city councils), while the indirect beneficiaries are the citizens and non-governmental organizations advocating for gender equality and empowerment of women.

Implementation of stated objectives and obligations under the Law on Gender Equality in BiH, Gender Action Plan of BiH and the European Charter for Equality between Men and Women at the Local Level requires a lengthy, dedicated work and a systematic approach, which will lead to continued progress towards achieving gender equality. Therefore, this Manual offers a model developed on the basis of already implemented and tested methods, applied step by step, ensuring a systematic and practical application of sustainability and progress in the field of gender equality. Each step consists of examples of possible interventions, focusing on the comparative advantages of each intervention and SWOT¹ analysis. The Manual is in compliance with already existing documents, and, where appropriate, refers to the use of these documents available on the internet. This especially refers to the manuals and documents for training and information, while the focus of this Manual will be on practical steps to achieving gender equality.

1 SWOT - Strengths, Weaknesses, Opportunities and Threats

How to use this Manual?

The main objective of this Manual is to provide practical guidance to representatives of local authorities, for the implementation of their commitments in the field of gender equality. The document is divided into three chapters.

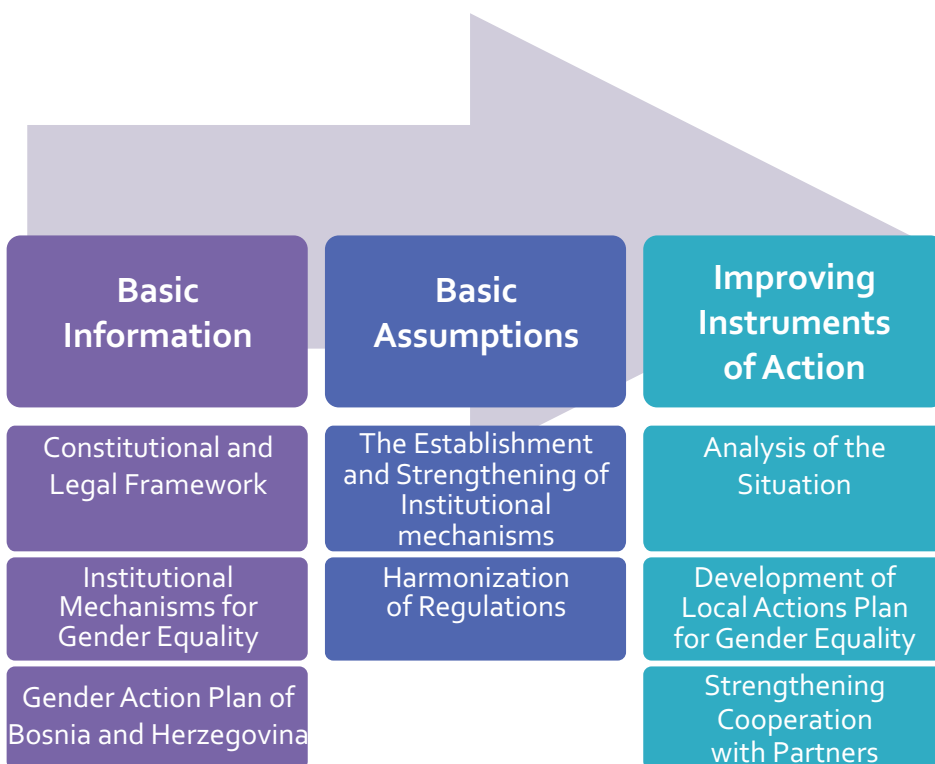


Illustration 1: Structure of Manual

Basic Information about Gender Equality

The Introduction is followed by Chapter I., where basic information on obligations in promoting gender equality at the local level is presented. This chapter briefly introduces the national legal framework for gender equality being applied by Bosnia and Herzegovina when it comes to the implementation of international obligations in this area. Those encountering this topic for the first time are provided with basic information. It is important to underline that the additional information can be found in other documents, which are listed at the end of Chapter II.

Special accent within Chapter I. is put on the following themes:

- Why address issues of gender equality and the empowerment of women;
- Legal framework for gender equality in Bosnia and Herzegovina;
- Gender sensitive language.

Basic Assumptions for a Sustainable System of Gender Equality at Local Level

Chapter II provides an overview of the progress made in establishing institutional mechanisms for gender equality at the local level. This part is particularly important for those communities that have not invested in the establishment of institutional mechanisms as a prerequisite for achieving gender equality, but at the same time it can be significant for those communities that have achieved some progress, but their results are still unsustainable or inefficient.

Instruments for Sustainable Progress to Achieving Gender Equality at the Local Level

In Chapter III., we summarize the main obligations of local authorities in accordance with the Law on Gender Equality in BiH and Gender Action Plan of Bosnia and Herzegovina. This part provides an overview of possible approaches in analysing the status of gender equality, and it proposes an approach in the design of programs of measures through the development of local action plans for gender equality and strengthening of partnerships.

CHAPTER I

I. WHY DO WE ADDRESS ISSUES OF GENDER EQUALITY AND EMPOWERMENT OF WOMEN?

Establishing gender equality is one of the key objectives and priorities for the development of any modern society. Gender equality means equal visibility, empowerment and participation of both women and men in all spheres of public and private life, and aims to promote the full participation of women and men in society.

When it comes to terminology, the problem arises with frequent alternating use of the term "ravnopravnost" and "jednakost" in our language(s), or in English, "equality" and "equity". Gender equality is often reduced to equity. The prevailing notion is that equity must be given within preconditions, and not necessarily in outcomes. In this sense, the basic norms in the policies of developed societies of Western countries signify equality in the exercise of rights, equality of access to different segments of society, equality of treatment, or equality of chances and opportunities.

In this Manual, equality does not only apply to the equality of men and women before the law, but rather to their equality in society and family. Gender equality has multiple meanings, and here we mention some very basic of them:

1. Women and men have equal rights in the distribution of resources and gains, as well as the access to services or other resources;
2. Interests, needs and priorities of women and men are taken equally into account when formulating policies and designing social conditions.
3. Gender equality is considered one of the fundamental preconditions for the fulfilment of all human rights.
4. Gender equality refers to both women and men as it is not "women's problem", but it equally affects men, just as much as women.
5. Gender equality does not mean that women and men are the same, but that they have equal opportunities, rights and are valued equally.

Wider understanding of equality than the purely normative one is also accepted by the International Labour Organization: "Gender equality means that women and men have equal conditions for realizing their human rights and contributing, but also gaining from economic, social, cultural and political developments. Therefore, gender equality implies equal social valuation of the similarities and differences between men and women, and their respective roles. It is based on their full partnership in the home, community or society. Gender equality begins with equal worth of girls and boys."²

The introduction of the principle of gender equality in the standards and activities of local self-governance units represents the fulfilment of one of fundamental principles

² ABC of Women Workers's Rights and Gender Equality. ILO (2000), Geneva. Available at: http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_087314.pdf

of human rights and freedoms. These principles are based on international conventions, applied in the constitutions and laws of BiH and FBiH, and developed through the Gender Action Plan of BiH 2013-2017, implemented and monitored by the institutional mechanisms for gender equality.

Bosnia and Herzegovina has made great progress in creating conditions for achieving the goals of gender equality. Today, the foundations for gender equality are a constitutional and legal framework, institutional mechanisms for gender equality, and the Gender Action Plan of BiH.

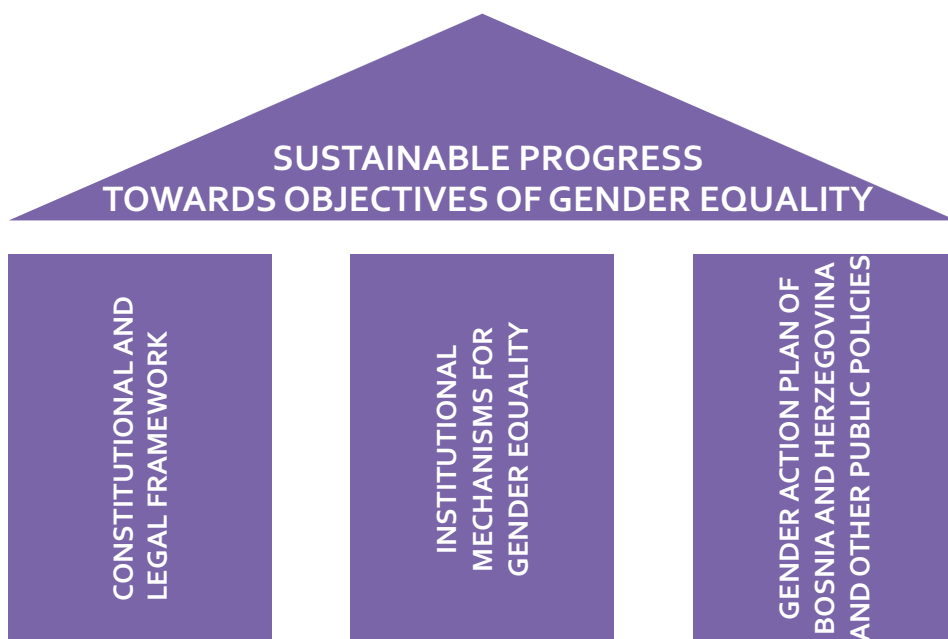


Illustration 2: Pillars/Foundation of gender equality in Bosnia and Herzegovina

I.1. Constitutional and Legal Framework for Gender Equality

Constitution of Bosnia and Herzegovina guarantees the highest level of internationally recognized human rights and fundamental freedoms, in that it incorporates the 15 most important international instruments for the protection of human rights, including the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), thus committing Bosnia and Herzegovina to the most internationally recognized human rights standards. Constitution of Bosnia and Herzegovina stipulates that "general principles of international law are an integral part of the law of Bosnia and Herzegovina and the Entities". It also prohibits discrimination and guarantees the rights and freedoms set forth in the Constitution to all persons, without distinction of any kind, including sex.

In accordance with the Constitution of BiH, the Law on Gender Equality in Bosnia and Herzegovina ("Official Gazette", No. 16/03, 102/09, consolidated text 32/10) regulates,

promotes and protects gender equality, and ensures equal opportunities to all citizens in all spheres of society.

The adoption of the Law on Gender Equality in 2003, and amendments to the Act in 2009, the legal standards of gender equality, enshrined in the Convention on the Elimination of All Forms of Discrimination against Women, and the objectives set out in the Beijing Declaration and Platform for Action³, have become part of the legal system of Bosnia and Herzegovina. This Law prescribes all forms of discrimination based on sex and mechanisms of protection against discrimination, available through disciplinary, civil and criminal proceedings.

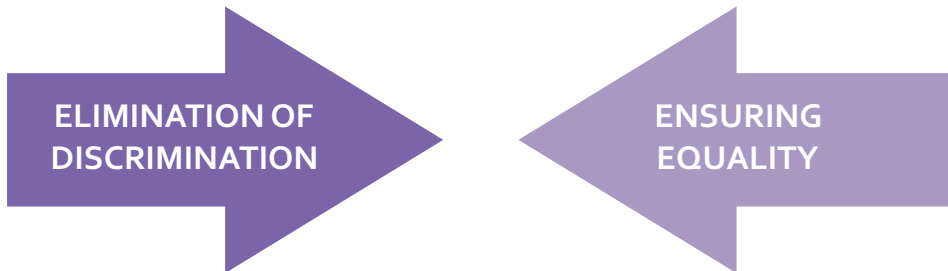


Illustration 3: Objectives of the Law on Gender Equality in BiH

The Law on Gender Equality in Bosnia and Herzegovina is a special law, which aims, on the one hand the elimination of discrimination, and on the other promotion of gender equality in BiH. Accordingly, the Act regulates, promotes and protects gender equality, guarantees equality of opportunity and treatment for all people, regardless of gender, in public and private spheres, and protection against discrimination on grounds of sex.

The Law specifically guarantees: equal right to education, equality in the hiring process, a right of access to all forms of economic resources, equal right to social security, equal right to health care and access to health services, equal rights and opportunities for participation and access to sport and cultural life, equal access to the media.

The Law provides definitions of direct and indirect discrimination, and allows the establishment of special measures to promote gender equality and the elimination of existing discriminatory practices.

I.2. Institutional Mechanisms for Gender Equality in BiH

The Law established the existence and the obligation to establish institutional mechanisms for gender equality. Today, a network of institutional mechanisms for gender equality in Bosnia and Herzegovina includes all levels of legislative and executive powers. In accordance with the Law, the key institutional mechanisms for gender equality are:

1. Agency for Gender Equality in Bosnia and Herzegovina,
2. Gender Centre of the Federation of BiH, and
3. Gender Centre – Centre for Gender Equity and Equality of the Government of Republika Srpska.

³ United Nations, *Beijing Declaration and Platform of Action*, adopted at the Fourth World Conference on Women, 27 October 1995, available at: <http://www.refworld.org/docid/3dde04324.html>

In order to monitor the application of this law at the state level, the Agency for Gender Equality in Bosnia and Herzegovina was established, which, together with the entity Gender Centres, represents the institutional mechanism for monitoring and surveillance. In order to raise awareness about gender equality, it is necessary to establish mechanisms at all levels of government, including the cantonal and the municipal. Institutional mechanisms at the local level are further discussed in Chapter II of the Manual.

The Law, within the provisions of Article 23, provides for the obligation to adopt an action plan at the national level to promote gender equality. Accordingly, long coordinated cooperation of institutional mechanisms for gender equality in BiH laid the foundations for the development and adoption of the Gender Action Plan for Bosnia and Herzegovina, as a strategic political document that, at the state level, defined the fundamentals of action on the introduction of gender equality and the application of legal obligations in all relevant areas of society. National Action Plan for the Advancement of Women is annex of the Gender Action Plan of BiH.

I.3. Gender Action Plan of Bosnia and Herzegovina

Bosnia and Herzegovina, in 2006, adopted the first Gender Action Plan for the period of 2006-2011. Second periodic GAP was adopted in 2013 for the period between 2013 and 2017 and, building on the previous GAP, follows the priorities of all levels of authorities in Bosnia and Herzegovina, various state and entity strategies, Strategy for Equality between Men and Women of the European Union and other strategic documents of the Council of Europe, the European Union and the United Nations. GAP covers all areas of social life, both prioritized and cross-cutting, as well as areas pertaining to the strengthening of the system, mechanisms and instruments for achieving gender equality, and strengthening cooperation and partnership.

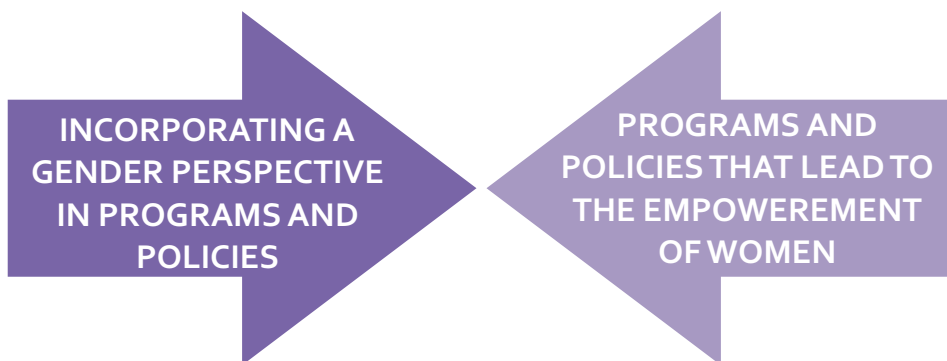


Illustration 4: The Basic Approach of the Gender Action Plan of Bosnia and Herzegovina

Gender Action Plan of Bosnia and Herzegovina directs all institutions to adopt two complementary approaches in their activities (illustration 4):

- The inclusion of a gender perspective in programs and policies, and
- Development of programs that lead to the empowerment of women.

In accordance with the needs, activities of GAP should be aimed at achieving gender equality, to ensure, for men and women: equal status, equal opportunities to realize their rights, equal benefit from the achieved results, and equal presence in all areas of public and private life.

At the same time activities should be aimed at the empowerment of women in those areas where women are particularly excluded groups, through the introduction of special measures envisaged by the Law on Gender Equality in BiH.

Gender Action Plan contains objectives, programs and measures for achieving gender equality in all spheres of life and work in public and private spheres, and provides guidance for the preparation of annual operating plans at the state, entity, cantonal and local level.

In this manner we have more clearly defined responsibilities of institutional mechanisms for gender equality, and the obligations and responsibilities of the relevant ministries in each priority area. GAP BiH for the period 2013-2017 (Illustration 5) contains three strategic objectives, defining priority areas of action, and programs and measures necessary to achieve this goal:

- I. Preparation, implementation and monitoring of programs of measures for the promotion of gender equality in government institutions, by priority areas,
- II. Building and strengthening the system, mechanisms and instruments for achieving gender equality and
- III. Establishment and strengthening of cooperation and partnership.

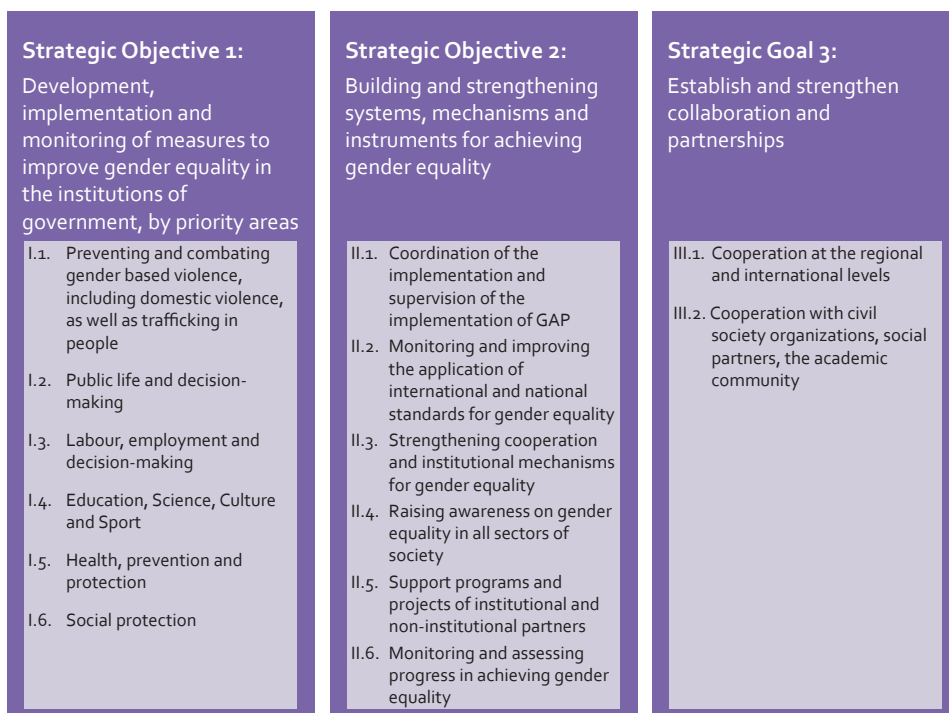


Illustration 5: Structure of Gender Action Plan of BiH

A key strategic objective for achieving the goals of gender equality and empowerment of women is a strategic objective I, which contains the following priority areas:

1. Preventing and combating gender based violence, including domestic violence, as well as trafficking in humans,
2. The public life and the decision-making,
3. Work, employment and the decision-making,
4. Education, Science, Culture and Sport,
5. Health, prevention and protection,
6. Social protection.

Gender Action Plan of Bosnia and Herzegovina, first of all, recognizes the importance and role of local authorities in achieving gender equality. As bearers of responsibility, in accordance with the responsibilities, units of local self-governance have been recognized in the Strategic objective I., together with the institutions of cantons, the Federation of BiH and BiH institutions.

Strategic Goal I is extremely important for the creation of all activities within local communities, because it recognizes the key priorities in the field of gender equality, as well as the goals that should be achieved by the end of the implementation of GAP. In this way, the priority framework was given for the operation of local communities. These six priorities should be the basis of a program of measures to be taken locally.

However, taking into account that capacities and specific knowledge as the conditions for focused action on gender equality for each of the areas are not available in most cases to all levels of government, GAP emphasizes the need for strengthening and coordination of institutional mechanisms for gender equality.

Support provided by the Agency for Gender Equality, for both the territory of the Federation of Bosnia and Herzegovina and for GCFBiH, has so far been assessed as key to achieving progress in gender equality. GAP BiH envisages the obligation of capacity building, cooperation and coordination of institutional mechanisms for gender equality at all levels of government (GAP BiH, activity number II.3.1.3.), as well as organizational and professional strengthening of institutional mechanisms for gender equality through vocational training, publication and distribution of educational and professional materials for the advancement of knowledge on gender equality, improving resource-educational and documentation Centre (GAP BiH, activity number II.3.1.11).

This manual is one way for FBiH Gender Centre to provide support to local governments, in order to ensure sustainable progress towards the objectives envisaged by the Gender Action Plan of Bosnia and Herzegovina.

The second chapter will be more about the basic assumptions for the establishment of a sustainable system of gender equality at the municipal level, including institutional mechanisms and harmonization of the basic documents of municipalities with the Law on Gender Equality in BiH.

Summary of Chapter I

Constitution of BiH assumed various international conventions pertaining to gender equality, including the Convention on the Elimination of All Forms of Discrimination against women. Constitution also defined the prohibition of discrimination.

The Law on Gender Equality was adopted in 2003 and amended in 2009, and prescribes a clear obligation of the state, entities, cantons and municipalities in the implementation of the prescribed standards. The law defines in detail the prohibition of discrimination on grounds of sex.

Institutional mechanisms for gender equality in BiH are Agency for Gender Equality at the State level, and the two gender centres in the entities, with the authorities prescribed by the Law on Gender Equality in BiH. For the implementation of standards, the Law requires the establishment of mechanisms at lower levels of government, the cantons and municipalities.

The Gender Action Plan, adopted for the period 2013-2017, is the strategic framework for gender equality in BiH, and consists of three strategic objectives and 14 priority areas of action. For municipalities, especially important is the Strategic objective I, and the measures defined in this end should be integrated into gender action plans of municipalities, in accordance with their responsibilities.

CHAPTER II

II. BASIC ASSUMPTIONS ABOUT THE SUSTAINABLE SYSTEM OF GENDER EQUALITY AT THE LOCAL LEVEL

The second chapter will talk more on the establishment of institutional mechanisms for gender equality in municipal, as well as city authorities, and in the councils of cities and municipalities. Modalities for aligning key local laws with the Law on gender equality in BiH are also proposed, including the elimination of discrimination in the language of these documents. One of the assumptions of sustainability, dealt with in the final section, is the obligation to collect statistical data disaggregated by gender, which applies to all administrative bodies, as well as to all institutions and organizations engaged in research. Statistics disaggregated by gender are basis for the analysis of the state of gender equality, progress and they allow local governments to improve in this area. Past practice has shown that all other assumptions about the sustainability do not contribute substantively to the advancement of the state of gender equality, unless carried out through a quality analysis, for which the prerequisites are qualitative and quantitative indicators.

II.1. The Establishment and Work of Institutional Mechanisms in Municipalities and Cities

Taking into account the structure of the Constitution and the specific division of responsibilities between different levels of government, Bosnia and Herzegovina has, by adopting the Law on Gender Equality, decided to provide a network of institutional mechanisms for gender equality at all levels of government.

The obligation to establish institutional mechanisms established by the Law on Gender Equality in BiH:

“Article 24 (3):

Competent legislative, executive bodies and administrative bodies at all levels of authorities in Bosnia and Herzegovina shall be obliged to establish adequate institutional mechanism for equality that shall implement the Law on Gender Equality in Bosnia and Herzegovina, coordinate realisation of programmatic goals from the Gender Action Plan of Bosnia and Herzegovina and ensure implementation of international standards in gender equality area.”⁴

Institutional mechanisms today exist at different levels of government, municipalities and cities, across cantons, entities and, finally, at the state level. The jurisdiction of the Agency for Gender Equality, the Gender Centre of the FBiH Government and the Gender Centre of the Government of Republika Srpska are defined by the Law, articles 26 and 27.

⁴ Law on Gender Equality in Bosnia and Herzegovina (“Official Gazette”, No. 16/03, 102/09, consolidated text 32/10).

These mechanisms have taken an active role in giving opinions on acts of government on their compliance with the Law on Gender Equality in BiH, and proposing specific policies, which attempt to influence the improvement of the status of women in BiH society. It, first of all, concerns the identification and improvement of mechanisms of protection against all forms of discrimination, but also the introduction of temporary special measures, in order to achieve the goals of gender equality. In addition, these institutions are responsible for creating and coordinating public policies for gender equality adopted by the Council of Ministers, FBiH Government, or the Government of Republika Srpska.

Institutional mechanisms for gender equality in the cantons, cities and municipalities in the Federation shall be established in accordance with the responsibilities based on obligations under the Law, and in particular to:

- The implementation of the Law on Gender Equality in Bosnia and Herzegovina, at the local level,
- Coordinating the implementation of the program goals of the Gender Action Plan of Bosnia and Herzegovina at the local level, and
- Ensuring the implementation of international standards in the field of gender equality at the local level.

The aforementioned objectives are implemented through four categories of key activities that mechanisms for gender equality in the representative and executive authorities can and should perform (Illustration 8).

These are: analysis of the state of gender equality in cities and municipalities, giving opinions on the normative acts of representative and executive authorities, receiving and processing individual complaints concerning violations of the Law on Gender Equality in BiH, and the promotion of gender equality in their cities or municipalities.

Although a large number of local governments established appropriate mechanisms for gender equality in representative governments, a smaller percentage of local governments have adequate structures or persons in the executive bodies, and the general assessment is that these mechanisms did not take upon all the obligations arising from the Law on Gender Equality BiH.

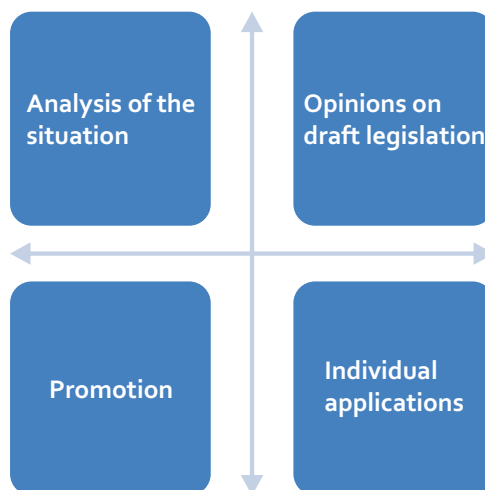


Illustration 6: Key activities of the Gender Equality Commissions of MC/CC

II.1.1. Gender Equality between Functions and Administrations and Councils

Law on Gender Equality in BiH does not define the precise form of institutional mechanisms for gender equality at the local level. Considering the arrangement,

defined by the Law on Principles of Local Self-Governance in the Federation of Bosnia and Herzegovina, there are three possible basic principles of establishing institutional mechanisms at the local level - at the office of mayor or a city mayor, in the composition of the municipal council, as well as combined.

Commissions in the municipal councils are present in a number of local self-governance units, but there are a limited number of commissions in the office of (city) mayors. Although there is no obstacle that a single person acts as focal point/consultant for the obligations of the institutional mechanisms for Gender Equality, this solution has not been present in current practice in the Federation.

In addition, there is no obstacle that institutional mechanisms be established in both organs of local government, primarily because key competences in the area of local self-governance are divided between the mayor and council.



Illustration 7: Models of competence for gender equality at the local level

This also applies to the jurisdiction that are of direct relevance to the implementation of obligations under the Law on Gender Equality in BiH, such as the adoption of general acts, the adoption of a local action plan, as well as the adoption of the budget. According to the principles of local self-governance in the Federation of Bosnia and Herzegovina ("Official Gazette of BiH", No. 49/06, 51/09), the mayor is responsible for proposing and the Council for adoption of these acts. In current practice of drawing up local action plans, the municipal bodies were the most common key drivers of activity in the development and implementation of local plans for gender equality. Therefore, it is assumed that the existence of institutional mechanisms in both key local government bodies represents the most efficient solution.

II.1.2. Institutional Mechanisms within the City or Municipal Administration

Institutional mechanisms are established in order to implement the Law on Gender Equality in BiH, coordinate program objectives from BiH Gender Action Plan and ensure the implementation of international standards in the field of gender equality.

When we talk about the municipal or city government, in general, there are four (4) sub-models of institutional mechanisms for gender equality:

- A separate administrative unit for gender equality,
- Permanent working body, appointed by the mayor's decision,
- Gender equality can be assigned to the jurisdiction of already existing administrative unit,
- Tasks can be performed by a focal point for gender equality.

In the lower section there is a review of advantages and limitations of the establishment of four (4) mentioned models, in relation to the following criteria: the possibility of the

implementation of gender mainstreaming, the capacity of the institutional mechanism, the sustainability of the mechanism, financial burden and the ability to influence other policies, as key elements for the establishment of an action.

MODEL	Special department/unit	Permanent working body	Already existing department/unit	Focal point
The possibility of implementation of gender mainstreaming	Moderate	Big	Limited	Moderate
Institutional capacities	Necessary to build	Limited, because it is not linked to the administration	Exists	Limited
Sustainability of the institution	Necessary to build	Can be called into question	Big	Moderate
Financial burden	Big	Moderate	Small	Moderate
The ability to influence other policies	Moderate	Big	Only within one sector	Moderate

Illustration 8: Advantages and limitations of mechanisms for gender equality within the municipal/city administration

It is clear that there are advantages and limitations to all four (4) possible models. One of the solutions is establishing special departments or units for gender equality. However, this solution poses the most financial strain on the budget. In addition, the establishment of special bodies includes the need to build the capacity for the new administration, not only in the field of gender equality, but also in the context of equipment for the regular functioning of the new body, from office space, work equipment, the establishment of protocols, and alike. However, this solution is, as a long-term investment in gender equality, the most effective approach to the establishment of institutional mechanisms for gender equality at the local level.

Appending competence in the field of gender equality to already existing services directly contributes to reducing the required investment in the strengthening of institutional capacity, but does not address the impact of these departments or units to the work of other agencies, to ensure the full implementation of the principle of gender equality.

Establishment of a permanent interdepartmental working body by the decision of the mayor, the so-called mayor’s commission, greatly contributes to increasing the impact of the introduction of gender mainstreaming, and it is not financially demanding. One of the problems that can occur in a permanent working body is the lack of central services, which could perform secretarial duties, and less able to build institutional knowledge.

Appointment of a contact person for gender equality can be one of the solutions, because, despite the moderate financial burden, the impact of one person introducing gender mainstreaming is limited, as well as the institutional capacity, and the impact on other policies.

The combination of proposed models is encouraged, unless there was a commitment to establish a special department for gender equality. So the combination of a contact person with the working body or a combination of a body with added responsibility for gender issues and the working body would be combinations that would overcome most of the limitations.

II.1.3. Institutional Mechanisms within the City or Municipal Council

In the majority of city or municipal councils in the Federation there have been established permanent working body councils, commissions or committees, which, among other thematic areas, also have gender equality in their jurisdiction..

As part of a recent analysis of the state of gender equality in the Federation of BiH, conducted by the FBiH Gender Centre, special attention was given to the institutional mechanisms for gender equality operating in the Federation of BiH, specifically in government at the state and entity level, cantonal authorities and units of local self-governance.

The analysis showed that the commissions at different levels, according to the Rules of Procedure of the Council, Assembly or parliament, have most often been responsible for:

1. Review of drafts and proposals, decisions and other acts passed by the municipal council, from the aspect of gender equality;
2. Consideration of citizen proposals and initiatives for the promotion of gender equality;
3. Analysis of the situation and proposing measures to eliminate possible violations of gender equality at the local level;
4. The promotion of equal rights and opportunities for women and men;
5. Co-operation with other working bodies of the council and other subjects dealing with gender issues;
6. Collaboration with local NGOs dealing with issues of gender equality and women's rights;
7. Co-operation with the FBiH Gender Centre and participation in implementation of gender centre's projects pertaining to the municipality.

However, further analysis of the actual activities of the committee found that the Commission in its activities prioritizes collaboration with NGOs and international organizations on their projects or activities, and prepare reports on its activities. Commissions, to a lesser extent, deal with:

1. Analysis of the state of gender equality in certain areas (for example: education, employment, political participation, health care);
2. Participation in the development of action plans for the implementation of adopted policies for gender equality.

A small number of commissions, particularly at the local level, stated their activities to be giving an opinion on the compatibility of the draft normative acts with the Law on Gender Equality in BiH and processing petitions and complaints which indicate the violation of a right under the Law on Gender Equality in BiH.

Commission for Gender Equality in the councils of cities and municipalities have, to some extent, limited capacity to implement some of the competencies prescribed by the Rules of Procedure of the Council, and it is not rare that they meet irregularly, that their role is limited to cooperation with non-governmental and international organizations, and that they are less able to influence the executive.

One of the problems of strengthening the Commission for Gender Equality as an institutional mechanism is the fact that its composition changes after every local election. In addition, the Secretary supports the work of the commissions and the council chamber as a whole, and can, in reduced capacity support the Commissions for Gender Equality at the local level.

In addition to these structural barriers, it is important to analyse other types of constraints faced by the Commission. When asked to rate the impact of the current Commission on the attitude of local authorities towards gender equality issues, most commissions noted that their influence is seen as 'modest' and believe that it 'could be better'.

As the main obstacles for successful work and activities of the commission, the most commonly cited are:

- Lack of financial resources for implementation of current and/or planned programs,
- Lack of support from institutions dealing with gender issues,
- Unsupportive political environment
- Lack of human resource capacity
- Lack of professional competence of members/employees,
- Inactivity of the board

All activities to build and strengthen transition mechanisms, especially Commission for Gender Equality at the local level, should be aimed at resolving the above limitations, so the commission is able to better meet the challenges of roles assigned to them, and those are, first of all:

- Giving opinions on draft legislation under consideration in the Council;
- Analysis of the situation of gender equality in the municipality or city;
- Promotion of gender equality in the Council and the municipality
- Processing of individual applications in accordance with the Law on Gender Equality.

Aforementioned roles do not only pertain to the commissions in the municipal or city councils, but also to the structure of the executive branch dealing with gender equality. The Commission for Gender Equality cannot analyse the state of gender equality in the city or municipality, without management support. In addition, when processing individual applications on violations of the Law on Gender Equality in BiH, the Commission may act on its own only in the event that these petitions relate to violations within the council of the municipality or city. Even in this case, it is necessary to take into account the opinion of the Commission for Petitions and Complaints of citizens, which exists in most of the municipal or city councils. In the case of complaints relating to decisions or actions of the entire local self-governance units, it is necessary to cooperate with the municipal or city government.

To begin with, in order to support the work of the committee, but the work structure for gender equality within the municipal or city government as well, it is necessary to evaluate their present activities on the basis of criteria of effectiveness.

II.1.4. Rating the Effectiveness of Municipal or City Mechanisms for Gender Equality

In order to analyse municipal or city mechanisms' capacity to implement the objectives of gender equality, it is necessary to do an analysis to determine how these mechanisms contribute to gender equality at the local level. This will determine if the existing local infrastructure for gender equality is purposeful. Jurisdictions, on the basis of which we should evaluate mechanisms, are represented in the illustration at the bottom of the text (Illustration 9).

JURISDICTION	Grade					
	0	1	2	3	4	5
Members of institutional mechanisms possess knowledge and skills in the field of gender equality						
Completed analysis of initial state of gender equality in local government						
Completed program of measures that contribute to the implementation of the Gender Action Plan of BiH						
Resources for the operation of the institutional mechanism have been allocated						
Institutional mechanism participates in the development of local government budgets and resources for gender equality are planned						
The institutional mechanism has the ability to coordinate activities with other local authorities						
Regular annual reports on gender equality are completed, available to the public						
Institutional mechanism gives its opinion in the adoption of regulations by the local administration						
Institutional mechanism carries out regular consultations with civil society organizations						

Illustration 9: The questionnaire for the assessment of municipal or city mechanism for gender equality

Aforementioned competencies are also few of the basic activities that should be implemented at the municipal or city level. The rating can be done as a self-evaluation within the mechanisms, and can be implemented by mayor's office or the Council as a body, as well as the non-governmental and international organizations, which aim to strengthen gender equality in a particular unit of local self-governance.

An evaluation should identify where in the jurisdiction is necessary to strengthen the capacity, where it is necessary to maintain the achieved standard or what are the competencies that should be reordered.

We have previously noted that the Law on Gender Equality in BiH introduces the obligation to establish mechanisms for gender equality at the local level, but it does not establish the organizational form, and, accordingly, there are different practices in local governments in FBiH. Most municipalities have the Commission for Gender Equality in the municipal or city councils; a small number of cities or municipalities have established a so-called mayor's commission, and there are other some models, such as the function (position or organizational unit) in the administration, with assigned responsibilities for gender equality.

Regardless of the model municipality or city chooses, it is essential that the model functions to meet the competencies listed in Illustration 9.

II.2. Harmonization of Basic Documents at the Local Level

When the BiH Parliamentary Assembly adopted the Law on Gender Equality in BiH in 2003, this legal act was more advanced in relation to the regulations that in that moment regulated gender equality in the countries of the region.. The law is unique in the legal system of Bosnia and Herzegovina, considering that covers the prohibition of discrimination and the promotion of gender equality in access to all human rights and freedoms guaranteed by the Constitution and international documents.

Implementation of the Law on Gender Equality in BiH is required in all sectors of society, particularly in education, economy, employment and labour, social and health care, sport, culture, public life and the media. The Law provides for an obligation for all institutions to work on the harmonization of laws with ZoRS, as well as all international standards for gender equality:

“Article 32 of ZoRS:

All State and Entity laws and other relevant regulations shall be brought into conformity with the provisions of this Law within six months at the latest..”

In order to comply with constitutionally established competence of certain political-territorial units in Bosnia and Herzegovina, but also considering the fact that there are laws as *lex specials* already regulating certain areas, the provision of ZoRS often cannot fully specify the measures which, in this particular case, need to be taken in order to eliminate and/or achieve gender equality, but rather nominate the obligation of other levels of government (and other social actors) to take appropriate measures and harmonize their regulations with the Law. Thus, all the institutions of government in BiH are obliged to, within its competence, conduct permanent revision of legal standards, and, through amendments to the law, ensure compliance with ZoRS.

In addition, the general recommendations of the UN Committee on the Elimination of Discrimination against Women, which interpret the Convention on the Elimination of All Forms of Discrimination against Women, are binding guidelines for Member States. Bosnia and Herzegovina shall report on the application of these guidelines in the legal system through periodic reports and, based on these reports, the UN Committee on the Elimination of Discrimination against Women adopts its conclusions for Bosnia and Herzegovina.

Concluding comments of the Committee on the Elimination of Discrimination against Women in Bosnia and Herzegovina, adopted at the thirty-fifth session, from 15 May to 2 June 2006, paragraph 16 and 20, indicated the following:

“16. The Committee recommends that Member State accelerate the process of law harmonization in order to comply with its obligations under the Law on Gender Equality in BiH (Article 30, paragraph 2), as well as all members of the Convention, and to establish procedures for the effective implementation and enforcement of these laws.”

This recommendation is directly related to the harmonization of legislation and all other legislation at all levels of government in Bosnia and Herzegovina with the Law on Gender Equality in BiH. This is one of the most important activities of all bodies involved in the creation of legislation and other regulations, and thus, the administrative bodies within their scope of work.

Gender Equality Agency of Bosnia and Herzegovina developed a manual in 2011, which gives an overview of past practices on the harmonization of regulations in BiH and defined guidelines for the continuation of this process. On the basis of this Manual, some amendments to the basic legal acts of towns and municipalities have been proposed in the next section.

II.2.1. Criteria of Compliance of Basic Laws at the Local Level with the Law

There are two main goals to be achieved by harmonizing regulations with the Law on Gender Equality in BiH. The first relates to the elimination of discrimination and the other on ensuring gender equality. The two main goals arise from Article 24 of the Law, which defines the responsibilities of government in the field of gender equality.

The table below has examples of harmonized basic legal acts, based on the Manual, for the harmonization of laws with the Law on Gender Equality and international standards in the field of gender equality, issued by the Agency for Gender Equality in 2011.⁵ Examples of this Manual, as well as indicators of compliance, are tailored to the needs of cities and municipalities. The table should serve the government institutions at the local level as an instrument for the alignment of key legislation of towns and municipalities.

INDICATOR OF COMPLIANCE	AN EXAMPLE OF HARMONIOUS REGULATION AT THE LOCAL LEVEL
Is regulation provided for general guarantees of equal treatment and equal opportunities, regardless of gender and/or marital status?	Article 12 Municipality performs activities which directly address the needs of citizens, and in particular the affairs related to: - Security and protection of human rights and fundamental freedoms, ...
Is regulation established on basis of general prohibition of discrimination on grounds of gender, sexual harassment, harassment based on gender and gender-based violence?	Article 13 Discrimination on the basis of gender, gender-based violence, sexual harassment and harassment of citizens in the exercise of their rights and obligations in the areas of authority of the municipality is prohibited.
Is the obligation of the local community to promote gender equality established?	Article 16 Municipality performs activities which directly address the needs of citizens, and in particular the affairs related to: - Programs of measures to achieve gender equality ...
Does the regulation govern the management or decision-making bodies and provides the equal representation of women and men in the selection or appointment of the said bodies?	Article 26 In proposing the election of the Chair, Deputy Chair of the Council and three members of the working Presidency of the Council, it should be ensured, as far as possible, equal representation of constituent peoples and others, and gender equality in accordance with the Law on Gender Equality in BiH.
Is the obligation to ensure gender equality in the working bodies established?	Article 30 When appointing the members of permanent and temporary working bodies, the Council will take into account that the composition of the body ensures equal gender representation, in accordance with the Law.

⁵ Manual for harmonization of laws with the Law on Gender Equality in BiH and international standards in the field of gender equality, Gender Equality Agency of BiH, 2011

<p>Is the obligation of ensuring gender equality in local communities stipulated?</p>	<p>Article 71 During the nomination and election of members of the local community council, care should be taken to reflect the composition of the members about the ethnic structure of the population, and that both women and men are equally represented.</p>
<p>Use of gender-sensitive language or the use of gender-sensitive terms is ensured?</p>	<p>Article 101 The grammatical terminologies for nouns that refer to certain functions or jobs, used in the Statute of the masculine form, refer to both women and men.</p>
<p>Is obligation of sorting the data by belonging to a certain gender envisaged?</p>	<p>Article 16 Municipality performs activities which directly address the needs of citizens, and in particular the affairs related to: - Collection and processing of statistical data and information disaggregated by gender.</p>

Illustration 10: Examples of harmonized basic legal acts at the local level

Some of these examples highlight the obligation of respecting equal gender representation in accordance with the Law on Gender Equality in BiH. It is important, however, that the executive and representative bodies of towns and municipalities are familiar with what actually the Law implies as equal representation. The norm prescribed by Article 20 of the Law on Gender Equality in BiH should be pointed out here:

- (1) State bodies at all levels of organizations of authorities, and local self-government bodies, including legislative, executive and judicial authorities, political parties, legal persons with public authorities, legal persons that are in the state's property or under the state's control, entities, cantons, cities or municipalities whose work is under control of a public body, shall ensure and promote equal gender representation in process of managing, decision making and representation. This obligation shall exist for all authorized proponents during elections of representatives and delegations to international organisations and bodies.*
- (2) Equal representation of women and men shall exist in case when one of sexes is represented with at least 40% in bodies from paragraph 1 of this Article.*
- (3) Discrimination on grounds of gender shall be considered situation in which there is no equal representation from paragraph 2 of this Article.*
- (4) Subjects given in paragraph 1 of this Article, in order to achieve equal gender representation are obliged to adopt temporary special measures prescribed with Article 6 of this Law.*

The provision of a minimum representation of one gender with 40% is ensured in the elections through the election law, and cannot be otherwise provided in the present electoral system. However, the appointments, the internal functioning of the Council, the governing bodies of enterprises and institutions founded by the municipality, municipal or city council and executive bodies have an obligation established by law to adhere to the defined goal of minimal representation of 40% of one gender.

The process of harmonization of regulations at the local level is a long-term and depends on what the regulation is supposed to govern. It is necessary to create priorities in this process, and a logical approach is to harmonize the priority rules of higher legal force, such as the Statute, the Rules of Procedure, the laws which regulate the development of plans and the budget of the municipality, the rules of procedure of the administrative bodies, and then the regulations, criteria and laws in deciding on individual rights.

II.2.2. Gender Sensitive Language

Bosnian, Croatian and Serbian language, the official languages in the Federation of Bosnia and Herzegovina, know the category of grammatical gender in certain types of words, such as nouns, pronouns, adjectives, some numbers and verbal forms, so it is not possible to use a noun without a grammatical tag of genus. The use of exclusively masculine grammatical gender in formal and informal written and oral communication, is grammatically incorrect, but is also a form of discrimination. Article 9 of the Law on Gender Equality in BiH, paragraph e):

“Discrimination in language exists when only one grammar gender is used as a generic term.”

In addition, the language used to disparage one gender, such as the language of sexual harassment, is openly discriminatory and such language should be completely removed from the institutions at all levels of government, including city and municipal councils.

In order to achieve gender equality in the language, the BiH Parliament adopted amendments to the “Uniform Rules for Legislative Drafting in the Institutions of Bosnia and Herzegovina”.⁶ According to the amendments, all future laws and documents should be made with respect to the principles of gender equality: using gender neutral forms (person or entity), and parallel use of forms in the masculine and feminine gender expressions when referring to both, men and women.

The Changes in the „Uniform Rules for Legislative Drafting in the Institutions of Bosnia and Herzegovina „are an important shift in government policy, ensuring that the contribution of women to the development of society is visible in the official language in official documents and archives. Cities and municipalities, as well as the cantons and the entities should, in their most important acts, adopt the same principles as set out in the Uniform Rules. Complete initiative on the introduction of gender-sensitive language is available in the publication “The Use of Gender-sensitive Language in the Parliamentary Assembly of Bosnia and Herzegovina”,⁷ and it contains individual instructions with examples, as well as a table of functions, titles, professions and occupations in the BiH Parliamentary Assembly and Secretariat of the Parliamentary Assembly of BiH, in gender sensitive Bosnian, Croatian and Serbian.

Text below presents some rules, which are based on earlier recommendations linguists made on the use of gender sensitive language in everyday language and the official language in the institutions.

6 Amendments to the “Uniform Rules for Legislative Drafting in the Institutions of Bosnia and Herzegovina.” (“Official Gazette”, No. 58/14, p. 13), available at: <http://slist.ba/glasnik/2014/broj58/Glasnik058.pdf>, accessed 1/12/2014.

7 The use of gender-sensitive language in the Parliamentary Assembly of Bosnia and Herzegovina. The Parliamentary Assembly of BiH. Sarajevo: Secretariat of the Parliamentary Assembly, Information and Documentation Section, 2014. Available at: https://www.parlament.ba/sadrzaj/komisije/predstavnicki_dom/ravnopravnost/ostale_aktivnosti/Default.aspx?id=51100&langTag=bs-BA&pril=b, Accessed 01/12/2014.

The Introduction of Gender Sensitivity

1. Follow the rules of agreement of subject and predicate in gender, number and person: *MP Pavlovic [Zastupnica Pavlovic] had a remarkable presentation.*
2. Consistently used the feminine form of the profession and functions of women where possible: *Minister [Ministrice] convened a meeting of the collegium.*
3. Refer to appropriately: *The audience is almost always mixed by gender.*
4. Do not hesitate on using feminine forms of occupations, functions or titles, even if such names are still not fully accepted. After all, the sentence: *Doctor Milic operated [operirala] the patient* – is grammatically incorrect.
5. In cases when both genders are concerned, use both grammatical genders at the same time by adding the feminine form behind the slash or underscore [*predavač/ica ili predavač_ica*]
6. Show consideration for the different needs of women and men in the writing of policy or other documents, to be reflected in the use of language.

Avoiding Stereotypes

1. Avoid over-generalising women and “female” experience, because it is not uniform. Also, avoid victimization of women by attributing them the adjectives that describe them as poor or helpless.
2. Avoid repetition of negative stereotypes about the division of roles in the household and emphasizing women’s obligations of motherhood and care and men’s obligations of earning and providing.
3. Avoid stereotypical binaries in the language, such as that: people – women [ljudi - žene]. This suggests that women are not people.
4. Today, it is unacceptable to “guess” whether a woman is married or not, and the suffixes of women surnames – Merkel’s [Merkelova], Clinton’s [Clintonova] - are considered anachronistic, as well as the question - Mrs. or Miss? The recommendation is to consistently write the name, and to refer to all women with “Ms.”, regardless of marital status.

Harmonization of Legal Documents with the Law

1. In the classification of occupations, to include the feminine forms.
2. In calls and vacancies, seek for applications from both men and women: [radnik/radnica].
3. Regulations on academic titles to include the feminine forms.
4. In the diplomas, certificates and other documents, use the feminine forms.
5. Agree upon signatures of employees, business cards, signatures on official correspondence, the labels on the office doors, etc, thus respecting how people want to be addressed.
6. If the documents still excessively uses masculine form, it is necessary to use both forms, and then add an explanation: “It is believed that all the terms used in the masculine grammatical gender in this document apply, without discrimination, to women.”

II.2.3. Data Disaggregated by Gender as an Obligation of Towns and Municipalities

As it will be shown in the next section, data broken down by gender affiliation is one of the essential preconditions for qualitative and quantitative analysis of the state of gender equality at the local level. Law on Gender Equality in BiH, Article 24 stipulates:

„Authorities at the state and entity level, cantonal bodies, local self- governance units, legal persons with public authorities, legal persons who are mainly in the state's property shall be obliged to take all appropriate and needed measures in order to implement provisions prescribed by this Law according to areas, but not limited to:

...

Collecting data, keeping records, analysing and presenting statistical data classified according to gender.”

In order for cities and municipalities to fulfil this responsibility at the local level, it is necessary that the decision of the city or municipal council or the mayor launches the obligation of sorting the data by gender, which would apply to all the information collected by the public administration, and public companies and institutions founded by the city or municipality. All payment details, transfers, incentives and subsidies to individuals should be collected disaggregated by gender affiliation. In cases where the beneficiary is a household or a company, it is important to collect information on who has applied and who is the owner or majority owner of the company.

Data disaggregated by gender, besides being the basis for gender analysis in the cities and municipalities, are the basis for quality work of local governance, or the assessment of the results of the public administration on the basis of performance.

Summary of Chapter II

Article 23 of Law on Gender Equality in BiH obliges all levels of government, including local governments to establish institutional mechanisms for gender equality, but does not specify the forms of mechanisms that should be established.

Most towns and municipalities in the FBiH established a Commission for Gender Equality of the municipal or city council, but these commissions are faced with limitations in their work, due to the division of responsibilities. It is recommended that cities and municipalities establish mechanisms in the public administration, whether it is an interdepartmental body appointed by the mayor, a separate organizational unit, adding commitments related to gender equality onto an individual portfolio or one existing organizational unit.

Institutional mechanisms within units of local self-governance are established to implement the Law on Gender Equality in BiH, the Gender Action Plan of BiH and international standards of gender equality at the local level. This objective is implemented by local mechanisms through four key activities:

- Analysis of the situation of gender equality at city or municipal level,
- Providing expert opinions on drafts and proposals of key legal acts, strategies, plans and budgets of the city or municipality,
- The processing and/or forwarding petitions related to violations of standards of gender equality,
- Promotion of gender equality standards at the local level.

Law prescribes the obligation of harmonization of legal acts, something municipalities and cities should first carry out in key documents, such as the statute of the city or municipality, Rules of Procedure of the council, and then the documents of lower legal importance.

Changes need to be led by the fundamental principles of law, and that is, on the one hand, the prohibition of discrimination on all grounds, including on grounds of gender, and on the other hand, the promotion of gender equality through special and temporary measures, for example, the gender distribution in key appointed functions in the city or municipality.

Prohibition of discrimination in the Law applies to discrimination in language, when the male grammatical gender is used as generic, especially when the discrimination is carried out through official documents.

One of the key preconditions for the implementation of standards of gender equality at the local level is the classification of all data collected by units of local self-governance, disaggregated by gender.

CHAPTER III

III. DEVELOPING PLANS FOR GENDER EQUALITY AT THE LOCAL LEVEL

In this part of the Manual emphasis is placed on the introduction of a strategic approach to achieving gender equality at the local level through the adoption of action plans. An overview of possible approaches in the development of the situation analysis and program measures is given through local action plans for gender equality.

In this way, obligations under Article 24, paragraph 2 of the Law on Equality in BiH are carried out, in relation to adopting a program of measures to eliminate gender inequality. The program should consist of:

- a) Analysis of the state of gender equality in a particular area;
- b) Implementation of adopted state policies through action plans for gender equality;
- c) Measures to eliminate identified gender inequality in a given area.

In order to strategically approach the implementation of this obligation, it is necessary to bear in mind the standard planning cycle, which refers to the process of implementation of standards of gender equality.

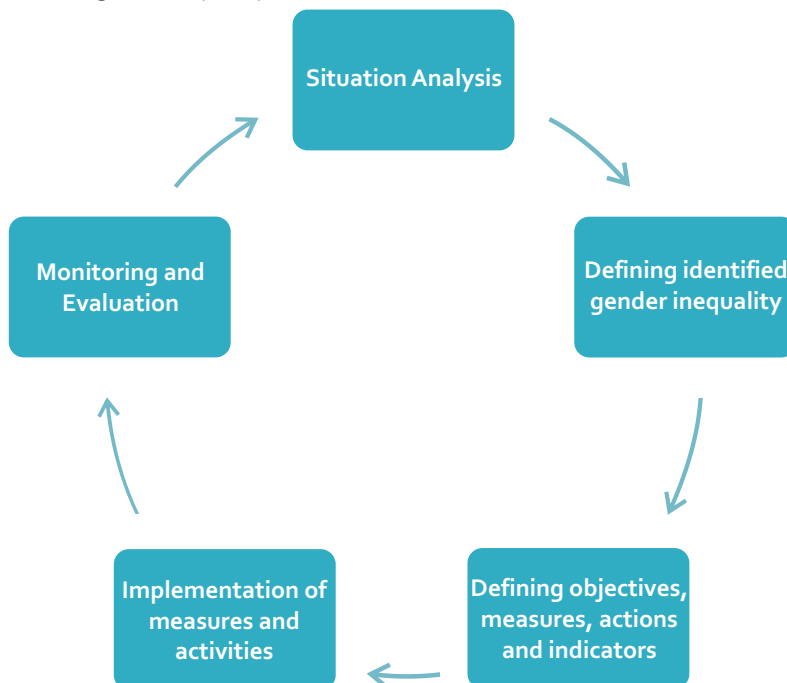


Illustration 11: Systematic approach to improvement of gender equality

The contents of this illustration is cyclical, in order to emphasize the need to perform strategic planning in the field of gender equality at certain intervals. So far, the usual approach has been that local action plans were adopted for a shorter time period, two (2) to three (3) years, while it is expected that the next action plans of towns and municipalities should anticipate measures and activities for the five-year period .

Through the analysis of the current practice of local communities, which have adopted their action plans, it can be concluded that there are two approaches to develop a programme of measures:

Approach 1 - a local action plan, as a separate public policy of gender equality of a city or municipality, with defined medium-term objectives, programmes, projects and measures, costs and sources of funding, the responsible persons/departments and procedural implications.

Approach 2 - the introduction of measures related to gender equality in development and other strategies and plans of towns and municipalities, to ensure a gender perspective in all strategic planning processes (gender mainstreaming).

The second approach is not wrong, but when the city or municipality is starting its strategic approach to gender issues, it is more recommended to adopt a separate plan for gender equality, and it can be an integral part of a larger strategy. Providing greater visibility of gender equality issues in the first cycle of a strategic approach to gender equality enables the efficient delivery of outputs and easier monitoring and evaluation. Most municipalities and cities started to deal with issues of gender equality for the first time, which is not the case with some other development activities, so there is a need to take a number of other steps that are not required for other development areas.

The remainder of this chapter will be more focused on all elements of the action plan at the local level, especially on the analysis of the situation of gender equality by area, the development of local action plans, as well as cooperation with other organizations in this process.

III.1. Analysis of the Situation of Gender Equality by Area

Any kind of planning, regardless of whether it is a project, programme or a policy requires analyzing information and data as a starting point.

Analysis of the situation of gender equality needs to show us not only the possible existence of discrimination or inequality in access to rights, benefits and resources between women and men, girls and boys in certain fields, but also to determine the causes of this condition, their mutual relations, to point out that how they can change and what kind of social change is desirable, what will dictate the intervention strategy on which to base an action plan.

There are several key data sources, which can be used to analyze the state of gender equality:

1. Statistical data,
2. Administrative data about needs of women and men,
3. Research and studies,
4. Expert opinions.



Illustration 12: Key sources of data for analysis of gender

It is impossible to do an analysis from a gender perspective without the existence of gender-disaggregated statistics. One of the key obligations of all stakeholders in the implementation of gender mainstreaming, envisaged by the Law on Gender Equality in BiH, is the disaggregation of data by gender, as explained in Chapter II.

For the successful development of quality indicators for monitoring progress toward the goals of gender equality, gender (or gender sensitive) statistics is also necessary. The gender statistics implies:

- Expression of the overall statistics on individuals classified by gender affiliation;
- Analysing and displaying all the variables and characteristics by gender as a primary and an overall classification category and a reflection of any gender issues in statistical data.

In its original form, data on individuals disaggregated by gender affiliation are available (employment services, records of social assistance, registers of agricultural holdings and the like), and there are many published reports, publications, analysis and databases which can be used, and where, to a large extent, good collaboration and exchange of information with non-governmental organizations, institutions and businesses in the local community helps.

It is possible to assume that all data, which are necessary for assessment of the state of gender equality in the local community, are not available. In this case, it is important to determine which data are missing and how they can be found or supplemented, or how to deal with the lack of data as a short-term and long-term solution.

Determining which data do not exist, and which are important for future activities, can be an integral part of the analysis of the situation that will serve to create activities. In other words, improving the method of collecting and classifying data on the grounds of gender may be one of the measures and activities in the programme. The development of statistics disaggregated by gender is a process that local authorities should carry out continuously and systematically, and should require all departments to introduce organizational and procedural changes, which would allow the classification of the information and records by gender.

In most municipalities, which have so far adopted local plans for gender equality, the situation analysis of end-users were classified according to gender affiliation in those cases where there were official statistics in certain areas. However, very rarely, the analysis needs of end-users, as well as analysis of satisfaction with the services, are used for the creation or modification of service delivery. It is therefore important to point out examples of analysis, which used needs-analysis and satisfaction of end users.

Example: Analysis of the needs of the Gender Action Plan (GAP) of Žepče⁸ made on the basis of relevant quantitative and qualitative data from primary and secondary sources. The key tools used in the process of collecting primary data are:

- Surveys,
- Focus groups,
- Half-structured interviews with key actors, and
- Observation.

The analysis is based on data obtained from municipal departments, public enterprises, institutions and agencies, organizations from the non-governmental sector, local communities and other relevant stakeholders, in order to allow different approaches to a comprehensive understanding of the topic and gave additional credibility to the process.

For planning future steps in order to achieve gender equality, it is necessary to determine which areas contain inequalities when it comes to the rights of women and men in the local community. For proper planning of interventions from the perspective of local communities, it is necessary to take into account three aspects of the analysis of the situation, namely:

1. The state of gender equality and the status of women and men in the local community,
2. Level of service provided by the local community and whether these services meet the needs of women and men, especially when their needs are different,
3. Analysis of the budget and the impact of the budget on gender equality as a condition for gender responsive budgeting.

⁸ Gender Action Plan of the Municipality of Žepče (2010. – 2014.) Available at: http://www.opcina-zepce.com/images/pdf/LGAP_Zepce_final.pdf. Accessed 1.12.2014.

III.1.1. State of gender equality and status of women and men in the local community

Basic analysis necessary for any future intervention is directed towards identifying the challenges faced by women and men in the local community. Some of these data are already available, and some of them are not disaggregated by gender affiliation. For the purpose of this Manual a list of basic indicators is made, taking into account:

- Law on gender equality and parts of Gender Action Plan BiH (2013-2017),
- Guide for the Implementation of the European Charter for Equality of Women and Men at the Local level,⁹
- The experience of local communities in the FBiH in the application of standards of gender equality.

Indicators are selected with a focus on the priorities of the Gender Action Plan of BiH, on the basis of the types of changes and results we want to achieve in the period from 2013 to 2017 (illustration 13). They are also selected to ensure that the already available indicators are used, and that developing an action plan for the city or municipality does not require spending considerable human and financial resources and time. Of course, for the understanding of certain processes that generate inequality, it will be necessary to carry out further research, and collecting these data can be one of the activities of the future action plan.



Illustration 13: Areas of gender equality contained in the Gender Action Plan of Bosnia and Herzegovina

⁹ Guide for the application of the European Charter for equality of women and men at the local level, the Council of European Municipalities and Regions, 2009, Mostar: LDA Mostar, 2012. Available at: <http://www.ldamostar.org/publikacije/Vodic-Hr.pdf>. Accessed: 1.12.2014.

The collected data will be used to detect irregularities in the field of gender equality, and will be able to direct the activities of all departments of the local community. It is also very important to consider that there are indicators that can provide insight into the areas covered by the Gender Action Plan, which can be found in the analysis of the Gender Centre of the FBiH Government, the Agency for Gender Equality and international and non-governmental organizations. Indicators are listed by category, and it is advisable for each indicator to collect values for the previous three years.

Demographic structure of the population is to be assessed through the following indicators, taking into account the data for the last three years, if they are available by year:

- Size of population by gender, total and the percentage, 15 years and younger;
- The number of women in relation to men; coefficient of femininity;
- The rates of birth and mortality rates per 1,000 population per year for women and men;
- The total number of households, the percentage of households managed by women;
- Birth rates per 1,000 women by age group.

The indicators to be analysed to determine the existence of institutional pre-conditions for gender equality at the local level are as follows:

- Compliance of city/municipal Statute with the Law on Gender Equality (taking into account 9 criteria of compliance, defined in section II.2.2);
- The existence of local institutional mechanisms for gender equality in the representative and executive bodies;
- How many of the following four (4) basic functions are performed by a local institutional mechanisms: 1. Analysis of the state of gender equality, 2. Giving opinions on draft decisions, 3. Processing applications in the field of gender equality, 4. Promotion of gender equality;
- Percentage of services that carried out the analysis of the state of gender equality in a given year;
- Is there a valid approved action plan for gender equality;
- The percentage of budget allocated for the implementation of the action plan in a given year;
- Organizing training on gender equality for employees and officials of the city or municipality;
- Percentage of employees who receive this type of training, disaggregated by gender.

Indicators of participation of women and men in public life in the city or municipality are as follows:

- Percentage of elected offices in the city/municipality performed by men and women;
- Percentage of total number of candidates (m) and a percentage of the total number of candidates (f) successfully elected at the last local elections;
- Percentage of men and women appointed to positions with a political mandate in the city/municipality;

- Percentage of men and women in the local community councils;
- Percentage of men and women among presidents of local community councils;
- Percentage of men and women in management boards or assemblies of associations, which are regularly financed from the budget of the city/municipality;
- Percentage of men and women on the management boards of local sports associations;
- Percentage of men and women on the management boards of local cultural associations.

Indicators of gender equality in education and preschool education are as follows:

- Percentage of men and women employed in institutions of preschool education, primary and secondary education;;
- Percentage of men and women in management positions in educational institutions;
- Percentage of employees in educational institutions who have had training on gender equality;
- Systematic approach to the promotion of non-traditional career choice in educational institutions;
- Conducted content rating of teaching materials from a gender perspective;
- The number of girls and boys of preschool age by age groups in the city/municipality;
- Number of places available in pre-school institutions by age group;
- City/municipal administration organizes services for the care of children of those employed in the administration;
- Percentage of families using childcare services for employees.

Indicators of equality of men and women in health care are as follows:

- The percentage of the health budget directed specifically for the health needs of women (for example, mammography) and the specific health needs of men (for example, prostate)
- City/municipality organizes or supports health education for women and men, according to their specific needs;
- Conducted consideration of the health services available to suit the specific health needs of women and men;
- Conducted assessment of the availability of gender-specific health care services in rural areas.

In terms of social protections, following indicators can be analysed:

- Percentage of women and men in the total number of beneficiaries of social protection in the city/municipality, sorted by categories of social protection;
- Percentage of women beneficiaries of the social protection out of all women in the city/municipality and the percentage of men beneficiaries of social protection out of all men;
- Conducted evaluation of satisfaction among people who use social services;
- Number of employees in the administration who care for other dependents, other than children, the percentage of women and percentage of men;

- Percentage of women of working age and the percentage of working-age men in the city/municipality exclusively dedicated to the care of dependents;
- Percentage of population receiving social assistance, disaggregated by gender.

In terms of labour and employment, it is useful to assess the following indicators at the city/municipality, and city/municipal administration:

- The employment rate for women, the employment rate for men by categories of education and by category of activity;
- The unemployment rate in the city/municipality, the unemployment rate of women and men by categories of education;
- The rate of inactive population of women and men;
- Average incomes of men and women employed in the administrative body in positions of the same rank, including contributions, fees for work in commissions, etc.;
- Percentage of the average income of women in comparison to men in position of the same rank;
- The existence and implementation of the policy of the city/municipal administration against sexual harassment in the workplace;
- The existence and implementation of positive measures of recruitment/progression of the less represented gender in administrative bodies.

In the field of domestic violence, it would be useful to analyze the following indicators:

- The existence and implementation of the protocol on cooperation of key organs in cases of domestic violence;
- Safe house in the wider region, used for disposing of victims of domestic violence;
- The amount of financial support by the city/municipality given to safe house;
- The total number of domestic violence cases registered by the police;
- The number of perpetrators of domestic violence, disaggregated by gender;
- The number of victims by age group, disaggregated by gender;
- Number of protective measures by type and assessment of their implementation.

It is not enough to observe the general indicators disaggregated by gender, because certain groups of women and/or men face multiple forms of discrimination, therefore it is necessary to enter other variables in the analysis of data:

- The number of families in which the woman is the head of family;
- The number of single parents in the municipality, disaggregated by gender;
- The number of single elderly households classified by gender;
- The number of families, and women and men living in unsuitable accommodation;
- Persons with higher levels of disabilities, disaggregated by gender;
- The unemployment rate of returnee population, the unemployment rate of women and men returnees;
- The unemployment rate of the Roma population, disaggregated by gender.

The proposed indicators are seemingly overloaded or unavailable for analysis by the local government. However, the city/municipality, in the first cycle of strategic analysis

of the state of gender equality can prioritize indicators, and for the other to determine the extent of collecting and processing parameters. Part of these indicators will be generally available with results of the Census data in BiH, and some are already collected by municipal, city, cantonal or entity institutions. Also, the Agency for Statistics regularly conducted Labour Force Survey, whose generic indicators for the level of the Federation of BiH are available for periodic reports. Labour Force Survey provides credible insight into the state of gender equality in the field of labour and employment, although it is not available for individual cities/municipalities.

Areas of aforementioned indicators are conditioned by areas of Gender Action Plan of BiH. However, the GAP was adopted before the natural disasters that have afflicted Bosnia and Herzegovina in 2014. Gender Centre of FBiH, 2014, adopted the Action Plan for Gender Equality in situations of natural disasters in the FBiH, which defines the principles of integration of a gender perspective in cases of natural disasters. To include gender perspective, cities and municipalities in regular conditions should have certain indicators, in order to, in extraordinary circumstances, assess:

- What are the different needs of women and men in emergency situations,
- How should civil defence and other actors responds to the most urgent, among different, needs,
- How the emergency affected the previously existing inequality between men and women, and
- How to ensure that, in the process of reconstruction after disasters, inequality does not increase, but reduces?

In addition to the analysis of the general indicators of gender equality throughout the city/municipality, local governments can implement and analyse their own services, which are under the jurisdiction of the city/municipality, taking into account the satisfaction, but also the assessment of meeting the needs of user groups. That is further discussed in the next section.

III.1.2. Analysis of the Services Provided by Offices and the Actual Impact on Meeting the Needs of Women and Men, Especially when Their Needs are Different

A local self-governance unit has its own competency established by the Constitution and the Law on Principles of Local Self-Governance in the Federation of Bosnia and Herzegovina. Exclusive responsibilities of local authorities have a direct connection with the exercise of the fundamental rights of all persons who interact with local services. This especially applies to the following areas:

- Adoption of programmes and plans for development of local self-governance and establishing conditions for economic development and employment;
- Determination and implementation of housing policies and adoption of a programme of housing and other construction;
- Establishing a policy of pre-school education, improvement of the institutional network, and management and funding of public pre-school education;
- The establishment, management, financing and promotion of elementary education;

- Establishment, management, promotion and financing institutions and the construction of facilities to meet the needs of the population in the area of culture and sport;
- Assessment of institutions and quality of services in health care, social protection, education, culture and sports, as well as providing financial resources for the improvement of their work and the quality of services according to the needs of the population and the possibilities of local governments;
- Analysis of the situation of public order, security of persons and property, and making recommendations to the competent authorities for these issues;
- The adoption of the local government budget.

Analysis of gender in these priority areas is of great importance for the creation of a programme of measures in those areas where current approach does not meet the needs of women and men where those needs are different. The matrix in the lower part of the text, as well as an example of public parks, can illustrate the possible conclusions that such an analysis can offer.

The analysis of the services of the cities/municipalities from the perspective of gender equality usually has not been carried out, which led to the quality of service that does not fully meet the needs of women and men. It is therefore necessary to analyse a city/ municipal administration, asking key questions (illustration 14):

- Who are women and men users of services?
- How are the resources for services distributed?
- Are there differences and why in the way services are used?
- How can people protect their right to equal treatment?

This analysis should be carried out, primarily, on the services implemented by departments for:

- Development, entrepreneurship and social affairs,
- Budget and finances,
- Communal and infrastructure,
- Planning,
- Social protection and,
- Veteran-disability protection.

The illustration below allows for the analysis, in order to identify the different needs of women and men upon which services need to respond, and detect inequalities that need to be corrected.

<p>Beneficiaries</p> <p>- disaggregated by gender, age and other characteristics;</p> <p>Is there a difference in the way or the frequency of the service?</p>	<p>Allocation of Funds</p> <p>- The cost of services per user, per total amount of gender and other categories;</p> <p>Is there a discrepancy between the expenditure of funds for services on grounds of gender and whether it is justified and proportional?</p>
<p>Differences</p> <p>What influences the use of different services?</p> <p>Should we introduce some measures, in order to influence the quality of services?</p>	<p>Protection of Rights</p> <p>What are the mechanisms to protect the rights of users?</p> <p>Are the information about it widely available?</p> <p>Are measures to be better informed and provide legal advice necessary?</p>

Illustration 14: Basic issues to consider in the analysis of services from a gender perspective

If we apply this approach to the example of public parks (Illustration 15), one may notice some irregularities that exist in this case, making it impossible for mothers to use public parks. At the same time, this analysis has pointed towards reasons why the fathers do not use the same degree of public parks and allows creating activities that would facilitate their participation in the education of their children.

	Sidewalks in town/city
Beneficiaries	Women, the elderly and children make up over 70% of people using the sidewalks.
Satisfaction with Service	Among other reasons, users indicate that during winter, sidewalks are cleaned of snow the last, after main city roads are previously cleaned. In addition, numerous private and delivery vehicles are parked on the sidewalk during the day, which prevents normal movement, especially for the elderly, people with disabilities and children. Cracks in the pavement in some streets make it difficult to move.
Causes of differences in use	Women, the elderly and people with disabilities rarely possess or use a private vehicle, and public transportation is inaccessible to people with disabilities and the elderly. Children generally use the sidewalks on the way to school.
Allocation of funds	The city has, for maintenance of sidewalks in 2015 saved 100,000 KM through the setting of priorities in keeping sidewalks clean. The unit price per user is reduced from 20 KM to 17 KM, and access to sidewalks on some priority is still secured. Priority sidewalks were designated by Department of Urban Planning.
Necessary measures	It is necessary to subsidize the purchase of vehicles for the disabled, but more importantly to evaluate priorities in the maintenance of sidewalks, improve access and mobility for sidewalks, especially in the winter months, and improve access to public transport.
Protection of rights	There is no mechanism to protect the rights of users, except in cases when an incident occurs, which is due to the negligence of responsible city administration. Citizens are given the option to influence the quality of services through the local community or town council. It is necessary to enable citizens to send their petitions to the established committee of the city council in charge of the applications, thus further informing public on filing petitions.
Equal opportunities	There is no document that defines equal opportunities for service users, it is necessary to define measures for ensuring equal opportunities.

Illustration 15: An example of an analysis of one service in the city or municipal administration

It would be significant to implement this analysis of the provision of services by the municipal departments before making a local action plan, as it may indicate the measures and activities needed so that provision of services complies with standards of gender equality, but also with standards of good governance.

In addition to the analysis of the state of gender equality in the city/municipality and analysis of satisfaction of women and men to the services of the city/municipality, it is possible to carry out a gender analysis of the budget, in order to detect and correct inequities in funding allocations.

III.1.3. Gender Analysis of the Budget

Gender responsive budgeting is an analysis of the impact of the budget on meeting the needs of women and men in the community, and in turn provides guidelines for improving the situation of gender equality using the budget as a policy instrument. Therefore, the process itself, i.e. an approach that offers gender responsive budgeting part and analysis of the situation, will also be a part of making the activities that will be part of the action plan.¹⁰

In order for the budget to truly be a policy instrument that will allow implementation of the policy measures, it is necessary that the process of its planning and preparation involves all municipal departments, as well as citizens. Leading role in the budget process belongs to the mayor, who, according to the Law on Local Self-Governance, is responsible for drafting the budget policy and budget preparation.

After all analyses and processes that must be completed before adoption of the budget, the final budget products are services, transfers and fees aimed at people, and they are often not neutral on the basis of gender. We begin the analysis of the impact that budget expenditures and revenue collections have on men and women by collecting data disaggregated by gender.

The following illustration shows three levels of implementation analysis:

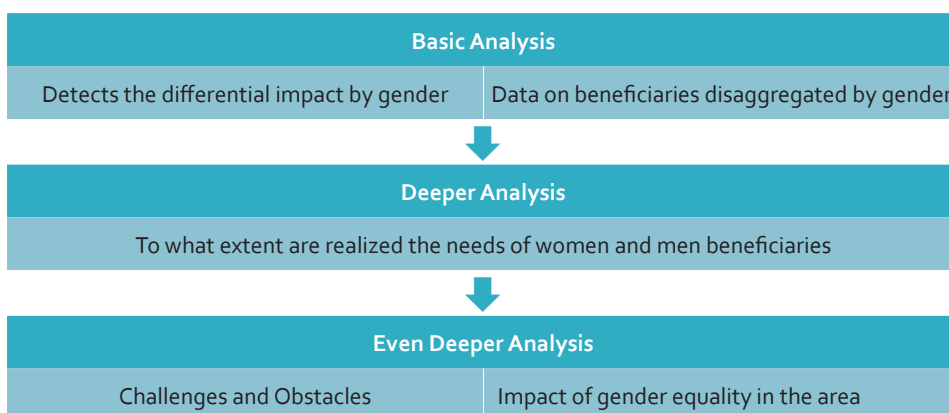


Illustration 16: The levels of implementation of gender budget analysis

The first level of analysis should produce a report on the end-users or recipients of funds from the programme budget including the data disaggregated by gender.

Examining further, gender budget analysis can show the extent to which the budget meets the needs of users, the challenges and barriers faced by all those in the target group who did not have access to services, the extent to which the budget has reduced or deteriorated the gap on the basis of gender, and the relationship between strategies, policies and financial allocations from the budget.

¹⁰ Recommendations and guidelines for gender mainstreaming in local budgets in BiH; VESTA Association, 2008.

The next level of even deeper analysis provides information on the impact of spending on gender equality and requires a comprehensive situational analysis and policy analysis, as well as all the measures implemented, in order to see the connection with the achieved results of the observed budgetary allocations.

When introducing Gender-Responsive Budgeting in municipalities, gradual approach in several steps is suitable:

1. Gender analysis of budget expenditures, one or two budget or sector items, where the relevance of gender equality is obvious.

Those are, most commonly, transfers of funds to the final beneficiaries. The analysis of input and output elements is performed within these steps:

 - a. Input elements
 - How much money is allocated for this area?
 - Who is the target group and what is a sectoral focus, the goal of the programme, etc.?
 - What are the planned activities, what is their impact on the basis of gender?
 - b. Output elements
 - What are the real consequences, or the results of the activities?
 - Are the final results the same as expected results?
 - What is the relationship of distribution of women and men - who is a consumer of public resources (it is necessary to do a gender analysis of budget spending in a given area, regardless of whether it is a line or programme budget)?
 - Who decides on the allocation of resources?
 - Can this area and the manner of distribution of the funds have different implications for men/women and in what way?
2. Define in the budget the objectives in the field of gender equality
 - Are the provided resources adequate for the implementation of the defined objectives of budgetary spending?
 - Is there a clear effect of allocation of funds onto women and men?
 - Has the distribution of funds achieved the expected impact in order to achieve gender equality (gender mainstreaming in accordance with the policies, strategies, etc.)?

After analysing the budget, restructuring the budget is completed by taking into account the goals of gender equality. More specifically, if the analysis reveals that budgetary resources are not distributed in a way that equally meets the needs of women and men, it is necessary to restructure.

Gender-responsive budget implies time, knowledge and participation of all stakeholders in the budget process, which is associated with the strategic priorities of the municipality, and which includes a prioritization on the basis of gender, target values and associated indicators. The introduction of the programme budget is a first step in that direction. This process in municipalities is still in its initial phase, which, on the one hand, can be a

challenge due to the complexity of the process and the need for additional knowledge, but can also be a good opportunity to simultaneously develop and strengthen the gender-responsive programmes and integrate gender perspective in the mid-term budgeting framework from the outset.

In accordance with the principles of medium-term planning of public finances and in line with the development priorities of the city or municipality expressed in strategic documents, sector or department for finance at the local level creates a three-year budget framework document which, in addition to development priorities, displays macroeconomic forecasts, and their impact on the revenue and expenditure side of the budget and budget ceilings for each budget user.

Based on DOB, each user requires budgetary resources in accordance with the proposed programme, which is different from the traditional budget line in the approach, preparation and presentation. Instead of focusing on what community buys (staff, supplies, etc.), the programme budget is focused on the expected results of services and the effects that are achieved by these results, and, therefore, the budget can focus on solving concrete problems in the community, with clear outputs and indicators of gender as one of the measures the results and effects of the programme. This approach to the budget process helps local government to perform more effective and more equitable distribution of resources, and to monitor progress, which includes progress towards the goals of gender equality stated in the programme.

This approach to the budget process puts a number of challenges in front of the Ministry of Finance, which must assume great responsibility and build capacity for its implementation. Although the finance employees are those who bear responsibility, planning of the programme budget involves other local government departments, and their cooperation in the process is of great importance. You will also need close cooperation with the Commission for Gender Equality of town or community councils, so the process of developing a gender-responsive budget was more adequately institutionalized.

III.2. Creating a Programme of Gender Equality at the Local Level

This section gives the basis for a programme of measures for systematic action towards the goals of gender equality. However, details about all the elements that should be covered by this process are not included. In this context, it is important to note the existence of the Manual for the Development of Local Gender Action Plan¹¹, detailing all the necessary elements.

The basic obligation of all levels of government is the adoption of the programme of measures to achieve gender equality in all areas. Gender Equality Law in BiH does not define the method or the form of programmes of measures, but defines the basic elements of the programme of measures, including, but not limited to:

- a) Analysis of the state of gender equality in a given area;

11 Manual for the Development of Local Gender Action Plans. Netherlands Development Organization (SNV). (2012)

- b) Implementation of state policies through the action plans for gender equality;
- c) Measure for removing noticed gender inequality in a given area.

With the goal of directed and coordinated action, the Gender Action Plan of Bosnia and Herzegovina recognized the importance of the participation of local governments in the implementation of activities in all areas. Local action plans are an efficient mechanism for implementation of these commitments from the Gender Action Plan and the Law on Gender Equality in BiH.

Adopting a local action plan for gender equality:

- Allows the implementation of the mandate of institutional mechanisms for gender equality at the local level, but also all other local departments;
- Local efforts of the city administration, as well as non-governmental organizations towards achieving gender equality become focused on the priorities and directing scarce resources;
- Gives basis for the monitoring of the accomplished and analysis of effects;
- Gives a chance to local mechanism to develop their capacities and contribute to gender-responsive policies at the local level.

Creating a local action plan for gender equality follows the basic guidelines for the development of strategic and development strategies. The basis for the creation of activities represent the analysis of conditions, which included issues of importance for gender equality, and now we have a vision of the possible areas where there is gender inequality, and the Gender Action Plan of Bosnia and Herzegovina gives the goals to be achieved by the end of 2017 .

There are different approaches in creating strategic plans, and at the level of the Federation of BiH, obligation of a three-year planning was introduced a few years ago. Regulation of the process of strategic planning, annual planning and reporting in the federal ministries and institutions stipulates¹² that the ministries prepare a three-year strategic plans and annual work plans. Regulation governs the content and structure of plans, 10-step development of strategic plans, stipulates the need for consultations among federal ministries and other bodies, the dynamics of development in order to harmonize with the cycle of budgeting, the process of drafting and adoption of plans and reports, including the basic steps and methodology.

In general, most strategic plans, including local action plans for gender equality follow a structure that also refers to the obligations under the Law: a description of the methodology and the objectives to be achieved, analysis of the state by area, and the strategic framework and logical framework matrix.

12 Regulation of the process of strategic planning, annual planning and reporting in the Federal Ministries and Institutions ("Official Gazette of BiH", No. 5/14).

EXAMPLE OF THE STRUCTURE OF THE ACTION PLAN

INTRODUCTION

PART I.

- I.1. Methodology for the development of the action plan
- I.2. List of consulted institutions, organizations and men and women individuals
- I.3. the aim of the action plan and relationship with other development strategies town/municipality

PART II. – State of gender equality by areas

- II.1. Decision-making
- II.2. Education
- II.3. Social protection
- II.4. Health care
- II.5. Employment
- II.6. Violence against women and discrimination

PART III. - Strategic framework and the matrix of logical framework

Data for the first two parts are collected through the analysis of the situation in the field of gender equality, discussed in section III.1. However, the key decisions on the creation of a programme of measures to achieve improvements in areas where the observed inequality are yet to come.

Creating local action plan is the process of making decisions about the most appropriate responses to the identified strategic issues and strategic objectives that are consistent with them. When deciding on appropriate strategies to achieve the strategic objectives, it is necessary to set more initial questions:

- Q1: What should be the specific overall objective to improve upon in the area of gender equality in your local community?
- Q2: What medium-term objective we plan to achieve, which contribute to achieving the overall objective and the objectives of the Gender Action Plan of Bosnia and Herzegovina?
- Q3: What practical activities we can implement to address this issue and achieve desired outcomes, in accordance with what is stated in the relevant strategic objective (for example, to improve the work of institutional mechanisms, to improve the collection of data disaggregated by gender, improve the level of service provision for women and/or men, etc.)?
- Q4: Who will be responsible and for what that time period?
- Q5: Are financial resources necessary, and which sources are to finance the implementation of activities (for example, general services budget, the budget of the municipal council, etc.)?

The answer that applies to the creation of activities (Q3) is the most difficult, because it will direct the actions of all relevant agencies in the three-year or possibly five-year period.

This process requires specific knowledge in the area of development activities, because very often activities, including objectives, are not set up to contribute to solving the problem in the medium term, or are placed in such a way that the objective can be met with one simple activity.

As one of the possible models for the prevention of such goals and activities, SMART model is very often used.

SMART means that each goal and activity set should be:

- S – *specific*, objectives and activities must be specific.
- M – *measurable*, objectives and activities must be measurable, because we cannot monitor the achievement of our goal, if we cannot know where we are.
- A – *achievable*, objectives and activities must be demanding to execute, but achievable until the end of the action plan. It should not be too simple and easy, and should not be impossible to achieve it.
- R – *relevant*, objectives and activities must be relevant, i.e. must contribute to achieving our vision.
- T – *time limited*, objectives and activities must be limited in time, i.e. there must be a deadline by which the objectives to be realized.

Finally, when we create a list of our goals, medium-term objectives and activities, they are usually presented in the logical framework matrix (the example is in the lower part of the text). Logical Framework is the result of the whole process they go through, from the situation analysis to action.

The structure of the logical framework matrix is created to ensure that all the activities are logically connected with the medium-term objectives that we want to achieve, and that medium-term objectives are logically connected with the overall objective that we have set ourselves. Consistency and logical connection between activities, medium-term objectives and the overall objective is estimated by observing the matrix vertically, while the consistency of links between activities and measurable change through progress indicators, as well as funding sources, are estimated by observing the matrix horizontally.

An example of the logical framework matrix

OBJECTIVE						
Medium-term Objective 1.1:						
Expected Result	Activity	Bearer of responsibility	Indicator of progress in relation to the initial state	Deadline	Source of financing	
1.1.1. Name of result						
Medium-term Objective 1.2:						
Expected Result	Activity	Bearer of responsibility	Indicator of progress in relation to the initial state	Deadline	Source of financing	
1.2.1. Name of result						
1.2.2. Name of result						
OBJECTIVE 2						
Medium-term Objective 2.1:						
Expected Result	Activity	Bearer of responsibility	Indicator of progress in relation to the initial state	Deadline	Source of financing	
2.1.1. Name of result						

III.3. Establishing Partnership with Other Institutional Mechanisms, Non-governmental and International organizations

Visible results of gender mainstreaming as a process, despite the existence of legal and institutional framework, require systematic and continuous cooperation between local mechanisms for gender equality and non-governmental sectors, institutions and agencies, both in the vertical and horizontal line. Thus the defined and strategic goal number 3 of GAP is - *Establishment and strengthening of cooperation and partnership in priority areas*, III.1., Cooperation at the regional and international levels and III.2. Cooperation with civil society organizations, social partners, academic community.

This section gives a brief introduction to the subject matter of that cooperation, and followed by the recommendations of steps to be taken, in order to be well established and efficient mechanism of cooperation of key actors in promoting gender equality.

The general conclusion concerning the activities of different actors, which are aimed at gender equality and women's empowerment at the local level, is that they are insufficient and very fragmented and there is no stable, long-term and regular cooperation between the various actors within or between cities/municipalities that would seek to improve gender equality at the local level. In many communities, non-governmental organizations were the ones first to begin to assist in the protection and realization of women's human rights, and are still very active in all the communities in the empowerment of women at the local level.

NGO activities include the provision of free legal aid in case of violation of the rights of women, provide protection to victims of domestic violence, victims of trafficking, and there are organizations that provide support to women through loan programmes and economic literacy, employment and self-employment, as well as activities aimed at empowerment of rural women, Roma women's organizations, etc. When drafting laws or proposals for amendments to laws and regulations, representatives/NGOs in many local communities actively participate in the work of the local authorities or they are drivers of certain changes.

An important mechanism for establishing a partnership between the institutional mechanisms for gender equality and non-governmental organizations is a financial mechanism for the implementation of the Gender Action Plan of BiH FIGAP, operating since 2010, and whose main goal is further strengthening the capacity of gender institutional mechanisms and relevant institutions to include activities from GAP in regular plans and programmes, as well as support for non-governmental organizations in the implementation of projects under the FIGAP.¹³

Based on current reports on realized activities and projects, it can be said that NGOs are more strategically oriented to support target groups, which have been recognized in public policy institutions. In particular, it can be noted that the municipalities, in which

¹³ Thus, in 2011, FIGAP supported projects of 36 non-governmental organizations from all over Bosnia and Herzegovina, which have successfully carried out the planned activities in total value of 710,000 KM. The projects were, to a large extent, addressing issues of violence prevention, providing support to victims of violence, strengthening entrepreneurship for employment of women, through programmes of self-employment and employment and strengthening the role of women in political and public life.

the women's NGOs are active, have qualitative progress in introducing standards for gender equality in local government.¹⁴



Illustration 17: Support of non-governmental organizations as a resource of local communities

The importance and the role of the NGO sector in the Federation of BiH are more than obvious, when it comes to gender mainstreaming of policy and practice. Further strengthening of cooperation and joint action mechanisms and local civil society organizations is seen as an efficient way to create practices and models that implement gender-responsive measures, and are adapted to the political, social and cultural context of the community.

Cooperation with other institutions and organizations is usually implemented through the organization of training on the introduction of gender equality in all areas of life and work, getting acquainted with the new regulations, policies and strategies relating to gender equality, and, in the framework of the implementation of activities and measures to promote gender equality in certain areas.

An example of good practice is signing the **Strategy of Partnership with Citizens**, signed by a number of municipalities in 2008 within the framework of the OSCE Agreement. "The CPS is a document that ensures the institutionalization of partnerships between local authorities and citizens, informal interest groups and citizens, then associations, local communities and municipalities, and if necessary, other institutions. It defines the activities carried out in partnership, and it shows the local government support citizen participation in decision-making of their common interest. Partnership Strategy creates a positive environment for citizen participation in the management and resolution of

¹⁴ The Fourth and the Fifth Periodic CEDAW Report of Bosnia and Herzegovina (2011).

issues that are in their interest. The partnership of local authorities with citizens means institutionalized dialogue between the two sides, and cooperation on a common goal through the creation and implementation of activities or projects aimed at addressing common problems identified and sharing responsibility for general social benefit.¹⁵

An example of good practice of partnership and cooperation between all relevant actors in the municipality is the creation of Local Development Strategy of Orašje 2011-2020, as a key strategic planning document of municipality Orašje, which should encourage future growth and development of the community, based on the principles of sustainability and social involvement. "The process is operationally led by the Municipal Development Team, and the process created the mechanisms for active civil participation, predominantly through the Partnership Group - a consultative body composed of representatives of public, private and NGO sector. Special emphasis is placed on inclusion and adequately recognizes the needs of potentially vulnerable groups of the population. The process has included a total of more than hundred citizens. From a total of 17 members of the MDT, seven were women, who came from the area of health, education, women's associations, public companies and municipal services. They gave their significant contribution in the creation of all segments of this strategic document, and in particular on defining the vision, strategic objectives and projects, especially those that included the women. Women created their initiatives, in the first place, during the meetings of working groups, with the largest number finding its place in the realization of this strategic document. Also, women were actively involved in the definition and development of the first project, which is supported by the UNDP and its implementation until completion."¹⁶

Here is another example of good cooperation. Gender Action Plan (GAP) of Žepče is a strategic planning document of the municipality, harmonized with the relevant strategic documents and policies of gender equality and local development. It is made by the Gender Working Group of Žepče, working body appointed by the mayor of the municipality, with the full participation of women and men representatives of public, private and NGO sector. The starting point for the development of the Gender Action Plan of the Municipality was to analyse the existing strategic documents and the level of their implementation, and the level of development of human resources necessary for their development and implementation. After that, the drafting of Gender Sensitive Situation Analysis, which was based on the Guidelines for Gender Sensitive Analysis, was developed through the programme: Localizing Gender in the Federation of Bosnia and Herzegovina (LGFBiH).

The Gender Action Plan structurally incorporates a gender-sensitive socio-economic analysis of the local community, as well as a set of priority measures and projects that are necessary to eliminate or at least reduce the problems and inequalities, identified through the gender sensitive situational analysis. Also, this document may in future form the basis for making other plans and programmes in some sectors, the adoption of existing planning documents, and create a basis for monitoring progress and encouraging cooperation and agreement in planning between different levels of government and socio-economic partners.

15 Partnership Strategy of the Municipality of Ilidža, 2008.

16 Gender Action Plan of the Municipality of Orašje, 2012.

Finally, it is important to mention the Action Plan for Gender Equality of the Municipality of Tuzla, the result of consultations with members of appointed Inter-departmental Working Group for drafting the Action Plan, implemented in the period June-September 2013, and the situation analysis carried out in the period March-May 2013, presented in the form of analytical base "Review of the status of gender equality in Tuzla Municipality", and submitted to the Municipality of Tuzla in May 2013.

VESTA Association, with the support of the Commission for Gender Equality of the Assembly of Tuzla Canton and in direct collaboration with the Municipality of Tuzla, coordinated the development of this plan, in line with the provisions of the Law on Gender Equality in BiH, the objectives of the Gender Action Plan (GAP) of BiH and the EU Charter of gender equality at the local level, and anticipates the strengthening of local capacities, design of methodology development and incorporation of a gender perspective in the various segments of the local community development.

Analytical basis "overview of the state of gender equality at the local level - Tuzla Municipality", provides an overview of relevant indicators of the situation in Tuzla Municipality and created preconditions for the establishment of policies and defines the necessary interventions/of the Action Plan for Gender Equality of Tuzla Municipality.

Recommendations for Activities Aimed at Enhancing Gender Equality at the Local Level in Co-operation of all Stakeholders

1. **Strengthening the capacity and responsibility:** in all participants (local authorities, political parties, public institutions, NGOs, development agencies, media and other) it is necessary to systematically approach raising awareness and learning about aspects of gender inequality. Some of the participants certainly have knowledge about certain aspects of inequality from a gender perspective; however, the majority still cannot understand "the complete picture". This can be achieved through:
 - a) Sufficient training or modules within other specific training, which will include facts about the different positions of men and women in different areas (political and economic participation, education, social and cultural participation, power relations etc.).
 - b) The implementation of qualitative and quantitative analysis on the state of gender equality in general, or focused on specific aspects of gender inequality, which will be the result of cooperation with the gender mechanisms at other levels (regional, entity), and reports on the results will be provided to all participants;
 - c) Maintaining regular meetings/workshops on various aspects of gender inequality;
 - d) Updating and submitting translations of key international documents (Beijing Declaration and Platform for Action, CEDAW, the EU Charter, the Law on Gender Equality in BiH, Gender Action Plan, etc.). Alternatively, the key elements of these documents can be prepared as a single, concise and comprehensive document with the prominent role of local authorities in the framework of defined obligations. This document can be prepared

by local mechanisms for gender equality in collaboration with NGOs and gender mechanisms at other levels.

- e) The implementation of training for the introduction of the principle of gender equality in the work of local self-governance, and for this purpose, specific tools for gender mainstreaming should be developed, in the context of local level.
2. **Institutionalization of partnership and cooperation:** in addition to the existing mechanisms of participation of citizens in decision-making processes in the local community through public hearings, the initiative to propose laws and public hearings, the local authority may prescribe the manner and procedure for inclusion of actors working to promote gender equality in the expert groups, commissions, committees, project teams and other bodies to achieve the full participation of citizens in the management of the local community. In addition, the creation of networks is recommended, as well as the signing of the protocol on cooperation with other institutions and organizations in the community or protocols on action in specific areas (for example, domestic violence, violence against children, etc).
 3. **Strengthening the role of local mechanisms for gender equality:** their activity and efficiency can be increased through networking with local mechanisms from other municipalities or at the regional level, then with other sectors in the local authorities, local stakeholders, as well as their effect on the level of local community. They should be the backbone and key actors in the implementation of gender mainstreaming at local and regional level.
 4. **Joining protocols between key public institutions,** centres for social work, police and judicial institutions, educational institutions, health facilities and other needs to be analysed from a gender perspective and redefined in accordance with the standards for gender equality.
 5. **Sensitizing media workers,** producers, editors and journalists from the local media for integrating a gender perspective and the removal of the language of sexual harassment, discriminatory and chauvinistic language and reporting, as well as the avoidance of negative gender stereotypes, is the way the media's involvement in the promotion of awareness of the importance of gender issues.
 6. **Civil society organizations** should be encouraged to expand the focus of action to protect the rights of women in other aspects of gender inequality, and cooperation between women's organizations and other civil society organizations should be developed with the aim of integrating gender perspectives in the work of organizations dealing with other vulnerable groups or individuals and their empowerment.
 7. **In projects of regional and international cooperation** to include civil society organizations dealing with gender equality and other partners, and jointly prepare and apply for such projects that will integrate gender perspective.

Summary of Chapter III

Law on Gender Equality in BiH, in Article 24 prescribes the programmes of measures for the elimination of gender inequality as an obligation of all levels of government. Such a programme should consist of:

- a. analysis of the state of equality in a particular area;
- b. implementation of adopted state policies through action plans for gender equality;
- c. measure for the elimination of identified gender inequality in a given area.

At the level of local self-governance in the FBiH, this obligation is usually carried out by producing a local action plan for gender equality, and the initiators are often gender commissions, councils, non-governmental and international organizations, which is useful in the sense of establishing partnerships.

However, for the action plan to be feasible and relevant, it is necessary that most responsibility for its development, implementation and monitoring is borne by city/town council, with the inclusion of as many interested parties. Such cooperation is achieved through the establishment of an interdepartmental working group, which should have the support and information of all administration services available.

Quality Action Plan for Gender Equality is based on an analysis of gender equality, analysis of departments of the city/municipality from a gender perspective and gender analysis of the budget, for which the data disaggregated by gender is necessary.

Local action plan can follow the following structure, in accordance with GAP BiH:

INTRODUCTION

PART I.

- I.1. Methodology for the development of the action plan
- I.2. List of consulted institutions, organizations and male and female individuals
- I.3. The aim of the action plan and relationship with other development strategies town/municipality

PART II. - State of gender equality by areas

- II.1. Decision-making
- II.2. Education
- II.3. Social protection
- II.4. Health care
- II.5. Employment
- II.6. Violence against women and discrimination

PART III. - Strategic framework and the matrix of logical framework

Local Action Plan for Gender Equality needs to be adopted by the city or municipal council in accordance with the procedure of adoption of programmes and strategies, and it is necessary to carry out a public hearing in the drafting stage or at the stage of the draft document.

CONCLUSION

Constitution of BiH assumed various international conventions, including the Convention on the Elimination of All Forms of Discrimination against Women. The Constitution also defined the prohibition of discrimination.

Law on Gender Equality in BiH was adopted in 2003 and amended in 2009, and prescribes a clear obligation of the state, entities, cantons and municipalities in the implementation of the prescribed standards. The Law defines in detail the prohibition of discrimination on grounds of sex.

Institutional mechanisms for gender equality in BiH are the Agency for Gender Equality at the State level, and two gender centres in the entities, with the authorities prescribed by the Law on Gender Equality in BiH. For the implementation of standards, the Law requires the establishment of mechanisms at lower levels of government, the cantons and municipalities.

The strategic framework for gender equality in BiH encompasses Gender Action Plan, adopted for the period from 2013 to 2017, with three strategic objectives and 14 priority areas of action. For municipalities, especially important is the strategic objective I, and the measures defined in this objective should be integrated in the gender action plans of municipalities, in accordance with their responsibilities.

Article 23 of the Law on Gender Equality in BiH commits all levels of government, including local governments, to establish institutional mechanisms for gender equality, but it does not specify the forms of mechanisms that should be established.

Most towns and municipalities in the FBiH established a Commission for Gender Equality of the municipal or city council, but these commissions are faced with limitations in their work with regard to the division of responsibilities. It is recommended that cities and municipalities establish mechanisms in the public administration, whether it is an interdepartmental body appointed by the mayor, a separate organizational unit, or a commitment of gender equality added to an individual portfolio or one existing organizational unit.

Institutional mechanisms in local governments are established to implement the Law on Gender Equality in BiH, the Gender Action Plan of BiH and international standards of gender equality at the local level. This objective is implemented by mechanisms through four key activities:

- Analysis of the situation of gender equality at the level of the city or municipality,
- Providing expert opinions on drafts and proposals of key legal acts, strategies, plans and budgets of the city or municipality,
- The processing and/or forwarding petitions related to violations of standards of gender equality,
- Promotion of gender equality standards at the local level.

Law prescribes the obligation of harmonization of legal acts, as municipalities and cities should first carry out in key documents, such as the statute of the city or municipality, rules of procedure of the Council, and then the documents of lower legal importance.

Changes need to be led by the fundamental principles of law, and that is, on one hand, the prohibition of discrimination on all grounds, including on grounds of gender, and, on the other, the promotion of gender equality through special and temporary measures, for example, the gender distribution in key appointed positions in the city or municipality.

Prohibition of discrimination in the Law applies to discrimination in language, when the male grammatical gender is used as generic, especially when the discrimination is carried out through official documents.

One of the key preconditions for the implementation of standards of gender equality at the local level is the classification of all data collected by units of local self-governance, disaggregated by gender.

Law on Gender Equality in BiH in Article 24 prescribes the programmes of measures for the elimination of gender inequality as an obligation of all levels of government. Such a programme should consist of:

- a. analysis of the state of equality in a particular area;
- b. implementation of adopted state policies through action plans for gender equality;
- c. measure for elimination of identified gender inequality in a given area.

At the level of local self-governance in the FBiH, this obligation is usually carried out by producing a local action plan for gender equality, and the initiators are often gender commissions, councils, non-governmental and international organizations, which is useful in building the sense of partnership.

However, for the action plan to be feasible and relevant, it is necessary that most responsibility for its development, implementation and monitoring is borne by city/town council, with the inclusion of as many interested parties. Such cooperation is achieved through the establishment of an interdepartmental working group, which should have the support and information of all administration services available.

Quality Action Plan for Gender Equality is based on an analysis of gender equality, analysis of departments of the city/municipality from a gender perspective and gender analysis of the budget, for which the data disaggregated by gender affiliation is necessary.

Local action plan can follow the following structure, in accordance with GAP BiH:

INTRODUCTION

PART I.

- I.1. Methodology for the development of the action plan
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PART III. - Strategic framework and the matrix of logical framework

Local Action Plan for Gender Equality needs to be adopted by the city or municipal council, according to the procedure of adoption of programs and strategies, it is necessary to carry out a public hearing in the drafting stage or at the stage of the draft document.

ADDITIONAL RESOURCES

- City of Equality is Possible!: Examples of Good Practices of Local Authorities and Non-governmental Organizations in the Field of Gender Inequality, Association "Women to Women" Sarajevo, 2012.
- City of Equality, the Council of European Municipalities and Regions (CEMR) - Council of European Municipalities and Regions (CEMR), Agency of Local Democracy, Mostar, 2012.
- Ways to Overcome Discrimination in Language in Education, Media and Legal Documents, the Association of Linguists, Sarajevo, 2011.
- Recommendations and Guidelines for Gender Mainstreaming in Local Budgets in BiH; VESTA Association, 2008th
- Manual for the Development of Local Gender Action Plans, SNV Dutch Development Organization, 2012.
- Manual for Harmonization of Laws with the Law on Gender Equality and international Standards in the Field of Gender Equality, Gender Equality Agency of BiH, 2011.
- Gender Perspective and Local Level, VESTA Association, 2013.
- Gender Equality at the Local Level, SeConS - Development Initiative Group and the Development Agency EDA, 2013.
- Join - in Gender Equality, Manual for the Application of the Principle of Gender Equality in the Local Community, Gender Centre - Centre for Gender Equality of the Government of the Republika Sprska, 2007.
- Regulation on the Process of Strategic Planning, Annual Planning and Reporting in the Federal Ministries and Institutions ("Official Gazette of BiH", No. 5/14)
- Guide for the Application of the European Charter for Equality of Women and Men at the Local Level, the Council of European Municipalities and Regions (CEMR) - Council of European Municipalities and Regions 2009 changed the LDA Mostar, 2012.

